

# BluePrint Deforest

## Village of Deforest Comprehensive Plan



Adopted by Village Board: August 7, 2006

Amended by Village Board: April 2, 2007

Amended by Village Board: April 21, 2008

Amended by Village Board: March 16, 2009



# Summary

## Why Plan?

The Village of DeForest is at the cusp of an opportunity to shape its future. Faced with unprecedented pressures for growth and change, the Village acknowledges that now is the time to determine how the Village wants to look, feel, and function in 25 years and beyond.

The forces driving the growth and change of the Village are several. The Village boasts excellent transportation access. Programmed highway improvements and expanded regional transit opportunities will result in significant change. The Village is positioned at the edge of the Madison metropolitan area, realizing trends in residential, business, and industrial growth that are connected to Madison, as well as its north-metro community neighbors, and affected by trends like a growing Dane County research and hi-tech sector. Surrounded by some of the world's highest quality agricultural land, the Village is impacted by and affects regional trends in the agricultural economy. Regional growth pressures have resulted in opportunities for collaboration, and the challenges of conflict, between the Village and its neighbors. As the Village grows outward, the momentum to revitalize and ensure the continued health of the centralized downtown area has been successfully built.

These, and myriad other factors, provide the impetus for planning. Today the Village stands at a critical tipping point. Faced with the alternative of succumbing to the pressures that could result in an identity crisis for the Village, DeForest has chosen to embrace these forces as opportunities. This *BluePrint DeForest: Village of DeForest Comprehensive Plan* sets a framework and strategy for the Village to remain a dynamic player in the region, while sustaining what is important to the Village and building a unique identity.



## A Profile of the Village of DeForest

DeForest is expansive in area – unique in having two portions of the Village that are geographically isolated. The north is characterized by both historic and recent Village development. The southern portion of the Village, a recent addition, includes the North Towne Corporate Park and vacant areas planned for mainly commercial and office/research development.

The Village is characterized by:

1. Rapid growth in the 1990s and beyond. The estimated 2005 population was 8,288.
2. Excellent access to the Village via Interstate 90/94/39, Highways 51, multiple major interchanges, and several state and county highways.
3. An interconnected system of natural resources that includes the Yahara River transcending the northern and southern portions of the Village.
4. Exceptional schools, a well-educated workforce, and quality job opportunities in a variety of industries.
5. Productive agricultural land defining the Village's edges.
6. A mixture of high-quality housing types in a variety of neighborhood settings.



## Our Vision



DeForest, Dane County's "North Star," aspires to create and seize opportunities to shine as a distinctive mid-sized village at the crossroads of the region. DeForest aims to strengthen its family living and working environment by providing a cost of living and community amenities that support both. The Village wishes to promote balanced development that includes neighborhoods that foster a sense of community, high-paying and rewarding jobs, and abundant shopping opportunities. At the same time, the Village aims to preserve and enhance those assets that make the Village

special—including the Yahara River and Token Creek corridors; an active downtown, parks, and other community gathering places; uncongested streets; the productive agricultural countryside and associated bio-based business opportunities; and the excellent school system. Geographically expansive, the Village seeks to better connect its north and south parts, while simultaneously

prioritizing “village” character in the historic north part of DeForest, but not the south. The Village will achieve a sustainable rate of well-planned, high-quality, and low-impact growth; excellence in the character and value of new development; and cooperation with the DeForest Area School District and adjoining communities in a manner that still advances the Village’s vision.

## DeForest Key Directions and Opportunities

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To carry out this ambitious vision, BluePrint DeForest includes detailed goals, objectives, policies and programs. These are generally organized in chapters according to the required comprehensive plan elements: agricultural, natural and cultural resources; transportation; utilities and community facilities; housing and neighborhood development; economic development; land use; intergovernmental cooperation; and implementation.

The following is a brief summary of the key recommendations of this plan organized by these elements. The Village invites you to read the full *BluePrint DeForest: Village of DeForest Comprehensive Plan* to explore these recommendations in significantly greater detail.

### 1. Agricultural and Natural Resources Recommendations Summary

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- Cooperate with neighboring towns on efforts to preserve agricultural land.
- Limit future development expansion to areas within the Future Northern Urban Service Area.
- Promote agricultural-related business and industry.
- Identify and protect Environmental Corridors.
- Protect and improve surface water quality, especially the Yahara River and Token Creek.
- Implement stormwater management Best Management Practices, and protect groundwater infiltration areas.
- Encourage low impact development standards.
- Enforce high-quality landscaping standards and protect Heritage Trees.
- Maintain greenspace systems as a link between different parts of the DeForest community, and as separation areas between DeForest and adjacent communities.
- Create a trail system that corresponds with the Village’s greenways, such as paralleling the Yahara River.



## 2. Transportation Recommendations Summary

- Plan for new collector routes to provide efficient circulation around the Village.
- Study new interchanges and their impact on overall circulation and future land uses.
- Continue the interconnected street grid in new Village neighborhoods.
- Plan for a community-wide trail network that links the southern and northern portions of the Village together and to other trail networks.
- Promote shared ride and other transit options, such as express bus service and commuter rail.
- Officially map transportation improvements.
- Promote ongoing maintenance of roadways.



## 3. Utilities and Community Facilities Recommendations Summary



- Provide utilities only to those areas within the Future Northern Urban Service Area.
- Coordinate development phasing with logical and cost effective provision of utilities and community services.
- Require stormwater Best Management Practices.
- Continue using a Capital Improvement Program to plan for major utility and community facility needs.
- Cooperate with Fire and EMS on a Future Needs Assessment Study.
- Work with the DeForest Area School District to identify and plan for future school sites and other issues of mutual concern.
- Plan for new parks, open spaces, and recreational facilities in all new development areas, in collaboration with neighboring communities and the DeForest Area School District.

#### 4. Housing and Neighborhood Development Recommendations Summary

- Require that the balance of housing types in new developments reflects the Village's historic housing mix.
- Develop a residential growth phasing plan to ensure that housing does not outpace the ability to provide utilities and services, particularly school district and transportation system capacity.
- Encourage “planned neighborhoods” that incorporate logical connections, natural area and recreational space, commercial and services opportunities, schools, and pedestrian facilities.
- Encourage high-value residential housing as a strategy for business recruitment and boosting the Village's tax base.
- Enforce high-quality design standards for multiple family housing.
- Support provision of affordable housing for the Village's elderly, young families, and workforce.



#### 5. Economic Development Recommendations Summary

- Capitalize on DeForest's superior regional location as an economic development driver.
- Direct non-farm commercial and industrial development to the Village and to other areas with urban services.
- Partner with the Chamber of Commerce and others on a collaborative economic development and retention strategy.
- Assertively pursue continued revitalization of the downtown, with a new emphasis on redevelopment in the “DeForest South” area.
- Provide for new and expanded business, office, research, and industrial parks, with a goal of better matching local jobs to the Village's resident workforce.
- Expand shopping, restaurant, and lodging opportunities in the DeForest area.



- Improve and enforce site and building design standards to ensure consistently high commercial and industrial development quality.
- Create economic development strategies built around new and expanded uses and marketing of agricultural products.

### 6. Intergovernmental Cooperation Recommendations Summary

- Work with the Town of Windsor on a sustainable cooperative plan for future boundaries and land use changes.
- Finalize a four-community cooperative plan establishing the Village's ultimate southern edge and addressing utility provision in the Burke area.
- Continue to pursue smooth implementation, and eventual update, of the DeForest-Vienna boundary agreement and extraterritorial zoning.
- Collaborate and advocate for the timely improvement of Highway 51 through the DeForest area, and other transportation issues of mutual concern.
- Continue to work collaboratively with the DeForest Area School District on community growth issues, future school siting, and collaborative services and facility usage.



# Acknowledgements

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Amendments

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# Chapter One Introduction



BluePrint DeForest  
Village of DeForest Comprehensive Plan



The Village of DeForest is located in northern Dane County, between U.S. Highway 51 and Interstate 90/94. The southern extent of the Village is approximately two miles north of Madison, 80 miles west of Milwaukee, 150 miles north of Chicago, and 258 miles south of the Twin Cities.

DeForest is located in the Yahara River Valley on ground moraine created during the last Ice Age. Glacial deposits dammed large pre-glacial valleys, forming a chain of large lakes and wetlands, including Cherokee Marsh. The retreat of the glacier helped form the natural resources the Village enjoys today, including the Yahara River and its tributaries. The fertile soils deposited in the river valley contributed to the establishment of agricultural activities in the DeForest area during the mid-1800s. James Stevenson and Isaac DeForest helped to plat the woodlands that became DeForest in the 1850s. The Madison and Portage Railroad Company was formed and a depot was built in DeForest in the 1870s. In 1894 Ole Holum helped establish DeForest's first high school. The Village was incorporated in 1903. After 1930 the Village made the transition from rail to truck shipping. Following World War II, population and commerce began to grow rapidly.



In 2006, when this *Plan* was adopted, the Village population was estimated to be over 8,300, which is a significant increase from 1990, when the population was 4,882. DeForest's growth reflects regional growth trends in Dane County and the Madison metropolitan area, and underscores the need for comprehensive, thoughtful planning in order to maintain its high quality of life.

## A. Purpose of This Plan

BluePrint DeForest updates and replaces the Village's Master Plan, adopted in 1999 and last amended in 2001 with the plan for DeForest South [For the remainder of this report, "BluePrint DeForest" is alternately referred to as the "*Comprehensive Plan*" or just the "*Plan*"]. This updated *Plan* will allow the Village to guide short-range and long-range growth, development, and preservation, by:

- Identifying areas appropriate for development and preservation over the next 20 years;
- Recommending types of land use for specific areas in the Village;
- Identifying needed transportation and community facilities to serve future land uses;
- Directing private housing and commercial investment in the Village; and
- Providing detailed strategies to implement *Plan* recommendations.

This *Comprehensive Plan* has been prepared under the State of Wisconsin's "Smart Growth" legislation, adopted in 1999 and contained in §66.1001, Wisconsin Statutes. Every community that exercises land use controls, such as zoning, subdivision regulation, and official mapping, must have a plan in place by 2010 which complies with this legislation. Along with several other communities in

Dane County, the Village of DeForest received a grant to prepare a comprehensive plan under the State legislation.

The remainder of this *Comprehensive Plan* is organized in nine chapters, each addressing one of the nine elements that are specified under the “Smart Growth” law.

### B. Selection of the Planning Area

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In order to adequately take into consideration the regional influences on the Village, the scale of this planning effort went beyond the 2008 boundaries of the Village to encompass the Village’s extraterritorial jurisdiction. A village’s extraterritorial jurisdiction extends up 1 ½ miles from the Village limits under State Statutes, except where truncated by intergovernmental agreements or the extraterritorial jurisdictions of other cities or villages.

Therefore, the planning area for this Comprehensive Plan includes both lands within the Village and lands with the Village’s extraterritorial jurisdiction, as depicted in Map 1. This includes lands within the Towns of Vienna, Burke, Westport, and Windsor. The Village has collaborated with the Towns of Burke and Vienna to develop extraterritorial zoning ordinances within all or parts of the Village’s extraterritorial jurisdiction within those towns. The boundaries of the adopted extraterritorial zoning areas are also shown on Map 1.

Finally, Map 1 also depicts the unique fact that, via a court decision in 2004 and a cooperative plan between the Village, the Town of Burke, and the Cities of Madison and Sun Prairie in 2007, the Village actually has three non-contiguous parts. The northern, historic center of the Village is referred to in this Plan as “DeForest North” and the two non-contiguous pieces in and around the Highway 19 corridor are frequently referred to as “DeForest South.” That being said, a key goal of this Plan is to establish better linkages between these parts over time.

Map 1: Jurisdictional Boundaries



# Chapter Two Issues and Opportunities



BluePrint DeForest  
Village of DeForest Comprehensive Plan



This chapter of the *Plan*, Issues and Opportunities, provides a “community profile” of the Village of DeForest. The profile gives an overview of the pertinent demographic trends and background information necessary to develop a comprehensive understanding of the past, present, and future of the Village. As required under §66.1001, Wisconsin Statutes, this chapter includes population, household, employment, age distribution, education and income characteristics and forecasts. The element also incorporates a substantial citizen input section to identify what residents believe are the issues and opportunities facing the community. This chapter includes overall goals, objectives, and policies to guide the future preservation and development in the Village over the 20-year planning period.

### Summary of Key Issues and Opportunities

- Diverse economic development opportunities that promote local jobs and tax base.
- Quality of residential and non-residential development.
- Preservation of natural and agricultural resources – such as Yahara River, Token Creek, Cherokee Marsh.
- Connectivity between the northern and southern portions of DeForest.
- A sense of identity, distinct from Madison and surrounding communities.

## A. Population Trends & Forecasts

The Village of DeForest, like other communities in Dane County, experienced increased growth pressure during the 1990s (see Figure 1). In 2000, the Village’s population reached 7,368, an increase of 2,486 residents from 1990. This represented an overall increase of 50.9% (5.1% annual increase) over this 10 year period. Although this rate is consistent with the Village’s growth in previous decades, this rate exceeds the average growth rates of Dane County and the State of Wisconsin.

The Wisconsin Department of Administration’s 2005 population estimate for the Village is 8,288, a total increase of 12.5% since 2000, or an average annual increase of 184 residents since 2000.<sup>1</sup> The Town of Windsor’s estimated 2005 population was 5,667 and the Town of Vienna’s was 1,329.

Figure 1: Population Trends in Dane County

	1970	1980	1990	2000	Population Change*	Percent Change*
<b>Village of DeForest</b>	<b>1,911</b>	<b>3,367</b>	<b>4,882</b>	<b>7,368</b>	<b>2,486</b>	<b>50.9%</b>
Village of McFarland	2,386	3,783	5,232	6,416	1,184	22.6%
Village of Oregon	2,553	3,876	4,519	7,514	2,995	66.3%
Village of Waunakee	2,181	3,866	5,897	8,995	3,098	52.5%
City of Verona	2,334	3,336	5,374	7,052	1,678	31.2%
Town of Windsor	2,415	3,812	4,620	5,286	666	14.4%
Town of Vienna	1,217	1,314	1,351	1,294	-57	-4.2%
Dane County	290,272	323,545	367,085	426,526	+59,441	16.2%
Wisconsin	4,417,821	4,705,767	4,891,769	5,363,675	+471,906	9.6%

Sources: U.S Census of Pop. and Housing, 1970- 2000;

\* 1990 to 2000 population

<sup>1</sup> Wisconsin Department of Administration estimate, August 10, 2003.

Figure 2: DeForest Historic Growth Trends

Census Year	Population	Population Increase	Percent Increase from Previous Decade	Average Annual Population Increase
1970	1,911			
1980	3,367	1,456	76%	146
1990	4,882	1,515	45%	152
2000	7,368	2,486	51%	249
2005*	8,288	920	13%	184

Sources: U.S Census of Pop. and Housing, 1970- 2000;

\* Numbers based on WI Department of Administration population estimate for 2005, increases based on previous 5-year period.

It is very difficult to predict future population growth. Actual future population will depend on market conditions, attitudes toward growth, and development regulations. Figure 3 shows a forecast for the future Village population increase using several different forecast methodologies, including the Wisconsin Department of Administration (DOA), and Dane County Regional Plan Commission (DCRPC) forecasts, and several straight line and compounded growth trends over five year intervals for the planning period.



Population projections are useful to project housing needs and land use demand to accommodate Village growth over the planning period. Land use projections are provided in the Land Use element of this Plan.

Figure 3: DeForest Population Projections

Growth Rate	2005	2010	2015	2020	2025	2030
Low	8,288	9,066	9,916	10,847	11,865	12,978
Medium	8,288	9,377	10,609	12,003	13,351	15,365
High	8,288	9,844	11,691	13,885	16,491	19,587

Source: WisDOA and Vandemalle & Associates

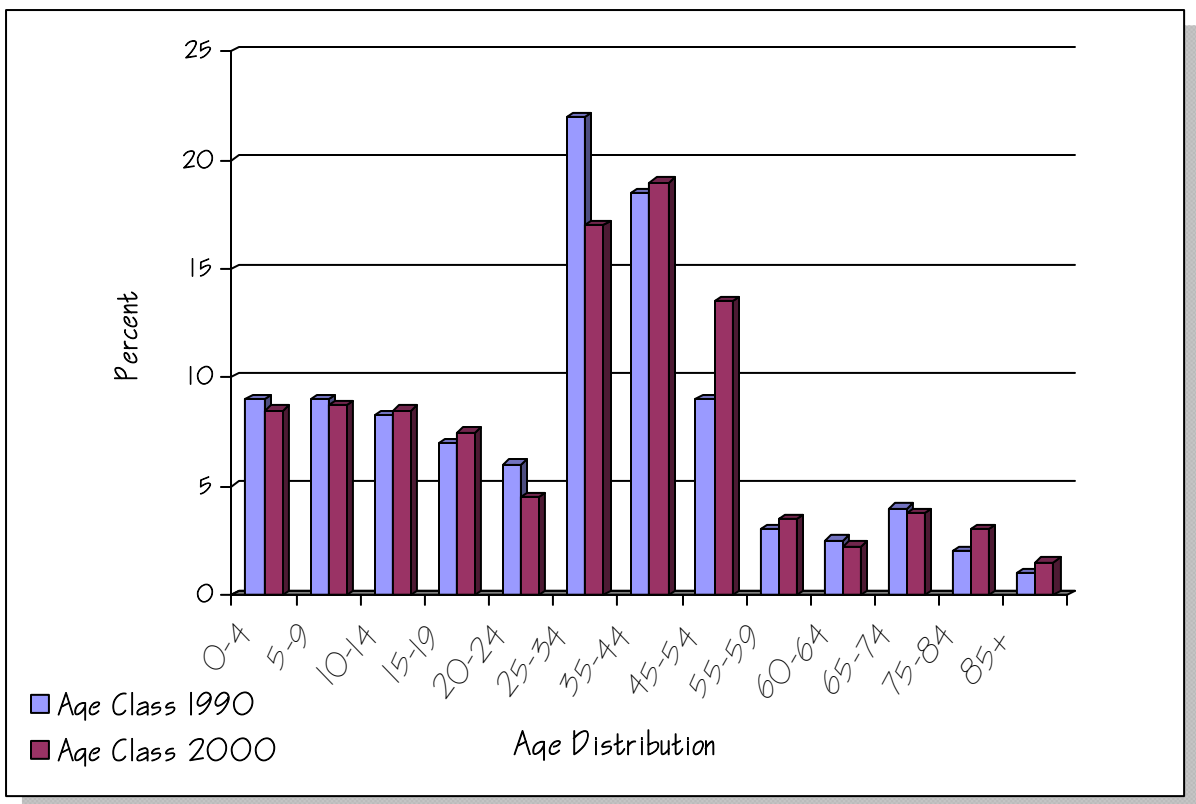
## B. Demographic Trends

### 1. Age & Gender of Population

General trends in age distribution are an important factor when considering the future demand for housing, schools, park and recreational facilities and the provision of social services.

The median age of DeForest residents is 32.6 years, an increase of over two years from the 1990 Census (30.2 years), but still younger than the state or Dane County median ages (36 and 33.2, respectively). Following nationwide trends, the average age of DeForest’s population has increased in the past twenty years. With a prolonged life expectancy and a trend toward declining birth rates, the median age will likely continue to rise over the planning period. This suggests the need to consider different types of housing, transportation options, and other services in the Village over the planning period.

Figure 4: Age Distribution, 1990 and 2000



As Figure 4 illustrates, the population of the Village has seen an increase in the 35+ population over the past decade, however the 34 and under population has generally remained constant or declined. The percent of the Village population under 19 was slightly higher than Dane County (6.7%). Increased growth in younger age cohorts places additional demands on the DeForest Area School District. The aging population may create more demands on Village services in the coming years.

Figure 5: Population By Age Group, 2000

	DeForest Population	Percent	Dane County Population	Percent
Under 5	632	8.5	25,818	6.1
5-19	1,825	24.8	87,338	20.5
20-64	4,317	58.5	273,501	64
65+	594	8.2	39,869	9.3

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

## 2. Race & Ethnicity

The racial composition of the Village of DeForest in 2000 was 95.3% white, 2.7% African American, American Indian, Asian, or Pacific Islander, and 2% other. This was a 2.7% increase in the Village non-white population since 1990.

## 3. Income Levels

The median household income of DeForest households in 2000 was \$55,369, which is 12% higher than the county median income (\$49,223). As of 2000, approximately 3.6% of the DeForest population was living below the poverty level, which is low in comparison to the County (9.4%). Together with lower housing costs than Dane County overall, these income levels may indicate that DeForest residents have greater disposable income than their counterparts throughout the County.

## 4. Educational

The residents of DeForest are well educated, with 92.1% of the population having completed high school or higher and 24.7% holding a bachelor's degree or higher. Additionally, the DeForest Area School District boasts a graduation rate of 99.5% as compared to the statewide average of 90.8%. The District's student/staff ratio is 7.65, which is slightly better than the state average of 7.82. The District's per pupil total education cost (which includes instruction, administration, facilities, transportation, pupil/staff services) was \$10,527 in FY 2002-2003. This is on par with others school districts in the County, whose spending ranged from just over \$9,000 (Waunakee, Oregon, Mt. Horeb) to over \$11,000 (Cambridge) per pupil.

Figure 6: Educational Attainment (25+ years)

Attainment Level	Village of DeForest (%)	Dane County (%)	State of Wisconsin (%)
Population 25 years and over			
Less than 9 <sup>th</sup> Grade	2.0	2.9	5.4
9 <sup>th</sup> - 12 <sup>th</sup> Grade, No Diploma	5.9	4.9	9.6
High School Graduate	33.5	22.3	34.6
Some College, No Degree	23.2	20.3	20.6
Associate Degree	10.8	8.9	7.5
Bachelor's Degree	18.8	24.8	15.3
Graduate/Professional Degree	5.9	15.8	7.2

Source: U.S. Census Bureau, Census 2000

Schools are a critical component to the quality of life of the area. This is verified by the results of community surveys and SWOT analysis. Many residents in the community cite good quality schools as the reason they like living in the DeForest Area. It will be important to continue to plan for good schools in order to maintain this high quality of life.

### C. Household Characteristics & Trends

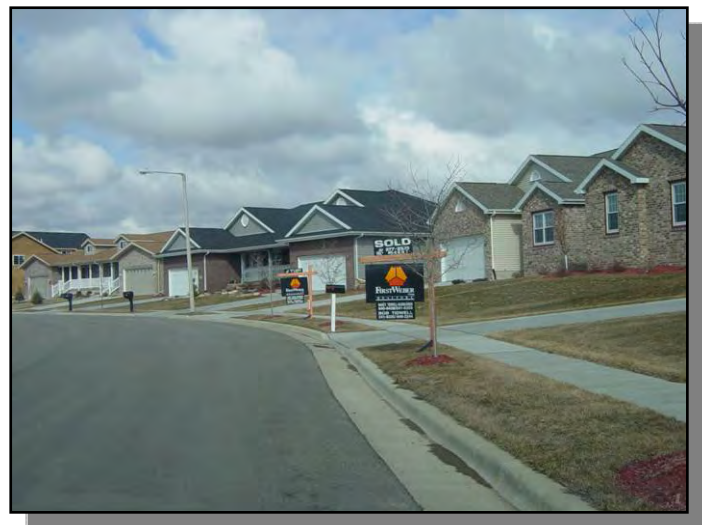
Figure 7 compares actual and projected household characteristics in the Village between 1990 and 2025. Following national trends, the number of persons per household decreased in the Village between 1990 and 2000. Assuming this trend continues, an increased number of residential units will be needed to house the projected population growth. Wisconsin DOA projections of population and households were used to project future household sizes, shown in Figure 7.

Figure 7: Persons per Household, 1990-2025

	1990	2000	2005	2010	2015	2020	2025
Household Population	4,882	7,368	8,367	9,235	10,085	10,948	11,865
Number of Households	1,724	2,675	3,081	3,453	3,790	4,135	4,479
<b>Persons per Household</b>	<b>2.8</b>	<b>2.74</b>	<b>2.72</b>	<b>2.68</b>	<b>2.66</b>	<b>2.65</b>	<b>2.65</b>

#### 1. Tenure

The majority of the Village’s housing is in owner-occupied single-family residences; however, a mixture of different types of housing options is available. From 1990 to 2000, home ownership increased from 69% to 72% of the housing units. The rates of home-ownership in the Village exceed those of Dane County as a whole, where renter occupied housing accounts for 42.4% of units. The Dane County figures are due in large part to the number of student households. However, the ownership percentage for the Village is comparable to communities of similar size including Oregon, Verona and Waunakee (71.5%, 72.6%, 66.3%, respectively).



Since 2000, approximately 300 new residential units have been built; 69% of the units have been single-family residences, 10% duplexes, and 21% multi-family units. Given that the majority of duplexes in the community are owner-occupied, the tenure of the units built since 2000 is likely still in line with the 2000 Census numbers.

#### 2. Housing Value

During the 1990s owner-occupied housing increased from a median value of \$74,400 in 1990 to \$136,700 in 2000, an 85% increase. Median rents increased from \$413 to \$664, a 61% increase. 2000 Home costs were slightly higher in the County (median value \$146,900) but rents are slightly lower (\$641 per month).

Figure 8: Households by Type

	Village of DeForest	Percent	Dane County	Percent
Total # Households	2,675	100.0%	173,484	100.0%
Family Households	2,001	74.8	100,856	58.1
w/ own children <18	1,201	44.9	50,293	29.0
Married-couple family	1,643	61.4	81,649	47.1
w/ own children <18	931	34.8	38,067	21.9
Female Household	263	9.8	13,741	7.9
w/ own children <18	199	7.4	9,257	5.3
Non-family Households	674	25.2	72,628	41.9
Householder alone	517	19.3	51,014	29.4
Householder 65+	192	7.2	12,097	7.0

Source: U.S. Census Bureau, Census 2000

### 3. Housing Unit Construction

During the 1990s, the average number of housing units permitted per year was 54. Over the period from 2000 to 2005, this average increased to well over 100 units annually. This increase can be attributed to economic factors such as low interest rates and a generally favorable building climate.

Figure 9: Housing Construction, 1993-2005

Unit Type	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005*
Single-family	45	27	24	21	30	37	42	42	82	69	53	69	26
Two-family	5	4	8	4	6	9	4	4	14	16	8	14	2
Multifamily	3	1	2	7	2	4	9	0	9	34	41	67	36
Total	53	32	34	32	38	50	55	46	105	119	102	150	64

Source: Village of DeForest data

\* Through 7/26/05

## D. Labor Force and Employment Trends and Forecasts

### 1. Labor Force Characteristics

A community's labor force is the portion of the population that is employed or available for work. The labor force includes people who are in the armed forces, employed, unemployed, or actively seeking employment. According to the 2000 Census, the Village population of persons age 16 and over was 5,284, with approximately 81 percent engaged in the labor force. As of 2000, the Village of DeForest had 4,266 persons in its labor force. Of those persons 16 years and over, 48.6% were female, 51.3% were male. The Village labor force is predominately employed in management, professional, sales and office occupations (see Figure 10.)

Figure 10: Occupation and Labor Force (Population 16 and over)

Occupation	Number	Percent
Management, Professional, and Related Occupations	1,250	30.0
Service	596	14.3
Sales and Office	1,190	28.5
Farming, Fishing, and Forestry	25	0.6
Construction, Extraction, and Maintenance	470	11.3
Production, Transportation, and Material Moving	639	15.3

Source: U.S. Census Bureau, Census 2000

Figure 11: Class of Worker

Class of Worker	Number	Percent
Private Wage and Salary	3,407	81.7
Government	554	13.3
Self-employed in own un-incorporated business	177	4.2
Unpaid family workers	32	0.8

Source: U.S. Census Bureau, Census 2000

#### 2. Employment/ Unemployment Levels

Within the Village's labor force, with the exception of 16 armed forces employees, the remaining 4,250 workers reported that 4,170 were employed and 80 claimed unemployment status. This is a very low unemployment rate.

#### 3. Commuting Patterns

The average time DeForest residents spent getting to work was 27.6 minutes, suggesting that the majority of the labor force commute into Madison and other regional employment centers – such as Waunakee and Sun Prairie. Over 87% of commuters traveled alone to work, while only 6.3 percent carpooled. These figures suggest an opportunity to improve public transit and jobs in the DeForest area.

#### 4. Employment Forecasts

Forecasting employment growth for establishments in the Village of DeForest alone can be difficult given the interrelationship with the larger Madison metropolitan area. Given the Village's economic ties to the broader region this Plan reports employment projections for Dane County. Employment forecasts have been provided for the State of Wisconsin by Woods and Poole Economics, Inc. – a regional economic and demographic analysis firm. These projections show total employment in Dane County expected to grow by 1.38% annually from 2000 to 2030. Total employment is expected to increase by 40% from its 2005 levels. By the year 2030, jobs in the service sector are projected to comprise the highest percentage of employment opportunities (36%), followed by government (19%) and manufacturing (8%).

## E. Summary of Public Participation Activities

Understanding public priorities can provide important guidance on the future growth and change of the community. At the beginning of this planning process, the Village adopted a Public Participation Plan to guide the involvement of residents.

Citizen input was gathered throughout the planning process to better understand the issues and opportunities facing the community. In addition to public input provided at regular meetings or working sessions of the Blueprint DeForest Committee, some special opportunities for input were provided. The following provides more information on the outcomes of the significant efforts that were undertaken to provide different types of opportunities to weigh into the process.

#### 1. Community Survey

In 2002, a survey was sent to 800 households within the Village of DeForest to provide a better understanding of resident opinions regarding Village services, operation, and growth and development issues. The survey was a multi-wave mailing that generated a 79% response rate, which is excellent for a community survey of this nature. Some of the key results of the survey include the following:

- Most respondents rated Village services and facilities as either “excellent” or “good.” The rating of streets and sidewalks were exceptions and were rated more negatively.
- Most respondents felt they received a good (34%) or fair (41%) value in Village taxes compared to the services they receive.
- The strong majority of respondents agreed or strongly agreed that DeForest should encourage industry (82%) and commercial growth (85%). 48% favored investment of tax dollars to attract industry, and over 1/3 opposed such investment.
- Nearly one-half of respondents favored a decrease in development from the 1990-2000 rate. 41% favored the current rate of growth. Only 6% favored an increase in the rate of growth.
- A majority of respondents favored encouraging single-family homes in the less than \$170,000 range (63%) and in the \$170,000-250,000 range (64%).
- Over 4 out of ten residents favored condominium development, 3 out of ten supported duplexes, and 2 out of 10 liked the idea of apartments.
- 61% of the respondents believed that the overall appearance of the Village had improved over the past five years; 10% thought it had declined; and 13% believed it had remained the same.

#### 2. Visual Preference Survey

In order to evaluate residents’ preferences for the look, feel and character of development and improvements in the Village, a Visual Preference Survey was designed. The Survey was administered to 60 residents at the DeForest area Fourth of July Celebration, and to 35 residents at the SWOT workshops described below. A summary of the key results include the following:

- Preference of medium sized housing setbacks (43%), followed by large (37%) and small (20%).
- Strongly favored image that did not show the garage as an obvious feature in the front of the house (60-70% favored).
- About ½ of respondents favored a medium density residential style. About ¼ of respondents preferred low and high density.
- The majority of respondents (57%) preferred multi-family development that appeared similar to town homes, rather than large buildings.
- Respondents strongly favored narrower streets to wide streets (72%).

- In regards to street and cul-de-sac design, 91% of respondents favored a planted, boulevard type median. Respondents also favored a center island planted with trees and grasses.
- The survey demonstrated strong support for sidewalks, trails and general pedestrian enhancements – such as marked crossings.
- There was support for both developed active recreation spaces and more natural passive recreation-oriented parks.

3. SWOT Analysis

Four separate meetings to gain input from the public on perceived Strengths, Weaknesses, Opportunities and Threats (SWOTs) facing the Village were conducted in the fall of 2003. Approximately 35 residents attended these meetings. The following figure is a brief summary of the Strengths, Weaknesses, Opportunities, and Threats identified, organized into general themes.

Figure 12: S.W.O.T. Analysis Summary

Strengths	Weaknesses	Opportunities	Threats
Community organizations	Lack of citizen involvement	Location	Growth
Schools	Taxes	Working with neighboring communities	Madison expansion
Infrastructure (social and physical)	Intergovernmental relationships	Transportation	Conflicts with neighboring communities
Location	Planning	Planning	Lack of planning

Attendees were also asked to think broadly about their “wishes” for the future of the Village. These included:

- Collaboration among the Village and other jurisdictions
- Harmony and cooperation within the community
- Balanced land development
- Tax relief
- A vital and vibrant downtown
- Healthy business development
- Protect and enhance the quality of life

4. Land Use Workshop

In November 2005, Blueprint DeForest sponsored a Land Use Workshop which all members of the public were encouraged to attend. Approximately 45 people were in attendance at this interactive session.

The consultant conducted a “Values” exercise to gain a better understanding of the public’s values as they relate to future land use change. Each attendee had the opportunity to cast five votes for the values that mattered most to them. The values that were the most highly supported at the workshop included:

- promote large scale commercial and retail growth,
- promote higher paying jobs,

- promote pedestrian facilities,
- plan for controlled growth (e.g. development phasing),
- promote mixed-use developments,
- build a strong sense of community pride and identity, and
- protect and enhance the area’s natural resources.

The Village’s consultants presented three alternative population and land use projections; representing high, medium, and low rates of growth, which related to the growth forecasts presented in Chapter 2. Facilitators asked the attendees to select the rate of growth that they would like to see for the Village, and work in a group to map the number of acres projected by selecting future Village growth areas. The most groups selected the medium rate of growth, which suggested 7,077 new residents and a total of 3,383 acres of land developed between 2005 and 2030.

Among all groups, there was a great deal of consensus on the most appropriate locations for future growth. There were a few difference areas. Thos included:

- Land use mix in the general area surrounding the intersection of Highways 51 and 19
- Extent of development north of the existing Village boundaries
- Extent of development to the west of Interstate 90/94/39
- Mixture of land uses in areas along Highway 51, between north and south DeForest

## F. Village of DeForest Vision

An overall vision for DeForest provides the direction upon which the *Plan* and community follows. All goals, objectives, policies, programs, and recommendations of the *Plan* should reflect and advance this vision. The vision statement that follows was developed following public input on this *Plan*.

### BluePrint DeForest Vision Statement

DeForest, Dane County’s “North Star,” aspires to create and seize opportunities to shine as a distinctive mid-sized village at the crossroads of the region. DeForest aims to strengthen its family living and working environment by providing a cost of living and community amenities that support both. The Village wishes to promote balanced development that includes neighborhoods that foster a sense of community, high-paying and rewarding jobs, and abundant shopping opportunities. At the same time, the Village aims to preserve and enhance those assets that make the Village special—including the Yahara River and Token Creek corridors; an active downtown, parks, and other community gathering places; uncongested streets; the productive agricultural countryside and associated bio-based business opportunities; and the excellent school system. Geographically expansive, the Village seeks to better connect its north and south parts, while simultaneously prioritizing “village” character in the historic north part of DeForest, but not the south. The Village will achieve a sustainable rate of well-planned, high-quality, and low-impact growth; excellence in the character and value of new development; and cooperation with the DeForest Area School District and adjoining communities in a manner that still advances the Village’s vision.

## A. Overall Goals, Objectives, and Policies

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Each subsequent chapter of this *Comprehensive Plan* includes goals, objectives, policies, programs, and recommendations which will provide the direction and policy guidance that the Planning and Zoning Commission, Village Board, residents, and other interested groups and individuals need to guide the future preservation and development of the Village of DeForest over 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 preservation and development issues. These goals are based on key issues, opportunities and problems that affect the Village.
- *Objectives* suggest future directions in a way that is more specific than goals. The accomplishment of an objective contributes to the fulfillment of a goal. While achievement of an objective is often not easily measured, objectives are usually attainable through policies and specific implementation activities.
- *Policies* are rules, courses of action, or programs used to ensure Plan implementation and to accomplish the goals and objectives. Village decision makers should use policies on a day-to-day basis. Success in achieving policies is usually measurable.
- *Programs* are specific projects or services that are advised to achieve plan goals, objectives, and policies.
- *Recommendations* include more in-depth information on how to implement objectives, policies, and programs.

The following overall *Plan* goals spring from the Vision Statement and guide the formation of the directions laid out in subsequent chapters.

### Overall Community Goals and Objectives

- a. Guide growth and development in a manner that will maintain high quality living and working environments for both current and future residents.
- b. Encourage balanced community development with a combination of commercial, office, industrial, residential, and open space land.
- c. Maintain the distinct character of the DeForest-Vienna-Windsor area through the preservation of open space linkages throughout the community, preserving environmental corridors to maintain a physical separation between the area and the City of Madison.
- d. Encourage new economic development that provides high-paying jobs, shopping and entertainment opportunities for residents of the DeForest area.
- e. Manage the rate and location of new development so that the demand for services and facilities does not exceed the capacities of the utility systems, streets and highways, schools, and other community facilities.
- f. Encourage the development of a transportation network that provides facilities for residents of all ages.
- g. Encourage new development that is an aesthetic asset to the community.
- h. Encourage continued rehabilitation and revitalization of older areas of the Village, including the downtown business district and adjacent residential areas.
- i. Preserve and protect open space corridors and environmentally-sensitive lands.
- j. Cooperatively plan and guide land uses and development in the DeForest Area School District with adjoining towns.
- k. Explore opportunities for shared-services and consolidated facilities with adjoining towns.
- l. Seek County, state and federal funding whenever possible in order to implement the goals and objectives of the *Comprehensive Plan*.
- m. Manage area population growth so the Village may maintain its sense of “villageness” and its mid-sized community character.

## H. Growth Framework

This “Growth Framework” outlines how the Village seeks to carry out the vision and goals described in the previous section on a more place-specific basis.

Each place is illustrated on the Growth Framework Map, Map 2. These descriptions and the Growth Framework Map provide a general picture of how and where the Village should grow, change, connect, and evolve. This is a conceptual representation, not a Future Land Use Map. Chapter 8 provides actual Future Land Use Policies and Programs.

### 1. Neighborhoods

- Plan each neighborhood for a diversity of “life-cycle” housing options (starter homes, single family, condos, multi-family, mixed use with upstairs housing) to reflect historic Village balance and provide



- opportunities for all ages and income levels.
- Emphasize the “form” of new neighborhood development. For example, conservation neighborhoods provide alternative configurations that plan development around open space linkages to preserve valuable landscape features.
  - Build connections within the between neighborhoods and beyond through road and trail networks, future transit including commuter rail, and connections with Windsor neighborhoods.
  - Plan neighborhoods to function as places to live, work and play through having them wired for technology, and providing retail opportunities, parks, and other gathering places.
2. *Regional Commercial (Highway 51 & 19/ Interstate area)*
- Regional commercial opportunities capitalize on location, such as the three interchanges and the Village’s exceptional regional access.
  - Provide opportunities for a range of uses:
    - Redevelopment opportunities
    - Regional retail and production and distribution opportunities (Foreign Trade Zone)
    - Mixed use opportunities near Highway 51/19 interchange
    - Lifestyle retail in “Village form” (e.g. Greenway Center)
    - Higher end large retail
    - Opportunities for non-commercial establishments (schools, public works facility)
  - Emphasize quality of development and the relationship to surrounding area through:
    - Strong design standards (site and building)
    - Stormwater management
    - Interconnected street pattern
    - Aesthetic improvements along Highways 51 and 19
    - Relationships to adjacent neighborhoods
    - Connections to community services and utilities

### 3. *Mixed Use Centers*

#### Downtown

- Build on existing strengths, including:
  - Historic village focus
  - Downtown destinations
  - Promote live/work environment
  - More commercial development
  - Expand scope of redevelopment to promote downtown synergy
  - Grow as community gathering spot (e.g. parks, library)
  - Maintain historic neighborhood character



- Create downtown attractions and day-to-day destinations
- Enhance image and connections through:
  - Increased diversity and number of businesses (houses converted to neighborhood businesses)
  - Improved connections to Yahara River
  - Potential commuter rail stop
  - Connections to schools (e.g. Jefferson Street enhancements)
  - Improved wayfinding from 51, interstate routes, Main Street and Holum
  - A focus on highway corridor image (Main Street, 51)

#### Windsor Town Center / Morrisonville

- Quaint historic hamlets distinct from downtown DeForest
- Potential for niche business complementary to downtown DeForest

#### Mixed Use Entertainment District

- Gateway opportunities
- Regional retail mixed use center; “last stop to North Woods and Dells” (hotels, tourist stops)
- Highway 19 & 51 Areas - focus on mixed-use “entertainment”
- Interstate 90/94/39 & Highway V Area
  - Emphasis on community entryway and views
  - Highway oriented mix of uses also serve north neighborhoods
  - Relate to neighborhoods to north and south
  - Relationship to open space (to the north) of CTH V, North Street, potential trails
  - Connections with existing and planned industrial/commercial

#### 4. Production Hub

- Capitalize on regional connections and transportation networks
  - Part of North Metro Regional Employment Center
  - Locations allow non-residents to work in DeForest
  - Relationship to highway network for trucking access
  - Proximity to airport (Foreign Trade Zone designation)
  - Freight rail network as an essential link
  - Transportation assets create opportunities for transshipment
  - Agricultural economy drives opportunities for bio-based products (e.g. biodiesel)
- Maintain Village land use and design standards
- Production area differentiation creates a broad range of opportunities



- Interstate production hubs have distribution focus
- Research and office opportunities in Innovation Springs Business Park and near Highway 19
- South DeForest/Token Creek have strong redevelopment focus
- Production and manufacturing related to agricultural economy in DeForest Business Park (bio-based industry)
- Agricultural related research and development in Innovation Springs Business Park

5. *Open Space Systems*

- Yahara River and Token Creek Corridors—environmental systems and public open spaces that serve multiple functions:
  - Regionally important open spaces/protected areas
  - Knit north and south parts of the community together
  - Focus for trails and recreational opportunities
  - Connect drainageways
  - Help define neighborhood edges and long term community growth boundaries
  - Essential for groundwater recharge and stormwater management
- Additional opportunities
  - Natural area enhancements and restoration opportunities
  - Collaboration with watershed/river protection groups
  - Environmental education opportunities in collaboration with schools or groups

## 6. Agriculture

- Agricultural uses and landscape important to the village:
  - Defines Village edge
  - Promotes long term investment in agriculture
  - Link to local bio-based production
  - Opportunities for connections of farmers to direct markets: farmers' market, local restaurants, use of local food in schools
- Strategies needed to ensure long term viability:
  - Intergovernmental agreements
  - Participation in county wide agricultural preservation efforts
  - Support Town agricultural preservation planning
  - Commit to long term community growth edges



## 7. Highway Image Corridor

- Highways are essential community links
  - Highways 51 and CV/Main Street are links between north and south DeForest
  - Opportunities to unify Village through planning features (signs, landscaping, art)
- Opportunities for image “make-over”
  - Enhancements to Highway 51 in coordination with freeway improvements (landscaping, entry way features, interchanges)
  - Gateway/corridor design standards on Main Street and along major transportation thoroughfares
  - Streetscape enhancements, with a focus on Main Street, North Street, from downtown to schools, and Highway 19
  - Private signage control
  - Public wayfinding signage
  - Explore concepts for entryway features



### 8. Long Term Study Areas

Long Term Study Areas are those areas which the Village and adjacent towns will further discuss over the course of the 20 year planning period to arrive at a consensus vision. These areas are specifically identified because they are or will likely be subject to development pressure based on property owner interest, planned or potential transportation improvements, or other factors. As a result of intergovernmental discussion, the generalized future land use category on Map 2 may change. In any case, the more detailed Future Land Use designations on Map 9, as may also be amended, should control in the event of conflict between these two maps.

The Village anticipates that areas suggested for 'Long-Term Agriculture' on Map 2 will not be developed before the next update of this *Comprehensive Plan*, at the very earliest. The *Plan* will have to be updated by 2016 under the State's comprehensive planning legislation. During that update process, the Village will consider whether continued designation of all or part of these areas for 'Long-Term Agriculture' remains appropriate. This analysis will consider the continued productivity of such lands for agriculture, the wishes of property owners and local governments, and the availability and attractiveness of other avenues for Village growth. In the mean time, the Village will work to maintain a range of future options for these lands.



## Map 2: Growth Framework



# Chapter Three Agricultural, Natural, and Cultural Resources





The Agricultural, Natural and Cultural Resources element provides background on these resources in the Village of DeForest and the surrounding areas. The information will be used to guide future land use decisions so that these resources may be protected to the greatest extent possible. In addition, the information can help determine areas within the community that may not be suitable for development based on environmental opportunities and constraints, including soils, floodplains, wetlands, and groundwater.

### A. Agricultural Resources

Agriculture continues to play a role in shaping the character and history of the DeForest area. Large tracts of land must be maintained and that conflicts between agriculture and other land uses are minimized. To accomplish this, cooperation between the Village and neighboring towns is paramount to guide land use decisions that provide opportunities for economic growth, while preserving a character and way of life that defines the region.

Map 3 illustrates the abundance of high-quality agricultural soils in and around the Village of DeForest—some of the highest quality agricultural soils in the country. These lands include cultivated land, woodlands, and land used for resource extraction. Generally parcel sizes are a minimum of 40 acres, except for isolated rural lots that have been divided from farmlands for family residence construction. These high quality agricultural soils should be one key factor for determining areas planned for long-term agricultural and rural preservation.

Throughout Dane County, the number of farms (both dairy and non-dairy), land converted out of agricultural uses, and premiums on land value for non-agricultural uses are indicative of escalating pressure on agricultural lands that can result in the transformation of a rural to a developed landscape. These trends hold in both the Towns of Vienna and Windsor. Despite the push for agricultural land to be converted to other types of land uses, farming and agriculture remain an important component of the livelihood and economy in the DeForest area, and the Village and surrounding communities have expressed that continuation of that emphasis is a high priority.

1. *Agricultural Resource Management Goal*  
Preserve the agricultural character of the community and surrounding areas.
2. *Agricultural Resource Management Objectives*
  - a. Assist the towns of Windsor and Vienna in their efforts to protect large tracts of farm land for long-term agricultural production.
  - b. Work with neighboring communities to encourage orderly, efficient development patterns that minimize conflicts between urban and rural uses.
  - c. Work with neighboring communities to maintain the area east of the future Highway 51 and north of Windsor Road in the Town of Windsor and the area outside of mutually agreed planned growth areas in Vienna as predominantly agricultural uses over the 20-year planning period, as indicated on the Future Land Use Map (Map 9), as may be amended.

#### *Agricultural Resources Recommendations Summary*

- Cooperate with neighboring towns on efforts to preserve agricultural land.
- Limit future development expansion to areas within the Future Northern Urban Service Area.
- Promote agricultural-related business and industry.

- d. Assist neighboring communities in the identification and exploration of programs that would promote the long-term viability of farmland.
  - e. Encourage agricultural-related industry, such as bio-based products, biotechnology development, in the DeForest Area.
3. *Agricultural Resource Management Policies*
- a. Designate and agree upon long-term urban service area boundaries to provide guidance over long-term intent for development and preservation in the DeForest area.
  - b. Utilize the Village extraterritorial plat approval authority to review land divisions and subdivision plats in areas planned for agricultural preservation or future urban expansion areas, ensuring that development occurs in the appropriate location at the appropriate time, consistent with Village plans and ordinances.
  - c. Utilize the Village extraterritorial zoning authority (ETZ) in the Town of Vienna to ensure development occurs only in urban expansion areas and not in agricultural preservation areas.
  - d. Assist surrounding communities in the exploration of programs to promote the long-term viability of agricultural uses. Opportunities to consider might include purchase or transfer of development rights programs (PDR and TDR), community supported agriculture (CSA) programs, local farm markets, promotion of local products at area stores and restaurants, and general educational type opportunities.
  - e. Encourage the interim use of open lands for farming within the Future Northern Urban Service Area (see Map 9) until the land is ready for planned development.

4. *Agricultural Resource Programs and Recommendations*

The Village of DeForest will work with neighboring towns and others on programs related to agricultural resources. Examples of these types of programs include:

Purchase or Transfer of Development Rights Programs

For the purpose of preserving productive agricultural lands the Village will support efforts of neighboring towns to develop a purchase of development rights (PDR) or transfer of development rights (TDR) programs, where consistent with this *Comprehensive Plan* and where the Village's interests beyond the 20-year planning period are appropriately considered.

PDR and TDR are appropriate land preservation tools in the right places while taking a very long view. That is because the conservation easements applied to land under such programs are usually permanent. Where such programs are applied without consideration to logical development areas beyond a 20-year planning horizon, they can result in leapfrog, sprawling development patterns; stifle community economic health; and result in isolated "preserved" lands surrounded by development, where farming becomes virtually impossible. As such, the Village desires to be involved in the creation and evaluation of criteria for any PDR or TDR program, and to comment on the advisability of preserving particular pieces of land under such programs from the Village's perspective.

More information on PDR and TDR programs can be obtained from Dane County, UW Extension, or land preservation specialists, like local, regional and statewide land conservation organizations.

#### Direct Marketing of Farm Products to Consumers

Direct marketing to consumers is a commonly used strategy to add value to locally produced agricultural products. This is a viable strategy for producers in the DeForest area as local and regional population is booming, and tourism continue to increase in the region. DeForest is well-positioned to take advantage of the local food movement as an economic, farmland preservation, and community health initiative. These ideas are explored in greater detail in Chapter 7, Economic Development.

#### New Uses for Agricultural Products

Advances in technology are opening up new markets for traditional agricultural products. The “new uses” economy is focused on finding new ways to use and process corn, soybeans and other carbohydrate-rich farm products into plastics, fuel, and even pharmaceuticals. At the same time that production costs are declining to process these carbohydrate-base materials, environmental regulations and “green” economic incentives are increasing the cost of other hydrocarbon- or petroleum-based products. This concept is explored further in Chapter 7, Economic Development.



Map 3: Soil Suitability for Agriculture



## B. Natural Resources

The DeForest area has many outstanding natural resources, including the Yahara River, Token Creek, wooded areas, and numerous open spaces. Understanding the importance of natural features in the DeForest area reveals opportunities and constraints for particular land uses in the Village. For instance, while some areas in the Village may have locational advantages for development (e.g. high and dry terrain) other parts of the Village contain environmentally sensitive areas where development is not appropriate. Particularly unique resources that should be protected include the Yahara River, the wetlands that support the river, groundwater recharge and infiltration areas for the Token Creek watershed, and open spaces within the community. Focusing development where it is most appropriate will prevent developmental or environmental problems that may be difficult or costly to correct in the future. Maintenance of these natural features is important for community appearance and the functions they perform for natural communities. Map 4 depicts the planning area's environmentally sensitive areas, many of which are described in more detail below. This chapter section helps identify the Village's key natural resources, and provides strategies for long-term protection of these resources.

### 1. Natural Resources Inventory and Analysis

#### Physiography and Topography

The physiography and topography in the Village of DeForest is characteristic of the rolling moraine terrain in the central portion of Dane County east of the "driftless" (unglaciated) area. DeForest is located in the Yahara River Basin, a ground moraine area consisting of relatively flat or undulating glacial deposits, including many wetland areas formed by the glaciers from 10,000 to 20,000 years ago. Topographic relief ranges from about 1,030 feet above sea level near Campbell Hill Park to 860 feet above sea level adjacent to Token Creek. The Village lies within the Upper Yahara portion of the Yahara River Basin and the Token Creek basin. The Yahara River and Token Creek provide the predominant surface drainage within the watershed. Both of these are regionally important watersheds.

#### Geology

The surface geology in the Village consists primarily of morainal deposits from the most recent glaciation. The northwest portion of DeForest contains organic deposits, such as peat and muck, in combination with alluvium and colluvium material over sand and gravel. These materials were deposited by glacial meltwater. Three drumlins (elongated hills) are located on

### Natural Resources Recommendations Summary

- Identify and protect Environmental Corridors.
- Protect and improve surface water quality, especially the Yahara River and Token Creek.
- Implement stormwater management Best Management Practices, and protect groundwater infiltration areas.
- Encourage low impact development standards.
- Enforce high-quality landscaping standards and protect Heritage Trees.
- Maintain greenspace systems as a link between different parts of the DeForest community, and as separation areas between DeForest and Madison.
- Create a trail system that corresponds with the Village's greenways, such as paralleling the Yahara River.

the Village's west side. The subsurface geology consists of Cambrian sandstones deposited 400 to 600 million years ago. Most of the Village consists of Franconia, Galesville and Eau Claire formations, which are mainly fine to medium grained sandstones. These sandstones may extend up to 350 feet and are a significant source of groundwater for the Village water supply.

#### Metallic and Non-Metallic Resources

There are no mining facilities within the Village, however, there are mining facilities in the Village's extraterritorial jurisdiction with the Town of Vienna and the Town of Windsor. These areas contain sandy deposits that are ideal for extraction sites.

#### Soils

The soils underlying the Village consist primarily of silt loams, including Plano, Ringwood, Otter, Virgil, St. Charles, Batavia, Dodge, McHenry, Hixton, Elburn and Pecatonica. These soils are generally suited for development and have 2% to 12% slopes. Kidder loam soils are found in very limited steep slope areas. These slopes range between 10% and 35% and pose severe limitations to development.

Soils within the floodplain of the Yahara River and Token Creek include Otter silt loam, Houghton muck and Wacousta silty clay loam. These soil types have very severe limitations to development due to high compressibility, very low bearing capacity, seasonal high water table and occasional flooding. In the Token Creek floodplain, soils are generally unsuitable for development due to high water tables and hydric conditions. Development is generally prohibited in these areas (see Map 4).

#### Groundwater

Groundwater resources are plentiful in the planning area at both shallow and deep levels. Water supplies are drawn from both the upper sandstone and unconsolidated aquifers, which provide water for shallow domestic wells in rural areas, and the deep sandstone (Mt. Simon) aquifer, which is a higher-quality source of water for nearly all of DeForest's municipal wells.

Groundwater is generally of good quality. However, there are known water quality problems in some areas due to the impacts of certain land use activities. In rural areas, nitrate-nitrogen is the most common and widespread groundwater contaminant. Nitrate-nitrogen is highly soluble in water and is not appreciably absorbed in the soil; thus it can seep readily through the soil and into the groundwater. Potential sources of nitrate pollution include on-site wastewater systems, animal feedlots, livestock waste applications and facilities, sludge and septic application, lawn and agricultural fertilizers, silage juice and decaying plant debris.

There are several areas within the Village that function as important locations for groundwater recharge. One important example is the eastern portion of the DeForest South Area, which provides the important function of infiltration to the Token Creek.

Map 4: Natural Features

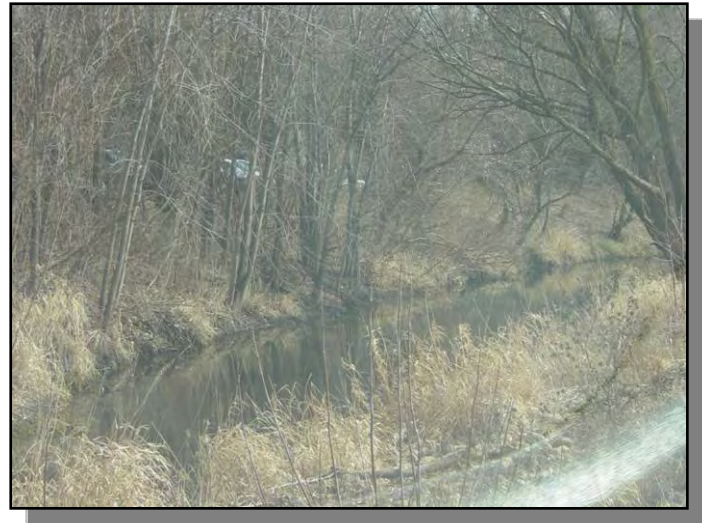


## 2. Environmental Corridors

Environmental corridors are continuous systems of open space that include environmentally sensitive lands requiring protection from disturbance and development. Environmental corridors in the DeForest area include wetlands, floodplains, drainageways, parks, wooded steep slopes, and proposed parks and greenways. Development is generally prohibited in environmental corridors, due to State and Federal regulations on development in wetland and floodplain areas, and Village policy. The environmental corridors that are designated within the Village are shown on Maps 4 and 7.

### Surface Water

The Yahara River, the Village's predominant surface water feature, links the southern and northern portions of the Village. The river flows through the Village from the north to the southwest, and has a relatively low gradient of 4.4 feet/mile. The Upper Yahara River and its upper watershed areas (including the headwaters in Columbia County and its tributaries) is one of the Wisconsin DNR's Land Legacy Study priority areas. The water quality of the Upper Yahara River is good relative to other monitored



streams in Dane County. Portions of the Upper Yahara include cool to cold water trout fisheries. The river corridor through the Village south to Windsor Road includes floodplains and wetlands, some of which are high-quality sedge meadows with rare plant species.

With the southern expansion of the Village, the planning area now includes the Token Creek. The Token Creek has been subjected to a concerted restoration effort in recent years, spearheaded by the non-profit Token Creek Watershed Association.

### Wetlands

According to a 2000 Land Use Inventory conducted by the Dane County Land Conservation Department, there are 257 acres of wetland in the Village of DeForest. All the significant wetlands located in the DeForest area are associated with floodplains. Wetlands are found in the northwest, central and southwest parts of DeForest along the Yahara River. Many of the wetlands in the surrounding area have been drained through the use of drainage ditches for agricultural practices. The wetlands are contained in the environmental corridors as shown on Map 4, Natural Features. The DNR is interested in wetland restoration in the area.

### Floodplains

The Federal Emergency Management Agency (FEMA) designates floodplain areas. These general floodplain delineations represent the areas potentially subject to the 100-year flood event adjacent to navigable waters. All areas of the Village subject to flooding are not necessarily reflected in mapped floodplains. Development is strongly discouraged in flood plains, to avoid both on-site and up- and downstream property damage.

The floodplains are contained in the environmental corridor as shown on Map 4. FEMA and Dane County floodplain maps for Dane County should be referenced for official delineation and elevations of floodplain boundaries.

### 3. *Other Sensitive Natural Features*

#### Woodlands

Small wooded areas are scattered throughout the Village and the surrounding area. There are several woodlots located in the Conservancy Place development area (east of River Road), in the Village and in the Town of Windsor east of Highway 51, around Cherokee Marsh, and in the Town of Vienna west of Highway I.

#### Steep Slopes

There are a few, minor areas of steep slopes (over 12 percent slope) in the Village and surrounding area. Many of these are glacial drumlins, located in the west side and further west (in the Town of Vienna and Burke) of the Village corporate boundaries. Areas of steep slopes should be considered and avoided when siting utilities and roads, and help to inform the type of development that is appropriate.

#### Rare Species Occurrence and Wildlife Habitat

There are several species or ecological communities that are sensitive or of special concern that are found in DeForest's planning area, either in the Village or the surrounding towns. These include one bird, four species of invertebrate, five types of plants, five types of ecological communities. For most of these, locations are considered to be sensitive, and therefore the locations cannot be disclosed at a detailed level. The Endangered Resources Planning and Protection Specialist at the WisDNR can provide further information.

#### Vegetation

Historic vegetation includes prairie, oak savanna, and sedge meadows. Many fragments of these vegetation types remain within developed portions of the Village. Larger expanses remain in publicly owned lands near Cherokee Marsh and Token Creek.

### 4. *Protected and Natural Resource Study Areas*

#### Token Creek County Park

Token Creek Park is owned and operated by the Dane County Parks Department. The 427-acre park is located south of STH 19 beyond the southern edge of the Village. The park features a sedge-meadow trail. This is a popular location for large group gatherings. The park also offers several recreational amenities including walking and equestrian trails, disc-golf, fishing access, a dog exercise area, and a campground.

#### Cherokee Marsh

The largest wetland in Dane County, Cherokee Marsh consists of over 4,000 acres of protected wetlands, fen and cattail marsh, woodlands, fields, prairie, glacial drumlins, kettle lakes, oak savannah, and a section of the Yahara River. The central wetland area was created by glacial Lake Mendota. The park is managed by the City of Madison. Cherokee Marsh is located southwest of the Interstate and south of STH 19.

### Arlington Prairie

The Wisconsin DNR's Land Legacy Study and the Nature Conservancy in its study of the Prairie-Forest Border Ecoregion have identified the Arlington Prairie Landscape as ecologically significant. It includes the lands immediately north, northwest, and west of DeForest and extends north into Columbia County. This former deep soil prairie is predominantly farmland, however scattered prairie remnants and prairie pothole remnants remain. Grassland restoration is a priority for this area, and could provide significant area-sensitive grassland bird habitat as well as promoting greater groundwater infiltration and water quality.

#### 5. *Natural Resource Goal*

Protect natural resource features in the Village of DeForest and the surrounding area.

#### 6. *Natural Resource Objectives*

- a. Preserve streams, drainageways, floodplains, wetlands, wildlife habitat, woodland areas, and other significant natural features.
- b. Direct development away from natural areas, drainageways, critical infiltration areas, and floodplains to prevent future problems.
- c. Improve the quantity and quality of vegetation in the Village.
- d. Cooperate with other units of government on the protection of regional natural resources and environmental systems, such as the Yahara River, Token Creek, and Cherokee Marsh.
- e. Minimize any potential conflicts between resource extraction and neighboring uses in rural areas.

#### 7. *Natural Resource Policies*

- a. Preserve environmental corridors by prohibiting new buildings in wetlands, stream banks, floodplains, and on slopes greater than 20 percent. Strongly discourage placement of new buildings on hydric soils outside of wetlands. Development should also be discouraged on slopes between 12 percent and 20 percent where other more appropriate sites are available.
- b. Protect the water quality of the Yahara River, Token Creek and their tributaries by:
  - Retaining stormwater through requiring Best Management Practices.
  - Encouraging low impact development strategies for stormwater management that include water conservation, rain gardens, and maximizing pervious surfaces.
  - Helping to implement the Yahara River Planning Committee Final Report Plan and the work of the Token Creek Watershed Association.
  - Enforcing floodplain and shoreland zoning ordinances to the greatest extent.
- c. Review the Village's stormwater management system to ensure that it is achieving maximum effectiveness, including:
  - Enforcing Erosion Control and Stormwater Management Ordinances.
  - Requiring high quality stormwater management plans with development proposals.
- d. Protect wetland habitat, generally by including in plats and CSMs all wetlands within outlots zoned as Conservancy. Encourage the provision and maintenance of vegetative buffers around all wetlands, and potentially include these areas in outlots zoned as Conservancy as well or otherwise protect them by easements or covenants.
- e. Protect the quality and supply of the Village groundwater by implementing a Well Head Protection Plan.

- f. Preserve woodlots and other environmental areas that serve to protect wildlife and vegetative resources.
- g. Consider changes to the landscaping ordinance to ensure the installation and maintenance of high quality trees and vegetation in the Village with all new developments.
- h. Consider adopting a Heritage Tree ordinance to protect outstanding or unique trees in the Village.
- i. Consider preparing an urban wildlife management plan with the assistance of the DNR.
- j. Develop a regional trail system that incorporates environmental corridors in trail planning, for instance a trail paralleling the Yahara River within the environmental corridor.
- k. Use the Token Creek and Cherokee Marsh environmental corridors to help determine the long term growth boundary for the Northern Urban Service Area.

### 8. *Natural Resource Programs and Recommendations*

The Village and surrounding area contain incredible natural resources that will require concerted, on-going, and coordinated efforts to maintain and enhance, including the following efforts:

#### Protect Environmental Corridors

Environmental corridors are important elements of the natural resource base. They have environmental, ecological, passive recreational, stormwater management, groundwater protection and recharge, erosion control, wildlife, timber, and scenic value. Environmental corridors also have severe limitations for development; therefore, minimizing development in these areas also protects private property. Environmental corridors are a layering of wetlands, floodplains, and other key natural areas as mapped by the Dane County Community Analysis and Planning Division.

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

#### Maintain and Improve Water Quality

Water resources, both surface and groundwater, are critical to the long-term health of the Village. Most of the Village lies in the regionally important Yahara River Watershed. Protection of ground and surface water resources depends on the management of both point and diffuse sources of contamination, including municipal stormwater and agricultural runoff.

The Village received a River Protection/Planning Grant from the Wisconsin Department of Natural Resources to create a Strategic Plan for the Yahara River Corridor. This report was completed in October 2004 and will continue to be referenced to develop strategies to improve water quality, restore habitat, and initiate streamback restoration and protection projects. Key recommendations from the report prepared by MSA include the following:

- Focus on efforts to reduce non-point pollution through continued dialogue and cooperative efforts with contributing Drainage Districts, agricultural landowners, the towns and Dane County Land Conservation Department, other watershed groups (such as Token Creek Watershed Association, Friends of Yahara River Parkway, Friends of Lake Wingra) in primarily agricultural areas.
- Implement no-mow buffer zones to reduce sedimentation and the flow of nutrients into the river. The Village will lead by establishing buffer ones along Village-owned parkland and property. Education and cooperation of adjacent riparian property owners in residential and urban areas will also be necessary.
- Establishment and operation of a Village stormwater utility. The stormwater ordinance will be reviewed and modified as necessary to incorporate new technologies and water quality improvement technologies.
- Promote voluntary efforts such as creation of properly designed and maintained rain gardens, reduced use of lawn chemicals, and proper disposal of yard waste.
- Implement an environmentally sensitive development at Conservancy Place that protects and rehabilitates the river corridor; emphasizes natural streambanks and wetland areas; and provides a benchmark for protection and restoration for the Village.

#### *Create and Implement Low-Impact Development Standards*

Low-impact development can take a variety of forms, from progressively managing stormwater to minimizing a building's overall "footprint." The Village intends to incorporate Low-Impact Development Standards in its procedures and ordinances to reduce the burden of soil erosion, organic and chemical pollutants. The following are examples of such standards.

#### **Progressive Construction Site Erosion Control Practices**

Unmanaged construction sites are one of the greatest contributors to off-site sediment runoff. Under a recent change to State law, erosion control plans are required for all construction sites over 1 acre in area. The Village intends to enhance and enforce erosion control ordinances and techniques for protection and continued improvement of water quality. In particular, progressive erosion control systems should be components of planned new development areas, including subdivisions and commercial projects. Erosion control techniques include silt fencing, minimizing disturbed areas, and quickly reestablishing vegetation.

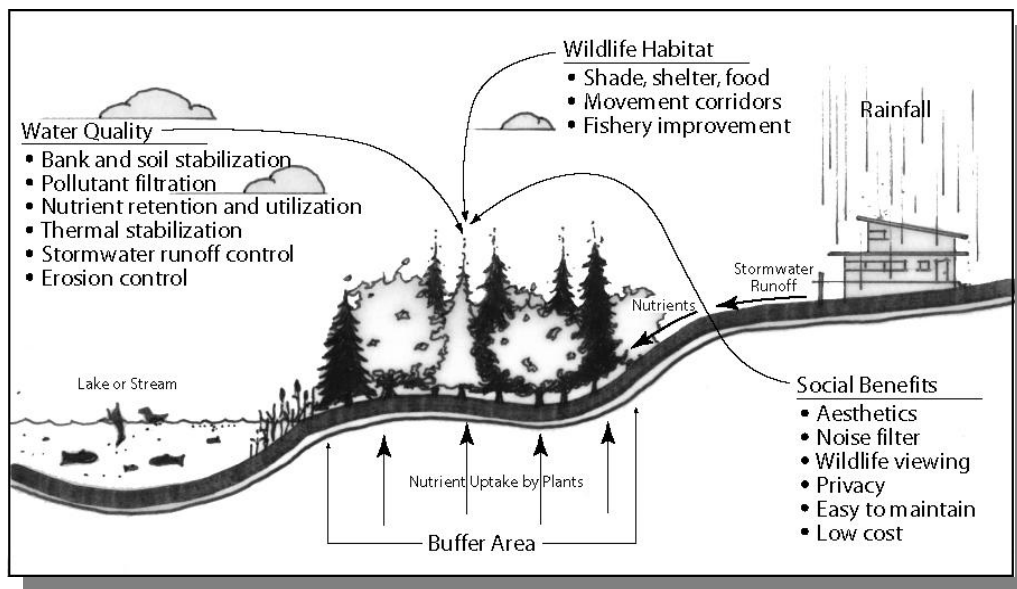
#### **Stormwater Best Management Practices**

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 stormwater entering rivers and creeks in the area. Stormwater BMPs include:

- *Maximizing permeable surface areas.* This technique focuses on reducing impervious footprints of development sites, and breaking up large paved areas with permeable surfaces and/or vegetation. Reduced road widths should be allowed where appropriate. Impervious surfaces should be positioned and graded so they drain to natural systems, vegetated buffers, infiltration zones, or permeable soils.

- *Incorporating infiltration and retention areas.* Where stormwater basins are required, such basins and conveyance routes should be carefully integrated into the surrounding development pattern, incorporate native/natural edge vegetation, be aesthetically pleasing, and serve their necessary functions. Other progressive infiltration techniques include rain gardens to capture water and retain it from downspouts, green (vegetated) roofs, roof runoff directed to pervious yard areas, organic layers added to the soil to aid decomposition and filter pollutants, and sand beds to aerate and aid drainage in yards. Vegetated buffer strips are also critical to capture runoff and filter particulates, such as adjacent to parking lots (see Figure 13).

Figure 13: Example of Vegetative Buffer



- *Installing “grey water” systems:* Grey water is water that has been used for hand washing, showering, and any other uses from sinks, showers, or washing machines, but does not include water from toilets. Grey water may be reused for other purposes, especially landscape irrigation.

### Site Inventory and Analysis

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

**Resource Protection and Loss Mitigation**

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

**Identifying its Groundwater Recharge Areas**

The DeForest area is an important component of the northern Yahara River watershed. As the Village develops to the south, it will be of particular important to identify and protect critical groundwater recharge areas. The Village will work with Dane County to remain updated on their progress in identifying critical recharge areas, and working to protect these areas and ensure that development that occurs around them minimizes adverse impacts.

**Efficient Land Development**

Low-impact development also means focusing on techniques to minimize the amount of land required for additional growth, such as infill development, smaller lot sizes, and clustering (see Housing and Neighborhood Development chapter).

**Get People Involved in Natural Area Protection**

There are several watershed-based groups centered on preservation of the Yahara River watershed and Token Creek to advance the cause of river corridor conservation, natural area protection and lifelong learning opportunities, using the Yahara River corridor and other natural areas as living laboratories. The conservation community remains strong, and is augmented by the world-famous academic and research capabilities of the UW-Madison and the University Extension. Groups such as the Token Creek Watershed Association, Friends of the Yahara River Parkway, Friends of Lake Wingra, and Wisconsin Department of Natural Resources all have separate focus areas, interests, and initiatives.

Specific educational programs may include:

- Using the river and natural areas as a natural laboratory and classroom for lifelong education.
- Incorporating the river and habitat protection issues into school curriculum.
- Integrating schools and community organizations into aspects of restoration planning and implementation.
- Networking with other Yahara River watershed communities to improve coordination on efforts toward protecting and improving water quality, aesthetic, and wildlife habitat management issues.

## *C. Cultural Resources*

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Preservation of historic, archeological, and cultural resources fosters a sense of pride, contributes to a community's quality of life, and provides an important feeling of social and cultural continuity between the past, present and future. Historic and cultural preservation can also provide economic benefits to property owners and communities through tourism and increases in property values.

The DeForest area has a history as a farming community. The historic resources in the area include historic farmsteads and homesteads, and a cluster of historic commercial buildings adjacent to the Town Square Area.

1. *Historic and Cultural Resources*

The original plat of the Village, now considered the downtown, is the area bounded by and adjacent to Commerce Street, Main Street, Holum Street and Market Street. A major redevelopment occurred from 1999 to 2002. Most of the original structures in the inner block were demolished, leaving three buildings along Commerce Street and the former WP&L Building. Some of the more notable buildings in the outer rim remain, including the Andrew Molstad House (1880), the Fred Boehm House (1910), and the Oswald Boehm House (1910). There is a mixture of architectural styles represented in the historic downtown. As part of the redevelopment, the Lyster House (1906) was relocated to a site adjacent to the train depot in order to preserve it. The structure now houses the DeForest Area Chamber of Commerce offices. Adjacent to the downtown, Market Street maintains several historic structures.

The Village has no structures listed on the State and National Register of Historic Places. The Village does have a collection of historic or architecturally significant buildings and sites. The State Historical Society's Architecture and History Inventory (AHI) contains data on a wide range of historic properties throughout the state—such as round barns, cast iron bridges, commercial buildings, schoolhouses, and turn-of-the-century homes—that create Wisconsin's distinct cultural landscape. The AHI includes 16 documented properties in the Village of DeForest, including the Dahl house, the Hansen house, the DeForest Junior High School, the Anton Meland Building, the Depot, the DeForest Hotel (north of Rude's Lanes), the recently remodeled iron worker's house on Main Street, and the house just west of the railroad tracks on Holum Street.

2. *Archeological Resources*

According to the State Historical Society and local sources, there were 39 known archaeological sites in DeForest's planning area as of September 2005. These sites include cemeteries (including unmarked graves, mounds, and effigy mounds), campsite and village communities, and cabin/homestead sites. Since only a small portion of the community has been surveyed, this does not include all of the sites that might be present in the Village.

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. Dane County ordinances require a 25-foot setback from Native American burial mounds.

3. *Cultural, Historic, and Archeological Resource Protection Goal*

Preserve and enhance the Village's cultural and historic character.

4. *Cultural, Historic and Archeological Resource Protection Objectives*

- a. Maintain and enhance the cultural integrity of the Village through preservation and enhancement of historic, cultural and archeological resources.
- b. Promote the historic downtown area as a central gathering space in the Village.

5. *Cultural, Historic, and Archeological Resource Protection Policies and Programs*

- a. Help preserve historic farmsteads and farm structures that contribute to the cultural heritage of the DeForest area.
- b. Work with the School District, Chamber of Commerce, DeForest Historical Society and other community organizations to promote cultural facilities such as the DeForest Library and area parks for tourism development.

- c. Support community events and programs that celebrate the history and culture of the Village.
- d. Promote additional community-based events to enhance the Village's community character and family activities.

#### 6. Cultural Resource Recommendations

##### Promote Heritage- and Agricultural-based Tourism

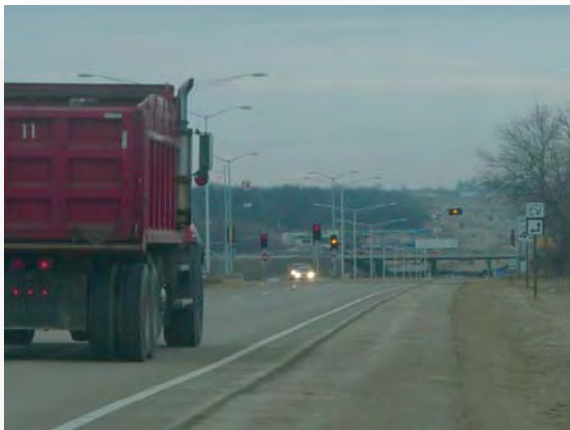
The Village's location amidst Dane County's best agricultural land suggests opportunities to capitalize on this agricultural heritage. The Village could work together with the Downtown Redevelopment Authority, DeForest Area Chamber of Commerce, agricultural producers, and private developers to explore approaches to pursue economic development strategies – particularly in the downtown - as an agricultural-based destination. Projects to consider include farmer's/public market, retailers of value-added locally produced products, restaurants that market the local agricultural heritage and sell local products, pick-your-own programs, day-on-the-farm programs, bed and breakfasts, and participation in the State's heritage tourism marketing program. The Village should tap all available regional marketing publications and web-based resources to market these and existing festivals and events to the regional day-trip tourist market.

##### Design and Install Community Entry and Wayfinding Markers

DeForest's community edges and entryways are difficult to identify given non-contiguous and irregular boundaries and rapid growth. Marking the Village's edges with distinctive entryway treatments will instill community pride and unification, and assist visitors in understanding the place and finding their way. The primary Village entryways (south near 51 and 19, northwest at CTH V, and north at 51 and V) should be marked by major gateway treatments—including entry signage, landscaping, themed lighting, and “signature” buildings (not parking lots) where redevelopment is appropriate. Further, the growing number of visitors would benefit from a simple wayfinding signage system, indicating directions to the downtown (particularly as new interchanges are developed off 51 and access to Holum is limited); the Library; schools; business, research and industrial parks; the Yahara River trailway, Token Creek, Cherokee March; and nearby tourist destinations. This entire system should be developed around a unified theme.



# Chapter Four Transportation



BluePrint DeForest  
Village of DeForest Comprehensive Plan



Transportation issues are of critical importance to the DeForest area. DeForest’s “triple Interstate” (90/94/39), U.S. Highway (USH) 51, and State Highway (STH) 19, County highways (CTHs), rail line and regional bike paths provide excellent access to the area. This chapter includes goals, objectives, policies and recommended programs to guide the future development and maintenance of various modes of transportation in the DeForest area.

#### 1. Existing Transportation Network

Access is a key determinant of growth because it facilitates the flow of goods and people. DeForest has extraordinary transportation access that helps shape its role in the northern Madison metropolitan area. DeForest’s relationship with Interstate 90/94/39 is

a key factor in shaping the Village’s future growth. Access will be enhanced as new facilities are added, major arterials and collectors are slated for improvement, and new transit options are explored. Other transportation facilities are important to the Village: freight and potential commuter rail, the Dane County Regional Airport, and bike and recreational trails.

#### Roadways

##### Principal Arterials

Principal arterial streets are the most heavily used streets in and around a community and are intended to serve inter-community traffic. The principal arterials serving the Village of DeForest include:

- *Interstate Highway 90/94/39*, which is major freeway running along the western edge of the Village.
- *USH 51*, runs north-south through the eastern part of the Village.
- *STH 19*, which runs east-west through the southern portion of the Village.

WisDOT regulates driveway and new street access to these highways. As a general guideline, any new development adjoining these roads should minimize new access points to these roadways, since their primary transportation role is to facilitate the movement of traffic safely and efficiently with as little delay as possible.

#### Transportation Recommendations Summary

- Plan for new collector routes to provide efficient circulation around the Village.
- Study new interchanges and their impact on overall circulation and future land uses.
- Continue the interconnected street grid in new Village neighborhoods.
- Plan for a community-wide trail network that links the southern and northern parts of the Village.
- Promote shared ride and other transit options, such as express bus service and commuter rail.
- Officially map transportation improvements.
- Promote ongoing maintenance of roadways.



Generally, principal arterial streets and highways have rights-of-way in excess of 100 feet, as recommended by WisDOT. Any new development adjoining these roadways should be required to dedicate additional right-of-way to preserve these corridors.

### Minor Arterials

Minor arterials provide mainly intra-community service for trips of moderate length, with more emphasis on land access than principal arterials. The minor arterial interconnects the major development areas in the Village to the regional highway system and to the central part of the Village.

The minimum right-of-way for a minor arterial street should be 80 to 100 feet. As minor arterials are fully improved, the pavement width should range from 44 to 56 feet from face of curb to face of curb (F-F), with consideration given to the need for bike lanes and/or parking lanes.

The following streets are designated as minor arterials:

- *CTH V (North Street)*, which links central DeForest to Interstate 90/94/39 and USH 51. North Street is the primary east-west arterial and the only road offering a through connection across the Village.
- *CTH CV (Main Street)*, which is the primary north-south arterial linking the central part of DeForest with Windsor and STH 19.
- *CTH DV (Holum Street)*, which is an east-west minor arterial, linking USH 51 to CTH CV (Main Street).
- *Vinburn Road*, which currently functions as a minor arterial and is anecdotally reported as one of the busiest roads in the Village.
- *River Road*, which is a north-south minor arterial linking CTH V (North Street) to Windsor Road.

As new development occurs along the arterial corridors, sufficient right-of-way should be dedicated for widening these streets to four driving lanes eventually.

### Functional Street Classification

- *Principal Arterial*: Serving longer inter-urban type trips and traffic traveling through urban areas: 1) Interstate highways; 2) other freeways; 3) other principal arterials. (i.e.: IH 90/94, USH 51)
- *Minor Arterial*: Provide intra-community continuity and service trips of moderate length, with more emphasis on land access than principal arterials. The minor arterial interconnects the arterial system and provides system connections to rural collectors. (i.e.: CTH V, CTH CV, Vinburn Road)
- *Collectors*: Provide both land access and traffic circulation within residential neighborhoods, commercial areas, and industrial areas. The facilities collect traffic from local streets in residential neighborhoods and channel it onto the arterial system. In the central business district, and in the areas of similar development and traffic density, the collector system may include the street grid, which forms the basic unit for traffic circulation. (i.e.: South Street, Acker Parkway, etc.)
- *Local Streets*: They primarily serve to provide direct access to abutting land and access to higher order system. Local streets offer the lowest level of mobility. Through-traffic movement on this system is usually discouraged. Comprises all facilities not on one of the higher systems. (i.e.: Commerce Street, DeForest Street, etc.)

*Source: Wisconsin Department of Transportation, Facilities Development Manual, Procedure 4-1-15*

### Collectors

Collector streets are designed to function as through streets connecting residential neighborhoods and major traffic generators to arterial streets and regional highways. Collector streets should be designed to provide safe, direct and efficient access.

While curvilinear collector streets can provide an important aesthetic asset and prevent collector streets from functioning as “short-cuts,” the design and layout of subdivisions with collector streets should not compromise the efficiency of the roads as through streets.

The required right-of-way for newly dedicated collector streets should be 66 to 80 feet. Recommended pavement widths for collector streets range from 36 to 44 feet F-F. Wider pavement widths may be required in commercial and industrial areas with high truck traffic.

Existing collectors within the Village include:

- Acker Parkway
- Duraform Lane
- Innovation Drive
- Jefferson Street
- Lexington Parkway
- Morrisonville
- Old Indian Trail
- South Street
- Southbound Drive
- Stokely Drive
- Stevenson Street (Grinde Rd.)
- Trail Side Drive
- Windsor Road
- Yorktown Road

### Local Streets

Local streets are neighborhood streets providing access to individual homes and businesses, but not serving as carriers of through traffic. In newer neighborhoods, local streets are often curvilinear in order to discourage through traffic and provide more privacy to residents. Recommended pavement widths for local streets range are generally 32' F-F, but depend on parking provisions.

Map 5 illustrates the Village of DeForest’s existing and planned future roadway system.

### Traffic Volumes

Figure 14 illustrates the traffic volumes on some of DeForest’s key principal and minor arterial streets. These counts are taken from the statewide WisDOT “Wisconsin Highway Traffic Volume Data” for 1996 and 2002.

The Madison Metropolitan Planning Organization (MPO), which is responsible for long-range transportation planning in the Madison area will adopt their 2035 long-range transportation model in Spring 2006. This update will include the DeForest area.

Figure 14: Traffic Volume Data

Street or Highway	1996 ADT	2002 ADT	% Increase
USH 51 – north of STH 19	14,400	16,800	17%
USH 51 – north of CTH V/Mueller Road	9,100	11,700	29%
STH 19 – east of USH 51	10,800	14,400	33%
STH 19 – west of USH 51	10,900	14,200	30%
North Street (CTH V) – west of Main Street (CTH CV)	7,000	9,000	29%
North Street (CTH V) – west of USH 51	3,800	5,200	37%
Holum Street (CTH DV) – west of USH 51	3,800	5,900	55%

Source: Wisconsin Department of Transportation

### Road Conditions

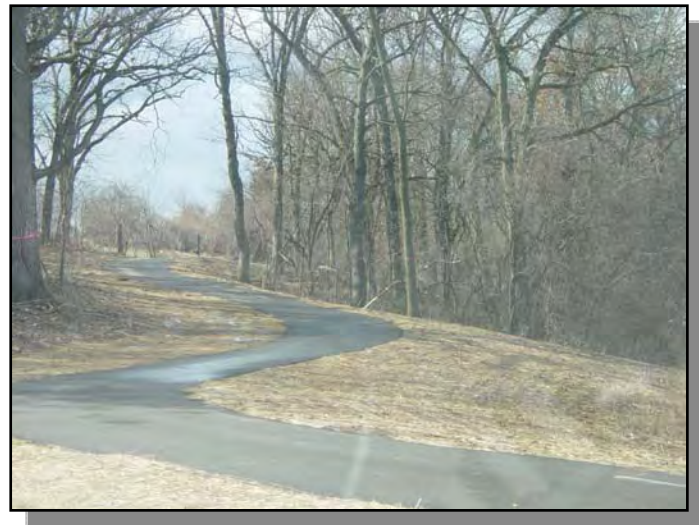
The Village regularly evaluates the conditions of its roads. The results of recent evaluations suggested that the majority of Village roads are ranked “7” or higher. The percentage of Village roads with PASER ratings of “7” or higher increased in recent years.

Paved Roads Rating Needs are as follows:

- Rating 9 & 10                      little or no maintenance required
- Rating 7 & 8                        routine maintenance, crack sealing and minor patching
- Rating 5 & 6                        preservative treatments (seal coating)
- Rating 3 & 4                        structural improvement and leveling (overlay or recycling)
- Rating 1 & 2                        reconstruction

### Pedestrian and Bicycle Transportation

The Village of DeForest has a system of pedestrian and bicycle paths, lanes and/or routes. The Village is working toward enhancing this system to provide greater connectivity between existing segments, neighborhoods, and destinations within the Village. The existing street network serves both automobiles and bicyclists, without specified bike lanes. New residential subdivisions are required to provide sidewalks. There are some areas that contained dedicated off-street paths, such as along the western portion of Vinburn Road and the western portion of Innovation Drive.



These trails are expected to be extended as the roads and developments fronting the roads are expanded and built-out. The existing and proposed trail system is illustrated on Map 5.

### Airports

Dane County Regional Airport, located approximately eleven miles from the Village of DeForest, is the nearest airport with full commercial and general aviation service and facilities. Numerous national and regional passenger carriers serve the airport with connections to major hub and destination airports. Air express and freight services are also available. The airport's proximity is a tremendous local asset.

### Rail

There is currently no passenger rail service within the Village of DeForest. Canadian Pacific Railroad owns an existing rail corridor that runs north-south through the center of the Village.

This route is designated as an active route in the long-range rail plans of the WisDOT and Dane County Regional Planning Commission. The Village should work to preserve the railroad corridor for future passenger rail service.

Additionally, short rail spurs are planned through the North Towne Corporate Park, northwest of the interchange of Highways 51 and 19. This rail spur may be a private railroad, and would connect the existing rail corridor to the developments. There are currently several existing rail spurs in the DeForest Business Park, northwest of the intersection of Highways V and 51.



### Transit Service

Public transit service to the Village of DeForest is currently limited to school bus transportation. As the potential demand for transit service increases, the Village may encourage connection to a regional transit service.

### Para-Transit Services

Transportation services for those without access to, or those that choose not to use their auto for certain trips, is an important element in the Village's overall transportation system and a mobility need that will continue to grow. In that light it is important that the Village work with both existing and potential users as well as existing and potential service providers.

Although there is currently no regularly scheduled public transportation similar to the bus service provided by Madison Metro in the Village or any of its surrounding towns, a fair number of groups do provide valuable service. Following are some of those services coordinated through the Dane County Department of Human Services:

- Rural Senior Group Transportation Program
- Specialized Transportation Services (STS) for Adults with Disabilities
- Retired Senior Volunteer Driver Escort Program (RSVP)
- Various other private transportation services

In addition, education and recreational transportation is provided for student activities through the DeForest Area School District and service is provided by area churches and other groups not coordinated by the County.

There was one park and ride facility in the area located west of the Interstate on the south side of CTH V at the time this *Plan* was written. Other park and ride locations were being explored.

## 2. Review of State and Regional Transportation Plans

This section reviews regional, county, and State transportation plans and studies relevant to DeForest. Except where otherwise indicated below, there are no known conflicts between the policies and recommendations set forth in this *Comprehensive Plan* and those of these regional, county, and State transportation plans.

### Dane County Land Use and Transportation Plan

*The Dane County Land Use and Transportation Plan (1997)* provides the framework for land use and transportation decisions within the county through the year 2020. The transportation element of the *Plan* makes recommendations for a number of different components of the regional transportation system, with the primary goal of integrating all modes of travel into one transportation system. The components include transit, bicycle facilities, pedestrian facilities, streets and roadways, vehicle occupancy, para-transit, rail and air transportation, parking and corridor preservation.

Since the adoption of the *Plan*, which is referred to as Vision 2020, refinement plans such as *Transport 2020* and the *Bicycle Transportation Plan for the Madison Urban Area and Dane County* have been created. A new Regional Transportation Plan: 2035, prepared by the Madison Area MPO, is nearing completion.

Specific recommendations in the *Dane County Land Use and Transportation Plan* that would affect the Village of DeForest include a north-south commuter rail line from the Village of DeForest to the City of Stoughton via the Madison downtown area. This line is currently being explored as part of the “Full System Vision” in *Transport 2020*.

### Transport 2020

Dane County, the City of Madison, the Wisconsin Department of Transportation and other interested parties and citizens have completed a study named *Transport 2020* to evaluate transportation improvement alternatives for the Dane County/Greater Madison Metropolitan Area. These improvements include regional bus service and commuter rail alternatives. The plan’s locally preferred alternative consists of three elements: the Baseline Alternative, the Initial Start-Up System and Full System Vision. The study continued to explore alternative systems at the time this *Plan* was written. It is estimated that a DeForest – Madison connection would be a component of the full, expanded system. The commuter rail line would likely first be expanded to the Dane County Regional Airport, with service to the Village potentially 20-25 years out.

### Design Dane!

*Design Dane!* is Dane County Executive Kathleen Falk’s report, which sets forth a series of recommended actions for growth management throughout the County. The report recommends, “studying the feasibility of Commuter Rail, and, if feasible, proceed toward implementation.” Based on potential Commuter Rail lines identified in *Dane County Land Use*

and *Transportation Plan and Transport 2020*, this recommendation would likely include a commuter rail line to DeForest.

#### Dane County Comprehensive Plan

Dane County is currently preparing its Comprehensive Plan, including the transportation element of this plan. The plan is expected to be completed in Spring 2006.

#### The Bicycle Transportation Plan for the Madison Urban Area and Dane County

*The Bicycle Transportation Plan for the Madison Urban Area and Dane County, Wisconsin (September 2000)* addresses bicycle transportation and planning throughout the region. It serves as a blueprint for continuing to improve bicycling conditions and safety; identifies desirable bicycle routes in Dane County, including routes into and out of the Madison area and connections between cities and villages; and provides guidelines for planning, designing, and maintaining bicycle facilities.

The plan identifies USH 51, between CTH V and STH 19 as one of the “On-Road Bicycle Facility Improvement Needs in Dane County.” The plan proposes bicycle facilities to be built along the segment of USH 51, between CTH V and STH 19 as part of the Wisconsin Department of Transportation’s (WisDOT) planned reconstruction of this highway, scheduled for 2010. WisDOT is currently not planning separate bike lanes as part of the USH 51 improvement project, as this project is being designed as a freeway conversion. The Village should consider reviewing this issue with WisDOT during negotiations associated with the USH 51 reconstruction.

Several projects are also identified in the “Off-Street Bicycle Facility Projects in Dane County” list. These projects include the DeForest Loop Trail, DeForest-Windsor Environmental Corridor Trail and DeForest-Windsor Connector Trail. These are being advanced by this *Comprehensive Plan*.

#### North Mendota Parkway Alternatives Study

The Village of DeForest, together with the Village of Waunakee, the Cities of Madison and Middleton, Dane County and five towns came together to undertake the North Mendota Parkway Alternatives Study, completed in 2003. The study examined long-range future transportation alternatives for the area between USH 12 and Interstate 39/90/94, north of Lake Mendota. The purpose of the study was to identify strategies for balancing public objectives for land use, transportation, conservation and aesthetics – with a strong focus on the impacts of major roadway projects. The recommendations of the study include an Implementation Sequence that established:

A generalized parkway route running south of CTH K east to M, north on 113 to east on STH 19 to the Interstate in DeForest, and an E-way paralleling the route that includes Token Creek, Cherokee March, and environmental resources to the west.

#### Wisconsin State Airport System Plan 2020

The *Wisconsin State Airport System Plan 2020*, created by the Wisconsin Department of Transportation, provides a framework for the preservation and enhancement of a system of public-use airports adequate to meet the current and future aviation needs of the State of Wisconsin. This plan determines the number, location and type of aviation facilities required to adequately serve the state’s aviation needs over a 21-year planning period, 2000 through 2020. The plan defines the *State Airport System* and establishes the current and future role of

each airport in the system. The plan assumes that the Dane County Regional Airport will adequately serve DeForest.

#### WisDOT Five-Year Airport Improvement Program

WisDOT's most recent Five-Year Airport Improvement Program lists a \$2.76 million project at the Dane County Regional Airport in Madison. This project, nearing completion at time of writing, will add passenger-seating space, construct a new loading dock and add facilities that house terminal building maintenance equipment. Measures related to new federal airport security requirements are being prioritized and implemented as part of the overall expansion.

#### Wisconsin Bicycle Transportation Plan 2020

The Wisconsin Department of Transportation completed the *Wisconsin Bicycle Transportation Plan 2020* in 1998. This plan established WisDOT goals, objectives, and policies for intercity, urban and suburban bicycling, and recommends strategies and actions for WisDOT, local governments and others to implement the plan. The two primary goals for the plan are to double the number of trips made by bicycles and to reduce bicyclist-motorist crashes by at least 10 percent by 2010. More specifically, it seeks to improve bicycle access to major destinations along arterial and collector streets. There are no recommendations specific to the Village of DeForest.

#### Wisconsin Pedestrian Policy Plan 2020

*The Wisconsin Pedestrian Policy Plan 2020*, created by the Wisconsin Department of Transportation, was established to make pedestrian travel a viable, convenient and safe transportation choice. The plan attempts to improve pedestrian traffic flow along State Trunk Highway expansions and improvements. The plan also provides guidance to communities on how to encourage pedestrian travel through the creation of pedestrian plans, increasing enforcement of pedestrian laws, adopting and implementing sidewalk ordinances, and addressing pedestrian issues through comprehensive planning. There are no recommendations specific to the Village of DeForest.



#### Wisconsin State Highway Plan

The *Wisconsin State Highway Plan 2020* focuses on the 11,800 miles of State Trunk Highway routes in Wisconsin. The plan does not identify specific projects, but instead identifies broad strategies and policies to improve the state highway system over the next 20 years. Given this broad focus, the plan does not identify improvement needs along roads under local jurisdiction. The plan includes three main areas of emphasis: pavement and bridge preservation, traffic movement, and safety.

WisDOT's Six-Year Highway Improvement Program

The Wisconsin Department of Transportation identified one project in the DeForest area on their 2004-2009 Six-Year Highway Improvement Program. USH 51 has been programmed to be improved from I-90 to Reardon Road. Plans include replacing existing concrete pavements on USH 51-STH 19 interchange ramps and to re-deck the bridges over STH 19. Other items include: replace bridge decks at Cuba Valley Road (2006); and STH 19 interchange bridge improvements (2007-2009).

WisDOT Highway Improvement Program (Beyond 6 years)

WisDOT also envisions several improvements to USH 51, which will include the complete reconstruction of the two existing lanes and the construction of two additional lanes for an ultimate 4-lane divided expressway with interchanges. The project area extends about 4.9 miles from the STH 19 – USH 51 interchange to just north of the CTH V/Grinde Road intersection, where the proposed 4-lane divided freeway would taper and match the existing 2-lane section. Intersection improvements, grade separations and interchange locations were being studied and considered at the time this *Plan* was adopted.

At the time of writing, many state projects, most notably Highway 51, have been delayed significantly due to State budget cuts. The latest schedule for Highway 51 construction has pushed that project back to perhaps as late as 2025. This is not consistent with Village plans or desires, and is addressed in greater detail later in this Chapter.

Midwest Regional Rail Initiative

The Midwest Regional Rail Initiative (MWRRI) is a cooperative effort between Amtrak, the Federal Railroad Administration, and nine states—Illinois, Indiana, Iowa, Michigan, Minnesota, Missouri, Nebraska, Ohio, and Wisconsin—to develop an improved and expanded passenger rail system in the Midwest.

In February 2000, MWRRI released a report conducted by Transportation Economics & Management Systems, Inc., which outlines a new vision for passenger rail travel in the Midwest. This vision is a transportation plan known as the Midwest Regional Rail System (MWRRS), a 3,000-mile rail network serving nearly 60 million people.

MWRRS would operate as a hub-and-spoke system providing through service in Chicago to locations throughout the Midwest. The Madison-Twin Cities link would use the existing Canadian Pacific corridor that passes through the Village of DeForest. It is anticipated that high-speed rail will be built and operating sometime after the year 2010, depending on the availability of federal funding. Although the regional rail service will most likely not be operating at 110 mph through the Village, it will be operating at relatively high speed and be non-stop. The rail corridor would be fenced and it would contain new, quieter welded rail and flashing lights and gates at all crossings

3. *Transportation Goals*
  - a. Provide a safe and efficient transportation system that meets the needs of multiple users.
  - b. Encourage and advance long-range planning for major highway improvements and interchanges.
4. *Transportation Objectives*
  - a. Provide an overall transportation system that accommodates existing and planned development in the most efficient and effective manner possible.

- b. Schedule transportation improvements that accommodate new developments without promoting unplanned or poorly planned development.
  - c. Provide a system of arterial and collector streets that will provide safe and efficient access to regional highways for both local and commuter traffic
  - d. Provide safe and efficient local streets within neighborhoods.
  - e. Preserve the railroad corridor for both freight and potential passenger rail service.
  - f. Provide safe and efficient pedestrian and bicycle access.
  - g. Continue to participate on appropriate state, regional, county and local transportation planning efforts that may have an impact on the Village of DeForest and its transportation system, including initiatives related to air, water, and truck transportation.
5. *Transportation Policies*
- a. Encourage the development of selected through collector streets in neighborhoods that will provide safe and efficient access to major arterials, meeting design standards included earlier in this Chapter.
  - b. Discourage the extensive use of cul-de-sacs that would force traffic onto a limited number of through streets.
  - c. Require all new streets in the Village to be designed to provide safe and efficient access by Village maintenance and public safety vehicles.
  - d. Preserve sufficient public street right-of-way to allow for needed street updates and improvements (see standards provided earlier in this Chapter).
  - e. Support installation of intersection traffic control, as warranted, to enable adequate access to major arterials. (As illustrated on Map 5). Pre-emptive devices should be installed at all new traffic signals to ensure maximally efficient public safety provision.
  - f. Maintain efficiency of USH 51 and STH 19 as principal arterials serving the southern portion of the Village, and North Street (CTH V) and Main Street (CTH CV) as the minor arterials serving the central part of the Village. Minimize curb cuts and driveway access points on these corridors to preserve capacity and efficiency.
  - g. Continue to work with WisDOT and neighboring communities on the USH 51 reconstruction project to ensure timely completion and that adequate access is planned to the local transportation system with proposed USH 51 improvements.
  - h. Support new interchange construction (USH 51 and I-90/94/39) if an interchange study sufficiently demonstrates: the need for the interchange, improved circulation in and around the Village, adequate funding strategy (not Village funded), and accounting for land use and environmental impacts.
  - i. Participate in discussions on and planning for the proposed North Mendota Parkway to ensure that the Village's interests are represented.
  - j. Working in conjunction with surrounding governments, prepare an Official Map for identified future arterials, collectors and connections to local streets.
  - k. Develop a capital improvement plan to maintain roadway pavements standards based on functional classifications. Evaluate the program with respect to necessary programming and budget, on a regular basis.
  - l. Require traffic impact analyses for large subdivision, commercial and industrial projects to determine on and off-site impacts.
  - m. Institute transportation or road impact fees, based on state requirements for impact fees and intergovernmental agreements.

- n. Preserve and protect the Village's investment in its arterial and collector road system through the development and maintenance of an access control program and proper design standards. The Village should encourage neighboring communities to adopt similar standards to ensure consistency across jurisdictional boundaries.
- o. Advocate that any jurisdictional transfer of County or State roads is preceded by an upgrade of the road by the County or State.
- p. Require sidewalks or other alternative pedestrian pathways in new residential and commercial developments and along appropriate arterials and collector streets.
- q. Consider the needs of bicyclists and pedestrians in all roadway improvements projects, including roadway surfaces, safety, intersection design, roadway width and/or sidewalks
- r. Ensure that trails are constructed as part of the initial infrastructure in newly developing neighborhoods.
- s. Participate in regional efforts to provide para-transit (elderly/disabled) and public transit services within the Village community and to Madison and other Dane County communities.
- t. Encourage car-pooling and van-pooling, and explore new locations for park and ride facilities (see Map 5), particularly along Highway 51.
- u. Preserve existing rail corridors and reserve sites for transit stations and related parking facilities for potential commuter rail service.
- v. Implement the recommendations of the joint Village of DeForest-Town of Windsor Traffic Study, potentially including a traffic management district and transportation impact fees.

### What is an Official Map?

An Official Map is a plan implementation tool authorized under Wisconsin Statutes (Section 62.23(7)) for adoption by cities and villages. An Official Map is not the same as a "chamber of commerce"-type road map. It is actually a city or village ordinance that may be used to show alignments of future roads, expanded rights-of-way for existing roads, and other planned public facilities like trails and parks. When land development is proposed in an area of a facility shown on the adopted Official Map, the city or village may obtain or reserve land for that future facility through public dedication, public purchase, or reservation for future purchase.

Cities and villages generally use Official Maps to show future highways and bypasses, other future arterial and collector streets, and suggested wider rights-of-way for some existing major streets. Official Maps generally show desired right-of-way widths for all future new and expanded roads, but do not show road improvement standards like pavement width or sidewalks. Official Maps rarely show planned minor streets, as their locations are usually difficult to determine in advance of development.

Wisconsin Statutes attach some unique authority to Official Maps. For example, a city or village may require that no building permits be issued within land shown for a future public facility on its Official Map. Additionally, a community may require that no subdivision or land division may be recorded unless its arrangement conforms to the Official Map. These and related provisions may apply within both the municipal limits and within the city's or village's extraterritorial jurisdiction.

- w. Monitor new funding initiatives from the federal government so that the Village may be in a position to take advantage of transportation improvement funding for projects that are both “ready to go” now and those that may require more planning and positioning.

#### 6. Street and Highway Programs and Recommendations

##### New Arterials and Collector Roads

The following new collector roads are expected to be constructed over the planning period, with many also depicted on Map 5:

- a. New north-south collector that connects North Towne Road from STH 19 through the North Town Industrial Park north to connect with Yorktown Road south of Vinburn Road
- b. Extension of Southbound Drive south of Vinburn Road
- c. Extension of North Towne Road south of Highway 19
- d. A north-south collector between STH 19 and Windsor Road, east of USH 51
- e. Connections between Stokely Drive north to Yahara Road (to function as the primary collector serving the DeForest Business Park) to Smith Road; from Smith southwest to Hahn Road to CTH I
- f. Duraform Lane, within the proposed North Towne Corporate Park, to extend east of 51, eventually looping to 19
- g. Extension of Old Indian Trail north of North Street to Smith Road
- h. Extension of South Street looping back to River Road, west of River Road to serve the Grinde-Linde-Erstad-Kundert properties
- i. Extension of Lexington Parkway west of River Road, looping north to CTH V and south to River Road
- j. Extension of Innovation Drive, connecting River Road to CTH CV (Main Street)
- k. Relocating Gray Road at CTH CV (Main Street) to match Innovation Drive and provide a four-legged intersection at this location

##### Improvements to Principal Arterials

Within the next five years, WisDOT plans to replace the pavement along USH 51 between I-90 and Reardon Road.

The Village intends to work with the Wisconsin Department of Transportation to determine short-term mitigation alternatives that will relieve congestion along USH 51, and on access and improvement plans to STH 19 to serve adjacent development while maintaining traffic flow.

The Wisconsin Department of Transportation has plans to reconstruct and expand USH 51 from Reardon Road to CTH V (Grinde Road). The existing two lanes will be reconstructed and an additional two lanes added for a four-lane divided highway. Construction may be phased over a two or three year period, now projected by WisDOT to occur sometime in 2014 or 2015. Ongoing discussion as to the appropriate locations for improvements and interchanges was expected following the adoption of this *Plan*.

At the time this *Plan* was adopted, the USH 51 project was to include:

- Construction of a full diamond interchange at CTH V. Consideration of a Holum Street interchange was a discussion point based on local concerns about emergency and downtown access.

- Construction of a half diamond interchange at Vinburn Road serving DeForest-Madison traffic.
- Construction of a full diamond interchange at the intersection with Windsor Road.
- Construction of an overpass at Gray Road with no access to USH 51.
- Adjustment to USH 51 profile to allow for the construction of a future underpass or overpass located at Duraform Lane extended.

#### Improvements to Minor Arterials

Consistent with the *Transportation Improvement Program for the Dane County Area 2004-2008* and *WisDOT's Six-Year Highway Improvement Program*, the Village intends to cooperate on and advocate improvements to the following minor arterial streets within the Village over the next five years:



- CTH CV (Main Street)*: From Pleasant View to Commerce Street, reconstruct existing urban section. Sufficient right-of-way should be maintained for future widening of Main Street to four lanes. The road should be improved to an urban standard with curb, gutters, and sidewalks and bike lanes for its entire length through the Village. Driveway access points and curb cuts should be minimized to preserve the capacity of the street as a high volume corridor.
- CTH DV (Holum Street)*: Improve to an urban standard with curb, gutters, and sidewalks for its entire length through the Village.
- Intersection of CTH V (North Street)/CTH CV (Main Street)*: Add an eastbound to southbound right-turn lane. Sufficient right-of-way should be reserved to enable future widening of North Street (CTH V) to four lanes for the entire length between Interstate 90/94 and Highway 51. Where new development or redevelopment occurs on North Street, a 120' right-of-way should be dedicated.
- CTH V (North Street)*: From Main Street to Stevenson Street, reconstruct to urban standards with curb, gutter, sidewalk, and bike lanes.
- River Road*: From ABS Driveway to CTH V, Install new curb and storm sewer, the entire length of River Road should be upgraded to an arterial, where new development or redevelopment occurs on River Road a 120' right-or-way should be reserved for future roadway expansion, the southern portion of River Road should be realigned near Windsor Road.
- Vinburn Road*: should be reconstructed to urban standards from Main Street to Highway 51. Pedestrian improvements should include either sidewalks or multi-use trails on both sides of Vinburn Road.

### Improvements to Collector Streets

The following improvements are proposed as part of the Village of DeForest Five-Year Capital Improvement Plan:

- *South Street – Hill Street to Riverwood Bend*: Spot curb replacement, replace water main.
- *Evco Circle – CTH V (North Street) to cul de sac*: New curb, new storm sewer.

### New Local Roads

The local streets within new developments programmed for the planning period will be constructed in accordance with the approved phasing plans approved by the Village. New local roads for Heritage Gardens, Savannah Brooks, Rivers Turn, and several approved plats within Windsor are illustrated on Map 9, and planned to be constructed within the 10 years following adoption of this *Plan*.

### Improvements to Local Streets

The following improvements are proposed as part of the Village of DeForest Five-Year Capital Improvement Plan:

- *Quam Lane – Reigstad Drive (Quam to Holum)*: New curb, new storm sewer

The pavements width for local streets should be reduced to 32' with an optional reduction to 28' or 30' for single family residential subdivisions with densities less than 4 dwelling units per acre and parking restricted to one side of the street, subject to Planning and Zoning Commission approval. The general feeling is that smaller streets may be acceptable as long as off-street pedestrian ways are provided.

### Future Interchange Study Areas

Map 5 illustrates several Future Interchange Study Areas: four areas along USH 51 and one on Interstate 90/94/39.

The four Interchange Study Areas on USH 51 generally reflect preliminary WisDOT recommendations for this area. The northern USH 51 study area is expanded to include both CTH V (North Street) and Holum Street. The WisDOT recommendation as of 2006 was to build an interchange at CTH V, however there are several local concerns about limits to access to Holum Street that would accompany this. These include potential delayed fire and EMS response times to serve areas where it is necessary to access 51. This will be of particular concern as the Village grows to the south unless an additional station or satellite is provided. The second concern is limiting direct access to the Villages downtown from Holum Street. A coordinated wayfinding system may help to mitigate this concern. This *Plan* recommends taking these and other concerns into consideration, and ensuring that strategies to alleviate the concerns are in-place prior to a final decision on interchanges and access from USH 51.

The Future Interchange Study Area from Interstate 90/94/39 is proposed to provide access to the proposed Innovation Drive/Gray Road regional collector system. This interchange would provide a more direct access to enhance area economic development, and serve residential areas in the Village as well as in the Town of Windsor. The Interchange Study Area is mapped from Cuba Valley Road south to Windsor Road. A detailed study to understand the optimal location for overall traffic flow, and potential impacts to the broader area including impacts on traffic volumes on east-west streets was underway at the time of writing. The geographic expanse of the study to understand the complete range of impacts is

extending generally from CTH V south to STH 19, from CTH I east to Portage Road. A study will precede any final interchange location and design decisions. The plans for the realignment of River Road may also potentially be influenced by the engineering study. Once an appropriate location is determined through an engineering study, sufficient land for an interchange footprint should be reserved.

The study and follow-up efforts should address the following additional concerns:

- effect on traffic movement in and around the Village and Town
- economic development impacts
- funding strategy (e.g. transportation impact fees, area-wide assessment)
- other land use and environmental impacts
- potential ramifications for agricultural preservation west of the Interstate.

#### Functional Classification Changes

River Road has been upgraded from a collector street to a minor arterial due to the Conservancy Place project and other proposed developments along River Road. As new land adjacent to River Road is platted and/or developed, a minimum right-of-way of 80' should be reserved for future road expansion. Adjacent development should be responsible for financing proportionate shares of the road improvement. The Village should also work to limit new access points along River Road, consistent with the minor arterial street classification.

#### Jurisdiction Transfers

A jurisdictional transfer of CTH DV (Holum Street) has been discussed as possibly occurring within the next 20 years. This jurisdictional transfer is recommended only following County reconstruction of CTH DV.

Future access control on USH 51 creates challenges for CTH V. In addition to USH 51 improvements, the Village may work with the Town and County to explore potential rerouting of CTH V. Roads that should be studied as part of that effort are highlighted on Map 5.

#### Intersection Traffic Control Improvements

Over the next 10 to 20 year period, upgraded traffic control will most likely to be warranted at the following intersections, based on potential traffic volumes:

- CTH V (North Street) and River Road
- CTH V (North Street) and CTH CV (Main Street)
- CTH V and EVCO Circle/Morrisonville Road
- CTH CV (South Main Street) and Vinburn Road
- STH 19 and North Towne Road
- STH 19 and future Collector east of 51, serving Savannah Brooks and Bear Tree

When the time comes to install a traffic control device at the intersections listed about, it is recommended that the Village of DeForest work with WisDOT and Dane County to examine traffic signals, modern roundabouts and/or revised intersection geometry, to determine which type of traffic control best fits the need of a particular intersection. Where traffic signals are installed, pre-emptive devices should be included for public safety purposes.

### Access Control and Sight Distance Standards

Access control, enforcing minimum sight distances, and driveway placement are important to maintain safe traffic movement for roads that carry high volumes of traffic. In review of new subdivisions and other proposed development the Village, in collaboration with the appropriate agency with jurisdiction, will work to control access, sight distance and driveway placement. To this end, the Figure 16 presents recommendations for minimum access spacing along arterial and collector roads.

Direct vehicular access onto collectors and arterials should be such that an exiting vehicle has a minimum unobstructed sight distance according to Figure 15, based upon the operating design speed of the abutting collector, arterial, or highway.

These standards will apply where the Village has jurisdiction, and recommended to other agencies where the Village does not have jurisdiction. The standards recommended by the figure below are based upon average vehicle acceleration and deceleration rates and are considered necessary to maintain safe traffic operation.

Figure 15: Minimum Spacing Between Direct Vehicular Access Points and Sight Distance

Speed Limit (miles per hour)	Minimum Driveway Spacing Measured at the Street Right-of-Way Line (feet)	Minimum Sight Distance (feet)
25	105	200
30	125	225
35	150	275
40	185	325
45	230	350
50	275	200

Source: Institute of Transportation Engineers. *Traffic Engineering Handbook (4th Edition)*. Englewood Cliff, N.J.: Prentice Hall, 1992, p. 379 and the American Planning Association. *Planning Advisory Service (PAS) Memo*, July 1983.

In addition to these standards, the following guidelines will apply when reviewing development proposals:

- *Maximum Number of Vehicular Access Points Per Lot.* Along arterial streets and highways, where the abutting street frontage is less than 350 feet, a maximum of one vehicular access point should be permitted to a particular lot from each of any one or two abutting arterial streets and highways. One additional driveway entrance along a single continuous lot with frontage greater than 350 feet may be permitted. Flexibility may be granted where one or more of the access points are shared between two or more developments on different lots.
- *Provision of Shared Vehicular Access Points Between Lots.* Vehicular access points planned to be located along property lines, or closer than six feet from a property line, should be shared vehicular access points with the abutting lot or parcel. The vehicular access point centerline may be the property line between two lots or parcels of land or may be a mutually agreed upon land access easement.
- *Arterial Street and Highway Access and Street Intersections.* No new direct public or private access should be permitted to an arterial street or highway within 250 feet of the

intersection of the right-of-way lines of another arterial street or highway unless specifically illustrated in the Comprehensive Plan or Official Map.

- *Minor Streets and Vehicular Access Point Alignments.* Minor streets and private driveways along both sides of a collector and/or arterial street should be aligned to assist in reducing the number of driveways needed and to improve safety conditions related to access to the street system.

#### Roadway/ Pavement Management

It should be noted that the Village of DeForest's average roadway pavement ranking of "7" is above that for most cities and villages in Wisconsin. Through timely maintenance and an appropriate level of reconstruction, this high level of service can be maintained with minimal investment. Conversely, deferred maintenance, while costing less in the short term, will be considerably more costly to the Village over the long term.

The Village intends to maintain its pavement inventory system and continue to update the inventory and pavement condition data (PASER) at least biennially. The PASER data be used to help develop and maintain a long-term road management program. At a minimum, that program should:

- *Provide annual summaries that can be shared with the Village Board, key Village committees and the public.* Such summaries should outline pavement and roadway information for the Village as a whole as well for each functional classification of street (i.e. arterials, collectors and local roads). That data should be compared to adopted Village standards for each functional classification to determine current and projected needs. Recommended pavement standards include a minimum PASER rating of 7 for arterial streets, 6 for collector streets, and 5 for local streets.
- Use the road inventory data to outline overall budget needs and to establish a multi-year street maintenance and improvement program. For example, if current funding levels are allowing the Village to maintain current conditions, but not reduce the backlog of deficiencies, a determination should be made as to what level of investment would actually be needed to reach those goals and standards within any given period of time.
- *Undertake a public education process relative to its road inventory and management processes.* By allowing citizens and business leaders to participate in those processes, to understand the relative condition of "their road" compared to other roads in the Village, and by understanding the financial commitment needed to maintain and improve the Village's street network, the public will be more understanding and supportive of needed road investments. Equally important, simply knowing the Village has a fair and objective process for inventorying and programming needed road improvements helps minimize public criticism and opposition to needed investments.
- *Help maximize potential federal and state funding.* Although state and federal funds are becoming more and more scarce and difficult to obtain, they are still important programs available that can help the Village undertake needed street and transportation projects.

### 7. Other Transportation Programs and Recommendations

#### Rail Service

The Village of DeForest supports the preservation of the Canadian Pacific Railroad for both freight and potential passenger rail service. In light of the Village's justifiable concern over the impact of increased freight rail activity as well as the potential for both commuter rail and high-speed rail service on the Canadian Pacific line, special efforts should be made to develop and maintain regular communication with key groups. Key among those are the Canadian Pacific, WisDOT-Bureau of Railroads & Harbors, Midwest Regional Rail Initiative group(s), Transport 202, and the Madison Area Metropolitan Planning Organization.



Special consideration should be given to make sure that rail system and service expansions are done in a manner that maximizes safety for both pedestrian and vehicular activity. Appropriate grade-separated pedestrian crossings should be provided and east-west vehicular movement should not be negatively impacted. In addition, the Village will attempt to make sure that the rail service providers, Dane County and/or the State of Wisconsin, assume appropriate costs.

Specific rail recommendations are as follows:

- *Freight Rail:* Space should be preserved for a short rail spur that is planned through the North Towne Corporate Park development. This rail spur may be a private or public facility, and would connect the existing rail corridor to the proposed development.
- *Commuter Rail:* Undertake planning, land use and facility development activities in conjunction with commuter rail service through the Village, at the appropriate time. In efforts to create a multi-modal system, station areas should be considered and reserved in the areas identified on Map 5. As plans for commuter rail progress, these station areas should be studied in more detail. Ample parking space and connections to pedestrian, bicycle, and vehicular access will be necessary at any station area.
- *High Speed Rail:* Undertake planning, land use and facility development activities in anticipation of service for the proposed high-speed rail system through the Village. The Village intends to identify key east-west streets that should maintain vehicular and/or pedestrian access across the proposed future high-speed rail line. Recommended vehicular and pedestrian crossings include North Street (CTH V), Holum Street (CTH DV) and Vinburn Road. The Village will also attempt to work with the Town of Windsor to maintain vehicular and pedestrian access at Gray Road and Windsor Road.

#### Bus Transit Service

The Village of DeForest, along with other agencies and major employers in the area, intends to investigate the feasibility of extending public, quasi-public or private intra-city and inter-city transit service to DeForest. The Village will explore opportunities to encourage Metro to

consider offering express bus service. A loop system that serves reverse commuters to the Village's Industrial and Business Parks, and commuters to the City of Madison may be explored. The Village should consider the adequacy of the sidewalk system in any areas considered for bus transit.

A second Village "park and ride" site (in addition to the one in the Vienna Business Park at CTH V and the interstate) should be reserved. Location suggestions are provided on Map 5.

#### Para-Transit Services

The Village of DeForest will continue to work with the Dane County Dept. of Human Services, the Madison Area Metropolitan Planning Organization, the WisDOT Bureau of Transit and Local Roads, the DeForest Area School District and others to inventory, monitor and coordinate specialized transportation services to Village residents.

In the short term, the Village may wish to help initiate a shared-ride taxi service to help meet the communities specialized transportation needs. Similar programs are being conducted in the cities of Stoughton and Sun Prairie. Taxi service may be feasible with a limited local financial commitment. State funding may be available to cover 67% of costs with another 10 to 20% of operating costs coming from fare box revenues.

#### Pedestrian and Bicycle Transportation Improvements

While the Village presently has 42 miles of streets, there are only a total of 25 miles of existing sidewalk and 5 miles of existing multi-use trails. This represents a serious barrier to pedestrian and bicycle movement through the Village.

Map 5 shows both existing and Planned Trails and On-Street Connections throughout the Village. The following recommendations apply to installation of "Planned Trails and On-Street Connections":



- Major roadway crossings should generally be located at controlled intersections.
- For "Major Crossing Challenges" as illustrated on Map 5, install bike/pedestrian crossing sign or flashing light signals at a minimum and explore the feasibility of under and overpasses.
- Trail standards include a minimum 10 feet of paved surface areas within a 20 foot wide easement or dedication; ¼ mile markers to indicate location on trail for longer trails; regular extended right-of-way bulb outs for emergency access vehicle turn-arounds.

For any Planned Road Expansions (red lines on Map 5), on-street bike lanes should be considered (with the exception of USH 51 and STH 19).

The Village requires sidewalks along at least one side of streets. The Village intends to prepare and adopt a sidewalk plan with input from the Public Safety Committee, Fire, Police, Public Works and the School District. Highway V and River Road are two areas of concern where sidewalks should be studied. For all areas, the sidewalk plan should ensure adequate

sidewalk connections throughout the Village. Sidewalks and/or Trails should connect disconnected portions of existing trails and sidewalks, neighborhoods, schools, senior facilities, key industrial and commercial areas as well as Village parks and recreational facilities. Sidewalk and trail connections should also be provided to potential commuter rail sites.

#### 8. Transportation Funding Programs and Recommendations

Funding to maintain and improve local transportation system has always been a challenge. The Village of DeForest, like virtually every rapidly growing town, city and village in the state, is facing needs that are far outpacing revenues. To address this dilemma, the Village will want to look at a number of options, including:

- Possible modification of Village road standards to allow for designs that, in some cases, may be lesser than currently allowed. Consideration should be given to flexibility, whereby lower-volume, lower-function, Village roads can be designed and built accordingly.
- Cooperative agreements with surrounding governments. The Village should continue to look for opportunities to share equipment, share maintenance responsibilities and develop mutual agreements between surrounding governments.
- Use the PASER inventory to help refine both short-term and long-range needs and develop levels of investment. This will allow the Village to undertake timely investments, yet obtain maximum life out each roadway before replacing it.
- Institute transportation impact fees to fund necessary improvements linked to new development. Impact fees for transportation projects are based on transportation or road impact studies that examine how the traffic impacts of a proposed development affect the transportation system and how to mitigate these impacts. Specifically, a transportation impact fee study would identify the necessary road improvements, phasing for improvements, and areas served by improvements. Based on these findings, and with input from a financial consultant, an impact fee program may be developed.

#### What are Impact Fees?

Impact fees are authorized under Wisconsin Statutes §66.0617 as a means for local communities to fund off-site public facilities and infrastructure that new development requires. The rationale behind impact fees is that new development that generates the need for additional public facilities should pay for those facilities, rather than the general property taxpayer.

Specifically, an impact fee is a cash contribution required of a developer by a municipal ordinance. Collected fee amounts may then be used to acquire or improve a specific public facility or service for which it was adopted. Under Wisconsin Statutes impact fees:

- May only be imposed following completion of an impact fee needs assessment, which is needed to set and justify the fee.
- Must bear a rational relationship between the need for new and expanded public facilities that are required to serve the new development.
- May not be used to “catch up” for preexisting facility deficiencies.
- Are payable by the developer at a specified time, usually when a new development (e.g. plat) is approved.

- Maximize state and federal funding. Although the federal and state government are experiencing challenging times, funds are available to help local governments plan, build and maintain their transportation systems.
- Undertake needed project planning, programming and engineering. Often, and especially under tight financial times, local governments that do their homework and have projects ready to go fare better when it comes to capturing scarce dollars.



Map 5: Planned Transportation Facilities



# Chapter Five Community Facilities, Utilities, and Services





This Chapter of the *Plan* contains a compilation of background information, goals, objectives, policies and recommended programs to guide the future maintenance and development of utilities and community facilities in the Village of DeForest.

Community facilities, utilities and services provided by public or private entities are vital elements in a community's progress and well-being. Public and community facilities include local governmental buildings, libraries, education institutions, and maintenance and storage facilities. Services include police and fire protection, municipal water and wastewater, electrical, natural gas, telephone, and telecommunications.

### Utility and Community Facility Recommendations Summary

- Provide utilities only to those areas within the Future Northern Urban Service Area.
- Coordinate development phasing with logical and cost effective provision of utilities and community services.
- Require stormwater Best Management Practices.
- Continue using a Capital Improvement Program to plan for major utility and community facility needs.
- Cooperate with Fire and EMS on a Future Needs Assessment Study.
- Work with the DeForest Area School District to identify and plan for future school sites and other issues of mutual concern.
- Plan for new parks, open spaces, and recreational facilities in all new development areas, in collaboration with neighboring communities and the DeForest Area School District.

## B. Existing Community Facilities and Services

### 1. Village Municipal Building, Public Safety Building and Public Services Facility

#### Village Municipal Building

The primary administrative facility, the municipal building, is a former bank building built downtown around 1964. The building houses the administrative, financial, economic development, planning and building functions. The basement is used by the DeForest Area Fire District for sleeping quarters for fire and EMS volunteers.

The building was remodeled in 2004, replacing heating and air handling units and improving energy efficiency. The Village undertook another remodeling project in 2006. These improvements are expected to satisfy space needs for the municipal functions for the next 20 years.





### Public Safety Building

Built in 1998 at a cost of \$2.1 million, the Public Safety Building downtown houses the DeForest Police Department, the Municipal Court, and the DeForest Area Fire and EMS District. The single story facility has office and meeting areas for the Police and Fire/EMS Departments and the Municipal Court and a large garage area for the Fire/EMS vehicles that is leased by the DeForest Area Fire District. The Fire/EMS District occupies 3 offices, a

training/meeting room and the fire garage. The garage has 7 bays, 5 of which are double deep and drive through. The DeForest Police Department occupies the remainder of the space in the facility. The Fire District has identified a need for sleeping quarters that were originally planned to be constructed as part of the safety building, but have since been moved to the municipal building.

The DeForest Police Department is a full service police department operating 24 hours a day, seven days a week. The Department operates under the state statute governing mutual aid, providing assistance to other departments when requested. Additionally, the Dane County Sheriff's Department provides assistance to DeForest when requested if their officers are available. As of 2006, the Department maintained a service level of 1.8 officers per 1,000 people. Current staffing levels include 14 full time sworn officers; 1 chief, 1 lieutenant, 2 sergeants and 1 detective, 7 patrol officers and 2 school liaison officers. There are 4 part-time officers. There are 2 civilian positions 1 Executive Assistant and 1 Administrative putting the support staff service level at .25 per 1000 population. A Citizen Police Academy is offered through the Department.

In 2005, the department had 7 vehicles, all of which were equipped with the standard radios, AR-15 rifles and shotguns. The 3 marked units have radars. Two of the vehicles have video cameras. There are 4 defibrillators available to the officers. There are 3 police bicycles. The Department has one part-time officer that is the mounted patrol unit that is used for special events and public relations.

The Department was undergoing a staffing needs study at the time this *Plan* was written to assess future



staffing levels and organization structure. Jail space/service is provided by the Dane County Sheriff's Office in Madison and dispatch is handled through the Dane County 911 Center.

The DeForest Area Fire and EMS Department serves the communities of DeForest, Windsor, Vienna, Leeds, Hampden and surrounding communities. The Department consists of over 40 professional volunteer members and four full-time employees. Most Department personnel are cross-trained as Firefighters and Emergency Medical Technicians (EMTs). In 2005, the Department responds to approximately 1,000 calls annually (up from 300 calls ten years ago) with 85 percent of those calls being EMS related. The Department has 10 apparatus, including a heavy rescue vehicle, ambulance, and command vehicle. Over the past several years, the number of multifamily complexes and warehouse buildings has created the need for new equipment. The Department currently has a mutual aid agreement with Sun Prairie and Waunakee for the use of their ladder trucks when required, but continued development of larger commercial and residential buildings will place increased a need for advanced equipment and training. The Department is undergoing an impact fee study to identify future funding sources in the coming years.

A detailed needs assessment of the Fire/EMS Departments should be performed to understand needs for expansion, new facilities and/or satellite stations. Access and response time from current facilities to 51 may pose challenges. With continued growth of the community to the south, a satellite fire/EMS and police station may be necessary in the area of Highways 19 and 51 within the next 10 years.

#### *Public Services Facility*

Completed in 2000, the Public Services Facility is home to the Village's public works, streets, utilities and parks, recreation and public property maintenance functions. The facility is located in the Village's downtown on the south side of Commerce Street. The facility has two levels in the office area and a large garage area for vehicle and equipment storage. A detached salt shed was constructed on the same site in 2000. The building was constructed with anticipation to meet the needs of these Village functions for at least a 15-20 year timeframe.

#### 2. *DeForest Area Public Library*

Completed in 2002, the 22,500 square foot multi-use building downtown houses the DeForest Area Public Library, the



DeForest Area Historical Society, the alternative education program of the DeForest Area School District and space for the Dane County public nurse. There are also several meeting rooms and computer stations available for public use. The current facility was built with a 20 year time horizon for the library functions. The library is part of the Wisconsin South Central Library System, offering programs for children and adults; total attendance reaching 14,628 in 2003 between 777 programs. The library had 5,443 registered borrowers in 2003 and 286,760 circulation transactions. The library will meet the need of the DeForest area over the planning period.

3. *DeForest Area Community and Senior Center*

The Center was built in 1984, with a generous contribution of land and materials by Fred Chase. The Center is located at the northeast intersection of Main and North Streets. A community organization whose primary purpose is to provide services and support for older adults and their families, the Center promotes independence and self-reliance, while making available a facility for all members of the DeForest, Vienna and Windsor communities to meet, volunteer and participate in activities. The Center provides case management support and services for residents age 60 and over to help with issues such as transportation, medical, legal, financial, care and housing. A noon meal and home-delivered meals are available through the Center and a wide range of activities for the entire community take place each month (e.g., Chamber of Commerce, Rotary meetings). An employment program employs six older adults. In 2005 there were currently four full-time staff, two part-time staff, four part-time custodians and over 200 volunteers. With the population of 60+ residents expected to double over the next fifteen to twenty years, the Center is planning for the emerging needs of older adults in our community. Remodeling/ expansion and fundraising began in early 2005, and work was expected to be completed in 2006.

The community does not have a youth center. Residents communicated some need for such a facility during the planning process.

4. *DeForest Area School District*

The DeForest Area School District serves the communities of Hampden, Leeds, Bristol, DeForest, Burke, Windsor, Vienna – an area covering 100 square miles. The District operates 7 facilities and has 425 employees. During the 2003/2004 school year, total enrollment was 3,154 students.

The School District projects that elementary, middle and high school facilities are adequate to handle approved developments. The enrollment projections show the elementary schools growth in the next five years has to be monitored closely based upon the subdivision developments planned and their build outs. A listing of the District facilities and current enrollment follows.

- The Holum Education Center is the main administration facility, housing the district office and classrooms for Early Childhood and half day kindergarten with an enrollment of 38.
- Eagle Point Elementary was built in 1957; school year 2003-2004 enrollment was 289.
- Yahara Elementary was built in 1992; school year 2003-2004 enrollment was 408.
- Morrisonville Elementary was built in 1975; school year 2003-2004 enrollment was 53.
- Windsor Elementary was built in 1956; school year 2003-2004 enrollment was 376.

- DeForest Middle School was built in 1987 and expanded to a 5-8 facility in 2000; school year 2003-2004 enrollment was 993.
- DeForest High School was built in 1969 with expansion in 2000, housing grades 9-12. In school year 2003-2004 enrollment was 997.

The District also utilizes the DeForest Area Public Library for its alternative education program with the students counted in the high school.

Growth and the corresponding demand on school services and facilities is a continual issue for the district. A \$28.5 million referendum passed in 2000 provided additions to the middle and high schools and upgraded technology services.

While a full space needs analysis has not been completed, it is anticipated that redistricting of elementary

schools will likely occur within the next 2-3 years with construction of a new elementary school in 2010-2011. Some options for future school sites include: a School District owned 80-acre parcel between Gray and Windsor Road, adjacent to the Windsor Elementary School; a site in the Conservancy Place development off of Innovation Drive; and an undetermined site in the southern portion of the Village and/or Town of Windsor.



##### 5. *Child Care*

There are several privately operated child care providers operating in the Village. The need for child care facilities will expand as the Village's population grows over the planning period. As the number of larger employers (office/business parks) increases, on-site facilities would be desirable.

##### 6. *Health Care*

There are two medical, three dental, one orthodontics, and three chiropractic clinics in the DeForest Area. The medical clinics are associated with large regional HMOs that provide urgent care and access to area hospitals. Three regional hospitals are located approximately 20-30 minutes from DeForest, including University Hospital and Clinics, Meriter, and St. Mary's.

##### 7. *Cemeteries*

There are two cemeteries located in the Village, and several additional located in neighboring towns.

## C. Public Utilities and Infrastructure

### I. Water Supply and Distribution System

#### Planning Activities

The Village initiated a Water Supply and Distribution System Study in spring 2006. The previous Water Supply and Distribution System Study was done in 1993, and updated in 2001 to include the 600 acre ABS expansion/Conservancy Place area and the area north of CTH V to Smith Road. Another update occurred in 2001 to analyze options for servicing the CapWin19 annexation (approximately 2,200 acres extending south to STH 19).

In February of 2003 the Village, Town of Burke, and Token Creek Sanitary District entered into a cooperative agreement to service the CapWin19 annexed area with a Joint Utility Service District. The Joint Utility Service District Water Supply & Distribution Report followed in March of 2003. In September of 2003, the Town of Burke requested the Village to consider accepting dedication of the Token Creek Sanitary District system. The Village performed a cost analysis of merging the Token Creek Sanitary District with the DeForest Water and Sanitary Sewer Utilities in October of 2003, and subsequently agreed to the merger which took effect in 2006.



#### Current Usage

Usage totals as of 2003 indicated that in the spring, fall, winter average daily water consumption is 800,000 gallons. During the summer months use increases to 1.1 million gallons per day.

#### Storage

The Village has two elevated water storage towers. The Madison Street Water Tower, constructed in 1968 and repainted in 1999, has a maximum storage capacity of 300,000 gallons. The River Road Water Tower, constructed in 1995, has a maximum storage capacity of 600,000 gallons. In merging with the Token Creek Sanitary District, the Village acquired the Token Creek storage tower. At least one additional storage tank will likely be needed to serve new development projected for the planning period.

#### Municipal Wells

The Village currently has three operating wells, with three future well site locations currently approved by the DNR:

- Well #1    225 E. Holum St.                      Abandoned
- Well #2    408 Yahara St.                                400 gpm
- Well #3    609 Acker Parkway                            750 gpm
- Well #4    515 Yorktown Road                            1400 gpm

- Well #5 Duraform Lane 1500 gpm, anticipated
- Well #6 Innovation Drive 1200 gpm, anticipated
- Well #7 Stokely Drive 1200 gpm, anticipated

With all current wells running, approximately 2,550 gallons per minute are pumped into the system. The “firm well capacity” (rate at which the system can pump with the largest well out of service) is 1,150 gpm.

#### Booster Stations

The Village currently has no public Booster Stations. Approximately 4 residential houses on Campbell Hill Court are required by restrictive covenants to have private booster stations installed.

#### Distribution System

Figure 16: DeForest Water Distribution System

Diameter	Lineal Feet
4"	2,031
6"	65,309
8"	77,961
10"	50,366
12"	40,593
14"	0
16"	0

*Source: Village of DeForest Water Utility Audit, 2004*

## 2. Sanitary Sewer Collection System

The Village had approximately 221,000 feet of sanitary sewer main serving over 2,600 customers in 2004. Collection pipes within the Village range in size from 8 inches to 15 inches in diameter. The pipes making up the collection system are constructed of a number of different materials. The older sections of the Village were typically made of clay with some sections constructed of concrete and cast iron pipes. Sewer pipes installed in the last 15 years have been constructed with polyvinyl chloride (PVC). PVC is now required for all collection pipe extensions within the Village. There are approximately 740 sanitary sewer manholes included in the collection facility.

#### Wastewater Treatment

Wastewater from DeForest is conveyed and treated by the Madison Metropolitan Sewerage District (MMSD) wastewater collection and treatment system, which has a treatment plant (Nine Springs) located in the southeast part of Madison. The DeForest Extension of the Northwest Interceptor extends to the Village along the Yahara River and consists of a 24-inch and 21-inch diameter reinforced concrete pipe. The Towns of Vienna, Windsor and Burke also discharge to this interceptor. The capacity of this interceptor has been estimated to be about 10 MGD (million gallons per day).

### Sanitary Sewer Lift Stations

The Village currently has only the Dennis Drive lift station remaining, which is anticipated for elimination following construction of an 18” gravity sanitary sewer interceptor, that would flow from the current Dennis Drive lift station location easterly parallel to the Acker Lake System, cross the Yahara River twice, then south along the west right-of-way of the CP Rail tracks across CTH V and connect to the end of the existing MMSD Sanitary Sewer Interceptor. This is referred to as the Northwest Interceptor Sewer.

Savannah Brooks, a new development at the extreme south of the Village, will be served by a lift station.

### 3. *Storm Water Conveyance System*

The Village instituted a stormwater utility that began operating in 2005. The Village’s storm water system currently consists of approximately 25 miles of storm sewer, 550 storm inlets and 300 storm manholes, 150 outfalls, and 11 storm water detention basins.

### 4. *Electrical Service*

Alliant Energy is the electrical provider for the DeForest area. Alliant has two substations within the Village (North Street and Blanchar’s Crossing).

### 5. *Natural Gas Service*

Madison Gas and Electric (MG&E) provides natural gas service to the Village. MG&E is an investor-owned public utility located in Madison. MG&E generates and distributes electricity to about 127,000 customers in a 250-square-mile area in Dane County as well as transports and distributes natural gas to about 120,000 customers throughout 1,325 square miles in seven central and southern Wisconsin counties. The population in the MG&E gas service area is 357,000. Gas is transported via ANR Pipeline Co., Northern Natural Gas Co. and others.

### 6. *Telephone Service/ Telecommunications*

Century Tel provides local telephone and DSL services. Charter Communications provides cable services.

The Village also has a license to provide local communications (CLEC) and has some infrastructure that could be used for providing high speed data services.

### 7. *Solid Waste and Recycling Center*

Village solid waste removal and curbside recycling is contracted out to Green Valley, a private waste disposal company. The Village operates a composting site from April-November where residents can dispose of yard waste. The waste is then taken by a contractor to the County compost site.

### 8. *Capital Planning for Village Facilities*

The Village has numerous projects anticipated over the planning period. The five-year capital improvement plan details these projects and funding, and is updated on an annual basis.

## D. Goals, Objectives, and Policies

1. *Utility and Community Facility Goals*  
Coordinate utility and community facility systems planning with the land use, transportation, natural resources and recreation needs of the Village.

Maintain the Village's high quality of life through access to necessary public services and facilities.

2. *Utility and Community Facility Objectives*

- a. Provide adequate government services and facilities necessary to maintain a high quality living and working environment.
- b. Provide community services and facilities in a logical, reliable efficient and cost-effective manner to serve a compact development pattern.
- c. Assure that the costs for new community services, facilities and utilities are distributed fairly and equitably, and that Village residents do not unfairly bear the costs associated with the delivery of Village services beyond the Village limits.
- d. Develop level of service standards for Village services and facilities.
- e. Maximize the use of existing utilities (such as public water, sanitary sewer, and power lines) and facilities within the Village, and plan for an orderly extension of municipal utilities and facilities within the Future Urban Service Area.
- f. Respect natural features and conditions in the design and location of this orderly utility extension.
- g. Ensure that the Village's utility system has adequate capacity to accommodate projected future growth; avoid overbuilding that would require present residents to carry the costs of unutilized capacity.
- h. Ensure that the Village's services, including Fire/EMS and Police, have adequate staffing, facility, and equipment capacity to accommodate projected future growth, and that the Village has the ability to capture the value associated with such growth to pay for required Village service increases.
- i. Work with the school district to ensure adequate school facilities to serve the growing DeForest area.

3. *Utility and Community Facility Policies and Programs*

- a. Utilize the designation of a Future Urban Service Area (see Map 9) to identify future

As a part of the comprehensive planning process, a citizen survey was undertaken in 2002 to obtain residents' evaluation of current Village services and facilities, their interest in further services and an assessment of growth issues within the community. Residents expressed the most concern with street and sidewalk conditions, while water service, garbage collection, police protection and snow removal were other areas that had a large number of comments.



- areas for urban development appropriate for the planning period.
- b. Make application for urban service area for only those areas within the Future Urban Service Area described by this Plan (see Map 9), and the current plan development phase (see Map 10), with priority given to industrial and commercial land.
  - c. Where appropriate and feasible, enter into intergovernmental agreements with adjoining towns and utility districts to provide the most efficient and cost-effective delivery of public services, including but not limited to law enforcement services.
  - d. Require developers and sub-dividers to install utilities and provide sites for needed elements of the public infrastructure concurrent with land development.
  - e. Direct the location and timing of new development to areas that can be efficiently and cost effectively served by community facilities, services and infrastructure.
  - f. Require all new development in the Village to make provision for handling storm water by either providing on-site facilities or contributing to the provision of regional facilities proportional to the development's run-off. These facilities shall be constructed prior to commencement of development.
  - g. Continue to implement impact fees, dedications, and other forms of developer exactions and fees to assure that new development pays for its proportional share of the cost of providing utilities and other community facilities.
  - h. Continue development and implementation of a capital improvement program (CIP) in order to effectively manage debt capacity for large infrastructure projects.
  - i. Encourage the Fire and EMS Department's continuation of their vehicle replacement program.
  - j. Work to recruit and retain regional health care facility and related businesses to the DeForest Area.
  - k. Coordinate with the DeForest Area School District on identifying for and planning future school facilities.
  - l. Explore potential for a Youth Center for the Village. This idea could be pursued as a multi-jurisdictional partnership, possibly in collaboration with neighboring communities, the School District, and neighborhood organizations.
  - m. Study the viability of technological infrastructure, such as wi-fi, to provide access to technology Village-wide.
  - n. As requested, participate in discussions with neighboring communities on the possibility of enhancing law enforcement service outside the boundaries of the Village, to assure that adjoining urbanizing communities provide or fund appropriate levels of law enforcement services.
  - o. Cooperate with the Fire and EMS Department on a future needs assessment that considers:
    - Opportunities to address potential future Fire/EMS staffing shortages caused by declining volunteer hours and increasing personal time commitments for trainings and certifications.
    - Facility needs associated with future development, including alternatives of expanding current facilities, retaining the existing and adding a satellite facility, or building a new facility in a new location to serve the entire service area.
  - p. Continue to promote private development of child care facilities as needed.

## E. Open Spaces and Recreational Resources

### 1. Public Parks and Recreation Facilities

A Comprehensive Outdoor Recreation Plan (CORP) was being prepared to be adopted concurrently with or soon after this *Comprehensive Plan* as a detailed component. The CORP includes an inventory of existing parks and open spaces in the Village. The facilities, their size, and function are summarized in the following figure.

Figure 17: 2006 Recreation and Open Space Areas by Function

Name	Acres	Function
Dahl Park	4	Neighborhood park
Eagle Point Elementary	6	Neighborhood park
Fireman's Park	11	Community Park
Hank's Hollow Park	0.3	Totlot
High School	18	Playfields/School facilities
Liberty Land Park	9	Neighborhood Park
Middle School	11	Playfields/School
Schweer Park	40	Conservancy and Community Park
Sunnybrook Park	3.9	Neighborhood Park
Veteran's Park	3	Community Park
Western Green Park	45.4	Community Park/Conservancy
Yahara Park	8	Neighborhood
Meadow View Park	3	Conservancy/Basin
Yankee Conservancy	25	Conservancy/Basin
Bakke Conservancy	12.5	Conservancy/Basin
TOTAL ACREAGE	200.1	

The CORP establishes standards for the Village that evaluate the sufficiency of existing community recreation facilities, and project future facilities needs. The CORP examines total acreage provided, locations and service areas, and the provision of specific activities within the Village. The most common standard used for active park acreage is the Dane County standard of 15 acres per 1,000 persons.

## F. Parkland and Open Space Goals, Objectives, Policies, and Programs

### 1. Parkland and Open Space Goals

Plan for and provide a park system that meets the needs of current and future residents, and provides a wide range of recreational opportunities.

### 2. Parkland and Open Space Objectives

- a. Provide adequate neighborhood and community parks to meet both the active and passive recreational needs of the residents of the community.
- b. Preserve, protect, and enhance open spaces and conservancy areas along waterways and other environmentally sensitive-areas.
- c. Develop a comprehensive system of trails and pathways.

- d. Improve the quantity and quality of trees in the Village, as part of the recent “Tree City USA” designation.
3. *Parkland and Open Space Policies*
- a. Provide neighborhood parks within safe walking distance of all residential neighborhoods. One-quarter mile is a preferred walking distance, with maximum distance of one-half mile between residences and neighborhood parks.
  - b. Aim to maintain a service standard of at least 15 acres of improved public park land per 1,000 residents.
  - c. Update the Village Park Impact Fee ordinance as park needs assessments determine.
  - d. Develop neighborhood parks that are sufficiently large to provide informal playfields, playground areas and sufficient buffering so that adjoining residences are not adversely impacted by park users.
  - e. Require developers and subdividers to provide safe neighborhood parks with efficient access from the surrounding neighborhood.
  - f. Provide an adequate supply of community playfields and athletic facilities to meet the needs of league sports and organized recreational needs of the community.
  - g. Coordinate planning of park and recreation facilities with the DeForest Area School District, and where feasible locate facilities so that there can be joint use.
  - h. Work with developers to create parkland connectivity and minimize barriers to park and open space access through design.
  - i. Require developers to create an endowment fund for ongoing maintenance and upkeep of specialized parks and open spaces.
  - j. Develop historical site for public viewing and use (i.e. the depot).
  - k. Develop parks with amenities that will bring residents from neighboring communities to the DeForest area, particularly if they may also spend money in DeForest.



Please refer to the Village of DeForest Comprehensive Outdoor Recreation Plan for more detailed park and open space policies and recommendations.

#### *G. Utilities and Community Facilities Programs and Recommendations*

The following programs will help ensure the Village of DeForest continues to provide a high-quality of life for its residents through its public utilities and community facilities.

1. *Include Community Facilities on the Recommended Official Map*  
The recommended Official Map, described in the Transportation chapter, may identify locations for new public facilities, such as roads, sanitary sewer lines, water lines, storm sewer lines, trail extensions, and parks (particularly the community park described below). This will be particularly important for the growth areas identified on Map 9.

## 2. Review and Institute 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 off-site costs to community facilities and utilities resulting from those developments. Impact fees for facilities like parks, roads, utilities, and planned public buildings are now standard in the Madison area.

To assist with implementation of this *Plan*, the Village will consider, or continue to use, impact fee analyses (called “needs assessments” under State law) for the following types of capital facilities: parkland and improvement, fire department facilities, stormwater management facilities, libraries, roads, and any other public facilities for which new or expanded facilities may be likely in the future. After each analysis is performed, the Village may then adopt an impact fee ordinance for the facility covered in the analysis.

## 3. Create a Comprehensive Outdoor Recreation Plan (CORP)

Concurrent with 2006 preparation of this Comprehensive Plan, the Village prepared a Comprehensive Outdoor Recreation Plan (CORP). The CORP addresses the recreational, open space, bicycle, and pedestrian needs of the community in the coming years in light of the anticipated growth outlined in this Comprehensive Plan. The CORP also enables the Village to maintain eligibility for funding from State and Federal park and open space grants (see sidebar).

The following recommendations are described further in the 2006 CORP:

- Acquire and develop a new community park to serve the community as it grows.
- Develop and utilize youth sports complexes at dispersed locations throughout the Village.
- Redevelop Fireman’s Park as a downtown focal point and community gathering place.
- Upgrade and improve existing park facilities.
- Acquire and develop new neighborhood parks and tot lots.
- Integrate parks into future neighborhood designs, linked by a network of safe and convenient trails, bike routes, and open space corridors.
- Work with developers to create parkland connectivity and minimize barriers to park and open space access through design.
- Evaluate the need for special recreational facilities, such as dog parks, skateboard parks, disc golf, and spray-play facilities.
- Work with Dane County, neighboring communities, and other organizations to develop a water-based trail to connect with the existing Yahara Headwater and Yahara Lakes Trails segments.

### What is a Comprehensive Outdoor Recreation Plan?

A Comprehensive Outdoor Recreation Plan (CORP) looks at the supply of existing park facilities, projects future parkland and park amenity needs, and creates recommendations to meet the anticipated future demands for a community’s park and open space system.

Local governments should prepare and update a CORP every five years to ensure the information contained in the CORP is relevant and also to ensure they are eligible to receive Wisconsin Stewardship Local Assistance Grants, Federal Land and Water Conservation (LAWCON) grants, and the National Recreation Trails Funds.

- Explore opportunities to develop a multi-purpose health and wellness center that complements the Village park system, potentially in collaboration with a health care provider or a private developer.
- Encourage public awareness of the local parks and outdoor recreational facilities by promoting them through maps, signage, and other materials.
- When possible, acquire park and open space lands in advance of or in coordination with development to provide for reasonable acquisition costs and facilitate site planning, and acquisition through land developer dedications, where feasible.
- Explore alternative means of reserving lands required or other funding strategies for open space to ensure that lands are obtained at the lowest cost to the public (e.g., non-profit organizations, conservation easements, purchase of developments rights).
- Enter into a working partnership for planning of park and recreation facilities with the DeForest Area School District, and where feasible locate facilities so that there can be joint use.
- Coordinate planning of park and recreational facilities with Dane County, seeking opportunities for support and funding assistance where possible.
- Collaborate with other groups and organizations, such as the Youth Council, Linkages, and DeForest Area Friends of the Arts on programs and facility planning of mutual interest, including planning for parks and open space facilities, planning, and educational activities.

To maintain eligibility for State Stewardship and federal LAWCON funding, the Village will need to update the CORP by 2011 and every five years thereafter.

4. *Acquire Parks and Open Space as Growth Occurs*

The Village intends to assemble new parks through land dedication and fees in lieu of land dedication as part of the subdivision review process. The goal is to provide a park or playground within ¼ mile of all homes in the Villages, and to encourage pedestrian access, via sidewalks, trails or bicycle lanes, to those sites. A diversity of park styles is recommended. Neighborhood parks typically include unlit field space, court games, a playground, and small picnic areas. Please reference the CORP for neighborhood park recommendations.

The Village will ensure coordination of parkland siting decisions to ensure that, where needed, larger parks can be assembled from more than one landowner, through the use of parkland dedication fees, by planning for future parks on and near ownership parcel boundaries, and through Village purchase where necessary.

To the extent practical, the siting of the parks will be in conjunction with natural areas. In addition, the Village will pursue opportunities to acquire undeveloped open space, or encourage neighborhood/homeowner association ownership and maintenance of areas, which would remain available for passive uses, as opportunities present themselves. These natural areas include the environmental corridor on the north side of the Village, the Yahara River corridor, and areas with native vegetation.

5. *Plan for a New Community Park/ Recreation Facility*

The Village intends to plan for a large community park/recreational facility on undeveloped land in or near the Village. Fireman's Park has been the Village's primary community park. As the Village continues to grow and the popularity of community park events (such as the softball tournaments) expands, the viability of the Fireman's Park location to function as the

community's primary active recreation park needs to be evaluated. Sites were evaluated during the CORP planning process, based on the following criteria:

- Parcel size should be at least 30 - 40 acres
- Possible facilities may include athletic fields, shelters and picnic facilities, restrooms, play structures, dog exercise area, skate park, indoor multi-use space, and off street parking lots.
- Location should promote safe community access via multiple modes (bike, car, walking).
- There should be potential for combining the park with a long-range school site.



Other factors that will be considered in selecting a community park site include:

- Relative acquisition costs
- Location and accessibility from population centers
- Ability to provide utilities and services
- Centrality to the community
- Conflicts of uses surrounding the area
- Relationship to natural greenspace systems
- Ecological impacts of park development

The Village will partner, as possible, with the DeForest Area School District and Town of Windsor on discussions of a community park facility, and explore opportunities for joint park facilities.

#### 6. Assure a High-quality Supply of Groundwater

The Village will take the following steps to protect public health and groundwater resources:

- *Establish wellhead protection areas and limit the types of land uses and activities within them.* The Village will consider adopting a wellhead protection plan and pay careful attention to land uses around municipal wells.
- *Develop contamination contingency plans for accidental spills.* Wisconsin Statutes require that spills of hazardous materials be immediately reported and cleaned up to protect Wisconsin citizens and resources. WisDNR Regional Spill coordinators work with local emergency planning agencies and fire departments on spill response issues.
- Promote on-site water infiltration, such as stormwater basins, bioretention areas, drainage swales) through best management practices (BMPs). The Village intends to encourage developers to incorporate BMPs in new developments to protect water quality and set examples for innovative BMPs on its own facilities and sites.

- *Limit the use of salt on roads*, and locate and manage snow and salt storage areas to avoid ground and surface water pollution.

7. *Coordinate with the DeForest Area School District*

To make sure it has a voice in community decision-making, the Village will continue to encourage including a representative from the DeForest Area School District on the Planning and Zoning Commission. The School District should be included on any discussions or initiatives intended to control the pace of development.

As the community grows, the location of future school sites will continue to be an important planning issue for the Village and the District. School siting decisions will be influenced by the locations of new neighborhoods. The ease of access and availability of safe transportation routes should also influence siting decisions. Over the planning period, the District forecasts that two new elementary schools will be necessary (one in the short term), as well as expansion of the middle school and high school. Expansion of these facilities may be challenging given the location of school athletic fields. If expansion occurs, alternative playfields and practice sites will be needed. The only existing school facility that currently has room for expansion is the Windsor Elementary School, which has about 80 acres of District owned vacant land adjacent to it.

Discussions may include, for example, a school site in the Conservancy Place neighborhood, between South Street and Innovation Drive, River Road and CTH CV. This would provide a neighborhood school in walking distance from planned residential neighborhoods on the west side of the Village. The recreational space associated with the school may second as a park. As residential growth occurs in the southern part of the Village and Windsor, it will also be important to identify another school site to serve those residents.

Finally, the Village encourages the School District to prepare a long range facilities plan to forecast facilities needs based on the current development activity, population growth, neighborhood turnover, and student enrollment trends to evaluate options for attendance area boundaries and school siting, construction, and/or expansion. This plan could also incorporate programmatic discussions to determine how grade cohorts are distributed. This is especially important considering the anticipated needs for an elementary school in the near term, high school and middle school expansions within the planning period, and potentially another new elementary school by 2025.

8. *Develop a Technology Master Plan*

Communities across the country are recognizing the importance of wireless and high speed internet access to quality of life for residents, and as an economic development tool to attract and retain technology-based employers and employees.

The Village may work with private utility companies to develop a Technology Master Plan for the DeForest area. A Technology Master Plan would study what the current and emerging technology needs are, and identify how to most efficiently provide these services. One purpose is to form a telecommunications “fiber ring” around the Village, including the industrial and office/business parks, schools, and libraries. A public utility may conceivably be established to build and manage this type of system.

The Village may also consider creating a publicly accessible wireless fidelity (wi-fi) network. A planned system that covers the City of Madison and the Dane County Regional Airport could potentially be expanded to include the Village of DeForest. The Village should enter

discussions with the City to explore an extension of this service, or investigate alternative strategies toward providing wi-fi service. Emergency service antennas are one structure to which wi-fi facilities can be attached.

The Village may also consider revising the land division ordinance to include provision for installation of high-technology communications infrastructure, such as fiber optic lines, in new subdivisions.

9. *Incorporate Additional Standards for Telecommunication Facilities*

Telecommunications facilities (e.g., cell towers) have the potential to detract from the community character of the DeForest area. The Village zoning ordinance will likely be amended to support co-location of multiple antennas on a single tower and the use of alternative support structures such as silos, light poles, billboards, electrical poles, and other tall structures in locations that are favorable to preserving the area's character. Also, facility locations that maximize the screening of the tower structure through topography or vegetation will be established as the preference.

10. *Generally Follow the Timetable Shown in Figure 18 to Create, Expand or Rehabilitate Community Facilities and Utilities*

*Figure 18: Timetable to Improve or Enhance Utilities and Community Facilities*

<i>Utility or Facility</i>	<i>Timeframe for Improvements</i>	<i>Recommended Improvement</i>
Water Supply	2009	Build wellhouse #5 and connect well #5 to south system
	2009	Complete and adopt wellhead protection program
	2010-2011	Establish a water system connection between the north and south systems via a 12 to 16 inch water main
	2010-2015+	Explore new tower(s)/reservoir(s) as may be required
	2015-2020	Establish full loop (out and back) between north and south systems
Sanitary Sewer	2009-2015	Continue coordination with MMSD regarding wastewater treatment capacity
	2009-2015	Extend interceptors as necessary and cost feasible to serve development
Solid Waste Disposal	2009-2010	Consider waste-reduction education programs and automated collection as ways to increase efficiency and sustainability
Stormwater Management	2010-2012	Update stormwater management plan, ordinance, and/or utility
Police Protection	2009-2010	Prepare a concept plan for future building and site expansion, perhaps linking facility to Village Hall building; implement plan over time as appropriate
	2015-2020	Explore potential development of a satellite station in the southern part of the Village, perhaps in conjunction with Fire/EMS
Fire Protection and EMS Services	2009-2010	Conduct a long range facilities needs study that determines Department needs for new/expanded facilities, sleeping quarters, etc. based on District expansion, regional development trends, cost feasibility, and access to Highway 51

Utility or Facility	Timeframe for Improvements	Recommended Improvement
	2009-2015	Continue implementing vehicle replacement policy
	2009-2010	Explore strategies to address volunteer shortage, including potential for full time chief
	2009-2010	Consider level of service increase from basic to intermediate in conjunction with district development projections
Village Administration	2009-2010	Prepare concept plan for long-range facility and site expansion; implement as appropriate
	2015+	Investigate need for additional or expanded Village facilities
Medical Facilities	2009-2030	Encourage new medical clinics as needed
Public Services Building	2015-2020	Conduct study and space needs assessment for a new/expanded Public Services Building to serve public works, parks and recreation, streets, utilities, and property maintenance
Library	2009-2015	Library should be adequate to meet planning period needs
Community Center and Related Facilities	2009-2012	Explore opportunity for a recreational complex, with private sector leadership
Community Center and Related Facilities	2010-2015	Explore opportunities for a youth center, possibly with a multi-jurisdictional board, the Youth Council, and/or run through the DeForest Area School District
Schools	2009-2010	Work with School District to plan for new elementary school, perhaps in conjunction with Village park space
	2009-2010	Cooperate with School District on a long range facilities needs and programming study, if desired by District
	2015-2020	Work with District to plan for expanded high school/middle school
	2015-2020	Work with District to plan for another new elementary school
Park & Recreation Facilities	2009-2015	Implement Comprehensive Outdoor Recreation Plan (CORP) for Village; update every five years (next update: 2011)
	2009-2015	Implement recommendations of CORP, focusing on a new community park and redevelopment of Fireman's Park as early priorities
Telecommunication Facilities	2009-2010	Consider Technology Master Plan and implement; may be focused around new Tax Increment Financing districts
Cemeteries	2009-2015	Private parties will add to cemetery land as needed
Child Care Facilities	2009-2015	Area child care facilities are projected to expand to meet needs, serving new development and employment areas

Map 6: Utilities and Community Facilities



# Chapter Six Housing and Neighborhood Development



BluePrint DeForest  
Village of DeForest Comprehensive Plan



This chapter of the *Plan* 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 of DeForest.

The Housing and Neighborhood Development chapter establishes goals, policies, and programs to assure that there is an adequate supply of residential development sites to meet present and future demand for housing. The policies also address the need for DeForest to require high-quality neighborhoods and to phase housing developments to ensure that the rate of development does not outpace the ability of the Village and School District to provide needed infrastructure and services to support the growth.

### Housing and Neighborhood Development Recommendations Summary

- Require that the balance of housing types in new developments reflect the Village’s historic housing mix.
- Develop a residential growth phasing plan to ensure that housing does not outpace the ability to provide utilities and services, particularly school district and transportation system capacity.
- Encourage “planned neighborhoods” that incorporate logical connections, natural area and recreational space, commercial and services opportunities, schools, and pedestrian facilities.
- Encourage high-value residential housing as a strategy for business recruitment and boosting the Village’s tax base.
- Enforce high-quality design standards for multiple family housing.
- Support provision of affordable housing for the Village’s elderly, young families, and workforce.

## A. Housing Framework

This section describes the characteristics of the Village’s housing stock including type, value, occupancy status, age and structural condition. This section also provides projected housing demand in the Village and describes housing development and rehabilitation programs available to Village residents.

### 1. Existing Conditions

Given the strong growth of the Village, it is not surprising that the majority of the housing stock was constructed after 1980. Only twenty percent of the Village’s current housing stock was constructed prior to 1970.

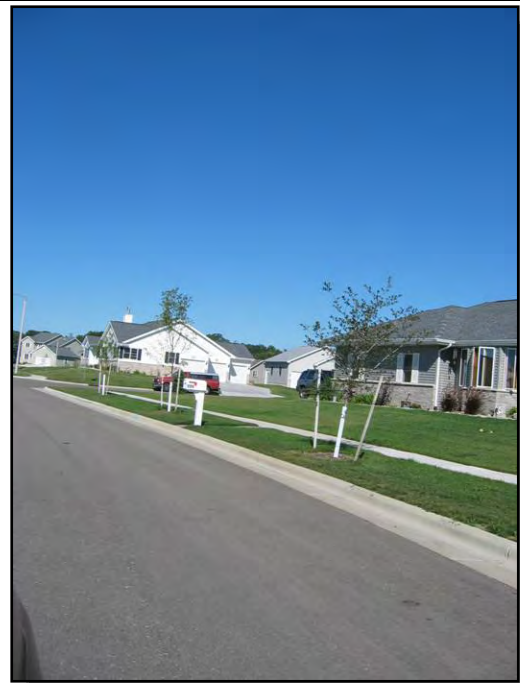


Figure 19: Age of Housing Stock

Period Structure Built	# of Structures Constructed	Percent
1939 or earlier	151	5%
1940-1959	204	7%
1960-1969	229	8%
1970-1979	567	20%
1980-1989	558	20%
1990-1994	489	17%
1995- 1998	322	11%
1999-2003	357	12%

Source: Census 2000 and Village Building Permit Data

#### Housing Type and Tenure

The 2000 Census also indicates that the majority of housing in the Village (61%) are single-family detached structures. This trend continues as 69% of units constructed from 2000-2002 were single family-detached. As is expected with predominately single-family detached housing, Village housing is predominately owner-occupied (72%).

Figure 20: Housing Structure Characteristics

Units in Structure	Number of units	Percent
1-unit-detached	1,662	61
1-unit attached & 2 unit	597	21.9
3-4 units	278	10.2
5-9 units	71	2.6
10-19 units	24	0.9
20 or more units	93	3.4

Source: Bureau of the Census, Census 2000

Figure 21 indicates that current housing development is predominantly at the smaller end of the lot range. While lot size is only one measure of housing value, the history of the Village is that subdivisions with lots predominately in the 7,000-10,000 square foot range tend to be starter homes. DeForest continues to be one of the most affordable Dane County communities, attracting many first-time homebuyers.

Figure 21: Available Single Family Residential Lots

Zoning	Minimum Lot Size	Number of lots in Active Subdivisions*
RN-2A/R3	7,000	14
RN-2/ R2	10,000	368
RN-1	12,000	161
RE-2/ R1	15,000	17
RE-1	22,000	0

\*Village of DeForest data February 2004; not inclusive of all existing subdivisions.

### Housing Value and Rent

The median owner-occupied housing value in the Village in 2000 was \$136,700 compared to a county median of \$146,900. DeForest values were also lower than comparable Dane County communities. This lower valuation can result in higher mill rates for similar services.

Figure 22: Comparative Median Housing Values, 2000

Village or City	Median Housing Value
DeForest	\$136,700
Verona	\$161,500
Waunakee	\$175,300
Oregon	\$146,000

Source: Census 2000

Of those properties that are owner occupied, 87.8% are mortgaged, with a median monthly mortgage payment of \$1,213. Using the banking industry measure of income spent on housing costs, Village homeowners fare well; fully 68.2% of Village homeowners spend less than 25% of their income on home ownership costs, while renters are more likely to spend a higher percent of income on housing costs (only 53.4% of renters spend less than 25% of income).

Figure 23: Residential Assessments, 2003

2003 Assessment (\$)	Number	Percent
Less Than 100,000	80	3%
100,000-150,000	1,086	47%
150,000-200,000	804	35%
200,000-250,000	237	10%
250,000-300,000	75	3%
300,000-350,000	17	1%
350,000-400,000	3	0%
400,000+	1	0%
TOTAL	2,303	
<b>Median Value</b>	<b>\$149,600</b>	

Source: Village of DeForest Assessment Report

### Senior Citizen Housing

Over the past ten years, several senior citizen developments have been constructed in the village. As Figure 24 illustrates, the majority of the senior units are market rate, with a few subsidized developments. Many communities have encouraged development of 55+ communities as a means of decreasing demand on school services. While it is true that these developments do not add to the need for new school facilities, they do have higher than average EMS service needs.

Figure 24: Senior Citizen Developments

Facility	Units	Restrictions
Senior Apartment Complex	32	HUD Subsidized (30% agi)
DeForest Elderly Housing	20	HUD Subsidized (30% agi)
Summerhill Complex	8	HUD Subsidized (30% agi)
Williamstown Bay	36	Income Restricted
Jefferson Square	62	Age Restricted
Springbrook	70	Age Restricted
Harbor House	24	Alzheimer's/dementia
Golden Years	16	Age Restricted
Homestead Living	4	Age Restricted
The Carrington	16	Age Restricted
Total	288	

Source: DeForest Housing Authority

#### Low-Moderate Income Housing

In addition to the senior developments, the DeForest Housing Authority manages four two-bedroom duplexes that receive Section 8 Vouchers and Dane County Housing administers Section 8 vouchers for an additional 29 units within the Village. According to WHEDA, there are five federally subsidized housing establishments offering about 90 low-income and/or elderly housing units in the Village.

#### 2. Existing Housing Programs

The State of Wisconsin's "Smart Growth" legislation requires that the Village provide a range of housing choices that meet the needs of persons of all income levels, age groups, and special needs. This section identifies specific programs available to the Village of DeForest that promote such housing.

In 1998, 43 Dane County communities, including the Village of DeForest, joined together to establish the Dane County Community Development Block Grant (CDBG) program. This new partnership was recognized by the U.S. Department of Housing and Urban Development (HUD), allowing Dane County to receive CDBG funds on an annual basis for housing, economic development, and community service initiatives that benefit low- to moderate-income residents. Approximately \$1 million annually in CDBG funds are available for eligible projects in participating communities. Eligible projects related to housing include rehabilitation, minor home repair, handicapped accessibility modifications, down-payment assistance for first-time homebuyers; and housing education, training and counseling.

Other housing programs available to Village of DeForest residents include 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.

## B. Housing and Neighborhood Development Goals, Objectives, and Policies

The following goals, objectives, and policies will ensure that there continues to be an adequate supply of housing and residential building sites to meet projected demands and the desired mix of housing. The policies are further intended to address the need to develop quality neighborhoods by phasing housing construction in a manner that does not overburden or outpace the ability of the Village and School District to provide services and infrastructure.

1. *Housing and Neighborhood Development Goal*  
Provide a variety of housing types, densities, arrangements and costs to promote a desirable living environment for all residents.
2. *Housing and Neighborhood Development Objectives*
  - a. Promote high quality residential development that enhances existing neighborhoods.
  - b. Provide a range of housing types to address the demands of various age groups, household types, income levels, and those with special needs.
  - c. Maintain home ownership versus rental as the preferred form of tenancy in the Village.
  - d. Encourage infill development to enhance existing housing types in the surrounding neighborhood.
  - e. Encourage a mix of housing types in all neighborhoods.
  - f. Accommodate and promote the upper-end housing market to help with business recruitment and boost the Village's residential tax base.
  - g. Encourage the concept of neighborhoods connected by parks, schools, and other neighborhood facilities and served by full urban services, including sanitary sewers and public water within convenient access to community facilities, employment centers and transportation routes.
  - h. Enforce ordinances and design guidelines that require superior architectural quality, sufficient landscaping and buffering, and a high level of amenities for new neighborhoods and other housing developments.
  - i. Encourage well-designed neighborhoods, oriented towards pedestrians and well-served by sidewalks and bicycle routes.



3. *Housing and Neighborhood Development Policies*
  - a. Guide new housing to areas within the Village with convenient access to commercial and recreational facilities, transportation systems, schools, shopping, jobs, and other necessary facilities and services.
  - b. Implement a residential growth phasing program to ensure that housing supply is consistent with the capacity of community utilities and services, particularly the School District and transportation systems, stormwater management, and law enforcement services.
  - c. Encourage a housing balance in new neighborhoods that promotes primarily owner-occupied housing, yet provides opportunity for rental housing.
  - d. Require that the development of new neighborhoods comply with the Village's historic housing mix, in order to maintain the character of the community while allowing for housing choice. Within continuous areas designated as "Planned Neighborhoods" on the Future Land Use map (Map 9), seek a housing mix where not less than 65% of all housing units are in single family detached residences, with desired a maximum of 15% of units in two-family dwellings and 20% of units in multiple family dwellings (3+ units per building, regardless of occupancy). For two-family and multiple-family units, seek to maximize the percentage of such units that will be available for owner-occupancy. For single family units, seek a mix of lot sizes.
  - e. Plan for multiple-family developments in parts of the Village where streets and sidewalks can handle increased volumes of traffic; there are adequate parks, open space, and shopping facilities existing or planned; and utility systems and schools in the area have sufficient capacity. Disperse such developments throughout the Village, rather than planning for large developments in isolated areas.
  - f. Do not approve development of unsewered residential subdivisions, with the exception of areas designated on the Future Land Use Map as Single Family Residential-Rural.
  - g. Encourage the careful planning of new neighborhoods to protect environmental resources, improve the creativity of site planning and design, and provide more effective Village control over the design, density, and character of new developments. Planned Neighborhoods can be accommodated in the Village's Planned Unit Development (PUD) zoning district, or through specified zoning districts once a detailed neighborhood plan has been agreed to.
  - h. Require that new neighborhoods follow the Planned Neighborhood Design Guidelines presented in the Land Use Element, Chapter Eight of this *Plan*.
  - i. Design new neighborhoods to encourage resident interaction and create a sense of place. Design techniques include an interconnected street network; complete sidewalk networks; accessible and visible parks, trails, and other gathering places; houses oriented to the street and not dominated by garages; modest street pavement widths and street trees; stormwater management systems integrated into the neighborhood design concept; and proximity to shopping and services to meet day-to-day needs.
  - j. Require residential developers and builders to complete development and provide infrastructure improvements, including parks and streets, in partially developed existing subdivisions prior to platting new development areas or additions.
  - k. Require developers to help fund safe and efficient pedestrian and bicycle access between residential neighborhoods and nearby parks and schools.

- l. Require developers to pay for or finance all on-site improvements and contribute proportionately to off-site improvements, such as street upgrades and regional stormwater facilities.
  - m. Support programs to help maintain and rehabilitate the Village's existing housing stock, such as adopting the International Property Maintenance Code in order to ensure older housing stock is maintained.
  - n. Restrict housing development below the flood plain elevation and explore feasibility and methods of flood protecting existing residences below the flood plain elevation.
4. *Housing and Neighborhood Development Programs and Recommendations*  
Building off of some of the policies listed above, the following are more detailed programs and recommendations to promote high-quality housing and neighborhoods in DeForest:

#### Prepare a Residential Growth Phasing Plan

Managing the pace of housing development will continue to be a challenge over the twenty-five year planning period as growth pressures continue. A pace that is too quick can strain public facilities and services, including schools, transportation facilities, and utilities. It can also become more difficult to assure that quality remains high, as workload on local officials and staff is increased further. Finally, residential growth that is too rapid can challenge and in some cases overwhelm the character of the community.

In response to these concerns, several communities in Dane County area have adopted residential growth phasing programs. For example, McFarland has self-imposed geographic limits on lands it will annex and approve residential developments over, based on five-year phasing increments. Each five-year increment is based on its comprehensive plan and logical utility service areas. Verona and Waunakee each limit the number of new lots that may be created each year, both on a community-wide basis and within each separate residential subdivision.

Following adoption of this *Comprehensive Plan*, DeForest will begin discussing preparation of a Residential Growth Phasing plan or program. The 20-year growth boundaries suggested by the Future Land Use map, plus 5-year growth projections included in the Issues and Opportunities and Land Use chapters, could be the bases for this discussion. Potential options include:

- Solidifying interim (e.g., 2010, 2015, etc.) growth boundaries, beyond which annexation and residential development approvals could not occur until the appropriate year had passed. These could be based on growth projections and logical utility and road service areas.
- Specifying maximum numbers of residential lots that could be created in the Village on an annual basis, or possibly residential building permits issued.
- Continuing to limit and possibly further restrict the numbers of new lots created per year within larger subdivisions, which could be accomplished through development agreements.
- Potentially providing flexibility in whatever phasing program is selected (if any) to those developers who meet certain key goals of this *Plan*.

#### Enhance Design Standards for Multiple Family Housing

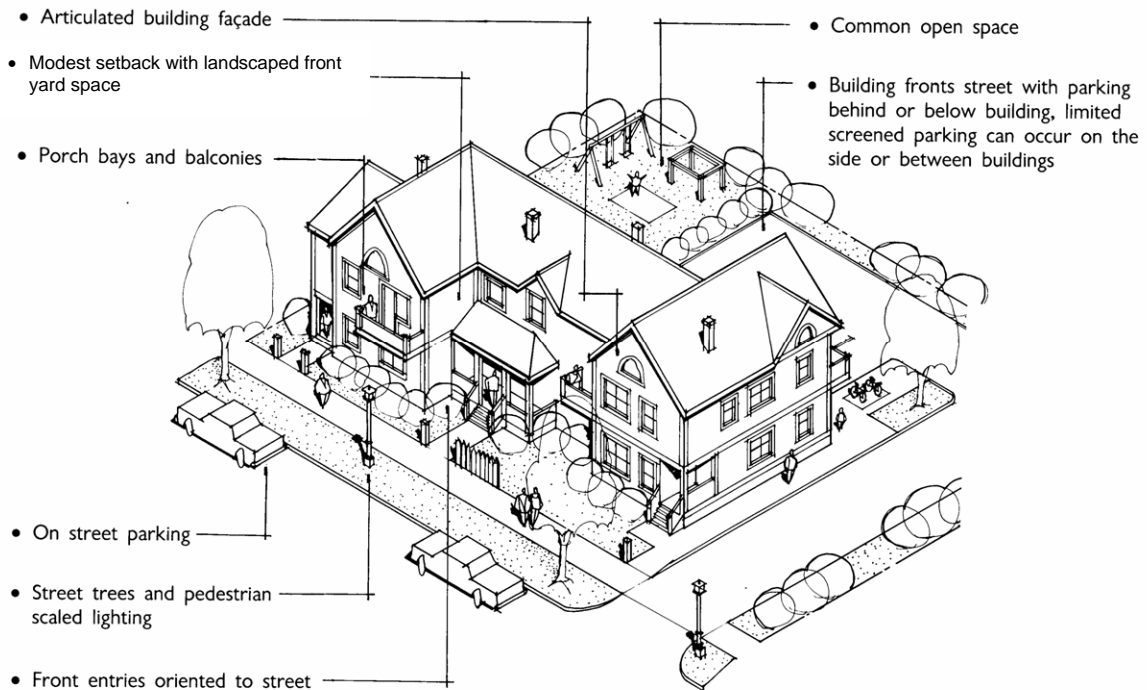
Multiple family housing provides options for the elderly, younger residents, and workforce of many Village businesses. However, such projects often cause community opposition. In

some cases, this is because such projects have been poorly and cheaply designed. The Village intends to enhance its zoning ordinance with detailed design guidelines for all new or expanded multi-family residential developments and enforce them during development review processes. The following guidelines and Figure 25 provide a foundation, and may be used on development projects whether or not new standards are included in the Zoning Ordinance:

- Incorporate architectural design that fits the context of the surrounding neighborhood, and the Village's overall character. Adjacent to single-family residential areas, encourage layouts where buildings appear as a grouping of smaller residences.
- Within and near the downtown, promote building materials, designs, scale, and setbacks that are compatible with the surrounding historic character.
- Use brick and other natural materials on building facades. Avoid monotonous facades and box-like buildings. Incorporate balconies, porches, garden walls, varied building and facade setbacks, varied roof designs, and bay windows.
- Orient buildings to the street with modest front yard setbacks, bringing street-oriented entries close to public sidewalks to increase pedestrian activity. Include private sidewalk connections.
- Locate parking, dumpsters, and other unattractive uses behind buildings. In-building or underground parking is highly encouraged.
- For parking lots and garages, (a) locate garage doors and parking lots so they are not the dominant visual element; (b) screen parking areas from public view; (c) break up large parking lots with landscaped islands and similar features; (d) provide direct links to building entrances by pedestrian walkways physically separated from vehicular movement areas; (e) large parking garages are undesirable, but where necessary, break up facades with foundation landscaping, varied facade setbacks, and recessed garage doors; and (f) In-building or underground parking is generally preferred.
- Provide generous landscaping of sufficient size at time of planting. Emphasize landscaping (a) along all public and private street frontages; (b) along the perimeter of all paved areas and in islands in larger parking lots; (c) along all building foundations; (d) along yards separating land uses which differ in intensity, density, or character; (e) around all outdoor storage areas such as trash receptacles and recycling bins (also include screening walls in these areas); and (f) around all utility structures or mechanical structures visible from public streets or less intensive land uses.
- Provide on-site recreational and open space areas to serve the needs of residents.



Figure 25: Desired Multiple Family Residential Project Layout



Consider an Anti-Monotony Ordinance for New Village Neighborhoods

The Village supports a variety of housing styles, materials, and colors in new residential neighborhoods. Housing variety makes for more interesting neighborhoods that tend to retain their value over time.

Too often in growing communities, housing material, color, and style choices are very limited in new neighborhoods. To combat this trend, many communities have adopted “anti-monotony” provisions into their zoning ordinances. These types of provisions limit the construction of identical—or very similar—houses within a certain distance of one another. The sidebar includes an example of general anti-monotony ordinance provisions for a suburban community outside of Milwaukee. That ordinance includes more detailed provisions and definitions as well.



The Village will consider inclusion of anti-monotony housing provisions in its zoning ordinance, in consultation with residents, developers, and home builders.

Support Provision of Affordable Housing

The availability of affordable housing that accommodates groups such as the Village's workforce, elderly and young will be an ongoing and increasing challenge in the Village area, as more high-end homes are planned for. The demand for housing overall will increase as a

result of improved highways and other infrastructure, good schools, proximity to the expanding Madison area, and the area's high quality of life. At the same time, community members have expressed clear desires to manage the pace of housing development, planning for Village expansion within defined growth boundaries. These desires are intended to preserve the character and quality-of-life in the community, and are reflected throughout this *Comprehensive Plan*.

To provide for affordable housing in this environment, no single strategy will suffice. Instead, a multi-pronged approach is advised, which includes the following components:

- *Allow high-quality multiple family housing:* Higher density housing that complements the character of the existing Village can be an important component of the affordable housing stock. This includes both renter-occupied and owner-occupied (e.g., condos, townhouses) options. Too often, resistance to higher density housing is a result of poor design that does not reflect the character of the surroundings or is of low-quality that becomes worse over time. Standards suggested earlier in this chapter are intended to address some of these types of concerns.
- *Revisit public improvement standards:* Excessive public infrastructure standards can drive up housing costs. Village standards for new streets may be unnecessarily wide (they generally require that new street widths match or exceed existing street widths). In addition to increasing development costs, this tends to increase traffic speeds and decrease a sense of place in a neighborhood. Narrower streets safely accommodate traffic, parking, and emergency service needs in mainly single family neighborhoods. The Village should consider revisiting street width standards, as described more completely in the Transportation chapter.

Example of General Anti-Monotony Provisions  
(Grafton, WI)

“No two single-family dwellings of similar front façade shall be repeated on any abutting lots or within five lots on either side of the street on which the dwellings front, including lots which are directly across the street from one another. Front facades shall be deemed to be similar when there is no substantial difference in roof lines; no substantial change in windows of either size, location, or type; and no substantial change in the color or kind of materials.”

- *Promote the maintenance of older neighborhoods:* The existing housing stock is an important component of the affordable housing supply, if housing is well maintained. The Village will explore greater use of programs like CDBG to 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. Finally, as part of its downtown revitalization program, the Village has made available the retention and conversion of upper story spaces into housing.



- *Support programs to provide new affordable housing:* Several State and federal programs exist to help provide affordable housing for low and moderate income residents, who make up a good portion of the area's workforce and retirees. These may be administered or advanced through local housing or community development authorities. 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 supports appropriate use of such programs to increase the supply of affordable housing for people who are often not accommodated through the private market operating independently.





# Chapter Seven Economic Development



BluePrint DeForest  
Village of DeForest Comprehensive Plan



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

Many factors contribute to the economic development of a community, many of which extend far beyond the community's boundaries. This chapter was prepared with a regional perspective that views that Village as part of a broader regional economic system.

### A. Economic Development Framework

This section details economic development characteristics of the Village of DeForest. Employment and labor force data is summarized in Chapter Two.

#### 1. Labor Force Analysis

As of 2000, the Village of DeForest had 4,266 persons in its labor force; that is, the population either employed or available for work (includes those in the military, employed, unemployed, or actively seeking employment). Of those persons 16 years and over, 48.6% were female, 51.3% were male. The Village labor force is predominately employed in "white-collar" occupations (see Figure 27).

The Village population aged 16 and over was 5,284 according to the 2000 Census, approximately 81 percent of these were engaged in the labor force. The Village had a higher labor force participation rate than Dane County (75%) and the state as a whole (69%).

The Village also has higher labor force participation rates for females (76.5%, 71% and 64% respectively). The high labor force participation rate means there are fewer individuals to pull

### Economic Development Recommendations Summary

- Capitalize on DeForest's superior regional location as an economic development driver.
- Direct non-farm commercial and industrial development to the Village and to other areas with urban services.
- Partner with the Chamber of Commerce and others on a collaborative economic development and retention strategy.
- Assertively pursue continued revitalization of the downtown, and a new emphasis on redevelopment in the "DeForest South" area.
- Provide for new and expanded business, office, research, and industrial parks, with a goal of better matching local jobs to the Village's resident workforce.
- Expand shopping, restaurant, and lodging opportunities in the DeForest area.
- Improve and enforce site and building design standards to ensure consistently high commercial and industrial development quality.
- Create economic development strategies built around new and expanded uses and marketing of agricultural products.



into the workforce from the immediate area for potential new employers. The high labor force participation rate means the DeForest residents find it easier to find employment than the norm, possibly due to education and technical knowledge.

Residents of DeForest are well educated, with 92.1% of the population completing high school or higher, and 24.7% holding a bachelor's degree or higher. Additionally, the Village boasts a graduation rate of 99.5% as compared to the statewide average of 90.8%.

Figure 26: Educational Attainment (25+ years)

Attainment Level Population 25 years and over	Village of DeForest (%)	Dane County (%)	State of Wisconsin (%)
Less than 9 <sup>th</sup> Grade	2.0	2.9	5.4
9 <sup>th</sup> - 12 <sup>th</sup> Grade, No Diploma	5.9	4.9	9.6
High School Graduate	33.5	22.3	34.6
Some College, No Degree	23.2	20.3	20.6
Associate Degree	10.8	8.9	7.5
Bachelor's Degree	18.8	24.8	15.3
Graduate /Professional Degree	5.9	15.8	7.2

Source: U.S. Census Bureau, Census 2000

Figure 27: Occupation and Labor Force (Population 16 and Over)

Occupation	Number	Percent
Management, Professional, and Related Occupations	1,250	30.0
Service	596	14.3
Sales and Office	1,190	28.5
Farming, Fishing, and Forestry	25	0.6
Construction, Extraction, and Maintenance	470	11.3
Production, Transportation, and Material Moving	639	15.3

Source: U.S. Census Bureau, Census 2000

Figure 28: Class of Worker

Class of Worker	Number	Percent
Private Wage and Salary	3,407	81.7
Government	554	13.3
Self-employed in own un-incorporated business	177	4.2
Unpaid family workers	32	0.8

Source: U.S. Census Bureau, Census 2000

## 2. Commuting Patterns

The average time DeForest residents spent getting to work was 27.6 minutes, indicating a significant amount of commuting outside of the community for work. 87.6% of commuters traveled alone to work, while only 6.3% carpooled. In addition to commutes into Madison, commuting patterns include inter-suburban trips, such as DeForest to Sun Prairie or Waunakee. A substantial number of workers commute into the Village from other communities. Overall, the pattern suggests a predominantly “white collar” resident base in DeForest combined with mainly “blue collar” jobs actually available in the community.

## 3. Economic Base Analysis

The Village of DeForest has several large distribution and manufacturing facilities, but most area businesses have fewer than 25 employees.

Figure 29 indicates the largest employers in the area. In addition to business and industry, the DeForest Area School District employs approximately 425 persons.

Figure 29: Major Private Sector Employers

Employer	Product or Service	Number of Employees
American Breeders Service Global	Supplier of bovine genetic and related animal care products	153
Ball Corporation	Manufacturer of beverage and food containers and supplier of aerospace technologies and services	170
Clack Corporation	Manufacturer of custom plastic molding and water-treatment components	190
DEMCO Supply, Inc	Mail-order wholesaler of school and library supplies	125
EVCO Plastic	Manufacturer of injection molding for medical, electronic and small appliance parts	300
Neesvig Purveyors, Inc.	Food wholesalers	85
Pleasant Company	Distribution facility for American Girl products	70
Walgreens Distribution	Regional distribution facility	1,100

Source: Village Survey, 2002

The Village has made a concerted effort in the past several years to diversify its economy and increase the share of commercial tax base in the community. As indicated in Figure 30, the Village has been successful in this respect.

Figure 30: Historical Equalized Value Breakdown

Year	Commercial/ Manufacturing	Residential
1994	15%	84%
1998	19%	80%
2003	33%	67%

Source: Virchow Kraus Community Merger Fiscal Analysis January, 2000 and WI Department of Revenue 2003 Statement of Assessment.

#### 4. Existing Economic Development Focus Areas



##### Downtown

DeForest has been involved with a major, multi-year downtown redevelopment effort. A survey done in 1994 indicated that downtown revitalization and the development of more retail in the downtown was a priority of residents. The Town Square project began in 1996 with a conceptual plan for a new downtown focus project southeast of Holum and Main Streets. A developer was brought on in 1998, when property acquisition and

environmental remediation was underway. There were several infrastructure improvements, and the municipal campus was being developed across the railroad tracks.

New building construction began in 2002. Full build-out of the four-building Town Square development features 68 apartments and 15,300 square feet of commercial space. A recent emphasis has been to fill that commercial space with an appropriate mix of uses. Additional revitalization and redevelopment activities are available in the downtown area. The Downtown Redevelopment Authority (DRA), created concurrent with the Village's establishment of its first Tax Increment Finance District, has purview over many of the downtown economic development activities.

##### Corridor Commercial Areas

Other existing retail areas are north and south of the downtown, along Main Street (CTH CV). There are several storefronts, including a grocery store, in a shopping center north of Vinburn Road on Main Street. More recent Main Street commercial development has extended south of Vinburn Road. There is also a significant amount of automobile oriented commercial development, primarily fast food restaurants, service stations, and newer hotels, at the interchanges of Interstate 39-90-94 and CTH V and STH 19.

##### Existing Industrial/ Business Parks and Site Availability

##### **DeForest Business Park**

As a part of the Village's tax incremental finance district, the DeForest Redevelopment Authority (DRA) developed a business park at the north end of the Village. The DeForest Business Park has been extremely successful in attracting manufacturing and distribution facilities including Firestone Building Products, Pleasant Company Distribution Facility, Metal Skills, Casperson Machining, and Cartonplast. The Park had only two lots remaining at the time this *Plan* was adopted. There are limited opportunities for expansion to the north.

**North Towne Corporate Park**

North Towne Corporate Park began as a private development and is now a joint venture with the Village of DeForest. Due to its excellent access to transportation (junction of Interstate 90-94-39/ Highway 51 and Highway 19) and Foreign Trade Zone designations, it has been successful in attracting warehousing and distribution facilities. Major businesses include Walgreen's Distribution Center, Neesvig Purveyors, Inc., Coca Cola, Pepsi, and Capitol

Warehousing. The park was under expansion at the time of writing, opening up an additional 115 acres in the 360 acre park. In addition, there is a 67 acre commercial site adjacent to North Towne (near the interchanges of Highways 51 and 19) that is slated for regional commercial development.

**EVCO Business Park**

The EVCO Business Park is home to EVCO Plastics, a worldwide producer of plastic injection molding, which started in the community in 1964. It is located southeast of the interchange of the Interstate and Highway V. The Business Park is home to the corporate headquarters with room for future expansions.

**Innovation Springs Business Park**

The Innovation Springs Business Park is a 97 acre area of the Conservancy Place Development, closest to the Interstate. The first phase of 20 acres is developed and ready for office and technology related businesses. The developer views the lack of an interchange in this vicinity as impeding the more rapid absorption of this space.



### 5. Brownfield Development

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.

The sites represented on the DNR database in the planning area include areas contaminated through spills, leaking underground storage tanks and other contamination sources that require long-term monitoring of the soil and water. Specific locations, property ownership information, and status of remediation efforts for these sites are available from the DNR. These properties may need special attention for successful redevelopment to occur. The locations of these environmentally contaminated sites were considered when making the land use recommendations in this *Plan*.

As a part of the downtown redevelopment efforts, there were several brownfield sites that have since been cleaned up and reused. Primarily the sites were former gas stations with underground tanks, but there was also some work done at the site of the former Village dump. The Village received grants from the state through the Department of Commerce Brownfield program as well as the Department of Natural Resources Site Assessment Grant programs. There are potential remaining opportunities for redevelopment of brownfield sites, many of which are likely located in the "DeForest South" area.

### 6. Agricultural Development

The agricultural tradition of the DeForest area has led to significant agricultural and bio-technology related development within and around the Village. Foremost, the area is home to many successful large-scale farming operations, which are critical to both the area's economy and character. In order to continue the success of this economic sector, it is necessary that large tracts of land are available to make agricultural practices feasible.

Additionally, ABS Global, a world-wide provider of bull semen, has its world headquarters in DeForest and has had several spin-off bio-technology companies as well. Expansion of companies producing and distributing bio-based products has also been important to the Village; for instance, Anamax Grease expanded its capacity to convert agricultural products to bio-diesel fuel. The Village is well-positioned to continue this growth in bio-based businesses.

## B. Village Economic Development Infrastructure

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### 1. Transportation

DeForest has unmatched transportation accessibility among Wisconsin communities. This is a vital economic asset.

The DeForest area has excellent highway access for business and industry. Located at the junction of Interstates 90, 94 and 39, Highway 51 and STH 19, and CTHs V and CV, and served by rail, the area is ideal for businesses that utilize overland shipping. Numerous interchanges also contribute the excellent accessibility of the area for economic growth.

DeForest is also within 10 miles of the Dane County Regional Airport. There are several sites within the area (including within the Village) included in a Foreign Trade Zone.

The area is served by Canadian Pacific Railroad and is therefore attractive to industries looking to use cost effective rail shipments. Two spurs from the main line serve the Village's industrial areas.

### 2. Communications

The Village has a license to provide local communications (CLEC) and has some infrastructure that could be used for providing high speed data services.

### 3. Public Utilities

The community is served by two public utilities, the DeForest Water and Sewer Utility and the Windsor Sanitary District #1, which serves some properties in the North Towne Corporate Park area. Recently, the Village Utility acquired the Token Creek Sanitary District Facilities, primarily to improve fire flows to the commercial/industrial area at Highways 19 and 51.

### 4. Social Infrastructure

The Village has several facilities that add to its social infrastructure including DeForest Area Public Schools, Community Senior Center, Library, DeForest Historical Society and Performing Arts Center (see the Community Facilities, Utilities, and Services chapter for detailed information).

### 5. Recruitment and Retention

In 2002, The DeForest-Vienna-Windsor-Burke (DVW) Growth Corporation implemented a survey of businesses in the manufacturing and distribution sectors. The Wisconsin Business Retention and Expansion Survey, done in conjunction with the Wisconsin Department of Commerce, collected information on business markets, growth and expansion plans, labor and management issues and community linkages, as well as made recommendations on how to continue to improve the local economy. The input was valuable and will be applicable to business development in all sectors. Figure 31, later in this chapter, highlights some strengths and weaknesses for economic development for the Village.

### C. Local Economic Development Funding Programs and Groups

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1. *Chamber of Commerce*

The DeForest Area Chamber of Commerce is an active association of individuals and businesses working toward furthering economic development in the region. In an effort to promote regional economic development, the Village worked with the DeForest Area Chamber of Commerce to hold an economic development visioning session in September of 2004, with a follow up meeting in February 2006. The results of these sessions are incorporated into the goals and objectives of this chapter. Participants included developers, government officials, area businesses, and citizens concerned with economic development in the region. The consensus of the group was that the region needs to work together with the Chamber of Commerce as the lead organization to promote a successful regional economy.
2. *Tax Incremental Finance District (TID)*

A funding mechanism available to municipalities, the Village has one TID that it has successfully used to develop the DeForest Business Park and to revitalize the downtown area. At the time of *Plan* drafting, the Village was exploring options to diversify its use of TID to promote new economic opportunities.
3. *Community Development Block Grant Loan Fund (CDBG)*

The Dane County Department of Planning and Development administers the County CDBG loan fund, which DeForest Area businesses have access to for creation or expansion.
4. *Chase Economic Development Loan Fund*

Created with monies donated by Mr. Fred Chase, the funds in this account are targeted for redevelopment including commercial revitalization, commercial start-up or expansion, and “face-lifts” on buildings within the downtown district.
5. *Industrial Development Agreement (IDA)*

The Village has an agreement with the developers of North Towne Corporate Park to invest in infrastructure to promote economic development in this area.
6. *Dane County Better Urban Infill Development (BUILD) Program*

The Dane County Better Urban Development (BUILD) Program aids in the preparation of redevelopment and infill plans of blighted, run-down, underutilized, or contaminated sites. The program assists communities in planning for the design and implementation of infill projects. BUILD projects are geared toward more efficient and effective utilization of existing infrastructure; encouraging the location of community services, jobs and shopping within neighborhoods; stabilization of neighborhoods, downtowns, and business districts; providing housing and jobs for low to moderate income people; promoting alternative transportation modes; and avoiding the pre-mature conversion of agricultural land.
7. *Alliant Energy Economic Development Efforts*

Alliant Energy’s Economic Development staff provides a variety of technical and consulting services to economic and community development organizations, including: information resources, site and building evaluation, marketing material development, community assessments, industrial marketing support, workforce development assistance.

## D. State and Federal Economic Development Programs

The Village has successfully partnered with the State on several of its economic development programs to develop the DeForest Business Park and redevelop the downtown area. This partnership has promoted economic development and improved the quality of life of the community and the Village will use all means available to continue this success.

1. *Public Facilities for Economic Development Grant (PFED)*  
This grant program assists with the construction of public improvements necessary to facilitate economic development programs. The Village was most recently awarded a \$256,000 PFED grant from the Wisconsin Department of Commerce to assist in construction of street and utility extensions for the Firestone Building Products Plant.
2. *Brownfield Assessment and Clean-up Grants*  
Wisconsin's Brownfield Initiative provides access to State and federal financial assistance programs government to encourage brownfield redevelopment through grants, loans, and tax incentives. The activities funded include preliminary site assessment and identification, property acquisition, clean-up and remediation, removal of underground storage tanks and containers, economic development, public facilities infrastructure improvements, large-scale physical development, rehabilitation, and demolition.

State resources are available through competitive grant programs administered through the Department of Natural Resources and Department of Commerce. Federal resources are primarily from the Environmental Protection Agency. The Village utilized a \$175,000 Brownfield Grant from the Department of Natural Resources to acquire and remediate properties within the downtown. The Village was awarded a \$20,000 Site Assessment Grant (SAG) from the Department of Natural Resources for testing and remediation of asbestos during a building demolition in the downtown redevelopment area.

3. *Wisconsin Business Retention and Expansion Survey*  
The Department of Commerce assisted the Village in the implementation of a business survey in 2002.
4. *Transportation Economic Assistance (TEA)*  
The Village has received two Transportation Economic Assistance grants from the Department of Transportation. The two grants, amount totaling \$450,000, were both used to extend railroad spurs to businesses in the DeForest Business Park (Firestone and Cartonplast). This program provides 50% matching funds for transportation projects that promote economic development through attraction and retention of jobs.

### Foreign Trade Zone

Several parcels located within the Village are part of the Dane County Regional Airport Foreign Trade Zone. Foreign trade zones are areas around a port of entry where goods can be imported without going through formal customs procedures. Customs tariffs can also be deferred until the products are sold. In a foreign trade zone, imported components are not taxed until they are assembled into a product and the finished product is sold.

The US Department of Commerce Foreign Trade Zones Board oversees the program. The US Customs office in Milwaukee audits imports.

5. *Industrial Revenue Bonds (IRBs)*  
The Village has authorized the use of Industrial Revenue Bonds by several interested businesses.
6. *Community Based Economic Development Program*  
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.
7. *U.S. Small Business Administration's Certified Development Company (504)*  
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.
8. *Other Wisconsin Department of Commerce Programs*  
The Wisconsin Department of Commerce administers several other financial assistance programs to communities to promote economic development by linking them to applicable programs within the Department of Commerce or other agencies.
9. *State Infrastructure Bank Program*  
The State Infrastructure Bank Program is administered through the Wisconsin Department of Transportation to provide revolving loans used by communities for transportation infrastructure improvements to preserve, promote, and encourage economic development and transportation efficiency, safety, and mobility.
10. *Freight Railroad Infrastructure Program*  
The Freight Railroad Infrastructure Program, administered by WisDOT, provides loans to businesses and communities for the rehabilitation of rail lines, pursuit of economic development, establish industry connections to the national rail system.

## E. Economic Development Assets

### 1. Economic Development Focus

This *Comprehensive Plan* must, under the Smart Growth law, “assess categories or particular types of new businesses and industries” that the Village desires. In order to do this, the Village must understand its economic development assets, and how to capitalize on those assets through identifying strengths and weaknesses.

DeForest’s economic assets are defined in large part by its exceptional position within the region. Map 9 depicts the major influences on DeForest and its economy. The intersection of transportation access, metropolitan growth demand, and natural and farmland resources will be the major drivers of DeForest’s economic health over the planning period.

Excellent access via Interstate 90/94/39, Highways 51, multiple major interchanges, and several state and county highways offers the Village opportunity for production for the Minneapolis, Chicago, and Milwaukee markets. At the time this *Plan* was prepared the Village had an industrial park at both the north and south ends of the Village, as well as a new office/research oriented area in the Conservancy Place area (Innovation Springs). Current economic activities are geared towards production and distribution. In addition, recent economic development in the Village has capitalized on the link to the region’s agricultural economy, through the promotion of bio-based products and technologies. The downtown area features a unique mix of retail and service oriented businesses geared toward the local community and tourism, to a limited extent. Recent redevelopment has positioned the downtown to attract new businesses.

The Village’s Future Land Use Map (Map 9) designates a sufficient number of sites and opportunities for the economic development focus of the Village to be satisfied over the 20-25 year planning period.

Figure 31: Village Strengths and Weaknesses for Economic Development

Strength	Weakness
Ability for existing businesses to expand at current sites (land availability) and vacant parcels/areas within the Village	Over half of the companies are headquartered elsewhere
Several companies have plans for plant modernization or upgrades	Tight labor market
Quality of school district	Housing costs
Location within the Madison Metropolitan Area and relationship with other metro communities	Cost of living and taxes
Interstate, highway, rail, and airport access is unmatched	Low supply of executive homes discourages business recruitment
Establishment of Foreign Trade Zone that includes a portion of “DeForest South”	Challenges related to provision of urban services, particularly in “DeForest South”
Opportunities to pair agriculture with emerging bio-ag, bio-economy, and tourist opportunities	Potential intergovernmental conflict in pursuing regional economic development directives
Intergovernmental cooperation to promote and attract new businesses and industry	Vacant commercial space in the downtown
Availability of programs to provide incentives for businesses locating in the Village, particularly the downtown	Reputation as distribution center only may impede office and research market

## F. Economic Development Goals, Objectives, and Policies

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The following goals, objectives, and policies attempt to capitalize on strengths and minimize weaknesses to advance the Village's economic development focus.

### 1. Economic Development Goal

Attract and retain businesses that capitalize on DeForest's regional position, enhance the Village's character and appearance, and strengthen and diversify the non-residential tax base and employment opportunities.

### 2. Economic Development Objectives

- a. Maintain or improve the ratio of business (commercial and industrial) to residential tax base of the community.
- b. Promote community serving commercial development that will meet the shopping, cultural, and entertainment needs of the residents of the DeForest area.
- c. Promote the development of commercial facilities serving a broader regional market
- d. Work to recruit businesses and industries that provide high paying jobs that more closely match the demographics of DeForest residents.
- e. Promote locations and incentives for office/research enterprise development, particularly bio- and agricultural-related enterprises.
- f. Promote regional economic development through cooperative efforts of all communities within the larger DeForest area.
- g. Provide sufficient business and industrial sites for the community to be competitive in attracting high quality businesses to the area.
- h. Actively support the continued revitalization of Downtown DeForest.
- i. Direct new business and industries to locations that will not adversely impact existing and planned residential neighborhoods.
- j. Discourage businesses and industries that would have environmental impacts that would negatively affect adjoining properties or otherwise degrade the environmental quality of the community.
- k. Consider use of Tax Increment Financing or other financial incentives and implementation tools to promote desirable new office/research type development as Village financial considerations allow.

### 3. Economic Development Policies

- a. Maintain the Main Street corridor as a "community-scale" shopping district serving primarily the needs of residents in the immediate DeForest and Windsor neighborhoods.
- b. Continue to revitalize Downtown DeForest as a specialty retail, service, and residential district that complements its existing scale and character and draws customers from a broader trade area.
- c. Encourage regional retail and commercial service development in the vicinity of the CTH V and Interstate 90/94/39, Highway 51 and 19, and Interstate and Highway 19 interchanges.
- d. Continue to enhance and beautify the streetscapes along major corridors and community gateways, particularly Highways 51, V, CV, DV, 19, and the Interstate.
- e. Encourage the redevelopment or rehabilitation of underutilized and deteriorated commercial properties, with a continued focus in the downtown area and a new focus on properties in need of redevelopment in the "DeForest South" area.

Map 7: Regional Influences



- f. Allow limited neighborhood convenience businesses in predominantly residential neighborhoods, provided such uses and structures are compatible with adjoining residential properties and serve primarily the needs of the surrounding neighborhood.
- g. Utilize the conditional use permit process to ensure environmentally responsible business development.
- h. Complete the marketing and development of the DeForest Business Park and the North Towne Corporate Park as the primary industrial parks in the Village.
- i. Coordinate planning and provision of utilities and other infrastructure to industrial sites in the Town of Vienna on the west side of the interchange in the Hickory Lane area.
- j. Support the development of Innovation Springs Business Park as a high-end business park housing office and technology users, and explore opportunities in other parts of the Village for office and research uses in exclusive environments that do not also allow general manufacturing and distribution uses.
- k. Require deed restrictions and protective covenants for all industrial and business park plats or land divisions. Deed restrictions, architectural guidelines, and restrictive covenants should be reviewed by the Village to assure high quality development.
- l. Require that new business or industrial development provides adequate separation and buffering between facilities and nearby existing or planned residential neighborhoods, while still encouraging the concept of live-work neighborhoods where neighborhood and site planning is high.
- m. Work with the DeForest Area Chamber of Commerce and other organizations to address the concerns and issues of area businesses to promote a healthy and vibrant business community.
- n. Continue to promote the Dane County Foreign Trade Zone to encourage companies that utilize international trade to locate in the DeForest area.
- o. Support multiple housing options to meet the needs of the DeForest business community, from “workforce housing” to executive housing.

## G. Economic Development Programs and Recommendations

### 1. Pursue Appropriate Retail Expansion Opportunities

Like many other communities in the area, there is a mismatch in the Village between the purchasing power of local households and the number of local establishments where purchases can be made. This results in a significant leakage of wealth from the community, and unnecessary and longer automobile trips as DeForest residents travel outside the community for much of their shopping, particularly to Madison. A greater quantity and variety of everyday retail shopping geared specifically toward the *local* market would help re-circulate local wealth while bolstering local tax revenues.



More local shopping and employment would also put less strain on regional roads resulting in less auto pollution and greater convenience.

Appropriate locations for future retail development are described more fully in the Land Use chapter and on Map 9.

To address concerns typically associated with large retail development, the Village has developed special requirements for large retail establishments (> 20,000 square feet) in its zoning ordinance. These are intended to ensure careful consideration of new proposals for large-scale retail uses. These ordinance amendments require a conditional use permit for all retail and commercial service buildings that exceed 20,000 square feet in area; employ building design standards that attempt to break-away from box-like appearance; and site design standards that minimize parking impact and promote street-directed building placement.

Other components of an ordinance addressing these large-scale retail uses could include a requirement for a community impact report to address social and economic impacts. The Village intends to enforce these requirements and explore new code language as necessitated by proposals in the area.

## 2. *Expand Link Between Agriculture and Consumers*

Wisconsin has historically been and remains a leader in the nation's agricultural economy. As the national movement to link consumers with local food producers gains momentum, DeForest is well-positioned to capitalize on it as an economic, farmland preservation, and community health initiative. The community could take advantage of the growing local food movement based on the volume of food grown and already produced in the area

Some direct marketing angles include:

- *Farmers markets*, which provide an outlet for locally-produced food, contribute to the local economy, and enhance a community's sense of place and downtown activity. A DeForest farmers market could be created in the downtown area. Fireman's Park in the downtown should be explored as a location for a local market. Programming and events that attract additional consumers should be explored.



- *Farm tours or special events*, which can enhance the bottom line for farmers and provide educational and recreational opportunities for visitors. The Village could work with local farms could hold special events such as “Summer Saturday Breakfasts” to generate enthusiasm for their products and potentially reduce labor costs for pick-your-own events.
- *Community-supported agriculture (CSA) programs*, in which farmers sell shares of their products to consumers in advance of the growing season. This cooperation can provide healthful food choices that support local farms, while relieving some of the burdens and uncertainties of conventional marketing.
- *Restaurants*, which are finding new marketing opportunities by promoting locally grown produce and meats on their menus. Local restaurants could be encouraged to buy local food products, and use it as a marketing strategy to attract local residents and visitors. There is a particular need for a sit-down restaurant in the downtown area. The Village might work to recruit a niche restaurant that capitalizes on the regional agricultural economy, while providing a unique destination to bring visitors to the downtown, such as a “Blue Ribbon Steakhouse.”
- *Schools, hospitals, and other institutions*, which purchase large quantities of food. Institutions could purchase directly from local producers or grower cooperatives for seasonally-available meat and produce items. Eating fresh, in-season produce could be promoted more widely for the health of students and the elderly.
- *Grocery stores*, which can take advantage of larger farms and grower cooperatives that produce reliable quantities of consistently high quality food. Forward-thinking market buyers can provide the freshest food products to their customers, support local farms, and ensure an increasingly wary public of the quality of its food products. The supermarkets in the area could capitalize on the abundance of seasonally-available meats and produce items.
- *Food processors* that use local products could be cultivated and expanded, such as by promoting the processing of high-quality and/or organic meat products. The Village could consider providing additional incentives for food producers who want to locate in one of the two business parks if they are using local or regional agricultural products.
- *Specialty Food and Product Retailers* that create value-added products from locally grown items – such as “The Popcorn Shop.”

### 3. *Develop and Produce New Uses for Agricultural Products*

Advances in technology are opening up new markets for traditional agricultural products. The “new uses” economy is focused on finding new ways to use and process corn, soybeans and other carbohydrate-rich farm products into plastics, fuel, and even pharmaceuticals. At the same time that production costs are declining to process these carbohydrate-base materials, environmental regulations and “green” economic incentives are increasing the cost of other hydrocarbon- or petroleum-based products.

Wisconsin can supply raw materials for the “new uses” economy. To compete with east and west coast efforts to capture this emerging economy, many mid-nation states are assembling initiatives to produce and commercialize these bio-industrial products. “New uses” economic clusters are being built.

DeForest is already at the cusp of this with the ongoing explorations of ABS Global and the expansion of Anamax Grease Processors in the DeForest Business Park to produce biodiesel

fuel. The Village is strategically located close to a major research and development center at the University of Wisconsin-Madison, agricultural producers, the UW Arlington Agricultural Research Center, and the manufacturing centers of southeastern Wisconsin, north central Illinois, and Chicago. This location could lend itself to production of bio-based products, with raw materials coming in from surrounding farms.

The existing business parks in the area, and planned office/research locations including Innovation Springs, provide a location for “new uses” research enterprises and producers. The Village will consider policies and incentives to support business development for emerging and expanding “new uses” operations, particularly those in the research and development sectors.

#### 4. *Develop a Downtown Activity Development Strategy*

The Village has done an outstanding job promoting the redevelopment of the downtown. This has included developing high quality mixed-use commercial and residential buildings; providing aesthetic and streetscape improvements; and creating a municipal campus that includes the new library and Village facilities. Now that the downtown structure is largely in place, the Village can turn its focus toward creating more activity and energy there so that it will remain viable in the long-term. This is particularly



important as the edges of the Village grow, pulling the geographic and traffic center of the Village away from its downtown. The key is to create a downtown where not only local residents go to fulfill day to day needs, but also providing a destination for visitors.

To this end, the Village developed the DeForest Downtown Revitalization Concept and Implementation Strategy, which was prepared in part with BUILD grant funding provided by Dane County. The Strategy suggests a mixed approach for further downtown area revitalization to maximize economic opportunities, while retaining viable uses and acknowledging reasonable public and private investment that is cognizant of economic realities. The following describes several key marketing and implementation strategies to accomplish these goals outlined in the Strategy, including:

- Spotlight downtown opportunities related to the Village’s regional position.
- Suggest how the Downtown DeForest can specialize and showcase the Village’s unique assets.
- Implement a revitalization concept for the downtown building on past successes and focusing on priority areas.
- Recommend a feasible use-mix for the downtown that will create the activity and vitality to enhance it as an economic development asset for the Village, and a place where residents and visitors want to live, work, shop, and play.

- Reflect and support ongoing planning initiatives, like the Friends of the Yahara Headwaters initiatives and potential adjustments to a tax increment financing district.
- Develop an implementation strategy for achieving additional investment and activity in the downtown.
- Implement capital and infrastructure improvements to enhance the physical quality of the downtown and serve as an incentive for the private sector.

#### 5. Pursue Redevelopment and Infill of Other Underutilized Lands

Beyond the downtown, there are other redevelopment opportunities in the DeForest area over the 25-year planning period. These include several older properties in the “DeForest South” area and scattered site redevelopment opportunities around interchange areas.

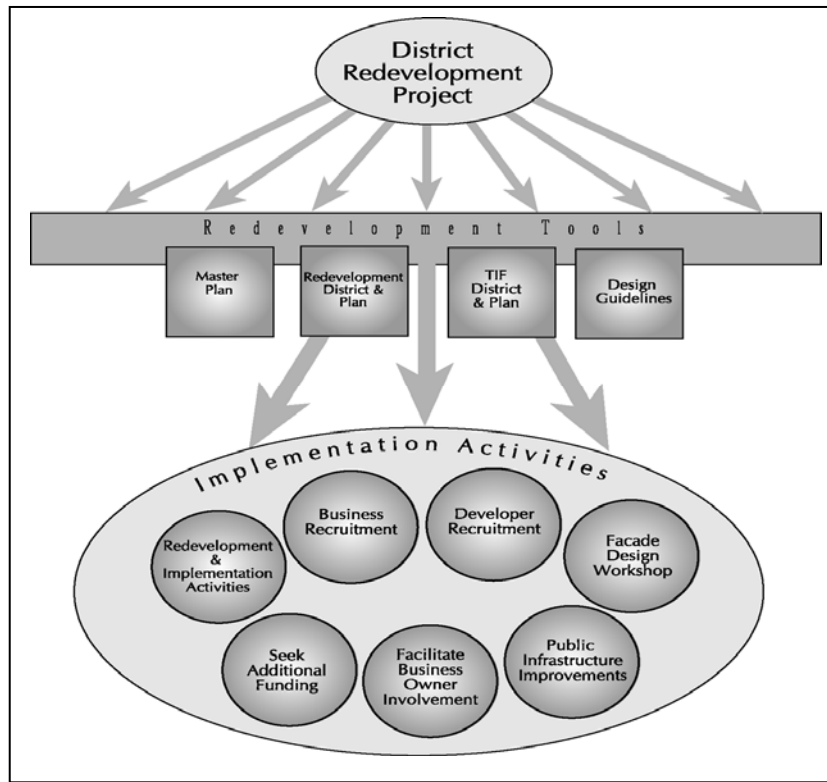
Sites like these typically do not redevelop themselves. Instead, careful planning, site assessment, public-private partnerships, redevelopment incentives, and persistence over a number of years are required.

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 redevelopment sites.
- Conducting a market assessment for each redevelopment site.
- Preparing a redevelopment strategy and concept plan map, with attention to priority sites.
- Aggressively pursuing implementation through 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 32: Redevelopment Planning and Implementation Process



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

## 6. Upgrade Commercial and Industrial Development Design Standards

DeForest intends to strengthen and enforce design standards for commercial and industrial projects to ensure high-quality, lasting projects that are compatible with the desired character. These standards should apply to all new development and redevelopment projects in the Village, with particular emphasis along key corridors like Highway 51. For example, along the Highway 51 corridor, yards should be emphasized for landscape plantings. Outdoor storage and unscreened loading docks should be discouraged



in such yards, in order to maintain a high-quality appearance of development sites from the highway. Materials, colors, design of building facades, screening walls, and/or fences in such areas should be compatible with the predominant materials, colors, and design of the “front” of the principal building.

The illustrations on the following pages include general design guidance for four types of commercial development projects: Indoor Retail, Service and Institutional (Small to Moderate Scale); Indoor Retail, Service and Institutional (Large Scale); In-Vehicle Sales and Service; and Neighborhood Commercial, Institutional and Mixed-Use. Overall, the following principles should be incorporated into site and building designs for new and expanded commercial uses, regardless of type:

- New driveways with adequate throat depths to allow for proper vehicle stacking.
- Limited number of access drives along arterial and collector streets.
- 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 to the sides and rear of buildings, 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.
- 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 and/or direction).
- All building façades 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 shall 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.

Figure 33: Indoor Retail, Service and Institutional (Small to Moderate Scale)

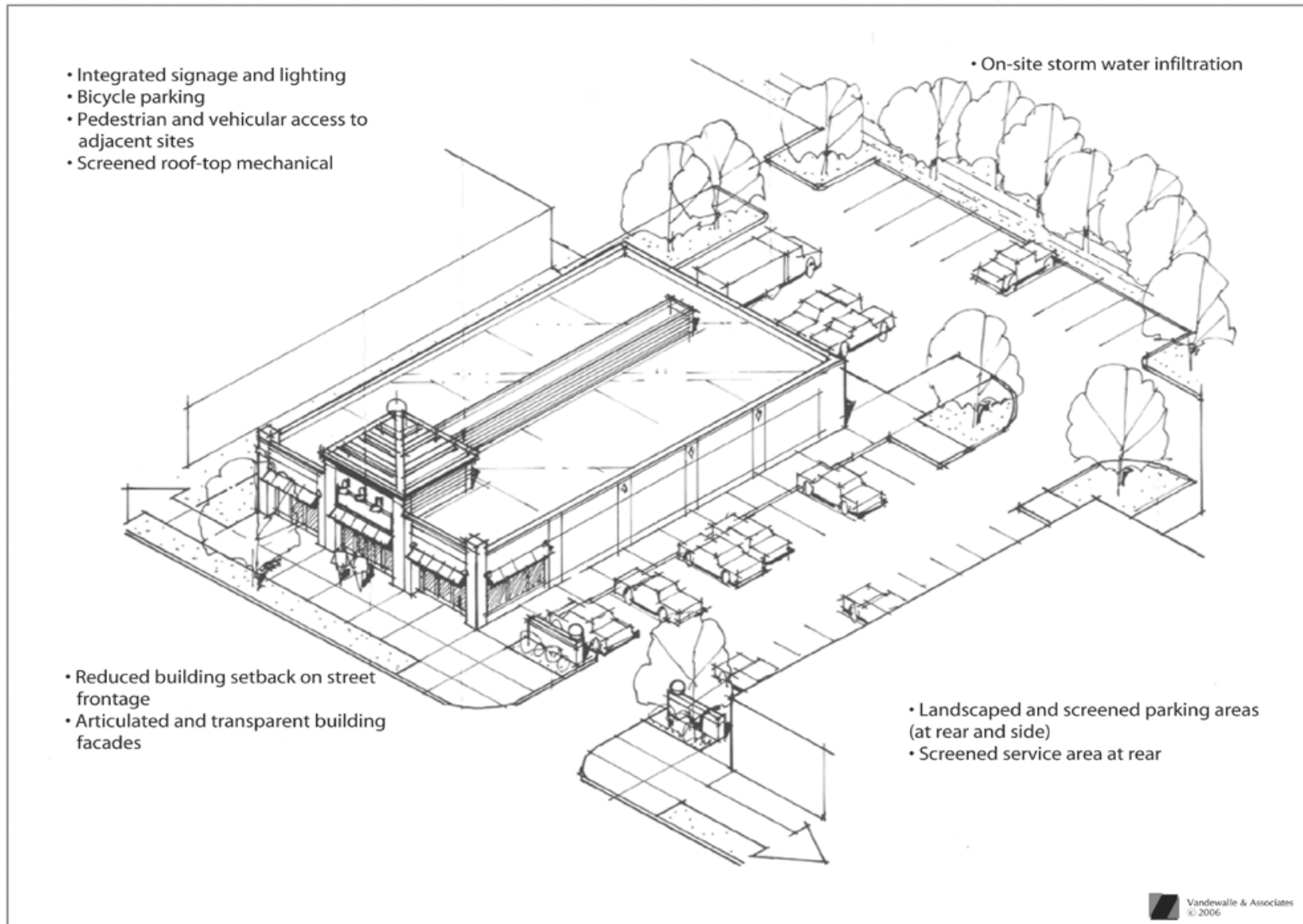


Figure 34: Indoor Retail, Service and Institutional (Large Scale)

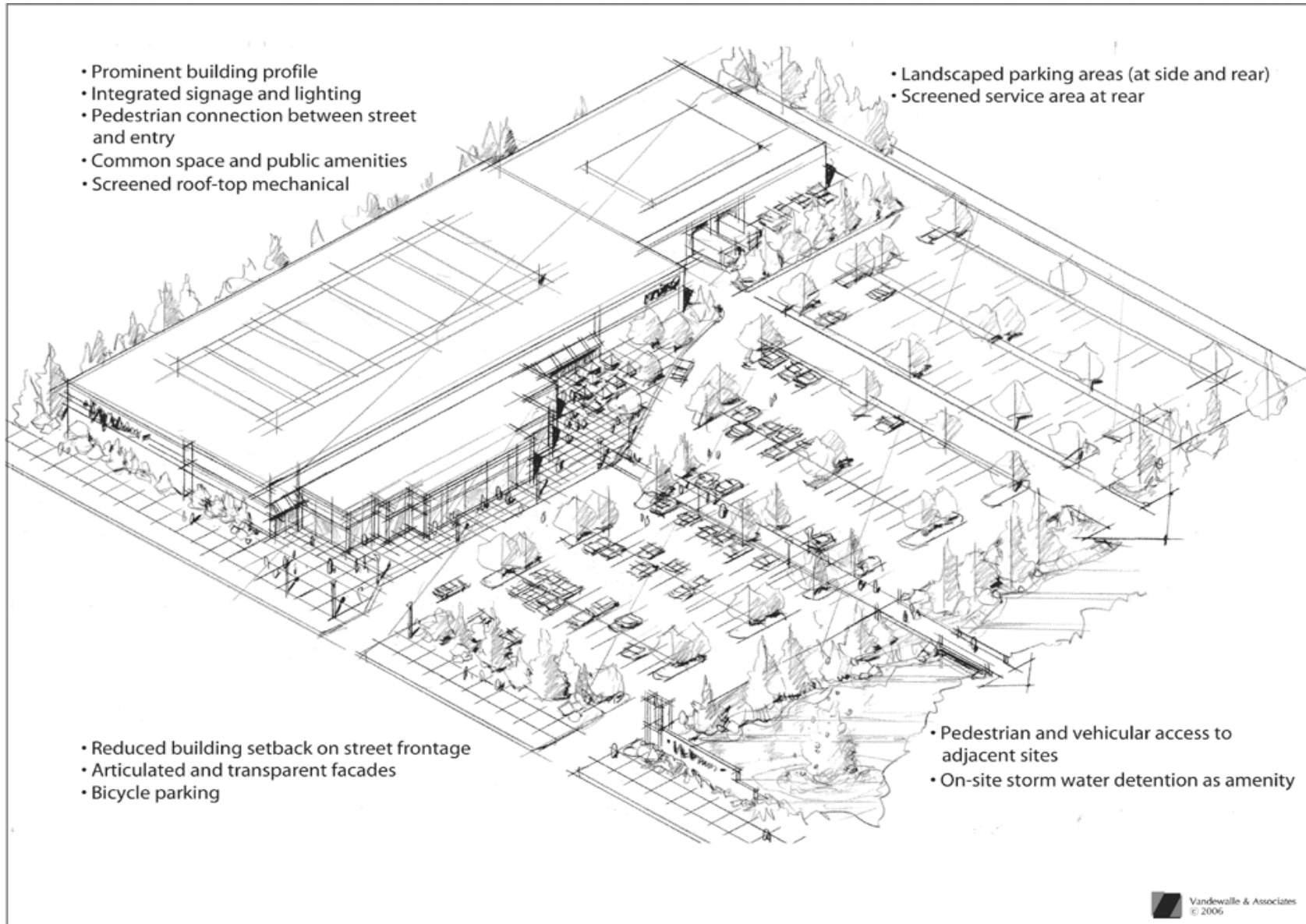


Figure 35: In-Vehicle Sales and Service (E.G., Gas Stations, Fast Food)

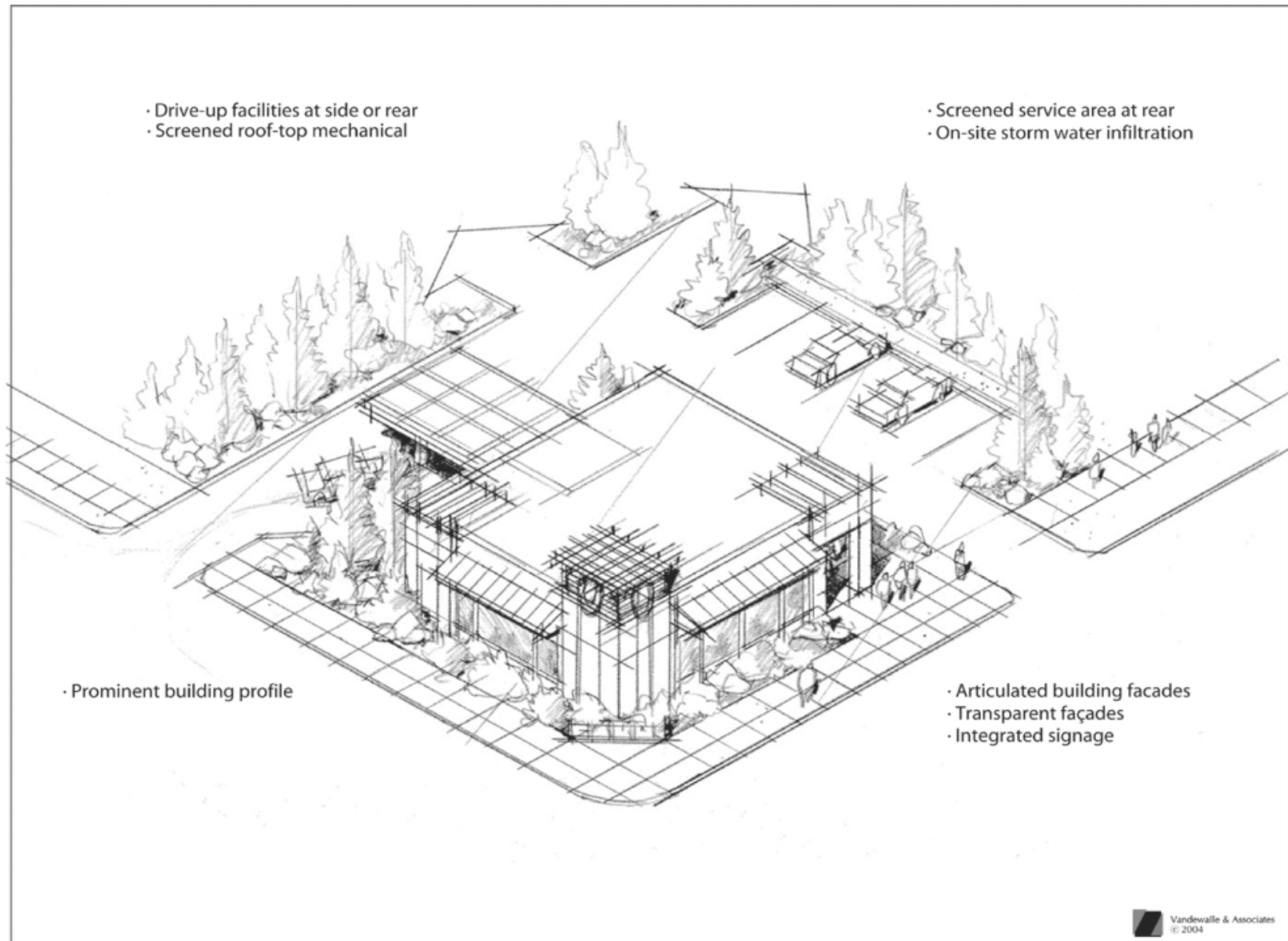
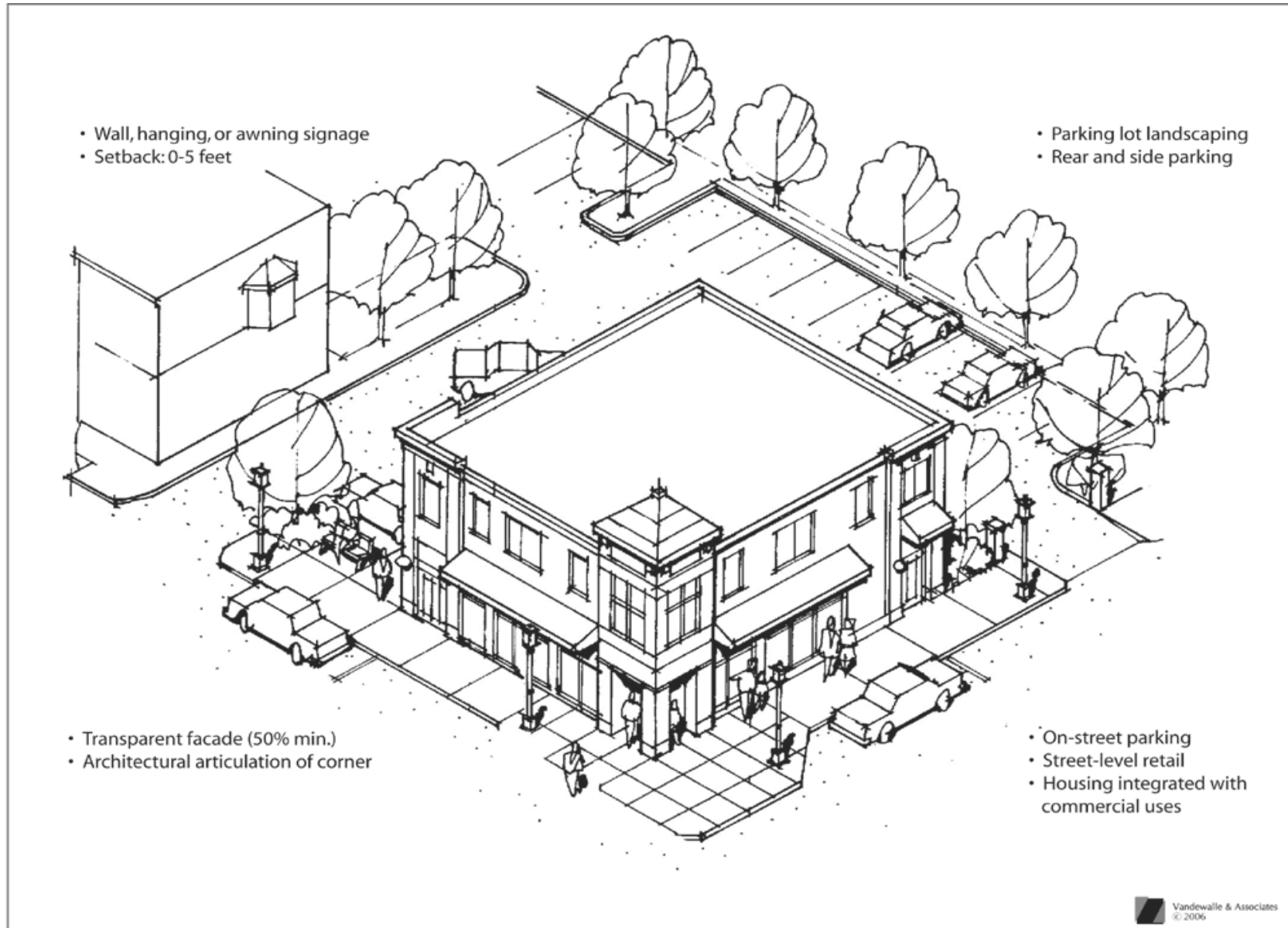


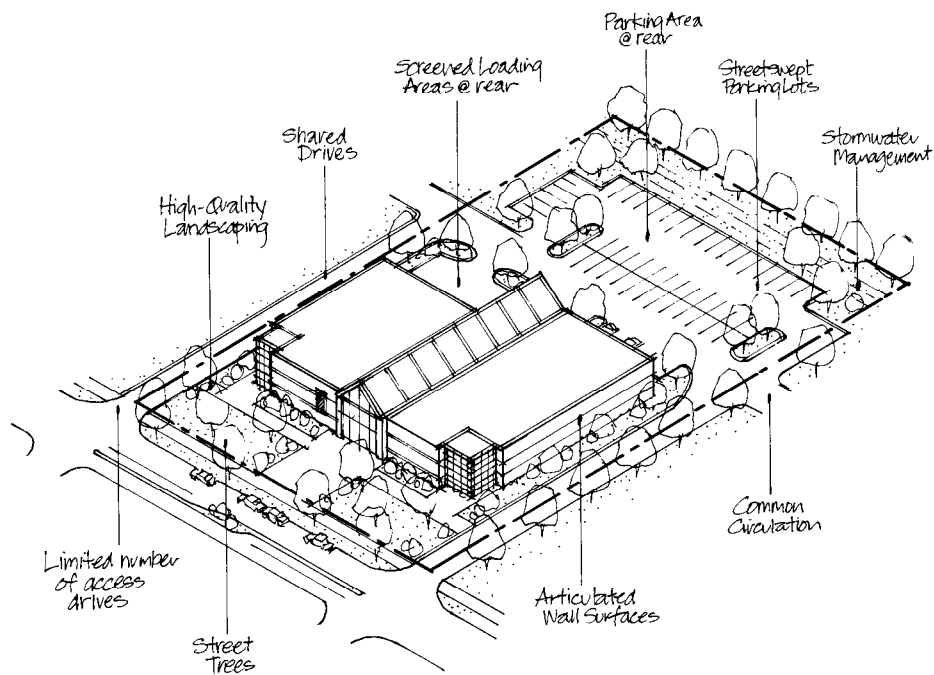
Figure 36: Neighborhood Commercial, Institutional and Mixed-Use



For new and expanded industrial, office and research uses, the standards listed below and illustrated in Figure 37 are advised:

- New driveways with adequate throat depths to allow for proper vehicle stacking.
- Limited number of access drives along arterial and collector streets.
- High quality landscaping treatment of bufferyards, street frontages, paved areas and building foundations.
- Screening where industrial uses abut non-industrial uses, in the form of hedges, evergreen trees, berms, decorative fences or a combination.
- Screening of parking lots from public rights-of-way and non-industrial uses.
- Complete screening of all loading areas, outdoor storage areas, mechanical equipment, and dumpsters using berms, hedges, or decorative walls or fences.
- Street trees along all public road frontages.
- High quality building materials, such as brick, wood, stone, tinted masonry, pre-cast concrete, and architectural metal, particularly in office and research development areas
- Location of loading areas at the rear of buildings, with very limited loading in office and research areas.
- Separation of pedestrian walkways from vehicular traffic and loading areas.
- 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.
- Variable building setbacks and vegetation in strategic locations along foundations.
- Areas for future building and parking expansion, even if none is anticipated in the near future.

Figure 37: Desired New Industrial Project Layout



### 7. *Support the Chamber of Commerce Economic Development Action Plan*

The following action plan resulted from input through the WIBRES survey completed in 2002 and the Choosing our Economic Future session held in October of 2004. The action plan will be implemented by the Chamber of Commerce as the lead organization, in conjunction with the area municipalities. The three areas of action for regional economic development will be business retention and expansion, enhancement of business climate and quality of life, and workforce development.

#### Business Retention and Expansion

- a. Conduct periodic business retention and expansion surveys (similar to that done for the manufacturing and distribution sector in 2002).
- b. Establish visitation teams, made up of Chamber and municipality representatives, to schedule visits with businesses in an effort to remain informed of current issues and concerns.
- c. Work with developers to ensure that high quality business sites that enhance the community are available.
- d. Continue to use all funding sources available to retain and attract business including TID, State and Federal programs.
- e. Identify land needs and propose possible sites for area businesses indicating an interest in expansion.
- f. Identify businesses complementary to the existing business and employment base and make efforts to recruit these businesses to the area.
- g. Routinely update community web sites and other marketing materials.
- h. Continually update site and building information on the Location One database (LOIS).
- i. Hold a financing symposium to provide information on public and private funding possibilities.
- j. Develop and continually update a business information database and website (i.e. nearby restaurants options other than East Towne area).
- k. Work with the Wisconsin Department of Commerce to offer a workshop for local businesses interested in securing government contracts.
- l. Create a directory of area business products and services to serve as a recruitment tool for the expansion of complementary businesses to the area as well as a resource guide for existing businesses.
- m. Continue to work with regional and state economic development agencies such as Forward Wisconsin, Wisconsin Departments of Commerce, Workforce Development and Transportation, UW-Extension, Alliant Energy, and Madison Gas and Electric to promote the area as a prime location for business.

#### Enhance Business Climate and Area Quality of Life

- a. Hold periodic governmental and business meetings to update businesses on issues impacting them. Send community fact sheets out to businesses before meetings.
- b. Sponsor periodic “economic summits” for area elected officials and other community leaders to discuss current trends and explore possibilities for intergovernmental coordination on economic development initiatives.
- c. Continue to support the use of room tax revenues to enhance area tourism as a key economic development tool.
- d. Create a community mediation fund to be used to resolve community conflicts impeding economic development.

- e. Enhance public awareness of the benefits of tourism and business development on the local quality of life.

#### Workforce Development

- a. Partner with Madison Area Technical College and local schools to identify resources available to area businesses and to encourage language training (i.e., Spanish in the workforce).
- b. Promote housing development appropriate to the current and future employment needs of business and industry.
- c. Explore the feasibility of alternate forms of transportation for employees such as shuttles or car-pools until public transit to the area becomes economically feasible.
- d. Link business representatives with the DeForest Area high school faculty and students to discuss employment and technical training opportunities.
- e. Hold a job fair of area businesses looking for employees.
- f. Develop a brochure and website on area housing options for businesses and employees.



# Chapter Eight Land Use





This chapter is intended to guide land use decision-making in the DeForest area. Long-range land use planning allows municipalities to phase and guide development in a manner that maintains community character, protects sensitive environmental features, and provides efficient municipal services. Land use planning also enables the Village to identify lands well-suited for public purposes such as parks, schools, municipal facilities, major roads and drainage facilities.

This chapter of the *Plan* 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 DeForest. This chapter includes maps showing existing land uses and recommended future land uses over the 20-25 year planning period.

## A. Existing Land Use

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An accurate depiction of the DeForest area's *existing* land use pattern is the first step in planning for a desired *future* land use pattern.

### 1. Land Use Map Categories

Map 8 divides *existing* land uses in the Village of DeForest into several categories:

- a. *Agriculture/Rural/Vacant*: agricultural uses, farmsteads, open lands and single-family residential development with densities at 1 dwelling unit per 35 or more acres;
- b. *Rural Residential*: single-family residential development on private well and on-site waste treatment systems, generally at densities between 1 dwelling unit per acre and 1 dwelling unit per 35 acres;
- c. *Single Family Residential*: publicly sewered single-family residential development at densities up to 4 dwelling units per acre;
- d. *Two Family Residential*: two-family and attached single-family residential development, generally at densities up to 8 dwelling units per acre;
- e. *Mixed Residential*: a variety of residential units at densities averaging above 8 dwelling units per acre;
- f. *Office*: high-quality office, institutional and office-support land uses with very generous landscaping and limited signage;
- g. *Neighborhood Business*: neighborhood supporting retail, service, and office uses that preserve residential character through building scale and appearance, landscaping, and signs;
- h. *General Business*: indoor commercial, office, institutional, and controlled outdoor display land uses, with moderate landscaping and signage;
- i. *General Industrial*: indoor industrial land uses and controlled outdoor storage areas, with moderate landscaping and signage;
- j. *Extraction*: Quarries, gravel pits, clay extraction, peat extraction and related land uses;
- k. *Institutional*: large-scale public buildings, hospitals, and special-care facilities. Small institutional uses may be permitted in other land use categories;
- l. *Public Open Space*: park and open space facilities devoted to playgrounds, play fields, play courts, trails, picnic areas, and related recreational activities;
- m. *Surface Water*: lakes, rivers and perennial streams;
- n. *Rights-of-Way*: publicly-owned land for roads, highways, and railroads.

## 2. Existing Land Use Pattern

### Existing Land Uses

The Village of DeForest covers 4,650 acres (7.3 square miles). Village land use and acreage allocations and percentages as of 2005 are shown in Figure 38.

Figure 38: Existing Land Use Totals for Village, 2005

Land Use	Village of DeForest	
	Acres	Percent
Agriculture/Rural/Vacant	2,548	54.8
Single Family Residential	647	13.9
Two Family Residential	76	1.6
Mixed Residential	71	1.5
Office	26	<1
General Business	70	1.5
General Industrial	251	5.4
Commercial Recreation	21	<1
Extraction	19	<1
Institutional	149	3.2
Public Open Space	84	1.8
Environmental Corridor/Woodlands	134	2.8
Surface Water	38	<1
Right-of-Way	516	11.1
<b>TOTAL</b>	<b>4,650</b>	<b>100%</b>

Source: GIS Inventory, Vandemalle & Associates, 2004

### Undeveloped Areas

A significant percentage of the Village's land area was undeveloped at the time this *Plan* was adopted. Over half (54.8%) was in agricultural, vacant or rural uses. The undeveloped area includes areas that are planned/approved for future development as well as areas planned to remain in natural resource preservation uses. Dedicated parkland (1.8%), woodlands and environmental corridors (2.8%) also comprise a significant percentage of the Village's land area.



Map 8: Existing Land Use



### Residential Uses

As of 2005, the majority of the Village's developed area is residential. Within the corporate limits of the Village, the residential development is focused in the north part of the Village. The type of development ranges from historic residential areas in the central part of "DeForest North" to new residential development on larger lots at the edges of the Village. Clusters of two-family residential development (duplexes) are located throughout the Village. In addition, there are several mixed residential (multi-family) developments, primarily small to mid-sized apartment buildings and condominiums.



### Commercial Uses

Commercial development is widely scattered throughout the Village. Highway-oriented commercial at the northwest corner of the Interstate interchange with Highway V is convenience food and service-oriented. Main Street stretching from south of Vinburn Road to North Street also has several service-oriented commercial areas, including hardware, grocery, and food. The revitalized downtown has space available for commercial users.

### Industrial Uses

The Village of DeForest's two largest industrial areas are the DeForest Business Park and North Towne Corporate Park. The DeForest Business Park was created as a part of the Village Tax Incremental Finance District #1 in 1994. Of the Park's original 170 acres, the majority had been absorbed with 4.9 acres remaining for new construction as of 2006. There is also an expansion area of the Park to the north of approximately 57 acres of privately-owned and industrially zoned land.

The Village annexed North Towne Corporate Park in 2000. The entire park, with expansions of land over time, has 360 acres. The park has 115 improved acres available as of 2006. The park users are primarily warehousing and distribution.

EVCO Plastics is another large industrial company located on its own campus at the Interstate and CTH V interchange area.



### Other Land Uses

DeForest Area School District facilities, churches, and municipal buildings comprise the Institutional existing land use category. The major school campus area is bounded by Jefferson Street, Southbound Drive, and 51. Municipal facilities are located primarily in the downtown area along Holum and Commerce Streets.

There is dedicated Village parkland located throughout the Village. A system of community, neighborhood and mini parks serve the central portion of the Village. New developments are generally required to provide adequate park land to serve the neighborhood.

### 3. Historical Land Development Trends

A review of historical trends provides a foundation for projecting demand for housing and land in the future.

The developed area of the Village's portion of the Northern Urban Service Area has increased dramatically over the last several decades. The acreage of developed land in the Northern Urban Service Area was 587 acres in 1970, 1,153 in 1980, 1,444 in 1990, and 2,384 in 2000. This is an increase of 1,796 acres, which is over 300% increase of developed land over four decades.

During the 1990s, DeForest grew predominantly to the west and south, including the Sunnybrook, Eaglewatch, Antique Acres, and Lynnbrook neighborhoods. In addition, two new 55+ population subdivisions were created (Jefferson Square and Springbrook Condominiums), as well as a facility to provide care for those with Alzheimer's Disease. Other residential developments in all portions of the Village were in preliminary stages of development and/or approval at the time this *Plan* was written.

From 1990 to 2003, the average number of residential building permits was 60. Since 2001, the number of building permits has been well above this average.

Figure 39: Building Permit Numbers, 1990-2003

Year	Building Permits Issued
1990	86
1991	91
1992	66
1993	53
1994	32
1995	34
1996	32
1997	38
1998	50
1999	55
2000	54
2001	96
2002	81
2003	71

*Source: DeForest building permit data*

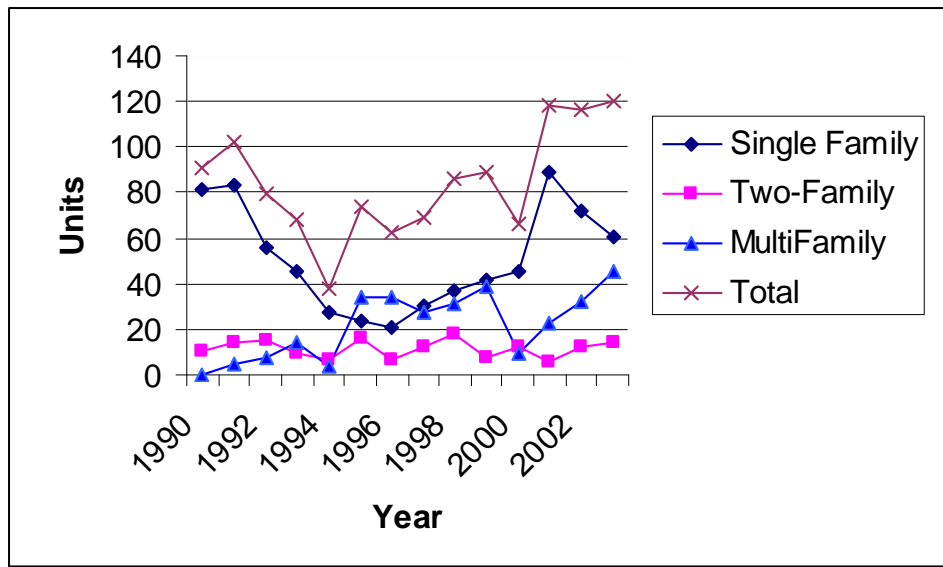
In addition to building permits, data on new housing unit construction from 1990 to 2003 indicates increasing numbers of single family, two family, and multi-family units over the past decade. These trends are attributable to many factors, including low interest rates in the early 2000s, overall high rates of residential growth in the Madison/Dane County area, and increasing economic activity in the region.

Figure 40: New Unit Construction, 1990-2003

	Single Family	Two Family	Multi-Family	Total
1990	81	10	0	91
1991	83	14	5	102
1992	56	15	8	79
1993	45	9	14	68
1994	27	7	4	38
1995	24	16	34	74
1996	21	7	34	62
1997	30	12	27	69
1998	37	18	31	86
1999	42	8	39	89
2000	45	12	9	66
2001	89	6	23	118
2002	72	12	32	116
2003	61	14	45	120

Source: DeForest building permit data, 1990-2003

Figure 41: DeForest New Unit Construction, 1990-2003



#### 4. Future Land Use Demand

The interaction of local and regional dynamics will continue to drive population change, household size, the balance of residential to non-residential uses, and the density of development in the DeForest area. These factors, in turn, determine the demand for land development.

The following analysis for land use demand considers several factors:

- *2005 to 2030 Population Change:* A range of population projection scenarios were prepared for the Village. These scenarios were based on historical trends along with data from the Wisconsin Department of Administration and the former Dane County Regional Planning Commission. From a larger range of scenarios, a high, medium, and low rate of population growth were selected for further analysis.
- *Projected Number of New of Households in 2030:* Projected population growth and the average household size guided calculation of the number of new households. An assumption of average household size of 2.65, based on projected household size in 2025, was used for this analysis.
- *Total New Residential Area in 2030:* The acreage of residential land expected to be demanded was calculated based on an assumption of average residential gross development densities of 3 dwelling units per acre, approximating the recent trends in the Village.
- *Total New Non-Residential Area in 2030:* As of 2005, DeForest's proportion of non-residential land area to residential area has been about 40 percent. In the future, the Village might expect the balance to shift upward – up to 45 percent. As the rate is expected to grow the scenario under analysis shifts from low to medium to high, the proportion of non-residential is expected to decline to suggest that the market for non-residential development would likely not be able to keep pace with the increased rate of residential growth.
- *Total New Land Demand in 2030:* Projected Residential Land Area and Total Non-Residential Land Area were added to determine Total Land Demand.
- *Total New Development Area with Flexibility Factor:* Given that the market for land is not only driven by demand, but it is also dictated by timing and the desires of landowners 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. For the Village the sequence of development is critical to ensure the ability to provide utilities and services and avoid drastically uneven patterns of growth. Incorporating flexibility factor for land use ensures that supply of areas designated as appropriate for development match demand, and provides a basis for determining the Urban Service Area (the Village's 25-year boundary for public water and sanitary sewer service provision).

Figure 42 summarizes the information calculated through the procedures detailed above. The summary provides total land development demand associated with each of the high, medium, and low rate of growth scenarios.

Figure 42: Land Use Demand by Growth Rate Scenario

	Low Growth	Medium Growth	High Growth
2005 Population	8,288	8,288	8,288
2030 Population	12,978	15,365	19,587
Demand Forecast Method and Source	DOA, Linear 2000-2005 (+184 annually)	Compounded 2000-2005 (2.5%)	Compounded 1990-2005 and 1980-2005 (3.5%)
Total Population Increase 2005-2030	4,690	7,077	11,299
Projected New Households in 2030 (HH size 2.65)	1,770	2,671	4,264
Total New Residential Acres Needed in 2030 (3 du/1 acre)	590	890	1,421
Percent Total Area in Residential Uses	55%	60%	65%
Percent Total Area in Non-Residential Uses	45%	40%	35%
Total New Non-Residential Area in 2030 (acres)	560	801	1,208
Total New Development Area in 2030 (acres)	1,150	1,691	2,629
Total New Development Area in 2030 (Including Market Feasibility Factor)	2,301	3,383	5,259

Given the range of projections provided above, and based on public input from the 2005 Land Use Workshop, committee work-sessions, and consideration of regional dynamics, a population growth rate of 3% (midpoint between the medium and high growth scenarios) was selected as the appropriate rate to plan for land use in the DeForest area. The following projections in 5-year increments are based on a 3 percent growth rate.

The Plan projects that agricultural land uses in the Village of DeForest will decline over the planning period, following current trends of agricultural land conversion in the Village. In general, agricultural land is expected to be an interim use in the Village pending development. The amount of land in agricultural uses in the Village is expected to decline by roughly the amount of residential, commercial, and industrial land added to the Village every 5-years. (An average decline in agricultural land by roughly 410 acres for each five year increment). The Village intends to work with neighboring towns to ensure that a significant portion of the land base in its extraterritorial area remains rural and in agricultural uses.

The Plan estimates that non-residential demand will be distributed in 5-year increments as follows. Land in commercial uses will increase by 56 acres from 2005-2010, 65 acres from 2010-2015, 75 acres from 2015-2020, 87 acres from 2020-2025 and 101 acre from 2025-2030 – a total of roughly 385 acres of commercial land uses. Land in industrial uses will increase by 56 acres from 2005-2010, 65 acres from 2010-2015, 75 acres from 2015-2020, 87 acres from 2020-2025 and 101 acre from 2025-2030 – a total of roughly 385 acres of industrial land uses, which may include some of those uses described on the Future Land Use Map s “Office/Research.” This break-down of commercial and industrial land uses reflects the historic balance of commercial and industrial uses in the Village, with some additional emphasis on commercial uses.

Figure 43: Land Use Demand in 5-Year Increments (3% Annual Population Growth)

	2005- 2010	2010- 2015	2015- 2020	2020- 2025	2025- 2030	Total 2005- 2030
Projected Number of New Residents	1,320	1,530	1,774	2,057	2,384	9,065
Project Number of New Housing Units	498	577	669	776	900	3,421
Total Residential Acreage Demand	166	192	223	259	300	1,140
Residential Market Flexibility Factor	332	385	446	517	600	2,281
Total New Non-Residential Acreage Demand	149	173	201	233	270	1,026
Non-Residential Flexibility Factor*	299	346	402	466	540	2,053
Total Non-Residential and Residential Land Use Demand	631	731	848	983	1,140	4,333

\* Non-residential land use demand includes commercial and industrial uses.

#### 5. Land Supply

Supply of land available for development includes areas of the Village that have been planned or approved for development, but not yet built-out; vacant areas within the Village that have not been planned for development; and land in the peripheral area that is not within the corporate limits of the Village, but is potentially available for future inclusion in the Village's portion of the Urban Service Area.

Land supply, or lands potentially available for development, relate primarily to vacant areas. Of these vacant areas, the land actually available for development is determined by several factors. The area available for development is limited by any environmental corridors, areas of wetlands, floodplains, public ownership, conservation easements or other characteristics that make it un-developable. Other potential building limitations (infiltration area, steep slopes, shallow depth to bedrock or depth to water table, and hydric soils) will also influence how much of vacant areas are actually appropriate for development. Building limitations will need to be measured and assessed by the developer and Village when a specific development proposal is being considered.

#### Lands Approved for Development as of 2006

As this *Plan* was being written, the Village officials had approved (or preliminarily approved) residential developments that have not yet been fully built-out. These are summarized in Figure 44. The largest areas include the Heritage Gardens and Savannah Brooks subdivisions. In 2005, of the 830 total lots in pending residential development that had been approved, 617 were available. These 617 lots are projected to provide 1,199 additional dwelling units.

Figure 44: Pending Residential Development, 2005

Active Residential Developments	Year Approved	Single Family/ Duplex		Multi-Family- Condo		Multi-Family Rental		Unit Total	Units Remaining
		Lot Total	Lots Remaining	Unit Total	Units Remaining	Unit Total	Units Remaining		
Campbell Hill	1966	9	5					9	5
Chapel Green	2005	84	84					84	84
Conservancy Place									
Hawthorn Point (Single Family)	2004	88	63					88	63
Hawthorn Point (Lot 77 – condos)	2004			64	52			64	52
Woods Glen (Conservancy Place)	2002	15	1					15	1
Heritage Gardens	2004	306	306	202	202			508	508
Highfield Terraces West (TIF)	2000	131	5			66	0	197	5
Hillside Estates	1995	26	1					26	1
Oak Springs 5 <sup>th</sup> Addition	2000	21	2					21	2
Savannah Brooks	2006	150	150	298	298			448	448
Tuscan Ridge	2005			30				30	30
Active Plat Subtotals		830	617	594	552	66	0	1,490	1,119

There are also several locations in the Village where commercial, office and industrial developments had been approved, but not yet built or completed. This includes sites within the North Towne Industrial Park, within the Savannah Brooks development, and within Conservancy Place.

In addition to the areas summarized above that have received final or preliminary approval from the Village, there are several areas within the 2006 corporate boundaries of the Village that remain undeveloped. For many of these areas, concepts for residential or commercial development had been proposed and were under consideration at the time this plan was written. Others are not the subject of offered proposals.

There are some opportunities for DeForest to expand its incorporated boundaries to provide additional area for future development within the Village. In order to annex any areas outside of its 2006 corporate boundaries to facilitate this, the Village will have to go through the appropriate procedures. Any future annexations will be guided by and subject to land use or boundary agreements that are in effect with the surrounding communities. These are discussed in greater detail in Chapter 9, Intergovernmental Cooperation.

#### 6. Supply and Demand Interaction

The sections that follow bring together supply and demand. Map 9, the Future Land Use Map, and policies and programs detailed in the *Plan* document suggest how to accommodate future land use demand within the supply of lands potentially available for development. This include recommendations of which types of lands uses, if any, would be most appropriate for given locations within the Village and the surrounding area.

## B. Land Use Goals, Objectives, and Policies

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### 1. Goals

- a. Promote a future land use pattern in and around the Village that contains a logical and sustainable mix of land uses and building types.
- b. Establish the DeForest area's unique identity through unifying the northern and southern portions of the Village, maintaining separation areas with other communities, and protecting surrounding agricultural land and natural resources corridors.

### 2. Land Use Objectives

- a. Guide development to promote efficient land use patterns and limit sprawl without undue limitations on economic growth.
- b. Support land uses and development design that help to create a unified community identity and sustainability.
- c. Provide an overall transportation system that accommodates existing and planned development in the most efficient and effective manner possible.
- d. Working in cooperation with surrounding towns, maintain productive agricultural lands in the areas surrounding the Village consistent with the Agricultural Preservation Areas illustrated on Map 9.
- e. Promote and encourage the distribution of housing types (single, two and multi-family) in newly developing areas to provide a mix of housing types in all neighborhoods.
- f. Encourage the concept of interconnected neighborhoods focused around connected parks, schools, and other neighborhood facilities.
- g. Encourage clustering of residential units to enable development of an efficient transportation system and public infrastructure and to maximize community open space.
- h. Promote the stabilization and expansion of the current economic base by identifying areas for non-residential and employment-based land uses consistent with the areas shown for commercial, office, industrial and mixed-use development on Map 9.
- i. Provide sufficient business and industrial sites for the extended community to be competitive in attracting high quality businesses to the area.
- j. Direct new business and industries to locations that will not adversely impact existing and planned residential neighborhoods.
- k. Ensure that any existing or proposed resource extraction in rural areas does not negatively impact the development of the future Northern Urban Service Area.
- l. Provide adequate neighborhood and community parks to meet both the active and passive recreational needs of the residents of the community.
- m. Maintain the distinct character of the DeForest area through the preservation of open space linkages throughout the community.
- n. Continue to evaluate how to maintain a physical separation between DeForest and the neighboring Cities of Madison and Sun Prairie.
- o. Create buffers between potentially conflicting land uses to minimize conflict.
- p. Promote compact development to preserve open space, natural areas and agricultural land.

Map 9: Future Land Use



### 3. Land Use Policies

- a. Phase growth generally according to the phasing recommendations of this *Plan*, prioritizing development in areas with existing utilities or urban service area designation, and where law enforcement and other public services will be provided by the government unit with jurisdiction to levels appropriate to the service requirements of the new development.
- b. Actively promote infill development and redevelopment where opportunities exist.
- c. Focus neighborhood-oriented commercial uses in areas that will conveniently serve residential areas.
- d. Ensure logical transitions between potentially incompatible land uses. Whenever possible, avoid locating potentially conflicting land uses adjacent to each other. Where necessary, buffer potentially incompatible uses through landscaped buffers, open space uses, or less intensive uses.
- e. Encourage smart, well-planned growth by preparing neighborhood development plans for parts of the Village's peripheral areas planned for neighborhood development within the Village, before formal development proposals are considered. Where Village neighborhood development plans do not exist or cannot be prepared in a timely or cost-effective manner, require landowners wishing to develop all or part of their property to prepare a master plan for future use of their entire contiguous ownership parcel for Village approval, along with connections to adjacent properties, in advance of formal development approval requests.
- f. Require developers to coordinate development plans with adjoining property owners so that there will be an efficient system of streets, stormwater facilities, utilities and other public facilities.
- g. Maintain a residential balance policy for the Village that sets an acceptable ratio of owner-occupied to renter-occupied dwelling units in the Village (see Housing & Neighborhood Development chapter for policy).
- h. Maintain a sense of community separation through boundary agreements, open space planning and landscaping requirements.
- i. Ensure that all development follows the recommendations of this Comprehensive Plan.

### 4. Explanation of Detailed Future Land Use Recommendations

To effectively manage growth, this *Plan* identifies desirable land use patterns within the existing Village limits and in unincorporated areas around the Village. Wisconsin Statutes specifically allow villages to prepare plans for lands both inside and outside their municipal boundaries. Implementing many of the land use recommendations of this *Plan* will be significantly aided by intergovernmental coordination and cooperation. Specific strategies to achieve this coordination and cooperation with neighboring jurisdictions are described in the Intergovernmental Cooperation Element, Chapter 9.

The Village's Future Land Use Map is intended as a Future Land Use Map for the planning area that includes guidelines for the Village based on the Village's own desires for future growth over the 20-year planning horizon, while respecting and reflecting the plans of neighboring communities to the extent they are consistent with Village policies. While the future land uses represented on this map *may* reflect the Village's desired ultimate land use pattern for the planning area, that is not necessarily the case in all places. In particular, given that the *Comprehensive Plan* (and Future Land Use Map) represents a 20-year vision for the future, certain lands currently designated as "Agricultural Preservation Areas" on the Future

Land Use Map may be more appropriate for non-agricultural development beyond the 20-year planning period, depending on the Village's longer-range growth intentions and needs.

The Map shows those areas in and around the Village that are the most logical development areas, regardless of the absolute timing of development. Given service demands and other factors, careful consideration to the levels and timing of manageable development is essential. The Village advocates the development of a land use pattern that focuses growth in areas that can most efficiently be served by transportation and infrastructure facilities, and in accordance with the most recently adopted phasing strategy. This strategy is described later in this chapter with a map and text.

The Future Land Use Map and detailed written recommendations provided in this chapter will be used to update the Village's regulatory land use tools, such as the zoning map. It should also be used as a basis for all public and private sector development decisions. These include annexations, re-zonings, conditional use permits, subdivisions, extension of municipal utilities, and other public or private investments.

#### 5. Future Land Use Map Categories

Map 9 makes recommendations for future land uses using the following categories. The specific policies and programs associated with each of these categories are described in the following section.

- a. *Agricultural Preservation Areas*: land intended to be preserved primarily for farming, farmsteads, forestry, open space, and agricultural or forestry support activities, with limited recreational uses, farm family businesses, and residential development at or below a density of 1 dwelling unit per 35 acres;
- b. *Single Family Residential - Rural*: single-family detached residential development, generally at densities between 1 dwelling unit per acre and 1 dwelling unit per 35 acres and served by on-site waste disposal systems;
- c. *Single Family Residential - Sewered*: single-family detached residential development served by a public sanitary sewer system at densities of between 3 and 5 dwelling units per acre. This category includes storm water management facilities and mini-parks to serve residential development;
- d. *Two Family Residential*: groupings of two or more duplexes and attached single family residences with individual entries (e.g., townhouses) served by a public sanitary sewer service system;
- e. *Mixed Residential*: a variety of residential units, particularly multiple-family housing (3+ unit buildings), at densities averaging above 8 dwelling units per acre and served by a public sanitary sewer service system;
- f. *Planned Neighborhood*: a carefully planned mix of primarily single-family residential development, including some two-family, mixed residential, and neighborhood commercial uses consistent with the residential character of the area and retaining the Village's existing balance of residential types;
- g. *Planned Commercial*: high-quality indoor retail, commercial service, office and institutional land uses with generous landscaping, modest lighting, and limited signage, complying with detailed design standards included in the Economic Development chapter.
- h. *Downtown*: pedestrian-oriented commercial, office, institutional and residential uses in a "downtown" setting with on-street parking and minimal building setbacks;

- i. *Office/Research*: high-quality office, research and development institutional and office-support land uses with generous landscaping, modest lighting, and limited signage;
- j. *Planned Mixed Use*: a carefully controlled mix of commercial, office, light assembly, and/or residential uses, with approvals granted only after submittal, public review, and approval of site, landscaping, building, signage, lighting, stormwater, erosion control, and utility plans. Development should comply with detailed design standards included in the Economic Development chapter;
- k. *Planned Industrial/Business Park*: high-quality indoor manufacturing, warehousing, distribution, and office uses with generous landscaping, screened storage areas, modest lighting, and limited signage, complying with detailed design standards included in the Economic Development chapter;
- l. *General Industrial*: indoor manufacturing, warehousing, distribution, and office uses, with outdoor storage areas and low to moderate attention to building design, appearance, landscaping and signage;
- m. *Government and Institutional*: large-scale public buildings, hospitals, and special-care facilities. Small-scale institutional uses, such as churches, cemeteries and elementary schools, may be permitted in other land use categories;
- n. *Parks and Public Recreation/Environmental Corridor*: continuous systems of open space that include environmentally sensitive lands and natural resources requiring protection from disturbance and development, and lands needed for open space and recreational use, based mainly on drainageways, stream channels, floodplains, wetlands, stormwater management areas and other resource lands and features; park and open space facilities devoted to both active and passive recreation, such as playgrounds, play fields, play courts, trails, picnic areas, natural areas, and related recreational activities;
- o. *Surface Water*: lakes, rivers and perennial streams;
- p. *Rights-of-Way*: publicly-owned land for transportation uses, including roads, highways, and railroads.

### C. Detailed Land Use Policies and Programs For the Future Urban Service Area

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Map 9 designates a Future Northern Urban Service Area boundary. This area, represented with a bold blue line on Map 9, is expected to be the extent of the Northern Urban Service Area over the next 25 years. In addition to the Village of DeForest, this area includes portions of the towns of Windsor, Burke and Vienna (portions of Vienna represented as Future Northern Urban Service Area are actually in a separate limited Urban Service Area). This Future Land Use Map does not suggest which lands would be annexed into the Village of DeForest and which lands would remain in the Towns in the future. The *Plan* also does not make detailed determinations about which sanitary and water utility districts in the Northern Urban Service Area would serve new development. These decisions about annexation and utility service will be informed by the Intergovernmental Cooperation element of this *Plan*, and subsequently determined by detailed policy decisions and intergovernmental negotiations.

While not making decisive recommendations about jurisdictional boundaries, this *Plan* includes policies and programs that apply to the entire area represented as the Northern Urban Service Area and beyond within the Village's Extraterritorial Jurisdiction (see Map 1), per the authority vested by Wisconsin Statutes §62.23 extraterritorial planning authority.

Only minor changes to the existing land use pattern within the Village's current (2006) boundaries. This *Plan* proposes land use recommendations for the undeveloped portions within the Village limits and outside the 2006 boundaries are advised. There are opportunities for redevelopment and rehabilitation within the Downtown area, infill development on parcels previously passed over, and reuse of key properties located along the gateway corridors into the community.

Land use guidelines for areas within the area designated as Future Northern Urban Service Area are detailed by Future Land Use category as follows:

1. *Single Family Residential – Sewered*

Description:

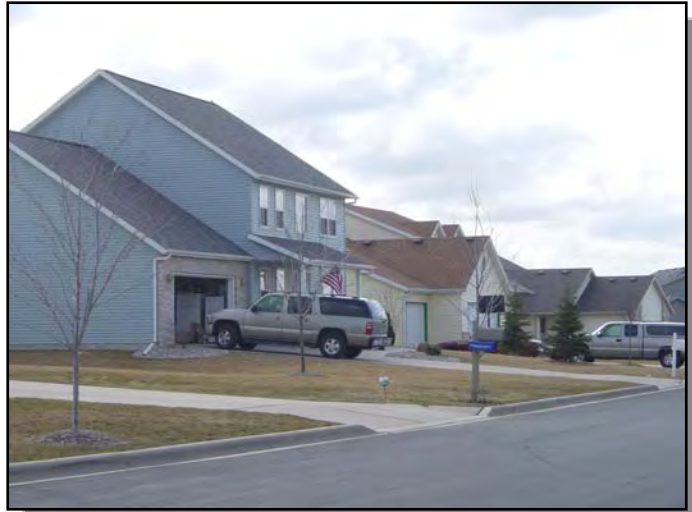
This designation permits groupings of single-family residences that are located in current or future Village limits, generally built on lots that are between 7,000 square feet and one acre (43,560 square feet) in size, and served by a public sanitary sewer system. Small public and institutional uses—such as parks, schools, churches, and stormwater facilities—may also be built within this designation. This future land use designation applies to areas of existing single family residential development, areas that have approved plats for primarily single family development, and other areas that due to physical or locational characteristics have been determined most appropriate for single family residential development connected to a public sewer system.

Recommended Zoning:

The Village's RE-1, RE-2, RN-1, RN-2, or RN-2A zoning districts are appropriate for this land use designation.

Policies and Programs:

- a. Pursue residential infill opportunities where feasible.
- b. As maintenance and rehabilitation needs arise, work with the County, State and local lenders to assist homeowners and landlords with rehabilitation projects.
- c. Work with the local historical society and property owners to protect and celebrate historically significant residences within the community.



## 2. Two-Family Residential

### Description:

This designation is primarily intended to allow groupings of duplexes that are in current or future Village limits and served by public sanitary sewer system. Single-family detached housing, attached single family residences with individual entries (e.g., townhouses, rowhouses), and small public and institutional uses—such as parks, schools, churches, and stormwater facilities—may also be built within this designation. Future two-family development is planned for existing platted infill lots, including all or portions of new neighborhoods such as Conservancy Place, Heritage Gardens, Tuscan Ridge, and Savannah Brooks. These areas are particularly appropriate for owner-occupied projects given the surrounding uses.



### Recommended Zoning:

The Villages' two-family residential zoning district (RM-3), or PUD zoning, is most appropriate for these areas.

### Policies and Programs:

- a. Generally limit Duplex zoning (RM3) to no more than three consecutive, adjacent lots and not more than 1 lot out of 12 in most neighborhoods. However, this may increase when intended as a buffer to higher intensity uses such as a highway or commercial properties.
- b. Residential infill opportunities should be pursued where feasible.
- c. As maintenance and rehabilitation needs arise, work with the County, State and local lenders to assist homeowners and landlords with rehabilitation projects.
- d. Discourage multi-family and duplex housing developments exceeding 5 acres in size, except condominiums.

### 3. Mixed Residential

#### Description:

This designation is intended for a variety of residential units focused on multiple family housing (3+ unit buildings), usually developed at densities that exceed six units per acre, within current or future Village limits, and served by a public sanitary sewer system. Single-family detached housing, attached single family residences with individual entries (e.g., townhouses, rowhouses), and small public and institutional uses—such as parks, schools, churches, and stormwater facilities—may also be within this designation.

#### Recommended Zoning:

The Villages' multiple family residential zoning districts (RM-4, RM-5) are most appropriate for these areas. Two-family residential zoning may also be appropriate where the surrounding areas are predominantly single family in character. Planned Unit Development zoning may also be appropriate in limited instances.

#### Policies and Programs:

- a. Encourage multi-family rental building sizes of between 8 and 24 units. The size of the building shall be in scale with the neighborhood.
- b. Meet minimum site, building, landscape, lighting, and other design standards included in the Housing and Neighborhood Development chapter.
- c. Consider changes to the zoning code to require additional site and building design guidelines, and under-building or garage parking. Design of development that results in garages predominating the view will be avoided. (see Housing and Neighborhood Development chapter)
- d. Discourage multi-family and duplex housing developments exceeding 5 acres in size, except condominiums.
- e. Discourage distances of less than ½ a mile or less between multifamily developments.



#### 4. Planned Neighborhood

##### Description:

The Planned Neighborhood future land use designation is intended to include a variety of housing choices, and also provide for a mix of non-residential uses such as parks, schools, religious institutions and small-scale shopping and service areas – as deemed appropriate by the developer, Planning & Zoning Commission and Village Board working together.

The Planned Neighborhood concept encourages a mix of dominant detached Single-Family Residential development (minimum of 65% of the dwelling units) with well-designed, limited components of Two-Family (maximum of 15% of the dwelling units), Mixed Residential (maximum of 20% of the dwelling units), Institutional, Public Open Space, Neighborhood Office, and Neighborhood Business uses. These residential mix standards can have the effect of dispersing higher density development throughout the community and limiting the concentration of any one type of development in any one area. Appropriate commercial uses could include neighborhood-oriented shopping opportunities, such as a small grocery store, barber shop, bakery, or pharmacy; a range of employment opportunities (usually located on the edges of these neighborhoods); and educational facilities (usually elementary schools) for area residents. These neighborhoods should be connected to other neighborhoods by a network of paths, sidewalks, and streets that discourage high travel speeds but still allow access to emergency and maintenance vehicles (e.g. fire trucks and snow plows).



##### Recommended Zoning:

The best existing option for future zoning of the lands in the Planned Neighborhood designation is the Village's Planned Unit Development district. The zoning is tied to Village approval of a specific plan for the neighborhood. This approach relies heavily on the creative application of design and land use controls imposed on a customized basis for each planned development. The PUD text (particularly the final development plan) should include more specific design standards for each particular neighborhood.

Alternatively, the Village could apply a patchwork of traditional zoning districts (e.g., RN-1, RM-3, B-2) to areas under this designation. However, achieving the desired neighborhood character is more difficult under this alternative approach.

##### Policies and Programs:

- a. Future development in this designation will be served by public sanitary sewer and water systems and comply with the Village's Stormwater Management ordinance, if in the Village limits.
- b. Require the submittal of stormwater management and construction site erosion control plans for new developments.

- c. The recommended net density of these areas should be within a range between 4 – 8 dwelling units per acre.
- d. Avoid rezoning any area designated for Planned Neighborhood development until public sanitary sewer and water service is available and a specific development proposal is offered for the site.
- e. Development should accommodate a mixture of housing types, costs, and densities, while maintaining the predominance of single-family housing in the community. The composition of development types should reflect the existing mixture within the Village and promote neighborhoods that instill a sense of community with their design – including gathering places and parks and open spaces, pedestrian and bicycle access, small scale commercial and services, schools, and churches. The graphic on the following page illustrates this concept.
- f. The ability to provide a sound design of such complexity will require the use of detailed neighborhood development plans prepared by a developer or the Village, and ideally adopted as a component of the Village’s *Comprehensive Plan*. Such plans shall specify land use mix, density, street layouts, open space, stormwater management, etc. All development in this land use district shall be guided by a Village-approved plan for the area.
- g. Follow the recommendations of a detailed neighborhood plan when approving new subdivisions and development proposals in Planned Neighborhood areas. Generally, Planned Neighborhood areas should adhere to the following design objectives:
  - Create a distinct sense of place and charming human scale in neighborhoods. Strategies include bringing buildings close to the sidewalk and local streets; providing public focal points with public plazas, greens and squares; creating visual interest; and designating prominent building sites.
  - Provide connections within and between the employment centers, neighborhood commercial centers and residential neighborhoods, emphasizing the use through streets and a grid street system.
  - Integrate a mix of uses and densities within and around the neighborhood commercial centers
  - Incorporate pedestrian connections throughout the growth area and enhance opportunities to serve the area with alternative modes of transportation.
  - Preserve environmentally sensitive areas and unique natural features.
  - Lay out streets, buildings, and public open spaces which take advantage of long views created by local topography.
- h. Subdividers and developers should be responsible for the financing of all on-site improvements and contribute proportionately to off-site improvements, such as street upgrades, regional stormwater facilities, and other public facilities (i.e., trails).

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 Planning and Zoning 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 Neighborhood Plans, 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;
  - C. Produce and confirm one or more Alternative Neighborhood Plans for presentation and 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 Alternative Neighborhood Plans.
  - E. Refine and adopt the Neighborhood Development Plan, and ultimately integrate it into the *Comprehensive Plan* as an amendment.
- III. Implementation: Following plan adoption, establish and apply the appropriate regulatory and procedural foundation to ensure full implementation:
  - A. Facilitate developments consistent with the plan;
  - B. Require compliance with the plan as a condition of annexation;
  - C. Establish zoning districts and boundaries in compliance with the plan;
  - D. 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.



Figure 45: Planned Neighborhoods



## 5. Mixed Use Centers

### Description:

This designation advises a carefully designed blend of Planned Business, Mixed Residential, Office/Research, and/or Institutional 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 Centers are intended as vibrant urban places that should function as community gathering spots. The figure on the following page generally illustrates suggested uses, designs, and characteristics of Mixed Use Centers.



Map 9 suggests several areas intended for future development or redevelopment as Mixed Use Centers, described as follows:

- Highway 51 Corridor Mixed Use Centers
- River Road Neighborhood Mixed Use Center
- Highway V Mixed Use Corridor
- Windsor (CV Oriented) Mixed Use Center
- Windsor Mixed Use Center (51 and V)

### Recommended Zoning:

The best option for future zoning of the lands in the Mixed Use Center future land use designation is often a Planned Unit Development zoning district. This district allows the desired mix in uses and provides flexibility in layout, in exchange for superior design. The zoning is tied to Village approval of a specific plan for the project. Alternatively, the Village could create a new mixed use zoning category that could create standards unique for mixed use developments. The third, least desirable alternative is to apply a patchwork of traditional zoning districts (e.g., B-2, RM-3) to areas under this designation. However, achieving the desired district character would be more difficult under this alternative approach.



Policies and Programs:

- a. Design mixed use developments in accordance with the principles included in Figure 46: Mixed Use Centers.
- b. Integrate multiple family developments with the fabric of the surrounding neighborhood through design, pedestrian connections, landscaping, and scale; rather than being designed as isolated enclaves.

Figure 46: Mixed Use Centers



## 6. Downtown

### Description:

Downtown DeForest is intended to remain a civic, social, and commercial hub of the community, as its role has historically been. This opportunity has recently been enhanced through the revitalization efforts in the downtown area. The “Downtown” future land use designation is mapped over the historic downtown area. This designation is intended for a mix of retail, commercial service, office, institutional, and residential (mainly upper stories) uses. These uses should be arranged in a pedestrian-oriented environment with on-street parking; minimal building setbacks; and building designs, materials, placement, and scale that are compatible with the character of existing development. New development, expansions, and exterior renovations should comply with general design standards in the Economic Development chapter and more detailed design guidelines adopted by the Village.

### Recommended Zoning:

The Village’s B-1 Central Business District is generally the most appropriate option, although Planned Unit Development zoning may also be appropriate for some redevelopment sites. The zoning ordinance should be amended as necessary to assure that development or exterior remodeling projects have to meet downtown design guidelines or otherwise receive Village approval before beginning.

### Policies and Programs:

- a. Given the current and projected development patterns, the downtown will not remain the geographic center of the Village. Because of this, the Village will exert substantial effort to ensure that the downtown retains its vitality. This will be particularly important as new commercial areas expand in the southern part of the Village, providing even greater competition for economic activity.
- b. Continue to retain community facilities in the downtown area, including the Municipal Building complex, Post Office, and DeForest Area Public Library.
- c. Attract new events that will continue to draw people to the area (farmers’ market, festivals and celebrations).
- d. Preserve the architectural and historic character of the core downtown historic buildings.
- e. Encourage continued revitalization of the downtown area through redevelopment of properties in designated areas.
- f. Encourage commercial developments that are most appropriate for the historic downtown to locate or remain there, rather than in other commercial districts in the Village.



- g. Identify and update specific targeted sites for redevelopment, emphasizing more intensive use and redevelopment of existing commercial/mixed use sites.
- h. Pay special attention to design and scale when considering approvals for new and renovated buildings in the downtown areas.
- i. In collaboration with the Chamber of Commerce and Downtown Redevelopment Authority, work on a multifaceted economic strategy for continued revitalization of the downtown, focused on business attraction and retention. This concept is described in greater detail in the Economic Development chapter.
- j. Promote the expansion, retention, and upgrading of specialty retail, restaurants, financial services, offices, professional services, and community uses through marketing, investment and incentive strategies.

## 7. Planned Commercial

### Description:

This future land use designation includes high-quality indoor retail, commercial service, office, health care, and institutional buildings on sites with generous landscaping, modest lighting, and limited signage. New developments and major expansions to projects should comply with the design standards included in the Economic Development chapter.

Planned Commercial uses are designated for several areas in the Village, including west of the intersection of the Interstate and CTH V, surrounding the intersection of STH 19 and the Interstate, surrounding the intersection of STH 19 and 51, and in strategic areas along 51, CV/Main Street, and other major thoroughfares.



### Recommended Zoning:

The Villages' B-2 General Business and B-3 Highway Business District are generally the most appropriate options.

### Policies and Programs:

- a. Adhere to site, building, signage, landscaping, and lighting design guidelines for commercial, large scale retail, and mixed use development projects. Additional detail is provided in the Economic Development chapter.
- b. Adhere to standards for highway access control, shared driveways, and cross access that are described in the Transportation chapter.
- c. Avoid rezoning any area designated for Planned Commercial development until public sanitary sewer and water service is available and a specific development proposal is offered for the site.
- d. Require that all commercial projects submit and have approved detailed building elevations and site plans, showing the proposed locations of the building(s), parking, storage, loading, signage, landscaping, and lighting prior to development approval.
- e. Prohibit the unscreened outdoor storage of equipment or materials, except for automobiles.
- f. Consider the relationship between development in the Planned Commercial areas and existing and future development behind these sites. Avoid inhibiting future access to sites behind commercial properties and creating an unattractive appearance which will inhibit future development of these sites.
- g. Encourage uses that are most appropriate for the Village's downtown area to develop or remain in the downtown, rather than in locations designated as Planned Commercial.
- h. The following are specific recommendations for areas designated for Planned Commercial development on Map 9. Transportation corridors (e.g. 19, 51, Interstate

90/94/39) are critical areas for establishing and enhancing a positive image for the Village of DeForest. The developments that are built along these corridors and surrounding interchange areas are highly visible to residents and visitors, and can help establish an attractive image for the Village:

1. *I-39/90/94 and STH 19:*

This area is planned for region-serving commercial development due to its good access from the Interstate and STH 19. Several design and performance standards should be used when considering development applications for this site:

- *Relationship to environmental corridors.* This site is surrounded by environmental corridors (including wetlands and floodplains). Directly to the south of the property is a significant system of publicly protected natural areas. Low impact development strategies are encouraged to minimize any adverse stormwater and erosion impacts (See Chapter 3: Agriculture and Natural Resources for more details). Landscaped and bermed buffers between commercial development and neighboring parcels should be used.
- *Relationship to Interstate:* This area will be highly visible from Interstate 90/94/39, which is one factor that will lead to this site being highly marketable. The look and character of the development in this location should adhere to design standards provided in Chapter 7: Economic Development and Village large retail use ordinance standards, to ensure that the development provides an attractive reflection of the Village to passers-by.

2. *USH 51 and STH 19 (West of 51):* This area is appropriate for region-serving commercial development. Adjacent to Planned Industrial/Business Park areas and USH 51.

- The area north of Highway 19 may be appropriate for larger retail establishments. Any commercial development should be developed in accordance with the design guidelines provided in Chapter 7: Economic Development.
- The area south of STH 19 is most appropriate for lower trip-generating uses, subject to further traffic impact analysis.
- This Planned Commercial area provides a southern “gateway” into the Village from Madison and other locations in the region. Due to this location, particular attention should be taken to ensuring development is of a high aesthetic quality, and community market and public spaces should be incorporated into the design.
- This Planned Commercial area, along with the area on the east side of 51, will provide an important opportunity to “link” the southern portion of the Village to the northern portion. Developers will be required to follow community



unifying design standards as suggested in the Economic Development chapter of this *Plan*.

3. *USH 51 and STH 19 (East of 51)*

- Planned Commercial uses in this area will provide a southern “gateway” into the Village from Madison, east from Sun Prairie, and other locations in the region. Due to this location, particular attention should be taken to ensuring development is of a high aesthetic quality, and community market and public spaces should be incorporated into the design.
- The Planned Commercial area east of 51, along with the area on the west side of 51, will provide an important opportunity to “link” the southern portion of the Village to the northern portion. Developers will be required to follow community-unifying design standards as suggested in the Economic Development chapter of this *Plan*.
- Infiltration and stormwater management are critical issues in this Token Creek infiltration area. Stormwater Best Management Practices and low-impact development standards, as described in the Agricultural, Natural, and Cultural Resources chapter, are required.

4. *USH 51 Corridor*

- The physical layout and aesthetic character of development of Planned Commercial hubs along 51 shall be carefully coordinated with planned transportation improvements, corridor enhancements, and with the Town of Windsor.
- Planned Commercial uses located along the 51 corridor are important focus areas linking the northern and southern portions of DeForest. Developers will be required to follow community-unifying design standards as suggested in the Economic Development chapter of this *Plan*, and potentially via an intergovernmental strategy with Windsor.

5. *CTHs V, I and I-39/90/94*. The exceptional regional and local access to this area provides good opportunity for commercial development. Because of its high degree of visibility from the Interstate and its function as the northern gateway to the Village of DeForest and Dane County, high quality design should be emphasized.

- Relationship to Interstate: This site will be highly visible from Interstate 90/94/39, which is one factor that will lead to this site being highly marketable. The look and character of the development in this location should adhere to design standards provide in Chapter 7 Economic Development, to ensure that the development provides an attractive reflection of the Village to passers-by.
- Development should not detract from the long term farming planned for the vicinity. Strategies to preserve rural character



include dark night skies lighting ordinances, appropriately scaled signage, and buffering incompatible land uses.

6. *CV/Main Street*. The DeForest area's "Main Street" is a key linkage between the northern and southern portions of the Village. Geographically it is the central artery of the DeForest area, and therefore has strong potential for community-serving commercial development. Design and layout of new and redeveloped commercial areas along this corridor is encouraged to be consistent with a "DeForest's Main Street" theme. The portion of the CV corridor north of Gray Road and between Duraform Lane and Windsor Road are of particular emphasis in promoting the "Main Street" character.
  - Limit setbacks and encourage parking behind buildings to bring buildings closer to the corridor. See design standards in Economic Development chapter.
  - Encourage design, articulation and layout that avoid monotonous "Strip" development.
  - Coordinate land uses with any future streetscape enhancements or roadway improvements.

## 8. Planned Office/ Research

### Description:

This future land use designation includes high-quality indoor professional; research, development, and testing uses; health care facilities and other institutional 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 land use designation is planned for areas north and south of CTH V in the DeForest-Vienna Extraterritorial Zoning area, within the Conservancy Place development, the ABS property, and an area in the southern part of DeForest east of USH 51 and north of STH 19.



### Recommended Zoning:

The Village should consider creating new zoning districts to implement the recommendations of the Planned Office/Research future land use designation. Without private covenants to add restrictions on uses and activities, existing industrial districts probably allow too wide a range of manufacturing uses for a high quality office/research park setting. Alternatively, Planned Unit Development zoning may be considered. The Villages' zoning ordinance should also be amended to incorporate high-quality standards for buildings, site design, landscaping, signage, and lighting.

### Policies and Programs:

- a. Market Planned Office/Research areas for research, development, and testing uses; professional offices; and certain private institutional uses like medical centers.
- b. Prohibit warehousing, assembly and manufacturing uses in the Office/Research designation unless the site is specifically designed to blend within an office/research setting.
- c. Adhere to very high quality site and building design guidelines, and to local ordinances on other aspects of those projects like signage, landscaping, and lighting.
- d. Avoid rezoning any area designated for Planned Office/Research development until public sanitary sewer and water service is available and a specific development proposal is offered or the Village approves an overall development layout and covenants.
- e. Require that all projects submit and have approved detailed building elevations and site plans, showing the proposed locations of the building(s), parking, storage, loading, signage, landscaping, and lighting prior to development approval.
- f. Three areas are designated within this future land use category. More detailed information about the economic focus of each of these areas is included in the Economic Development chapter. In addition to considerations associated with the emphasis of each area, there are certain land use characteristics that demand certain attention in each area. They include:

1. *I-39/90/94/CTH I and CTH V*. This Office/Research area is in close proximity to areas within the Town of Vienna that are planned to remain in long-term agricultural uses. Land use conflicts between Office/Research and agricultural operations and the overall rural character of this portion of the DeForest area will be minimized. This area is also positioned near the northern gateway into the Village of DeForest and Dane County. The image provided by development that occurs here will influence the perception of the Village and County.
  - Encourage low-intensity uses in this area that link the area's agricultural heritage and strengths to research.
  - Require site design and layout that considers the high degree of visibility from the Interstate, but minimizes intensive concentration of buildings and structures adjacent to Agricultural Preservation Areas.
  - Incorporate site design and layout strategies to maintain the rural flavor of the area. This might include dark night skies lighting ordinances, abundant site landscaping, appropriately scaled signage, and buffering between potentially incompatible uses.
2. *Innovation Springs Business Park at Conservancy Place*. This Office/Research area has a strong relationship to both the Interstate to the west, and the Yahara River to the east. Due to both of these factors, several issues will be considered as this area is developed.
  - Support the development of Innovation Springs Business Park as a high-end business park attractive to office and technology users.
  - Further study of a potential interchange at Cuba Valley Road, Windsor Road or possibly some location in between may affect future land use decisions in this area. The developer should sponsor or participate in any future studies or consideration of an interchange, and coordinate land use layout, infrastructure siting, and development phasing accordingly. This potential interchange is represented on the Future Transportation Improvements and Facilities Map.
  - Require Stormwater Best Management Practices and low impact development strategies to minimize any adverse impacts to the Yahara River.
3. USH 51 and STH 19. (Northeast Quadrant)
  - Moderate slopes and critical infiltration areas within this area suggest that low density, low-impact development employing aggressive stormwater management strategies is critical.
  - Require the developer to illustrate critical stormwater infiltration/groundwater recharge areas and any potential slope limitations (slopes 12% and higher) on site plans for any development proposed in this area.

## 9. Planned Industrial/ Business Park

### Description:

This future land use designation is planned in expansion areas for the two Village industrial/business parks, for the EVCO area, and south of 19 to 1-90/94/39 (between 51 and V). It includes high-quality indoor manufacturing, warehousing, distribution, office, research and development, and support (e.g., day care, health club, bank) uses with generous landscaping, screened storage areas, modest lighting, and limited signage. New development and major expansions should comply with the design standards included in the Economic Development chapter.



### Recommended Zoning:

The Village's M-1 Restricted Industrial and M-2 General Industrial zoning districts are generally the most appropriate zoning option.

### Policies and Programs:

- a. Market Planned Industrial areas for light manufacturing and assembly, warehousing, and office-related development. Discourage heavy industries that would either place excessive demand on municipal utilities or create environmental hazards.
- b. Expand the DeForest Business Park and the North Towne Corporate Park as the primary industrial parks in the Village.
- c. Grow the DeForest Business Park slightly to the north (see Map 9) to the northern edge of the 2006 Village of DeForest corporate boundary.
- d. Require preservation of a 100 foot wide landscaped and bermed buffer along the northern edge of the DeForest Business Park expansion to minimize any potential adverse impacts of situating industrial adjacent to the Windsor residential development to the north. The berm should be sized and designed to minimize the impact of noise, odor, light, vibrations, and parking and loading areas on adjacent residences. There should not be road access between this future industrial and residential areas.
- e. Encourage new business location in the North Towne Corporate Park.
- f. Work with Dane County Regional Airport and Dane County to add parcels, as appropriate, to the foreign-trade zone to help provide additional incentive for businesses to locate in the Village. The southern portion of the planning area is particularly suitable for designation as part of the foreign-trade zone due to its proximity to the Dane County Regional Airport.
- g. Expand business park/industrial uses to the area to the south of STH 19, west of 51 and east of the Interstate. Because of the highly visible location of this planned industrial area, particular attention should be given to site design and layout. Office/research uses would also be appropriate in this area.

- h. Encourage the relocation of older industrial uses that have outgrown their present sites or that are located in predominantly residential areas to one of the Planned Industrial areas.
- i. Adhere to adopted site and building design guidelines for industrial projects, and ordinances on other aspects of those projects like signage, landscaping, and lighting. Additional detail is provided in the Economic Development chapter.
- j. Avoid rezoning any area designated for Planned Industrial development until public sanitary sewer and water service is available and a specific development proposal is offered or the Village approves a business/industrial park layout and covenants.
- k. Require that all industrial projects submit and have approved detailed building elevations and site plans, showing the proposed locations of the building(s), parking, storage, loading, signage, landscaping, and lighting prior to development approval.

## 10. Government and Institutional

### Description:

This designation includes large-scale public buildings, schools, religious institutions, power plants and substations, hospitals, and special care facilities. Maps 5 and 8 generally show existing locations of such facilities. Future small-scale institutional uses may be located in areas planned for residential, business, office, industrial, mixed, or traditional neighborhood uses, while larger-scale institutional uses should generally be avoided in planned residential or Planned Neighborhood areas.

### Recommended Zoning:

Several of the Village's zoning districts allow institutional uses, mainly as conditional uses.

### Policies and Programs:

- a. Require and review a detailed site and operations plan before new or expanded institutional uses are approved.
- b. Consider the impact on neighboring properties before approving any new or expanded institutional use.
- c. Continue to work with the DeForest Area School District to coordinate uses and activities on District-owned land.
- d. Work with Public Works, DeForest Area Fire and EMS Department, Police and other providers of Village services on accommodating their future needs, as described in greater detail in the Community Facilities, Utilities, and Services chapter.

## II. Public Open Space and Environmental Corridor

### Description:

The Public Open Space and Environmental Corridor designation is mapped over all publicly owned preserved lands, as well as private lands along the Yahara River, in and around Cherokee Marsh and Token Creek, and along other minor streams and drainageways.

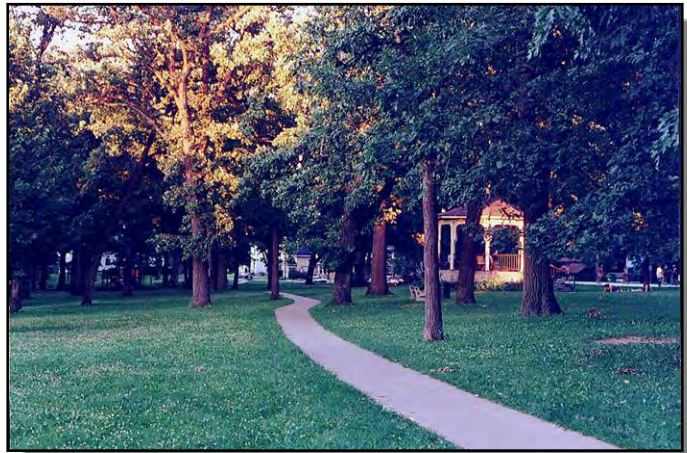
Environmental corridors are continuous systems of open space that include environmentally sensitive lands, natural resources, and endangered or threatened species habitat intended for long-term open space. Features that define areas planned as Environmental Corridors on Map 4 and 9 are described in the Agricultural, Natural, and Cultural Resources chapter.

### Recommended Zoning:

The Village's C-1 Conservancy District best applies to this designation. Often, these areas are also subject to wetland, floodplain, or shoreland zoning rules.

### Policies and Programs:

- a. Prohibit new building development in Public Open Space and Environmental Corridors wherever possible.
- b. Where development is proposed in or near mapped Environmental Corridors, determine the exact boundaries of the Environmental Corridor based on the features that define those areas. These lands may be considered for more intensive uses if (1) more detailed information or studies reveal that the characteristic(s) that resulted in their designation as an Environmental Corridor is not actually present, (2) approvals from appropriate agencies are granted to alter a property so that the characteristic that resulted in its designation will no longer exist, or (3) a mapping error has been identified and confirmed.
- c. Where compatible with natural resource and farmland preservation objectives, permit within Environmental Corridors passive cropping, grazing, and passive recreational activities such as trails and athletic fields.
- d. Work collectively with surrounding and overlapping governments and non-profit agencies on the preservation and enhancement of Environmental Corridors.
- e. Require the creation of landscaped bufferyards (recommended minimum dimensions are 100 feet wide) as illustrated on Map 9 between potentially incompatible land uses.
- f. Preserve, protect, and enhance open spaces and conservancy areas along the Yahara River, Token Creek and their tributaries and other environmentally sensitive-areas.
- g. Maintain a system of trails and pathways so that all residential neighborhoods will have safe and efficient pedestrian and bicycle access to parks, schools, neighborhood commercial districts, public open spaces, and conservancy areas.



- h. Provide neighborhood parks within safe walking distance of all residential neighborhoods. One-quarter mile is a preferred walking distance, with maximum distance of one-half mile between residences and neighborhood parks.
- i. Develop stream bank buffer landscaping standards for property owners with river frontage or environmental corridor adjacent to their property.
- j. Enforce Wetland, Floodplain, and Shoreland Zoning ordinances.
- k. Preserve woodlots and other environmental areas that serve to protect wildlife and vegetative resources.
- l. Preserve a “greenway” corridor along the Yahara River to connect DeForest North and South. While this proposed greenway system is shown conceptually on Map 9, the specific delineation of this system would be established during the platting phase of development. A Village-wide greenway system can support many different activities and serve multiple purposes, such as:
  - 1. *Accommodating active and passive recreation areas.* Many of the Village’s major parks and conservancy areas could be linked by the greenway system.
  - 2. *Creating neighborhood amenities and connections.* The greenway system can provide amenities within both existing and planned neighborhoods that increase property values and quality of life, allow neighbors to connect to one another and key points in the Village, and provide attractive neighborhood edges. Neighborhood connections to the greenway system should be primary consideration in neighborhood design.
  - 3. *Enhancing natural stormwater management.* A majority of the lands in the greenway system are wetlands, floodplains, hydric soils, or recharge areas, which provide necessary flood storage capacity during storm events. Making use of natural systems for stormwater management is an environmentally-responsible and cost-effective way to deal with stormwater issues in the growth area.
  - 4. *Linking DeForest North and South.* The Yahara River corridor is a resource that extends between the southern and northern reaches of the Village. A defined greenway corridor would provide another common, unifying feature shared by all portions of the Village and planning area.
- m. One area that is designated as Public Open Space/Environmental Corridor on the Future Land Use map is the Lake Windsor Golf Course in the Town of Windsor. This 27-hole facility is proposed to undergo redevelopment, including the addition of more housing units and a reduction to 18 holes. This project presents an opportunity to improve the natural and recreational assets of the DeForest area. To be supported through the Village’s extraterritorial jurisdictional land division review process, the plats should be accompanied by clear, demonstrable commitments and plans to:
  - 1. Improve the quality of natural resources in the area, particularly the Yahara River. Availability for safe canoe or kayak access should be explored.
  - 2. Consider placement a recreational trail through the northern portion of the property, per the Planned Transportation Facilities map in the Comprehensive Plan
  - 3. Improve the golf course to increase its asset value to the area.
  - 4. Work with all affected communities to provide an adequate level of protective and emergency services to the plat including police, fire, and EMS.

## D. Detailed Land Use Recommendations for Land Use Designations Outside the Future Urban Service Area

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The Village's Future Land Use Map (Map 9) makes recommendations for areas outside of the Future Northern Urban Service Area. While these areas are not anticipated to become a part of the Village of DeForest or the Northern Urban Service area, a portion of these areas are within the Village of DeForest extraterritorial jurisdiction. Within its extraterritorial jurisdiction the Village has planning and certain regulatory authorities as granted in §62.23 of the Wisconsin State Statutes. The specific authorities and responsibilities vested with these extraterritorial powers, and the geographic scope applying to each are explained in more detail in Chapter 9: Intergovernmental Cooperation.

The recommended land uses reflected on the Future Land Use Map are largely a composite of the adopted of draft Future Land Use maps of surrounding and neighboring communities, including Vienna, Windsor, the City of Madison, the Village of Sun Prairie. The future land uses will be regulated by these units of government where their jurisdictions apply. Because the Village maintains an interest in planning for this area that extends beyond its statutory extraterritorial jurisdiction, this *Plan* includes recommendations for this area. The Village's interest pertains to:

- *Economic and financial health of the DeForest Area School District.* The pace and extent of development throughout the School District (including the area that will remain outside the boundaries of the Village of DeForest) are critical. The pace and character of the development in the area designated on Map 9 as Planned Neighborhood will likely not develop in the Village, but will affect the DeForest Area School District.
- *Utility district service provision.* The service area of Token Creek Sanitary District, operated by the Village as of 2006, extends beyond the Village's jurisdictional boundaries and its extraterritorial jurisdiction. The Village's ability to operate the former Token Creek Sanitary District in the most efficient, effective and financially sound way will be influenced by land use decisions that happen outside the Village's jurisdiction.
- *Maintenance of community separation areas and natural resources.* The maintenance of community separation areas, open space, and environmental corridors between the Village of DeForest and other urban centers in the area (Madison, Sun Prairie) are critical for protecting regional natural resources, individual community identity, and promoting a sustainable land use pattern.

The following recommendations apply to the Future Land Use categories that are shown outside of the boundaries of the Future Northern Urban Service Area delineated on the Future Land Use Map. These recommendations are organized by geographic area and pertain to the areas OUTSIDE the Future Northern Urban Service Area (bold blue line) on Map 9:

- I. North (North of Hahn, Smith, Grinde Roads)
  - a. Continue to act as an approval authority on proposed land divisions with the Town of Vienna and Town of Windsor, unless otherwise limited by intergovernmental agreement.
  - b. Encourage the limitation of land divisions in this area to correspond with the areas designated by Map 9 as Agricultural and Woodland Preservation areas.
  - c. Work with the Towns of Vienna and Windsor and Morrisonville to establish and maintain a "separation area" between the Village and the unincorporated municipality of Morrisonville.
  - d. Support the detailed planning of the "Morrisonville Study Area," depicted on Map 9, by the Town of Windsor.

- e. Consider adjusting the Village's Future Land Use Map in response to the Town's plan for the Morrisonville Study Area and intergovernmental discussions with the Town of Windsor.

## 2. West of Interstate

- a. Continue to act as an approval authority on proposed land division within the Town of Vienna.
- b. Limit land divisions in the Town of Vienna within the area designated Agricultural and Woodland Preservation Areas.
- c. Continue to work with Town of Vienna to enforce extraterritorial zoning.
- d. Protect agricultural lands and operations within the extraterritorial area through limiting rezonings out of A-1 Exclusive within the Agricultural and Woodland Preservation areas.



## 3. East of 51

- a. Continue to act as an approval authority on land divisions within the Town of Windsor, except where limited by intergovernmental agreement.
- b. Limit land divisions in the Town of Windsor within the area designated Agricultural and Woodland Preservation areas.
- c. Work with Windsor on developing strategies to protect agricultural land in the area east of 51 and north of Windsor Road. Potential strategies to consider include joint extraterritorial zoning authority, purchase of development rights, and cooperative boundary agreements and land use planning.
- d. Encourage the area designated as Agricultural and Woodland Preservation to remain zoned within Dane County's A-1 Exclusive Zoning district, or an equivalent if extraterritorial zoning is enacted, with limited rezonings consistent with a "1 per 35" density policy.
- e. Work with the Town of Windsor and the City of Sun Prairie to delineate a mutually agreed upon boundary between the DeForest and Sun Prairie extraterritorial areas. Portage Road is a recommended extraterritorial boundary between DeForest and Sun Prairie.
- f. Review rezoning and land division proposals within the area south of Windsor Road to encourage a logical pace, pattern, and character of development that considers transportation, utilities, natural resources, and School District needs and is consistent with the Village's subdivision ordinance and *Comprehensive Plan*. The Town's comprehensive plan identifies most of the area south of Windsor Road as appropriate for future residential development, except for environmentally sensitive areas. The Future Land Use Map in this Village *Comprehensive Plan* reflects the existing land use pattern in this area, pending the resolution of Cooperative (boundary) Plan discussions between the Village and the Town. More discussion of the *Comprehensive Plan* is included

in the Intergovernmental Cooperation chapter. This area is identified as the “possible cooperative plan land use change area” on Map 9. Map 9 does acknowledge, through the Future Northern Urban Service Area designation, that larger parcels directly east of “DeForest South” should be reserved for development of public utilities.

4. *South of S1H19*

- a. Work with the Town of Burke, the City of Madison, and the City of Sun Prairie to develop mutually agreeable future boundaries for the Village, Town and Cities.
- b. Maintain a greenspace community separation area between the Village of DeForest and the Cities of Madison and Sun Prairie.
- c. Support Dane County and the Department of Natural Resources in the acquisition of land in and surrounding Cherokee Marsh and the Token Creek County Park.
- d. Work to ensure that development in the area served by the former Token Creek Sanitary District (operated by the Village as of 2006) is developed in a manner such that it generates sufficient revenue for adequate sewer and water service.
- e. Encourage development in the City of Madison to occur at a density and pace appropriate to coincide with the needs and interest of the DeForest Area School District for reasonable enrollment and school siting, if necessary.
- f. Encourage the design of sanitary sewer systems that can accommodate existing residents when their systems fail, at their expense and subject to Village annexation policies, requiring easements at the time of development approval.

5. *General Recommendations for Agricultural Preservation Areas*

Description:

This designation is intended to preserve productive agricultural lands in the long-term, protect existing farm operations from encroachment by incompatible uses, promote further investments in farming, and maintain eligibility for farming incentive programs. This designation focuses on lands actively used for farming and/or with productive agricultural soils and topographic conditions suitable for farming. It also includes woodlands, open space areas, and other areas shown as Environmental Corridors on Map 9. Lands in this category also include farmsteads, cottage industries, agricultural-related businesses, “value-added” farm production, and limited residential development at densities at or below one home per 35 acres, in accordance with the density policy described below.

Recommended Zoning:

Nearly all of the land in this future land use designation will remain under the A-1 Exclusive Agricultural zoning district in the Dane County Zoning Ordinance. Rezoning to other zoning districts may be permitted where all applicable policies of this section are met and the proposal is in compliance with these policies and the Farmland Preservation Program requirement.



### Policies and Programs:

- a. Residential homes in agricultural preservation areas shall be permitted at the density of 1 home per 35 acres of contiguous single ownership. This policy will generally be carried out in accordance with Town plan density policies.
- b. Where Village authority exists over land division and zoning, encouraging the clustering of smaller individual home sites at a density of 1 per 35 acres of contiguous single ownership, as opposed to housing on 35+ acre lots.
- c. Nonresidential Uses: Allow commercial, industrial, mineral extraction, and telecommunication tower uses in existence before adoption of the Comprehensive Plan to continue. For new or expanded nonresidential uses, permit only those allowed under the applicable zoning district, and require the use of one density credit (described above) for each new nonresidential use.
- d. The Agricultural, Natural and Cultural Resources chapter of this *Comprehensive Plan* and Village subdivision regulations have additional policies and programs related to agricultural preservation in the DeForest area. Not all lands designated as Agricultural Preservation Areas are appropriate for permanent farmland preservation, as some may be required for urban growth and development beyond the 20-year planning horizon.

## E. Growth Phasing

This *Plan* does not assume that all areas presented for future development on the Future Land Use map will develop immediately. The Future Land Use Map, and the following Growth Phasing map, provide guidelines for future land use decisions for the Village for the 25 year planning time horizon. This *Plan* designates three growth phases: Phase 1, 2 and 3. These phases are intended to provide guidance to the Village on the logical timing and sequencing of development areas. The phases suggest generally the time frames during which different portions of the future Northern Urban Service Area should be considered for development. The idea is that development should follow a logical sequence in order to ensure that the provision of services and utilities to Village residents can keep pace with development.

Growth phasing is an important approach to attaining the goals and objectives of the Village's *Comprehensive Plan*, ensuring a high quality of life, and providing resident access to service in an efficient and cost-effective manner. More specifically, growth phasing policies accomplishes the following objectives:

- Facilitates School District ability to absorb growth
- Maximizes traffic safety
- Protects capacity of utilities
- Balances supply and demand of development lands
- Ensures ability to deliver services in a cost-efficient manner
- Responds to Village resident desires for managed growth
- Maintains community character

The following criteria were factored into the phasing recommendations included on the Growth Phasing map:

- Annexed (Village) lands
- Urban Service Area designation

- Previous Village decisions
- Developer interests
- Future land use demand forecasts
- Sewer serviceability
- Distance from roads or transportation networks
- Distance from existing development
- Intergovernmental agreements
- Type of development (non-residential v. residential)

The Growth Phasing Map suggests that development should not occur in Phase 2 areas before the year 2014 and in Phase 3 areas before the year 2024. Development approvals *may* be offered for larger development proposals before those years, provided that the Village is able to secure binding commitments that actual development of lands within the overall development will follow the Village's phasing program. In any case, previous Village commitments to the phasing of particular projects will control, such as those made through development agreements or approved final development plans.

Over the planning period covered by this Plan, the Village will consider adjustments to the Growth Phasing map to respond to changing circumstances in the Village and region. These adjustments may only take place through amendments to this Comprehensive Plan. These types of adjustments may result in advancing the projected phase in which certain land should be developed in some cases, and pushing back the projected phase in which other lands may be developed in other cases. Factors that will be considered in making adjustments to the Growth Phasing map will include:

- Changes in the inventory of other developable land and/or already-approved development projects elsewhere that have a similar land use type(s) compared to the site under consideration for a phasing adjustment.
- Changes in the projected timing of public infrastructure improvements that are designed, or will likely assist, in safely and efficiently servicing the site that is under consideration for a phasing adjustment.
- An opportunity to capture a unique and desired economic development project for the Village that will likely be lost if the growth phase for a particular site remains as was previously approved.
- New ordinances or Village-enforceable commitments by developers to assure that the costs and impacts associated with the development are paid and/or fully mitigated by those associated with the development.
- Intergovernmental agreements that suggest or require changes in growth phasing.

## F. Smart Growth Areas

Wisconsin's Comprehensive Planning law requires that communities identify "Smart Growth Areas" in their Comprehensive Plans. Smart Growth Areas are defined 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 contiguous to existing development and at densities which will have relatively low municipal, state governmental, and utility costs." The Village's *Plan* designates Smart Growth Areas as the following:

- Continued revitalization, redevelopment and infill in the areas on Map 9 in the Downtown designation.
- Residential development between Vinburn and Gray roads, west of USH 51
- Mixed-use centers planned along USH 51, along CV, and V
- Residential, Commercial, Office and Industrial “infill” in portions of the Village already served by utilities and services, particularly the northern portion of the Village.

Strategies for developing and redeveloping these areas are outlined in this *Comprehensive Plan*.

### *G. Current and Potential Future Land Use Conflicts*

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The complex intergovernmental context of the DeForest area has the potential to create land use conflicts that center around the type and pace of development; provision of utilities and services to development areas; and decisions regarding future jurisdictional boundaries. In large part, existing and potential future land use conflicts that are intergovernmental by nature can and should be addressed through intergovernmental cooperation in planning and decision-making, and intergovernmental agreements where necessary and appropriate. These issues are discussed in greater detail in Chapter 9, Intergovernmental Cooperation.



Map 10: Growth Phasing



# Chapter Nine

# Intergovernmental

# Cooperation



BluePrint DeForest  
Village of DeForest Comprehensive Plan



This chapter includes goals, objectives, policies and programs for joint planning and decision making; incorporates by reference all plans and agreements to which the Village of DeForest is a party under §66.0225, §66.0301, §66.0307, and §66.0309, Wisconsin Statutes; and identifies known existing or potential conflicts between this *Comprehensive Plan* and the plans of adjacent villages and towns, Dane County, the State of Wisconsin, and school districts.

### A. Existing Regional Framework

The DeForest area has a history marked with intergovernmental conflict, mistrust, and contentious annexations. However, over the past several years, the Village and neighboring towns have improved intergovernmental relationships considerably, established more compatible land use directions, and enter long-term boundary agreements. This is best evidenced by the successful DeForest-Vienna extraterritorial zoning arrangement, and by agreements and ongoing discussions with the Towns of Windsor and Burke. The area also has several intergovernmental organizations and public investment efforts that have endured for many years despite boundary disputes.

Map 1 shows all of the different governments operating in the DeForest area, along with their extraterritorial jurisdictions where available. The following is a description of the plans of other local, county, school, and state jurisdictions operating within or adjacent to the Village of DeForest. Following the description of each jurisdiction's planning, this section analyzes potential conflicts with this *Village of DeForest Comprehensive Plan*. Where conflicts are apparent, processes to resolve them are proposed later in this chapter.

### Intergovernmental Cooperation Recommendations Summary

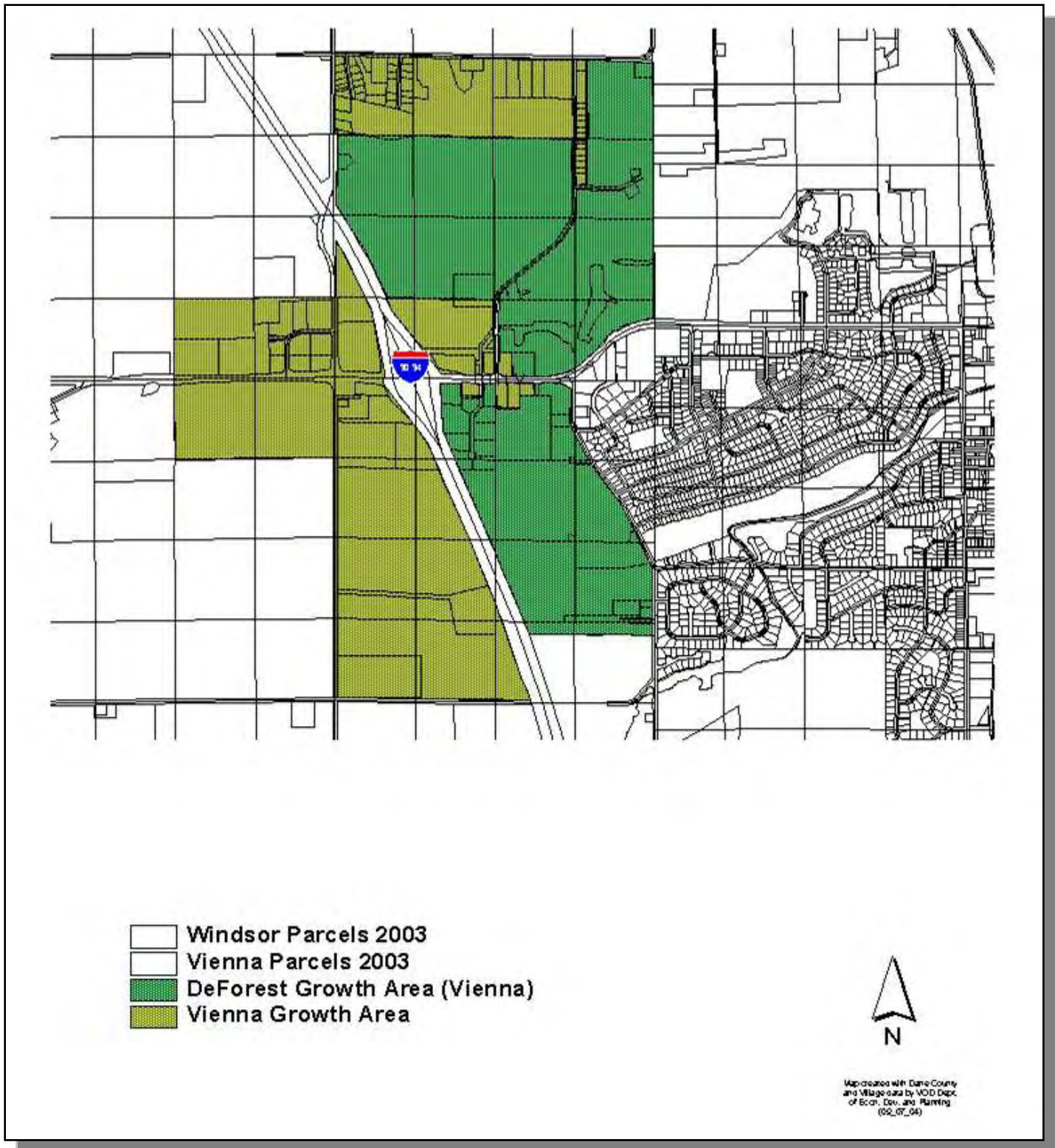
- Work with the Town of Windsor on a long-term cooperative plan for future boundaries and land use changes.
- Finalize a four-community cooperative plan establishing the Village's ultimate southern edge and addressing utility provision in the Burke area.
- Continue to pursue smooth implementation, and eventual update, of the DeForest-Vienna boundary agreement and extraterritorial zoning.
- Collaborate and advocate for the timely improvement of Highway 51 through the DeForest area, and other transportation issues of mutual concern.
- Continue to work collaboratively with the DeForest Area School District on community growth issues, future school siting, and collaborative services and facility usage.
- Work with Sun Prairie, Westport, and Waunakee toward mutually agreeable outcomes to intergovernmental issues when needs arise.

- I. Town of Vienna

The Town of Vienna, located west of the Village of DeForest, is primarily focused on preserving its agricultural economy and land base. One notable exception is the portion of the Town that is near the Interstate 39/Highway V interchange, where commercial, industrial, and office development is planned. In 2005, the Town adopted its most recent comprehensive plan. That plan aims to continue this established pattern of development and preservation, and is largely in line with Village plans and aspirations for areas of overlapping concern. In fact, the Future Land Use map included in this *Village of DeForest Comprehensive Plan* is essentially the same as the Future Land Use Map in the Town's plan.

The Village of DeForest has had a cooperative development agreement with the Town of Vienna since November of 1998. The 15 year agreement covers future growth areas of the two communities, revenue sharing, and utility service agreements. The Village provides water and the Town provides sanitary sewer facilities to the joint service area. The agreement also specifies Village extraterritorial zoning within an area roughly one and one-half miles from the 1998 Village limits zoning (area depicted on Map 1). In this area, the Village and Town have collaborated on creating, amending, and operating under a joint zoning ordinance. The potential future Village/Town boundary change areas are shown in Figure 47. The agreement is in effect through 2012, unless the two bodies decide to extend the agreement an additional five years. The Village intends to work with the Town to extend and, as necessary, adjust the current boundary agreement within the next five years.

Figure 47: DeForest-Vienna Boundary Agreement Areas (until 2012 unless extended)





## 2. Town of Windsor

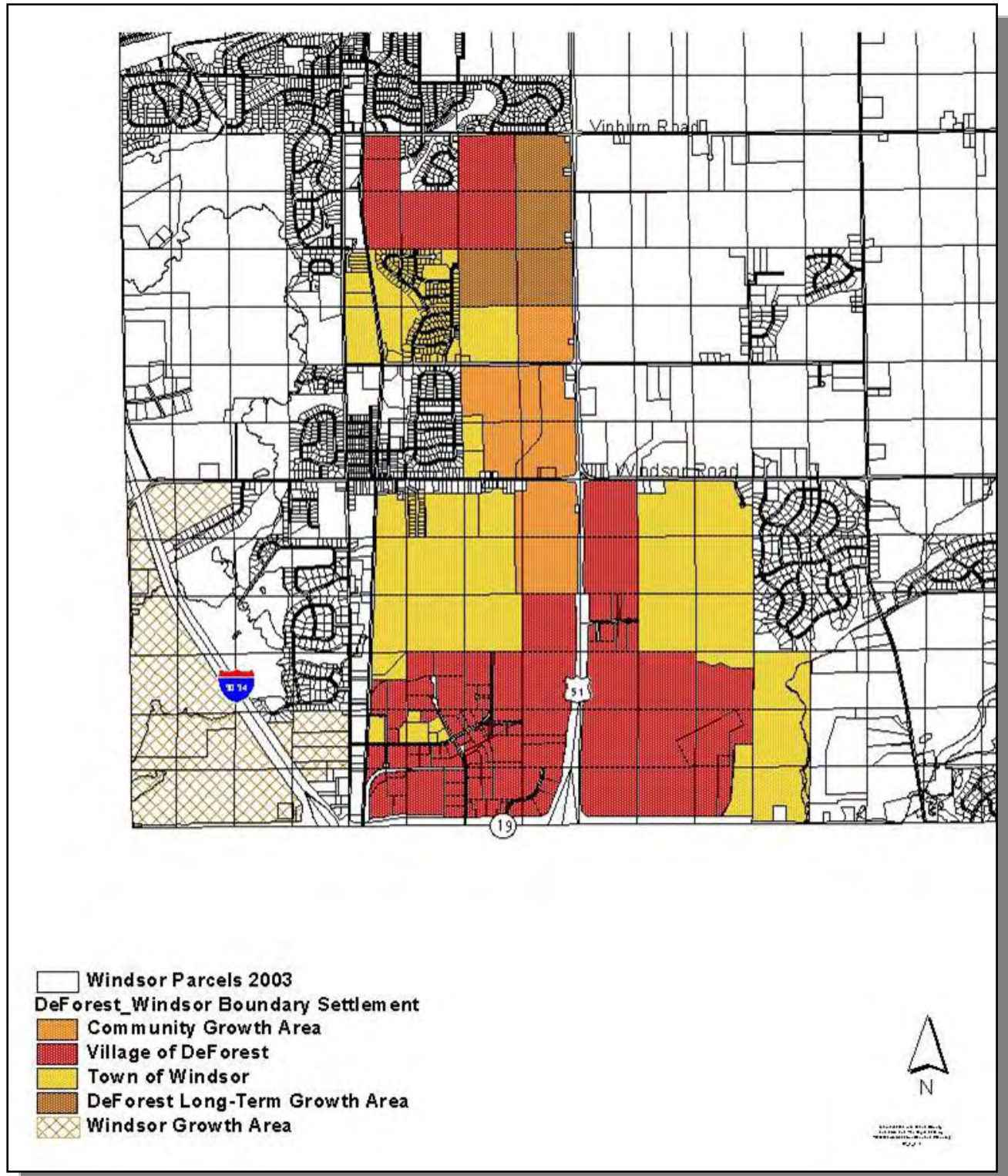
The Town of Windsor is located east and north of the Village, and also in between the northern and southern sections of the Village. East of Highway 51 and north of Windsor Road, Windsor has committed to agricultural preservation. In other areas, the Town envisions commercial and residential development. In 2005, the Town adopted its most recent comprehensive plan, which moves these recommendations forward. DeForest is generally supportive of the farmland preservation, growth management, and natural area preservation directions that the Town's plan reflects. In particular, the Village is supportive of the Town's long-term farmland preservation goals.

At the time of writing, the Town of Windsor was contemplating amendments to its 2005 comprehensive plan before advancing it for consideration by Dane County. There are two primary areas in the Town's comprehensive plan where the Village had remaining concerns or questions. The Town's Comprehensive Plan identifies the entire remaining area in the Town that is north of the Village and west of Highway 51 as "Morrisonville Growth Area". This area is several times the size of the existing developed hamlet of Morrisonville. In addition, it is located in an area of sensitive natural resources (the headwaters of the Yahara River), productive farmland, and very limited existing housing. For many of these reasons, the Village has very limited aspirations to grow north into or towards this area. The Village does not presently support growth in the Morrisonville area to the scale proposed in the Town's 2005 comprehensive plan. The second area for which the Village is withholding judgment until the Cooperative Planning process is complete is the area labeled as the "Potential Cooperative Plan Land Use Change Area" on Map 9.

As a settlement to the CapWin 19 Annexation, in 2004 the Village of DeForest and the Town of Windsor reached an agreement basically establishing municipal boundaries and utility service areas for 15 years (referred to as the "2004 Settlement Agreement"). The area marked as "Community Growth Area" on Figure 50 can either remain in the Town or be annexed to the Village, at the discretion of the property owner. At the time of writing, the two communities are going through the cooperative planning process pursuant to §66.0307(4)(a) of Wisconsin Statutes, as directed by the 2004 Settlement Agreement. The two communities have appointed a negotiating committee for this assignment. The Settlement Agreement allows—through the cooperative planning process—for the two communities to change boundary/land use stipulations in the 2004 Settlement Agreement. At the time of writing, the Boards of the two communities were considering framework proposals from which the cooperative plan could be created. It is the Village's desire to resolve the land use conflicts or concerns described above as a component of the cooperative planning process.



Figure 48: DeForest-Windsor 2004 Settlement Agreement Boundaries (until 2019 unless extended)





### 3. Town of Burke

The Town of Burke, located south of DeForest, has been largely developed over the past 40 to 50 years. This has occurred both as a result of annexations from nearby cities and villages and through development of land that remained in the Town. Unlike Vienna and Windsor, the Town of Burke does not envision long-term agricultural preservation for any part of that Town.

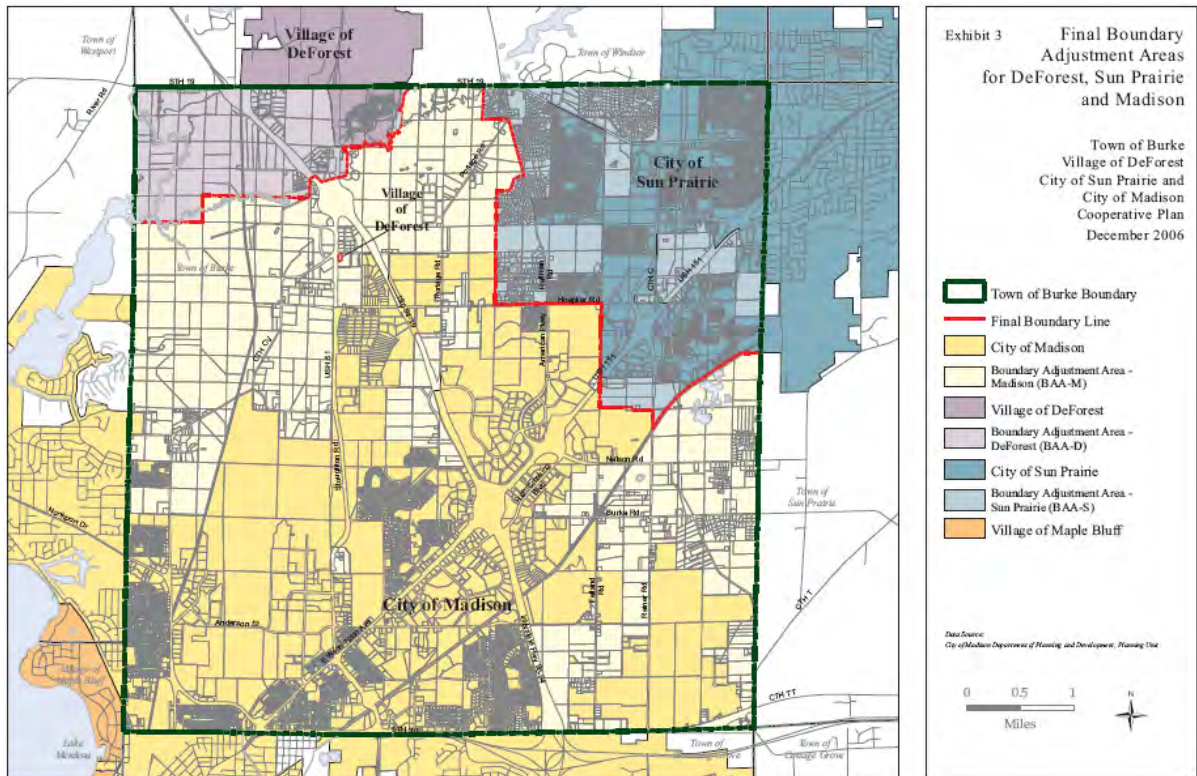
The Village of DeForest executed a cooperative plan, following Wisconsin statutory requirements, with the Town of Burke, Village of Sun Prairie, and City of Madison on January 5, 2007. This cooperative plan addresses the future dissolution of the Town of Burke into neighboring jurisdictions by 2036. The cooperative plan also establishes a final municipal boundary line between the Village of DeForest, City of Sun Prairie, and the City of Madison once the complete dissolution of the Town has occurred. As generally reflected on the Future Land Use map and other maps in this Comprehensive Plan, the long-term community edges will be defined by the major regional environmental corridors formed by the Token Creek and Cherokee Marsh. Figure 49 demonstrates the agreed upon future boundary adjustment areas for each city or village.

In general, prior to 2036, the owners of undeveloped lands within DeForest's future boundary adjustment area who wish to develop will have to first attach their lands to the Village of DeForest. Currently developed lands in this area may generally remain in the Town during this period.

The Village and Town also collaborated on utility system provision. On January 1, 2006, the Village assumed ownership and management of the former Token Creek Sanitary District. Sanitary sewer and water facilities managed by that former district (now part of the DeForest Utility District) serve the "DeForest South" area and lands on either side of the Interstate 39/Highway 51 interchange in the Village and Town.

Finally, in 2008, the Village and Town instituted collaborative extraterritorial zoning for the area encompassing all lands that remain in the Town, but will eventually be attached to the Village. The boundaries of the extraterritorial zoning area are depicted on Map 1.

FIGURE 49: Final Boundary Adjustment Areas of DeForest, Sun Prairie, and Madison



4. City of Sun Prairie

Sun Prairie, a city of over 20,000 people, is located southeast of DeForest. While the two communities do not yet share a common municipal boundary, their extraterritorial jurisdictions overlap. Discussions are ongoing, and there are disagreements, as to how to reconcile previously-established Sun Prairie extraterritorial zoning boundaries that now cover lands that are well within 1½ miles from the Village of DeForest municipal limits, and on extraterritorial land division review boundaries. Setting permanent, commonly understood, and jointly implemented extraterritorial boundaries between the two communities in the area north of Highway 19 is a short-term priority for the Village (see Figure 50).

Sun Prairie was also recently involved in the development of the cooperative plan between the Town of Burke, the Village of DeForest, and the City of Madison. This plan is discussed in greater detail above.

5. City of Madison

Madison, a city of over 200,000 people and the central city of the region, is located to the south of the Village of DeForest. While the two communities do not yet share a common municipal boundary, their extraterritorial jurisdictions overlap. The overlap issue was resolved through the 2007 cooperative plan, described above.

As outlined in the cooperative plan, public water and sanitary sewer service will continue to be provided by the DeForest Utility District to existing customers located within the boundary adjustment area for Madison (shown in Figure 49). DeForest will also provide water service to new customers in parts of the Madison’s boundary adjustment area, even after that land is attached to the City of Madison, as provided in the cooperative plan.

Finally, also as part of the cooperative plan, Madison agreed to a residential development phasing program for lands slated to remain within the DeForest Area School District.

6. *Town of Westport*

The Town of Westport is located to the southwest of the Village, positioned along the STH 19 corridor and the southern extension of the River Road Corridor. The Town's most recent Comprehensive Plan was adopted in 2004. The plan identifies long term agricultural preservation for lands near the Village of DeForest. The planned commercial area shown along Highway 19 West of the Interstate may draw traffic, land use, and environmental concerns from Westport that will be addressed when detailed development plans are offered for that area.

7. *Village of Waunakee*

Located to the southwest of DeForest, the Village of Waunakee has experienced steady growth over the past several decades, and in particular since the 1990s. The Village's 2000 population was 9,000. Waunakee's planned expansion areas are primarily to the north and south of the existing developed portion of the Village. A large economic focus area is planned for the south side of STH 19, with expansions of current industrial, as well as business and office uses recommended for this area, with an emphasis on higher quality business and office development. There are no known conflicts between Waunakee's and DeForest's plans.

8. *Dane County*

Dane County is contending with increasing growth pressure. In recognition of the stress that such growth places on both natural and human systems, the *Dane County Land Use and Transportation Plan* was adopted by the County in 1997. That plan advocates strong growth management, with a focus on concentrating non-farm developing in existing developed urban areas and in historic hamlet locations.

The Village of DeForest obtained a comprehensive planning grant from the State as part of a county-wide planning effort. At the time of writing, Dane County was nearing the end of the process to prepare its comprehensive plan, also funded under that same application. The draft plan is tentatively scheduled for adoption in May 2006. The draft of the plan available for review in March 2006 was generally compatible with the *Village of DeForest Comprehensive Plan*. The Village will take the opportunity to review, monitor, and comment on the county plan as needed.

The Village has cooperative agreements with several County agencies, and works with many more on an informal basis. The Village contracts with the Dane County Land Conservation Division for review and enforcement of the Village's erosion control and storm water ordinance. Village staff also coordinates projects with other County agencies such as the County Highway and the Parks Departments. The County administers the DeForest Community Development Block Grant revolving loan funding and coordinates the FLY DANE program, providing participating communities like DeForest with graphic data. The DeForest Area Public Library, which is part of the South Central Library System, receives operations payments from the County for service provided to the unincorporated areas.

9. *Regional Planning Jurisdictions*

The Village of DeForest falls under the regional planning jurisdiction of the Capital Area Regional Planning Commission (CARPC), which was established on May 2, 2007. CARPC

serves as the regional planning and areawide water quality management planning entity for the Dane County region, consistent with §66.0309, Wis. Stats. and State Administrative Code NR 121. CARPC is charged with the duty of preparing and adopting a master plan for the physical development of the region, and maintaining a continuing areawide water quality management planning process in order to manage, protect, and enhance the water resources of the region, including consideration of the relationship of water quality to land and water resources and uses.

The Madison Area Metropolitan Planning Organization (MPO) is the designated transportation planning agency for the Madison metropolitan area. The northern boundary of the Madison Area MPO's jurisdiction is Highway 19 in the DeForest area. The Madison Area MPO completed the Regional Transportation Plan: 2030 in November 2006. This is a long-range plan for the improvement and maintenance of all transportation modes within the MPO's planning jurisdiction. Several of the recommendations of this plan affect roads and rails within the DeForest area. Recommendations related to rail and transit included designation of the rail from the east side of Madison to the Village of DeForest as "secondary corridor" for the commuter rail. That plan also suggests consideration of regional express bus to serve the DeForest area. This Village of DeForest Comprehensive Plan is compatible with recommendations of the MPO's Regional Transportation Plan.

#### 10. Important State Agency Jurisdictions

The Wisconsin Department of Transportation's (WisDOT) District 1 office in Madison plans and manages access and improvements to state and federal highways in DeForest. WisDOT plans are summarized in the Transportation chapter. The Village is currently working with WisDOT and private property owners on an access control and improvement plan for Highway 19 near its interchange with Highway 51, as adjacent land develops. The Village will also work with WisDOT on a potential study for a new interchange along Interstate 39, between its present interchanges with Highways 19 and V.

The largest Village-WisDOT effort over the next 10 years will regard the type and timing of improvements proposed for Highway 51. WisDOT recently suggested the plans to upgrade Highway 51 with four lanes and interchanges would be postponed until perhaps 2014 or 2015. Particularly without interim safety improvements, this timeframe is not acceptable to the Village.

The Wisconsin Department of Natural Resources (WisDNR) provides service to the Village out of its South-central Wisconsin office located in Fitchburg. There are no known conflicts between this state agency's policies and programs and the *Village of DeForest Comprehensive Plan*.

## 11. DeForest Area School District



The Village has a long-standing relationship with the DeForest Area School District, as most of the school facilities are within the Village limits. The Village contributes approximately 55% of the students to the District. The District maintains an ongoing system of projecting future student enrollment, and capacity and condition reports for each of the schools. More information on District planning is included in the Community Facilities and Utilities chapter. There are no apparent incompatibilities between Village plans and those of the District. The Village continues to work with the District on issues such as school siting and residential development phasing. These efforts are greatly facilitated by the appointment of a School District representative on the Village's Planning and Zoning Commission.

Other joint efforts between the Village and School District are summarized as follows:

- *Police Liaison Officer:* The Village has an agreement with the District to provide a Police School Liaison, who provides a combination of youth education and delinquency prevention services. The officer serves as a resource to school staff and students with unique responsibilities involving community resource, education, liaison, preventive patrol, investigation, constructive referral, and community relations. The School District pays for the officer during the school year and the Village pays during the summer months.
- *Collaboration on Recreational Programming:* The Village of DeForest maintains a Recreation Department that provides programs to residents and non-residents. The School District provides use of several of its facilities within which the programs take place.
- *Alternative Education Program:* The Village has an agreement with the School District to provide space for the Alternative Education Program within the DeForest Area Library.

## 12. DeForest Area Fire and Rescue District

The DeForest Area Fire and Rescue District serves the communities of DeForest, Windsor, Vienna, Leeds, Hampden, and surrounding communities. The Village of DeForest constructed the Public Safety Building in 1998, and leases space to the District. The Fire Board has representatives from each of the participating communities and provides the direction for the District. Each community contributes to the operating budget of the District proportionate to its equalized value. Dispatch is handled through the Dane County 911 Center.

## 13. DeForest Area Community Senior Center

Constructed in 1984, the Center is a community organization whose primary purpose is to provide services and support for older adults and their families. The Center promotes

independence and self-reliance, while making available a facility for all members of the DeForest, Vienna and Windsor communities to meet, volunteer and participate in activities. The board of directors is made up of representatives of the three communities and provides leadership and direction for the Center. Each community contributes to the operating budget of the Center proportionate to their population.

14. *Thrive*

Thrive is a multi-county regional economic development entity comprised of Dane, Dodge, Columbia, Sauk, Jefferson, Green, Iowa, and Rock Counties. The vision and focus of Thrive is to grow the Madison regional economy in ways that will preserve and enhance the quality of life. Thrive's primary focus is to leverage existing regional assets to promote economic development in target sectors, such as agriculture, biotechnology, and healthcare.

### *B. Intergovernmental Cooperation Goals, Objectives and Policies*

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1. *Intergovernmental Cooperation Goal*

Attain seamless service delivery, cooperative municipal boundaries and jurisdictions, and compatible land development and community character in the DeForest area through effective relationships and agreements with adjacent and overlapping governments.

2. *Intergovernmental Cooperation Objectives*

- a. Develop and maintain mechanisms for ongoing communication between DeForest and surrounding and overlapping units of government.
- b. Continue to collaborate on service delivery, and address further opportunities for service cooperation and consolidation.
- c. Work with surrounding governments on new and replacement intergovernmental agreements to address issues of mutual concern.
- d. Work cooperatively with the DeForest Area School District on areas of mutual concern.
- e. Collaborate with the State, County, and neighboring communities to increase safety and capacity of critical highways in the DeForest area.
- f. Work to advance and protect the Village's overall vision in discussions and agreements with other area governments.

3. *Intergovernmental Policies*

- a. Continue to pursue, adopt, update, and formalize intergovernmental agreements and cooperative plans with surrounding local governments, in order to address boundary, land use, community character, transportation, environmental, and extraterritorial jurisdiction issues.
- b. In coordination with adjacent towns, continue extraterritorial land division and subdivision review (except where such authority may have been discontinued via intergovernmental agreement), and explore and improve extraterritorial zoning, to ensure quality development throughout the region.
- c. Work collaboratively with nearby cities and villages to establish universally recognized extraterritorial jurisdictional boundaries to minimize confusion and overlap.
- d. Expand the use of intergovernmental service agreements when new or existing development in one jurisdiction may be most efficiently and cost-effectively served by another entity's facilities (i.e., sanitary or utility districts).

- e. Participate, as requested, in intergovernmental requests regarding the extension of police services beyond Village limits.
- f. Regularly engage in informal arrangements with adjoining and overlapping jurisdictions for mutual benefit, such as equipment and facility sharing.
- g. Share capital improvement plans with adjoining communities to identify the potential for coordinating projects (e.g., parks), then coordinate bidding and construction of major infrastructure projects for improved efficiencies.
- h. Collaborate and advocate for the timely improvement of Highway 51 through the DeForest area, and other transportation issues of mutual concern.
- i. Implement traffic studies in collaboration with Windsor, potentially including impact fees. See the Transportation chapter for additional details.
- j. Collaborate on regional flood protection, stormwater management, and transportation (road and path) planning with WisDOT, WisDNR, Dane County and other communities in the DeForest area.
- k. Continue to work with the DeForest Area School District on residential growth management, new development's impact on educational facilities, district boundary and school siting decisions, shared facility usage, recreational space and programming, community education, and other areas of mutual concern.
- l. Continue to support regional organizations that enhance the area quality of life, such as the Community Senior Center and Chamber of Commerce.
- m. Collaborate with the Capital area Regional Planning Commission and with Thrive on regional planning and economic development initiatives.
- n. Include regional parks, open space corridors, and conservancy lands in local park, recreation facility and trail planning to maximize connections to larger, regional systems (e.g., Token Creek and Cherokee Marsh).

### *C. Intergovernmental Cooperation Programs and Recommendations*

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Intergovernmental cooperation is key to achieving a logical and efficient growth management program for the DeForest area. Without effective intergovernmental cooperation, lands on DeForest's fringe will likely become an inefficient, poorly planned, and prematurely developed patchwork; transportation systems will be overwhelmed; the natural environment and character of the area will suffer; and countless public dollars will be wasted on intergovernmental disputes. Needless to say, the goals of all communities in the DeForest area will not be served by intergovernmental conflict, misunderstandings, and poor communication.

Leading from the objectives and policies above, the programs identified in the remainder of this chapter are designed to further advance intergovernmental cooperation the region.

1. *Adopt and Implement a Cooperative Plan with Windsor*

At the time of writing, representatives from DeForest and Windsor were meeting bi-weekly to develop a framework for a "cooperative plan" between the two communities. A cooperative plan is a powerful, yet labor intensive, intergovernmental boundary agreement tool authorized under Section 66.0307 of Wisconsin Statutes. Initiation of a process to prepare a cooperative plan was directed under the 2004 Settlement Agreement, described earlier in this chapter. The Settlement Agreement further stipulates that "the parties shall use good faith efforts to complete the cooperative plan in a timely manner."

The Village intends to continue to work with the Town to complete the cooperative plan in 2006. The Village believes that a more sustainable cooperative plan should use the agreements reached through the 2004 Settlement Agreement as a starting point rather than an end point.

It is further hoped that the cooperative plan—and follow-up local comprehensive plan amendments that may be directed by the cooperative plan—will remove remaining differences between the comprehensive plans of the two communities. In the event the two communities fail to execute a cooperative plan, or the final cooperative plan does not entirely protect the Village's interests, the Village reserves the right to amend its comprehensive plan and fully exercise its extraterritorial authorities that remain pursuant to the 2004 Settlement Agreement. The Village may need to amend this *Village of DeForest Comprehensive Plan* as a result of the adopted cooperative plan.

2. *Adopt and Implement a Cooperative Plan in the Burke Area*

The DeForest, Burke, Madison, and Sun Prairie cooperative plan will lead ultimately to the dissolution of the Town of Burke (by 2036), and the incorporation of current Burke lands into the three incorporated municipalities between now and then. Secondary issues include and utility and other public service delivery to the various areas within the current Town of Burke.

The Village intends to continue to work with the participating communities to implement the cooperative plan. These efforts will include extraterritorial zoning with Burke (first initiated in 2008), utility provision to lands inside and outside of the Village, and discussions as necessary to address any ambiguities in the cooperative plan.

The Village may also wish to pursue assurances that the Cities of Madison and Sun Prairie will not annex lands north of Highway 19 in the DeForest extraterritorial jurisdiction.

3. *Update Boundary Agreement with the Town of Vienna*

DeForest and Town of Vienna have enjoyed a successful boundary agreement, utility delivery scheme, and joint extraterritorial zoning since 1998. The agreement that authorized these positive accomplishments is set to expire in 2012, with a five year extension possible if mutually agreed by both parties. The Village of DeForest supports extending the agreement, and updating it as necessary to reflect changing conditions and community plans. Such discussions should begin by 2010, to allow all options to be explored before the 2012 deadline.

4. *Additional Boundary Agreement Proposal*

Begin discussions with the Town of Westport, Village of Waunakee, and City of Madison on a boundary agreement covering the northeast corner of the Town of Westport to account for overlapping extraterritorial authority, future municipal boundaries, potential utility system expansions, community separation, and other areas of mutual concern.

5. *Advocate for the Timely Improvement of Highway 51*

Delays in improvements to Highway 51 in the DeForest area have led to frustrating traffic delays, harrowing travel, unsafe access and turning movements, and increased accidents and injuries. WisDOT appears to now have major enhancements to Highway 51 scheduled for approximately 2025—nineteen years from the drafting of this *Comprehensive Plan*. Meanwhile,

growth in the DeForest-Windsor area and to the north continues at a rapid pace, further exacerbating the existing congestion and safety problems.

The Village intends to pursue a variety of means to advance WisDOT's timeframe for Highway 51 improvements. These will focus on moving the proposed date for the major expansion project forward. If this does not appear feasible, then the Village intends to advocate for short-term improvements of road intersections with Highway 51, potentially including signalization at key intersections. The Village—hopefully working in collaboration with the Town of Windsor—may pursue public opinion and political initiatives to advance Highway 51 improvements, if traditional methods are unsuccessful.

#### 6. Work with the DeForest Area School District on Several Initiatives

The Village views collaboration with the DeForest Area School District as essential, and encourages other communities in the DeForest area to place a similar priority on these relationships. Pending agreement by the District, the Village would like to work with the School District on the following programs over the planning period:

- *Address School District/Municipal Boundary Issues:* Ongoing boundary discussions with nearby communities will likely affect future enrollment growth within the current DeForest Area School District boundaries. The Village will continue to consult with the District on these issues.
- *Work Collaboratively on Long-range School Siting:* The Community Facilities, Utilities, and Services chapter of this *Comprehensive Plan* suggests potential future school needs in the District. In addition, the Future Land Use map shows areas where future residential development will occur. Major future residential growth areas are the most logical areas for future School District acquisition of a school site. As larger-scale neighborhood development plans are prepared and reviewed within areas of substantial residential growth, the Village will work with the School District and developer on options for future school sites.
- *Residential Development Phasing Program:* State and School District policies support stable student population or moderate student growth. To facilitate these policies, the Village intends to work with the School District on its ongoing techniques, or a new approach, to phasing residential development projects in the future.
- *Joint Programming and Facility Usage:* The Village intends to continue to work with the District on joint facility usage and community and recreational programming. Jointly planning neighborhood parks and elementary school sites are usually a “win-win” for both entities. A more specific priority over the planning period may be to locate community park space to serve large-scale athletic fields for both the community's and



- District's use. This may have a secondary benefit of enhancing the opportunity for future high and/or middle school expansion on the current campus.
- *Development Impact Analysis:* The Village and School District may jointly pursue completion of a development impact analysis. This analysis may consider the specific enrollment and possible facility impacts that implementation of this *Comprehensive Plan* is likely to yield. These results could be compared with demographic projections that the Districts regularly prepares. The development impact analysis may also inform the general public of the actual costs and benefits of different types of development.

# Chapter Ten Implementation



BluePrint DeForest  
Village of DeForest Comprehensive Plan



Few recommendations of this *Comprehensive Plan* will be automatically implemented. Specific follow-up actions will be required for the *Plan* to become reality. This final chapter of the *Plan* is intended to provide the Village of DeForest with a roadmap for these implementation actions. It includes a compilation of programs and specific actions to be completed in a stated sequence, as required under §66.1001, Wisconsin Statutes.

## A. Plan Adoption

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The *Village of DeForest Comprehensive Plan* must be adopted in a manner that supports its future use for more detailed decision-making. The Village has included all necessary elements for this *Plan* to be adopted as a “Smart Growth” plan under the State’s comprehensive planning statute. This has included a Village Planning and Zoning Commission recommendation, distribution of the recommended *Plan* to affected local governments, a formal public hearing, and Village Board adoption of the *Plan* by ordinance.

## B. Plan Monitoring, Amendments, and Update

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The Village should regularly evaluate its progress towards achieving the recommendations of the *Comprehensive Plan*, and amend and update the *Plan* as appropriate. This section suggests recommended criteria and procedures for monitoring, amending, and updating the *Plan*.

### 1. Plan Monitoring

The Village should constantly evaluate its decisions on private development proposals, public investments, regulations, incentives, and other actions against the recommendations of this *Comprehensive Plan*. More specifically, the Village Planning and Zoning Commission intends on an annual basis, to review its decisions over the previous year against the recommendations of this *Plan*. This will help keep the *Plan* a “living document.”

### 2. Plan Amendments

Amendments to this *Comprehensive Plan* may be appropriate in the years following initial *Plan* adoption and in instances where the *Plan* becomes irrelevant or contradictory to emerging policy or trends. “Amendments” are generally defined as minor changes to the *Plan* maps or text. As a dynamic community that is facing myriad opportunities for growth and change, the Village is likely to receive several requests for plan amendments every year. To provide a more manageable, predictable and cost-effective process, the Village has determined to hold a single plan amendment consideration cycle every year between December and April.

This approach will require that all proposed plan amendment requests be officially submitted to the Village prior to December 1 of each year. The proposed amendments will be presented to the Planning and Zoning Commission in January and/or February, with notices sent to reviewing jurisdictions and agencies. The public hearing, and earliest potential action on the proposed amendments would be scheduled in February or March for recommendation by the Planning and Zoning Commission and March or April for action by the Village Board.

The annual process also provides a coordinated timeline for Urban Service Area amendments, which would occur the second half of the year, as deemed necessary by the Village.

The State comprehensive planning law requires that the Village use the same basic process to amend or add to the *Plan* as it 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 §66.1001(4), Wisconsin Statutes need to be followed. The Village should monitor the new State law for any changes that may clarify the amendment process.

### 3. Plan Update

The State comprehensive planning law requires that the *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. Further, on January 1, 2010, zoning and subdivision ordinances and decisions, as well as official maps, will have to be consistent with locally-adopted comprehensive plans. Based on these two deadlines, the Village should update its *Comprehensive Plan* before the year 2016 (i.e., ten years after 2006). The Village should continue to monitor any changes to the language or interpretations of the State law over the next several years.

## C. Consistency Among Plan Elements

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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*.” Preparing the various elements of the *Village of DeForest Comprehensive Plan* simultaneously has ensured that there are no known internal inconsistencies between the different elements of this *Plan*.

## D. Specific Implementation Tools

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The Village has several ordinances to affect the development in the Village. In order to meet the goals, objectives and fulfill the policies established in this *Plan*, it is likely that these may need to be updated to achieve the desired future for the community. The following are particularly relevant to implementing the Land Use chapter of this *Plan*.

### 1. Zoning Ordinance

The Village Zoning Code should continue to be evaluated annually to respond to issues or new circumstances not anticipated with drafting or previous amendments. The Village’s Zoning Code went through a significant amendment process in 2006. In response to recommendations included in this *Plan*, future amendments to the Zoning Code might include:

- a. Establishing or referencing site plan and design guidelines for non-residential development (planned commercial, industrial and office);
- b. Establishing or referencing site plan and design guidelines for multi-family residential development;
- c. Limiting the number of consecutive duplex lots;
- d. Reviewing standards for large commercial establishments to ensure that Village character is preserved through design, layout, landscaping and architecture;
- e. Working with adjoining towns to implement consistent design standards across community boundaries to ensure area-wide quality development;
- f. Comprehensively updating the sign ordinance.

2. *Subdivision Ordinance*

The Village Subdivision and Development Code will be evaluated annually to respond to issues or circumstances not anticipated with ordinance drafting or previous amendments. These include refinement of road widths standards to carry out recommendations included in the Transportation chapter. A fairly significant set of amendments were adopted in 2006.

3. *Building Codes*

The Village has adopted the state building code through ordinance. This will be updated as necessary.

4. *Property Maintenance Codes*

The Village has a Minimum Housing Ordinance dealing with the upkeep of rental properties, however, enforcement is primarily on a complaint basis. In order to prevent deterioration of rental as well as owner occupied housing, adoption of the International Property Maintenance Code is advised. Continued work in this area will likely require additional staffing, however.

5. *Official Map*

The Village should prepare and adopt an official map that reflects the recommendations of the Future Land Use and Transportation Improvements and Facilities maps. An official map will have to be considered at a Public Hearing and adopted by the Village Board.

6. *Erosion/ Stormwater Control Ordinance*

The Village updated its erosion control and storm water ordinance in 2002 and amended it in 2004 to incorporate the creation of a stormwater utility. Further updates to incorporate low-impact development strategies and stormwater management Best Management Practices will be considered, as necessary.

7. *Historic Preservation Ordinance*

Adoption of an historic preservation ordinance is not presently being considered. The Village certainly does support the preservation of historic buildings, but would like to pursue other means to support their preservation and upgrade.

## E. Implementation Strategies

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Figure 50 provides a detailed list and timeline of the major actions that the Village intends to complete or at least consider to implement the *Comprehensive Plan*. Often, such actions will require substantial cooperation with others, including County government and local property owners. The figure has three different columns of information, described as follows:

1. *Category:*

The list of recommendations is divided into four different categories based on the proposed timeframe of the action. This responds to the State 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. Village time and budgetary constraints may affect this time frame.

2. *Recommendation:*

The second column lists the actual actions recommended to implement key aspects of the *Comprehensive Plan*. The recommendations are for Village actions that might be considered in

an annual work program, recognizing that many of these actions may not occur without cooperation from others.

3. Timeframe:

The estimated timeframe for beginning and completing each recommendation.

Figure 50: Implementation Strategies Timetable

Category	Recommendation	Implementation Timeframe
Agricultural Resources	Cooperate and advocate for consultation in regional efforts to enhance viability of agricultural land uses.	2009-2012
Transportation	Participate in studies of proposed interchange areas.	2009-2012
Transportation	Work with WisDOT on USH 51, STH 19, and Interstate 90/94/39 improvements.	2009-2014
Transportation	Consider transportation impact fees for new development.	2009-2012
Transportation	Conduct a needs assessment for sidewalks and enforce.	2010-2011
Transportation	Explore Madison Metro express bus service to be extended to serve the Village.	2010-2015
Utilities and Community Facilities	Implement recommendations in Table 18 of Utilities and Community Facilities chapter in the timeframes presented in the table.	2009-2015
Housing & Neighborhood Development	Decide whether to prepare and adopt a residential growth phasing plan, and complete plan if it is decided to pursue.	2009-2011
Housing & Neighborhood Development	Pursue a housing rehabilitation initiative for the downtown area.	2009-2012
Economic Development	Implement the Downtown Revitalization Concept and Implementation Strategy Plan.	2009-2015
Economic Development	Continue to enhance and beautify the streetscapes along major corridors and community gateways, particularly Highways 51, V, CV, DV, 19, business districts, and the Interstate, including Highway 51 landscaping and entry features.	2009-2015
Economic Development	Explore and implement community identity and wayfinding marker system in conjunction with Highway 51 completion.	2009-2014
Economic Development	Create and manage additional tax incremental financing district(s) to enhance economic opportunities and promote redevelopment.	2009-2012
Land Use	If not previously done by the Village, require landowners wishing to develop a portion of their property to prepare a neighborhood development plan for future use of their entire contiguous ownership parcel for Village approval, along with connections to adjacent properties.	Ongoing
Intergovernmental Cooperation	Adopt and implement a cooperative plan with the Town of Windsor.	2009-2010 (Adopt) Ongoing (Implementation)

<i>Category</i>	<i>Recommendation</i>	<i>Implementation Timeframe</i>
Intergovernmental Cooperation	Attempt to reconcile extraterritorial jurisdiction and extraterritorial zoning boundaries with the City of Sun Prairie.	2010-2011
Intergovernmental Cooperation	Update boundary agreement with the Town of Vienna, including potential expansion of extraterritorial zoning area to encompass entire extraterritorial jurisdiction.	2009-2010
Intergovernmental Cooperation	Pursue discussions with Waunakee, Westport, Madison, and Sun Prairie on intergovernmental issues of mutual concern, including potentially an agreement(s) on boundaries and/or extraterritorial jurisdictions.	2010-2015
Intergovernmental Cooperation	Work with the DeForest Area School District on school and facility siting, joint programming, growth phasing initiatives, and boundary agreements.	2009-2015