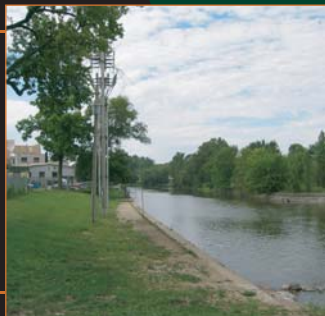
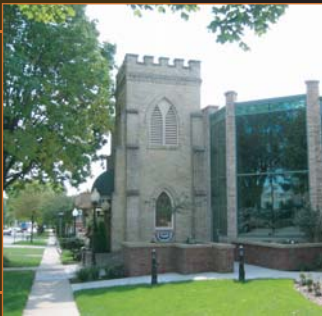




City of Jefferson, Wisconsin Downtown & Riverfront Redevelopment Plan

January 2007



Prepared by
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Madison · Milwaukee

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TABLE OF CONTENTS

ACKNOWLEDGEMENTS 1

TABLE OF CONTENTS 2

EXECUTIVE SUMMARY 3

INTRODUCTION 4

 Planning Purpose 4

 Planning Process 4

 Planning Area 5

Map 1: Jefferson Downtown & Riverfront Planning Area 6

COMMUNITY ASSETS & MARKET DRIVERS 7

 Access 7

 Hwy 26 Bypass 7

 Historic Rivertown 8

 County Seat 8

REDEVELOPMENT MARKET OPPORTUNITIES 9

 Riverfront Residential 9

 Riverfront Recreation 9

 Riverfront Mixed Use 9

 Downtown & Alley Mixed Use 9

REDEVELOPMENT AREA PLAN 10

 Downtown & Riverfront Focus 10

Map 2: Jefferson Downtown & Riverfront Redevelopment Area Plan 14

 Priority Redevelopment Sites 15

 Other Redevelopment Recommendations 17

 Other Redevelopment Recommendations 18

IMPLEMENTATION 21

 Roles 21

 Implementation Tracks 23

 Recommendations 23

APPENDIX: PERSPECTIVES OF PRIORITY SITES 26

EXECUTIVE SUMMARY

Making the most of the City's redevelopment opportunities will require a proactive stance on the part of the City decision makers. The intent of this plan is to set a forward-looking agenda for downtown and riverfront redevelopment over the next five to ten years – commencing with the adoption of this plan. To kick-off implementation, the City should put into place legal and institutional mechanisms such as a Community Development Authority (CDA) and a statutory redevelopment plan, as well as maximize the potential of the existing downtown TIF district TID #5. Doing so will enable the City to carry out individual redevelopment projects, enter discussions with key property owners, and assist private developers in property acquisition and development. Professional assistance with developer recruitment, developer negotiations, project review and execution is also recommended.

The City of Jefferson has many assets to be leveraged. The community's key asset and therefore key market opportunity is downtown's proximity to the Rock and Crawfish Rivers. This asset provides a tremendous opportunity for Jefferson to capitalize on these rivers and breathe new life into downtown. Through implementation of this Downtown & Riverfront Redevelopment Plan the City of Jefferson can capitalize on its many assets and offer a concentration of residential, recreational, civic, retail, and office uses in the downtown and riverfront planning area.

Recommended policies for downtown and riverfront redevelopment:

1. Revitalize specific riverfront properties for residential use. Residential development downtown is essential to sustaining businesses downtown and key to attracting destination commercial businesses.
2. Collaborate with Jefferson County to keep the County courthouse, offices, and other services downtown. To revitalize downtown Jefferson, it is critical that downtown remains the civic core that it is today.
3. Plan for the long-term relocation of industrial uses off the Rock and Crawfish rivers. Facilitate long-term stability of industrial and manufacturing businesses by allowing them to modernize and grow their facilities in industrial park locations within the community.
4. Maximize potential of TID #5. In order to successfully revitalize Jefferson's downtown and riverfront, redevelopment planning must be coordinated with financial feasibility. New private development must occur first to create increment; then increment can be allocated to public improvement projects. The role of government in TIF policy is to manage redevelopment facilitation and infrastructure development within the TID. Use of the TID as a "tax abatement" program does not allow the City to facilitate redevelopment that includes infrastructure improvement within the TID.
5. Jefferson's downtown and riverfront area has the potential to become a regional destination. Use TID #5 to create additional downtown and riverfront infrastructure and commercial improvements that will allow the community to achieve destination status.
6. Create a unique destination downtown that complements Main Street with the improvement of the downtown public alley and rear entries to Main Street businesses. This improved area will link downtown to the riverfront and provide a destination in the area with outdoor shopping, eating, and recreating for residents and visitors.

INTRODUCTION

The City of Jefferson is located mid-way between Milwaukee and Madison, just 4 miles south of the I-94 corridor, and less than 25 miles northeast of the I-90 corridor. Though economically influenced by the Milwaukee and Madison metro areas, Jefferson is its own community and the county seat with a strong sense of identity and civic pride. Downtown Jefferson maintains much of its historic character with carefully restored Main Street mixed use buildings and a civic core that is home to City and County offices, the public library, and the riverfront Rotary Park. Highlighting the natural beauty of downtown Jefferson is the confluence of the Rock and Crawfish Rivers on the western edge of downtown which creates a dynamic location for recreation, wildlife viewing, and fishing.

Planning Purpose

The City of Jefferson retained VANDEWALLE & ASSOCIATES, a Madison-based economic planning and design firm, to complete a Downtown & Riverfront Redevelopment Area Plan to explore the development potential downtown, especially along the downtown riverfront. This Downtown & Riverfront Redevelopment Area Plan explores untapped market opportunities in Jefferson, analyzes the community's existing economic development tools, and provides a future vision and implementation strategy for Jefferson downtown and riverfront revitalization.

Planning Process

This plan was developed with the assistance of the Jefferson Development Commission (JDC), City of Jefferson Staff, and other community stakeholders between September and November 2006.

Background Research

A series of planning documents were referenced in the development of this plan including:

- ◇ Jefferson County Countryside Farm Master Plan, 2005;
- ◇ Project Plan for the Boundary and Project Plan Amendment to Tax Incremental District No. 5 within the City of Jefferson, Wisconsin, 2005;
- ◇ City of Jefferson Streambank Stabilization Preliminary Report, 2003;
- ◇ Downtown Jefferson Improvement Plan, 2002;
- ◇ Project Plan for the Tax Incremental District No. 5 City of Jefferson, Wisconsin, 2001;
- ◇ Wisconsin Department of Transportation STH 26 Corridor Plan, 2001-2003;
- ◇ City of Jefferson Comprehensive Master Plan, 1998;
- ◇ City of Jefferson Comprehensive Outdoor Recreation Plan, 1997; and
- ◇ Jefferson County Bikeway/Pedestrian Plan, 1996.

Stakeholder Interviews, Site Assessment & Ad Hoc Working Group Kick-Off Meeting

On September 6, 2006, VANDEWALLE & ASSOCIATES participated in a day-long event in Jefferson. Activities included stakeholder interviews, a visual site assessment, and a kick-off meeting with the project ad hoc working group. On September 14, 2006, VANDEWALLE & ASSOCIATES conducted additional stakeholder interviews and site assessment.

In total, VANDEWALLE & ASSOCIATES interviewed 27 community stakeholders to gain insight on local economic trends, private property concerns, and residents' and business owners' vision for the downtown and riverfront. Interviewees included groups of civic leaders, business owners, city and county staff, parties with vested interest in the downtown and riverfront, and large property owners in the planning area.

VANDEWALLE & ASSOCIATES conducted a visual assessment of the study area to analyze existing site conditions and verify base map information. During the ad hoc working group kick-off meeting, generalized stakeholder comments were discussed. Steering committee members provided initial ideas for the redevelopment of the riverfront.

Draft Redevelopment Plan Presentation

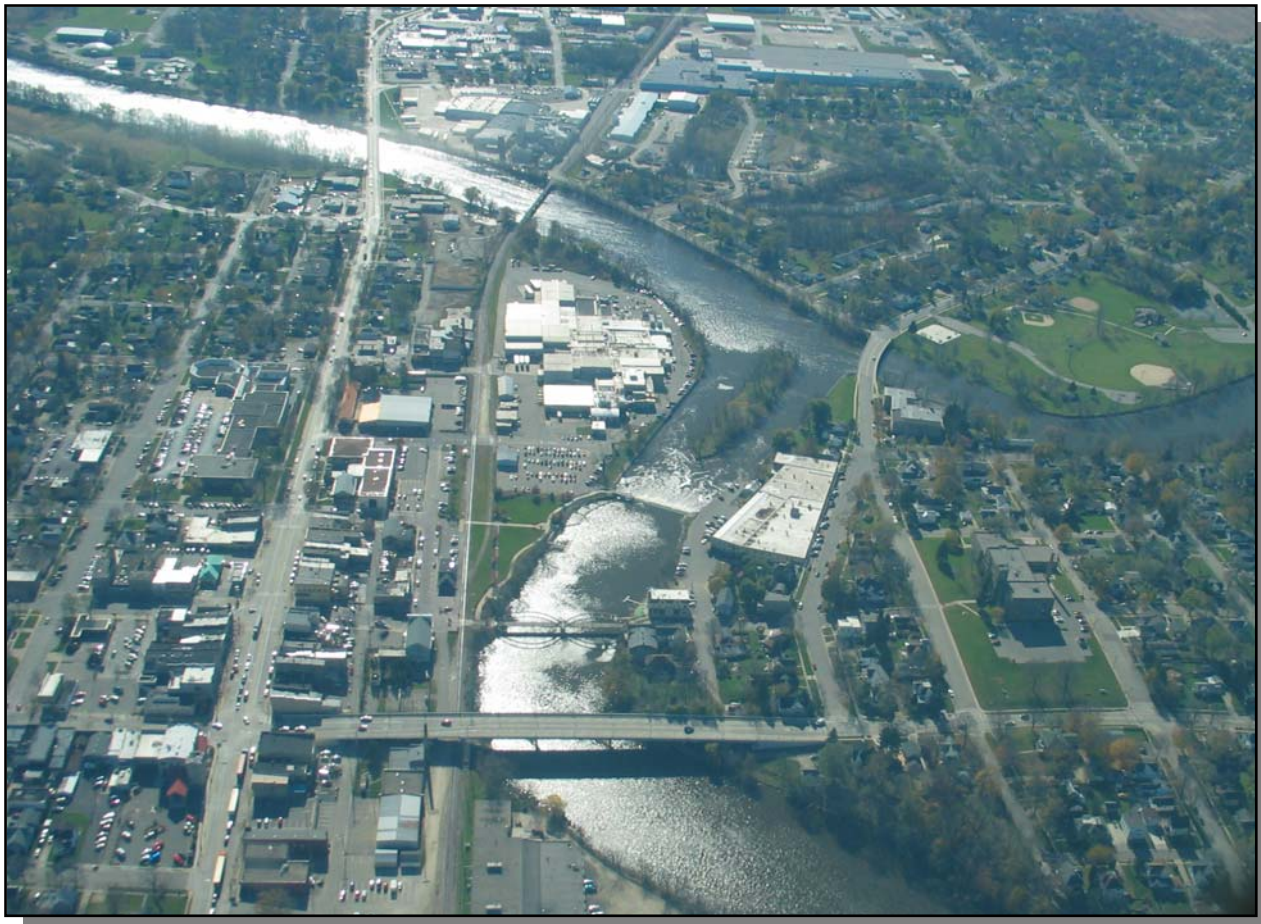
On October 31, 2006, VANDEWALLE & ASSOCIATES presented draft redevelopment opportunities at a joint JDC/Redevelopment Plan Ad Hoc Working Group meeting. The JDC, Redevelopment Plan Ad Hoc Working Group members, and citizens provided feedback on the initial redevelopment plan.

Final Presentation

On November 28, 2006, VANDEWALLE & ASSOCIATES presented the final Draft Redevelopment Area Plan to the JDC and the City Council.

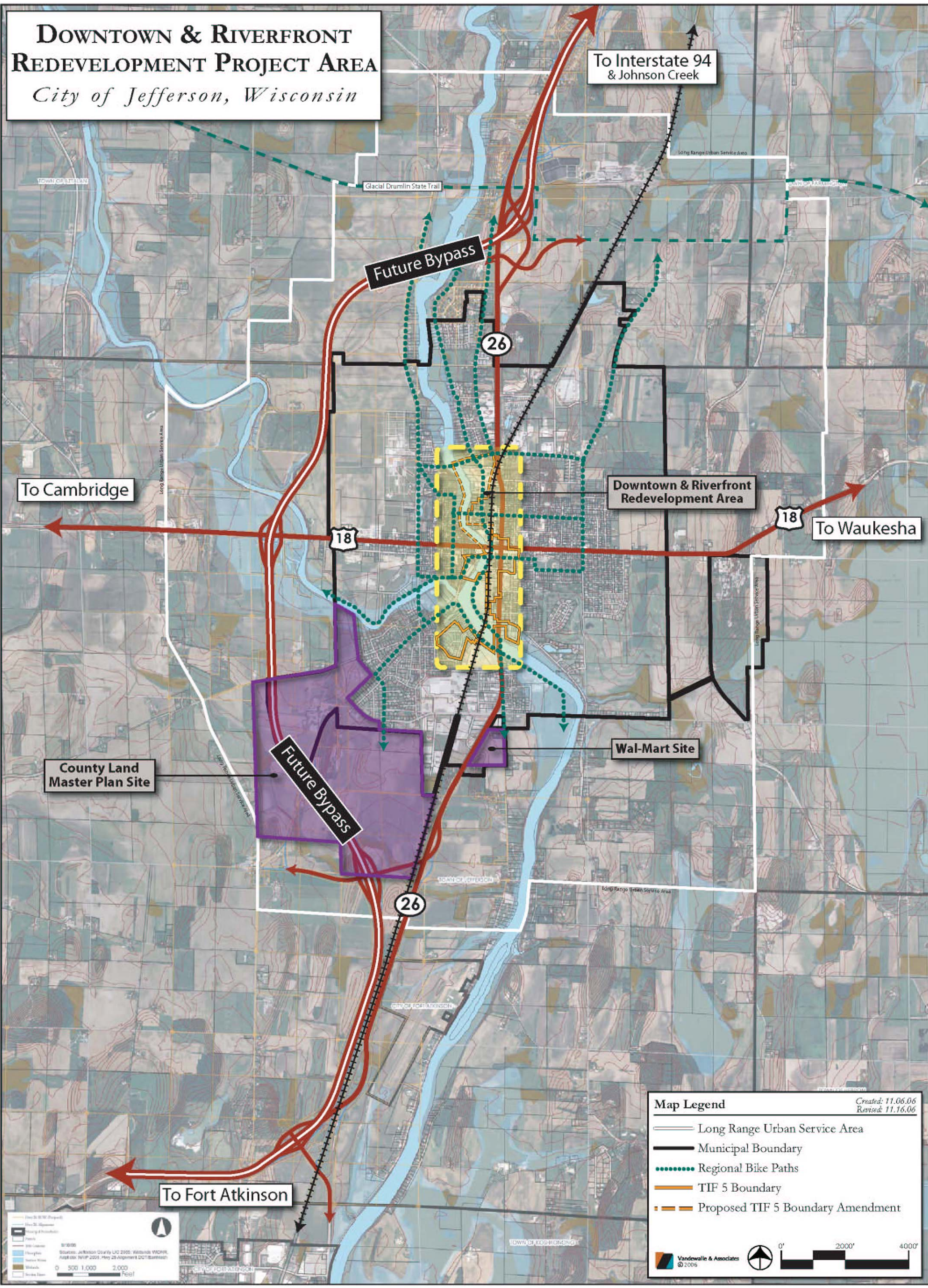
Planning Area

The planning area is generally bound by Wisconsin Drive to the west, Puerner Street to the north, Center Avenue to the east, and West Riverview Drive to the south. The planning boundary generally follows the TID #5 boundary.



DOWNTOWN & RIVERFRONT REDEVELOPMENT PROJECT AREA

City of Jefferson, Wisconsin



Map Legend Created: 11.06.06
Revised: 11.16.06

- Long Range Urban Service Area
- Municipal Boundary
- Regional Bike Paths
- TIF 5 Boundary
- Proposed TIF 5 Boundary Amendment

Vandewalle & Associates © 2006

11/16/06
 Source: Jefferson County LID 2005; Wastlands: WDRPL, April 05; NADP 2001; Hwy 26 Alignment: DOT/Barrish

0 500 1,000 2,000 Feet

COMMUNITY ASSETS & MARKET DRIVERS

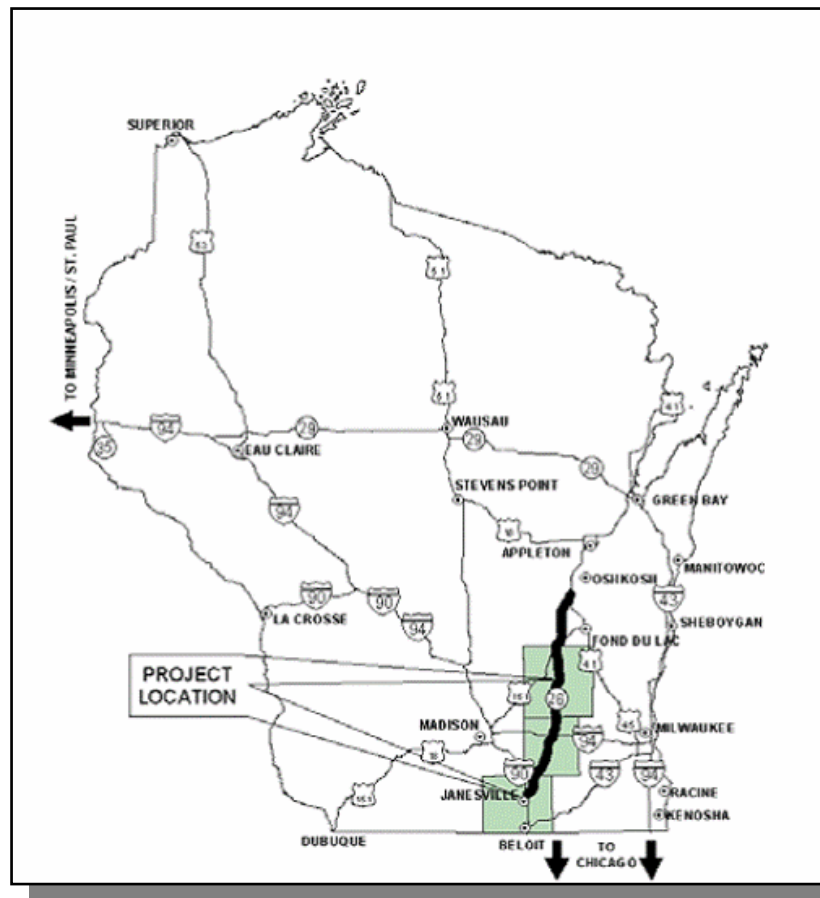
In order to understand the market for future downtown Jefferson development, planning area assets and opportunities must be observed. The following regional and local influences will function as an asset or market driver for downtown Jefferson revitalization.

Access

Located 35 miles west of Milwaukee and 25 east of Madison, Jefferson's location just off of the I-94 corridor provide a direct connection to the amenities and job centers of these larger metro areas. The City's access to these metro areas, combined with natural outdoor attractions and other Rock River corridor towns, is destined to attract new residents, commuters, and day-trippers.

Hwy 26 Bypass

The planned STH 26 Bypass will redirect STH 26 from downtown Jefferson to the west edge of the City boundary. The bypass will reduce commercial truck and pass-through traffic downtown which will provide the community with an opportunity to focus on downtown reinvestment and redevelopment. Traffic reduction will allow downtown to become a pedestrian, bicycle, and residential friendly atmosphere. On the other hand, the reduced traffic downtown will also reduce the visibility of downtown businesses and services. To manage this shift, downtown businesses will need to plan for increased coordination and marketing.



Historic Rivertown

The City of Jefferson is in the middle of the cluster of quaint historic towns built along the Rock River in Jefferson County. Together, these towns form a micro-region strongly connected to the region's agrarian history and its most prized natural resources. Like many of its neighbors, Jefferson has the opportunity to capitalize on the natural beauty of the Rock River, the Crawfish River, and the historic small town setting to attract and retain existing businesses and residents. These assets can also draw new residents and visitors who will support and demand high standards for development. With nearby recreational attractions including water sports, fishing, hunting, hiking, nature watching, and golf, downtown Jefferson is poised to support a range of niche businesses including specialty sporting goods and services, restaurants, family activities and entertainment, artist and craft businesses, and specialty as well as daily needs retail businesses.



County Seat

The City of Jefferson is fortunate to be the county seat, the location of Jefferson County offices, courts, and services. The central location of County offices and services in the downtown is integral to the success of downtown Jefferson. At this time the City has the opportunity to capitalize on this asset while also working cooperatively with the County to ensure their facility needs are met. In addition, Jefferson is home to the newly updated Jefferson County Fair Park, Jefferson Countryside Home nursing facility, and the recently master planned 645-acre Jefferson County Countryside Farm, located within the Urban Service Area.



REDEVELOPMENT MARKET OPPORTUNITIES

The following market opportunities have been identified for Jefferson's downtown and riverfront based on analysis of the existing conditions in the community. The key asset and market opportunity for Jefferson is downtown's proximity to the Rock and Crawfish Rivers. This key asset provides a tremendous opportunity for Jefferson to capitalize on these rivers and breathe new life into downtown.

Riverfront Residential

- ◇ Provide new housing options in Jefferson, located downtown and adjacent to the river.
- ◇ Accommodate all housing markets: elderly residents, aging baby boomers, young professionals, Madison and Milwaukee commuters, and County employees who prefer to live near downtown and riverfront activities.
- ◇ Capture views of Jefferson's Rock and Crawfish River corridors.

Riverfront Recreation

- ◇ Create pedestrian and bicycle routes along both sides of the Rock River through a looped riverwalk system.
- ◇ Connect the Rock River riverwalk to the Crawfish River riverwalk by an expanded riverwalk loop.
- ◇ Increase public access to the river and river-related recreation activities and public events.



Riverfront Mixed Use

- ◇ Orient land uses and activities to the river and riverwalk and add activities to complement the downtown and the riverfront.
- ◇ Offer mixed use developments that connect the riverfront to Main Street.
- ◇ Provide year round entertainment and activities for residents and visitors.



Downtown & Alley Mixed Use

- ◇ Increase retail and restaurant business development as well as upper floor residential and office location in the historic Main Street corridor to create a 24-hour district that meets the daily needs of the community.
- ◇ Encourage a pedestrian downtown environment with an updated streetscape plan for Main Street, following STH 26 Bypass construction.
- ◇ Use the alley and rear entrance areas of Main Street businesses to provide a unique commercial area downtown, connecting the downtown commercial district to the riverfront commercial district.



REDEVELOPMENT AREA PLAN

This Downtown & Riverfront Redevelopment Area Plan provides detailed recommendations based on analysis of Jefferson's community assets and market drivers, current market opportunities, and existing downtown TID #5. The Downtown & Riverfront Redevelopment Area Plan graphic (on page 14) illustrates general locations for land uses suggested in the Redevelopment Market Assessment. The overall goal of the Redevelopment Area Plan is to revitalize downtown Jefferson, creating a vibrant, sustainable downtown and riverfront with a mix of uses that complement downtown businesses and increase downtown connectivity to the river.

Downtown Jefferson embodies the City's history and serves as the community's civic and cultural core. To improve the level of activity, residential and commercial development should be encouraged. This will not happen automatically. The community will need to set the stage for redevelopment through direct public investment including select public projects and the possible acquisition of key properties. Public projects will need to be coordinated with private development and phased so that they can largely pay for themselves through the existing downtown TID #5. The City will need to actively engage with property owners and developers to 'broker' the projects.

Key redevelopment recommendations for the Downtown & Riverfront Planning Area are described in the Plan graphic and correspond with the following planning recommendations which focus on providing a sustainable mix of uses to revitalize downtown Jefferson.

Downtown & Riverfront Focus

The central downtown planning area on both sides of the river between Main Street and Wisconsin Drive should contain a mix of retail, office, residential and recreation uses that orient residents and visitors to the Main Street business district and the Rock River and capitalize on both as development amenities. Uses in this planning area could include retail, restaurants, public spaces, and activity areas along the river.

TID #5

The existing downtown TIF district, TID #5, is a pay-as-you-go TIF district. At the time the TID was created the community did not have a redevelopment plan in place to assist in project prioritization and project plan management. New development in TID #5, since its creation in 2002, has consisted of developer-led agreements whereby projects did not ensure public improvements were planned for and paid for with new increment. Furthermore, the majority of increment has been returned to the developers based on the terms of development agreements, creating what the community has termed "tax abatement" agreements. Although the TIF statute allows for the use of this tool in this manner, this process has not allowed the City to maximize the public benefit of the tool such as infrastructure improvements within the TID that benefit the community, not just directly subsidize developers.

TID #5 is still a relatively new TIF district and therefore has time to become a successful TID, with appropriate strategic management and project planning. The following redevelopment recommendations focus on maximizing the potential increment of key redevelopment sites while also providing a market feasible development that will offer a desirable residential, commercial, or mixed use project in the downtown and riverfront area.

Once increment has been generated the district will be able to accomplish additional TIF-funded improvements including expanded riverwalk, landscaping, Main Street and alley streetscaping, and road improvements.

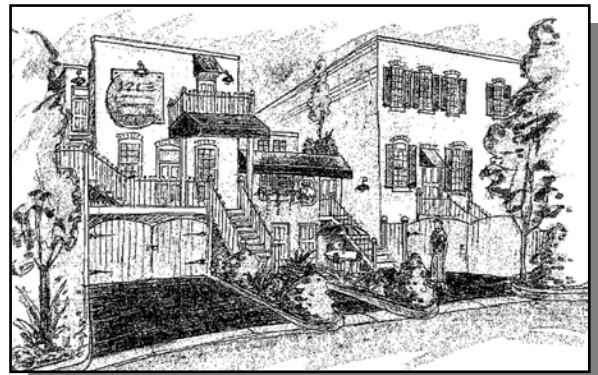
Downtown Commercial

Jefferson's STH 26/Main Street corridor maintains much of its original downtown commercial building stock. Many of the original downtown mixed use buildings have been rehabilitated in recent years, and others have yet to be restored. Due to the proximity of Jefferson County's offices and courthouse, the downtown has maintained a relatively low vacancy level, with the presence of attorneys, title companies, and other service businesses that regularly work with the County. Although there are many downtown businesses offering products to residents to meet their daily needs, a few restaurants, and personal services, the downtown business mix could be strengthened with additional restaurants and retail businesses. The competition downtown will soon face from Wal-Mart will require downtown business owners to focus on developing a business niche. This niche could focus on offering products and services to downtown employees, as well as downtown residents and visitors. Coordination among downtown businesses is critical to effectively competing with "big boxes".



Once the STH 26 bypass is constructed downtown, businesses will be able to put a new focus on the pedestrian-friendly atmosphere and offer more pleasant outdoor dining and shopping during the warmer months, as well as special events centered on downtown Jefferson's commercial core.

As the downtown commercial core strengthens with the addition of new residents and amenities to attract visitors and businesses, Main Street property owners and the City could consider opening up the alley side of Main Street businesses with an Alley Improvement Project as identified in the 2002 Downtown Jefferson Improvement Plan. This plan recommended that an Alley Improvement Project address the "undesirable views of the backsides of the buildings on Main Street". This improvement project could include the organization of parking, dumpsters, and planting areas, as well as façade improvements and business signage on the back of buildings. This improvement project would provide an additional shopping and gathering area of interest in downtown Jefferson and assist in connecting downtown to the riverfront.



Riverfront Mixed Use

The Rock and Crawfish Rivers provide recreation opportunity including fishing, canoeing, kayaking, and the potential for the development of additional riverfront activity and public places for outdoor concerts, picnics, and special events. Eventually existing riverfront industrial uses and City-owned and County-owned property will relocate to more industrial-appropriate locations in the community. This will provide the opportunity for additional office, residential, retail, and entertainment development downtown and along the riverfront.

Redevelopment in this area should provide mixed use developments that focus on riverfront activity and entertainment at the ground level, with residential and/or office development above. New

development in the Riverfront Mixed Use Area will connect Main Street to the riverfront and increase the tax base and critical mass downtown.

Civic Core

The location of both County and City offices downtown creates a civic core that is beneficial to both the City and County and critical to the long term economic health of the community.

The location of County jobs and services in downtown Jefferson provides the opportunity for an active downtown during business hours where County employees and patrons shop, eat, and use services. This is crucial to the success of Jefferson's core because these customers help to keep the existing downtown businesses in operation and also attract others. In addition, County offices and services draw other businesses and services to downtown including law offices, title companies, restaurants, and daily needs retail and service establishments.

County location downtown creates the opportunity for additional housing in and surrounding downtown. County employees could be encouraged to live and work in Jefferson and thereby increase Jefferson's residential base by creating a desirable housing market for County employees. To encourage employee residence in the City of Jefferson, the City and County could partner with a financial lending institution to provide a mortgage rate incentive and/or down-payment assistance program.

County facilities upgrades and expansion in downtown Jefferson will save the County money in the long-term. The cost of expanding and developing a new building for administrative services downtown will be less than the eventual development of a County campus on Collins Road. If County offices relocate to a peripheral campus, Jefferson's deteriorating downtown (with decreasing tax base and job loss) is ultimately bad for the County's economy as well. Conversely, if the County facilities remain and expand downtown, new tax increment from spin-off development associated with a City-County civic core in the heart of downtown will ultimately benefit all of the taxing bodies that comprise the TID's joint review board, including the County.

The City should proactively communicate and coordinate with the County while it determines how to meet its upcoming and long-term facility needs. Specifically, the City should prepare to coordinate and assist the County with downtown expansion, through assistance with the identification of an expansion site, land swap between County and City owned property, and development assistance to ensure the County's needs are met in a downtown location.



Residential

Housing could be located above existing downtown buildings as well as in rehabilitated or new residential and mixed use developments. Condominiums, apartments, and townhomes are recommended for the priority redevelopment sites. Additional residential development may occur over time in the downtown and riverfront planning area. To sustain river water quality, new development should utilize environmentally friendly stormwater practices, such as rain gardens, bio-swales, and subterranean cisterns to minimize runoff into the river.



Strong pedestrian connections should be created along Candise Street, Racine Street, Milwaukee Street, and Dodge Street to connect downtown to the riverfront and new riverfront housing. It is imperative to the success of a downtown riverfront district that pedestrian connections allow residents and visitors to find a clear and safe path to their destinations.

River Recreation

The existing riverwalk along the east bank of the Rock River should be expanded in phases to create a Jefferson Downtown Riverwalk Loop. This recreation loop should expand downtown Jefferson bicycle and pedestrian access as well as connect to regional recreational trails. The following recommendations are shown on the Plan graphic on page 14.



The first phase of riverwalk expansion should focus on improvements on both sides of the Rock River between Gardner Street and Wisconsin Drive. Currently, this section of the Rock River experiences the highest concentration of public activity in the downtown riverfront area.

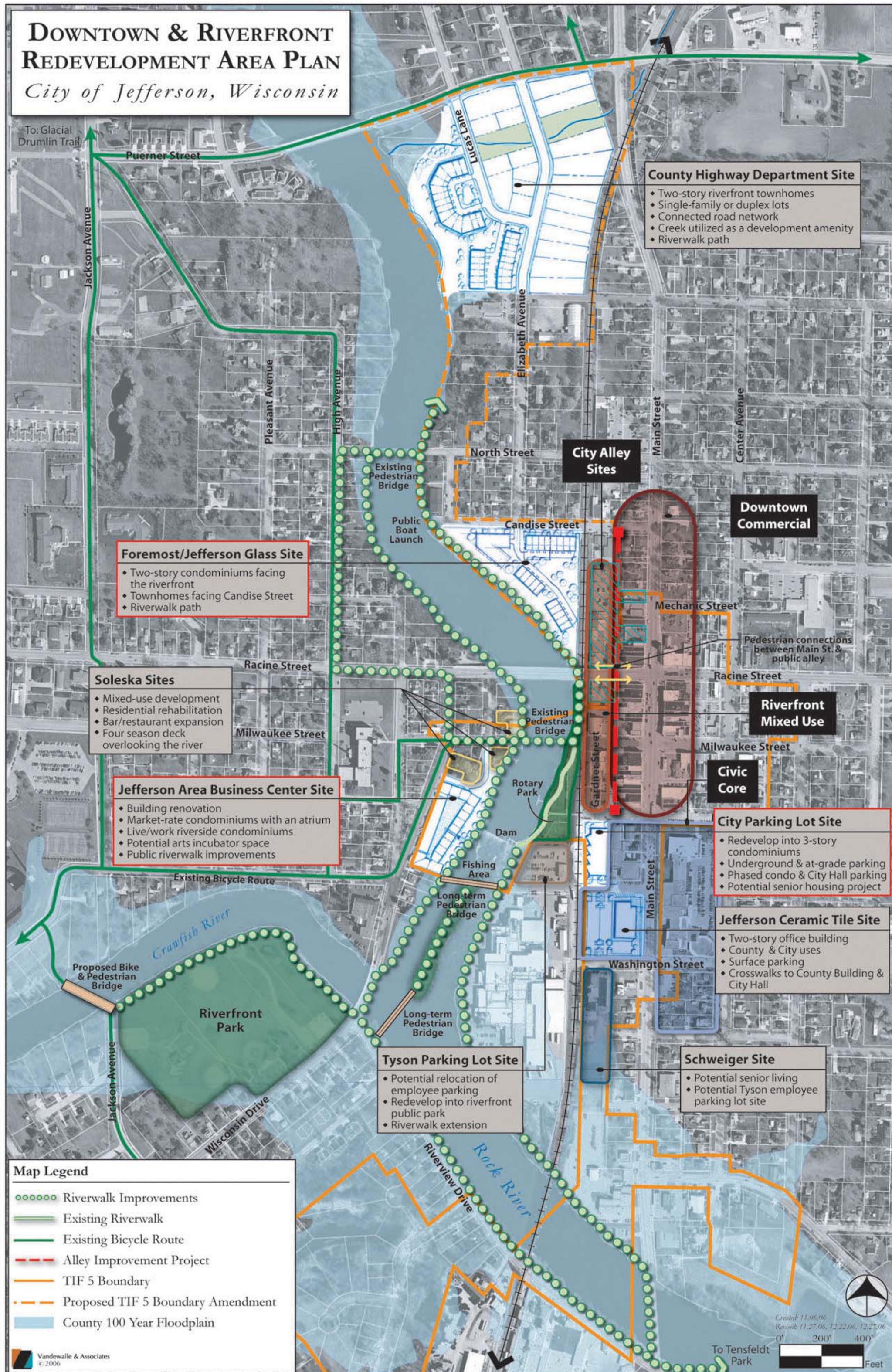


In the long-term, riverwalk connections should be developed on both sides of the river from Milwaukee Street to North Street, and eventually on the east side of the river between North Street and Puerner Street. Additional riverwalk loop development should connect the existing riverwalk to the south, including an east section along the Rock River from Rotary Park to Main Street. A west expansion of the riverwalk loop should connect downtown to the Crawfish River, Riverfront Park, and continue southeast to connect to Tensfeldt Park. Jefferson is fortunate to have two existing pedestrian bridges (Milwaukee Street and North Street) and one pending pedestrian bridge at Jackson Avenue. In the long-term, additional pedestrian bridges could be constructed to connect the community to the island in the Rock River.

DOWNTOWN & RIVERFRONT REDEVELOPMENT AREA PLAN

City of Jefferson, Wisconsin

To: Glacial Drumlin Trail



County Highway Department Site

- Two-story riverfront townhomes
- Single-family or duplex lots
- Connected road network
- Creek utilized as a development amenity
- Riverwalk path

Foremost/Jefferson Glass Site

- Two-story condominiums facing the riverfront
- Townhomes facing Candise Street
- Riverwalk path

Soleska Sites

- Mixed-use development
- Residential rehabilitation
- Bar/restaurant expansion
- Four season deck overlooking the river

Jefferson Area Business Center Site

- Building renovation
- Market-rate condominiums with an atrium
- Live/work riverside condominiums
- Potential arts incubator space
- Public riverwalk improvements

City Parking Lot Site

- Redevelop into 3-story condominiums
- Underground & at-grade parking
- Phased condo & City Hall parking
- Potential senior housing project

Jefferson Ceramic Tile Site

- Two-story office building
- County & City uses
- Surface parking
- Crosswalks to County Building & City Hall

Tyson Parking Lot Site

- Potential relocation of employee parking
- Redevelop into riverfront public park
- Riverwalk extension

Schweiger Site

- Potential senior living
- Potential Tyson employee parking lot site

Map Legend

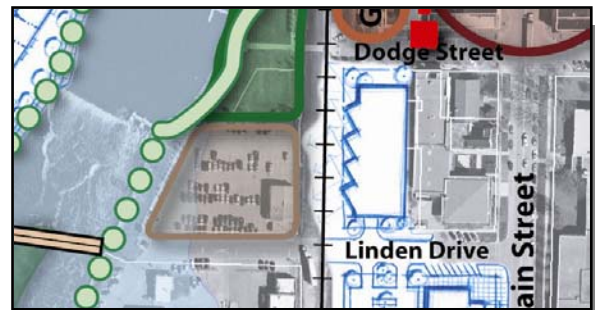
- Riverwalk Improvements
- Existing Riverwalk
- Existing Bicycle Route
- - - Alley Improvement Project
- TIF 5 Boundary
- - - Proposed TIF 5 Boundary Amendment
- County 100 Year Floodplain

Priority Redevelopment Sites

The Redevelopment Area Plan highlights three priority redevelopment sites within the larger downtown and riverfront planning area. Priority redevelopment sites: are located in strategic locations in the planning area, have attributes that suggest redevelopment market feasibility, and are owned by individuals who are interested in exploring potential redevelopment of their property in cooperation with the City. Priority redevelopment sites identified for near to mid-term implementation in downtown Jefferson include the City Parking Lot Site, the Jefferson Area Business Center Site, and the Foremost/Jefferson Glass Site. The following recommendations specify particular land use recommendations and highlight the potential for a higher and better use for each of these sites.

City Parking Lot Site

The City Parking Lot Site adjacent to City Hall is an underutilized site downtown, overlooking Rotary Park with a tremendous view of the Rock River and the falls created by the dam. This site is the highest priority redevelopment site because of its location, City ownership, and availability for development. This site, which currently functions as a public parking lot and the main entrance to the Jefferson Historical Museum, could be redeveloped into a three-story condominium or apartment building with shared parking underneath. This location could be ideal for senior housing with access to nearby businesses and Rotary Park. Shared parking at this site would include one level of secured underground parking and one level of at grade parking for public use.

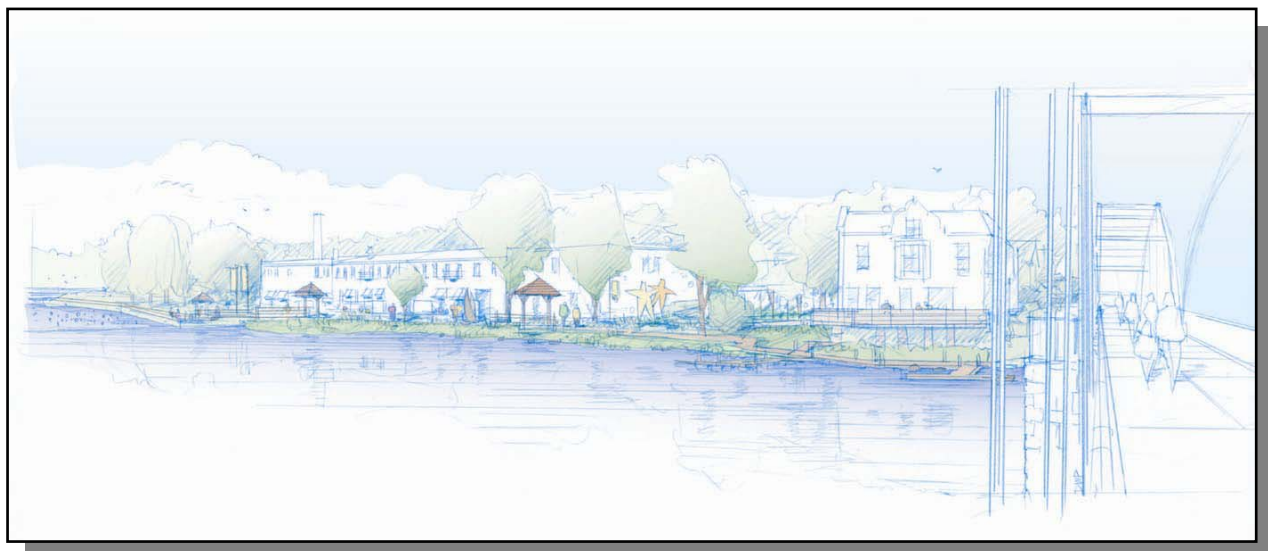


Jefferson Area Business Center Site

The Jefferson Area Business Center Site is a priority redevelopment site due to its location on the Rock River, proximity to downtown Jefferson and the Milwaukee Street pedestrian bridge, and the historic character of the building. Currently functioning as a multi-tenant business incubator building, this site has the potential to become a mixed use residential building, with condominiums, artist-live work condominiums, and shared gallery/display space. Quality architecture and materials must be used on this highly visible project. Uses should orient toward the riverfront as well as Wisconsin Drive.

Jefferson has the opportunity to build its arts community and market its arts amenities. Redevelopment of the Jefferson Area Business Center for market rate condominiums as well as artist live-work condominiums would provide an environment for artists to create, exhibit or perform. Promotion of the existing arts community as a means of attracting new residents and tourists downtown could provide an additional market niche in Jefferson.

The riverfront edge of this site is owned by the City of Jefferson and should be redeveloped for public open space use, with an extension of the riverwalk from the Milwaukee Street pedestrian bridge to the site, and the development of a fishing area/public overlook for viewing of the river, dam, and island. The floodplain should be surveyed to determine the seawall and site improvements necessary for residential development.

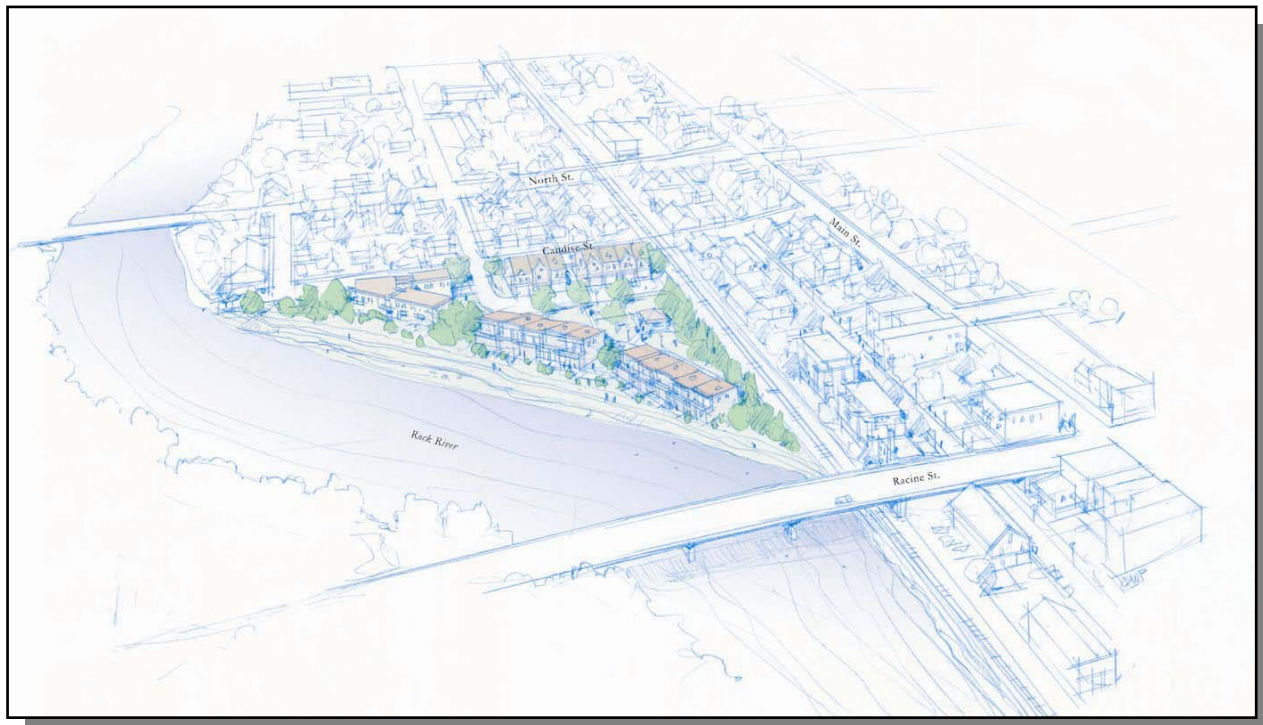
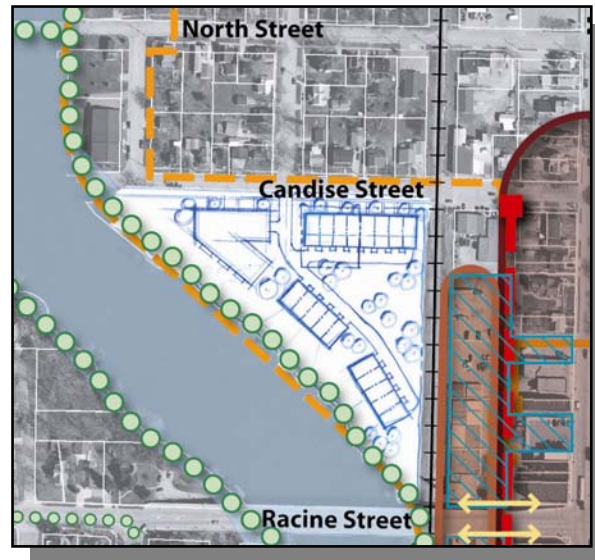


Foremost/Jefferson Glass Site

The Foremost/Jefferson Glass Site, currently the location of two manufacturing businesses, is a priority redevelopment site due to the location on the Rock River, the uncomplicated parcel ownership, and the interest of those owners to potentially relocate/expand their businesses to another location in the community designated for manufacturing use. This site's location offers a riverfront redevelopment site adjacent to an established single family neighborhood separated from the Main Street commercial district by the railroad tracks.

This site has the potential to be redeveloped for two-story riverfront condominiums as well as townhomes that front Candise Street.

Condominiums should be constructed to maximize the views of the riverfront, as well as offer balconies and river access. The floodplain should be surveyed to determine the exact amount of buildable land. The grade change from this site presents a challenge to connect the site to the Downtown Commercial Area. Public improvements in conjunction with redevelopment of this site should provide for improved connectivity from the new residential to the Downtown Commercial and the Alley Improvement Areas.



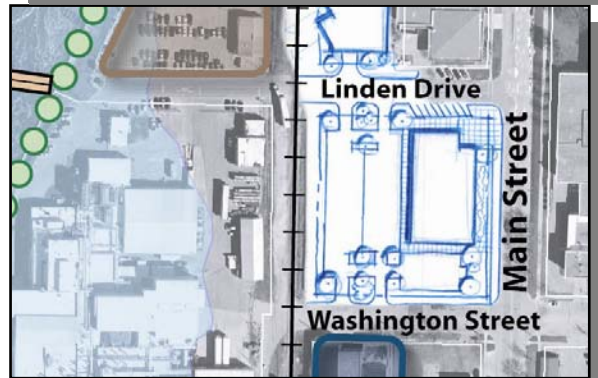
Other Redevelopment Recommendations

The Redevelopment Area Plan highlights additional longer-term redevelopment recommendations for the downtown and riverfront planning area. The following redevelopment recommendations are important to long-term revitalization of downtown.

Jefferson Ceramic Tile Site

The Jefferson Ceramic Tile Site is a potential redevelopment site because it is currently for sale, located within the Civic Core area, and has excellent potential for redevelopment for County use as the County prepares to expand their offices and facilities.

Redevelopment at the site could include the construction of a new two-story commercial building with Main Street frontage. This building could also be developed as a combined City/County building with additional floor(s) for these additional offices. This building will continue the street face of buildings downtown. The result is a more pedestrian friendly downtown and connection to the County Courthouse across Main Street from this site. The remainder of the site could be used for parking which will provide additional public parking downtown during community events on the riverfront.



City Alley Site

The City of Jefferson owns a number of parcels in the Riverfront Mixed Use Area. City ownership of these parcels provides a ready redevelopment site for future mixed use residential or office/retail development. Redevelopment of this site will connect nearby residents to downtown and connect Main Street to the river. This site should redevelop once increment is generated from other priority projects to assist with City EMS garage and storage facility relocation, as well as recruit developers to this riverfront/alley front site.



Soleska Riverfront Sites

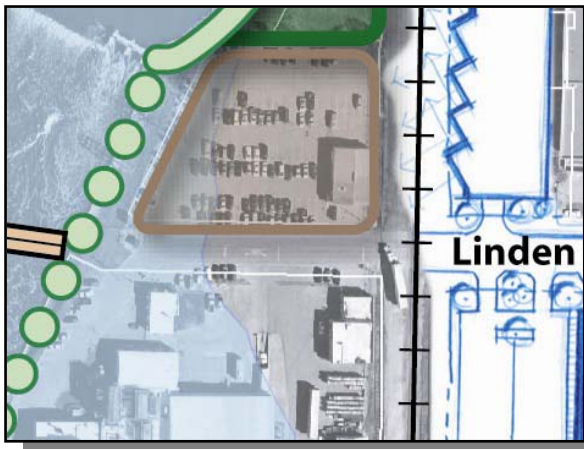
Rehabilitation and redevelopment of these properties along the west bank of the Rock River downtown has been proposed in the past by the property owner. These parcels offer great views to and from downtown and are in close proximity to the Jefferson Area Business Center Site, which offers increased market potential for the surrounding sites. Specific projects at these sites could include residential development, mixed use development, and expansion of the riverfront bar and restaurant. The City should actively



engage the property owner of these potential redevelopment parcels in discussions about the City’s vision and a cooperative redevelopment process. Updated floodplain surveys of these parcels should be reviewed to determine the exact amount of buildable land.

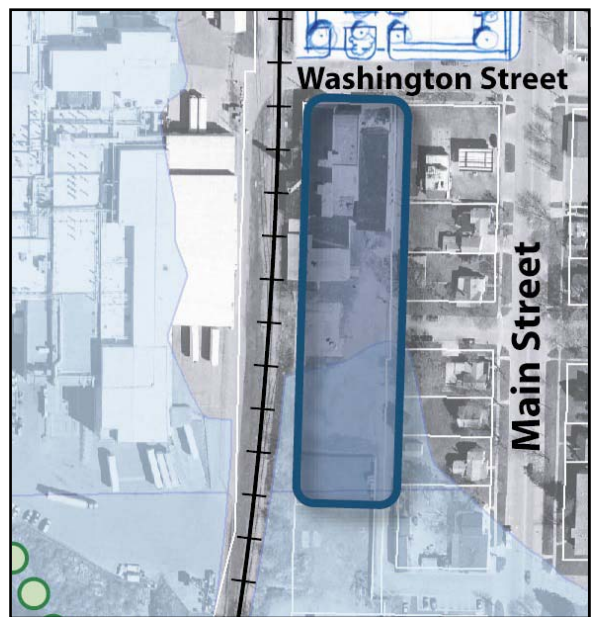
Tyson Parking Lot Site

The Tyson Parking Lot Site, adjacent to Rotary Park, is a recommended redevelopment site due to its riverfront location. In the future, the City could coordinate a land swap with Tyson to relocate their parking from the riverfront, and expand Rotary Park. The existing riverwalk at Rotary Park could be expanded to this site with the eventual goal of riverwalk development along the edge of the Tyson factory site connecting southeast to Main Street as part of the larger Downtown Jefferson Riverwalk Loop.



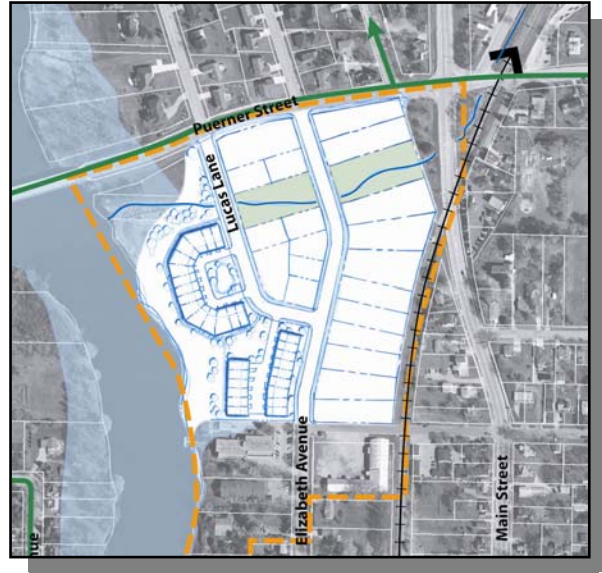
Schweiger Site

The Schweiger Site currently contains vacant buildings of varied age and structural quality. A potential development project pending a conditional use permit has been approved by the City of Jefferson for redevelopment of the site for senior housing. If the senior housing project is not implemented this site could be redeveloped in a manner appropriate for its location between an industrial facility and gas station, such as a parking lot.



County Highway Department Site

The County Highway Department Site is currently home to the County highway facilities maintenance vehicles, salt, and garages. This site has been identified as a future redevelopment site due to its location on the Rock River and proximity to single-family neighborhoods. Following environment due diligence and site assessment, this site could be redeveloped with two-story riverfront townhomes and single-family or duplex lots. A new public street would need to be developed through the site, and connect to the existing street grid. The creek running through the north end of the site should be utilized as a development amenity and be surrounded by green space. The floodplain should be surveyed at this site to determine the exact amount of buildable land. Eventually the Downtown Jefferson Riverwalk Loop should extend to this site.



Downtown Streetscape & Alley Improvements

Additional downtown improvements should be planned for the future once increment is generated by new development. Downtown improvements should include an updated streetscape program along Main Street and the public alley behind Main Street businesses (as recommended in the 2002 Downtown Jefferson Improvement Plan).

Improvements could include a consistent design of paving, Main Street median, pedestrian-scale lighting, benches, light pole banners, planters, trash receptacles, and gateway and wayfinding signage. The alley should be given a formal name and street signage so that it develops a unique identity downtown. Alley entry features should bookend the alley at Candise Street and Linden Street to accentuate this unique downtown feature. The City should also consider offering financial assistance to business owners along the alley for rear façade improvements to encourage increased use of visible rear entries to Jefferson's Main Street buildings.



IMPLEMENTATION

The City of Jefferson has taken the first steps toward implementing the Downtown & Riverfront Redevelopment Plan due to proactive City Staff and strong City Council leadership. The City is positioning itself to take an aggressive approach toward revitalization of its civic and cultural core and returning river access to the community. The following section recommends an implementation strategy that includes implementation roles, specific implementation activities, and a proposed project phasing.

Roles

Successful redevelopment implementation requires the coordinated effort of various public agencies and community groups. These groups should include:

City Council

The City Council will continue to be the policy and decision makers with regards to funding and public expenditures. The Council will continue to have the ultimate approval authority for proposed redevelopment projects and will direct the Community Development Authority once it has been created.

Community Development Authority (CDA)

In order to take full advantage of all available economic development tools, the City should create a CDA to lead redevelopment efforts in the downtown and riverfront area. This commonly used redevelopment tool provides a mechanism for community's to take an active role in redevelopment financing independent of the community taxpayers. The CDA will provide the institutional mechanism to prioritize and carry out redevelopment work for the City; in conformance with the redevelopment plan and the City's overall community development goals.

Jefferson Development Commission (JDC)

The JDC, along with the Downtown & Riverfront Redevelopment Plan Ad Hoc Working Group has been the advisory committee reviewing the development of this Riverfront Redevelopment Area Plan. With a strong commitment to redevelopment in the area, and considerable knowledge of the Jefferson business and development community, the JDC will continue to serve as the first point of discussion of redevelopment projects as implementation proceeds. It is envisioned that the JDC along with two City Council members, will become the CDA for the City of Jefferson.

CDA at a Glance

Definition of a CDA

- ◇ Created for the purpose of carrying out blight elimination and urban renewal programs and projects.
- ◇ Established to promote and participate in redevelopment activities.

Powers of a CDA

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

Purpose of the CDA

- ◇ Blight elimination.
- ◇ Initiate and oversee redevelopment/revitalization projects and programs.

Role of the CDA

- ◇ To execute the redevelopment plan.

Organizational Structure

- ◇ Seven commissioners appointed by the Mayor.
- ◇ City residency required.
- ◇ Two City Council members.
- ◇ By-laws must be adopted.

Working closely with the PMT, the CDA will review initial proposals and concept plans for projects, paying close attention to the proposals' use, design, and compatibility with the vision for the downtown and riverfront areas outlined in this plan. The CDA will recommend changes to these considerations if inconsistent with the Plan and will forward concepts on to the Plan Commission for further scrutiny and consistency with the City's Codes and Ordinances as plans are finalized for approval by City Council. The CDA will also serve as a conduit to the general public regarding the overall implementation activities in the downtown and riverfront area.

Plan Commission

The Plan Commission will continue to review private development proposals, determining proposed land use compatibility with this Plan, the Jefferson Comprehensive Plan, and City zoning and land division ordinances.

Project Management Team (PMT)

The redevelopment of Jefferson's downtown and riverfront will take years to complete and will require a significant ongoing time commitment. To assist with implementation, the City should create a Project Management Team, which administers the day-to-day implementation operations. Members of the PMT often include representation from City Administration, Public Works, Planning, Engineering, a financial consultant, and a redevelopment consultant. Under the CDA's direction, the PMT typically provides the following services:

- ◇ Guide day-to-day redevelopment activities such as facilitating development, preparing intergovernmental agreements, initiating regulatory changes, and conducting technical reviews of development projects.
- ◇ Develop marketing materials, direct developer recruitment, and prepare requests for proposals.
- ◇ Work closely with local real estate developers and brokers, and conduct regional searches as necessary for higher profile projects.
- ◇ Distribute marketing information and field inquiries from potential developers.
- ◇ Provide legal advice in negotiating development agreements, preparing documents for the acquisition or sale of property, and ensuring compliance with statutory and ordinance requirements.
- ◇ Manage the design, bidding, and construction of public improvements such as street, utility, and stormwater upgrades.
- ◇ Monitor the construction of private developments to ensure compliance with approved site plans, building plans, and development agreements.
- ◇ Provide TIF management including: advise on long-term debt financing and execute borrowings; evaluate the financial soundness, business plans, and tax increment impacts of projects seeking development assistance or requiring public improvements.
- ◇ Provide regular reports to the City Council regarding meetings held with potential developers.
- ◇ Revise and update the Riverfront Redevelopment Area Plan, as needed.

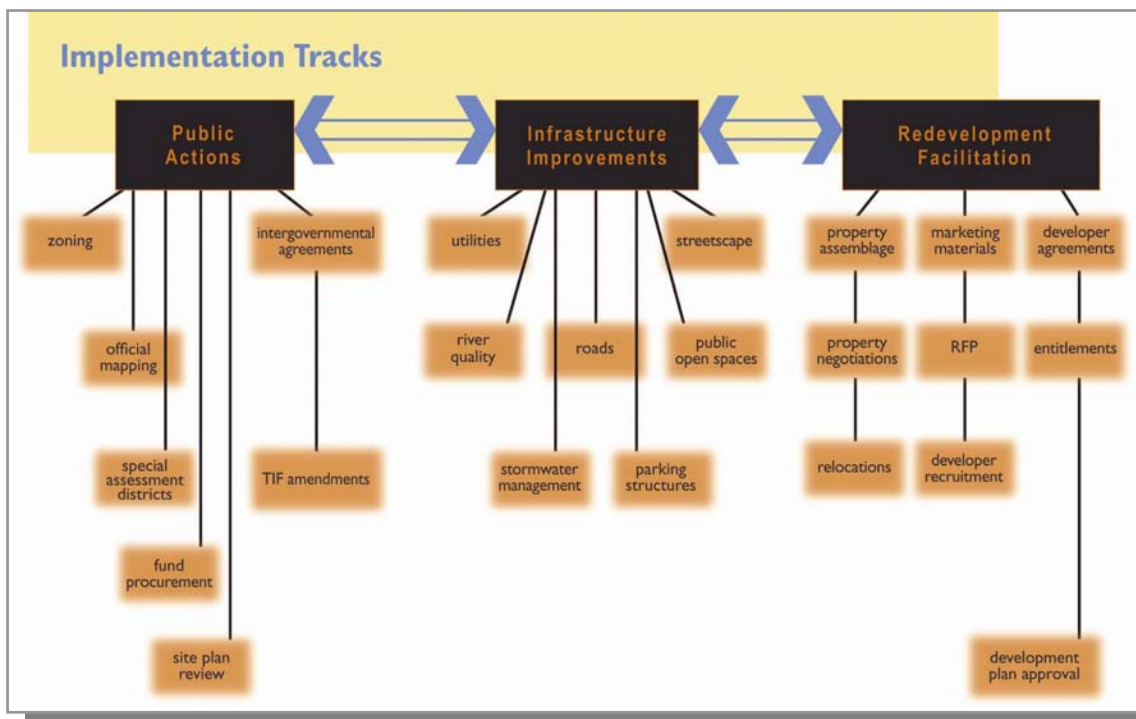
Other Public Agencies

Other groups or agencies that will play a role in the successful redevelopment implementation include Jefferson County, the Wisconsin Department of Natural Resources (WisDNR), the Wisconsin Department of Transportation (WisDOT), the U.S. Army Corps of Engineers, the Rock River Coalition, and the UW-Extension. The City will need to coordinate with Jefferson County in future planning and redevelopment for the County Highway Department Site and meeting future

facility needs for the County. WisDNR, the U.S. Army Corps of Engineers, and the Rock River Coalition will be involved in all environmental planning efforts, especially as related to riverfront planning, riverwalk development, and floodplain and floodway issues. WisDOT will be involved with all improvements made to STH 26 and USH 18. It is important that these groups continue to be involved in future implementation activities and that the breadth of their knowledge is utilized.

Implementation Tracks

The vision and recommendations in this Plan will require the City and CDA to use various coordinated implementation tools. These tools fall within three interrelated implementation tracks—public actions, infrastructure improvements, and redevelopment facilitation. Public actions include regulatory tools such as rezoning, official maps, TIF creation and TID amendment, statutory redevelopment plans, and special assessment districts. Infrastructure improvements include public needs such as roads, utilities, riverfront improvements, parking lots, and streetscapes. Redevelopment facilitation includes processes for private needs such as property assemblage, business relocation, marketing, developer recruitment, and project entitlement.



Recommendations

The following detailed recommendations follow the Implementation Tracks framework.

- 1. Establish a Project Management Team (PMT).** Redevelopment is a difficult process requiring the coordination of public and private resources. To effectively implement this Plan, the creation of a PMT is recommended to manage daily implementation activities.
- 2. Create a Community Development Authority (CDA).** Proactive redevelopment of this Plan will require the creation of a CDA to manage the financial and land acquisition process in implementation as well as administer specific redevelopment projects as guided by the City Council.

3. **Coordinate with County for facility location.** Coordination with the County will enhance opportunities generated by maintaining County offices and facilities downtown rather than moving to Collins Road.
4. **Develop TIF Policy and Boundary Amendment.** Development of a TIF policy by City Staff and elected officials will allow City leadership to present their approach to TIF implementation to the community and potential developers. The policy should include guidelines for increment return to developers and an allocation of increment for public improvements from each new development. In addition, to capitalize on future redevelopment projects the City should amend TID #5 to include areas likely to redevelop during the life of the TID.
5. **Prepare a Statutory Redevelopment Plan.** The Statutory Redevelopment Plan provides a legal vehicle for the City and CDA to participate in redevelopment activities. The plan, which establishes the boundaries of the redevelopment district, is implemented by the CDA. The plan also identifies blighted properties for purposes of qualifying as a redevelopment district and implements the redevelopment goals of the Downtown & Riverfront Redevelopment Area Plan.
6. **Create Downtown & Riverfront Design Guidelines and a Downtown & Riverfront Corridor Overlay Zoning District.** Detailed design guidelines should be created to present a unified vision for the downtown and riverfront redevelopment area. The guidelines should describe the architectural style, materials, and height of proposed buildings. Building placement on the site and site amenities should be described in the guidelines. Stormwater management standards should also be included, and the guidelines should encourage environmentally friendly practices to improve river water quality. These rules for development should be included in a Downtown & Riverfront Corridor Overlay Zoning District, which will set uniform design standards for the downtown and the riverfront. These standards are in addition to those applicable to the underlying base zoning. The overlay zoning district may also include the design review process for development proposals within the overlay district, as well as the City agencies responsible for the review.

The City should make zoning decisions that are consistent with the vision of this Plan. Based on further evaluation by the PMT, certain properties may need to be rezoned to assure that future redevelopment projects are consistent with the vision of this Plan. The City Council and Plan Commission must be vigilant in its review of rezoning requests, conditional use permits, and site plans to ensure incremental decisions lead to accomplishment of the Plan vision.

7. **Seek Grants for Implementation.** The City should seek grants to help finance downtown and riverfront improvements. The CDA, assisted by the PMT should seek grants for public improvements, brownfields assessment and cleanup, historic preservation, and streetscape improvements as appropriate to assist in redevelopment implementation.
8. **Develop a Downtown Business Development & Marketing Initiative.** The JDC/CDA should create a marketing initiative to create new interest in the downtown and riverfront area. This marketing initiative should describe the mixed use vision for the downtown and riverfront area and explain planned public improvements, such as the riverwalk, and Main Street and alley streetscape improvements. Marketing materials could include printed and electronic media formats that celebrate the downtown and riverfront transformation and would then be used to recruit developers who will invest private capital in the project area.
9. **Façade Improvement Grant (FIG) Program:** Promote and utilize the Jefferson FIG program to provide financial resources to assist downtown and riverfront businesses and building owners

in their building revitalization efforts. FIG programs provide matching grants for the improvement of building façades in designated areas including a downtown commercial area or TIF district.

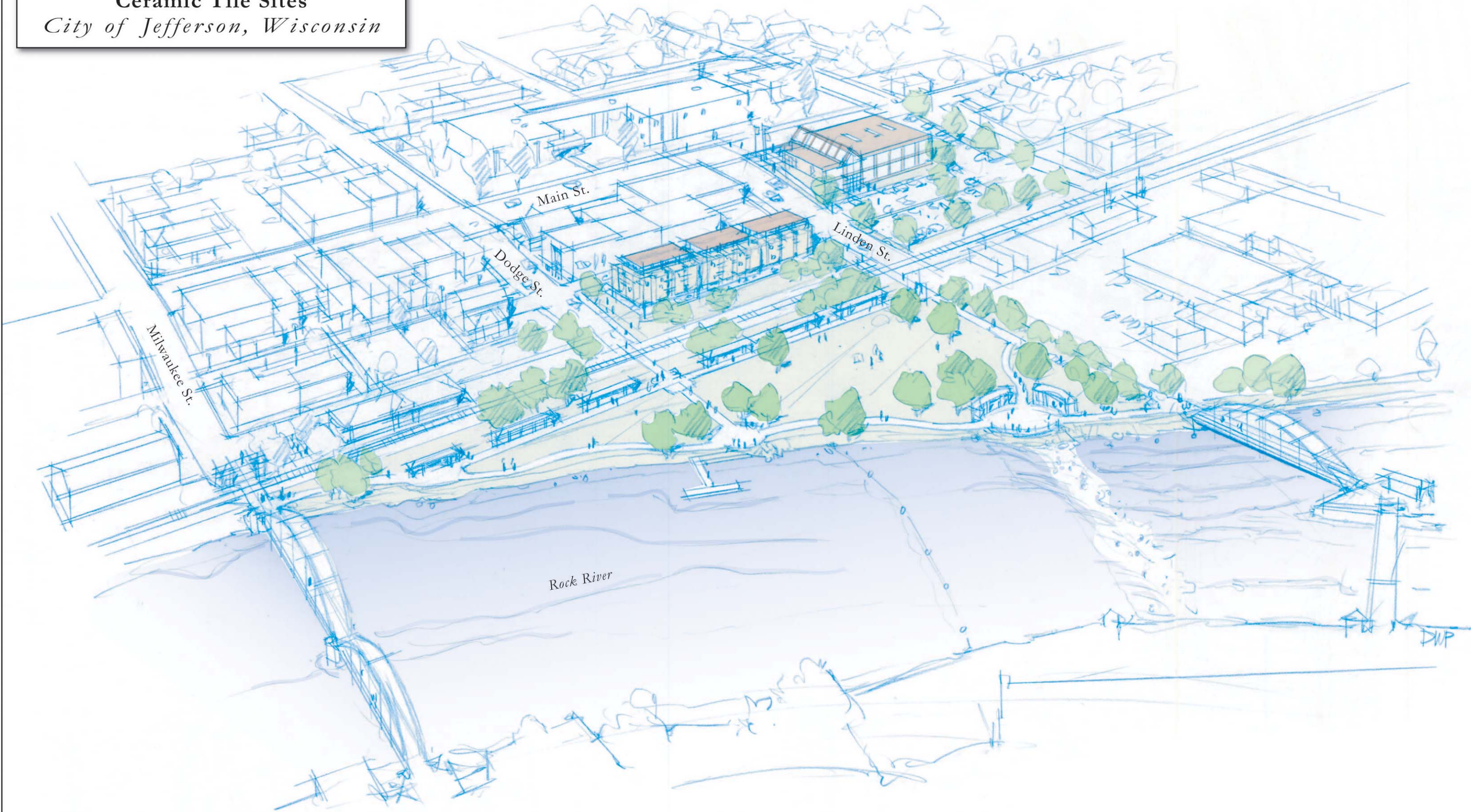
- 10. Facilitate Downtown Property Restoration Initiative.** The City should collaborate with downtown and riverfront historic building owners to develop a strategy to restore façades and business signage in accordance with the Downtown & Riverfront Design Guidelines.
- 11. Design the Riverwalk Loop.** Once implementation is underway, the City should begin riverwalk planning and design to ensure Jefferson's riverwalk is comprehensively planned, with features unique to the community and that include public spaces for gathering and connections to downtown and other surrounding neighborhoods. The comprehensive riverwalk design should include phasing strategies, starting with the immediate downtown area, and moving to areas north and south of downtown along the Rock River as redevelopment projects are completed.
- 12. Amend and Enforce the Official Map.** The City should amend the Official Map to include the public street, path and trail recommendations of this Plan, and other recommendations concerning current and recommended City-owned property.

APPENDIX: PERSPECTIVES OF PRIORITY SITES

PRIORITY SITE A

City Parking Lot & Jefferson
Ceramic Tile Sites

City of Jefferson, Wisconsin



PRIORITY SITE B
Jefferson Area Business
Center Site
City of Jefferson, Wisconsin



PRIORITY SITE C

Foremost/Jefferson Glass Site

City of Jefferson, Wisconsin

