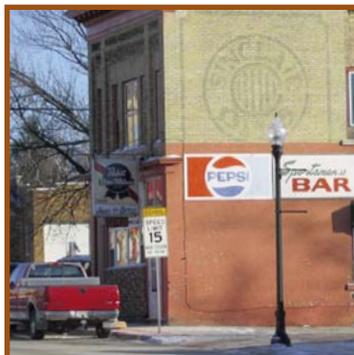


Village of Johnson Creek

COMPREHENSIVE PLAN

Adopted: January 26, 2009

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Introduction

Located in central Jefferson County, just east of the Rock River, the Village of Johnson Creek is characterized by a small-town atmosphere and abundant natural amenities. Surrounded by rivers, forests, drumlins, and vast

WHAT IS AN ECO-MUNICIPALITY?

An eco-municipality is a community that has adopted *The Natural Step* framework as a guide to a more sustainable future. Using this framework, sustainability is defined by the following four system conditions:

In a sustainable society...

1. Nature is not subject to systematically increasing concentrations of substances extracted from the Earth's crust;
2. Nature is not subject to systematically increasing concentrations of substances produced by society;
3. Nature is not subject to systematically increasing degradation by physical means; and
4. People are not subject to conditions that systematically undermine their capacity to meet their needs.

The Natural Step advises a bottom-up approach to community decision-making and emphasizes the value of educating residents and decision-makers about the benefits of sustainable practices. Instead of prescribing universal courses of action that all communities must follow to achieve sustainability, *The Natural Step* framework encourages communities to use a method called "back-casting." Using this approach residents and decision-makers envision a future in which all of the above system conditions have been met, and then identify specialized ways to move toward achieving that vision.

Source: The Natural Step for Communities: How Cities and Towns can Change to Sustainable Practices, by Sarah James & Torbjorn Labti

expanses of rolling farmland, and located at the intersection of I-94 and STH 26, the Village benefits from its regional access to major economic centers such as Chicago, Milwaukee, and Madison. Over the last twenty five years, the Village has nearly doubled its population, and the community's direct access to the interstate and Highway 26 will continue to drive its growth long into the future, presenting both opportunities and challenges for the small community.

Johnson Creek's economy was founded in industry, and in 1910 the Village was identified as "one of the smartest, healthiest, wealthiest, and most progressive villages in the State of Wisconsin." Today, the community is comprised primarily of residential development. In August of 2006, the Village extended its legacy as a progressive and healthy community by adopting a resolution to become one of the first eco-municipalities in the United States (see sidebar). In taking this step, the Village recognizes that it is in a position to guide its future growth in a more sustainable manner.

As the residents of Johnson Creek face their future, they will no doubt be repeatedly challenged to maintain the Village's small-town character, while still allowing for the kinds of growth and development that will keep the streets vibrant and the economy healthy. In this context, this comprehensive planning process provides a valuable opportunity for the community to begin to take an inventory of current conditions, engage and educate residents, and identify approaches for moving forward. Furthermore, planned development in a controlled, orderly, and predictable manner will enhance the Village's ability to retain its small-town character, avoid land use conflicts, provide housing and appropriate employment opportunities, and protect its natural, cultural, and agricultural resources.

A. Purpose of this Plan

This 2008 *Village of Johnson Creek Comprehensive Plan* is intended to help the Village 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 Village;
- Preserve natural and agricultural resources in and around the Village;
- Identify needed transportation and community facilities to serve future land uses;
- Direct housing and commercial investments in the Village; and
- Provide detailed strategies to implement plan recommendations.

The *Plan* is organized into chapters that specifically address each of the nine elements required by the State of Wisconsin. Each chapter presents background information on the element it is addressing (e.g. *Transportation, Land Use, Economic Development*) and then presents an outline of the Village's goals, objectives, and policies for that element. These documented policies are the basis for the programs and 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.

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 Statute also specifies the required contents of every comprehensive plan, as well as specific procedures for preparing and adopting the plan. This *Plan* meets all of the statutory elements and requirements of the comprehensive planning law.

In order to provide sound public policy guidance, a comprehensive planning process should incorporate inclusive public participation procedures to ensure that final *Plan* recommendations reflect a broadly supported vision for the community. On November 27, 2006, at the outset of this planning process, the Village Board adopted the Village's public participation plan by resolution. Due to this extensive public participation process outlined by the Village, 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 Village Board enact an ordinance adopting the Plan as the Village's official *Comprehensive Plan*.

Following Plan Commission approval, the Village Board 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 Board may then adopt the ordinance approving the Plan as the Village's official *Comprehensive Plan*.

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

C. General Regional Context

Map 1 shows the relationship of the Village to neighboring communities in the region. The Village is located in the north-central portion of Jefferson County, roughly 35 miles east of Madison and 45 miles west of Milwaukee.

The Village is bordered on the southwest by the Town of Aztalan; on the east and southeast by the Town of Farmington; and on the north by the Towns of Farmington, Milford, and Watertown. The nearest neighboring communities are the City of Jefferson, located three miles to the south; the City of Lake Mills, located six miles west; and the City of Watertown, located five miles north. As of 2008, the Village encompassed approximately 2.9 square miles of land.

The Village's extraterritorial jurisdiction abuts the extraterritorial jurisdictions of the City of Watertown to the north and the City of Jefferson to the south. There is a current need for the Village to work with these communities to prepare an intergovernmental agreement that will formally establish a mutually acceptable approach to extraterritorial jurisdiction overlap.

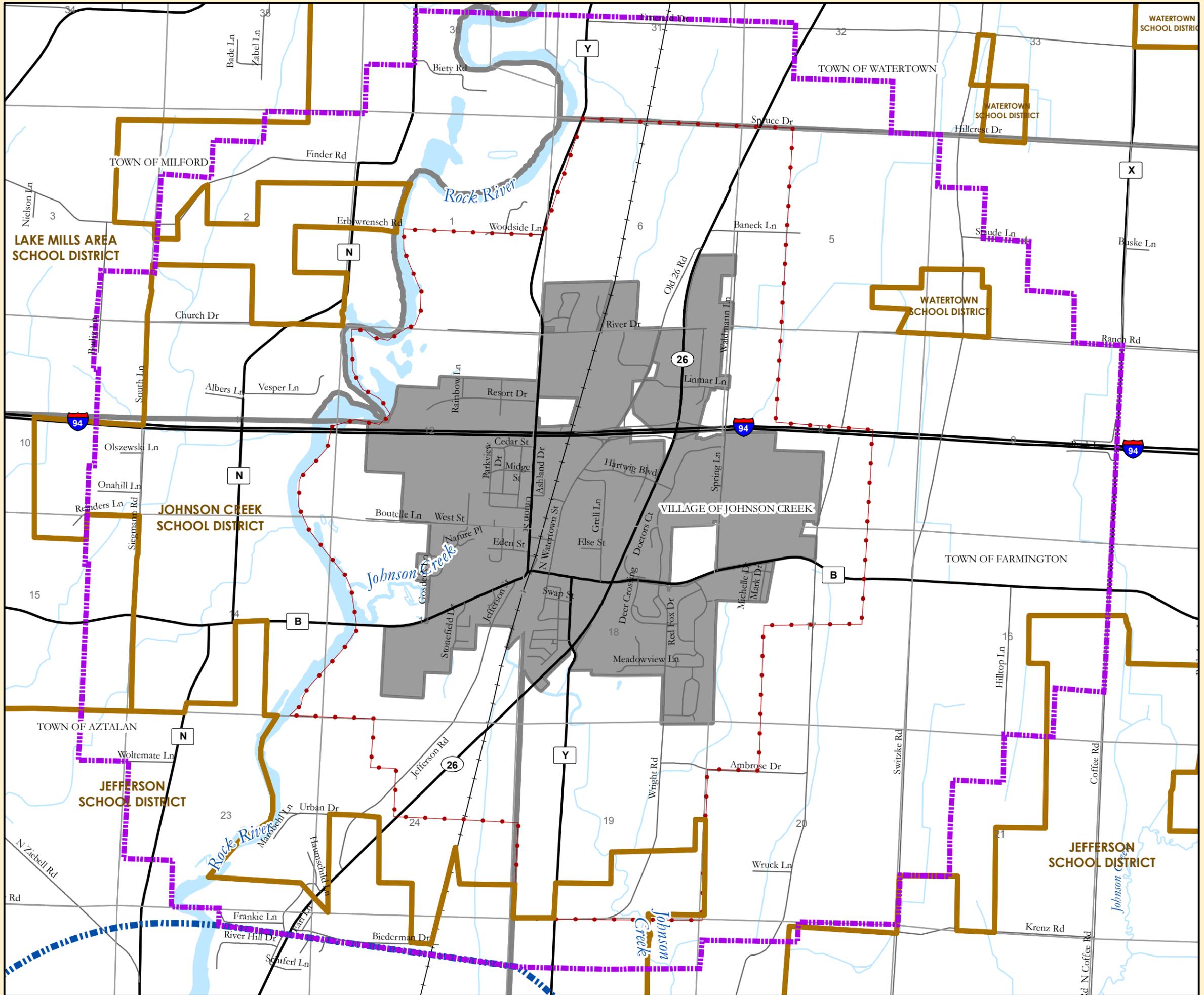
D. Selection of the Planning Area

The Village of Johnson Creek encompasses approximately 2.9 square miles. The planning area includes all lands currently within the Village of Johnson Creek's municipal limits, and the unincorporated areas within and just beyond the Village's 1.5-mile extraterritorial jurisdiction (ETJ). The planning area is illustrated in Map 1.

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

E. Regional Planning Effort

This *Comprehensive Plan* was prepared concurrently with five other communities in Jefferson County as part of a state-funded, multi-jurisdictional planning process. These communities included the cities of Jefferson, Waterloo, Lake Mills, and Fort Atkinson, and the Town of Aztalan. The same consulting firm worked with all six communities in preparing their plans. Johnson Creek took part in intergovernmental meetings involving all of these communities throughout the process.



Jurisdictional Boundaries

-  Village Boundary
-  Town Boundaries
-  School District Boundaries
-  Sections with Section Numbers
-  Urban Service Boundary
-  Village of Johnson Creek Extraterritorial Jurisdiction
-  City of Jefferson Extraterritorial Jurisdiction
-  Major Roads
-  Local Roads
-  Railroads
-  Surface Water

January 26, 2009
 Sources: Jefferson County, Dane County, Dodge County, US Census



Chapter One: Issues and Opportunities

This chapter of the *Plan* includes an overview of demographic trends and background information for the Village. This information provides an understanding of the changes taking place in the Village of Johnson Creek. 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 Village of Johnson Creek's population experienced an overall increase of 25.6 percent, growing from 1,259 residents to 1,581 (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 Village's growth rate is higher than all of its neighboring communities in Jefferson County. Since 1980, the Village's rate of growth has increased, growing by roughly 12 percent between 1980 and 1990. In 2005, the U.S. Census Bureau estimated Johnson Creek's population to be 2,024. This rate of growth is inconsistent with the 1990-2000 trend.

Figure 1.1: Population Trends

	1970	1980	1990	2000	Percent Population Change 1990-2000
Village of Johnson Creek	790	1,136	1,259	1,581	25.6%
Town of Jefferson	3,082	2,891	2,687	2,265	-15.7%
Town of Aztalan	1,306	1,752	1,476	1,447	-2.0%
Town of Milford	1,129	1,066	1,007	1,055	-6.5%
Town of Watertown	1,671	1,921	1,840	1,876	12.3%
Town of Farmington	1,391	1,528	1,404	1,498	6.7%
City of Waterloo	2,253	2,393	2,712	3,259	20.2%
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%
City of Watertown	11,310	12,202	12,388	13,535	19.7%
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 Village through the year 2030: the DOA's projection (through 2025), a Straight Line Projection that was calculated by determining the Village's average annual population change for the last 25 years and projecting that forward for the next 25 years, and a compounded projection that was calculated by determining the Village'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 Village's population is projected to be between 3,299 and 3,606 in the year 2030.

For the purposes of this *Plan*, the Village will utilize the compounded projection scenario. This is based on the increasing rate of population growth in recent years, the Village's proximity to growing metro areas, and pending expansions and improvements to STH 26. This population scenario will be used for housing and land use demand projections later in this *Plan*.

Figure 1.2: Village of Johnson Creek Population Projection Scenarios

	2000 ¹	2005 ²	2010	2015	2020	2025	2030
DOA Population Projection ³	1,581	2,024	1,828	1,942	2,058	2,175	n/a
Straight Line Projection ⁴	1,581	2,024	2,279	2,534	2,789	3,044	3,299
Compounded Projection ⁵	1,581	2,024	2,371	2,778	3,254	3,812	4,465

¹ U.S. Census Bureau, 2000

² U.S. Census Bureau, 2005 population estimate

³ To be completed when 2030 projections are available from the DOA

⁴ Extrapolated based on the average annual population change from 1990-2005 $((2005 \text{ pop} - 1990 \text{ pop}) / 15)$

⁵ Extrapolated based on the average annual percent change from 1990-2005 (3%)

B. Demographic Trends

Figure 1.3 shows the Village of Johnson Creek's age and gender distribution in 2000, compared to the surrounding communities. Although the Village's median age has increased from 30.2 in 1990, to 31.9 in 2000, Johnson Creek's median age is younger than for all nearby communities. The proportion of residents over the age of 65 has decreased from 12.3 percent in 1990, to 9.4 percent in 2000, which differs from trends in most communities in Wisconsin. The current proportion of school-age children residing in the Village was comparable to surrounding communities in 2000, but is likely increasing due to the availability of housing attractive to young families.

Figure 1.3: Age and Gender Distribution, 2000

	Median Age	Percent under 18	Percent over 65	Percent Female
Village of Johnson Creek	31.9	26.6%	9.5%	50.5%
Town of Jefferson	40.9	21.9%	14.0%	49.4%
Town of Aztalan	38.5	25.7%	12.0%	49.8%
Town of Milford	40.0	25.5%	14.2%	47.6%
Town of Watertown	38.6	24.8%	11.1%	48.8%
Town of Farmington	37.1	26.2%	10.7%	48.9%
City of Waterloo	34.5	27.3%	11.4%	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%
City of Watertown	34.7	26.0%	14.7%	51.6%
Jefferson County	36.6	25.2%	12.8%	50.4%

Source: U.S. Census Bureau, 2000

Household Trends and Forecasts

Figures 1.4 and 1.5 present household characteristics for the Village of Johnson Creek as compared to several surrounding communities and Jefferson County. Overall, Johnson Creek's housing characteristics are typical of a Wisconsin community of its size. However, in 2000, the Village's median rent was higher than all comparison communities, and the Village's percentage of owner-occupied housing units was comparable to the cities of Lake Mills and Ft. Atkinson. The average equalized value of residential property is lower than for all nearby towns, with the exception of the Town of Milford.

Figure 1.4: Comparison of Household Characteristics

	Total Housing Units	Total Households	Average Household Size	Average Equalized Value of Residential Property 2005*	Median Rent
Village of Johnson Creek	659	624	2.53	\$160,170	\$683
Town of Jefferson	805	759	2.67	\$178,506	\$575
Town of Aztalan	553	530	2.73	\$179,953	\$588
Town of Milford	411	391	2.70	\$77,393	\$585
Town of Watertown	715	684	2.72	\$186,892	\$715
Town of Farmington	561	541	2.77	\$187,062	\$579
City of Waterloo	1,293	1,242	2.56	\$141,994	\$581
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
City of Watertown	8,330	8,022	2.55	\$143,919	\$563
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: Comparison of Housing Occupancy Characteristics, 2000

	Percent Single Person Household	Percent of Vacant Housing	Percent Owner-Occupied	Percent Single Family Units
Village of Johnson Creek	23.7%	5.3%	66.7%	45.0%
Town of Jefferson	16.5%	4.3%	83.3%	94.0%
Town of Aztalan	14.7%	4.2%	88.5%	92.7%
Town of Milford	17.1%	4.9%	87.5%	92.3%
Town of Watertown	15.8%	4.3%	89.6%	90.9%
Town of Farmington	14.0%	3.6%	85.2%	88.3%
City of Waterloo	25.0%	3.9%	71.7%	66.5%
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%
City of Watertown	25.5%	3.7%	63.5%	67.2%
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 Village through the year 2030, which was calculated using the compounded population projection from Figure 1.2. Based upon these projections, the Village will have 1,425 households in 2030, or an additional 801 households more than in 2000.

For the purposes of planning, household projections are translated into an estimated demand for additional housing units. It should be noted that the demand for future housing units will be based not only on increases in population, but also on fluctuations in the Village’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 2000 household size (2.53) will remain constant through the planning period.

Figure 1.6: Household Projections, 2005-2030

	Households 2000 ¹	Projected Households						# of Additional Households 2000-2030
		2005	2010	2015	2020	2025	2030	
Compounded Projection ²	624	800	898	1,008	1,131	1,269	1,425	801

¹ U.S. Census Bureau, 2000

² Extrapolated by dividing the compounded population projections (See Figure 1.2) by the 2000 average household size (2.53)

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 Village’s planning process was guided by public input that was collected through a variety of approaches, including a visioning workshop, a community survey, interviews of citizens and stakeholders, and regular meetings of the Comprehensive Plan Steering Committee. The following is a summary of those activities:

Community Survey

In June 2007, a community survey was mailed to all households in the Village and the surrounding area (approximately 1,700). 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 211, representing a response rate of approximately 12 percent.

A complete summary of survey responses is available by contacting the Village Clerk.

Overall, respondents reported that the most important reasons they chose to live in Johnson Creek were affordable housing and proximity to Milwaukee and Madison. Respondents reported that they were generally comfortable with recent population growth, but felt that non-residential growth in the Village has been too slow.

To enhance Johnson Creek’s image and identity, respondents felt that the Village should continue to invest in downtown redevelopment and should work to attract businesses such as a grocery store to the community. The quality of the Village’s schools was also viewed as an important asset that should be maintained.

Johnson Creek’s parks were regarded as the Village’s most pleasant or attractive assets to the community. Respondents generally felt that the Village’s housing stock should continue to be comprised primarily by

single-family homes, with a preference for mid-sized houses in particular. There was also support for more senior housing options in the community. Respondents also expressed support for the promotion of neighborhood design features such as front porches, bicycle and pedestrian paths, street trees, sidewalks, and greenway corridors.

Respondents generally supported a range of non-residential development types in the Village to serve the population to provide jobs, and to maintain a diverse tax base. The survey also indicated support for a variety of non-residential design standards such as requirements for energy efficient building construction, signage and lighting limitations, and environmental landscaping requirements. The types of businesses most desired in the Village included a grocery store and other specialty food stores, sit-down restaurants, and neighborhood-serving retail.

Key Planning Issues Exercise

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

1. Community Character:

- Creeks are defining elements of the Village.
- The Village has a small-town feel to residents and visitors, and it feels like a growing community to the businesses.
- We are growing a way that improves its character: The parks, community center, landscape ordinances, infrastructure improvements all are examples of this positive growth.
- I'm concerned about a trend toward cookie-cutter homes showing up in some of our neighborhoods. Community designers need to be more diligent about not allowing our community to become homogenized. I believe the staff understands the expectations of the elected officials, but I cannot be positive.
- Rural, outlet mall, growth.
- Tension between old and new, perceived or real.
- Growth has damaged landscape.
- Concern over expensive homes: changes character.
- The Natural Step will be a significant model of growth—control not certain.

2. Land Use:

- Our agricultural and recreational lands are most important and must not be allowed to be pushed out by our other land uses.
- I don't believe the other communities are a great concern at this time.
- I believe the current zoning areas reflect the community's desire for land use.
- The zoning ordinances are fine, but we need to do a bit more with the subdivision regulations.
- Loss of Agriculture is a concern.
- Preservation of wetlands and watershed.
- Water quality.
- Lots of emphasis on a supermarket.

3. Pace of Development/Redevelopment:

- Pace of housing seems to be pretty good—there are some spec homes sitting right now, but in view of the current housing market, not too many.
 - Our non-residential development is important to the health of the community and it doesn't seem to be moving too quickly.
 - The surrounding communities appear to be growing at the pace we are and don't seem to be pushing us.
 - Feels fast. Are we, the Village, leading development, or was it leading us?
4. Environment:
- We have Johnson Creek and its tributaries, as well as cattail marshes.
 - We need to protect them from encroachment and contamination.
 - The features are not very accessible and are mostly unusable and therefore under appreciated.
 - Stormwater is causing trouble in many areas.
 - Rock River.
 - Drumlins.
 - Wetlands.
 - Feels like we are paving the earth.
5. Housing:
- We have a pretty good mix of housing types throughout the Village.
 - I believe we need to look at some higher density housing because we are growing at a fast rate. If higher density isn't employed, we risk overrunning the lands we want to protect.
 - We need to encourage maintenance and rehab of our older homes; this includes allowing the construction of period appropriate outbuildings.
 - New development is mostly single family: 15,000-25,000 square feet.
6. Economic Development:
- I believe we are working to foster a positive attitude toward commercial and industrial development.
 - Our recreational development is moving along nicely.
 - The Highway 26 corridor is a key economic development area.
 - We must work to redevelop a positive economic base in our community's downtown, as it is stumbling badly.
 - I am not aware of incentives being offered by the community.
 - The Village could do a better job of capitalizing on its natural features.
7. Transportation:
- The railroad bridge causes large trucks and equipment to be routed through downtown, but I am not sure there is anything we can do about it.
 - Parking along North Watertown Street should be eliminated, as it causes a dangerous situation when two cars meet. This is one of our main Village entrances and shouldn't create the feel of congestion as people enter our Village. I don't know if there is a capital improvement program in place or if it's been followed.

8. Community Facilities and Services:

- We need an expansion of our schools, and our community offices appear to be rather cramped.
- We have new rehab police station and are in the planning stage for a new fire station.
- We are nearing the need for a waste water system upgrade.
- Dead end runs in our water system is a concern that needs to be addressed. We are embarking on a major water resource study and ordinance development.

Focus Groups and Interviews

In June of 2007, the planning consultant conducted interviews with various representatives of the community. Interviewees were selected by the Comprehensive Planning Steering Committee and Village staff. The majority of interviewees fit into one of five focus groups: Village of Johnson Creek business owners, downtown Johnson Creek business owners, housing, schools and recreation, or agriculture and the environment. The significant outcomes of all interviews were as follows:

- Residents and business owners expressed concerns that taxes and sewer rates are too high in the Village are much higher than in surrounding communities, causing people and businesses to choose to locate elsewhere.
- There are concerns that land prices for commercial land are too high in the Village.
- Johnson Creek elementary school has a great reputation. Academically the middle school and high school are also very good, but they don't offer enough extracurricular activities, so students open enroll in other School Districts.
- The Village and the school district always seem to be up against one another.
- There is a need for a new high school in the District.
- The Village is taking too much time to improve parks instead of just building facilities.
- Commercial opportunities in the Village include the following:
 - Dry cleaner
 - Upscale bakery with breads and cheeses
 - Coffee shop (downtown)
 - Boutique stores in downtown
 - Restaurant (downtown)
 - Place like Two Loons from Mall area
 - Place like Puffins in City of Jefferson
 - Places that make you want to stay awhile located in downtown
- The Village doesn't have the market to support more upscale homes. The Village would first have to offer better services. But the Village can't support some of these services until the population grows (e.g. park and recreation system).
- Not having a grocery store hurts the Village, but you need to have more rooftops to have a grocery store.
- There is a perception that the Village's standards for development are some of the highest around.
- The Village's development approval process is cumbersome and many developers have the opinion that the Village is difficult to work with.
- Some people felt that the Village needs to market itself better.
- The Village is not being proactive in terms of commercial development. Land in the TIF district is not being sold.
- Affordable housing is difficult to provide in Johnson Creek because of all the costs associated with building in the Village.
- The Village needs a better park system and better recreational programming.

- The Village and the School District could work together to provide better recreational programming.
- There are some concerns over parking in the downtown. The parking situation is acceptable right now, but if other businesses came in there wouldn't be enough parking to accommodate them.
- The Village needs to advertise the downtown more. There should be more directional signage.
- Need for a revolving loan fund so downtown businesses can fix up the fronts of their buildings (like in Fort Atkinson).
- There is a lot of misinformation and there is a big difference between people's perceptions of the way things are and the reality of the situation. The Village could host an after-hours meeting on regular dates where residents could come and talk with the Board and Village staff. It would be informal but would give people a chance to get to know each other, to learn more about what's going on in the Village, and to express concerns in an informal way.
- There's a need to clean up Johnson Creek (the actual creek). This represents the image of the community, and it is poorly maintained.

Vision Workshop

In April of 2007, the Village held a Vision Workshop to provide an opportunity for residents to identify a shared vision for the Village, express concerns for the future of the Village, and to develop priority actions for the Village 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 is available at Village Hall. A summary of workshop results follows below.

Workshop participants were asked to take ten minutes working on their own to describe how the Village of Johnson Creek should ideally look, feel, and function in the year 2030. Participants were encouraged to be creative, to use their imaginations, and to be as general or as specific as they liked. Responses have been summarized by category below.

Natural Resources: There is a need to focus on energy efficiency and environmental sustainability. Preserve natural areas in the community and keep the Rock River clean.

Cultural Resources: Promote a diverse population and focus on merging the old and the new. Plan more community festivals and activities.

Land Use: Focus on growing compactly with small shops and restaurants in the downtown and housing and other businesses in more outlying areas. There was some disagreement over how the River should be developed. Several participants mentioned growing toward and beyond the river, with residential development along the river. There were also several people who felt that the Rock River shouldn't be developed at all, but preserved for recreation and public enjoyment.

Transportation: Maintain an interconnected, well-managed street system, but provide public transportation options such as buses and trolleys. Accommodate bike and pedestrian traffic along streets. Support the development of a commuter train between Milwaukee and Madison.

Community Facilities: Focus on maintaining a high quality school system and invest in programming and school facilities. Provide a diversity of parks and recreation areas throughout the Village that can accommodate many different types of users.

Housing and Neighborhood Development: Provide a variety of housing options in the Village, including townhouses, senior-housing, single-family homes, apartments and condos, and affordable housing options. Focus on the aesthetic quality of neighborhoods and buildings.

Economic Development: Focus on revitalizing the downtown with small shops, restaurants, gathering places, and attractive buildings. Locate industry in appropriate location. Diversify business in the community, and focus on identifying ways to increase the chances of a grocery store locating in Johnson Creek.

Community Character: Embrace growth while still maintaining small-town character and quaint charm. Preserve the community as a safe and place to live and raise a family.

Top/priority planning goals identified by workshop participants were as follows:

- Support and maintain high quality schools
- Increase or park and recreation opportunities in the Village.
- Provide opportunities for residents to meet the daily needs in the Village.
- Create a vibrant and unified downtown.
- Maintain the Village's "small-town" character.
- Increase the diversity of housing options in the Village.
- Provide more trails, sidewalks, and bike lanes.

Participants were asked to work in small groups to identify strategies for achieving the top goals listed above.

Goal: Support and maintain high quality schools.

Group One

- Continue to preserve a low teacher to student ratio.
- Solicit grocery store to attract people who are used to those types of conveniences.
- Provide extracurricular activities and courses that provide opportunities for a diverse student population (e.g. foreign language, science).
- By making the Village more attractive with lower taxes for residents and higher commercial base, we will increase student population, making a new high school more affordable and necessary.
- Plan for new high school.
- Solicit additional businesses to increase retention of people and slow down brain drain for Wisconsin.
- Make life easy for businesses in Johnson Creek. This may mean altering the Johnson Creek Business plan in relation to the LEED criteria. Currently, there is a chilling effect.

Group Two

- In 2010 population will be around 2000: Build a new high school with sports fields. Also offer drama.
- In 2018 the population will be around 4000: Build new or addition middle school.
- In 2030 the population will be around 6000: focus on high-tech education, maintain a low teacher-student ration for K-12.

Goal: Increase park and recreation opportunities in the Village.

- Maintain Rock River boat access, tweak current (2003) park plan.
- Mandate developers contribute to park fund, locate Village land suitable for future parks.
- Repair tennis courts, path along the creek trails, create "friends of the parks" fundraising maintenance.
- Create ongoing maintenance plan for parks. Instead of a lot of little parks in each new subdivision, pay for a few larger ones.
- Park lighting should avoid light pollution.
- Identify strategy to attract grant money.
- Smart river/creek development - marshland could be used for nature center. Private development should be discouraged in these areas.

Goal: Provide opportunities for residents to meet the daily needs in the Village.

Group One

- Need for a grocery, pharmacy, banking, restaurant, jobs, daycare, schools, senior care (housing and activities).
- Get a specialized grocery with pharmacy—niche, different than Wal-Mart.
- Provide good paying jobs: attracts businesses, incentives, Village low interest loans/grants/subsidies.
- Put Pernats and other specialty food stores under one roof.

Group Two

- **2008:** Focus on Grocery store; assume that population increases; establish government incentives, tax breaks, development committee.
- **2008-2010:** Market our location, meet with chains, non-compete incentives limit competition.
- **2010:** smaller pharmacy and grocery.
- **2010-2030:** community support, campaigns, residents buy local!
- **2020:** expanded grocery store.

Goal: Create a vibrant and unified downtown.

- **2008:** Steering Committee to Plan.
- **2009:** Rules of ordinance changed. Plan—Define location: streets; rewrite ordinance: no housing on street level; expansion of downtown toward school property; grants: state and federal; structure: use existing structure, preservation of current structure and style of buildings.
- **2010:** Comprehensive Plan in place.
- **2011:** Recruit business, downtown beautification; business definition: specialty, arts and crafts, coffee shop, hamburger/luncheon, bakery, coop, grocery, books, clothes; beautification: stamp street, trees/flowers, clock, benches.
- Transportation: small parking lots, public transportation, trolley
- **2015:** Park, seating, farmers market.
- Continued growth: expansion west along Aztalan.

Goal: Maintain the Village’s “small-town” character.

- Revisit development ordinances to adopt more common sense standards.
- Consider small changes in regulation, inviting businesses that fit and meet the community’s needs, limit floor size and other dynamics via ordinances.
- Consider servicing the needs of residents FIRST, then focus on drawing trade, customers, tourists.
- Careful planning for the needs of our children: schools, parks, community programs, safe streets. Maintaining a family-friendly, small town feel.

Goal: Increase the diversity of housing options in the Village

- Increase population to 2030 projection by 2030.
- Use land effectively to meet diverse housing needs.
- Determine desired housing mix based on type of people living here (40% single-family, 20% multi-family, 10% condos, 30% senior and assisted living).
- Establish zoning ordinance that can be flexible as needs change.

- Public infrastructure planning that includes roads, utilities, water, schools, police and fire, and good development practices.
- Prepare an annual update to master plan.

Goal: Provide more trails, sidewalks, and bike lanes

- Assess existing facilities and trail.
- Establish communication with governor and citizens and area communities—linking trails.
- Look into revenue generation and grants for land purchase—preservation.
- **2009:** Continue park and rec committee (director) to make recommendations to the planning commission and village board.
- **2017:** Carry out linking the trails together / ADA access.
- Upkeep and extended community involvement.

Draft Plan Open House & Public Hearing

On August 7, 2008, the Village conducted a public open house on a public review version of the draft *Plan*. The Smart Growth Committee then recommended changes to the *Plan* based on public comment. Following its recommendation and that of the Village Plan Commission, the Village Board conducted a final public hearing on the *Plan*, per legislative requirements, before adopting it.

D. Regional Influences

In order to more accurately guide Johnson Creek'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 Village growth (See Map 2). Some of most significant influences include the following:

Proximity to Major Employment, Shopping, and Entertainment Centers

The Village of Johnson Creek is located within driving distance of several major regional employment centers, shopping destinations, and entertainment venues. Located roughly 45 minutes west of the Village, the City of Madison hosts a number of employment options, including the Wisconsin capitol, the University of Wisconsin, several regional medical centers, and a regional bio-agriculture research center. In addition, 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 well within an hour's drive of Johnson Creek. The Milwaukee Metro region offers significant employment options, including the Milwaukee County Research Center, the County Regional Medical Center, and St. Luke's Medical Center. Numerous entertainment venues and shopping destinations are also available in the area, such as Miller Park, the Milwaukee County Zoo, Pier Wisconsin, the public museum, and Mayfair Mall.

To the southwest, the cities of Janesville and Beloit are located within an hour from Johnson Creek, as is the Fox Valley to the northeast. For weekend excursions, Downtown Chicago is less than 2 and a half hours from the Village.

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. Centered on the junction of I-94 and STH 26, the Village of Johnson Creek is on 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, including Chicago, Minneapolis, and Detroit. Jefferson County is also traversed by US Highways 12 and 18 and STHs 19 and 89, and has a direct connection with I-39/90, located west of Jefferson County.

For more distant travel, Johnson Creek is also within an hour's drive from both the Dane County Regional Airport in Madison and General Mitchell International Airport in Milwaukee. As a benefit to local businesses, the County is served by three major railroads: the Wisconsin & Southern Railroad Co., Canadian Pacific Railway, and the Union Pacific Railroad, which travels directly through Johnson Creek.

Abundance of Recreational Resources and Open Space

Nestled between five growing metro areas, Jefferson County's natural landscape has remained relatively undisrupted by development. The County's roadways offer views of glacial drumlins more pronounced than almost anywhere else 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 serves as a vast 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 natural beauty and wide open spaces that will continue to make this area of Wisconsin such a desirable place to live and visit.

E. Johnson Creek Opportunities

Map 3 illustrates the most significant opportunities identified for Johnson Creek's planning area. These opportunities were identified early in the planning process to help guide Plan direction. The ideas presented on Map 3 have been expanded on in other chapters of this *Plan*.

F. Johnson Creek Vision Statement

The following two paragraphs capture Johnson Creek'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* are intended to move the Village towards achieving this vision.

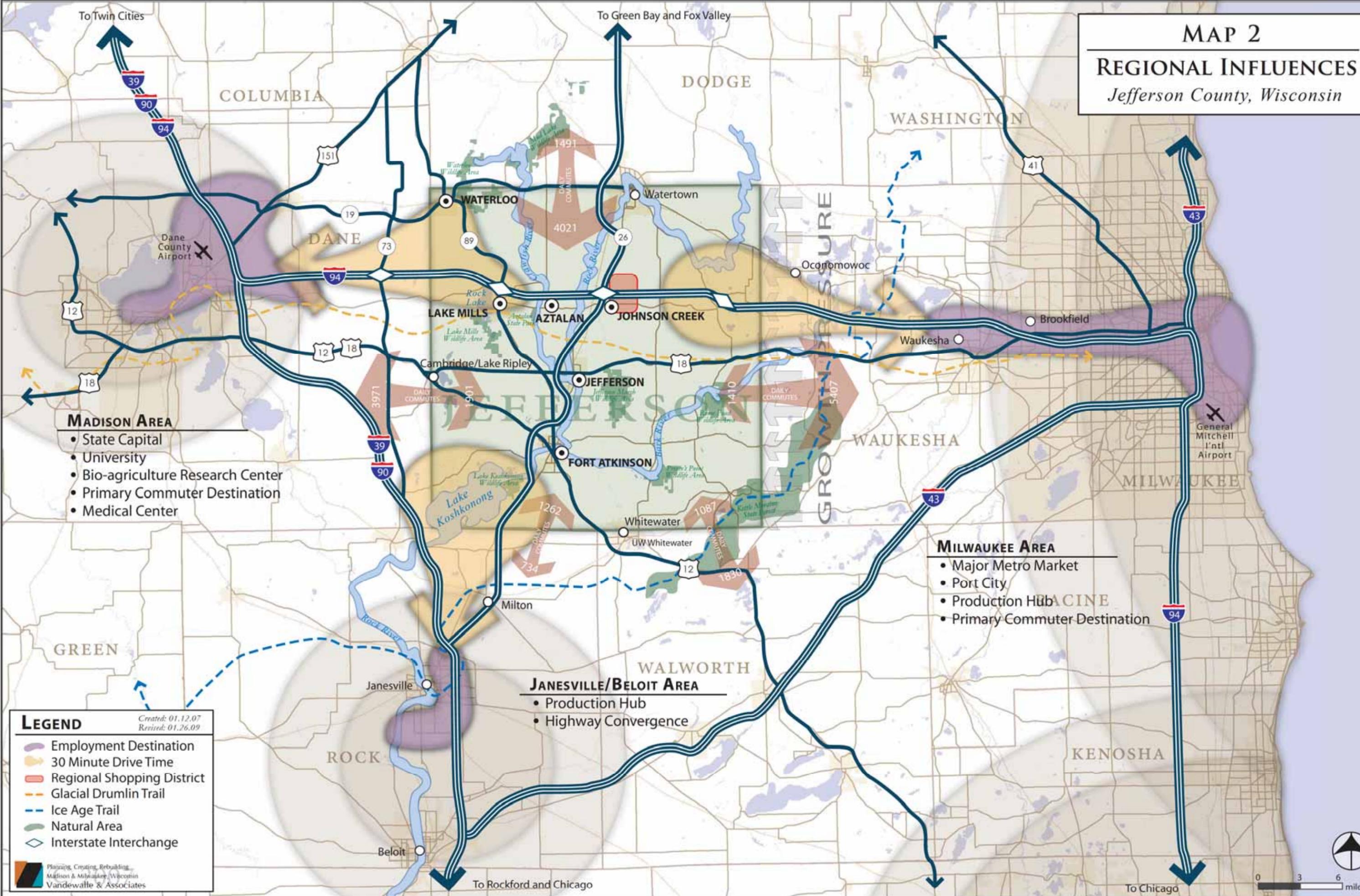
In the year 2030, the Village of Johnson Creek will be the picture of small-town charm, and a peaceful and safe place to live and raise a family. Over the years, Johnson Creek will have effectively balanced economic growth with the preservation of village character by calling upon the knowledge, creativity, and expertise of the people who make up the community; by reserving key sites around the Interstate 94 and Highway 26 corridors for tax base development and employment land uses; and by embracing new opportunities and progressive ideas for sustaining quality of life.

In 2030, the streets of the downtown will be alive with family and friends gathering in the local shops and cafes. Children and adults will enjoy walking and biking safely and conveniently to the Village's parks, schools, and businesses. New neighborhoods will be well-designed so as to minimize impacts on the County's irreplaceable farmland and natural resources, and the Village will be a model for sustainable development practices. A variety of housing options will provide opportunities for a diversifying population, while local festivals, markets, and civic events continue to symbolize Johnson Creek's traditions, culture, values, and community pride.

MAP 2

REGIONAL INFLUENCES

Jefferson County, Wisconsin



- MADISON AREA**
- State Capital
 - University
 - Bio-agriculture Research Center
 - Primary Commuter Destination
 - Medical Center

- MILWAUKEE AREA**
- Major Metro Market
 - Port City
 - Production Hub
 - Primary Commuter Destination

- JANESVILLE/BELOIT AREA**
- Production Hub
 - Highway Convergence

LEGEND

Created: 01.12.07
Revised: 01.26.09

- Employment Destination
- 30 Minute Drive Time
- Regional Shopping District
- Glacial Drumlin Trail
- Ice Age Trail
- Natural Area
- Interstate Interchange

Planning, Creating, Rebuilding
Madison & Milwaukee, Wisconsin
Vandewalle & Associates



Opportunity Analysis 3

Village of Johnson Creek Comprehensive Plan

ROCK RIVER ENVIRONMENTAL & RECREATION CORRIDOR

- River as western village boundary
- Enhance public access to river
- Opportunity for future water trail

POTENTIAL BIO BUSINESS CENTER

- Take advantage of highway access and visibility
- Draw on surrounding agricultural resources

Madison 35 Miles
(Madison Metro Area ~1,000,000 People)

VILLAGE CENTER

- Historic mix of residential and nonresidential uses
- Downtown as gathering place
- Implementation of downtown master plan
- Downtown mix of specialty retail, services & civic activity
- Preservation of historic buildings and character

WESTERN NEIGHBORHOOD GROWTH AREAS

- Provide connections to Rock River
- Conservation neighborhood design
- Focus on stormwater/erosion best management practices
- Maintain public access to Rock River and Johnson Creek

SOUTH SIDE COMMERCIAL

- High quality design standards
- Businesses oriented toward residential neighborhood

Johnson Creek-Watertown Community Separation Area

Watertown 10 Miles
Oshkosh 75 Miles
Green Bay 120 Miles
(Fox Valley Area ~1,000,000 People)

HIGHWAY 26 CORRIDOR

- Planned expansion to 4 lanes
- Unified corridor plan through the Village

NORTH GATEWAY OFFICE AREA

FUTURE EMPLOYMENT AREA

JOHNSON CREEK OUTLETS

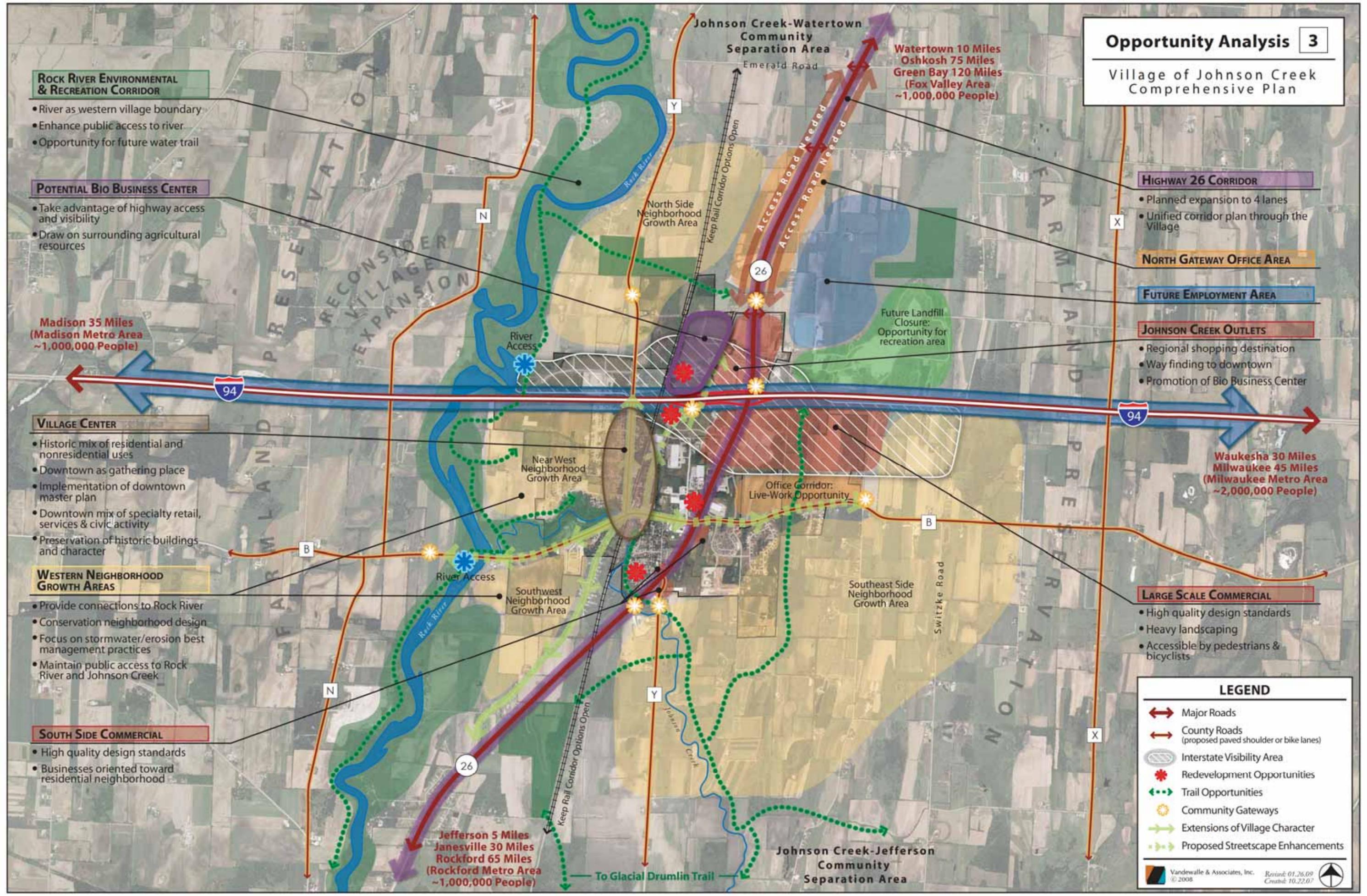
- Regional shopping destination
- Way finding to downtown
- Promotion of Bio Business Center

LARGE SCALE COMMERCIAL

- High quality design standards
- Heavy landscaping
- Accessible by pedestrians & bicyclists

LEGEND

- ↔ Major Roads
- ↔ County Roads (proposed paved shoulder or bike lanes)
- ⊖ Interstate Visibility Area
- ✳ Redevelopment Opportunities
- ⋯ Trail Opportunities
- ☀ Community Gateways
- Extensions of Village Character
- Proposed Streetscape Enhancements



G. 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, Village Board members, residents, and other interested groups and individuals for the next 20+ years.

Goals, objectives, policies, programs, and recommendations are defined below:

Goals are broad, advisory statements that express general public priorities about how the Village should approach development issues. Goals are based on key issues and opportunities that are affecting the Village.

Objectives more specifically identify future direction. By accomplishing an objective, the Village moves closer to achieving its goals.

Policies are rules or courses of action implemented to achieve specific objectives. Village 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 Village toward achieving its goals, objectives, and policies.

Recommendations provide detailed information regarding how to implement objectives, policies, and programs.

VILLAGE OF JOHNSON CREEK OVERALL PLANNING GOALS

- Preserve the agricultural character of the Village's planning area.
- Protect and enhance natural features and ecological systems in the Village's planning area.
- Preserve, enhance, and promote the Village's small-town, historic character and charm.
- Promote a future land use pattern in and around the Village that is economically efficient and environmentally sustainable, helps maintain property values, preserves the community's predominately residential character, encourages well-planned and attractive development, and minimizes land use conflicts.
- Provide a safe and efficient transportation system that meets the needs of multiple users in and around the Village, including pedestrians, motorists, and bicyclists.
- Develop and maintain a comprehensive system of bicycle and pedestrian facilities in and around the Village to encourage alternative transportation and a healthy, active lifestyle.
- Promote an effective and efficient supply of utilities, community facilities, and public services that meet the expectations of Village residents and business owners.
- Ensure the provision of a sufficient number of parks, recreational facilities, and open space areas to enhance the health and welfare of Village residents and visitors.
- 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.
- Attract and retain businesses that capitalize on Johnson Creek's regional position, enhance the Village'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.
- Develop and maintain mutually beneficial relationships with adjacent and overlapping governments.

Chapter Two: Agricultural, Natural, and Cultural Resources

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

Agricultural Resources

A. Character of Farming

Agriculture is one component of Johnson Creek's economy and way of life. According to the 2006 land use inventory, agricultural land accounts for approximately 30 percent of the Village's total land area, and a much greater percentage of the surrounding towns is in agriculture. Crop farms, primarily corn and soybeans, are generally located around the periphery of the Village.

AGRICULTURAL RESOURCE RECOMMENDATIONS SUMMARY

- Utilize extraterritorial land division review to limit rural housing development in the Village's extraterritorial jurisdiction.
- Encourage the future siting and development of bio-based business center in the northwestern portion of the community, north of the Interstate in the industrial park.

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 4 depicts the locations of Class I, II, and III soils in and near the Village of Johnson Creek. There are not any Class I soils within the Village. Class II and III soils are well distributed throughout the Village, with Class II soils accounting for approximately 58 percent of the Village's total land area and Class III soils accounting for approximately 26 percent of the 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 who promote 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 Village of Johnson Creek does not have exclusive agriculture zoning. However, in 2006 there were seven claims for this credit in the Village, constituting a total of 1,877 and an average credit of \$268. It should be noted that claims for both of the Farmland Preservation Credit and the Farmland Tax Relief Credit are documented for the municipality in which the claimant lives, which may not be where the farm is actually located.

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 12 claims for this credit in the Village of Johnson Creek, constituting a total of \$2,397 and an average credit of \$199.

D. Agricultural Resource Goals, Objectives, and Policies

Goals

Preserve the agricultural character of the Village's planning area.

Objectives

1. Promote compact development patterns and maintain a "hard-edge" between Village 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 Village.
4. Work with the surrounding towns and Jefferson County to help preserve farming as a viable occupation and way of life.

Policies

1. Work with surrounding towns and Jefferson County 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 and Jefferson County to encourage a land use pattern that directs more intensive development into the Village 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.
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 Village to preserve lands outside the Village for agriculture.
6. 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 Village'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 of existing exurban residential development in the Town of Aztalan southwest of the Village and in the Town of Watertown northeast of the Village, the majority of the lands outside the Village's limits that are not in environmental corridor have been indicated on the Village's Future Land Use map (see Map 7) as appropriate for continuation in agricultural use. The Village 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. subdivisions, multi-family residential, commercial, industrial) to the Village or other incorporated communities. This recommendation is discussed further in the Land Use chapter and in the Intergovernmental Cooperation chapter.

2. 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 Village of Johnson Creek is ideally located near a major research and development center at the University of Wisconsin-Madison, agricultural producers, and the manufacturing centers of eastern Wisconsin, north central Illinois, and Chicago. This location places the Village in an excellent position to be a source of raw materials for bio-based products. In addition, the Village’s immediate access to Interstate 94 and Highway 26, make the Village a prime location for future bio-business operations in Jefferson County and the State as a whole.

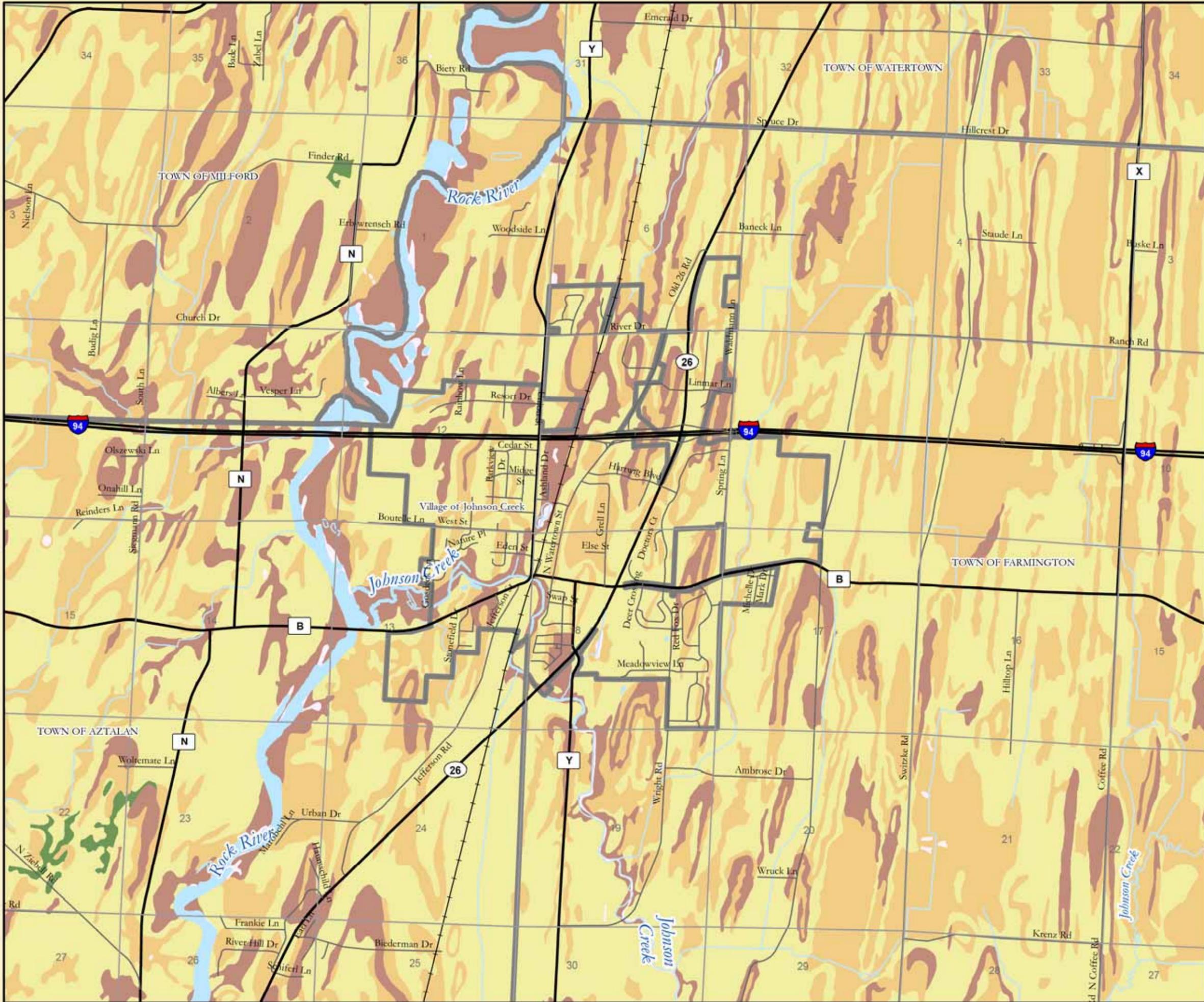
There is a potential opportunity for the Village to encourage the future siting and development of bio-based business center in the northwestern portion of the community, north of the Interstate in the industrial park (also see the Economic Development chapter).

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>.



Agricultural Soils

Legend

- Village and Town Boundaries
- Major Roads
- Local Roads
- Railroads
- Surface Water

Soil Capability Class

- Capability Class - I
- Capability Class - II
- Capability Class - III
- Capability Class - IV - VIII
- Not rated or not available

Natural Resources

A survey of Johnson Creek’s natural resources provides a 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, and ground water protection. Maintenance of these natural features is also important for community appearance and for the functions they perform for natural communities. Map 5 in this *Plan* depicts the Village’s key environmentally sensitive areas, some of which are described in more detail below.

NATURAL RESOURCE RECOMMENDATIONS SUMMARY

- Take a leadership role in promoting environmental health, and encourage the construction of energy-efficient buildings.
- Protect environmental corridors, groundwater, and surface water by maintaining a compact development pattern and promoting stormwater best management practices.

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 Village of Johnson Creek falls entirely within the Southeast Glacial Plains Landscape. Understanding the distinct attributes of this landscape will be important when identifying future land management and land use goals. Many of these attributes are identified in the following sections.

B. Topography

The topography in the Village of Johnson Creek was shaped over 10,000 years ago by Wisconsin’s most recent period of glacial activity. The landscape is characterized by gently rolling drumlins that were formed by material deposited along the edges of the ice sheet during the glacier’s retreat. Elevations in the Village range from approximately 785 feet above sea level to roughly 900 feet above sea level.

C. Metallic and Non-Metallic Resources

There are no active mineral extraction sites located in Johnson Creek or immediately surrounding Johnson Creek. However, 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.

D. Groundwater

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 Village of Johnson Creek.

The quality of groundwater in the Village is generally good. However, groundwater availability and quality 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.

In the rural areas located immediately around the Village, a potential groundwater contaminant is nitrate-nitrogen, which can come from improperly functioning on-site wastewater systems, animal feedlots, livestock waste facilities, sludge and septage application, lawn and agricultural fertilizers, and decaying plant debris.

Well draw-down is a significant issue on the eastern and western margins of Jefferson County, primarily associated with rapid growth in Waukesha County and Dane County.

E. Watersheds and Surface Waters

The Village is located within the Johnson Creek and Middle Rock River watersheds 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.

Two surface water features are located within the Village: Johnson Creek and Spring Creek. Johnson Creek traverses the southern portion of the Village, and Spring Creek is a small drainageway that runs through the center of the Village, parallel to the railroad tracks. The Rock River is located just west of the Village's current boundaries.

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 limit property damage. The Village of Johnson Creek Floodplain Ordinance regulates development within floodplain areas.



Rock River

Map 5 shows the 136 acres of land in the Village classified as floodplain, comprising approximately seven percent of the Village's total land area. Floodplain areas in the Village are located primarily along Johnson Creek and Spring Creek. Significant floodplain areas are also located along the Rock River, just west of the Village, presenting significant limitations to development. The National Flood Insurance Program maps produced by the FEMA should be referenced for official delineation and elevations of floodplain boundaries.

G. Wetlands

According to the Wisconsin DNR's Wetland Inventory Maps, wetland habitats comprise approximately eight percent (162 acres) of the Village'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 scattered throughout the Village, but are most concentrated in the areas surrounding Johnson Creek and Spring Creek. The Village of Johnson Creek Shoreland/Wetland Ordinance regulates the use and development of wetlands within 300 feet of navigable streams and 1,000 feet of lake and ponds and controls for lands annexed into the Village.

H. Woodlands and Natural Vegetation

The Village of Johnson Creek'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.

I. Steep Slopes

As shown on Map 5, slopes exceeding a 12 percent grade are scattered throughout the northeastern and southwestern portions of the Village. 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.

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 Village level, according to this inventory, the towns of Aztalan, Farmington, and Milford (within which the Village is located) collectively have two animal species, two plant species, and one natural community that fall into one of these categories. Animal species include the Redfin Shiner and the Blanchard's Cricket Frog. 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 the Village. These corridors are shown on Map 5. Environmental Corridors are continuous systems of open space that include floodplains, wetlands, public lands, and contiguous woodlands. Environmental corridors are located throughout the Village 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. The Village of Johnson Creek Zoning Ordinance protects the various components of environmental corridors, including floodplains, wetlands, drainageways, steep slopes, and woodlands.

L. State Natural Areas/Wildlife Areas

The Village does not have any state natural areas or wildlife areas within its boundaries. The two closest Wildlife Areas are the Waterloo Wildlife Area, located northwest of the Village in the Town of Waterloo, and the Lake Mills Wildlife Area, located in the Town of Lake Mills, just to the southwest of the City of Lake Mills.

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. 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 Village of Johnson Creek 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 Village will be important in helping WisDNR identify future lands for acquisition and future opportunities for connecting these lands to people.

N. Natural Resource Goals, Objectives, and Policies

Goals

Protect and enhance natural features and ecological systems in the Village’s planning area.

Objectives

1. Continue to recognize that the Johnson Creek’s character is in large part defined by the abundance of natural resources and open spaces located in and around the Village.
2. Protect natural features, including wetlands, lakes, woodlands, wildlife habitats, open spaces and groundwater resources, and other environmentally sensitive features.
3. Protect surface water and groundwater quality, specifically associated with the Rock River and Johnson Creek.

4. Link the preservation of natural resources with recreational and economic opportunities for residents and visitors.

Policies

1. Continue to utilize overlay zoning, subdivision review authority, and official mapping authority to protect environmental corridors and significant environmental features within Village limits and extraterritorial jurisdiction.
2. Preserve significant natural features by prohibiting new construction in mapped environmental corridors. Require all site plans, preliminary plats, and certified survey maps to accurately depict all environmental corridor natural resource elements (e.g. wetlands, floodplains, steep slopes, drainageways, etc.) that are found on the site.
3. Require natural resource features to be depicted on all site plans, preliminary plats, and certified survey maps in order to facilitate preservation of such features.
4. 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.
5. Protect the area's natural resources, particularly the Rock River and Johnson Creek, to protect threatened or endangered species and other wildlife, and to promote local economic development.
6. 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.
7. Where appropriate, encourage a compact development pattern, mixed use development, infill, and redevelopment in the Village to preserve open spaces and natural resources.
8. Support responsible, low-impact development practices that promote the preservation of natural resources.
9. 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.
10. Review and revise Village ordinances as needed to ensure that they encourage or at least do not prevent property owners or developers from engaging in environmentally-friendly practices.
11. Support and participate in the Glacial Heritage Project and other initiatives that are focused on preservation and enhancement of natural resources.

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.

12. Discourage the establishment of new mineral extraction operations within the Village limits, except where they are associated with a development project on the same site and are operated according to safe and clean standards.

O. Natural Resource Programs and Recommendations

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

Because the Village of Johnson Creek is located within the Glacial Heritage Area Project’s primary study area, it will be important for the Village to remain involved in the project’s ongoing feasibility study process, which is intended to identify lands appropriate for future acquisition and preservation. Johnson Creek also intends to continue to work with WisDNR to coordinate possible connections between public recreation areas and Village neighborhoods. The Village’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.

2. Take a Leadership Role in Promoting Environmental Health

The Village 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 Village’s “eco-municipality” initiative. It will be important for the Village to communicate the definition of an “eco-municipality”, what this means for residents and business owners, and how promoting a sustainable environment contributes to a healthy economy, a healthy social environment, and individual health. The Village can then help citizens identify ways they can contribute to this initiative.
- Coordinate the efforts and knowledge of Village 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 Village 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 Village 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, community investments, and human resources.

84% of survey respondents support requirements for energy efficient building design in new non-residential buildings

3. Link Natural Area Preservation with Recreational Opportunities

When siting new parks and considering improvements to existing park facilities, the Village will identify areas that can accommodate both active recreation (e.g. ballfields, 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 Village’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.

4. Encourage the Construction of Energy-Efficient Buildings

Johnson Creek intends to welcome the construction of energy-efficient buildings. In recent years, communities 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 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 Village will welcome the construction of energy-efficient buildings, including the exploration of incentives for property owners who retrofit existing buildings with “green” technologies.

**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

5. Promote a Compact Development Pattern

The Village will promote a compact future development pattern, focusing on techniques that minimize the amount of land required for additional growth, such as infill development, redevelopment, and traditional neighborhood development (see the Housing and Neighborhood Development chapter). A compact development pattern will be less expensive to serve with public utilities and services, 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.

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.

6. Promote Stormwater Best Management Practices

The Village 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:

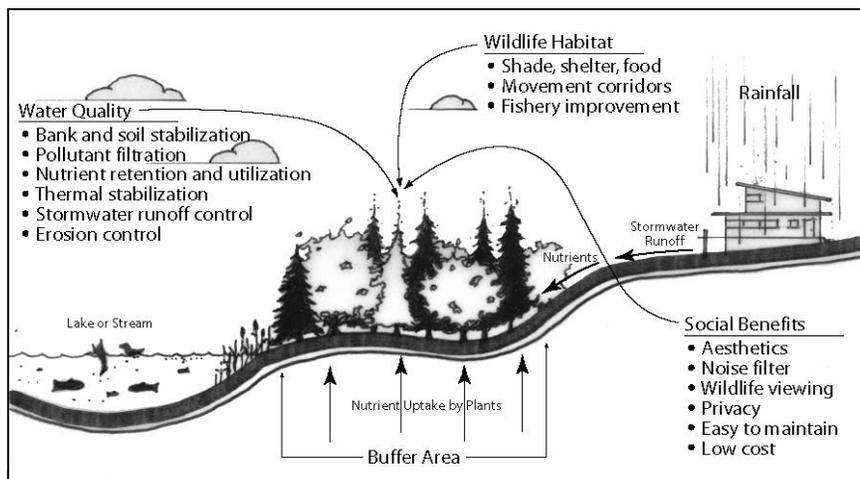
- Maximize permeable surface areas. This technique focuses on reducing the impervious footprint of development sites and breaking up large paved areas with permeable surfaces and/or natural ground cover and vegetation. Since the impacts of stormwater runoff are far more effectively managed by natural 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 lots, which are associated with less impervious surface 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 Village 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. Johnson Creek may consider learning more about 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 Village will consider taking measures to actively promote this program and to provide residents with information about how and where they can purchase their own rain barrels.
- **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 Village could 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 2.1):** 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 Village 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 2.1: Example of Vegetated Buffer



7. Protect Groundwater Quantity and Quality

Groundwater is the source for all of the Village’s drinking water supply. If groundwater is removed from an aquifer more quickly than it is recharged, the amount of water available in the aquifer is reduced. This situation is becoming an increasing concern in southeastern Wisconsin. In addition, groundwater recharges local rivers and streams. For these reasons, groundwater protection is critical. This *Plan* supports several efforts to protect groundwater quality and quantity, including the following:

- Remain informed and involved in decisions pertaining to high-capacity wells. Permits for high capacity wells (those withdrawing more than 100,000 gallons per day) must be registered with and permitted by WisDNR. The DNR will not approve wells that impair public water utility supplies. Wells drawing more than 2 million gallons per day are evaluated in terms of whether they impair public water rights, future water use plans, or cause adverse groundwater effects. The DNR also has authority to deny a request for a high-capacity well should it assess the environmental impacts as significant to outweigh the benefit. Should potential new sites be proposed in the Johnson Creek area over the planning period, the Village should remain informed and involved in any WisDNR decisions regarding high-capacity well decisions. One way to stay involved in through regular communication and providing public comment during Environmental Impact Statement review periods. The Village may also consider participating in

cooperative groundwater management plans with municipalities, industries, local and regional planning agencies, and State agencies where appropriate, should special groundwater protection priority areas be delineated in the future.

- Carefully consider and study new development in areas susceptible to groundwater contamination. The Village will limit the location of additional commercial and industrial uses with the potential to emit pollutants into the soil or groundwater in portions of the Village more highly susceptible to groundwater contamination. In particular, precautions should be used in siting gas stations or other uses that store fuel or other potential contaminants. The Village may also wish to work with existing business owners on plans to maximize the potential and severity of spills that may otherwise cause future contamination.
- Partner with property owners in the identification, assessment, remediation, and reuse of “brownfield” sites. These sites have the potential to contaminate groundwater. Significant State and federal dollars are available for brownfield assessment, planning, and clean-up in advance of redevelopment. The Village will continue to be active in identifying and helping to clean up and restore to economic use those sites that contain soil contamination.
- Collaborate with stakeholders. Organizations such as the Rock River Coalition are active in promoting water quality in the Rock River basin. The Village intends to work with these groups on initiatives that effect Johnson Creek’s groundwater supply and quality.

8. Protect Environmental Corridors

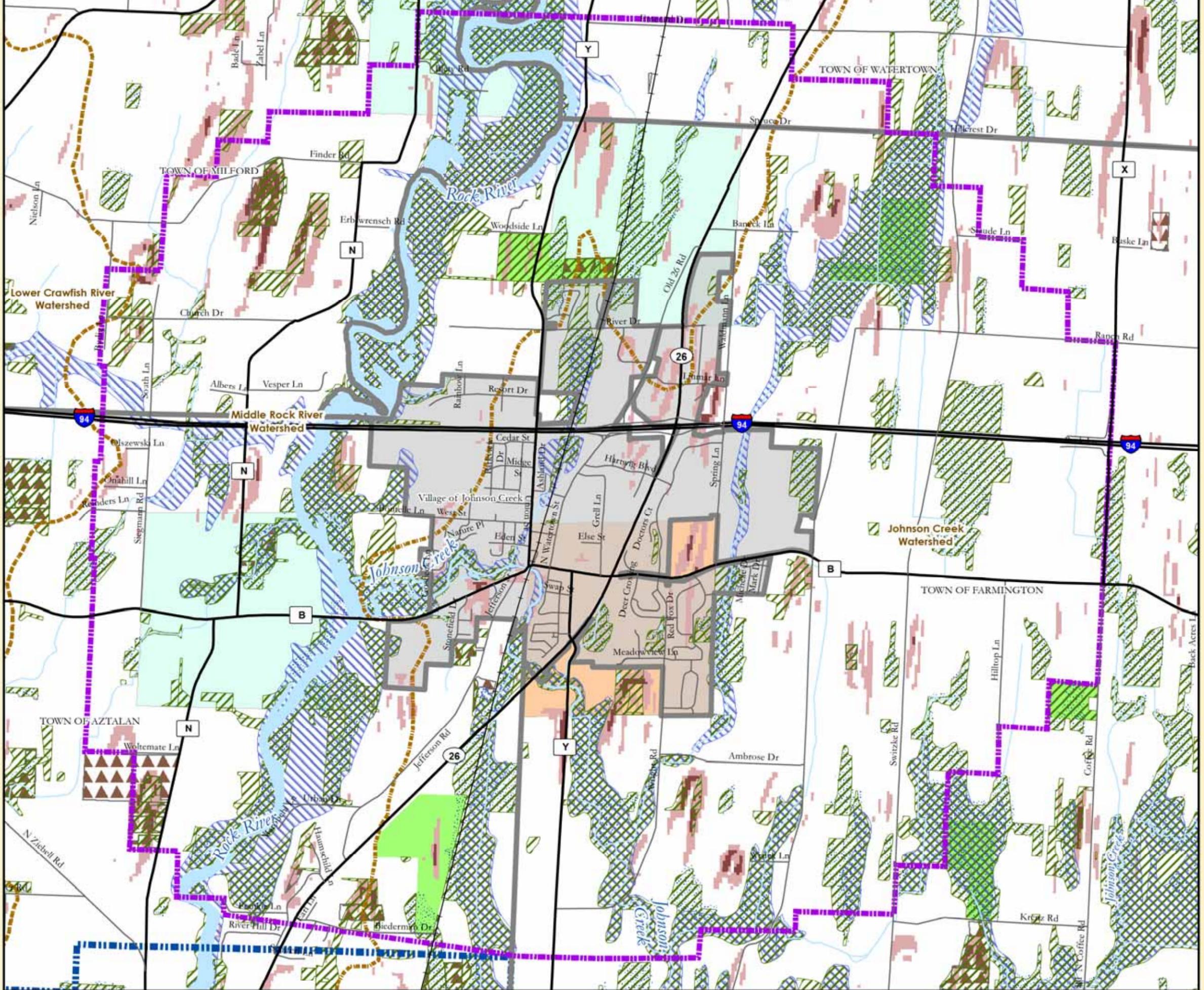
Preserving environmental corridors provides significant ecological, recreational, and aesthetic benefits to a community. Such areas add considerably to the ecological integrity of a region, contribute to the aesthetic value of neighborhoods, offer natural stormwater management and flood control, and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

- 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 Village are required to limit development within the 100-year floodplain as shown on Flood Insurance Rate Maps.
- Contiguous woodlands over 1 acre in size.
- 75-foot setbacks from navigable waters and well-defined drainage-ways.
- Lands with steep slopes of 12 percent or greater.

The Village will 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.

Natural Features

-  Village Boundary
-  Town Boundaries
-  Major Roads
-  Local Roads
-  Railroads
-  Village of Johnson Creek Extraterritorial Jurisdiction
-  City of Jefferson Extraterritorial Jurisdiction
-  Surface Water
-  Watersheds
-  Environmental Corridor
-  Public Open Space
-  Woodland (not in public ownership)
-  Wetlands
-  Floodplain
-  Slopes between 12% and 20%
-  Slopes greater than 20%
- Endangered or Rare Species Sections**
-  At Least 1 Aquatic Species
-  At Least 1 Terrestrial Species



Cultural Resources

Following the Village of Johnson Creek’s establishment in 1836, the community quickly became an important site for industry and manufacturing. Timothy Johnson and Charles Goodhue had founded the first saw mill in the new settlement. Positioned between Madison and Milwaukee, Johnson Creek was a convenient location for the production and distribution of goods. In 1859, a railroad line was extended to Johnson Creek, which led to a significant increase in the community’s population. By 1879, the Village had two general stores, two churches, three taverns, two blacksmith shops, two shoe stores, a lumberyard, and a drug store. Built in 1895, the Park Hotel accommodated 24 sleeping rooms, a bar, a dining room, and a performance hall.

CULTURAL RESOURCE RECOMMENDATIONS SUMMARY

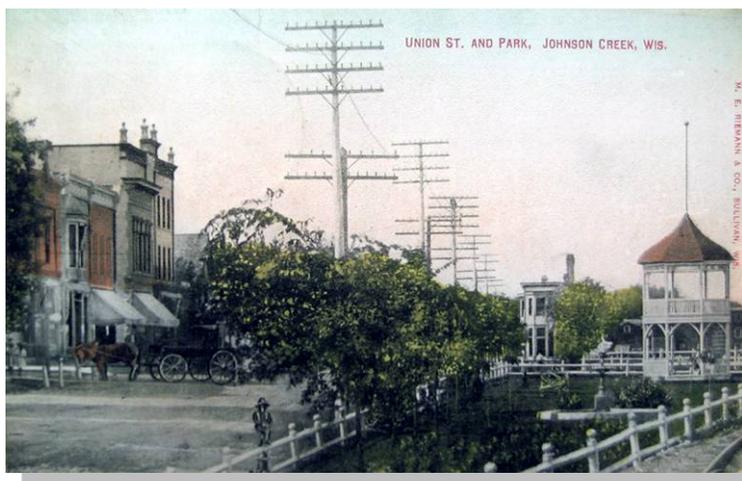
- Work with property owners to preserve historically and culturally significant features.
- Initiate community “placemaking” projects, including installing wayfinding and entryway signage.

In 1910, Johnson Creek was identified in the “Wisconsin Industrial Review” as “one of the smartest, healthiest, wealthiest, and most progressive villages in the State of Wisconsin.” At the time, the Village was Wisconsin’s largest producer of butter, milk, and eggs. In the years that followed, the Village and its industries continued to grow. However, by 1960, following the rise of the automobile and the interstate system, the Village lost many of its original industrial and commercial businesses. Today, the Johnson Creek is primarily a residential community.

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 14 documented structures in the Village of Johnson Creek. This list includes the following:

- Hofbrau building (Park Hotel)
- St. John’s Lutheran Church located at 129 Watertown Street
- The High School
- The railroad depot
- The former H.C. Christianson’s Co. building (144 Watertown Street)
- House (colonial revival style) located between 112 and 114 Union Street
- House (Queen Anne style) located between 112 and 114 Union Street
- House (Queen Anne style) located at 114 Union Street
- The current Christianson Law Office, Mansfield State Bank building (116-124 Union Street)
- The current Dan and Betty’s Village Inn building (132-134 Union Street)
- The current Rock River Telephone Co. building (136-138 Union Street)
- House (Queen Anne style) located at 252 Union Street
- The Methodist Church located at 220 Watertown Street
- St. Mary Magdalene’s Church located on the south side of West Street



There are no properties or areas in the Village that are listed on the National Register of Historic Places.

B. Archeological Sites

There are 17 archeological sites within the Village of Johnson Creek designated by the Wisconsin State Historical Society. These sites include cemeteries/burial sites, effigy mounds, and campsites/villages. 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. Village of Johnson Creek: Downtown Master Plan

In 2004, the Village prepared a master plan to guide future redevelopment of the downtown and to ensure the preservation of key historic properties. This Plan identified downtown buildings on Union Street and Milwaukee Street for preservation and restoration. The downtown was then organized into three districts: the destination retail district, the local services district, and the civic campus district.

The block along Union Street, between Eden Street and the creek, was identified as the center-point of destination retail in downtown Johnson Creek, owing considerably to the historic character of the buildings along Union Street. The area north and south of Milwaukee Street and the area along Depot Street was classified as a future local services district, in which existing and future residents could come to meet their everyday needs. Appropriate businesses for this area include things such as a day care, the post office, a coffee shop, bakery, deli, convenience store, and video store. The Civic Campus District was identified for the areas east and northwest of the Village Hall. This area would be dedicated primarily to government uses and community facilities, such as an expanded library and Village Hall and a visitor's center.

D. Other Cultural Resources

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

- **Creek Fest:** The Village's annual downtown event is a favorite among local residents. The event includes food, music, crafts, and games, and also provides an opportunity for local businesses to set up booths.
- **Chamber-Sponsored Events:** Each year the Chamber of Commerce sponsors several events, including:
 - Bi-annual village-wide yard sale event
 - Bi-annual highway 26 clean up
 - Seasonal awards for best gardens/landscaping (spring, summer, fall)
 - Annual awards for holiday decorations
- **Holiday Party:** The Historical Society sponsors an annual children's holiday party at the Community Center.
- **Annual Earth Day Celebration:** This event is sponsored by the Green Committee. Volunteer activities include cleaning up Johnson Creek, maintaining Village nature walks and paths, and updating educational exhibits at Village Hall.

- **Baseball Events:** Baseball is a well-loved sport in the community and there are organized teams including T-ball, Little League, and adult amateur teams.

E. Cultural Resource Goals, Objectives, and Policies

Goals

Preserve, enhance, and promote the Village's small-town, historic character and charm.

Objectives

1. Preserve and take advantage of unique historic and archaeological areas within the Village's planning area.
2. Preserve the character of the Johnson Creek's historic downtown and the Village's traditional neighborhoods.

Policies

1. Promote the continued restoration and rehabilitation of historic buildings to enhance the viable economic use of these structures, particularly in the downtown.
2. Work with local historic preservation organizations and property owners to protect resources that contribute to the Village'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 Village's heritage and way of life.

F. Cultural Resource Programs and Recommendations

1. Support "Placemaking" Projects in the Village

The term "placemaking" generally relates to the idea or process of adding value to public spaces to enhance community identity and better connect people to the local values, history, and culture of a place-- to instill in people a sense that they belong to a unique and identifiable community.

Examples of placemaking projects may include constructing community or neighborhood entryway features, placing markers on historic or significant community sites; decorating buildings, structures, walkways, or sidewalks; installing public art, small monuments, or statues; displaying unique community features or relics from the community's history; working together to construct play equipment or amenities in a public park; hanging signs or banners; planting median strips or terrace areas; and any other similar or related projects that build upon the culture, history, or unique features of a place.

Placemaking initiatives are generally carried out through locally-based revitalization projects, but need not be expensive or large-scale to be effective. In communities like Johnson Creek that have limited financial means to carry out such projects, it is important to recognize the impressive achievements communities can make just by drawing upon the energy, creativity, and resources of the people who live and work in a place.

Johnson Creek has various opportunities to build upon its location in Jefferson County, and its proximity to abundant natural amenities such as the Rock River. Identifying projects, particularly in and around the downtown that contribute to Johnson Creek's identity as a community may also provide a springboard for other more complex projects and will contribute to the desirability of Johnson Creek as a place to live, work, and visit.

2. Preserve Historically and Culturally Significant Buildings

The Village will continue to coordinate with the Historical Society and property owners 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 Village 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 Village.

The Village 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 communities like Johnson Creek with populations less than 30,000. All applications must be made to the Wisconsin Humanities Council, where additional information can be obtained.

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

Working with the Chamber of Commerce, the Village will identify a design theme for wayfinding signage; streetscaping features such as lighting, benches, and trashcans; and other building façade characteristics such as awnings, particularly for buildings in the downtown. 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 Village, such as the downtown, the library, schools, the community center, and other parks and conservancy areas. 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 Village may also construct a kiosk in several locations in the outlet mall that displays information and promotional materials on other Village businesses, Village maps, and other materials on upcoming Village or regional events, community news.

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 Village'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. Avoid using the signs to direct people to private businesses except in cases where private businesses comprise an important destination in the Village (e.g. 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.

Chapter Three: Land Use

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

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

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 is currently being used, which does not necessarily reflect the current zoning designations. Not all land use categories are represented on both maps.

- **Rural Holding:** 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--Sewered:** Single-family detached residential development served by a public sanitary sewer system;
- **Single Family Residential—Septic:** Single-family detached residential development served by individual on-site wastewater treatment (septic) systems;
- **Two-Family/Townhouse Residential:** Two-family and attached single-family residential development (duplexes, town homes, flats);
- **Mixed Residential:** A variety of residential units, including apartment complexes, garden condominiums, townhouses, manufactured and mobile homes, and some single and two-family residences;
- **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;
- **Planned Commercial:** Indoor commercial, office, community facility, and controlled outdoor display land uses intended to serve the entire community and larger in scale than neighborhood commercial uses;
- **Planned Office:** High-quality indoor professional offices; research, development, and testing uses; 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

LAND USE RECOMMENDATIONS SUMMARY

- Reserve key sites for employment, industry, and shopping.
- Encourage mixed residential neighborhoods comprised primarily of single-family residential homes.
- Preserve the integrity and character of the downtown.
- Require new development in the Village to connect to sanitary sewer and public water systems, and discourage development outside of the 2008 Village limits until sewer and water services are available.
- Maintain a hard edge between farmland and planned urban development areas. The Rock River serves as a logical western edge to the Village over the planning period.

signage, and should comply with the design standards included in Chapter Eight: Economic Development;

- **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 Village'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 Village 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;
- **Planned Industrial:** High-quality indoor manufacturing, warehousing and distribution, and office uses with generous landscaping, screened storage areas, modest lighting, and limited signage, complying with detailed design standards;
- **Community Facilities:** Larger-scale public buildings, hospitals, power substations, schools, churches, and special-care facilities. Some types of smaller community facilities may be permitted in other land use categories;
- **Public Parks and Open Space:** Publicly-owned parks devoted to playgrounds, play fields, play courts, trails, picnic areas, and other active or passive recreational activities, as well as publicly-owned conservancy lands that have been preserved for their environmental significance or sensitivity, for passive recreations, or for flood protection and stormwater management.
- **Environmental Corridor:** 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;
- **Extraction and Disposal:** Includes quarries, gravel pits, landfills, and related land uses.
- **Surface Water:** Lakes, rivers and perennial streams;
- **Rights-of-Way:** Publicly-owned land for transportation uses, including roads, highways, and railroads.

B. Existing Land Use Pattern

An accurate depiction of the Village's *existing* land use pattern is the first step in planning for a desired *future* land use pattern. The Village's consultant prepared a map of the Village's existing land uses in the winter of 2006/07. Village staff and representatives had an opportunity to review and suggest corrections to the existing land use map before it was finalized.

The Village of Johnson Creek encompasses approximately 2.6 square miles. Figure 3.1 summarizes the existing acreage allocated to each of the various land use categories in the Village. Existing Land Use is depicted on Map 6.

Figure 3.1: Existing Land Use Totals, 2007

Land Use	Acres*	Percent
Agriculture/rural	575.7	30.4%
Vacant	286.2	15.1%
Single-Family Residential--Sewered	281.5	14.9%
Two-Family Residential	15.2	0.8%
Mixed Residential	59.8	3.2%
Downtown	9.5	0.5%
Community Commercial	96.5	5.1%
Office	4.5	0.2%
General Industrial	96.9	5.1%
Light Industrial	41.9	2.2%
Community Facilities	69.5	3.7%
Public Parks	37.6	1.9%
Surface Water	1.8	0.1%
Rights-of-Way	318.4	16.8%
TOTAL	1895	100%

Source: GIS Inventory, Vandewalle & Associates, 2007

Residential Development

Single-family residential development comprises roughly 15 percent of land in the Village, at an average density of 3.5 homes per gross acre. When combined, Two-Family Residential and Mixed Residential development areas account for approximately four percent of total land in the Village. These land uses are generally clustered together at average densities of between six and ten dwelling units per acre. Such developments typically consist of duplexes, townhouses, apartment buildings, condominiums, and manufactured and mobile homes.

Residential neighborhoods are concentrated in the southern and western portions of the Village, with the newest subdivisions located west and northwest of the downtown.

Commercial Development

There are approximately 97 acres in Johnson Creek used for commercial development, accounting for approximately five percent of the Village's land. Commercial land uses are generally located along Hwy 26 and north of I-94 in the Outlet Mall. Some smaller businesses are located in the downtown.

Industrial Development

Industrial uses currently account for roughly seven percent of the Village's land. These uses are generally clustered on the central portion of the Village, just west of Hwy 26. Some industrial land uses are also located north of I-94, adjacent to the outlet mall.

Other Development

Community facilities such as churches, schools, municipal facilities, and utilities account for nearly 70 acres (four percent) of the Village's land. These facilities are mainly distributed throughout the central portion of the Village. In addition, there are another 37 acres of public parkland located in the Village, not including recreational lands associated with the school grounds. More detailed information regarding community facilities is located in Chapter Five: Utilities and Community Facilities.



Johnson Creek Outlet Mall

C. Land Development Trends

Figure 3.2 shows the number and type of building permits issued by the Village from 2001 to 2006. For the ten-year period, the Village issued a total of 331 building permits for new residential or commercial buildings. This number does not include permits for additions or renovations to existing buildings. During this timeframe, the Village issued 306 residential permits, for a total of 405 residential units, which is an average of roughly 41 units per year. The majority of the single-family and two-family permits were issued within the last five years, and the majority of the multi-family permits were issued between 1998 and 2001.

Figure 3.2: Building Permits Issued, 1997-2006

Type	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	TOTAL
Single-Family Residential	10	9	5	6	6	29	41	81	38	36	261
Two-Family Residential	1	0	0	0	0	1	6	7	6	1	22
Multi-Family Residential*	0	7 (32)	10 (44)	4 (16)	2 (8)	0	0	0	0	0	23 (100)
Commercial	2	4	4	3	3	2	1	3	3	0	25
Total	13	20	19	13	11	32	48	91	47	37	331

Source: Village of Johnson Creek

* Number in parenthesis indicates total number of residential units in building

Land market trends indicate that property values are increasing significantly in the Village. Between 1999 and 2006, the State Department of Revenue reported a 224 percent increase in the total equalized value of all property in the Village of Johnson Creek compared to an estimated 36.5% increase in population (see Figure 3.3). This rate of increase vastly exceeds that of many of the Village's neighboring communities, and is likely based on a greater rate of non-residential development in this Village.

Figure 3.3: Total Equalized Values

	1999	2006	Percent Change 1999-2006	Percent Population Change 2000-2006*
Village of Johnson Creek	\$87,924,100	\$284,853,600	224%	36.5%
Town of Waterloo	\$50,752,400	\$80,587,800	59%	10.8%
Town of Aztalan	\$86,074,200	\$120,443,600	40%	-1.4%
Town of Milford	\$62,058,900	\$94,619,000	52%	0%
Town of Watertown	\$120,332,400	\$195,336,100	62%	2.1%
Town of Farmington	\$87,177,200	\$122,910,600	41%	-3.4%
City of Waterloo	\$134,794,800	\$200,796,300	49%	-0.2%
City of Lake Mills	\$247,841,300	\$428,067,300	73%	11.5%
City of Jefferson	\$308,464,500	\$463,513,900	50%	5.2%
City of Fort Atkinson	\$537,797,500	\$858,736,000	60%	3.0%
City of Watertown	\$557,802,400	\$923,397,700	66%	7.0%

Source: Wisconsin Department of Revenue, 2006

* 2006 Population based on U.S. Census estimates

D. Existing Land Use Conflicts

Land use conflicts are present in areas of the Village where single-family residential neighborhoods abut industrial properties, primarily around the downtown. Future land use recommendations presented in this *Plan* seek to minimize these types of conflicts through thoughtful planning and implementation, and through strategic redevelopment efforts.

E. Zoning Ordinance (2002)

In August of 2002, shortly following the adoption of the 2002 Comprehensive Plan update, the Village adopted a new zoning ordinance and map that was designed to implement many of the Village's objectives related to community character, environmental protection, aesthetics, and sustainable site design practices.

F. Land Use Demand Projections

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

1. **2005 to 2030 population change:** For planning purposes, the Village's 2030 population is projected to be 4,465, or roughly an additional 2,441 people.
2. **Projected number of new households in 2030:** Using the Village's 2005 estimated average household size of 2.53 people per household, there will be a projected 965 additional households in the Village by the year 2030.
3. **Overall residential density estimate:** Based on the maximum gross densities for residential zoning districts in the Village and the current ratios of single-family to two-family to multi-family residential land in the Village, the overall density of residential land uses is estimated to be 4.5 dwelling units per acre. Land demand projections assume this same overall density.
4. **Current ratio of residential to non-residential land uses:** Development in the Village is currently comprised of roughly 53 percent residential development and 47 percent non-residential development. Land demand projections assume this same ratio.
5. **Flexibility Factor:** 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, and it also ensures that the Village does not under-plan for future growth. In Johnson Creek, the flexibility factor will be the addition of 150 percent of the total or 2.5 times the total.

Figure 3.4 shows the Village's projected land demand in five-year increments.

Figure 3.4: 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	347	407	476	558	654	2,441
Projected number of new housing units	137	161	188	221	258	965
Total new residential acreage demand	31 acres	36 acres	42 acres	49 acres	57 acres	215 acres
Total new non-residential acreage demand	27 acres	32 acres	37 acres	44 acres	51 acres	191 acres
Total acreage demand	58 acres	68 acres	79 acres	93 acres	108 acres	406 acres
Total acreage demand plus flexibility factor (+150%)	145 acres	170 acres	198 acres	233 acres	270 acres	1,015 acres

G. Land Use Supply vs. Demand

Based on the projected population and including the flexibility factor, land demand over the next 20-25 years will be roughly 1,015 acres. The Village has roughly 819 acres of undeveloped land within its 2008 municipal boundaries. Therefore, it is anticipated that the Village will need to annex land from the surrounding towns in

order to accommodate future Village growth, and in particular new residential neighborhoods, over the next 20-25 years.

Over the planning period, the remaining agricultural lands located in the Village are projected to decrease as these areas become developed. Since much of the Village's future development will occur on agricultural lands, it is reasonable to project that with the exception of the areas located in environmental corridor, all agricultural lands within the Village's 2008 municipal boundaries will be developed (roughly 575 acres).

It is projected that either general or light industrial development will comprise roughly 45 percent of future non-residential development. This amounts to a projected 17 acres of industrial development every five-year period. It is projected that commercial development will comprise an additional 33 to 40 percent of future non-residential development, or roughly 13 to 15 acres every five-years. The remaining 15 to 22 percent is projected to go to community facility uses.

H. Future Land Use

The Future Land Use Map (Map 7) depicts recommended future land uses over the 20-year planning period and their location within the Village. Changes in land use to implement the recommendations of this *Plan* will be at the request of property owners. This *Plan* will not compel property owners to change the use of their land. Instead, Map 7 and the policies in this chapter will guide the Village in its review of development proposals.

I. Land Use Goals, Objectives, and Policies

Goals

Promote a future land use pattern in and around the Village that is economically efficient and environmentally sustainable, 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 Village 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 Village's character.
4. Promote the revitalization of the historic downtown and other underused areas of the Village.
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. The Rock River serves as a logical western edge to the Village over the planning period.
3. As necessary, prepare updates and revisions to the Village's zoning and subdivision ordinances to reflect the Village'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 Village connect to sanitary sewer and public water systems; discourage development outside of the 2008 Village 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 new development, such as subdivisions, commercial development, and industrial development, to the Village to preserve the distinction between village and country and the Village's future growth options.
7. Promote redevelopment and infill in and around the downtown and on other key sites.
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, pedestrian-friendly, and interconnected places.
10. Promote compact neighborhoods as a strategy 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 Village neighborhoods.
12. Disperse higher-density residential development throughout the Village, 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. Continue to enforce high-quality standards for building, site, landscape, signage, and lighting design in new development projects.
16. Reserve prime development sites along Interstate 94 and Highway 26 for high value business and office uses that help build tax base, provide jobs, convey a positive image for the Village, and attract visitors.
17. Ensure that new development projects are sustainable and have a positive impact on the community from a fiscal, economic, and environmental perspective, and also with respect to transportation and building quality.
18. Promote "traditional neighborhood design" as a strategy to better manage the rate of community expansion, preserve farmland, and protect natural resources (see the Housing and Neighborhood Development chapter).
19. Avoid premature development at key development locations identified by this Plan until detailed neighborhood plans have been prepared for those areas and approved by the Village.
20. Encourage the development of well-planned, mixed use centers that integrate employment, shopping, housing, and recreation opportunities in a compact, pedestrian-oriented setting.

21. Encourage collaboration between the Village of Johnson Creek, Jefferson County, and neighboring jurisdictions with regard to planning initiatives and development policies.

J. Land Use Programs and Recommendations

This section of the *Plan* has the intent of guiding land use and development in the Village 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 Village, location of areas logical for future development based on existing development, environmental constraints, public and property owner input, and the Village's overall vision for the future (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 Village's regulatory land use tools, such as the zoning map. They should also be used as a basis for 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 Village 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 villages 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 Village limits and in unincorporated areas around the Village. This approach recognizes that Village (and regional) growth and economic health can be either facilitated or impeded by the patterns of growth and preservation in adjacent areas. Not surprisingly, the implementation of 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 Village 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 Village's overall vision for the future.

Future Residential Land Uses

a. Single-Family Residential—Sewered

Description: This future land use category is intended for single-family detached residential development served by public sanitary sewer and water. As depicted on Map 7, it is recommended that new Single Family Residential--Sewered development generally be located west of the downtown and in the southeastern portion of the Village, just south of County Highway B.

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



Example of Single-Family Residential--Sewered

b. Single-Family Residential—Septic

Description: This future land use category is intended for single-family detached residential development served by individual in-site wastewater treatment (septic) systems. This type of land use is shown in areas where this type of development existed at the time this *Plan* was prepared.

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, the Village will exercise its extraterritorial land division review authority to ensure that Single Family Residential—Exurban development is not permitted within the Village’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 Village and affected town.
2. Encourage a maximum buildable lot size of two acres to reduce impacts on farmland and open space.



Example of Single-Family Residential--Septic

c. 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 public sanitary sewer and water system. Two-Family/Townhouse Residential land uses are shown on Map 7 in areas of the Village mainly in and near where these types of development existed at the time this *Plan* was prepared, including several areas near the downtown.



Example of Two-Family-Family/Townhouse Residential

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 Village zoning districts most appropriate to implement this future land use category include the TR-6 Two-Family Residential District.
2. Require connection to sanitary sewer service for all new development in the Two-Family/Townhouse Residential areas.
3. Encourage the construction of narrower streets in new neighborhoods, where possible, and require sidewalks on both sides of all streets (also see the Transportation chapter). This increases the safety of neighborhoods for pedestrians and children.

4. 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 Village will encourage the use of landscape buffers to mitigate the impacts such land uses could have on residential neighborhoods.
5. Continue to enforce property maintenance codes to maintain the quality of the Village's existing residential neighborhoods.
6. Continue to thoughtfully locate community facilities such as roads, paths, parks, sidewalks, schools, and churches in order to provide convenient access to residential areas.
7. Plan for interconnected road and open space networks in new residential areas and between individual subdivisions (also see the Transportation chapter and Housing and Neighborhood Development chapter).

d. Mixed Residential

Description: This future land use category is intended to accommodate a variety of residential units, including apartment complexes, garden condominiums, townhouses, and some single and two-family residences, all served by public sanitary sewer and water system. Mixed Residential is shown on Map 7 in and near areas of the Village where these types of development existed at the time this *Plan* was prepared, mostly in areas in the southern portion of the Village on either side of Highway 26.



Example of Mixed Residential

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 Village zoning districts appropriate to implement this future land use category include the MR-8 Multi-Family Residential-8 District and MR-10 Multi-family Residential-10 District and the Planned Development Overlay Zoning District.
2. Require connections to sanitary sewer for all new development in Mixed Residential areas.
3. Disperse small areas of future Mixed Residential development throughout the Village, rather than creating large concentrations of this type of development in a just a few areas.
4. Multi-family residential projects appropriate for the Village's Mixed Residential category should meet minimum design standards.
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.
6. At the time this *Plan* was written, a multi-family planned unit development had been proposed for the area between Midge Street and West Street, and just west of Gosdeck Lane, on the west side of the Village. At the time, the development was being referred to as Stoney Creek. To potentially accommodate the Stoney Creek development, this area of the Future Land Use map has been shown as Mixed Residential. However, because this proposal was still in the conceptual stages at the time

this *Plan* was adopted, the Village may reconsider the future land use designation of this area of the map if this development proposal is not approved.

e. 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 Village's existing balance of residential types.

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 the southern, eastern, and northern peripheries of the Village as Planned Neighborhood areas. These are indicated by the yellow and orange cross-hatching on the map. The mix of new housing development in these areas is intended to mirror the village-wide historic mix of residential uses. This planning strategy will help to disperse different types of development and different housing types throughout the Village and will limit the concentration of any one type of development in any one area.



Example of a Planned Neighborhood, organized around public parkland

Policies and Programs: The following policies and programs are recommended for this future land use category in areas on Map 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 gross density standard of 5 dwelling units per acre for Planned Neighborhood areas, with 3 to 4 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 Village zoning districts appropriate to implement this future land use category include the R-3 Single-Family Residential District, R-4 Single-Family Residential District, TR-6 Two-Family Residential District, MR-8 Multi-Family Residential-8 District, MR-10 Multi-Family Residential-10 District, PD Planned Development Overlay District, NO Neighborhood Office District, and the NB Neighborhood Business District.
5. Encourage traditional neighborhood design principles for new neighborhood development. See a detailed description 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.

Future Non-Residential Land Uses

a. Planned 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. Planned Commercial uses are generally larger in scale than neighborhood commercial uses. This category is depicted on Map 7 in areas along Highway 26 and Interstate 94, with the highest concentrations of this land use located at the intersection of these two highways.

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:



Example of Planned Commercial

1. When considering future rezoning requests, the existing Village zoning districts appropriate to implement this future land use category include the GB General Business District.
2. 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.
3. Avoid extensive, uninterrupted areas of strip commercial development in future commercial areas by interspersing office, community facilities, and residential land uses.
4. 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.
5. Ensure that future Planned Commercial development is adequately buffered from residential development areas.
6. Keep unattractive commercial uses out of high-visibility areas, such as along major corridors, intersections, and community entryways.

7. Promote high-quality commercial development around the Highway 26/Interstate 94 interchange and in areas visible from Interstate 94.
8. Require the use of high-quality building materials, attractive lighting, and signage that is compatible with other areas of the Village. Recommended design standards for commercial development projects are provided in the Economic Development chapter.

b. Planned Office

Description: This future land use category includes High-quality indoor professional offices; research, development, and testing uses; 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 Highway 26 north of the Interstate.



Example of Planned Office

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 Village zoning district that is most appropriate to implement this future land use category is the PO Planned Office District.
2. Market Planned 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. 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.
4. Require the use of high-quality building materials, attractive lighting, and signage that is compatible with other areas of the Village.

c. 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 Village neighborhoods.
2. The existing Village zoning districts that are most appropriate to implement this future land use category are the NO Neighborhood Office District and the NB Neighborhood Business District.
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; minimum of window coverings; 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.



Example of Neighborhood Commercial

d. 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 Watertown Street, Milwaukee Street, Aztalan Street, and Union Street.



Downtown Johnson Creek

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, using the Downtown Master Plan as a guide.
2. The existing Village zoning district that is most appropriate to implement this future land use category is the CD Central Business 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 of the community.
5. Provide more functional, safe, and attractive connections between the downtown and the Creek.
6. Work with downtown property owners and businesses to preserve and renovate historically significant buildings (also see the Cultural Resources chapter).
7. Use marketing, investment, and incentive strategies to promote and retain specialty retail and dining businesses and services in the downtown.

e. Planned Industrial

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 west of Highway 26, south of Interstate 94, and east and west of Highway 26, north of Interstate 94.

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 Village zoning district that is most appropriate to implement this future land use category is the PI Planned Industrial District.
2. Avoid rezoning any area designated for Planned Industrial development until public sanitary sewer and water serviced is available, the land is within Village limits, and a specific development proposal is offered, or the Village 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 Village. Recommended design standards for industrial development projects are included in the Economic Development chapter.
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 Planned 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.



Example of Planned Industrial

7. For Planned Industrial areas that are located adjacent to sensitive natural resources, require and provide incentives for sustainable building and site design techniques, particularly progressive stormwater management using Best Management Practices.

f. 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 shown on Map 7 in limited areas adjacent to existing and future Planned Industrial.

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 Village zoning district that is most appropriate to implement this future land use category is the GI General 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 Village limits, and a specific development proposal is offered, or the Village 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 Village. Recommended design standards for industrial development projects are included in the Economic Development chapter.



Example of General Industrial Development

g. Planned Mixed Use

Description: This future land use category includes a carefully designed blend of Planned Office, Planned Commercial, Planned Industrial, Mixed Residential, Public Parks and Open Space, 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 Village approval of detailed site, landscaping, signage, lighting, stormwater, erosion control, and utility plans – usually as part of a Planned Unit Development or a combination of individual development projects. Planned 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 north of County Highway B and east of State Highway 26, along the Resort Drive area north of I-94 between the Rock River, River Drive and Old 26 Road, the east side of Rimmel Drive, and on the east side of State Highway 26 between County Highway B and County Highway Y.

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 Village zoning districts that are most appropriate to implement this future land use category include the PD Planned Development Overlay District, and the PO Planned Office, PB Planned Business, PI Planned Industrial, MR-10 Multi-Family Residential, and the IR Institutional Residential zoning districts. The Village should carefully control the actual selection and pattern of these eligible zoning districts through the Zoning Map Amendment process, rather than allowing any of the above-listed zoning districts in any proposed location.



Example of Mixed Use

2. 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.
3. Promote opportunities for a live/work development in the Village that effectively and appropriately combines residential uses with jobs. Such a development project should advance entrepreneurialism in the community, and promote affordable options for residents to expand their home based businesses. The development should also be designed in the context of the adjacent Planned Office, Planned Commercial/Business, and Planned Industrial developments.

h. Community Facilities

Description: This future land use category includes 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 Village 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:

1. Integrate community facilities into new neighborhoods and residential areas, and provide an adequate distribution of community facilities throughout the Village.
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. Continue to reserve future sites for public facilities by identifying these areas on the Village's Official Map.
4. Amend this *Plan* as necessary to accommodate future utility and community facility locations.

i. Public Parks and Open Space

Description: This future land use category is intended to accommodate publicly-owned parks devoted to playgrounds, play fields, play courts, trails, picnic areas, and other active and passive recreational activities, as

well as publicly-owned conservancy lands that have been preserved for their environmental significance or sensitivity, for passive recreation, or for flood protection and stormwater management.

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 Village zoning district appropriate to implement this future land use category is the Natural Resource Preservation Overlay District.
2. Revise the subdivision ordinance to include specific park land dedication requirements. The Village's park impact fees may be collected in-lieu of dedication, when appropriate.
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.

j. Extraction and Disposal

Description: This future land use category is intended for quarries, gravel pits, landfills, and related land uses. This category is shown on Map 7 in areas around the Village where these uses existed at the time this *Plan* was written.

Policies and Programs:

1. Work to site these facilities outside of planned Village growth areas.
2. Buffer new facilities from existing or planned development areas.
3. Work with other units of government to ensure that all federal, state, and County requirements are followed regarding the siting, operation, and restoration of these facilities.

k. Environmental Corridors

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. Environmental Corridors are located throughout and surrounding the Village.

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 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.

l. Rural Holding

Description: This future land use category indicates areas intended for continued agricultural uses, farmsteads, and rural housing where the cumulative development density will not exceed one lot for each 35 acres of land owned. The Rural Holding future land use category has been mapped around the periphery of the Village's growth area, with the exception of three limited areas in the Town of Aztalan, southwest of the Village, the Town of Watertown, northeast of the Village, and Town of Farmington northwest of the Village where some residential development already exists.

1. For areas that are within the Village limits, the existing Village zoning district most appropriate to implement this future land use category is the RH Rural Holding District. However, this future land use category will mostly be enforced through a combination of County zoning and land division regulations, and Village extraterritorial land division review.
2. Fully exercise the Village's authority to review proposed land divisions within the Village'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. The Village may also consider amending its extraterritorial land division codes to match the County's requirements after analyzing how many residential "splits" are remaining with the Village's extraterritorial area (also see the Intergovernmental Cooperation chapter).
4. Do not extend sanitary sewer service or public water service into Rural Holding areas until and unless the Village changes the future land use category for such areas through a *Comprehensive Plan* amendment.
5. Work with the adjoining towns and Jefferson County to implement these policies and programs in a cooperative manner, where possible.

Community Character Objectives

"Community Character" is a term often used to describe the way a community looks, feels, and functions. The term "character" relates 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, when combined, make up their overall character.

As Johnson Creek continues to grow, the community will be challenged to maintain and enhance its village character. The good news is that community character objectives can be pursued without raising taxes or spending a lot of money. Rather, by enforcing regulations and standards that specifically address aesthetic components of development, such as architecture and building materials, the thoughtful integration of open and gathering spaces, and the preservation of attractive community entryways and historic and culturally significant features, the Village can try to ensure that new development and redevelopment projects have a positive impact on the way the community looks and feels to residents and visitors.

Paying attention to and preserving the characteristics that make small communities like Johnson Creek such desirable places to live will help the Village better protect and build upon its existing assets.

The Village of Johnson Creek will strive to enhance and maintain the following characteristics:

- Development is designed for people and intended to maximize human interaction:
 - Community gathering places are incorporated into new developments whenever possible;
 - A walkable, pedestrian-friendly environment, with paths and sidewalks, is provided in all new developments;
 - In and around the downtown, buildings are oriented toward people and arranged to promote pedestrian access. In other commercial areas, development is designed to facilitate pedestrian and bike access;
 - Benches, landscaping, sitting areas, and quality lighting are provided in all commercial developments and the downtown;

- New neighborhoods are based on “traditional neighborhood” design principles, mimicking the character of the Village’s existing central neighborhoods (see description in the Housing and Neighborhood Development chapter).
- The Village is oriented around a distinguishable downtown area. as the focal point or activity hub of the community;
- Development is compact, maintaining a development radius that permits and encourages walking and biking—generally 1/4 to 1/2 mile to key destinations (e.g. the downtown);
- The mix of land uses enhances residents’ ability to meet daily needs, minimizing their need to leave the Village;
- Development is balanced: commercial/residential balance, open space/development balance, balance of different housing types to meet different people’s needs;
- Land uses are blended together in a compatible manner, with mixed use buildings encouraged in appropriate areas;
- There is a uniform public signage theme throughout the Village, with signs constructed of appropriate materials and compatible with private development;
- The Village maintains a “hard-edge” between itself and the countryside. There is a focus on the preservation of open space and agricultural lands outside the Village.

K. 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 Johnson Creek, Smart Growth Areas include those redevelopment areas listed below, the downtown, and the immediately surrounding neighborhoods.

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

- **Old Coop Site:** This brownfield site is located in the northwest corner of the Interstate 94/Highway 26 interchange and comprises the southern portion of a future Village business park. This site is visible from the Interstate and would provide an ideal location for an office or research building. The Village will consider options to assist in the clean-up of this site to expedite redevelopment.
- **Mobile Home Park:** This site is located in the southern portion of the Village, west of Highway 26. In the future, this area would be appropriate for neighborhood development.
- **Gobbler Site:** This site is located in the southwest corner of the Interstate 94/Highway 26 interchange. Like the old coop site described above, this site is visible from the Interstate 94 and would make an ideal location for an office development or corporate headquarters. The site might also be a good location for an entertainment use or lodging facility.
- **Grell Lane:** This area of the Village is located west of Highway 26 and was comprised of industrial land uses at the time this *Plan* was written. Over the planning period, certain sites may be appropriate for redevelopment. New uses along this road should be Planned Industrial uses.

L. Area West of the Rock River

On April 17, 2008, the Planning Committee discussed the issue of future Village expansion west of the Rock River. The location of the School District's future school campus property and the Village's wastewater treatment plant, both close to the Rock River along County Highway B, were identified as reasons why long-term residential development west of the Rock River would be desirable and appropriate. However, the committee also recognized the plentiful supply of lands being planned for residential development, within the urban service area, east of the Rock River, the presence of County Highway B as the only local road crossing of the Rock River between State Highway 19 and U.S. Highway 18, and the desire to use the River as a "sustainable edge" for long-term agricultural preservation. Based upon these factors, the Committee decided to limit Village development to areas east of the River. The Committee will reevaluate this issue during the next update of this Comprehensive Plan.

MIXED USE CENTERS

Mixed Use Centers are designed to create vibrant, pedestrian environments in which people can live, work, shop and obtain daily services. Buildings with different uses, sometimes even on different floors, are arranged within walking distance to each other and are connected via sidewalks. Obtaining moderate to higher densities and paying close attention to design and quality are critical aspects of mixed use centers.

Characteristics of Mixed Use Centers include:

- Walking relationship between uses
- Street activity from morning through evening
- Multi-story buildings, generally with more active uses on first floor
- Minimal front setbacks
- Buildings and sites designed for pedestrians not automobiles
- Parking located on streets, to rear of buildings, and/or in structures
- Transit service potential
- Building entrances oriented to street

Typical Mixed Use Center Land Uses:

- Multiple family and attached housing
- Offices
- Clinics
- Restaurants, including outdoor dining
- Coffee shop
- Deli/market
- Grocery store
- Urban gathering spaces (e.g. farmer's market)
- Dry cleaner
- Day care
- Drug store



A Retail/Residential Above



B Retail/Office Flex Space



C Retail



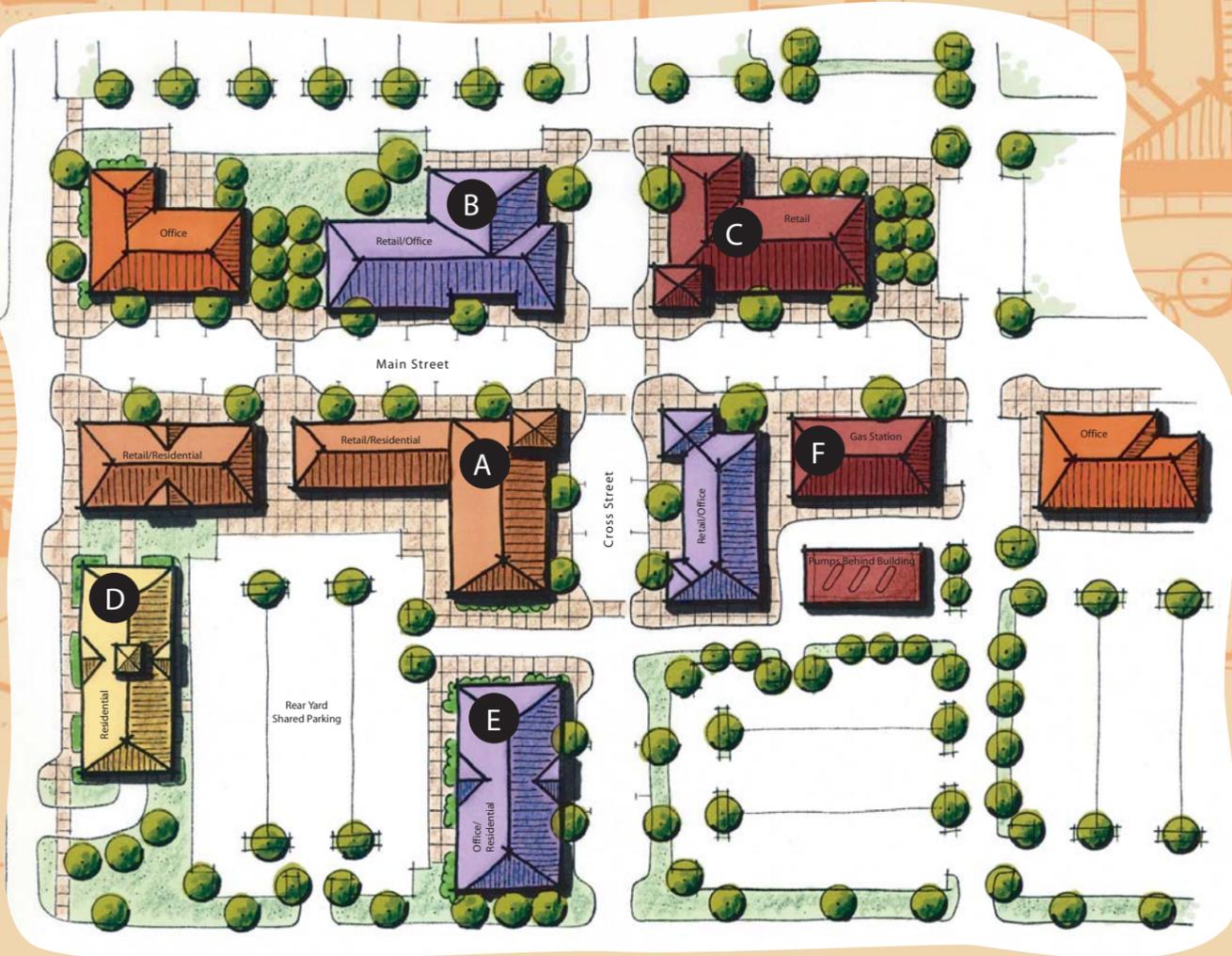
D Multi-Family Residential



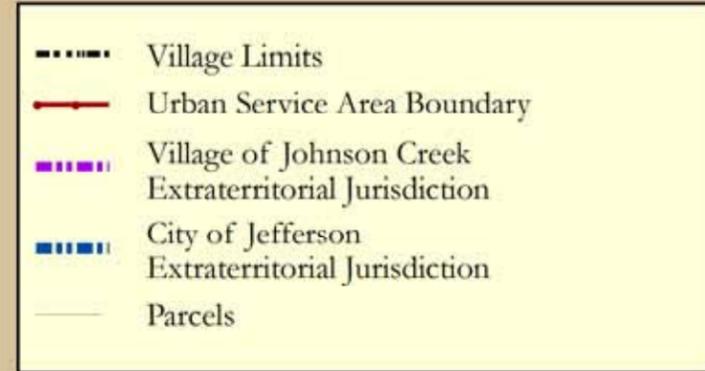
E Office/Residential Above



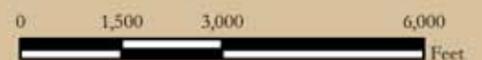
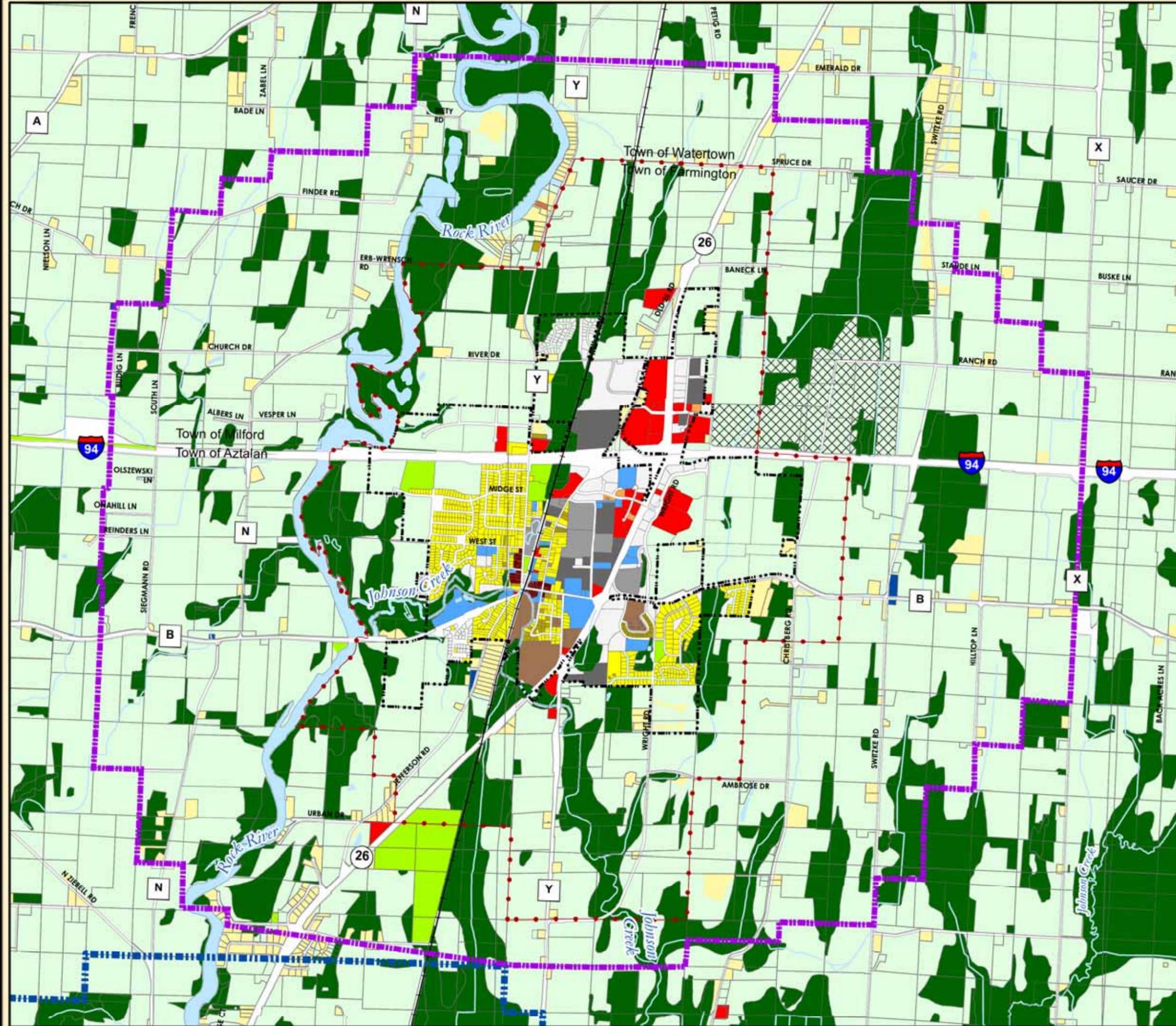
F Gas Station
~ 2nd Floor Office
- Fuel Pumps in Back



Existing Land Use



Existing Land Use Categories



January 26, 2009



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

Shapes on map represent general recommendations for future land use. Actual boundaries between different land use categories and associated zoning districts may vary somewhat from representations on this map. Please see the City's Comprehensive Plan document for specific policies related to the land use categories shown on this map. Existing (not future) land use pattern shown for adjacent towns. Environmental Corridors depicted on this map use generalized boundaries of environmental features identified on air photos by the DNR and Jefferson County. Actual Environmental Corridor boundaries are to be refined through detailed on-site investigation.

Village of Johnson Creek Comprehensive Plan

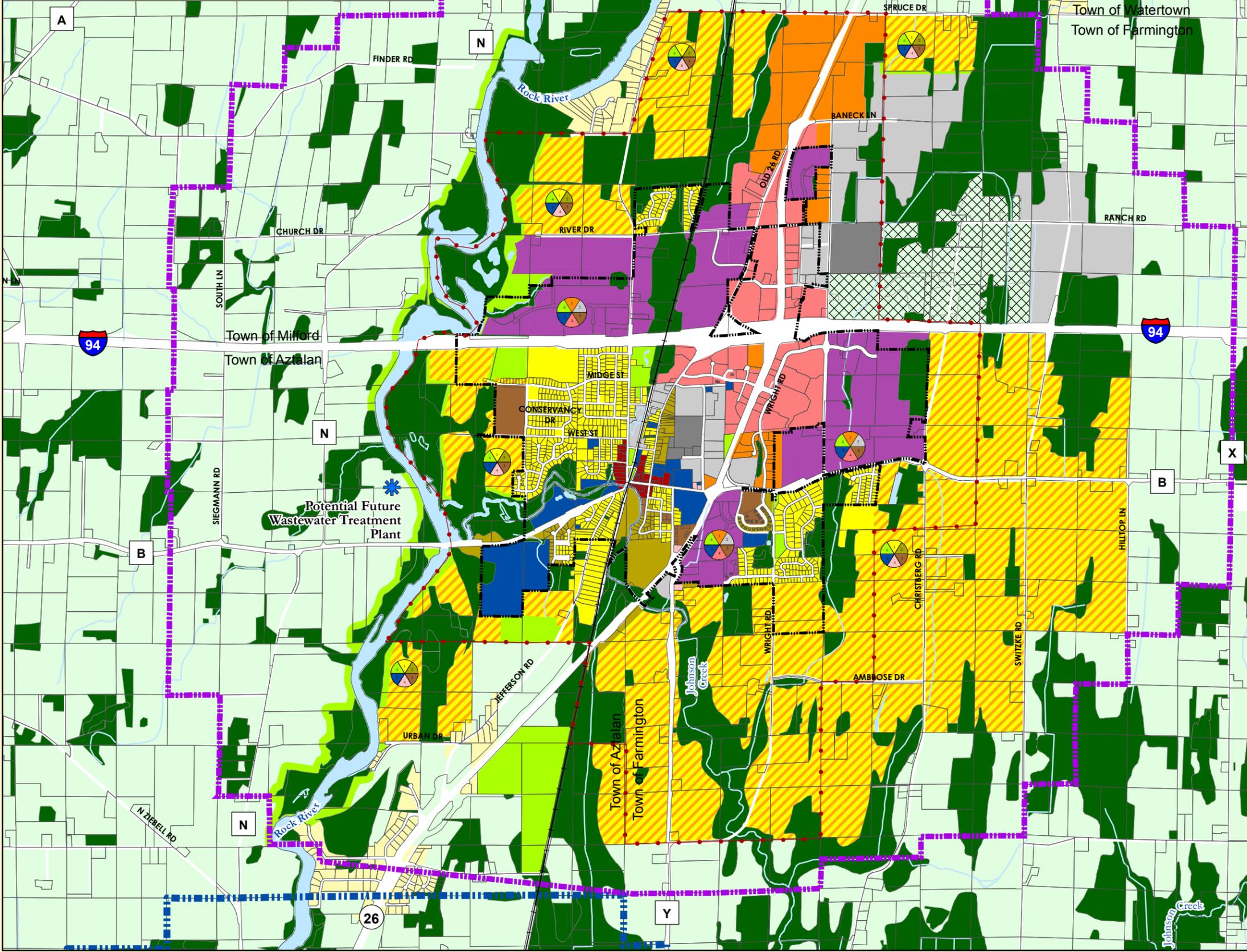
Future Land Use

- Village Limits
- Johnson Creek Extraterritorial Boundary
- Urban Service Area Boundary
- Parcels
- Railroad

Future Land Use Categories

- Rural Holding
 - Single Family Residential - Septic
 - Single Family Residential - Sewered
 - Two Family/Townhouse Residential
 - Mixed Residential
 - Planned Neighborhood
 - Planned Office
 - Neighborhood Commercial
 - Planned Commercial
 - Downtown
 - Planned Industrial
 - General Industrial
 - Extraction & Disposal
 - Planned Mixed Use
 - Community Facilities
 - Public Parks & Open Space
 - Environmental Corridor
 - Surface Water
 - Right of Way
1. Single Family Residential-Sewered
 2. Two Family/Townhouse Residential
 3. Mixed Residential
 4. Neighborhood Commercial
 5. Community Facilities
 6. Public Parks & Open Space

1. Planned Office
 2. Planned Industrial
 3. Mixed Residential
 4. Planned Commercial
 5. Community Facilities
 6. Public Parks & Open Space



Chapter Four: Transportation

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

TRANSPORTATION RECOMMENDATIONS SUMMARY

- Continue to utilize the Village's 5-Year CIP and Official Map to plan for updates to the transportation network
- Continue to make enhancement to the Village's bike and pedestrian facilities, including trails, bike lanes, and sidewalks.

A. Existing Transportation Network

Access is a key determinant of growth because it facilitates the flow of goods and people. The Village of Johnson Creek 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 Village. This section describes the existing conditions of transportation facilities in the Village. Map 8 shows existing and planned roadways in the Village.

Roadways

Principal Arterials

Johnson Creek refers to itself as the “crossroads with a future” because of its prime location on the intersection of I-94 and STH 26. I-94 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. STH 26 functions as the Village's north-south principal arterial and is located on the east side of Johnson Creek. Between 2010 and 2015, substantial improvements will be made to Highway 26, with new bypasses around Watertown, Jefferson, and Milton.

Collectors

CTH B (Milwaukee Street/Aztalan Street) and CTH Y (Union Street) serve as the Village's two collector roads. CTH Y travels north-south and traverses the Village's downtown. CTH B travels east-west and cuts through the southern portion of the Village. Traffic volumes on CTH Y (Union Street portion) decreased 45 percent between 2000 and 2004. Likewise, traffic volumes on CTH B (Milwaukee Street portion) decreased five percent between 2000 and 2004.

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.

Bridges

The Village of Johnson Creek has eight state-maintained bridges located on I-94 and passing over Union Street, the railroad tracks, STH 26, and Watertown Street. The State maintains condition reports for these structures.

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.

General Mitchell International Airport in Milwaukee is located about 50 miles from Johnson Creek. Mitchell's 13 airlines offer roughly 252 daily departures and arrivals. Approximately 90 cities are served directly from Mitchell International.

Located 35 miles west of Johnson Creek 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, 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.

Rail

The Union Pacific Railroad operates the freight line through the Village of Johnson Creek. The main line for this railroad runs from Chicago to the Twin Cities through Dodge County to the north. The branch that serves Johnson Creek is known as the "secondary local 2 line" and deviates from the main line at the Clyman Junction in the Town of Clyman, Dodge County.

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

The Canadian Pacific Railroad branch line that runs through Watertown and Waterloo to the north has been identified as a potential future high speed passenger rail route under the Midwest Regional Rail Initiative.

Bicycles and Walking

The Village of Johnson Creek is located in close proximity to the Glacial Drumlin State Trail, which traverses the planning area east to west and runs just south of the Village. The rural roads located in and around the Village are used for bicycling.

ROADWAY FUNCTION

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, STH 26)
- *Minor Arterials:* Provide intra-community continuity and service trips of moderate length, with more emphasis on land access than principal arterials.
- *Collectors:* Provide both land access and traffic circulation within residential neighborhoods, commercial areas, and industrial areas. These roadways collect traffic from local streets in residential neighborhoods and channel it onto the arterial system (e.g. CTH Y/Union 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. Bobcat Lane, Cedar Street)

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

In 1996, Jefferson County adopted a Bikeway/Pedestrianway Plan, which includes detailed recommendations for Johnson Creek. Over time, and as resources and opportunities have become available, the Village has been implementing these recommendations. Currently, bike lanes are located along both sides of the road in the following locations: Grell Lane, Bobcat Lane, CTH Y (from I-94 to River Drive), River Drive (from CTH Y to old STH 26), North Watertown Street and old STH 26 (from Bobcat Lane to River Drive), on Aztalan Street (from Milwaukee Street to Village limits). Bike lanes are also located on the south sides of West Street and CTH B (from STH 26 to Deer Crossing).

Elderly and Disabled Transportation

Elderly and disabled transportation services are not currently offered in the Village.

Transit and Para-Transit

Badger Coaches provide daily bus transportation between Madison and Milwaukee and offers regularly scheduled stops in Johnson Creek

Water and Truck Transportation

There is no waterborne freight movement in the Village. Freight shipments in Johnson Creek are handled by truck and rail. I-94 and STH 26 are State designated truck routes.

B. Review of State and Regional Transportation Plans

Following is a review of state and regional transportation plans and studies that are relevant to the Village.

Wisconsin State Highway Plan 2020

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 Johnson Creek-specific recommendations.

Midwest Regional Rail Initiative

The Midwest Regional Rail Initiative represents an 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.

As part of this initiative, a rail system is proposed to connect Milwaukee and Madison along the railway corridor that passes through Watertown and Waterloo, north of the Village. 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.

Wisconsin Southwest Region Highway Improvement Program (2006)

The 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 that 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 include the expansion of 50 miles of STH 26, from Janesville to STH 60 in Dodge County. As part of this project, bypasses will be constructed around Milton, Jefferson, and Watertown. Two miles of STH 26 that runs between the City of Jefferson and Johnson Creek will be expanded to four lanes. Real estate acquisition for this segment of the project is scheduled to begin in late 2007, and construction is planned to begin in 2010. In addition, four miles of STH 26 that runs between Johnson Creek and Watertown will also be expanded to four lanes. Real estate acquisition for this segment of the project is scheduled to begin in 2007, and construction is planned to occur between 2009 and 2011.

Translinks 21: A Multimodal Transportation Plan for Wisconsin's 21st Century (1995)

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 Johnson Creek-specific recommendations.

Wisconsin Bicycle Transportation Plan 2020 (1998)

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 Johnson Creek-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.

Wisconsin Pedestrian Plan Policy 2020 (2002)

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.

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.

Jefferson County Agricultural Preservation and Land Use Plan (1999)

This 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 STH 26 expansion project, there are no Johnson Creek-specific transportation recommendations.

Jefferson County Bikeway/Pedestrianway Plan (1996)

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 cities and villages, including Johnson Creek. Recommendations included establishing bike lanes and directional signage along the length of CTH Y, developing a multi-use trail along the Rock River, installing traffic calming devices on streets in the downtown, and installing bike parking in the downtown, in the parks, and around the schools.

Connecting Jefferson County's Parks and Communities: Proposed Trail Linkages (2005)

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 Johnson Creek area include a trail connection from Johnson Creek to the Glacial Drumlin Trail.

Village of Johnson Creek Official Map (2006)

In 2006, Vandewalle & Associates prepared the Village of Johnson's Creek's Official Map. The map identified locations for new roads, as well as roads in need of expansions to their rights-of-way. The map also indicated areas for new parks, trails, bike lanes, and trailheads.

Village of Johnson Creek Comprehensive Master Plan Update, 2002-2025

The Village's 2002 Comprehensive Plan update included recommendations for roadways, bicycle and pedestrian facilities, and inter-city bus transit. Roadway and trail recommendations have since been indicated on the Village's Official Map, referenced above. In addition, it was recommended that Johnson Creek encourage the re-establishment of regional bus service by promoting the development of bus stations at accessible sites throughout the Village.

C. Transportation Goals, Objectives, and Policies

Goals

Provide a safe and efficient transportation system that meets the needs of multiple users in and around the Village, including pedestrians, motorists, and bicyclists.

Develop and maintain a comprehensive system of bicycle and pedestrian facilities in and around the Village 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 a range of transportation options, including biking and walking.

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. Plan for an interconnected network of sidewalks and bicycle routes in and around Johnson Creek.
7. Carefully consider pedestrian and bicycle accessibility when reviewing site plans and require all new development projects to accommodate the needs of pedestrians, bicyclists, and the disabled.
8. Plan for safe pedestrian crossings at major intersections and across Highway 26 and trail along both sides of the Rock River.
9. 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 Village's subdivision ordinance as necessary 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 will 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 "Traditional Neighborhood Design," as outlined in the Housing and Neighborhood chapter of this *Plan*.



Biking through Downtown Johnson Creek

4. Take advantage of road upgrades and improvements to establish sidewalks and bike paths or lanes on roadways throughout the Village to connect neighborhoods with schools, parks, jobs, and shopping. Such facilities will be included whenever new roads are constructed. Whenever possible, aesthetic improvements such as canopy shade terrace trees, pedestrian-scale lighting, landscaped boulevards, traffic circles, banners, and benches will also be included with roadway construction and reconstruction projects.
5. Require all new residential, commercial, institutional, and mixed-use developments to be served with sidewalks or pedestrian/bicycle paths.
6. Require new subdivisions to provide more than one vehicular access point whenever possible.
7. 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.

8. Expand the Village's network of trails, and work with the County and State to interconnect local trails and bike routes with recreation areas and the Rock River, and between communities like Jefferson, Watertown, and Lake Mills.
9. Explore innovative strategies for limiting the amount of land used for surface parking in the Village.
10. Utilize the Village's official mapping authority to reserve lands for future transportation facilities within the Village's planning area.
11. Discourage high traffic volumes and speeds through and in existing and proposed residential neighborhoods.
12. Utilize the Village's Official Map to reserve rights-of-way for future arterial and collector streets, pedestrian and bicycle paths, and other transportation facilities. Before approving any certified survey map, preliminary plat, final plat, site plan, or planned unit development, it will make sure that the proposed development is consistent with the Official Map.
13. Direct access to arterial streets will only be permitted for major facilities such as large shopping centers or other significant traffic generators.
14. Explore opportunities to utilize existing rail line corridors for future use as recreation trails.
15. Discourage the construction of cul-de-sacs except in very limited circumstances, such as when extreme topography or existing development patterns necessitate their use. In these instances, other alternatives to cul-de-sacs should be explored, and non-vehicular connections should still be attempted.

D. Transportation Programs and Recommendations

1. Transportation System Improvements

The transportation system improvements recommendations are intended to be used in conjunction with the land use recommendations presented in the Land Use chapter of this *Plan*. The Transportation and Community Facilities map (Map 8) shows conceptual alignments of new proposed streets to serve future planned development areas. Construction of new roads should coincide with new subdivision development, and normally be the responsibility of the subdivider. Sidewalks should be installed along all the road extensions shown on Map 8.

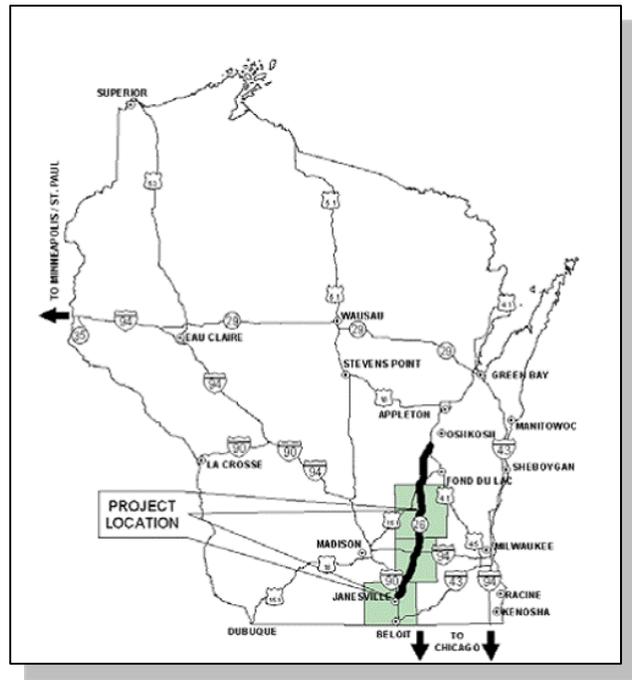
In general, roadways within Johnson Creek should provide multiple routes to most destinations, while minimizing potential conflicts between residential and non-residential land uses. Spreading traffic among several roads allows for the most efficient use of transportation dollars and minimizes traffic congestion on a few main roads. An interconnected system is also preferred for bike and pedestrian access, police and fire service, street maintenance, and snow plowing. All new subdivisions should be designed with road connections to future planned subdivisions; cul-de-sacs should be avoided, except in very limited circumstances such as when extreme topography or existing development patterns necessitate their use.

Recommended street system improvements are listed below and shown on Map 8:

- Work closely with WisDOT during the expansion of Highway 26 north and south of the Interstate to ensure that the project is consistent with the recommendations of the *Village of Johnson Creek Comprehensive Plan*. The planned expansions, in coordination with the bypass around Jefferson will increase the efficiency of this important Village corridor.

- The Village will plan for the extension of the following roads:

- A north-south extension of Waldmann Lane from Baneck Lane to Emerald Road (80' Right-of-Way) to provide access to properties east of Highway 26.
- A westerly extension of Baneck Lane (80' Right-of-Way).
- A north-south extension of Rainbow Lane, connecting to Woodside Lane (66' Right-of-Way)
- A westerly extension of Linmar Lane (66' Right-of-Way).
- A southerly extension of Crossroads Way (66' Right-of-Way).
- An extension of Cedar Street (66' Right-of-Way).
- A westerly extension of Midge Street (80' Right-of-Way to 66' Right-of-Way).
- A northerly extension of Gosdeck Lane (66' Right-of-Way).



- An extension of Maple Street to North Watertown Street (66' Right-of-Way).
- A westerly extension of Meadowview Lane to County Highway Y (80' Right-of-Way), with a southeast extension to Wright Road (66' Right-of-Way).
- An easterly extension of Biederman Drive to County Highway Y (80' Right-of-Way).

- The Village will plan for new roadways in the following locations:

- An access road west of Highway 26, extending from just south of Baneck Lane to Emerald Road (80' Right-of-Way).
- A new north-south road west of Rainbow Lane, connecting with River Drive. (66' Right-of-Way).
- A new east-west road between Resort Drive and River Drive (66' Right-of-Way).
- A new road just east of County Highway Y, between Resort Drive and River Drive (66' Right-of-Way).
- An east-west road connecting Christberg Road through Spring Lane to Wright Road, north of County Highway B (66' Right-of-Way).
- A north-south road connecting County Highway B with Wright Road, between Spring Lane and Christberg Road. (66' Right-of-Way).
- A new road connecting County B (Aztalan Street) with Jefferson Road, looping south of the planned school site (66' Right-of-Way).
- A new north-south road running parallel to County Highway Y, east of the railroad tracks (66' Right-of-Way).
- An east-west connection between Jefferson Road and Haumschild Lane (66' Right-of-Way).

- The Village will plan for expanded rights-of-way on the roads indicated on the Transportation and Community Facilities Map.

- Prior to the development of lands designated as Planned Neighborhood on the Future Land Use Map, the Village will require developers to work with Village staff to develop a street system plan for the proposed new neighborhood.

2. **Official Mapping**

The Village will continue to utilize its official mapping authority to reserve lands for new and expanded transportation facilities. Following the adoption of this *Plan* the Village will update its Official Map to reserve 100' right-of-way along County Road X.

3. **Promote Bicycle and Pedestrian Transportation**

The Village recognizes the importance of bicycle and pedestrian facilities to the overall transportation system and intends to enhance and facilitate the walkability and bikability of the Village through the installation of new trails, paths, sidewalks, and on-street bike lanes and through community design approaches that are supportive of biking and walking.

Consider steps and guidelines for achieving a more bike friendly Village, including the following:

- 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 (also 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 (see call-out box below). Require sidewalks and street trees on both sides of all new streets. Adjust the Village's subdivision ordinance accordingly.
 - Promoting traditional 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).
- In collaboration with the School District and other interested local organizations, initiate a local Safe Routes to School program, drawing upon the many resources available at the National Center for Safe Routes to School to enhance opportunities for children to walk and bike safely to school.
- Develop a wayfinding signage system that serves both bicyclists and visitors and provides direction to major area destinations such as the downtown, schools, and the library.
- Continue to implement the bike and trail system plan depicted on Map 8 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. Map planned trail facilities on the Village's Official Map.
- Continue to remain involved in the ongoing Glacial Heritage project, which will establish plans for an integrated network of regional trails through Jefferson County (also see the Natural Resources Chapter and the Intergovernmental Cooperation Chapter).

WHAT IS SAFE ROUTES TO SCHOOL?

Safe Routes to School programs are locally-based initiatives to better enable children to safely walk and bike to school. The National Center for Safe Routes to School is an organization designed to assist communities in developing their own successful Safe Routes programs and strategies. The National Center offers a centralized source of information on how to start and sustain a Safe Routes to School program, case studies of successful programs in other communities, as well as many other resources for training and technical assistance.

Source: National Center for Safe Routes to School

- Investigate opportunities to enhance pedestrian and bike connections across Highway 26, in cooperation with WisDOT and seeking grant monies where applicable.
- As Jefferson County works to prepare updates to the County-wide Bike and Pedestrian Plan, the Village will work with the County to ensure that the Plan incorporates detailed local trail recommendations. Continue to work with the County 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, WisDOT, and federal grant monies to help fund projects.

INSTITUTE OF TRANSPORTATION ENGINEERS GUIDELINES FOR NEIGHBORHOOD STREET PAVEMENT WIDTH			
Neighborhood Land Uses	Dwelling Units per Gross Acre	Recommended Curb-to-Curb Pavement Width ¹ Parking Both Sides	Minimum Curb-to-Curb Pavement Width ¹ Parking on One Side Only
Low-Density Residential ²	2 or less	20-22 feet	18 feet
Medium-Density Residential ²	Between 2 and 6	26-28 feet	24 feet
High-Density Residential	Between 6 and 10	30-32 feet	28 feet
Very High Density Residential	More than 10	34-38 feet	32 feet
Mixed-Use/Commercial	N/A	At least 34 feet	34 feet

Source: Neighborhood Street Design Guidelines, Institute of Transportation Engineers, 2003

¹ These guidelines should not be used as a substitute for the exercise of situation-specific engineering judgment.

² Assumes adequate off-street parking for residents.

4. Support Other Transportation Options

The Village will continue to work with the County and other transportation providers to support alternative transportation options, including commuter facilities, para-transit for the growing elderly and disabled populations, and transportation services for lower income workers. Some programs available at the time this Plan was written include:

- *Specialized Transportation Assistance Program for Counties* program, which provides funding for transportation services, purchasing services from any public or private organization, subsidizing elderly and disabled passengers for their use of services or use of their own personal vehicles, performing or funding management studies on transportation, training and the purchase of equipment. This program requires a 20% local match in funding.
- *Elderly and Disabled Transportation Capital Assistance* program. Eligible applicants include private and non-profit organizations, local public bodies that do not have private or public transportation providers available, and local public bodies that are approved providers of transportation services for the elderly and disabled. The program covers 80% of the cost of eligible equipment.

- *Wisconsin Employment Transportation Assistance Program (WETAP)*. This program supports transportation services to link low-income workers with jobs, training centers and childcare facilities. Applicants must prepare a Regional Job Access Plan that identifies the needs for assistance. Eligible applicants include local governments and non-profit agencies.

Chapter Five: Utilities and Community Facilities

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

A. Existing Utility and Community Facilities

Village Facilities

The Village Hall is located at 125 Depot Street in downtown Johnson Creek. This building includes the Village's Administration offices. The Village's Public Works building is located at 210 Aztalan Street, and the Utilities Department is located at 200 Aztalan Street.

County Facilities

No County facilities are located in the Village of Johnson Creek. However, the County's Bicentennial Park is located just south of the Village within the planning area.

Public Parks and Open Spaces

The Village currently has approximately 36.6 acres of parkland and conservancy areas available for public use, not including school park facilities. The Johnson Creek School District campus in the southern portion of the Village provides an additional 13.73 acres of park and recreation space.

Pioneer/Fireman's Park: This 15-acre community park is located at the north end of Union Street. The park offers a tennis court, a baseball field, and a picnic pavilion with restrooms. There are also two ponds located in the park.



Centennial Park: This 16-acre park is located in the northwestern portion of the Village. This park is currently undeveloped. However, the Village's 2003 Park and Open Space Plan envisions this area as an active community park. Planned facilities include a walking trail around the park, two open picnic shelters, a tennis court, a playground, a volleyball court, two baseball diamonds, a concession stand and restroom, a basketball court, a gazebo, and a soccer field.

Veteran's Park: This 2.24-acre park is located in the center of the Village on the east side of Union Street. Facilities in this park include a gazebo, restrooms, a playground, a basketball court, and a volleyball court.

Bell Park: This 3.35-acre park is located in the Hunter's Glen neighborhood. This park is currently undeveloped. However, plans for the area include a playground, picnic tables, and a restroom.

UTILITIES AND COMMUNITY FACILITIES RECOMMENDATIONS SUMMARY

- Plan for the long-term future of the municipal water and sewer system.
- Prepare and up-to-date park and open space plan.
- Coordinate with the School District on long-term facility needs and recreational programming.

The Village's current Park Plan was prepared by Vandewalle & Associates in 2003. The plan includes recommendations to develop Centennial Park with active and passive recreational amenities (listed in park description, above), and to acquire land for and develop five new neighborhood parks and eight new mini-parks in the Village's future residential areas. On-street bike routes were recommended for CTH Y and River Road, and off-street trails were proposed for environmental corridor areas, such as the areas along the Creek and the Rock River.

Master Park plans were subsequently prepared for Fireman's Park, Centennial Park, and Veteran's Park.

Community Center

The Village Community Center is located at 417 Union Street. The center is available for year-round rentals and features over 2,500 square feet of space for receptions, parties, meetings, and community and organization gatherings.

Police Facilities

The Village Police Department is located at 110 Milwaukee Street. The Department's patrol division is staffed by two full-time and nine part-time officers.

Fire and Emergency Medical Services

The Village's fire department is located at 120 South Watertown Street and is staffed by 35 volunteer fire fighters. This fire department also serves portions of the towns of Watertown, Milford, Farmington, and Aztalan. The fire department also provides emergency medical services to the Village.

Currently, the Village is planning to construct a new fire station at 110 Aztalan Street on the current site of the old Village garage. The facility will be designed in 2007, with construction completed by the end of 2008. The building will feature a green roof and will be LEED certified with a platinum rating.

Health Care Services and Child Care Facilities

Residents are served by the Johnson Creek Medical Clinic, located at 400 Doctors Court, and the Lakewood Family Clinic, located at 540 Village Walk Lane. The nearest hospital is the Watertown Memorial Hospital, located in the City of Watertown.

Child care services are provided by After the Stork, located at 223 Milwaukee Street. Other child care options are available in the cities of Jefferson and Watertown.

Schools

The Village of Johnson Creek is entirely within the Johnson Creek School District. This school district also serves children in portions of the towns of Milford, Watertown, Aztalan, Farmington, and Concord. According to the Wisconsin Department of Public Instruction, 2006 enrollments for Elementary and High school are up from 2005 and are very consistent with 2001 enrollment trends. The School District has selected a site for a new high school south of CTH B on the south side of the Village. This area is illustrated on the Village's Official Map.

There are currently no parochial schools located in Johnson Creek.

Figure 5.1: Johnson Creek School District Enrollment, 2001-2006

Name	Location	2001	2002	2003	2004	2005	2006
Johnson Creek Elementary	305 Milwaukee Street	335	314	304	318	318	330
Johnson Creek Jr./Sr. High School	111 South Street	275	269	261	267	193	274

Source: Wisconsin Department of Public Instruction, 2006

Libraries

The Johnson Creek Public Library is located at 125 Lincoln Street. In addition to books, the library provides books on tape, compact discs, DVDS, audio cassettes, magazines, newspapers, pamphlets, videotapes, and CD-ROM products, and provides access to several online databases. A small meeting room is also available for use by the community. The Johnson Creek Public Library is a member of LAUNCH (the Library Automation Network of Consortium Holdings), which includes the public libraries of Lake Mills, Waterloo, Watertown, Beaver Dam, Mayville, Waupun, Iron Ridge, Reeseville, and Whitewater. As of January 2007, the library was a member of SHARE (Shared Holding and Resource Exchange), which is comprised of over 40 libraries located in Dodge, Jefferson, Racine, Walworth, and Washington counties. This program allows local residents to access more than 2 million items, which can be delivered to the Johnson Creek library.

Water Supply and Wastewater Treatment

All properties located within the Village are served by municipal sewer and water. The Village currently operates three wells, and generally pumps between 250 and 300 thousand gallons of water per day.

In 2001-2002, the Village expanded and modernized its wastewater treatment plant based on the *Village of Johnson Creek Facilities Plan: Wastewater Treatment Plant Expansion Study*. The plant is located in the southwestern portion of the Village and discharges to the Rock River. Municipal water pumped from two wells and is stored in a 400,000 gallon water tower located just south of Hartwig Drive. The plant's filter capacity is 567,000 gallons/day.

Solid Waste Disposal and Recycling

Garbage collection in the Village is collected every week and is handled by private haulers. Recyclables are collected once every two weeks. Garbage is hauled to a landfill located in the City of Delavan. The Deer Track Park Landfill is located just north of I-94, northeast of the Village.

Telecommunications and Power Distribution

Both TDS and Charter Communications offer telephone, internet, and cable services to the Village of Johnson Creek.

Electricity is provided by WE Energies. High voltage electric transmission lines are provided by the American Transmission Company. Primary power lines are located just east of the Rock River.

Cemeteries

Johnson Creek Catholic Cemetery is located in the northeast corner of the intersection of STH 26 and CTH B. It is the only cemetery in Johnson Creek.

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

Goals

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

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

Objectives

1. Discourage low-density, unsewered urban development in the unincorporated areas surrounding the Village.
2. Coordinate utility and community facilities planning with land use, transportation, natural resource, and recreation planning.
3. Encourage logical, cost-efficient expansion of public facilities to serve compact development patterns, and maximize the use of existing utility infrastructure.
4. Avoid planning for urban development in areas that cannot be easily or cost-effectively served with municipal utilities such as sanitary sewer, and municipal water.
5. Ensure that basic public services such as adequate police and fire protection, street services, sanitary sewer services, solid waste disposal, and education are made available to all residents.
6. Provide quality accessible park, recreation, library, and open space facilities and services to meet the needs of all age groups in Johnson Creek.
7. Provide quality public outdoor recreation sites and adequate open space lands for each neighborhood in the Village.

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. Continue to require annexation before allowing future connections to Johnson Creek sewer or water services. These are the Village's primary growth management tools. Make sure that all proposed utility extensions are cost-effective.
3. Work to maintain high standards of excellence in the provision of public safety services, including police, fire, and EMS.
4. Ensure that urban development in Johnson Creek is served with the full array of municipal services.
5. Provide quality accessible school and library facilities and services to meet the needs of all age groups the Village.
6. Consider instituting a full spectrum of impact fees, as appropriate, to help cover the public facility and utility costs of new development.
7. Require that all proposed residential developments dedicate land for public parks or pay a fee-in-lieu of land dedication.
8. Ensure that all residents are within a comfortable walking distance (approximately ¼ to ½ mile) of a neighborhood park.

9. Continue to require all development in the Village to make provisions for handling stormwater. Such facilities shall be constructed prior to the commencement of development.
10. Continue to cooperate with the private sector to provide access to exceptional health care and child care facilities.
11. Support the School District in planning for either new or upgraded school facilities, as needed.
12. Continue to update the Village'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.
13. Plan for community facilities such as parks and schools in strategic locations that provide convenient access to residential neighborhoods.
14. Work cooperatively with the school district to provide recreational facilities.
15. Consider waste reduction education programs and promote recycling. Continue to contract with private waste disposal companies to provide reliable solid waste disposal and recycling services.
16. Make revisions to other ordinances and codes as necessary to implement the recommendations in this Plan, including Village building codes, mechanical codes, housing codes, and sanitary codes.

C. Utilities and Community Facilities Programs and Recommendations

1. Coordinate Future Land Development with Public Utilities

The Village will take ongoing measures to ensure that no urban development occur in the Village's planning area unless it is within the Village's corporate limits and is served by the Village sanitary sewer and water. The future land use recommendations in this *Plan* are intended to provide guidance regarding which areas in the Village's planning area can be most efficiently served with sewer and water. The Village will work with surrounding towns to coordinate future land development with planned extensions to the public sanitary sewer and water systems, guiding urban development into areas adjacent to existing development. This approach will maximize investments that have already been made in public utilities and result in more compact, higher value commercial, industrial, and residential uses. In addition, due to the rolling topography in the Village's planning area, it is not uncommon for new subdivisions to require lift stations. Additional lift stations increase the cost of sanitary sewer service because of the electricity needed to operate the stations. To minimize such costs, the Village will promote connections to existing lift stations versus building new lift stations wherever possible.

2. Consider Conducting a Library Facility Needs Study

At the time this *Plan* was written, the Johnson Creek library shared a building with the Village Hall. In recent years, the library has become crowded as a greater variety of materials are offered at the existing facility. The Village may consider preparing a facility needs study to more explicitly identify expansion or relocation needs. Such a study may also simultaneously address future Village Hall expansion needs. The library is currently located in the Village's downtown. If at some point in the future the Village decides to identify a new location for an expanded library, efforts should be made to keep the facility in the downtown, provided a site can be found that will allow for adequate parking and subsequent expansions. The library should continue to serve as a gathering place for the community, an asset that brings people into the downtown.

3. 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 Village's 2003 Park and Open Space plan had just reached the end of its 5-year term. The Village intends to prepare an update to this plan, and will continue to update the plan every five years to

ensure that the information in the document is complete, that it reflects the vision of the community, and that the Village can maintain its eligibility for State and Federal grant monies.

The revised plan should include a needs assessment and cost of development analysis consistent with the evolving rules for impact fees and park dedications under Wisconsin law.

4. Continue to Plan for and Create New Park Spaces

As new development occurs, the Village 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 Village's goal is to provide at least one park within a comfortable walking distance ($\frac{1}{4}$ to $\frac{1}{2}$ mile) of all homes, and to encourage pedestrian access to these parks via sidewalks, trails, or bicycle lanes. The Village will particularly focus on providing additional park space south of Milwaukee Street and north of I-94 as the Village grows in that direction. Where ever possible, new park sites should incorporate both active and passive recreational opportunities.

The Village will strive to maintain an appropriate balance between providing small parks within each neighborhood and combining lands to establish larger parks that are more cost effect to maintain and that can contain more facilities. In places where smaller neighborhood parks are desired or needed, such as in the Village's southeastern growth area where significant residential development is planned, small neighborhood parks could be maintained by the Home Owners Association rather than by the Village. Alternatively, small areas of parkland can be acquired incrementally at the edges of new subdivisions. Then, when the land adjacent to that subdivision is developed, another piece of parkland abutting the previously acquired parkland can be dedicated or purchased. This will eventually lead to the creation of a larger park that is accessible to and serves the residents in each of the subdivisions, but has all the amenities and benefits of a larger park.

Map 8 shows potential future park locations, generally in areas that are planned for future neighborhood development. Actual park boundaries and acreage will be determined at the time of development. In the future, the Village should work in collaboration with the School District to combine the development of a community park with the future school facilities planned for the southwestern portion of the Village.

5. Continue to Include the School District in Future Planning Decisions and Recreation Planning

The Village will continue to coordinate land use and development decisions with the Johnson Creek School District's long-range planning efforts and could include a School District Representative on the Village Plan Commission to facilitate collaboration on planning issues.

The Village may also consider opportunities to work with the School District to hire a joint recreation coordinator to manage parks and recreational facilities and programming. This would have the advantage of increased efficiencies in providing these services and would likely provide opportunities for expanding the range of facilities and recreational programs offered to Village residents. The Sauk Prairie Area School District, in coordination with the affected local communities, recently hired a recreation coordinator based on a similar model.

6. Plan for the Long-Term Future of the Wastewater Treatment Plant and the Municipal Water System

Over the planning period, the Village will pursue necessary upgrades to the wastewater treatment plant. Due to the proximity of residential development, expansion of the existing treatment plant is constrained. As a result, the Village may eventually be required to purchase land at a new location and construct a new treatment plant to service long-term Village growth. Although expansion constraints may not become an issue for 25 years or more, planning should occur well in advance of need, particularly given the possibility of having to relocate the facility. The Village intends to prepare an updated long-range wastewater treatment facilities plan that assesses future needs and outlines options for addressing longer-term expansion.

A potential site for the future wastewater treatment plant may be on the west bank of the Rock River in the northeast portion of Section 14, south of the creek floodplain area. This location is depicted on Map 8.

Over the planning period, the Village will also develop a plan for the future location of a new municipal well and a new water tower or reservoir. One potential location for a new well is in the southwestern portion of the Village. This possibility was taken into consideration during this comprehensive planning process. To preserve the quality of Johnson Creek's groundwater resources, the Village will continue to enforce its Municipal Well Recharge Area Overlay Zoning regulations to control land uses in the well recharge areas. More specifically, industrial uses and certain commercial uses that have the potential to emit pollutants will be limited in well recharge areas to prevent groundwater contamination. The Village will work with existing business owners on plans to minimize the potential and severity of spills that may otherwise cause contamination. The Village will also identify an alternative location for the snow removal storage shed, which is currently located within a wellhead protection area.

To further preserve the quality of groundwater, the Village will also partner with property owners to identify assess, remediate, and reuse "brownfield" sites, which have the potential to contaminate groundwater. Significant State and federal dollars are now available for brownfield assessment, planning, and clean-up in advance of redevelopment. The Village will continue to be active in identifying and helping to clean up and restore to economic use those sites with soil contamination.

7. **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 Village 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. When considering these types of fees, the Village will take into account any potential negative effects on the pace and type of development

Figure 5.2: Utilities and Community Facilities Timetable

Utility/Facility	Timetable	Comments
Solid Waste & Recycling Services	Ongoing	Consider waste reduction education programs and promote recycling in the Village.
Stormwater Management	Ongoing	Continue to explore options for management of stormwater. (Also see Natural Resources Policies and Programs) See Also Figure 9.1: Plan Implementation Program
Village Hall	2014-2015	Prepare a facilities needs study, potentially in conjunction with a library needs study.
Public Works	2009-2011	Identify an alternative location for and move the snow removal storage shed to keep it out of the wellhead protection area.

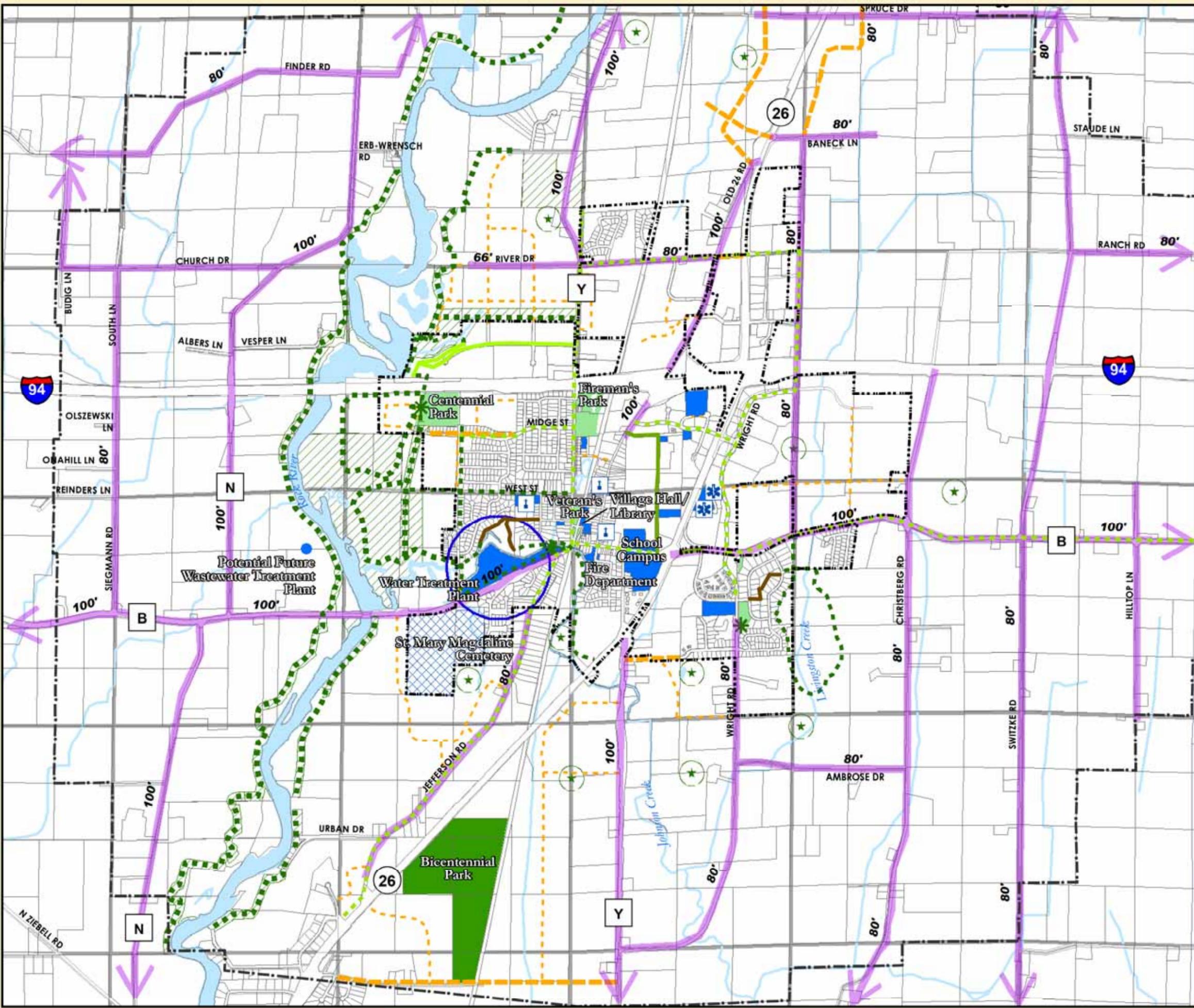
Figure 5.2: Utilities and Community Facilities Timetable

Utility/Facility	Timetable	Comments
Police Station	2009-2011	If the Police Station is selected as the Village's Emergency Operations Center, work to install necessary equipment such as a generator and emergency communications system.
Fire Department and EMS services	Ongoing	Continue to study the need for a New Fire Station in the community.
Medical Facilities	Ongoing	Continue to cooperate with the private sector in providing these essential services.
Library	2014-2015	Prepare a facilities needs study, potentially in conjunction with the Village Hall.
Schools	Ongoing	Coordinate with the School District on efforts construct a new high school in the southwestern portion of the Village. See Also Figure 9.1: Plan Implementation Program
Park and Recreation Facilities	2009	Update the Village's 5-Year Park and Open Space Plan, using the planning process as an opportunity to update the Village's parkland dedication and fees-in-lieu of dedication requirements.
	Ongoing	As new development occurs, continue to ensure the logical siting and development of neighborhood parks.
	2010-2011	Consider opportunities to work with the School District to hire a joint recreation coordinator to manage parks and recreational facilities and programming.
Community Center	--	Identify opportunities to enhance the accessibility of this facility for all Village residents and to meet future community needs.
Sanitary Sewer Service	Ongoing	Pursue necessary upgrades to the wastewater treatment plant over the planning period.
	2015-2016	Prepare an updated long-range wastewater treatment facilities plan that assesses future needs and outlines options for addressing long-term expansion.
On-Site Wastewater Treatment (Septic) Systems	Ongoing	Do not allow additional systems for new development in the Village. All new development will be served by municipal sewer and water.
Water	2010-2011	Prepare a plan for the future location of a new municipal well, potentially on the Village's southwest side, and the site for a new water tower or reservoir.
Telecommunications	2009-2012	Consider the provision of municipal WI-FI service to serve residents and to help promote business development.

Figure 5.2: Utilities and Community Facilities Timetable

Utility/Facility	Timetable	Comments
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 Village.
Cemeteries	Ongoing	Private parties will provide cemetery capacity in and around the Village 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.

Transportation & Community Facilities



- Johnson Creek Extraterritorial Jurisdiction
- Village Limits
- Section Lines
- Parcels
- Railroad
- Water

Proposed Roads

- 66' Proposed Right-of-Way
- 80' Proposed Right-of-Way

Improvements to Existing Roads

- Proposed Right-of-Way
- ## - Future Right-of-Way Width

Parks

- Existing Village Parks
- Existing County Parks
- Proposed Parks (Identified Location)
- Proposed Parks (General Location)
- Proposed Trailheads

Community Facilities

- Existing Community Facilities
- Medical Facilities
- Churches
- New School Sites
- Water Treatment Plant Isolation Area

Trails

- Existing Paved Trail
- Existing Striped Shoulder
- Existing Woodchip Trail
- Proposed On Road Bike Lane
- Proposed Off-Road Trail

Chapter Six: Housing and Neighborhood Development

A community’s housing stock is its most significant long-term capital asset. As is typical in most communities, housing is the largest single land user in the developed portions of Johnson Creek (roughly 15 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 Village, along with high-quality neighborhoods.

HOUSING AND NEIGHBORHOOD DEVELOPMENT RECOMMENDATIONS SUMMARY

- Promote traditional neighborhood design for new neighborhoods in the Village.
- Continue to require the preparation of detailed neighborhood plans in advance of development.
- Support the provision of affordable housing in Johnson Creek.

A. Existing Housing Framework

From 1990 to 2000, the Village’s total housing stock increased 40 percent, from 470 to 658 housing units. On average, the Village added about 19 new housing units per year between 1990 and 2000. As shown in Figure 6.1, most housing units in Johnson Creek are single family homes. The percentage of multi-family units in the Village increased moderately from 1990 to 2000, and approximately 25 percent more mobile homes were added to the Village housing stock over this same time period.

Figure 6.1: Housing Types, 1990-2000

Units per Structure	1990 Units	1990 Percent	2000 Units	2000 Percent
Single Family (detached and attached)	227	48.3%	296	44.9%
Two Family (Duplex)	35	7.4%	50	7.6%
Multi-Family	81	17.2%	153	23.3%
Mobile Home	127	27.0%	159	24.2%

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

Figure 6.2 compares other 2000 housing stock characteristics in Johnson Creek with surrounding communities and Jefferson County. In 2000, Johnson Creek had an average vacancy rate of 5.3 percent, marginally higher than for all other nearby communities except the City of Lake Mills. The percent of owner-occupied housing units in the Village was 66.7 percent, which is comparable to the average of nearby cities and villages. The Village of Johnson Creek's median monthly rent was \$683, which was higher than the average for all nearby communities.

Figure 6.2: Household Characteristics Comparison, 2000

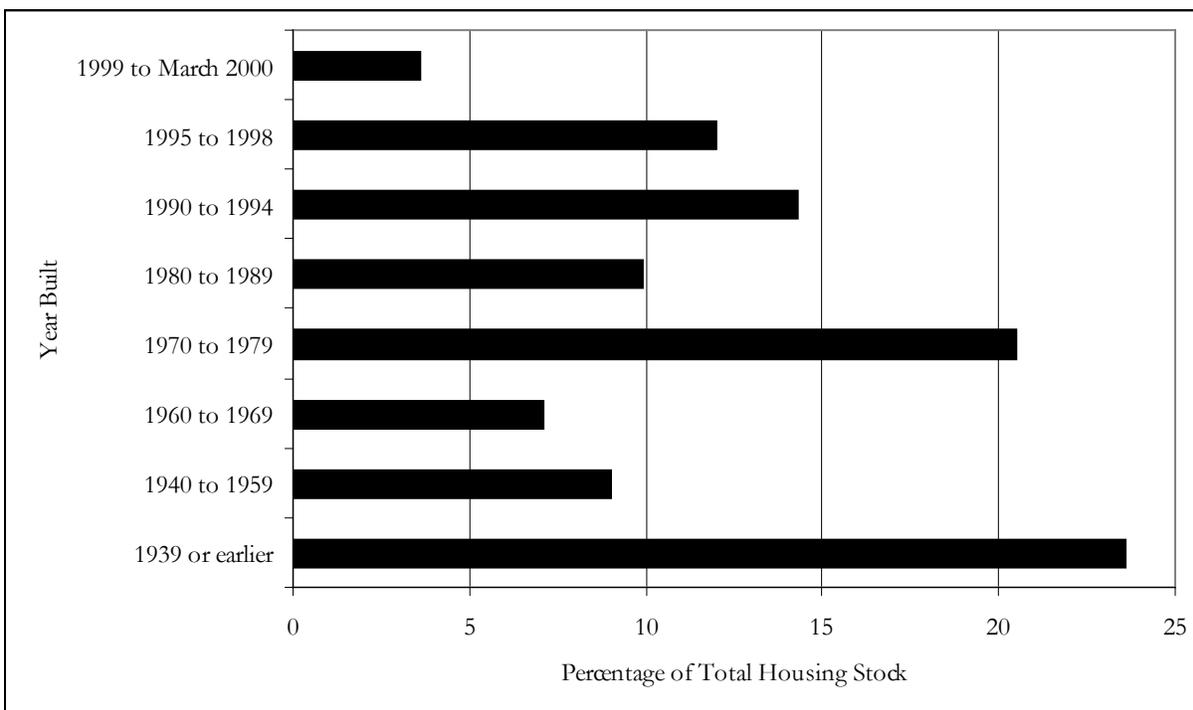
	Total Housing Units	Percent Vacant Housing	Percent Owner-Occupied Housing	Average Equalized Value of Residential Property 2005*	Median Rent
Village of Johnson Creek	659	5.3%	66.7%	\$160,170	\$683
City of Jefferson	805	4.3%	83.3%	\$178,506	\$575
Town of Waterloo	312	4.2%	87.3%	\$201,184	\$675
Town of Aztalan	553	4.2%	88.5%	\$179,953	\$588
Town of Milford	411	4.9%	87.5%	\$77,393	\$585
Town of Watertown	715	4.3%	89.6%	\$186,892	\$715
Town of Farmington	561	3.6%	85.2%	\$187,062	\$579
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
City of Watertown	8,330	3.7%	63.5%	\$143,919	\$563
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 6.3 illustrates the age of the Village'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. Roughly 60 percent of Johnson Creek's housing was built before 1980, and almost a quarter of the Village's housing was built prior to 1940. However, almost 30 percent of Johnson Creek's housing was constructed between 1990 to 2000. Given that Johnson Creek has over a hundred years of history, it is not surprising that the majority of the housing stock was built before 1980. Nevertheless, a significant portion of the Village's housing has developed in recent years.

Figure 6.3: Age of Housing as a Percent of the Total 2000 Housing Stock



B. Residential Balance Policy

Based on recommendations in the Village's 2002 Comprehensive Plan update, the Village instituted a residential balance policy for planned neighborhood areas of the Village (as indicated by the Village's adopted Future Land Use Map). This policy requires that each new residential development is comprised of a mix of residential types, with the composition of units characterized by a minimum of 65 percent single-family homes, a maximum of 15 percent two-family homes, and a maximum of 20 percent multi-family units. This policy has worked well to ensure the dispersion of multi-family housing and to maintain the single-family character of the community.

C. Housing Programs

Several housing programs are available to Johnson Creek 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 governmental body that was established to help advance home ownership opportunities and programs for low-income residents. The Jefferson County Services Division provides services to people who need assistance obtaining or maintaining housing.

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

Goals

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 Village.
2. Encourage the development of high-quality homes at all levels.
3. Encourage mixed-use and traditional neighborhood development design.
4. Promote the maintenance and rehabilitation of the existing housing stock.

Policies

1. 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.
2. Direct new Village housing to areas that have convenient access to commercial and recreational facilities, transportation systems, schools, shopping, jobs, and other necessary facilities and services.
3. To encourage human interaction and to create a sense of place in the community, design new Village neighborhoods in accordance with traditional neighborhood design principles, as described later in this chapter.
4. Promote quality neighborhood design and layout in new residential areas, updating the subdivision ordinance as necessary.
5. 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.
6. Require that the development of new neighborhoods matches the Village'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.
7. Phase residential development in a manner consistent with public facility and service capacity.
8. Plan for multi-family housing in parts of the Village 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.
9. Require high-quality design for multi-family developments.
10. Ensure an adequate mix of housing colors, architecture, and garage placement to avoid monotony.
11. Promote development of an adequate supply of high-quality senior housing options.

12. Promote residential uses in the upper stories of Downtown buildings in an effort to increase affordability and enhance the walkability of the Downtown area.

E. Housing and Neighborhood Development Programs and Recommendations

1. Promote Traditional Neighborhood Design

For the purposes of future planning for areas designated as “Planned Neighborhoods” on the Future Land Use map, the Village intends to promote what is commonly referred to as “Traditional Neighborhood Design.”

When correctly executed, the implementation of Traditional Neighborhood Design principles will accomplish the following:

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

Use the following traditional neighborhood design principles for new neighborhoods in the Village.

- **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, paying particular attention to the scale of buildings, walking distances, and the design of other neighborhood features such as street lights and signage.
- **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). Bring multiple family housing into upper stories of such developments, where appropriate.
- **Promote Walkability:** Design the neighborhood to facilitate pedestrian movement within the neighborhood and between the neighborhood and other nearby destinations (parks, schools, business districts). Provide and restore connections within neighborhoods, such as trails, and bike paths. 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. Landscaped medians and boulevards may also be integrated into new neighborhood entryways and collector streets. These new boulevards may also serve stormwater management functions.
- **Plant 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 and incorporate alley-loaded garage options where practical.
- **Provide Buffers:** Provide adequate vegetated buffers between development and natural features.
- **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.

In order to implement these standards, the Village will consider the following approaches:

- Used the Planned Development approach to encourage the neighborhood development forms, densities, and use mixes described above.
- 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.
- Enforce 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 Village. Continue to limit the scale of multiple family housing projects to be compatible with Johnson Creek's size.
- Require the preparation of Detailed Neighborhood Plans.

2. Require Detailed 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 shown on Map 7 for future development in different parts of the Village.

Because of the complexity associated with developing well-thought-out “Planned Neighborhood” areas the Village will require 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 Village 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 Village's Comprehensive Plan once completed.

The result of a detailed planning and design process for future neighborhoods will be new developments will be more likely to complement the charm and unique character of the best historic neighborhoods in the Village. Areas planned in this manner will be more marketable to a greater diversity of ages, incomes and lifestyles, and will typically appreciate in value faster than single-use subdivisions. See the dialogue box below for a more recommended detailed neighborhood planning process.

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 Village Board;
 - 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.

3. Support the Provision of Affordable Housing

The Village will 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 Johnson Creek is an important component of the affordable housing supply, provided that housing continues to be well maintained. 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.
- **Support upper story housing downtown:** As part of ongoing downtown revitalization efforts, the Village will 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.
- **Require well-designed multi-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. To address these issues, the Village will continue to enforce design standards for these types of developments.
- **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 Village will support appropriate use of such programs to increase the supply of affordable housing for people who are often not accommodated through the private market.
- **Live/Work Development:** Promote Live/Work Opportunities in appropriate locations in the Village (see Economic Development chapter). In Johnson Creek, a live/work mixed-use development project would be appropriate along the north side of County B, east of Highway 26 and adjacent to planned commercial and office development (see the Future Land Use chapter).

Chapter Seven: Economic Development

This chapter contains a compilation of background information, goals, objectives, policies, and recommended programs to promote the retention and stabilization of the Village’s economic base. This chapter includes an assessment of new businesses and industries desired in the Village, an assessment of the community’s strengths and weaknesses with respect to attracting and retaining businesses and industries, an inventory of environmentally contaminated sites.

ECONOMIC DEVELOPMENT RECOMMENDATIONS SUMMARY

- Continue to grow the economy by enhancing quality of life in the Village.
- Continue to invest in the downtown, using the Downtown Master Plan as a guide.
- Work with local business owners to encourage business growth and entrepreneurialism.
- Prepare a Highway 26 corridor plan and reserve key sites along Interstate 94 and Highway 26 for high-quality development.

A. Existing Economic Development Framework

Labor Force

The Village’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, 890 residents, or 76.3 percent, of Village residents age 16 or older were in the labor force. Of this total, 37 residents (or 3.2% of the labor force) were unemployed. According to the U.S. Census Bureau, Johnson Creek’s workforce has increased nearly 36 percent since 1990, from 653 to 890.

The percentage of the Village’s labor force employed by sector in 2000 is shown in Figure 7.1. Over 40 percent of Johnson Creek’s labor force is employed in the manufacturing sector, and another 14 percent in the educational, health, and social services sector. This data suggests that manufacturing is a major part of Johnson Creek’s economy.

Figure 7.1: Occupational Groups, 2000

Occupational Group	Percentage of Labor Force
Manufacturing	41.1%
Educational, health, and social services	14.2%
Retail trade	10.7%
Arts, entertainment, recreation, accommodation, and food services	6.1%
Professional, scientific, management, administrative, and waste	4.7%
Public Administration	4.0%
Wholesale trade	4.0%
Transportation, warehousing, and utilities	3.9%
Finance, insurance, real estate, rental, and leasing	3.5%
Construction	3.4%
Information	2.1%
Other services (except public administration)	1.4%
Agriculture, forestry, fishing, hunting, and mining	0.9%

Source: U.S. Census Bureau, 2000

Figure 7.2: 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

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 decrease by eight percent.

Educational Attainment

Educational attainment is another important characteristic of a community's labor force. According to the 2000 U.S. Census, roughly 85 percent of the Village's population age 25 and older had attained a high school level education or higher. This percentage is comparable to most of the other communities in the area. In addition, the percentage of residents with a college degree was comparable to many of the surrounding communities.

Figure 7.3: Educational Attainment, 2000

	Percent High School Graduates	Percent Bachelor's Degree or Higher
Village of Johnson Creek	85.5%	16.3%
Town of Jefferson	79.4%	12.4%
Town of Aztalan	85.5%	16.9%
Town of Milford	85.1%	15.9%
Town of Watertown	88.7%	15.9%
Town of Farmington	86.6%	15.3%
City of Lake Mills	88.5%	26.8%
City of Jefferson	78.3%	12.9%
City of Fort Atkinson	87.1%	19.9%
City of Waterloo	83.0%	16.0%
City of Watertown	81.9%	16.2%
Jefferson County	84.7%	17.4%

Source: U.S. Census Bureau, 2000

Income Data

Figure 7.4 presents income and labor characteristics for the Village of Johnson Creek and nearby communities. According to 2000 U.S. Census data, the Village's median household income was \$45,694. This is comparable to the than the median household incomes for the Town of Farmington and the City of Lake Mills, but lower than many of the other surrounding towns. The Village's per capita income was \$19,671, which is slightly lower than most of the surrounding communities. Per capita income is defined as the total of all personal incomes in the Village, divided by the total population. This is used as an overall measure of the wealth of a community's population. This indicates that Village of Johnson Creek residents per capita incomes roughly comparable to many of the surrounding cities, but slightly less than those of the surrounding towns.

Figure 7.4: Income Comparisons

	Median Household Income	Per Capita Income
Village of Johnson Creek	\$45,694	\$19,671
Town of Jefferson	\$52,813	\$23,327
Town of Aztalan	\$55,048	\$23,193
Town of Milford	\$47,619	\$22,953
Town of Watertown	\$52,667	\$21,298
Town of Farmington	\$46,875	\$20,077
City of Lake Mills	\$44,132	\$21,929
City of Jefferson	\$40,962	\$19,124
City of Fort Atkinson	\$43,807	\$21,008
City of Waterloo	\$49,221	\$22,099
City of Watertown	\$42,562	\$18,977
Jefferson County	\$46,901	\$21,236

Source: U.S. Census Bureau, 2000

Commuting Patterns

According to 2000 U.S. Census data, Johnson Creek residents spent an average 22.7 minutes commuting to work, indicating that a significant number of workers traveled outside the Village for employment. Roughly five percent of workers traveled over an hour to their jobs, while 24 percent traveled less than ten minutes. Roughly 84 percent of workers traveled to work alone, while approximately nine percent carpooled.

B. Economic Base Analysis

The Village of Johnson Creek has several significant industries, many of which are manufacturing industries with over 25 employees. Figure 7.5 lists the Village's largest employers.

Figure 7.5: Major Private Sector Employers

Employer	Product or Service
Comfort Suites	Hotel Accommodations
Days Inn	Hotel Accommodations
Kohls	Retail
Master Mold	Molded plastic product manufacturing
Menards	Retail
Highway Harry's Steakhouse	Restaurant
Star Cinema	Movie Theater
Zignego Ready Mix	Concrete producer
Ransomes	Manufactures golf and turf maintenance products
Avon Hi-Life	Dairy equipment and machinery
Pioneer Roofing	Construction

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 January 2009 there were two contaminated sites in the Village of Johnson Creek that were either in need of clean up or where clean up was already underway. Of the two incidents shown, one was classified as a LUST, or leaking underground storage tanks, and one site was classified as environmental repair, or ERP. These sites are often times older and have been releasing contaminants to the soil, groundwater, or air over a long period of time. The ERP locations are typical brownfield sites. 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 Village encourages remediation and redevelopment of these sites for economic development where appropriate.

Economic Development Programs

The Village 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 the tax base and improve 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.

Starting in 2007, a new Jefferson County Economic Development Planning effort will be underway. The results of this effort will be incorporated in the Jefferson County Comprehensive Plan as the economic development plan element.

C. Assessment of Desired Economic Development Focus

The Wisconsin comprehensive planning statute requires that this *Plan* "assess categories or particular types of new businesses and industries that are desired by the local government unit." In order to do this, the Village must understand its assets, and how to capitalize on those assets by identifying strengths and weaknesses for economic development.

Figure 7.6: Strengths and Weaknesses for Economic Development

Strengths	Weaknesses
The Village has an ideal regional location, situated between Madison and Milwaukee with easy access to Chicago.	There is substantial competition from communities that are located closer to Madison, Milwaukee, or Chicago.
The Village is located directly off the interchange of Interstate 94 and STH 26 and there are several development and redevelopment sites located within one mile of the interchange.	The Village lacks some basic services such as a grocery store and pharmacy.
STH 26 is being widened in certain areas, and bypasses are being constructed around Jefferson and Watertown, which will increase traffic on this highway.	Perception that the Village’s development standards are more strict than in other nearby communities, and that taxes and water and sewer rates are higher than in other communities.
The Village has access to a large workforce, with Madison being only about a half hour away.	Downtown is in need of revitalization.
Village has access to a variety of local agricultural products	The Village lacks a defining image or vision (which this <i>Plan</i> is attempting to remedy).
Natural resources provide amenities for recreation and living	
Village has a downtown	
Village could use the fact that it is an eco-municipality as a marketing tool	
The Village already has one the region’s premier outlet malls	

D. Economic Development Goals, Objectives, and Policies

Goals

Attract and retain businesses that capitalize on Johnson Creek’s regional position, enhance the Village’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 Village as an economic development tool.
2. Promote the downtown as a commercial and civic center for the Village.
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.

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.
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 Village's character, existing locally owned businesses, and the downtown.
6. Encourage the expansion of bio-based and/or green industries, particularly in the Village's existing industrial park.
7. Locate industries on sites and in areas where they have adequate expansion space to meet anticipated future needs.
8. Continue the appropriate use of tax increment financing to promote new industrial and commercial development, expansion and relocation of existing industries, and redevelopment.
9. Support the economic health of production agriculture, farm family businesses, and the development and expansion of markets for agricultural products (see Agricultural Resources chapter).
10. Promote a vital and healthy downtown by encouraging the mixed-use redevelopment and reuse of vacant and underused buildings and sites and generally by implementing the Village's Downtown Master Plan.
11. Support the clean up of brownfield sites for economic reuse.
12. Work towards ensuring an adequate number of businesses in the Village aimed at meeting the daily needs of residents (e.g. restaurants, grocery store).
13. Work with existing businesses and industries to ensure their health and ability to grow within the community.
14. Work with other communities in Jefferson County on regional economic development initiatives, such as the Jefferson County regional economic positioning project initiated in 2007.
15. As needed to implement the recommendations in this Plan, revise the Village's signage, landscaping, site design, and other development standards for commercial, office, and industrial development.
16. Reserve areas along Interstate 94 and around the Interstate 94/Highway 26 interchange for high-quality development.

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 continuing to provide high-quality services and amenities, the Village

intends to continue to in its many existing resources and assets, such as its parks, schools, and exceptional highway access.

In addition to amenities and services, the external appearance of Johnson Creek will make it a more desirable to place to live, work, and own a business. The Village will continue to capitalize on its abundance of natural amenities, including the Rock River and idyllic rural landscape to provide an exceptional location for industry, particularly those that can take advantage of surrounding agricultural and natural amenities. Streetscaping, gateway improvements, community entry and wayfinding signage, parks, and trails will also contribute to this effort.

2. Reserve Lands Around Interstate 94/Highway 26 for High-Quality Development

The Village recognizes the economic value of the lands located along Interstate 94 and around the Interstate 94/Highway 26 intersection. In areas of the Village will Interstate visibility, the Village will plan for high-quality, attractive employment and commercial uses. Development in this area should draw visitors to the Village, function as an attractive entryway into the Johnson Creek, and provide new jobs for residents.

3. Prepare a Highway 26 Corridor Plan

Land along Highway 26 in the north and south of the Village identified for Village growth within the planning period (see Map 7, Future Land Use), with land north of the Village planned for primarily employment land uses and land south of the Village planned for neighborhood development. Given the importance of this corridor to the community and the region, the Village may consider preparing a unified corridor plan for Highway 26.

Such a plan would define an attractive streetscaping theme, including signage and lighting, and will specify design standards for development along the corridor. This endeavor may also be combined with efforts to prohibit new billboards along this corridor and throughout Jefferson County.

4. Reactivate the Community Development Authority

At the time this *Plan* was written, the Village's Community Development Authority (CDA) had been relatively inactive for several years. A CDA can, at the discretion of the Village Board, 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.

To assist in carrying out the Village's economic development goals, the Village should consider reactivating the CDA. The Village may also consider enlist the help of an outside economic development consultant to serve as staff to Village officials and be solely focused on economic development in the community.



5. Continue to Invest in the Downtown

Downtown Johnson Creek represents the historical center of the community and contributes to the Village's unique identity and character. The Village will actively work to promote the downtown area as a commercial, service, and civic center of the Village of Johnson Creek. To accomplish this, the following strategies may be explored:

- The downtown provides a central location to host community events such as Creek Fest. Such events and activities draw people to Johnson Creek and help build a sense of pride in the community. Also, markets, festivals, and events that bring people into the downtown will help support the Village's

businesses, promote the downtown as a community gathering place, and encourage people to spend time in the downtown and in the Village.

- The Village will continue to administer programs that facilitate and encourage the redevelopment and/or revitalization of key sites and buildings in the downtown using the Downtown Master Plan as a guide.
- Work with downtown business owners to establish a Business Improvement District (BID). Typically, businesses included in a BID contribute to programs designed to promote, manage, maintain, develop, and beautify the district. Special assessments on businesses within the BID raise the funds to implement a variety of programs to improve the business climate. A BID could be operated and managed in the downtown, potentially in conjunction with a Village Main Street Program (see sidebar). For example, one potential future project the downtown BID could fund is a trolley that would run between the outlets and the downtown to bring shoppers to downtown businesses.
- The Village is committed to creating a vibrant, sustainable downtown characterized by a mix of uses that complement downtown businesses and increase downtown connectivity to the surrounding neighborhoods. As such, the following uses will be encouraged (see the Village's 2004 Downtown Master Plan for more details).
 - **Civic and Government Uses:** The location of the Village Hall and Library in the downtown helps to create a civic core. The Village will support the continuation and expansion of a "civic campus" in the downtown and will prepare a facility needs study assessing the future needs for an expanded library and/or Village Hall.
 - **Local Services:** The Village already hosts several local service businesses, such as a day care, a hair salon, and the post office. In the future, the Village will promote additional services in the downtown, including restaurants/brew pubs, coffee shops, a bakery, and other similar uses.
 - **Commercial/Retail:** Downtown Johnson Creek offers a unique location for many specialized retailers. The Village, potentially in cooperation with JCEDC and/or other strategic partners will continue to actively recruit and retain retail businesses in the downtown such as gift shops, antique shops, art galleries, or specialty food stores.
 - **Residential Uses:** Increasing housing opportunities in the downtown is a key strategy for enlivening downtown activity and will help create a "24-hour" environment that supports the viability of downtown businesses. In addition to promoting upper-story residential uses in existing downtown buildings, redevelopment projects in the downtown also present opportunities to provide new housing options, particularly along Milwaukee Street and Aztalan Street.
- The Village will enhance entryways into the downtown, particularly the railroad bridge over Aztalan Street. One approach to beautifying this feature would be to establish permission from the railroad to paint a mural on the side of the bridge. Unified and attractive signage and landscaping could also provide appealing entryways into the downtown at Aztalan Street, Milwaukee Street/Watertown Street, and Union Street.
- Enhance connections between the downtown and the Creek using signage and trail connections.

6. Continue to Address the Need for a Local Grocery Store

According to the results of various public participation activities conducted as part of this planning process, one of Johnson Creek's priority goals is to attract a variety of businesses and services that allow residents to meet their daily needs without leaving the Village. At the top of the Village's "wish list" is a local grocery store. At the time this *Plan* was written, residents had to drive to Lake Mills, Jefferson, or Watertown to food shop.

Over the planning period, the Village will actively pursue the siting of a moderate-size grocery store, such as a Piggly Wiggly or Sentry, in Johnson Creek. In the meantime, and in addition to a grocery store, the Village will also work to recruit smaller, specialty food stores. At the time this *Plan* was written, Johnson Creek was already home to Pernats, a specialty meat and cheese shop and deli. To support this and other future specialty stores, the Village will consider promoting a “buy local” campaign to enhance markets for locally-owned businesses. This campaign could be promoted through the media and the Village’s website. Tasteful signage could be used to advertise locally-owned businesses. In executing this approach, the Village 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.

7. Utilize the Internet to Help Streamline the Development Review Process

The Village of Johnson Creek is likely to experience increasing growth pressures over the planning period. To appropriately and efficiently manage this growth it is in the interest of the community, Village staff, public officials, and local developers to maintain a development review and permitting process that is as efficient as possible using the Village’s available resources. A more streamlined review process will help establish positive working relationships between applicants and Village staff and officials, will encourage and facilitate the types of development desired by the community, will be more cost effective for both the Village and the applicants, and will save time for everyone involved in the review and permitting process.

The Village’s website provides a cost-effective, convenient, and accessible resource for advancing this goal. At the time this *Plan* was written, the Village website already provided a source for electronic versions of development and permit applications, Village ordinances, information on Village staff, the Plan Commission, and Board, and answers to frequently asked questions. However, the website did not provide a one-stop location for information and instructions related to the Village’s development review and permitting processes. Therefore, the Village will consider an update to its website to include the following:

- Concise descriptions of the procedures followed by the Village for the review of different applications (plat review, zoning map amendments, PUDs, conditional uses, extraterritorial land division review, etc.). These descriptions should also specify the following information for each different type of review:
 - The necessary number of public hearings;
 - The number of meetings required and with which groups (i.e. Plan Commission, Board, Village staff, other committees);

WHAT IS THE WISCONSIN MAIN STREET PROGRAM?

The Main Street Program is a comprehensive revitalization program designed to promote the historic and economic redevelopment of downtowns in Wisconsin. The Program was established in 1987, and each year the Department of Commerce selects communities to join the program. Main Street communities receive technical support and training needed to restore their Main Streets to centers of community activity and commerce. The program focuses on the historic character of downtown while pursuing traditional development strategies such as marketing, business recruitment and retention, real estate development, market analysis, and public improvements. More specifically, the Program is based on four elements:

Organization: involves building a Main Street framework in which everyone in the community works together to renew the downtown.

Design: involves enhancing the attractiveness of the downtown, including historic building rehabilitations, street and alley clean-ups, colorful banners, landscaping, and lighting.

Economic Restructuring: involves analyzing current market forces to develop long-term solutions. (e.g. recruiting new businesses, creatively converting unused space for new uses, and sharpening the competitiveness of the downtown’s traditional merchants).

Promotion: creates excitement surrounding the downtown. Promotion involves marketing an enticing image to shoppers, investors, and visitors.

Source: Wisconsin Department of Commerce

- The body which will make the final decision regarding the application;
- The expected timeline for the process and for making a decision.

This information may best be summarized in flow charts.

- Lists of submittal requirements for each stage of the review processes. The Village may also post example submittals for applicants to use as models.
- Interactive Maps that provide a breadth of data for each parcel in the Village: address, property owner information, zoning, future land use, official mapping information, etc.
- Tables summarizing the requirements for different zoning districts.
- Tables summarizing subdivision standards for roads, sidewalks, street trees, land dedication, etc.
- An interactive calendar that shows when Village meetings are held and allows applicants to quickly identify their deadline for submitting materials.
- Opportunities to submit materials online. In the future, it may also be possible to replace large-format drawings required as part of application submittals with high-resolution PDFs, which could be submitted online.

The Village also intends to communicate with local developers to determine what else can be done to help improve development review and permitting processes without compromising quality and design standards. For example, the Village may identify opportunities to expedite review processes for proposals that are expected to have minimal impact on the community, or to reward applicants who propose innovative techniques. The Village's website may also be effectively used to market Johnson Creek as a place to live and site a business.

8. Encourage Entrepreneurial Efforts

The Village, in collaboration with the 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 larger firms. 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 Johnson Creek:

WHAT IS LIVE/WORK DEVELOPMENT?

Live/work development, sometimes called zero-commute housing, refers to mixed-use development projects that combine home with the workplace. Live/work projects can vary with respect to how closely workspaces and living spaces are integrated. This can depend on the character and scale of the surrounding neighborhood and on the types of non-residential uses for which the units will be marketed. While many live/work projects allow for the workspace and living space to be combined within the same unit (e.g. artist's loft), spaces may also be designed so that workspace is separated from living space by a wall or a floor. Or, the spaces may be located in two separate structures divided by a courtyard or other short walking distance. Live-work projects can take the form of single-family homes, townhouses, or multi-unit buildings.

Live/work developments allow for small business owners and self-employed individuals to focus on their business or career without having to sustain excessive overhead costs. Although live/work projects are most common in larger urban areas such as Dallas Texas and Oakland California, these projects can be beneficial to smaller communities by bolstering the local day-time economy, helping to provide non-residential tax base while at the same time sustaining the community's population, and supporting other nearby businesses and services.

Live/work developments also help create a collaborative and social atmosphere for people who work from home, an experience that is normally quite isolating for those who live in small communities or suburbs.

The most frequently cited live/work projects tend to be geared towards artists. However, the live-work arrangement can be appropriate for many other entrepreneurs and professionals.

- Promote Live/Work Opportunities in appropriate locations in the Village (see sidebar). In Johnson Creek, a live/work mixed-use development project would be appropriate along the north side of County B, east of Highway 26 and adjacent to planned commercial and office development (see the Future Land Use chapter). In addition to promoting entrepreneurialism, such a development project should provide affordable housing options.
- Create and foster 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. Incubators can also be “created” formally or informally in older spaces in different parts of the Village, such as second floor spaces in the downtown, or in proposed redevelopment areas.
- Bring together networks of individuals and agencies that can provide training and funding assistance. The Village 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. Johnson Creek’s Library could also provide education resources for local entrepreneurs.

9. Work with Existing Local Businesses to Promote Economic Growth

Some of the Village’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 Village intends to do more to facilitate and encourage the growth of existing Johnson Creek businesses, either at existing or larger sites in the community. The Village 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 Johnson Creek for new business, ideally through the Village’s reactivated CDA.

10. Promote the Development of Bio-Based Industries

The Village will explore opportunities to site bio-based businesses and industries in areas planned for future Planned Office and Planned Industrial development. Bio-based industries are those that capitalize on and complement the Village’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. The Village’s prime location along Interstate 94 and Highway 26, its proximity to a major research and development center at the University of Wisconsin—Madison, and access to raw agricultural products puts Johnson Creek in a position to recruit and encourage such businesses. In addition, the nearby landfill presents similar opportunities for the siting of an industry that processes waste for use as an energy source.

The Village will remain up-to-date on Jefferson County’s economic positioning project, which was underway at the time this *Plan* was written, and future regional economic development initiatives to position the Village as a potential future location for business and industry development.

11. Continue to 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 Johnson Creek, the Village intends to continue to enforce high-quality design standards. The following standards will apply to all new commercial, mixed use, office, and industrial

development and redevelopment projects in the Village. Enforcement of these standards will be particularly important along key corridors such as Highway 26 and at major entryways to the community

- 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 7.7-7.9 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 7.7: Indoor Retail, Service, and Community Facility Development Layout (Small to Moderate Scale)

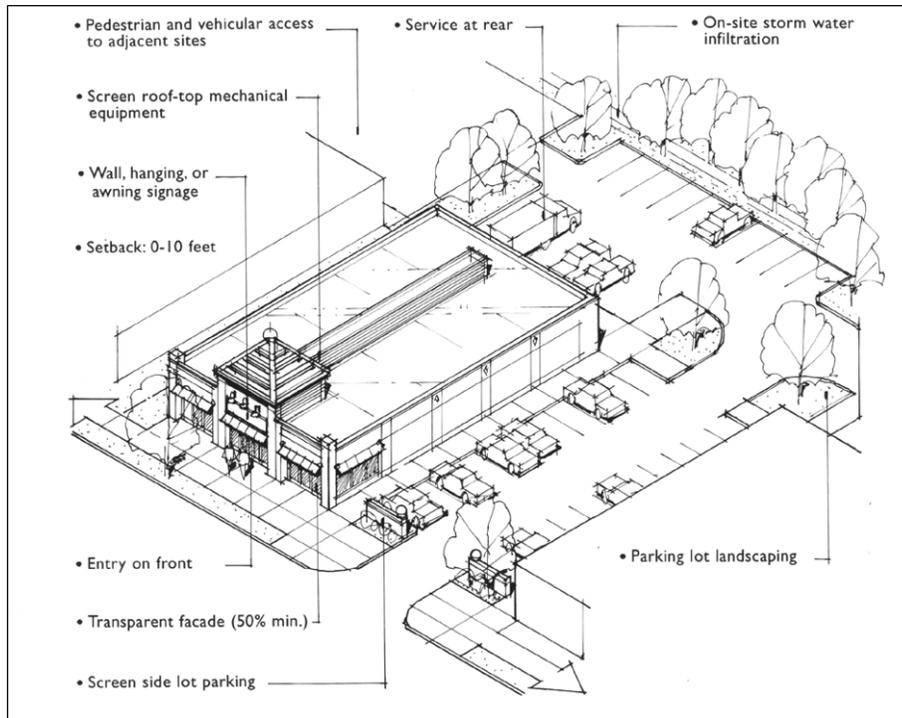


Figure 7.8: Indoor Retail, Service, and Community Facility Development Layout (Large Scale)

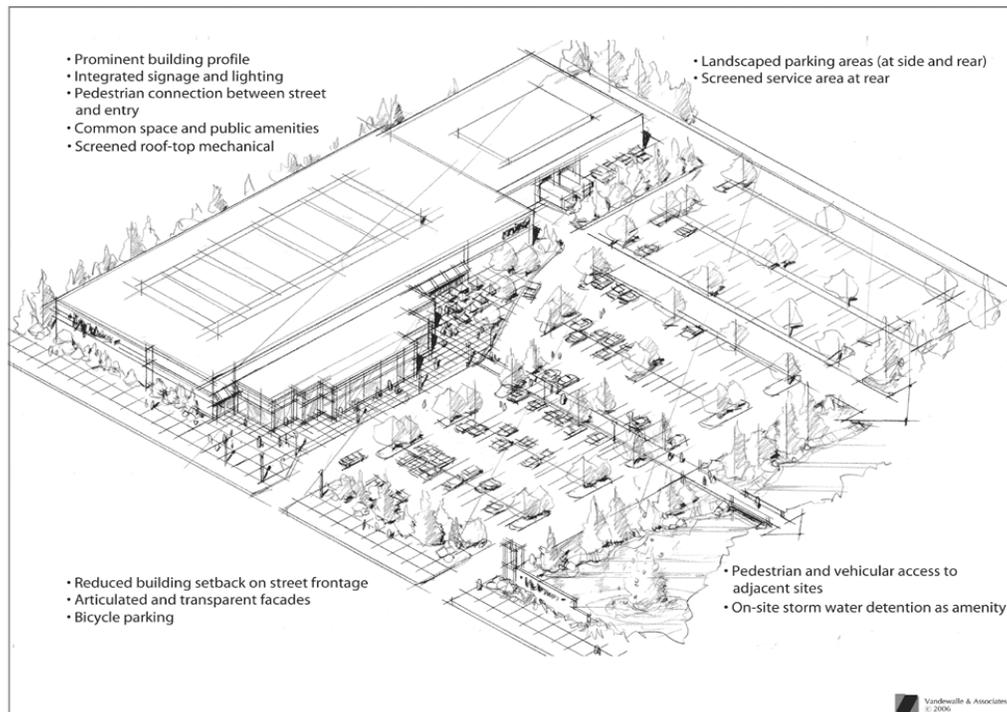
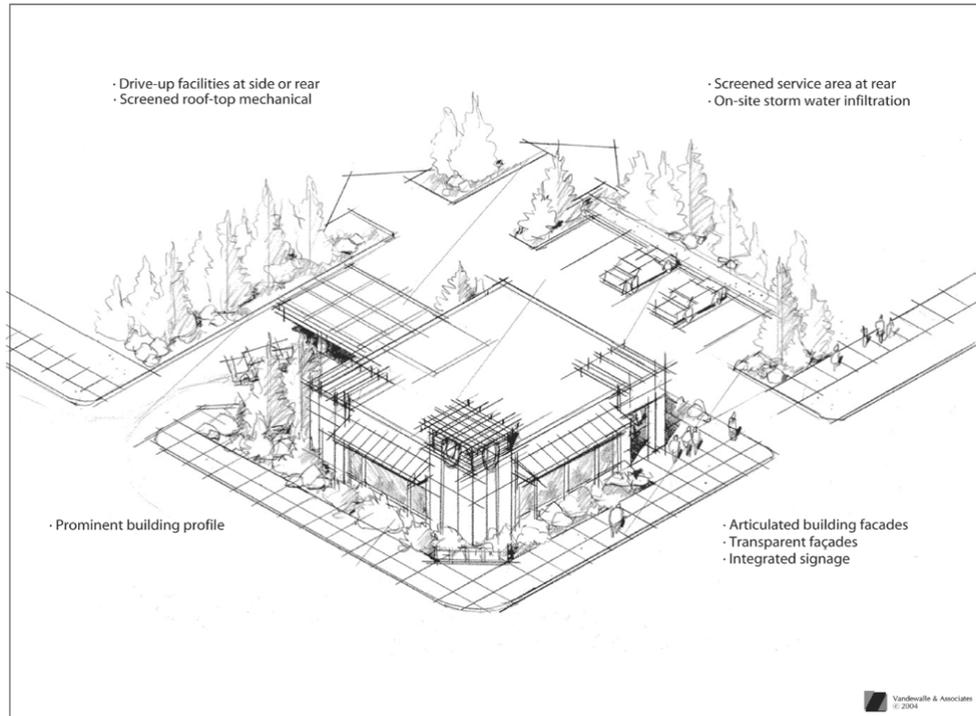


Figure 7.9: Neighborhood Business, Community Facilities, Mixed-Use



12. Pursue the Redevelopment of Underutilized Lands in the Village

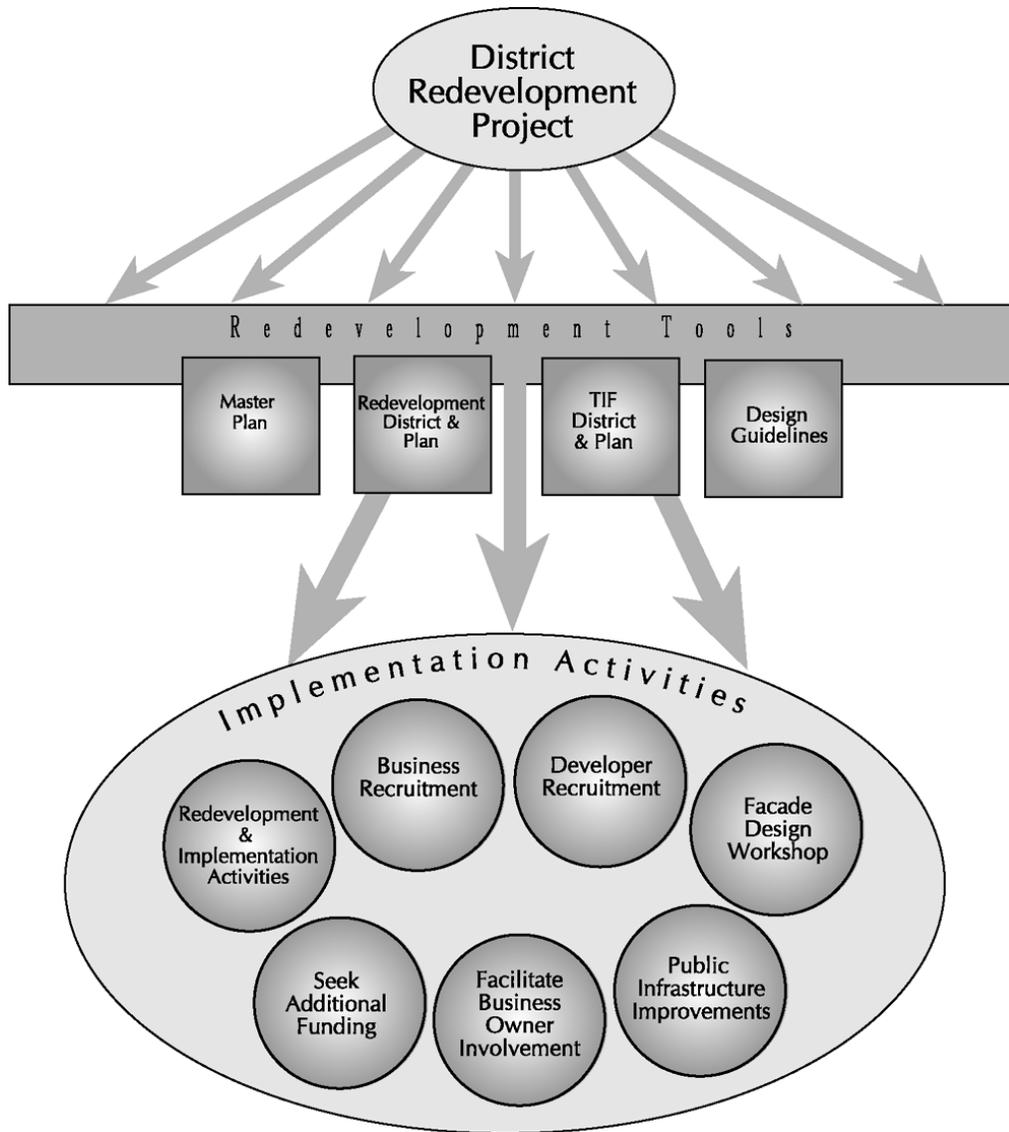
The Village will promote Downtown Johnson Creek as a social, civic, business, and residential center using the Downtown Master Plan as a guide. Additional redevelopment opportunities are present in at least four areas outside of the downtown. These areas include the old coop site, the Gobbler, the mobile home park, and select sites along Grell Lane. 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 Community Development Authority would be an appropriate lead organization in such redevelopment efforts, along with professional assistance.

Figure 7.10 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 7.10: Redevelopment Planning and Implementation Process



Chapter Eight: Intergovernmental Cooperation

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

INTERGOVERNMENTAL COOPERATION RECOMMENDATIONS SUMMARY

- Pursue intergovernmental discussions with surrounding towns and the cities of Watertown and Jefferson.
- Remain involved in regional initiatives, such as the Jefferson County Economic Positioning Initiative, and the Glacial Heritage Project.

This chapter contains a compilation of background information, goals, objectives, policies, and recommended programs for joint planning and decision making with other jurisdictions. It incorporates by reference all plans and agreements to which Johnson Creek 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.

A. Existing Village Plans

Comprehensive Master Plan: Village of Johnson Creek, Wisconsin, 1997-2015

In 1997, Vandewalle & Associates prepared the Village’s comprehensive master plan. The Village’s future land use map depicts future growth primarily to the north, south, and east. Some minimal growth is depicted west of the Village’s current limits; however, the Rock River and its surrounding floodplains and wetlands significantly inhibit growth in this direction.

Comprehensive Master Plan Update: Village of Johnson Creek, Wisconsin, 2002-2025

In 2002, Vandewalle & Associates prepared an update to the 1997 Comprehensive Master Plan. The updated future land use map depicts planned neighborhood growth in all directions except to the northeast. Growth is also shown for the area west of the Rock River in response to a residential golf course community that was proposed at the time. Planned commercial development is proposed for the north and eastern portions of the Village, and planned office is proposed for the area just north of CTH B in the eastern portion of the Village.

B. Existing Regional Framework

Map 1 shows the boundaries of Johnson Creek’s neighboring or overlapping jurisdictions. Planning documents for these local, regional and state jurisdictions were analyzed during the Village’s planning process to identify mutual planning issues or potential conflicts. The following is a summary of this analysis:

Important State Agency Jurisdictions

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

The 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 Village’s plans and the plans and actions of these State agencies.

Jefferson County

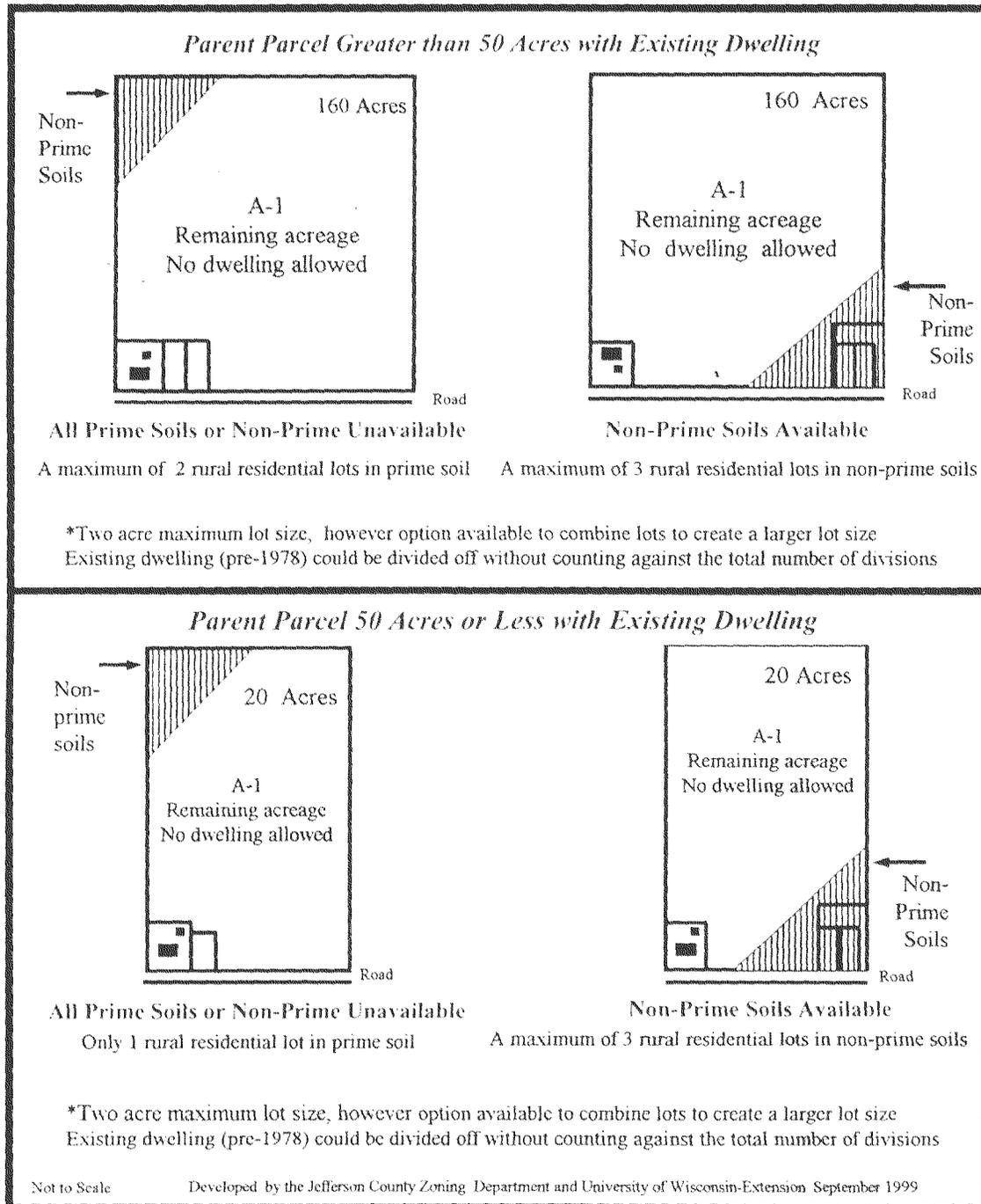
Being in the path of Madison-Milwaukee development, Jefferson County is concerned about preserving its historic agricultural land use base and small community character. Planning and zoning decisions in the County are guided by the 1999 Jefferson County Agricultural Preservation and Land Use Plan and 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 Village of Johnson Creek where development on public sewer and water service is envisioned. The County's plan also envisions all lands, besides environmental corridors, that are outside of the Village'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.

At the time of this writing, Jefferson County was in the process of updating its 1999 plan to meet state comprehensive planning requirements by the year 2010. Several initiatives were underway that would feed into this 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 *Village of Johnson Creek Comprehensive Plan* and these County plans and initiatives. In fact, the Village is supportive of these efforts and endeavors to be an active player within them.

Figure 8.1: Development Options within Jefferson County Agricultural Preservation Areas



Town of Aztalan

The Town of Aztalan borders the Village to the west, and in 2005 had an estimated population of 1,497 residents. At the time this *Plan* was written, the Town nearing completion of its own comprehensive planning process. In January of 2008, the Town and Village met to discuss their respective planning processes and opportunities for long-term cooperation. The outcomes of that meeting have been reflected in this *Plan*.

Town of Farmington

The Town of Farmington borders the Village of Johnson Creek to the east. In 2005, the Town had an estimated population of 1,522 residents. The Jefferson County Land Use Plan shows the majority of the Town's land remaining in agricultural use, with development concentrated in a small rural hamlet along CTH B, just west of CTH P.

Town of Milford

The Town of Milford is located northwest of Johnson Creek, across the Rock River. In 2005, the Town had an estimated population of 1,142 residents. The Jefferson County Land Use Plan shows the majority of the Town's land remaining in agricultural use, with development concentrated in two small rural hamlets, one located around the intersection of the Crawfish River and CTH A, and the other located along CTH A and the Rock River.

City of Jefferson

In 2008, Vandewalle & Associates prepared the City's updated comprehensive plan. The plan made recommendations for lands within the City's extraterritorial jurisdiction. New neighborhood development has been planned mostly for the eastern and western edges of the City, with commercial development occurring north of the City along Main Street and industrial development occurring north along the railroad and east of Highway 26. In the future, Johnson Creek will need to coordinate with the City of Jefferson on the location of extraterritorial jurisdiction boundaries.

City of Watertown Comprehensive Plan (2000)

The City of Watertown is located north of the Village. In 2005, the City had an estimated population of 22,816. In 2000, Vandewalle & Associates prepared the City's Comprehensive Plan. Among other things, the Plan included recommendations to engage in intergovernmental planning with the surrounding towns, either through the use of extraterritorial powers, by informal intergovernmental cooperative strategies, or by way of intergovernmental agreement. Lands on the southern periphery of the City were planned for Planned Neighborhoods, with some industrial development occurring along STH 26.

C. Intergovernmental Cooperation Goals, Objectives, and Policies

Goals

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

Objectives

1. Work with surrounding towns to encourage an orderly, efficient land use pattern in and around the Village.
2. Work collaboratively with the Johnson Creek School District on joint recreational space, and educational initiatives.

3. Grow relationships with nearby communities 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 *Village of Johnson Creek 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.
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. Consider regionalization of public services and facilities where consolidating, coordinating, or sharing services or facilities will result in better services, cost savings, or both.
6. Share capital improvement plans with nearby communities and the Johnson Creek School District to identify the potential for coordinating projects (e.g. parks), then coordinate bidding and construction of major infrastructure projects for improved efficiency.
7. Partner with the Johnson Creek School District to improve educational achievement, promote Johnson Creek Schools, pursue joint park and recreational programming, and enhance the economic health of the Village.
8. 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.



D. 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 Aztalan

One significant difference between this 2008 *Comprehensive Plan* and the Village's 2002 *Comprehensive Plan* is that the 2002 Future Land Use map indicated neighborhood development west of the Rock River, whereas this 2008 *Plan* shows development remaining east of the River through the planning period. Because access to the Town was so limited at the time this *Plan* was written, it is conceivable that Aztalan's agricultural lands are better "protected" from long-term development than any other farmlands in the County. In keeping with the Village's goals of preserving agriculture and natural resources in Jefferson County, the Village's intention is to

keep urban development out of those areas most suitable for long-term farming, and to use its extraterritorial review powers to help ensure that low-density rural residential development is also kept to a minimum.

To help establish lasting agreements with the Town that are beneficial to the Village, the Town, and the region, the Village intends to engage the Town on further intergovernmental discussions regarding this and other issues

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 villages 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, to limit town development in the possible future annexation area, and/or to adjust municipal boundaries so as to place areas of more dense town development within Village limits without the need for annexation.
- **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

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.

possible amendments if both parties agree. This keeps the agreement fresh in peoples' minds and allows adaptability as conditions change.

For the Village of Johnson Creek and the nearby towns, an intergovernmental agreement may address the following issues:

- Long-term residential densities in the towns, both within and beyond the Village's extraterritorial jurisdiction. For example, the towns may agree to adhere to the County's 2008 land division policies regardless of how those policies change at the County level.
- Regulations governing the implementation of a potential future Purchase of Development Rights program. The agreement would specify that the towns would not support such a program within the Village's urban service area.

The Village and towns also have opportunities to work together on future recreation trails, specifically a trail along the banks of the Rock River, and a trail connecting Johnson Creek to the Glacial Drumlin Trail.

2. Consider Revising ETJ standards to Match County Zoning "Split" Requirements

The Village will work with Jefferson County to analyze the number of remaining residential "splits" available within the Village's extraterritorial jurisdiction. Depending on the outcome of this analysis, the Village may consider amending its extraterritorial land divisions policies to match the County's 2008 land division policies.

3. Work with the Cities of Jefferson and Watertown

Over the planning period, the Village will maintain open discussions with the cities of Jefferson and Watertown regarding the following topics:

- Mutually agreed upon extraterritorial jurisdiction boundaries that do not overlap (as the communities grow, these boundaries will begin to overlap).
- Trail connections between communities.
- Highway 26 corridor plans, and in particular the regulation of Billboards.
- Other opportunities that may arise for service consolidation.

Some of these issues may be addressed through intergovernmental agreements.

4. Remain Involved in Regional Initiatives

Because many of the Village's goals and objectives relate to issues that transcend municipal boundaries (e.g., transportation, natural resource, farmland preservation, land use), the Village intends to maintain an active and open dialogue with surrounding communities. 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) was leading an initiative to advance economic development county-wide. The project has identified the following key economic assets for Jefferson County:
 - Regional location
 - Agriculture and food
 - Corporate presence and manufacturing diversity
 - Emerging bio-energy
 - Water and natural resources
 - Small-town living
 - Cultural heritage

Building on these assets, the project will explore opportunities that may be the foundation or building blocks for a future vision for the County. The Village will stay actively involved in this process and will 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 Johnson Creek is located within the Project's study area, it will be important for the Village to remain involved in the ongoing feasibility, study process.
- Collaborating with Johnson Creek School District on joint recreational planning to help diversify the number and quality of recreational programs in the Village and the School District.

Chapter Nine: Implementation

Few of the recommendations of this *Plan* will be automatically implemented. Specific follow-up action will be required for the *Plan* to become reality. This final chapter provides the Village with a roadmap for implementation. It includes a compilation of programs and specific implementation strategies, along with a timeline for carrying out these strategies.

A. Plan Adoption

A first step in implementing the *Village of Johnson Creek Comprehensive Plan* is making sure that it is adopted in a manner which supports its future use for more detailed decision making. The Village has included all necessary elements for this *Plan* to be adopted under the state's comprehensive planning legislation. The Village 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 Village to guide growth, development, redevelopment, and preservation. The Village 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 Village'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 Village'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.

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

- Prominently displaying the vision statement, Future Land Use map, Official Map, and other Plan materials in Village Board Room and community gathering places;
- Ensuring that attractive and up-to-date materials are easily accessible on the Village's website;
- Speaking to community organizations and school groups about the Plan.
- Regularly presenting implementation progress reports to the Village Board, Plan Commission, and other municipal bodies;
- Incorporating Plan implementation steps in the annual budget process;
- Encouraging all Village commissions and staff to become familiar with and use the Plan in their decision making.

C. 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 Village of Johnson Creek intends to use this *Plan* to inform such decisions under the following guidelines.

Annexations

Proposed annexations should be guided by the recommendations of this *Plan*. Specifically, the Future Land Use 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 Village Board should also evaluate the specific timing of the annexation request, its relationship to the overall regularity of the corporate boundary, the ability to provide utilities and public services to the site, the costs associated with the proposed annexation, the effect on intergovernmental relations, as well as other pertinent Statutory and non-Statutory factors.

Zoning

Proposed zoning map amendments (rezonings) should be consistent with the recommendations of this *Plan*. Specifically, the Future Land Use map should be used to guide the application of the general pattern of permanent zoning. However, the precise location of zoning district boundaries may vary, as judged appropriate by the Plan Commission and Village Board. 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 Village Board will also evaluate the specific timing of the zoning map amendment request, its relationship to the nature of both existing and planned land uses, and the details of the proposed development. Therefore, this *Plan* allows for the timing of zoning actions and the refinement of the precise recommended land use boundaries through the zoning, conditional use, planned development and land division processes.

Land Division

Proposed land divisions should be generally consistent, but not necessarily precisely consistent, with the recommendations of this *Plan*. Specifically, the Future Land Use map, 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 Village Board 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 Village 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 Village Board.

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 Village Board. 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 Village Board.

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 Village Board. However, in their consideration of intergovernmental decisions and agreements, the Plan Commission and Village Board 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 Village Board through the intergovernmental process.

D. 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 Village 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 Village 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 Village 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 Village Board. The Board could then act to approve the amendment(s), following a public hearing.

The Village 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 Village is still required to use the amendment procedures outlined below.

The state comprehensive planning law requires that the Village 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 Village 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 Village Board 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 Village 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 Village Board by majority vote of the entire Commission (see Section 66.1001(4)b of Statutes).
- The Village 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 Village Clerk directs the publishing of a Class 1 notice, with such notice published at least 30 days before a Village Board public hearing and containing information required under Section 66.1001(4)d.

- The Village Board holds the formal public hearing on an ordinance that would incorporate the proposed amendment(s) into the Comprehensive Plan.
- Following the public hearing, the Village Board approves or denies the ordinance adopting the proposed Plan amendment(s). Adoption must be by a majority vote of all members. The Village Board may require changes from the Plan Commission recommended version of the proposed amendment(s).
- The Village 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 Village, 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.

E. 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 Village should update this *Comprehensive Plan* before the year 2018 (i.e., ten years after 2008), at the latest. The Village should continue to monitor any changes to the language or interpretations of the state law over the next several years.

F. 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*.

G. Implementation Programs and Recommendations

Figure 9.1 provides a detailed list and timeline of the major actions that the Village should complete to implement this *Plan*. Often, such actions will require substantial cooperation with others, including County and surrounding local governments and local property owners. The figure 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 Village 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 Village 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.

Figure 9.1: Plan Implementation Program

Implementation Step	Chapter Reference	Recommended Implementation Timeframe										Completed <input checked="" type="checkbox"/>
		2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	
1. Revise stormwater management and erosion control ordinances as necessary to advance the recommendations in this <i>Plan</i> . In the meantime, promote best management practices through the development review process.	Chapter 2											<input type="checkbox"/>
2. Explore the use of incentives to support the construction of LEED-certified buildings.	Chapter 2											<input type="checkbox"/>
3. Working with the Chamber, identify a design theme for wayfinding signage, streetscaping features, and other building façade characteristics.	Chapters 2, 4, & 7											<input type="checkbox"/>
4. Amend the Village’s zoning ordinance as needed to achieve the recommendations in this <i>Plan</i> , such as accommodating unique and innovative types of mixed-use development (e.g., live-work development)	Chapter 3 & 6											<input type="checkbox"/>
5. Amend the Village’s subdivision ordinance, as needed to achieve the recommendations in this <i>Plan</i> , including the following:	Chapters 3, 4, & 5											<input type="checkbox"/>
a. Include specific parkland dedication requirements.	Chapters 3 & 5											<input type="checkbox"/>
b. For minor streets, reduce pavement widths to 32-foot curb-to-curb and require street terrace trees on both sides of the street.	Chapter 4											<input type="checkbox"/>
6. Update the Village’s Official Map												<input type="checkbox"/>
7. Partner with the School District on the following initiatives to better the community:	Chapters 4 & 5											<input type="checkbox"/>
a. Coordinate on study of a potential future community park/school site on Village’s south side.	Chapter 5											<input type="checkbox"/>
b. Explore creation of a joint park and recreation function.	Chapters 5 & 8											<input type="checkbox"/>
c. Initiate a Safe Routes to School Program.	Chapter 4											<input type="checkbox"/>
8. Prepare a unified Highway 26 Corridor Plan.	Chapter 7											<input type="checkbox"/>
9. Work with downtown business owners to consider establishing a BID and consider applying for the Wisconsin Main Street Program.	Chapter 7											<input type="checkbox"/>
10. Utilize the Village’s Community Development Authority to engage in a variety of economic development initiatives, including the following:												<input type="checkbox"/>
a. Pursue the siting and development of a bio-based industry in Johnson Creek, particularly in the Village’s exiting industrial/business parks.	Chapters 2 & 7											<input type="checkbox"/>
b. Pursue revitalization and redevelopment of key buildings and sites in the Village using this <i>Plan</i> as a guide.	Chapters 3 & 7											<input type="checkbox"/>
c. Pursue the siting of a grocery store in Johnson Creek.	Chapter 7											<input type="checkbox"/>
d. Work with local business owners to research, identify, and address obstacles to local business development.	Chapter 7											<input type="checkbox"/>

Implementation Step	Chapter Reference	Recommended Implementation Timeframe										Completed <input type="checkbox"/>
		2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	
e. Continue to support and enhance the Village’s growing health care facilities.	Chapter 7											<input type="checkbox"/>
f. Pursue creation of business incubator space.	Chapter 7											<input type="checkbox"/>
11. Update the Village’s website to help streamline the development approval and permitting process.	Chapter 7											<input type="checkbox"/>
12. Improve the bike and pedestrian-friendly characteristics of the community:	Chapter 4											<input type="checkbox"/>
a. Implement new bike trails and related facilities throughout the Village and connected to other natural areas parks and trail facilities such as the Glacial Drumlin Trail.	Chapter 4											<input type="checkbox"/>
b. Work with Jefferson County during the preparation of the updated County Bike and Pedestrian Plan to ensure that the Plan incorporates detailed local trail recommendations Continue to work with the County to implement the bike and trail system plan as funds become available.	Chapter 4											<input type="checkbox"/>
13. Update the 5-Year Park and Open Space Plan	Chapter 5											<input type="checkbox"/>
14. Pursue intergovernmental discussions with neighboring towns (e.g., Town of Aztalan) to develop intergovernmental agreements.	Chapter 8											<input type="checkbox"/>
15. Engage in discussions with the cities of Lake Mills, Watertown, and Jefferson to address issues of mutual concern.	Chapter 8											<input type="checkbox"/>
16. Work with the County to explore making revisions to the Village’s ETJ standards to match the County’s standards.	Chapter 8											<input type="checkbox"/>
17. Continue to partner in current regional initiatives such as the Jefferson County Economic Development Consortium project and the Glacial Heritage project.	Chapter 8											<input type="checkbox"/>
18. Engage the community in education programs to build wide-spread support for the <i>Plan</i> , as described earlier in this chapter.	Chapter 9											<input type="checkbox"/>
19. Prepare an update to the <i>Comprehensive Plan</i> .	Chapter 9											<input type="checkbox"/>