

City of Mauston  
**Comprehensive Plan**

Adopted: April 25, 2000



**COMPREHENSIVE PLAN:  
CITY OF MAUSTON, WISCONSIN  
2000-2025**

**FINAL PLAN:**

**Recommended by Plan Commission: March 1, 2000  
Adopted by Common Council: April 25, 2000**

This document is proposed to be adopted as an Official Master Plan and carries the force of a master plan and official map as described under Section §62.0295 of the Wisconsin Statutes. It has been prepared under the direction of the Comprehensive Master Plan Committee pursuant to Wisconsin Statutes (§62.0295: Comprehensive Planning).

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## I. INTRODUCTION

The following inventory is based largely on the *City of Mauston Master Plan* adopted in 1996 pursuant to State Statutes (§62.23 City Planning). Updated summary information and data sets have been included where appropriate in response to the changing conditions in the community and to comply with State legislation adopted in 1999 (§62.0295 Comprehensive Planning) that requires specific plan elements be included in a Comprehensive Plan document.

### A. PURPOSE OF THIS PLAN

This Comprehensive Plan is a blueprint for the short-range and long-range growth and development of the City of Mauston. It is intended to update the 1996 *City of Mauston Master Plan*. This Plan is designed to be used by City officials as a policy guide to direct community development decisions, to assist with community facility budgeting, and as a tool to focus and stimulate private housing, business, and industrial investment. As a long range planning tool concerned with a wide variety of environmental, economic, and social factors, this Plan must examine and provide recommendations for areas currently within the City's corporate limits and beyond.

Before adoption, a Plan must go through a formal public hearing and review process as required by Wisconsin Statutes. A Class 1 notice must precede a public hearing on the Plan at least 30 days before the hearing. The hearing may be held before the Plan Commission, Common Council, or a joint meeting. The notice must include a summary of the Plan and information concerning where the entire document may be inspected or obtained. Following the public hearing, the Plan Commission adopts a resolution approving the Comprehensive Plan or plan element, certifies a copy of the Plan to the Common Council, and recommends that the Common Council introduce an ordinance to approve the Plan or plan element. The Common Council adopts the ordinance approving the Plan as a comprehensive plan or detailed element of the plan. Finally, the Common Council forwards copies of the approved plan and ordinance to a list of local and state governments. This formal, well-publicized process facilitates broad support of plan goals and recommendations. Consideration by both the Plan Commission and Common Council assures that both bodies understand and endorse the plan's recommendations.

State Statutes (§62.0295) require that a Comprehensive Plan include the following nine elements: 1.) issues and opportunities (providing the basis for goals, objectives, policies, and programs to guide future development over a 20-year planning period), 2.) housing, 3.) transportation, 4.) utilities and community facilities, 5.) agricultural, natural and cultural resources, 6.) economic development, 7.) intergovernmental cooperation, 8.) land use, and 9.) implementation. A governing body (e.g., Common Council) may not enact an ordinance adopting a Comprehensive Plan unless the document contains all of the specified elements.

This Comprehensive Plan is organized in six sections based on sound planning principles and contains all of the required elements listed above. SECTION I: INTRODUCTION, SECTION II: BACKGROUND INFORMATION and SECTION III: ISSUES AND OPPORTUNITIES IDENTIFICATION, gives an overview of important political, natural, socio-economic, and existing development data in Mauston. SECTION IV: GOALS, OBJECTIVES AND POLICIES, outlines the policy desires of the community and provides the basis for SECTION V: COMPREHENSIVE PLAN RECOMMENDATIONS, which describes detailed recommendations for community character, land use, transportation, community facilities and utilities, housing, and economic development. SECTION VI: IMPLEMENTATION provides recommendations, strategies, and timelines to ensure the implementation of this Plan.

### B. PLAN DEVELOPMENT PROCESS

In addition to providing sound public *policy* guidance, a Comprehensive Plan should incorporate an inclusive public participation *process* to ensure that its recommendations are reflective of a broadly supported future vision. This includes mechanisms such as formally adopting written procedures designed to foster public participation at every stage of the comprehensive planning process. The planning process for the City of

Mauston included several public meetings and discussions and two public hearings. This planning effort reflects the dedicated commitment of the Plan Commission, Mayor, Common Council and City Staff and on-going input from representatives from neighboring jurisdictions and special interest groups. The recommendations of this Plan are generally consistent with other adopted local and regional plans, long-standing state and county policies, and sound planning and development practices.

### **C. GENERAL REGIONAL CONTEXT**

The City of Mauston is located in the central portion of Juneau County, Wisconsin, and serves as the county seat. The City is located approximately 70 miles east of La Crosse and 70 miles northwest of Madison. It is also situated about midway between Minneapolis-St. Paul and Chicago on Interstates 90/94. The City is bounded by the Town of Lindina to the west and the Town of Lemonweir to the east. The Towns of Lisbon and Marion are located to the north. Map 1 shows the location of Mauston in relation to surrounding jurisdictions in the region.

### **D. SELECTION OF THE PLANNING AREA**

The study area for this Plan has been selected to include all lands in which the City has both a short-term and long-term *interest* in planning and development activity. The General Planning Area includes all lands currently within Mauston's municipal limits *and* within the City's 1½-mile Extraterritorial Jurisdiction Limit (ETJ) as depicted on Map 1 with a dashed black line.

*Map 1: Jurisdictional Boundary Map*

## II. BACKGROUND INFORMATION

This section contains background information on the City of Mauston followed by the City's. This section of the Comprehensive Plan provides a basis for the overall objectives, policies, goals and programs to guide the future development and redevelopment of Mauston over the next 20 to 25 years.

### A. AGRICULTURAL, NATURAL AND CULTURAL RESOURCES

#### 1. *Agricultural Resources*

Large areas of prime agricultural soils are present in the Planning Areas—especially in the Towns of Lindina and Lemonweir. Larger farming areas are generally located southwest and northeast of the City. The importance of agricultural resources to the community, and to Juneau County, is widely recognized. An important goal of this Plan is to help preserve the extent and integrity of this resource, while accommodating well-planned, high-quality, compact urban development.

#### 2. *Natural Resources*

The relationship between the City of Mauston and its natural features provides a valuable point of reference. It sets up a framework for analysis, suggests possible locational advantages that the City may possess for certain land uses, and hints at the relationship between the City and the surrounding region. The natural resource base, especially environmentally sensitive areas—with respect to soils, environmental corridors, wetlands, and floodplains—are critical factors in local planning decision making. Maintenance of these, and other environmentally sensitive natural features, is important for both the visual attractiveness of Mauston, as well as for the prevention of severe developmental or environmental problems, which may be difficult and costly for the City to correct in the future.

The City of Mauston is located at the eastern edge of the “driftless area” of Wisconsin, a region little affected by the glacial advances several thousand years ago. Mauston has developed on a relatively flat plain along the Lemonweir River, which empties into the Wisconsin River about ten miles below the townsite. The topography in the Planning Area is generally of low relief and gently rolling hills, except for the isolated ridges and bluffs remaining from the pre-glacial era. Most of these natural features are located west of the City. Located south of the city is the prominent Onemile Bluff. A number of wetlands and sandpits are located to the north in the Lemonweir River drainage basin.

#### *General Soils Information*

Soil suitability is a key factor in determining the best and most cost-effective locations for new urban growth. The majority of the planning area is covered by soils generally unsuited for development utilizing septic systems. Soils in the Mauston area are composed principally of silt loam deposited over clay or bedrock. Most soils are well drained, although some are poorly drained and subject to seepage from fluctuating water tables.

As defined by the United States Department of Agriculture, the *Curran-Ettrick* soil association covers much of the Planning Area. This association is characterized by silt loams in deposits three to four feet in depth, underlain in some places by sand and silt. Slopes range from level to very gently sloping. Drainage is generally poor, although this group does include small areas of better-drained soils. Development limitations range from moderate to severe.

The *Oshkosh-Delton-Wyerville-Manawa* association, with smaller pockets of *Wautoma-Wauseon-Poygan* association, is also found in parts of the Planning Area. The latter soils are wet and poorly drained, composed of silt, clay and glacial outwash materials. The others soils have a different makeup and range from well-drained to somewhat poorly drained. Development limitations are slight to moderate, but severe in some areas.

### ***Drainage Basins***

The entire Planning Area is located within the Wisconsin River Basin portion of the Mississippi River system. The City is located along the Lemonweir River flowing northwest to southeast. Lake Decorah, formed by the damming of the river many years ago, adjoins the City's northern limits. A number of smaller creeks and ravines are located throughout the Planning Area.

### ***Groundwater***

Groundwater resources are plentiful in the Planning Area at both shallow and deep levels within the Sandstone Aquifer. The shallow aquifers are likely to be linked to certain surface water features, such as marshes and swamps. In areas of granular soils, these aquifers are susceptible to contamination from both surface and subterranean sources. Deep aquifers in the Planning Area are generally of higher quality and considered substantially less susceptible to contamination. The City is interested in preparing a Wellhead Protection Ordinance to ensure that groundwater resources are plentiful in the future.

### ***Drainageways***

Drainageways are key contributors and conveyors of sedimentation and agricultural chemicals to streams, wetlands, surface waters, and aquifer recharge areas. Among the most significant within the Planning Area are those flowing east and northeast to the Lemonweir River and those flowing south to Onemile Creek.

### ***Floodplains***

The Federal Emergency Management Agency has identified flood hazard areas for risk management purposes. The 100-year flood area—where the flooding probability is greater than 1% in any given year—is generally restricted to no development by State Statute-authorized local zoning.

### ***Wetlands***

Wetland areas are located along streams and drainageways and in isolated low spots. Most of these wetlands have been identified by the Army Corps of Engineers and the Wisconsin Department of Natural Resources, but detailed mapping of these areas do not exist. These areas are important for aquifer recharge, groundwater and surface water quality improvement, and wildlife habitat. Generally, these areas are restricted to no development by State Statute-authorized local zoning.

### ***Woodlands***

The Planning Area contains a few wooded areas, except in areas dominated by floodplain and/or wetland conditions. This sparsely wooded condition is due to a combination of rich soils, few steep slopes, and residential development activity which tends to place high value on wooded sites. As such, the remaining woodlands of the City are valuable contributors to the area's character and beauty.

### ***Steep Slopes***

Generally, the Planning Area is predominated by gently rolling or flat areas. Steep slopes (exceeding 12%) occur very infrequently and only for very short runs. These areas are scattered throughout the Planning Area and are generally associated with either directly adjacent waterways or ridgetop systems.

### ***Hilltops and Ridgetops***

Important natural features, often overlooked in comprehensive planning efforts, are hilltops and ridgetops. Within the Planning Area, there are particularly noticeable hilltops and ridgetops which

serve to define the horizon—and provide a “natural edge” for a community. Large structures constructed on top of them (including homes) tend to be visually prominent—especially if not blending with the area’s rural-agricultural character in terms of color, material, or style. A series of predominant ridges and bluffs are located both south and west of the City.

### ***Environmental Corridors***

Environmental corridors are a composite of the best elements of the natural resource base occurring in a linear pattern on the landscape. These corridor areas normally include one or more of the following elements which are essential to the maintenance of an ecological balance and diversity, and the preservation of natural beauty in Juneau County and should be preserved and protected in essentially natural open uses. Almost all of the remaining high-value wetlands, woodlands, wildlife habitat areas, major bodies of surface water, and delineated floodlands and shorelands are contained within these corridors. Environmental corridor features include:

- surface waters and their undeveloped shorelands and floodlands
- wetlands, woodlands, and wildlife habitats
- rugged terrain and high relief topography

The corridors also contain the following additional elements, closely related to the natural resource base, having recreational, scenic, and historical value:

- existing outdoor recreation sites
- potential outdoor recreation sites
- historic, archaeological, and other cultural sites
- scenic areas and vistas
- natural and scientific areas

Environmental plans in many areas of Wisconsin have classified corridors as “primary” or “secondary”, depending on various attributes. However, this Plan’s mapping avoids such classifications since it tends to diminish the importance of smaller but equally significant environmental areas worthy of protection. Within the City of Mauston, environmental corridors are generally located along the Lemonweir River drainage basin. Protection of environmental corridors from additional intrusion by incompatible land uses, and thereby from degradation and destruction, should be an essential planning objective for the preservation of open natural spaces.

### **3. Cultural Resources**

Preservation of historic and cultural resources fosters a sense of pride, improves quality of life, and provides an important feeling of social and cultural continuity between the past, present and future. Historic preservation can also provide economic benefits to property owners and communities.

Like many pioneer settlements in Wisconsin, Mauston has grown from a succession of uses: an early Indian campsite, a trading post, a logging area, and eventually to the city it is today. These different stages of development largely define the historic and cultural character of the community. Some of this history is captured in the City’s two buildings listed on the National Register of Historic Places: The Benjamin Boorman House (dated 1877) on Union Street and the Juneau County Courthouse (dated 1938-40) on State Street.

## **B. POPULATION TRENDS AND FORECASTS**

The City of Mauston has experienced relatively stable population growth over the past 30 years (see Table 1). From 1990 to 1999, the City’s population increased by 175 residents, from 3,437 to 3,612, which represents a 5.1% growth rate. This rate is comparably lower than the surrounding Towns of Lemonweir (11.7%) and Lindina (6.6%), Juneau County (8.7%) and the State (7.8%).

**Table 1: Population Trends-City of Mauston and Surrounding Communities**

	1970	1980	1990	1999	Pop. Change*	Percent Change*
<b>City of Mauston</b>	<b>3,466</b>	<b>3,284</b>	<b>3,437</b>	<b>3,612</b>	<b>+ 175</b>	<b>5.1%</b>
City of Tomah	5,647	7,204	7,572	8,101	+ 529	7.0%
Town of Lemonweir	970	1,317	1,707	1,907	+ 200	11.7%
Town of Lindina	926	816	798	851	+ 53	6.6%
Town of Lisbon	661	903	862	920	+ 58	6.7%
Juneau County	18,455	21,037	21,650	23,533	+ 1,833	8.7%
Wisconsin	4,417,821	4,705,767	4,891,769	5,274,307	+ 382,538	7.8%

\*1990 to 1999 population

Sources: U.S Census; Wisconsin Dept. of Administration, Demographic Services

Population projections for the City indicate that the community is expected to grow at a moderate rate over the next 20 to 25 years (Table 2). The Wisconsin Department of Administration’s population projections (produced in 1993) for Mauston are lower than actual trends. The state projects a City population of 3,471 residents by the year 2015, *less* than the City’s 1999 estimated population of 3,612. Two alternative projections based on extrapolation techniques show higher rates of population growth in the community over the next two decades. These projections include the anticipated growth of nearly 300 residents due to state facility development. These alternative growth scenarios represent recent development not reflected in long-term trends used by the State and provide a more reasonable basis for the recommendations of this Plan. The adoption of these projections as part of this Plan should be incorporated in other facility plans as they are updated.

**Table 2: Population Forecasts-City of Mauston**

	1990	1999	2010	2015	2020	2025
Wisconsin Dept. of Administration. <sup>1</sup>	3,437	3,612	3,520	3,471	3,450	3,420
Compounded Growth Rate <sup>2</sup>	3,437	3,612	4,161	4,280	4,402	4,529
Straight Line Extrapolation <sup>3</sup>	3,437	3,612	4,120	4,297	4,475	4,653

<sup>1</sup> *Official Municipal Population Projections, 1990 - 2015* (June 1993) (estimated for years 2020 and 2025)

<sup>2</sup> Vandewalle & Associates, 1999. Based on 1990-1999 avg. ann. growth rate (0.56%) compounded annually

<sup>3</sup> Vandewalle & Associates, 1999. Based on a straight-line trend of 1990-99 population growth

**1. Demographic Trends**

Table 3 compares selected demographic data for Mauston with surrounding communities. The City of Mauston has a median age of 35.6, which is older than that of surrounding Towns, the County, and the State. The City also has a smaller percentage of under 18 residents (25.5%) and a larger percentage of over 65 residents (22.4), compared with surrounding towns, the County, and the State. According to the 1990 census, the 25 to 44 age cohort is the largest group in the City (28%). By the year 2020, this age group will have aged to the 55 to 74 year-old range.

**Table 3: Demographic Characteristics**

	<i>City of</i>	<i>City of</i>	<i>City of</i>	<i>Town of</i>	<i>Town of</i>	<i>Juneau</i>	<i>State of</i>
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	<i>Mauston</i>	<i>Tomah</i>	<i>New Lisbon</i>	<i>Lindina</i>	<i>Lemonweir</i>	<i>County</i>	<i>Wisconsin</i>
Median Age	35.6	37.5	32.6	34	32.2	35.5	32.9
% under 18	25.5	24.4	29.9	31.6	31.3	27.3	26.4
% over 65	22.4	20.1	16.1	16.9	12.9	17.5	13.3
% Caucasian	98.2	97.2	99.6	99.7	97.9	98.4	92.2

Sources: U.S. Census of Population and Housing, 1990; Wisconsin Dept. of Administration

**2. Household Trends**

Historic census data indicate that the growth of housing development has outpaced population growth in Mauston over the past two decades. From 1980 to 1990, the total number of housing units in the City increased 8.1%, from 1,442 to 1,560 units, compared to a 4.7% population increase over this time period. This depicts the trend toward smaller household sizes. As shown in Table 4, the City of Mauston had a smaller average household size (2.31) in 1990 as compared to surrounding towns (2.84 – 2.83), the County (2.58) and the State (2.57).

It is difficult to forecast future household sizes at the municipal level. However, at the county level, Woods & Poole Economics, Inc.—a regional economic and demographic analysis firm—projects a household size of 2.47 for Juneau County in the year 2020. It is reasonable to assume that the City of Mauston’s average household size will also decrease, although slightly, over the planning period.

In 1990, the City had a larger percentage of single-person households (34.7%) and senior householders age 65 and over (36.1) than the County and State.

**Table 4: Household Characteristic Comparisons**

	<i>City of Mauston</i>	<i>City of Tomah</i>	<i>City of New Lisbon</i>	<i>Town of Lindina</i>	<i>Town of Lemonweir</i>	<i>Juneau County</i>	<i>State of Wisconsin</i>
Total Housing Units	1,560	3,064	643	316	729	11,422	2,055,774
Household Size	2.31	2.37	2.55	2.84	2.83	2.58	2.57
% single-person household	34.7	-	-	-	-	24.8	24.3
% with householder age 65+	36.1	-	-	-	-	29.8	22.8

Sources: U.S. Census of Population and Housing, 1990; Wisconsin Dept. of Administration

**C. LAND USE**

The land use pattern in the City of Mauston has emerged as a result of over 100 years of development. However, most land development in the city has occurred over the past 40 to 50 years. Map 2 shows existing land use in the City of Mauston as of October 1999. The following paragraphs describe this map and the existing land use pattern.

**1. Land Use Map Categories**

The Existing Land Use Map divides land use into several categories. These categories attempt to describe both the type of use and community character of the various land uses. Table 5 portrays how land use *type* can be integrated with land use *character* (e.g., density, location, appearance) to establish desired zoning standards for each of land use areas. The land use map categories included on Map 2 are as follows:

- **Vacant / Agricultural:** agricultural uses, farmsteads, other open lands, and single-family residential at or below 1 dwelling per 35 acres or undeveloped lands.

- **Exurban Residential:** single-family residential development, generally at densities between 1 dwelling unit per acre and one unit per 35 acres;
- **Single Family Residential:** sewerred single-family residential development at densities up to 5 dwelling units per acre;
- **Two Family Residential:** two-family residential development at densities up to 8 dwelling units per acre;
- **Mixed Residential:** a variety of residential units at densities above 8 dwelling units per acre;
- **Planned Neighborhood:** a carefully planned mixture of predominantly single-family residential development, combined with one or more of the following land use categories: neighborhood residential; two-family residential, multi-family residential, neighborhood office, neighborhood business, institutional, and active recreation. This category is also intended to accommodate Traditional Neighborhood Design (TDN) forms of development;
- **Neighborhood Office:** residential, institutional office, office-support commercial and personal service uses which preserve the residential character through building scale, building appearance, landscaping and signage;
- **Planned Office:** high-quality office, institutional and office-support land uses with very generous landscaping and limited signage;
- **Neighborhood Business:** residential, office, and neighborhood supporting institutional and commercial uses which preserve the residential character through building scale, building appearance, landscaping and signage;
- **Planned Business:** high-quality indoor commercial, office and institutional land uses, with generous landscaping and limited signage;
- **General Business:** indoor commercial, office, institutional, and controlled outdoor display land uses, with moderate landscaping and signage;
- **Central Business District:** pedestrian-orientated indoor commercial, office, institutional and residential uses with streetscaping and low-key signage;
- **Planned Industrial:** high-quality indoor manufacturing, assemble and storage uses with generous landscaping and limited signage;
- **General Industrial:** indoor industrial land uses and controlled outdoor storage areas, with moderate landscaping and signage;
- **Heavy Industrial:** carefully controlled heavy industrial; storage, and disposal land uses, with moderate landscaping and signage;
- **Landfill:** sites used for burial of garbage;
- **Extraction:** quarries, gravel pits, clay extraction, peat extraction and related land uses;
- **Planned Mixed Use:** carefully controlled mixed institutional, commercial, office, residential and transit uses based on high-quality detailed plans;
- **Institutional:** large-scale public buildings, hospitals, and special-care facilities. Small institutional uses may be permitted in other land use categories;
- **Special Use:** uses not easily categorized based on unique functions, historic character, or impacts on the surrounding neighborhood or community;
- **Parks/Active Recreational:** parks and open space used for recreational activities;
- **Environmental Corridor:** floodplains, wetlands, woodland and other sensitive environmental features;
- **Surface Water:** lakes, rivers and perennial streams

**Insert Standard Land Use/Community Character Chart**

**2. Description of Existing Land Use Pattern**

The existing land use pattern is depicted in Map 2 and described below. Table 6 shows the approximate acreage of each land use category in the City of Mauston.

**Table 6: Existing Land Use Summary—City of Mauston 1999**

Land Use	Acres	Percent of Total
<b>Vacant/Agriculture</b>	<b>432</b>	<b>17%</b>
<b>Residential (457 acres)</b>	<b>-</b>	<b>18%</b>
<i>Exurban Residential</i>	0	-
<i>Single Family</i>	366	-
<i>Two Family</i>	19	-
<i>Mobile Home Park</i>	25	-
<i>Mixed Residential</i>	47	-
<b>Office (1 acre)</b>	<b>-</b>	<b>&gt; 1%</b>
<i>Neighborhood Office</i>	1	-
<i>Planned Office</i>	0	-
<b>Commercial (148 acres)</b>	<b>-</b>	<b>6%</b>
<i>Neighborhood Business</i>	1	-
<i>General Business</i>	138	-
<i>Central Business District</i>	9	-
<i>Planned Business</i>	0	-
<b>Industrial (150 acres)</b>	<b>-</b>	<b>6%</b>
<i>Planned Industrial</i>	0	-
<i>Heavy Industrial</i>	40	-
<i>General Industrial</i>	110	-
<b>Special Uses</b>	<b>2</b>	<b>&gt; 1%</b>
<b>Cemetery</b>	<b>11</b>	<b>&gt; 1%</b>
<b>Institutional</b>	<b>185</b>	<b>7%</b>
<b>Park/Active Recreation</b>	<b>59</b>	<b>2%</b>
<b>Env. Corridor/Passive Rec.</b>	<b>419</b>	<b>16%</b>
<b>Surface Water</b>	<b>307</b>	<b>13%</b>
<b>Existing Road Right-of way</b>	<b>351</b>	<b>17%</b>
<b>Existing Rail Right-of-way</b>	<b>27</b>	<b>1%</b>
<b>TOTAL</b>	<b>2,549</b>	<b>100%</b>

**Residential Development:**

The City of Mauston is predominantly a single-family development area served by sanitary sewers and public water. These *Single-Family Residential* areas, averaging about 3 homes per gross acre, dominate the areas northwest and south of Downtown. Newer single family residential areas are developing in the southwest periphery near the planned high school campus.

*Two Family Residential* development, averaging about 6 dwelling units per acre, are scattered throughout the older portions of the city. Several apartment buildings are located in and around the Downtown area. Similarly, relatively small pockets of sewerred, *Mixed Residential* development, averaging about 10 dwellings per acre, are found in the City. No large concentrations of this form of development are found within the Planning Area.

**Office Development:**

Some *General Office* development is found along LaCrosse Street on the City's eastside. *Neighborhood Office* uses are generally scattered around the Downtown area.

**Commercial Development:**

The *Central Business District* encompasses approximately nine acres—centered along State Street with the Lemonweir River, Maine, LaCrosse, Hickory, Union, and Beach Streets as its boundaries. Older, *General Business* areas are also located throughout the Planning Area. Most of the recent commercial growth in the community has developed in the pattern of sprawl along the major arterial streets

**Industrial Development:**

A large area of *Planned Industrial* development is located on the northwest side of the City along U.S. Highway 12.

Older, *General Industrial* areas are scattered along the old railway corridor on the east side of the City. Some of the larger, older factories in the downtown area have been retrofitted for other manufacturing operations.

**Other Land Uses:**

Key *Institutional Uses* include the extensive Veterans' Memorial Park located on the south side of the City, the High School campus, and widely scattered municipal use sites. There are several places of worship scattered throughout the community. The new state facility is located on the northwest side of the City next to the industrial park.

**3. Land Development Trends**

Industrial development has expanded in the city's industrial parks on the east and west sides of the community. The City's newest residential area—located in the southwest portion of Mauston—is currently under development. There is a new high school planned for the southeast corner of Grayside Avenue and STH 82. The new state facility is located in the City's westside industrial park. Commercial development has sprawled out along major arterial streets in the community.

There is a limited supply of vacant, developable land within the City of Mauston zoned for single-family residential use. There is a small parcel of land between Attewell and Grove Streets north of Milwaukee Street zoned for this type of use.

**4. Existing Land Use Conflicts**

Areas of existing land use conflicts in the community include uses in the railroad corridor adjacent to residential uses, strip-commercial development backing directly up to residential neighborhoods in several locations around the community.

MAP 2: Existing Land Use Map

## D. TRANSPORTATION NETWORK

A city's transportation networks is a key determinant of growth because it facilitates the flow of goods and people to the community. The Planning Area is connected to the region via U.S. Highway 12/16 and Interstate 90/94. State Highways 58 and 82 pass through the City. A network of county trunk highways also serves the Planning Area, including CTH G, K, and N. This section describes the community's existing transportation network. A compilation of goals, objectives, and policies to guide future development of the City's various modes of transportation are presented in Section IV of this Plan.

### 1. *Roadways*

The existing street network generally does a good job of meeting the City's needs. With regularly scheduled maintenance and repair, this system can maintain adequate service. Two areas in need of improvement are in the Central Business District and industrial park. The Lemonweir River and railroad tracks provide a natural barrier for traffic circulation. Currently the only river crossing is at Union Street. This route is critical because it provides access to Interstate 90/94 to the downtown and industrial park. U.S. Highway 12/16 is the designated truck route, which passes through the Central Business District. To alleviate traffic congestion in this area, the City is considering moving State Highways 58 and 82 off of State Street. A second bridge crossing could also provide a solution to this congestion. A proposed route—an extension of Kennedy Street to Grayside Avenue—would bring truck traffic south of State Street. A second bridge is a costly improvement, but one that would alleviate many of the City's circulation problems.

### 2. *Rail Service*

The rail line in Mauston is owned by the Canadian Pacific Rail system (formerly the Soo Line). The line runs through the middle of the City in a northwest-southeast direction. Main line freight service is provided. There is a rail spur in the industrial park. Amtrak passenger service is available in Tomah and Wisconsin Dells—both within a thirty minute drive.

### 3. *Air Transportation*

Scheduled air service is available at LaCrosse and Madison. The Mauston-New Lisbon Union Airport, located four miles northwest of the City, provides jet fuel, telephone and hangers making it useful for recreational and business travel.

### 4. *Public Transportation*

Mauston is currently not served by public transportation. The State's long-range transportation plan advocates linking smaller Wisconsin communities like Mauston with a passenger bus service.

### 5. *Bicycle and Pedestrian Facilities*

Bicycle and pedestrian facilities are extremely important for a compact city like Mauston, where uses are generally within walking distance of one another and schools are such an important part of the community. Bike and pedestrian facilities are also important for commuting and recreational use. Portions of the City are well served by sidewalks, although significant gaps in the network exist.

The City does not currently have any designated on-street bike routes. According to national standards, bike routes should be designated along streets that provide a direct route to a useful destination, have traffic volumes less than 2,000 cars per day, and have speed limits of 30 MPH or less. Bike routes that do not meet these standards should have wider travel lanes and/or designated bike lanes to safely accommodate bike traffic.

The City does not currently have an off-road bicycle trail network. However, the City is 12 miles east of the Sparta-Elroy Trail and the Omaha Trail—both multi-use recreational trails located in Juneau County.

## **6. *Water Transportation***

There are three boat landings on Lake Decorah. The most developed access is located in Riverside Park. The other boat landings are located at the tip of Monroe Court and off of USH 12 on the northwest side of the city.

## **7. *Review of State and Regional Transportation Plans***

*Translinks 21: A Multimodal Transportation Plan for Wisconsin's 21<sup>st</sup> Century* provides a broad planning “umbrella” including an overall vision and goals for transportation systems in the state for the next 25 years. This 1995 Plan recommends complete construction of the Corridors 2020 “backbone” network by 2005 (including the improvement of a stretch of Interstate 90/94 between the I39 and USH 12 interchanges south of Mauston), the creation of a new state grant program to help local governments prepare transportation corridor management plans to deal effectively with growth, the provision of state funding to assist small communities in providing transportation services to elderly and disabled persons, and the development of a detailed assessment of local road investment needs.

In the Mauston area, the Plan indicates a moderate level of traffic congestion on STH 82 between Downtown and the Interstate 90/94 interchange by the year 2020.

## **E. UTILITY AND COMMUNITY FACILITIES**

Along with the residential and non-residential structures provided by the private sector, there are a number of public facilities that contribute to a community's quality of life. This section describes Mauston's utility and community facilities. The City's goals, objectives and policies to guide future development of these facilities are presented in Section IV of this Plan.

### **1. *Sewer and Water Service***

The City is served by a municipal utility operation for water and sanitary sewer, which provides the City with excellent value, as well as a strong revenue flow. The existing wastewater treatment plant is located near the eastern city limits and discharges into the Lemonweir River by permit from the DNR. Water supply from deep aquifer wells and the city's water tower are the key components of the water system. The City is currently considering the formation of a stormwater utility ordinance.

### **2. *Community Facilities***

Community facilities immeasurably contribute to the quality of life in the City of Mauston. The City has an impressive variety and quality of public facilities and services. Educational facilities include one Western Wisconsin Technical College campus located along the Interstate, four public schools, and St. Patrick's Catholic Elementary School (K-8) located on Mansion Street, and numerous places of worship scattered throughout the community.

The new Mauston Library is located on State Street. The Kennedy Center provides services to the developmentally disabled members of the community. The City is serviced by a 24-hour Police Department, a volunteer fire department, and an ambulance service. The Mile Bluff Medical Center provides the City and entire region with medical care.

### **3. *Parks***

The City of Mauston contains a total of eleven developed park areas. Of these eleven, six are maintained by the City, three by the School District, and two by private groups. The City has an

extensive summer recreation program, as well as active youth hockey, soccer and swimming programs. The following is a brief description of City-owned parks:

- *Marachowsky Park*: A 2-acre park located west of Liberty Street. It contains a picnic area, picnic shelter/pavilion, playground equipment, a baseball field, a basketball court, restrooms, open space and parking.
- *Jones Park*: A 2.5-acre park located on the southeast corner of Maughs Street and Prairie Street. The site is level and modestly landscaped. The park contains a picnic shelter/pavilion, open space, a baseball field, restrooms, an ice skating rink with warming house, and playground equipment.
- *Mile Bluff Lookout Park*: A 12-acre park located at the end of Hess Street. Most of the park is located on a bluff known for its scenic overlook. A basketball court and picnic tables are located on a flat area at the base of the bluff. Along with open space and parking, the park contains a privately-owned hiking trail maintained by the hospital.
- *Riverside Park*: A 3.5-acre park located on Mansion Street fronting the Lemonweir River. The park contains numerous shade trees and is a popular picnicking area and playground for children. It contains open space, picnic tables, play equipment, a basketball area, tennis courts, paved parking, a boat launch, fishing access, restrooms, a pavilion, and a service building. The park is of city-wide significance.
- *Veterans Memorial Park*: A 19-acre park located on the south side of Mauston. This park contains the county fairgrounds, along with open space, two baseball fields, an ice skating rink, a picnic area, restrooms and parking.
- *Lions Park*: A 3-acre park located on Grayside Avenue. It contains a level play field, tennis courts, picnic tables, grills, park benches, playground equipment, two basketball hoops, a pavilion, open space, restrooms and parking. The park is heavily used by neighborhood children year round.

**F. HOUSING FRAMEWORK**

A community’s housing stock is its largest long-term capital asset. As is typical in most cities, residential development is the largest user of land in Mauston (18% of the total land area). Housing not only provides shelter, but also serves to identify neighborhoods and a community’s sense of place. This section describes the City’s predominate housing stock characteristics and available housing programs. A compilation of goals, objectives, and policies to provide an adequate housing supply is presented in Section IV of the Plan.

**1. Housing Stock Characteristics**

In 1990, there were 1,560 housing units in the City of Mauston. Housing in Mauston and surrounding communities is predominately single family detached (67% in the City—see Table 7).

**Table 7: Housing Types, 1990—City of Mauston**

<i>Units per Structure</i>	<i>Units</i>	<i>Percent</i>
1 unit, detached	1,051	67.4%
1 unit, attached	22	1.4%
2 to 4 units	178	11.4%
5 or more units	205	13.1%
Mobile home or trailer	93	6.0%

Source: U.S. Census of Population and Housing, 1990  
 Note: Does not include 11 units listed as “Other”

Table 8 compares other housing stock characteristics for the City of Mauston with surrounding jurisdictions. Mauston has a relatively older housing stock. The percent of the City’s homes built before 1940 (35%) is greater than neighboring cities, the County, and the State. About 37 percent of the City’s homes were built between 1940 and 1970. Over the planning period, these older homes will have to become an increasing focus for rehabilitation efforts.

**Table 8: Housing Stock Characteristics**

	<i>City of Mauston</i>	<i>City of Tomah</i>	<i>City of New Lisbon</i>	<i>Town of Lindina</i>	<i>Town of Lemonweir</i>	<i>Juneau County</i>	<i>State of Wisconsin</i>
Total Housing Units	1,560	3,064	643	316	729	11,422	2,055,774
% Occupied	93.5	94.6	91.3	87.9	84.5	72.4	88.6
% Owner Occupied	62.8	63.9	65.9	84.5	81.1	75.9	66.7
Median Housing Value	\$39,300	\$52,500	\$36,500	\$46,200	\$47,300	\$40,600	\$62,100
Median Contract Rent	\$323	\$339	\$282	\$406	\$383	\$310	\$399
% built before 1940	34.9	27.2	33.9	39.2	18.5	27.3	28.5
% built 1980 - 1990	15.5	16.3	15.6	14.9	32.2	20.6	14.5

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

The percent of owner-occupied housing units in Mauston (63%) was less than surrounding communities, the County and the State. The City’s median housing value self-reported in 1990 (\$39,300) was less than surrounding Townships (\$40,600 - \$46,200), but more than the neighboring City of New Lisbon (\$36,500). More recent data is available on home values and sale prices in Mauston. According to residential deed transfers in 1998, 70 percent of the house sales in Mauston were below \$60,000. Three homes sold in Mauston for more than \$100,000.

These figures (median housing value, median contract rent, and real estate trends) indicate that the City has an adequate supply of affordable owner-occupied and rental-type housing in its current housing stock. However, new housing has not adequately met local demand—especially for quality single-family units in the mid-price range. Affordable housing comprises a larger percentage of Mauston’s total housing stock than the percentage of total housing for all of Juneau County. The statistics from the 1990 census have not evolved substantially due to a low rate of development in the community. Availability of affordable housing will need to be re-evaluated when data from the 2000 Census is released in 2002 – 2003.

MSA Professional Services, Inc conducted a windshield survey of the City’s housing conditions in May 1997. Housing conditions were rated good (needing no major repairs), fair (requiring less than three major repairs) and substandard (requiring three or more major repairs). A “major repair” included repairs such as the roof, siding, windows and doors, sidewalks, outbuildings, and electrical. Of the 1,250 housing units surveyed in Mauston, approximately 48% were considered substandard (or deteriorated). Thirty percent were considered “fair” and 22% were considered “good”. The high percentage of deteriorated and fair housing units indicates a need for housing rehabilitation efforts.

**2. Housing Programs**

The City administers funds from the Community Development Block Grant (CDBG) program as a revolving loan fund to undertake housing rehabilitation projects for low-to-moderate income households. Available funds in 1999 were \$160,000. The CDBG program assists approximately five to eight households per year with needed rehabilitation and/or home purchase. Other housing programs available to Mauston residents include home mortgage and improvement loans from Wisconsin Housing and Economic Development Authority (WHEDA) and home repair grants for the elderly from the USDA. The City also works with other agencies in promoting available land for the development or redevelopment of low-income and moderate-income housing.

**G. ECONOMIC DEVELOPMENT FRAMEWORK**

The economic condition of a community, particularly the composition of its economic base, closely relates to its potential for economic expansion or improvement. This section describes the City’s economic conditions. Goals, objectives, and polices to promote the stabilization, retention, or expansion of the community’s economic base is presented in Section IV.

**1. Employment Trends and Forecasts**

Selected economic characteristics for the City of Mauston generally reflect those of surrounding communities (see Table 9). The City’s unemployment rate in 1990 (5.8%) was comparable to the County and State.

**Table 9: Economic Characteristics**

	<i>City of Mauston</i>	<i>City of Tomah</i>	<i>City of New Lisbon</i>	<i>Town of Lindina</i>	<i>Town of Lemonweir</i>	<i>Juneau County</i>	<i>State of Wisconsin</i>
Median HH Income	\$19,146	\$24,872	\$21,181	\$25,543	\$24,669	\$22,073	\$29,442
Per Capita Income	\$11,515	\$12,682	\$10,594	\$10,010	\$9,610	\$10,304	\$13,276
% Below Poverty	10.6%	8.4%	7.9%	6.9%	9%	9.8%	7.6%
% High School Education <sup>1</sup>	76.1%	80.6%	-	-	-	70.6%	78.6%
% College Level Eduction <sup>2</sup>	14.5%	14.4%	-	-	-	8.7%	17.7%
Total civilian labor force (16+)	1,535	3,456	-	-	-	10,143	2,517,238
Total % of persons unemployed	5.8%	4.4%	-	-	-	6.6%	5.2%

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

<sup>1</sup> Population age 25 and over with high school level education

<sup>2</sup> Population age 25 and over with bachelor’s degree or higher

More current employment trends are available at the county level. In Juneau County, the rate of unemployment fell slightly during the mid-1990s but has maintained a position above both state and national averages. The State’s Department of Workforce Development reported an unemployment rate of 5.1% for Juneau County in October 1998, compared to a 2.9% average for the State. The county’s high unemployment rate is attributed to the drop in milk prices, which has affected much of rural Wisconsin. There are several manufacturing facilities in Juneau County that produce bulk milk tankers.

Woods & Poole Economics, Inc. project that the percent of Juneau County jobs in manufacturing will remain relatively stable over the next two decades (26% in 1990 to 27% in 2020). Farming jobs in Juneau County are projected to drop over the planning period, from about 10% of the total employment force in 1990 down to 5% in 2020.

According to the 1990 census, the labor force in the City of Mauston was broken out as follows:

<u>Occupational Group</u>	<u>Percentage of Labor Force</u>
Professional Services (Health/Ed./Personal)	31.8%
Manufacturing	25.0%
Retail/Wholesale Trade	22.4%
Transp./Communication	05.3%
Public Administration	04.4%
Finance/Ins./Real Estate	04.4%
Construction	03.6%
Ag./Forestry/Fishing	03.1%

## **2. *Economic Base***

Manufacturing, professional services and retail trade are the largest employment sectors in the City of Mauston according to 1990 census data. More recent employment sector data is available at the county level. According to 1997 data, manufacturing is the largest employment sector in Juneau County, comprising nearly 36% of total employment. Four of the county's largest manufacturers are located in the Mauston area. In addition to manufacturing, the County has experienced an increase in retail trade and service industry employment during the 1990s. As the county seat and central place in the region, the City of Mauston has shared in this increase in retail trade and service employment. The new state facility will add approximately 300 workers to Mauston's public administration employment sector.

## **3. *Environmentally Contaminated Sites***

New state statutes require a Comprehensive Plan to evaluate and promote environmentally contaminated sites for commercial and industrial uses in a community. 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 can be anything from a large abandoned industrial site to 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. A more complete listing of contaminated sites is available through state and federal databases.

A state and federal file search conducted in December 1999 identified several environmentally contaminated sites in the City of Mauston. The Leaking Underground Storage Tank (LUST) database compiled by the DNR identified 17 contaminated sites within a 1½-mile radius of downtown Mauston. Several of these reported incidents occurred on sites in and around the Central Business District. Specific location and property ownership information for each of these sites is available from the DNR program. These properties will need special attention for successful redevelopment to occur. The location of these environmentally contaminated sites was considered when making the land use recommendations in this Plan.

## **4. *Economic Development Programs***

The City is involved in several economic development programs. The City uses Tax Increment Financing (TIF) districts to create incentives for industrial development. TIF provides for up-front public expenditures for land and infrastructure for industrial development. The resulting development pays for such initial expenditures over time through dedicated property tax revenues. The City currently operates two TIF districts: one for the industrial park on the northeast side of town and the other for the industrial park on the northwest side of town. At present, the City is over its 5% and 7% caps within the TIF districts and is therefore unable to create any new economic development-oriented TIF districts. The Greater Mauston Area Development Corporation and the Chamber of Commerce also work to promote business retention and development in the local community. The Juneau County Economic Development Corporation promotes economic development activity within the entire county.

At the regional level, the North Central Wisconsin Regional Planning Commission (NCWRPC) assesses economic development activities and proposes strategies for new development in its Overall Economic Development Program (OEDP) Annual Report. The 1999-2000 report indicates that the Region's economy has out paced the rest of the State in terms of employment. The Region grew at a rate of almost 18 percent, while the State grew at about 12.5 percent over the past five years. The majority of this growth has occurred in the Region's more populated counties (Marathon, Portage and Wood) while many of the Region's rural counties have experienced long-term economic decline.

## H. INTERGOVERNMENTAL COOPERATION

The actions of other municipalities, different levels of government, and school districts can have a significant impact on Mauston's future. The existing government jurisdictional framework in which the City of Mauston is located is shown in Map 1 presented earlier in this document. This section briefly describes the major governmental jurisdictions in the area. Section IV presents a compilation of goals, objectives, and policies for joint planning and decision-making efforts with surrounding jurisdictions.

Wisconsin Statutes specifically allow cities and villages to prepare plans for land currently outside municipal boundaries but within the City's 1-½ mile extraterritorial jurisdictional (ETJ) area. To effectively manage growth, this Plan identifies desirable land use patterns within the existing City limits and in unincorporated areas around the City. It is intended that these land use recommendations will be incorporated onto the City's Official Map. Therefore, many recommendations of this Plan require intergovernmental coordination and cooperation to be effective.

The City of Mauston and the Town of Lemonweir have established joint extraterritorial zoning agreements and are considering land use plan recommendations developed by an intergovernmental committee. This Plan has taken those draft recommendations into account.

### 1. *City of Mauston*

Incorporated in 1883, the City of Mauston is a City of the Fourth Class, encompassing about four square miles of land area, with a 1½-mile Extraterritorial Jurisdiction (ETJ) limit. Map 1 indicates the approximate boundaries of the ETJ based on corporate limits of as of 1999.

The ETJ extends northwest into the Town of Lisbon, northeast into the Town of Marion, east into the Town of Lemonweir, and west into the Town of Lindina.

### 2. *Cities and Villages*

No other incorporated jurisdictions are located within the Planning Area.

### 3. *Towns*

The Towns of Lindina (1999 estimated pop. 851) and Lemonweir (1999 estimated pop. 1,907) are characterized by rural lifestyle-oriented development. Historically, both towns have done a commendable job of preserving agricultural areas. There are small pockets of rural residential development located north of Mauston in the Town of Lemonweir.

### 4. *County*

Juneau County is characterized both by its strong agricultural base and growing manufacturing sector. Interstate 90/94 transects the county diagonally running northwest to southeast. The County's 1999 population estimate is 23,533, which reflects a growth rate of about 8.7 % (or 1,800 persons) since 1990. Most of the County's population gain is the result of net migration—more people moving into the county than moving out. Some Townships adjacent to Castle Rock Lake have enjoyed recent popularity as places to build retirement or second homes and have experienced the largest population growth during the 1990s.

The County has planning, land division review, and limited zoning authority within the unincorporated areas of Juneau County. The County works with towns to prepare and update town Comprehensive Plans, which are included in the County Farmland Preservation Plan. By and large, these plans support agricultural preservation. Many towns, including those in Mauston's Planning Area, have exclusive agricultural zoning to achieve farmland preservation objectives.

### **5. *Regional Planning Jurisdictions***

The City of Mauston, and all of Juneau County, is located in the North Central Wisconsin Regional Planning Commission (NCWRPC). Under state law, NCWRPC is charged with adopting a master plan for the physical development of the region. NCWRPC's regional plan (adopted in 1981) identifies Mauston as an urban center. This plan recommends that future urbanized development in the region occur near areas of existing development to efficiently provide public services and protect high-quality farmland and environmental features.

### **6. *Important State Agency Jurisdictions***

The Wisconsin Department of Transportation's (WISDOT) District 4 office serves all of Juneau County, and the remainder of central Wisconsin. The City should maintain good relations with District 4 staff as planning, congestion, and safety issues arise along the STH 58 and STH 82 corridors. The Wisconsin Department of Natural Resources (WISDNR) provides service to all of Juneau County out of its West Central Region office in Eau Claire.

### **7. *Sanitary Sewer Service Areas and Districts***

The City of Mauston provides sanitary sewer service within its municipal limits. The existing wastewater treatment plant is located near the eastern city limits and discharges into the Lemonweir River by permit from the DNR.

## **I. IMPLEMENTATION**

Creating a Comprehensive Plan is just the first step in directing community growth. Subsequent efforts must focus on providing direct connections between the Plan's recommendations and actual development. The most effective ways of accomplishing these goals are to adopt development regulations which directly implement planning policies. Then, the Plan Commission may evaluate all development proposals (annexations, land divisions, rezonings, conditional uses, planned developments, and public investment and service decisions) based on their consistency with this Plan. Reference of decisions to Plan recommendations will help establish both their legal defensibility and their economic efficiency. Finally, to be effective, this Plan should be continuously evaluated and amended as needed to keep current with changes brought about by time. A three-to five-year evaluation cycle is recommended.

The City's most current comprehensive plan was adopted in 1996. To guide municipal growth, the City also has a zoning ordinance, subdivision ordinance, and official map.

## **III. ISSUES AND OPPORTUNITIES IDENTIFICATION**

## **A. DATA SYNTHESIS**

Mauston is a unique city well positioned for the future. In all, the City's demographic and economic statistics reflect a community undergoing moderate population growth, while preserving a healthy and diversifying local economy. Mauston is a community of generally older families, as indicated by its relatively low household size and high median age. Its residents are generally of moderate income, which is reflected in average housing values and rents.

Over the years, Mauston has experienced relatively stable development activity. Historically, Interstate interchange-area development has been the main engine of growth for the community. However, due to the development of a new state facility, a growing tourism-based economy, and the continuous growth of surrounding Interstate-corridor communities, Mauston's growth will likely accelerate more rapidly over the next 20 years. The City has done a commendable job in recent years in preparing for this anticipated growth. This Plan is intended to enable the City to supplement its good judgement and existing development regulations with a more controlled comprehensive strategic planning and implementation program.

Specifically, the City needs to focus on the quality of new development. There is a need to enhance the City's site plan review process to better regulate the scale and character of development. The issue of community character enhancement through quality design is a main theme throughout this Plan. This theme will result in a glaring disconnect between the City's planning objectives and its primary land use regulation tools (e.g., zoning, subdivision regulations) to implement this Plan.

## **B. PUBLIC PARTICIPATION**

The City held numerous public meetings on the Comprehensive Plan throughout the Fall of 1999. The Plan Commission held a public hearing on the draft Plan on February 2, 2000. Key issues identified during the public hearing included the need for intergovernmental cooperation with surrounding Towns to develop land use recommendations in the City's periphery that are consistent with existing zoning ordinances and Town plans. Other topics discussed at the hearing included the overall extent and pace of projected growth in the community, and the need for the Plan maps to accurately show important environmental corridor areas.

## **C. KEY PLANNING ISSUES AND OPPORTUNITIES**

This Comprehensive Plan for the City of Mauston is the needed to guide and accommodate growth and development in a manner that forwards the long-term objectives of the community. If the modest development trends over the last twenty years continue, the city should be able to effectively accommodate development. However, detailed recommendations necessary to review and control specific development proposals are not provided by these documents. Detailed local plans, therefore, are the essential planning component of long-range plan implementation. When used in combination with development regulations, public investments, and coordinated cross-jurisdictional planning efforts, local master comprehensive plans are very effective in achieving a future which best fulfills the desires of the community and the region as a whole.

Within the Planning Area, key planning issues and opportunities revolve around the issue of how, when and in which jurisdictions, new development is approved. This concern necessarily involves issues of the location, type, and quality of development; required public utilities, transportation and recreation facilities; and annexation. Community input on these issues is essential to maintaining the highest possible quality of life at the lowest possible cost of living. Intergovernmental consensus on these issues is becoming an increasingly important component of local plan implementation.

Specific critical issues entail:

- 1) the need to enhance the unique “small town” identity of Mauston, including the traditional residential neighborhoods and unique central business district area;
- 2) the need to ensure a top-quality appearance of development;
- 3) the need to protect the broad range of environmental resources which contribute to the health and beauty of the area;
- 4) the need for logical, efficient, complementary and predictable land use patterns;
- 5) the need for efficient transportation facilities and services which are closely coordinated with development patterns, uses and site designs;
- 6) the need to respond efficiently to market demand in a manner which complements the overall planning and development strategy—particularly in regard to office, commercial and industrial sites which provide high levels of visibility, accessibility and quality;
- 7) the need to provide efficient and effective public facilities;
- 8) the need to recognize the importance of intergovernmental coordination in the metropolitan environment and to contribute positively and proactively to such efforts;
- 9) the need to ensure efficient and predictable fiscal performance into the future; and,
- 10) The need to facilitate the administration of planning and development so as to best respond to these general needs while balancing overall community objectives with the site specific desires of individuals and neighborhoods.

## IV. GOALS, OBJECTIVES, AND POLICIES

The following set of goals, objectives and policies is designed to establish the comprehensive policy framework necessary to effectively respond to the issues and opportunities identified in Part One of this Plan.

The development of a comprehensive policy framework is necessary to ensure that the small steps taken by the City (in terms of public investments in infrastructure, private sector and public sector project approvals, and intergovernmental relations) are complementary, rather than contradictory. This consistency of purpose and the actions to back it up are the key to effectively and efficiently achieving long-term community desires.

The development of goals, objectives and policies is an important step in the planning process because these statements represent the basic values and needs of the community, in addition to serving as a strategic guide for plan realization. The planning goals, objectives, and policies of this Plan were developed as collaboration between the City of Mauston Plan Commission and Vandewalle & Associates. This analysis reflects the issues identified by the City, but provides a revised and more fully elaborated set of general planning goals and more specific objectives. Some of these affect both the City of Mauston and the surrounding planning area. These goals, objectives and policies should guide both the preparation and implementation of this Plan.

Community **goals** are broad statements, which express public preferences for the long-term, in this case 20 years or more. They specifically address key issues, opportunities and problems that affect the community. **Objectives** are narrower than goals and are usually attainable through direct action and strategic planning. The accomplishment of objectives contributes to the fulfillment of a goal. **Policies** are specific activities or regulatory actions which should be considered for implementation by the City, which are intended to accomplish goals and objectives—thereby ensuring Plan implementation.

## A. ISSUE: AGRICULTURAL, NATURAL, & CULTURAL RESOURCES

### 1. Goal: *Protect agricultural, natural and cultural resources*

**Objective:** *Protect prime agricultural land from premature development;*

**Policies:**

- In areas not designated for future urban services, locate development away from prime agricultural lands to the greatest extent possible;
- In areas designated for the future development served by public sanitary sewer and public water systems, use a holding zone strategy which allows only agricultural or very low density residential development. Such areas would not be rezoned until public sanitary sewer and public water utilities become available; or shall be developed on private well and septic in a manner, which enables the extension of public water and sewer service.

**Objective:** *Protect the water quality of both surface and subterranean resources;*

**Policies:**

- Use overlay zoning, in conjunction with cluster development options, to protect floodplains, wetlands, drainageways, steep slopes and woodlands;
- Use low density zoning in sensitive environmental areas;
- Prepare a Wellhead Protection Ordinance
- Use maximum impervious surface ratios (ISR) or minimum landscape surface ratios (LSR) to regulate the intensity of all new development;
- Use a required site plan review process to ensure effective environmental protection techniques are employed;
- Base the regulation of residential development intensity on gross density;
- Adopt a stormwater ordinance to ensure that, whenever possible, the rate of surface runoff after development should not be greater than the rate of surface runoff before development or shall be managed off-site in appropriately developed regional facilities.”

**Objective:** *Protect air quality;*

**Policies:**

- Defer to state and federal performance standards which control air emissions;
- Require the provision of significant landscape materials in industrial areas;
- Provide for efficient travel patterns and pedestrian and bicycle facilities to reduce emissions.

**Objective:** *Protect sensitive environmental areas, including wetlands, floodplains, wooded areas, steep slopes, drainageways, and habitat areas;*

**Policies:**

- Use public acquisition, dedication, or conservation easement in areas of critical environmental importance;
- Allow and promote cluster development regulated by gross density to reduce financial impact on property owners within sensitive areas;
- Preserve designated environmental corridors;
- Use public acquisition, dedication, or conservation easement in critical areas;
- Require landscaping standards;

## B. ISSUE: COMMUNITY CHARACTER & GROWTH MANAGEMENT

### 1. Goal: Protect and enhance the unique identity of the City of Mauston.

**Objective:** *Protect and enhance the unique functional qualities of Mauston, including:*

- Downtown and established neighborhoods
- Community Entryways (Interstate 90/94, U.S. Highway 12/16, STH 58, STH 82)

**Policies:**

- Provide a central business district zoning district and a neighborhood commercial district that include unique sets of mixed permitted uses, customized building setbacks, sign requirements, and architectural standards;
- Provide adequate public parking spaces in the central business district.

**Objective:** *Protect and enhance the impression of the community's freestanding distinctiveness;*

**Policy:**

- Provide landscaping, signage and site design regulations which result in a recognizable "City of Mauston quality of design" image, versus development in surrounding areas;
- Implement a common directional signage system.

**Objective:** *Protect and enhance the economic independence of the community, particularly in terms of the variety of available goods and services.*

**Policy:**

- Provide a diverse range of development sites and opportunities through zoning map strategies and guided public improvements.
- Enhance the downtown area;
- Discourage commercial sprawl and diffusion.

### 2. Goal: Preserve and reestablish visually attractive development.

**Objective:** *Implement community-wide aesthetics for development via requirements for landscaping, signage, lighting, screening, outdoor storage and display, and building exteriors*

**Policies:**

- Adopt minimum landscape surface ratios;
- Adopt minimum, flexible, landscape planting requirements for all development except single-family residential or agricultural-related land uses—for yards, street frontages, paved areas and building foundations;
- Adopt building exterior materials standards for new development;
- Require the use of a minimum number of base housing unit types in each phase of a subdivision or project;
- Encourage use of natural landscaping;
- Require site plan review for projects not subject to plat review;
- Require all new utility lines be placed underground and consider establishing a utility fund to help pay for underground retrofits in redevelopment areas;
- Provide density/intensity bonuses for projects that demonstrate extraordinary design quality;
- Require traffic impact studies for major developments to ensure that both on-site and off-site traffic flows will not be adversely effected by either the intensity of the proposed project or by its site design;
- Provide a density-based system of residential intensity regulation in conjunction with a lot size based system;

- Provide for a wider variety of development forms than are commonly available in other nearby jurisdictions;
- Require a time line for development within which a project must be completed.

## C. ISSUE: LAND USE

### 1. *Goal: Ensure land use compatibility.*

**Objective:** *Ensure that conflicts between neighboring land uses are minimized;*

**Policies:**

- Use required bufferyards at all zoning district boundaries;
- Require strict adherence to the Comprehensive Plan when rezoning;
- Minimize the number of variances granted by requiring true hardships;
- Require site plan review of all proposed development (except subdivisions which have received final subdivision plat approval);
- Where appropriate, employ deed restrictions in favor of the City, and/or conditional rezoning to supplement the development requirements of the zoning ordinance and subdivision ordinance.

**Objective:** *Ensure that a desirable balance of land uses is achieved;*

**Policies:**

- Require that all rezonings occur in compliance with a schedule of approval based upon maintaining the desired land use balance—particularly between single family and multi-family dwellings;
- Provide zoning standards, which protect outlying agricultural areas from significant levels of suburban development.

**Objective:** *Ensure that adequate development areas are reserved for location-sensitive land uses, such as regional offices along the Interstate 90/94 corridor;*

**Policy:**

- Require that such development is located in areas consistent with the Comprehensive Plan.

**Objective:** *Ensure that energy-efficient land use patterns evolve.*

**Policies:**

- Ensure that all development comply with the Comprehensive Plan and the Official Map;
- Use a holding zone district, such as an Agricultural District, to prevent substantial development in areas which are not efficiently serviceable by full urban services;
- Refuse certain utility extension requests into areas where development in addition to the proposed project is unlikely in the near future;
- Permit certain development in outlying areas only on a conditional use basis in order to ensure control over potentially inefficient development;
- Promote infill development;
- Locate new housing units in areas that have convenient access to shopping, schools, churches, parks, and transit facilities.
- Focus commercial development in areas close to existing residential development;
- Focus new commercial development into existing commercial hubs or new hubs, both as depicted on the Planned Land Use Map;
- Provide for an additional crossing of the Lemonweir River.

## D. ISSUE: TRANSPORTATION

### 1. *Goal: Provide for a safe, convenient, and efficient multi-modal transportation system.*

*Objective: Provide for adequate road capacities and road quality;*

**Policies:**

- Require that all rezonings comply with the Comprehensive Plan;
- Use a required site plan review process to ensure that all development complies with the Official Map identified future rights-of-way;
- Implement the City of Mauston portion of the County Highway Plan.

*Objective: Provide for adequate parking facilities;*

**Policies:**

- Require adherence to Zoning Ordinance parking requirements;
- Require site plan review for all multi-family residential, commercial, industrial, and institutional uses;
- Pursue, when available, acquisition of sites for additional parking.

*Objective: Provide for community-wide non-motorized travel;*

**Policies:**

- Use a required site plan review process to ensure that all development complies with the Official Map which identifies areas suitable for such facilities (bikeways, pedestrian paths, etc.);
- Provide safe and convenient pedestrian and bicycle routes within and between residential areas, schools, shopping areas, parks, medical facilities, employment centers, and mass transit facilities. All neighborhoods should be designed to meet the needs of the pedestrian.

*Objective: Provide for flexible, future transportation needs, services and facilities;*

**Policy:**

- Work with the Juneau County and the Wisconsin Department of Transportation to coordinate transit, para-transit and transportation demand management efforts;
- Require all new development along existing and proposed transit corridors to be designed so that it can be easily and conveniently served by the transit system;
- Encourage land use densities that make transit service feasible;
- Require all new development projects to accommodate the needs of pedestrians, bicyclists, transit riders, and the physically challenged.

*Objective: Provide for the minimization of transportation facility disruption by land uses;*

**Policies:**

- Require that rezonings adhere to Comprehensive Plan recommendations;
- Link Mauston's transportation system with the regional transportation system through coordinated long-range transportation planning, official mapping and Comprehensive Planning;
- Require site plan review for all projects;
- Require traffic impact studies for certain developments which have the potential to create on-site and/or off-site traffic problems;
- Use throat depth requirements, parking lot, loading area, and access drive design standards per the Institute of Transportation Engineers (ITE).
- Require a driveway permit for new or relocated access driveways.

**Objective:** *Provide for the minimization of land use disruption by transportation.*

**Policies:**

- See the policies above.

## E. ISSUE: UTILITIES AND COMMUNITY FACILITIES

### 1. **Goal: Provide for diverse and efficient public facilities.**

**Objective:** *Provide for adequate and convenient school sites;*

**Policies:**

- Ensure that all development complies with the Official Map and the Comprehensive Plan Map;
- Coordinate neighborhood planning with the School District;

**Objective:** *Provide for adequate and convenient park sites;*

**Policies:**

- Adopt resource protection standards and coordinate subdivision review (including the location of proposed park areas) with the location of permanently protected environmental features;
- Consider park land dedication or fee-in-lieu-of-dedication, and a recreation equipment development fee, as part of the land division and community facility planning process;
- Adopt an Official Map which identifies future community park sites, located in conjunction with planned residential growth areas on the Comprehensive Plan Map;
- Coordinate neighborhood planning with the Park Commission.

**Objective:** *Provide for the continuous availability of public utility capacity;*

**Policies:**

- Adopt an “Adequate Public Facilities Ordinance”, to ensure the available capacity of transportation, utility and stormwater facilities prior to development approval;
- Employ an active Capital Improvements Program (CIP) process.

**Objective:** *Provide for a more diverse range of cultural opportunities.*

**Policy:**

- Update and Implement the Park and Open Space Plan specific to Mauston and adopt a Capital Improvements Program that addresses the need for more diverse cultural and recreational opportunities such as the development of bike trails and walking trails.

**Objective:** *Provide for adequate and convenient child care facility sites;*

**Policy:**

- Allow childcare facilities in residential and employment areas under carefully controlled conditions.

**Objective:** *Protect the City’s status as the primary jurisdiction and provider of urban services within its market area;*

**Policy:**

- Except in the instance of Sanitary Districts designed solely to correct environmental health problems emerging in aging rural housing areas, require that all new development served by City of Mauston public sanitary sewer and public water and Mauston sewage treatment facilities be located within the corporate limits of the City.

## F. ISSUE: HOUSING

### 1. **Goal: Facilitate the ability of the market to respond to emerging housing needs within the City of Mauston.**

**Objective:** *Facilitate the provision of an adequate supply and diverse range of housing within the City of Mauston;*

**Policy:**

- Establish maximum densities in single-family, duplex and multi-family zoning standards to retain and enhance Mauston's historic character;
- Protect residential development through bufferyard requirements;
- Protect residential development values with property maintenance standards;
- Provide for a wider variety of dwelling unit types within same zoning districts through the conditional use process, with detailed standards for setbacks, required open space, and landscaped buffers in rear and side yards for types of units which are not typical to the zoning district;
- Adhere to the Comprehensive Plan for limits on the location and density of development;
- Ensure that buildings are constructed of quality materials.

## G. ISSUE: ECONOMIC DEVELOPMENT

### 1. **Goal: Facilitate the ability of Mauston to respond to emerging land development needs within the community.**

**Objective:** *Facilitate the provision of an adequate supply and diverse range of developable property within the City of Mauston;*

**Policies:**

- Conduct a regular review of the Comprehensive Plan;
- Use a gross density-based system of limiting the intensity of residential development, versus a lot size based system;
- Adhere to the Comprehensive Plan for limits on the location and density of development;
- Put strong emphasis on ensuring the continuous provision of high-quality office, commercial and industrial sites within the City of Mauston.

**Objective:** *Facilitate the provision of balancing community-wide needs with local concerns;*

**Policies:**

- Adherence to the Comprehensive Plan for all land use decisions;
- Require all rezoning requests to comply with the Comprehensive Plan;
- Regulate public uses as well as private property under the Zoning Ordinance;
- Require that all subdivision rezonings and site plans adhere to the Official Map;
- Work with nearby jurisdictions and the County to address community-wide and area issues.

**Objective:** *Facilitate the ability to accommodate new types of land uses and/or new forms of development in an effective and expeditious manner within the City of Mauston.*

**Policies:**

- Adopt an approach to reviewing development proposals (including rezonings) which expedites the review process and gives petitioners an opportunity to adjust proposals per staff comments prior to review by local boards;
- Adopt development regulations, which stress acceptance of creative development and directly provide built-in flexibility in terms of types of uses, which are permitted within certain zoning districts.

**Objective:** *Promote infill development;*

**Policies:**

- Create a substantial difference in the maximum permitted density/intensity of development in the areas of the City where infill development and/or property reinvestment needs to be encouraged;
- Permit a wider range of uses in areas of the City where infill development and/or property reinvestment needs to be encouraged;
- Provide for a flexible infill development overlay-zoning district.

**Objective:** *Promote the concept of development “paying its own way”;*

**Policies:**

- Ensure that the impact fee system meets State regulations;
- Require site plan review and traffic impact studies to ensure proposed development does not adversely affect adjacent development or traffic flows;
- Develop necessary utilities to support new development;
- Employ TIDs and special assessments where appropriate;
- Require non-agriculture development within the ETJ to annex into the City to acquire public utilities.

**Objective:** *Promote the diversification of the local economy;*

**Policies:**

- Prezone certain areas ripe for new development to remove procedural obstacles, expenses and delays associated with rezoning;
- Require site plan review and traffic impact identification studies for projects generating more than 100 trips during the peak hour;
- Develop necessary utilities to support new development.

**Objective:** *Promote the expansion of the non-residential tax base;*

**Policy:**

- Implement the Comprehensive Plan Map.

**Objective:** *Promote the on-going maintenance of existing development;*

**Policies:**

- Enforce the property maintenance code and on-going enforcement program;
- Adopt development regulations, which stress the acceptance of creative development and directly provide flexibility in terms of types of uses, which are permitted within certain zoning districts.

**Objective:** *Promote the image of Mauston as a good place to do business;*

**Policies:**

- Educate property owners throughout the planning area about the Comprehensive Plan;
- Educate property owners throughout the planning area about the City's Plan implementation tools, particularly the Zoning Ordinance, Land Division Ordinance, Official Map, Transportation Improvement Plan, and the Capital Improvements Program;
- Provide development regulations, which identify requirements as soon as possible.

## H. ISSUE: INTERGOVERNMENTAL COOPERATION

### 1. **Goal:** *Establish mutually beneficial intergovernmental relations with other jurisdictions.*

**Objective:** *Establish effective intergovernmental land use policies within the ETJ area. Effective ETJ policies improve the consistency of zoning, land division, and infrastructure decisions by improving predictability and consistency. Wherever possible, ETJ decisions should forward Town objectives as well as City objectives.*

**Policies:**

- Adopt intergovernmental Comprehensive Plans with adjacent communities;
- Establish overlay zoning districts which require high quality site design along key community entryways;
- Exercise the City's Extraterritorial Official Map authority;
- In the absence of the above, exercise the City's extraterritorial plat review authority;
- In the absence of the above, adopt extraterritorial zoning, if necessary.

**Objective:** *Work with the State and County to establish more effective environmental protection policies.*

**Policy:**

- Encourage the adoption of common environmental protection standards between jurisdictions.

**Objective:** *Establish more effective regional recreational facilities;*

**Policies:**

- Adopt recreation elements in the City's Official Map that reflect the recreation system recommendations of the regional recreation plans;
- Enter into intergovernmental agreements with adjacent municipalities regarding the mutual provision of recreation facilities and services;
- Adhere to the Comprehensive Plan.

**Objective:** *Establish more effective economic development efforts through regional marketing.*

**Policies:**

- Work with the County and nearby communities to coordinate marketing;
- Use development regulations to protect the unique character of the region.

**Objective:** *Explore opportunities for sharing services with Juneau County and/or neighboring communities.*

**Policies:**

- Work with the County and nearby communities to develop arrangements for sharing of service provision, when possible.

## I. ISSUE: IMPLEMENTATION

### 1. *Goal: Implement effective and responsive administrative practices.*

**Objective:** *Implement the Comprehensive Plan;*

**Policies:**

- Conduct regular reviews of the Comprehensive Plan;
- Complete a comprehensive revision of the City Zoning Ordinance and strategic revisions to the Land Division Ordinance consistent with the recommendations of this Plan;
- Adopt an Official Map which includes the recommendations of this Plan;
- Adopt overlay zoning regulations for the environmentally sensitive areas and community entryways of the City;
- This plan should be consulted by the Planning Commission, Common Council, Zoning Board of Appeals, other units of government, and the private sector before any decisions related to community development or redevelopment are made.

**Objective:** *Implement administrative flexibility;*

**Policies:**

- Adopt zoning standards which allow cluster development thereby giving land owners maximum flexibility in developing their land while at the same time protecting sensitive natural features;
- Provide for creative land development techniques such as mixed use developments, planned developments, and cluster developments;
- Provide for a flexible infill development overlay-zoning district.

**Objective:** *Implement public awareness;*

**Policies:**

- Hold well-publicized Plan Commission working sessions to periodically review the adopted Comprehensive Plan and Neighborhood Plans, and make necessary amendments as changing conditions warrant;
- Coordinate community planning-related education efforts with local schools, the media and private organizations to publicize on-going planning projects and plan implementation projects in the City of Mauston;
- Provide explicit public notification procedures and requirements in revised ordinances.

**Objective:** *Implement timely responsiveness and efficient enforcement.*

**Policies:**

- Provide clear, concise application and procedural requirements for zoning, land division and other community development related activities;
- Adopt zoning regulations with explicit performance criteria which provides petitioners with clear cut site design requirements, and provides staff with clear cut site design review criteria;
- Provide clear enforcement procedures for zoning and subdivision ordinance enforcement and ensure that these procedures are enforced.

## V. COMPREHENSIVE PLAN RECOMMENDATIONS

This chapter is intended to provide specific recommendations for the City's growth and development over the next 25 years and beyond, based on the goals, objectives, and policies presented in Section IV of this Plan. Recommendations are presented for eight of the nine Comprehensive Plan elements. The Implementation element is presented in Section VI of this Plan.

### A. AGRICULTURAL, NATURAL AND CULTURAL RESOURCE PLAN

#### 1. *Agricultural Preservation*

Mauston is a city and, like most communities expanding along municipal services, has grown in a compact configuration. From time to time, development proposals for areas in Towns adjacent to the City's municipal limits have advocated large-lot residential development. This type of large-lot development impedes the City's ability to provide municipal facilities in an efficient, cost-effective manner. This type of development also uses up agricultural land at a faster rate than compact, sewer development. This Plan intends to implement agricultural preservation objectives by guiding future development into areas planned for municipal service extension. In general, this Plan strongly limits septic residential development in areas surrounding the City or within the long-term growth areas.

#### 2. *Natural Resource Preservation*

This Plan recommends a new zoning ordinance to implement the preservation of Mauston's natural resources, including floodplains, wetlands, woodlands, drainageways and environmental corridors.

#### 3. *Historic Preservation*

This section of the Plan addresses general implementation strategies for historic preservation in Mauston. Historic preservation should be considered in all planning and development activities in the community.

To encourage preservation projects in Mauston, economic incentives may be offered to private landowners interested in protecting their properties. These incentives help offset additional costs that may be necessary to comply with other, more regulatory aspects of an historic preservation program. The primary economic incentive for historic preservation is in the form of tax credits. Property owners can qualify for a 20% federal Investment Tax Credit (ITC) to rehabilitate their historic commercial, industrial, and rental residential properties. Preservation tax incentives are available for buildings that the Secretary of Interior has listed on the National Register of Historic Places. In Wisconsin, owners of historic properties can claim an additional 5% ITC from the State against the approved costs of the rehabilitation of their building. All work must comply with federal guidelines established in the Secretary of Interior's *Standards for Historic Building Rehabilitation*.

At the state level, another tax relief program provides a 25% Wisconsin ITC for the rehabilitation of owner-occupied structures that either contribute to a National Register-listed historic district or that are individually listed—or eligible for listing—with the National or State Register. To qualify, rehabilitation expenditures must exceed \$10,000 and the State Historical Society must certify that the work is compatible with the historic character of the building. All applications must be made to the State's Division of Historic Preservation, where required forms and additional information can be obtained.

Historic property owners will soon be able to apply for grant funding from the Wisconsin Heritage Trust Program. This program, scheduled to begin in 2000, is intended to promote Wisconsin's heritage by providing grants or low-interest loans to projects that preserve important historic places.

The program will be administered by the State Historical Society. Eligibility for program funding will be based on two sets of criteria. First, the historic property must be rare and/or distinct, open to the public, eligible for listing on the State or National Register, or endangered through neglect or impending destruction. Second, the applicant or owner must demonstrate the need and lack of other funding sources, have the ability to sustain the project after completion, and show evidence of matching support. Local governments, private non-profit organizations, small businesses and individuals are eligible for funding. Additional information can be obtained from the State Historical Society.

## **B. COMMUNITY CHARACTER & GROWTH MANAGEMENT PLAN**

### **1. *Community Character Planning***

Recent growth in Mauston has been accommodated with a blend of both complimentary and disruptive results on the community's quality of life. This uneven track record has resulted from current standards and procedures that simply do not ensure that new development will have the desired components that contribute to a community's overall *character*. Specifically, critical aesthetic components of development (which are not related to its location or use) such as architecture, viewshed protection, or the preservation of a valued, though subtle, entry experience often contribute to overall community character.

Many communities are beginning to realize the importance of preserving community character. These communities are requiring detailed site plan review, landscaping programs and tough signage limitations to preserve their aesthetic surroundings. Another trend that is gaining momentum in older communities relates to concerted efforts by local government and the business community to guide re-investment into "worn-out" portions of communities.

Despite these best efforts, these limited endeavors cannot ensure that a community will retain its identity, that neighborhoods will remain attractive to new residents, or that aging commercial areas will continue to compete successfully with new edge-oriented projects. In recognition of these more complicated challenges, progressive planning practice is finally evolving beyond project-based design review and publicly funded streetscaping projects, and into the realm of truly planning, protecting, enhancing and creating the desired character of development. This portion of the Comprehensive Plan provides the basis of a comprehensive approach to community character planning. It also requires on-going guidance from qualified personnel, be they elected, appointed, paid staff or outside consultants.

### **2. *Community Character Components***

A wide variety of elements contribute to the creation of community character. These include:

#### **Geographic Context**

A key element of the character of Mauston is its setting. Decorah Lake and the Lemonweir River provide attractive qualities to the city. Bluffs to the south and southwest of the city provide key vista points and form a "natural edge" to the community. These natural features evoke a strong "sense of place" for Mauston and create a distinct landscape for the entire central Wisconsin region. These features should be protected, and yet made as visible and accessible as possible.

#### **Density and Intensity**

The most visually successful transitions of land use occur where residential densities (as defined by the number of dwelling units per acre) and nonresidential intensities (as defined by floor area ratios and the percentage of land left in green areas) remain relatively consistent, even though dwelling unit types or land uses may vary significantly. The use of zoning districts that encourage a variety of uses with a similar density or intensity make for more gradual and visually comforting transitions.

**Building Scale**

The consistency of building scale is comparable to density and intensity issues. With the exception of carefully designed and properly sited institutional uses, differences in building scale at magnitude levels are disruptive to an urban fabric. Proposed attached single-family (townhouse) multi-family, commercial and industrial structures which are inconsistent with the dominant scale of surrounding buildings (of all uses) should find other locations, or in certain instances, should incorporate design elements which create an appearance of several smaller structures. In general, the largest structures in a community should be located along its most important roadways. This maxim holds true throughout a community—from the downtown area to the multi-lane highway on its edge.

**Building Location**

Consistent building setbacks (with exceptions possible for unique institutional structures complemented by pedestrian-oriented facilities) are also important in both residential and non-residential areas. Even industrial park development can suffer from the hodge-podge look created by wide variation in setback from streets and plazas. Where building setbacks are allowed to vary, they should vary only in a carefully planned manner. Restrictive covenants and zoning effectively address this concern.

**Architecture**

Architectural styles provide a challenge in a growing community. Where it is possible to identify a dominant architectural style, infill development should be complementary. Where a wider variety of styles exist, common architectural themes or elements (such as materials, colors, roof pitches or stylistic appurtenances) should be reflected. In peripheral locations and new development areas, styles should be of probable long-term merit rather than reflective of probable short-term trends, quality of materials should be stressed, and the relative availability and affordability of the dominant architectural elements should be ensured. This maxim is especially true for the *Special Use* areas proposed near the City's Central Business District.

**Signage**

The size of wall signs should be related to the area of the wall on which they are located. No wall should contain more than one sign—except in a center-type development. In such centers, sign materials and the location of signs on the facade must be consistent, and the use of consistent colors and lettering styles should be rewarded with an area bonus. In centers, sign areas should also be related to facade area. Center occupants with very small facade areas or with no facade frontage (as in a mall) should not be allowed exterior signage—except perhaps for nameplate signs designed as part of a well-executed tenant listing sign.

Tall, free-standing signs can detract from community character and should be discouraged. , Only heights below eight feet are consistently considered as noticeably low. Such low monument signs can be effectively landscaped—tall pylon signs confound such attempts. No building—whether a single use or a center—should be allowed more than one freestanding sign per street frontage.

A variety of signs are very difficult to make and/or keep attractive, and should therefore be prohibited. These include, at a minimum: off-site advertising signs (including billboards), roof signs and portable signs. Other signs are a visual distraction and a potential nuisance or safety hazard. These signs, which should also be prohibited, include: flashing signs, inflatable signs, rippling or sparkling (“sequin-type”) signs, and a wide variety of strings of lights, “tinsel”, “pom poms”, “pinwheels”, pennants, banners, streamers, and related attention-getters which have no structural or utility function. Trademark-type buildings or color schemes may also be considered as a form of signage, which should be prohibited if considered visually disruptive.

Finally, certain types of signage—such as changeable letter reader boards, electronic message signs, and signs which are permanently embedded into the structure, should be carefully considered on a case-by-case basis.

### **Public Furnishings and Spaces**

The obvious use of public furnishings, such as benches or water fountains, conveys a sense of public investment and pride in a community that cannot be replicated through other means. Particularly in areas with many out-of-the community visitors, such investments create a festive or civilized character which encourages repeat visits, as the public spectacle is constantly changing and is a strong complement to the variety of goods and services offered. The use of public furnishings, particularly in public spaces relating to waterfronts, plazas, busy pedestrian streets, and institutional uses, should be encouraged. In all instances, these furnishings should be of high aesthetic quality and proven durability.

The creation of small gathering spaces with benches and perhaps tables is an emerging trend in large-scale private commercial developments. Such features tend to humanize environments which are otherwise dominated by buildings, cars, and parking lots. The City should encourage creation of such spaces in its larger commercial developments.

### **Landscaping**

Significant amounts of landscaping should be encouraged of all forms of development, except single-family residential uses (which virtually always provide adequate amounts of landscaping without need for public regulation), and family farm structures. For all other uses, landscaping should be encouraged around building foundations, in and around paved areas, and along streets with required supplemental plantings in “yard” areas.

Landscaping materials should be of adequate size to ensure both a high degree of survivability and immediate visual effectiveness. Non-native, invasionary plant species, low-durability species (such as box elders, silver maples, and certain willows and poplars) should be avoided, as should dangerous or toxic plants such as certain hawthorns or poison sumac. Either required landscaping should be installed before building occupancy, or, alternatively, performance guarantees should be required in the absence of installation.

### **Transitions**

Although most of the modern development on the periphery of Mauston contains some form of land use transition, the subdivisions and projects that in theory create a neighborhood are in fact acting in isolation from each other. This results principally because of a defensive, rather than inviting, relationship between the buildings, the sidewalk system, and the street. Very careful attention must be paid to providing an urban form which creates a clear-cut pattern of land uses that transition in a gentle, rather than abrupt fashion, and that invite, rather than repel, the pedestrian or viewer gaze across land use boundaries.

### **Views**

Views are the most difficult aspect of community character to address. The protection of important views is particularly challenging because the desire of the private party, whether a single-family home or an office building, to capture and protect the view often requires the erection of visual barriers to the general public. It is impossible for a community to protect all aesthetically pleasing views. However, in a community like Mauston, certain views are essential defining elements of a neighborhood, entry experience or the community as a whole. These critical views should be protected at all reasonable costs through view mapping, public acquisition in fee or easement, and/or responsive site design techniques. The importance of mapping cannot be under-emphasized, as many important views are lost through ignorance as are lost consciously.

### 3. *Community Edges*

Visually distinguishing the edges of a community is a very important tool for protecting community identity and ensuring the wise use of open space. Clearly defined community edges create the physical and psychological distinctions between the city and county. Community entryways are associated with community edges in that the entry experience tends to begin at outer community edges and ends at inner community edges. These community edges do not necessarily coincide with jurisdictional boundaries.

#### **Inner Edges**

Mauston has clear-cut inner community edges in several locations. The combination of views, open space features and architectural styles or urban forms which create these edges should be recognized and protected, as these edges contribute significantly to the character of the community.

The inner edges of the community are:

- *North:* USH 12 entrance into the City along Decorah Lake and the north Union Street entrance into Downtown over the bridge.
- *South:* USH 12 entrance to the City crossing the railroad overpass and the STH 58 entrance along the Veterans' Memorial Park area.
- *West:* STH 82/Grayside Avenue entrance into the City along the high school campus.
- *East:* STH 82 entrance into the City from the Interstate interchange to the bridge.

#### **Outer Edges**

Outer community edges play a similar role in defining the boundaries of "Greater Mauston" (i.e. the General Planning Area). The recognition of such outer community edges helps to foster a sense of common destiny between the jurisdictions located within the region. This awareness is often an important early step in effective intergovernmental planning efforts. This area of "Greater Mauston" is the area in which development should be integrated into the community allowing the community to "put its best foot forward". Development in this area should be of high quality, regardless of jurisdiction, marked by substantial landscaping, modest signage, good site design, and pedestrian/bicycle connections with the rest of the community.

### 4. *Community Entryways*

Key entryways into Mauston are shown on Map 3. Entryways into Mauston are unique and highly-valuable assets, which cannot be duplicated in other communities (or replaced within Mauston at other locations). For the casual observer, they are beautiful or pretty. For the vista aficionado, they are spectacular, serene, exciting, and mysterious. This Plan seeks to preserve each, and establish a complimentary "sense of entry" in carefully-defined areas along the expanding edges of the City. This Plan also seeks to protect and enhance these unique aesthetic qualities through the use of zoning standards requiring high-quality landscaping, building design, signage, lighting and public furnishings.

#### **Primary Entryways**

The primary entryways into Mauston are its visual "front doors", and wherever possible, should be protected and enhanced. STH 82 is the most important entryway into Mauston, linking the Interstate with the historic Central Business District (see Map 3). High quality public entry signs and/or public art may be used to formally announce entry. Highway-oriented commercial development is located on both sides STH 82 from the interchange to the Union Street Bridge. In the long term, the City should strive to improve this entryway experience through improved building design and landscaping and controlled access along this route.

**Secondary Entryways**

Mauston has a few secondary entryways, primarily along historic farm to market roads. The secondary entryways into Mauston are more subtle portals enjoyed mainly by local residents. However, as traffic increases on primary entryways, the City will likely observe increasing travel along these routes as well. Along these routes, quality of development and maintenance issues are of foremost importance. The use of formal entry markers such as signs or public art should be very low key, if used at all.

**Protected Community Corridors**

Beyond the symbolic aesthetic treatments associated with community entryway enhancements, this Community Character component recommends the use of strict overlay zoning to carefully control the appearance and coordination of development along the following protected community corridors:

- STH 82 corridor from 19<sup>th</sup> Avenue on the east to Dlask Road on the west
- STH 58 corridor from the Interstate on the north to Onemile Bluff on the south
- USH 12 corridor from railroad overpass on the southeast to North Road on the northwest

**Key Vista Locations**

This Plan seeks to preserve an important component of Mauston's community character by identifying key vista locations in and around the City (see Map 3). There are several locations in Mauston where a person can look toward impressive views in two opposing directions. For example, a person travelling north along Division Street views historically significant buildings and key landmarks (e.g., library) in the downtown. A person travelling south along Division Street views impressive natural features such as Onemile bluff. Where possible, the viewsheds accompanying these "two-way" vista points should also be protected and preserved. Protecting public access to these vista points is of particular importance. The preservation of Onemile Bluff and establishment of a scenic overlook is a laudable example of this kind of planning foresight.

Key vista points in the community include:

- Union Street Bridge; overlooking the lake, St. Patrick's church, and the dam
- State Street; looking down through the historic business district toward the new library
- Division Street; looking down through the business district toward the new library
- Grayside Ave./Attewell Street; looking west toward the highlands and northeast up Grove St.

Map 3: Community Character Plan Map

## C. LAND USE PLAN

This section of the Comprehensive Plan is intended to guide the land use development of the City of Mauston over the next 20-year period and beyond. It should be used as a key basis of all development decisions by both the public and private sectors. Such reference is particularly important when City officials consider requests to annex territory, rezone property, approve conditional uses, divide parcels, and make public investments.

In order to be effective, comprehensive plans should identify desirable land use patterns within the existing corporate limits and in unincorporated areas around the City. Long-range planning allows the municipality to phase and guide development so as to enhance overall property values, protect sensitive environmental features, and provide efficient urban services. In addition, Comprehensive Planning enables the City to identify lands that will serve well for municipal purposes such as parks, schools, major roads and drainage facilities.

Although this Plan has been designed to accommodate a population well in excess of officially projected populations, it does not assume that all areas depicted on the Comprehensive Plan Map will develop during the next 20-year period. Therefore, this Comprehensive Plan Map shows those areas in and around the City that are the most logical development areas, regardless of the absolute timing of development. This Plan does not specifically state or recommend when these areas will develop, although development should first be guided to areas that can be most efficiently served with urban services.

Land use recommendations in this Plan cover a large geographic area (see Map 4). To provide an organized approach to this section, recommendations for the *central area* of Mauston are presented first. Recommendations are then presented for areas of planned growth on the *periphery* of the City, within the current and projected urban service area. Within these areas, the recommendations of the Land Use Plan Map are designed to implement and balance officially adopted City objectives to the greatest possible extent.

Each of these sections employs the land use categories used on the Existing Land Use Map, and described in detail earlier in this Plan, as well as a Traditional Neighborhood concept described later in this document.

### 1. *Land Use Recommendations for the Currently Developed Area*

This Plan for the City of Mauston generally proposes minor changes in the existing land use pattern within the developed parts of the City. However, there are opportunities for redevelopment and rehabilitation within the downtown and along STH 82, infill development on parcels previously passed over, and reuse of key properties near the downtown and railroad corridor.

Land use recommendations by major area or land use category within the currently developed central portions of the City are as follows:

#### **Downtown Area:**

Mauston's downtown central business district is in a period of transition. Historically, Downtown Mauston has been the commercial center of the community and one of the leading retail centers in the region. With the recent development of large retail outlets and grocery stores at the City's periphery, the downtown area has lost some of its economic vitality. Downtown areas which have successfully weathered transition periods were able to retain the community's financial institutions, professional offices, and governmental functions. This is the case in Mauston.

The core of the downtown business district consists of the blocks of State Street between Union and Hanover Streets. Although many businesses have changed, these blocks have maintained relatively full occupancy. Many features help anchor the district. City Hall and Riverside Park are located along the river. St. Patrick's Church, located next to City Hall, is an important historic landmark and focal point for the community. The County Courthouse and new City Library are

other important features in the downtown area that holds potential to become focal points for the community.

Downtown revitalization requires a combination of organization, design and economic restructuring. Previous planning efforts, with assistance from Forward Mauston, have developed the following detailed recommendations for Downtown:

- *Traffic Circulation:* Special consideration must be given to design issues. Traffic of all kinds must be addressed. An alternative truck route should be designated. This change would address many of the auto and pedestrian traffic issues.
- *Directional Signage:* A plan should be developed to direct travelers to, and within, the downtown area. Key community entry and image points include the Interstate 90/94 interchange, STH 82 and 58, and U.S. Highway 12/16. In the downtown area, signs should direct autos to parking facilities and major destination points such as Riverside Park, City Hall and the County Courthouse. Previous signage plans developed for the City should be implemented.
- *Streetscape:* The City should prepare a detailed streetscape plan that sets standards and specific recommendations on streetscape improvements including landscaping, lighting, furniture, building façade improvements, and rear entry visibility and access.
- *Storefront Façades:* The City should establish a downtown architectural theme to enhance the heritage of the downtown and achieve a unifying scale throughout the central business district.

#### **Redevelopment Area:**

Portions of Downtown Mauston contain functionally obsolete buildings and land uses that are no longer appropriate for their central location and may function more effectively at other locations in the community. The character and functionality of development in this area—generally located east of the Central Business District—is outdated to the extent that redevelopment over the next 25 years is a real opportunity. In addition to aging industrial and indoor storage buildings, a significant portion of this redevelopment area contains a haphazard pattern of outdoor storage facilities that are privately and publicly-owned.

Redevelopment of these downtown sites should consider business and residence relocation, the removal of blighted structures, and “brownfield” clean-up programs. This area would be appropriate for new retail and service-oriented development focused around shared parking and public parking. Desired uses in this area include, but not limited to, a grocery store, hardware store, post office, theater and senior housing. Siting these community-oriented uses in this central location would conveniently serve the strong majority of the city’s existing and planned residential areas. To be redeveloped, there is a need for appropriate downtown-oriented zoning and a strategic plan that identifies and facilitates desired forms of development and considers the full spectrum of public-private partnerships—including the use of tax increment financing (TIF).

This Plan seeks to promote the assessment, clean-up, and reuse of existing “brownfield” sites within the City whose redevelopment is complicated by real or perceived contamination. The largest area of potential brownfield sites is located along the railroad corridor near the Central Business District. Other, generally smaller potential brownfield sites are scattered throughout the City (e.g., former gas stations).

This Plan’s land use recommendation for any brownfield site applies only after proper environmental assessment and any required clean-up has occurred. Basic environmental site assessments are needed to determine the type and extent of contamination on potential brownfield sites. This is a critical first step in ultimately reusing these properties. Several state and federal grant programs are available to assist with environmental site assessments. After the site assessment process, the City and private property owners should prepare a unique redevelopment strategy for the property. Such strategies are extremely site specific; therefore, this Plan does not offer one generic approach.

**Historic Single Family Residential Areas:**

Historic single-family neighborhoods located south of the Downtown are proposed to remain intact. Over the planning period, the City should monitor any movement to convert existing single family residences into duplexes or three or four unit buildings. Too many conversions in certain blocks may change neighborhood character. Building and ground maintenance and rehabilitation will be a key concern in these older neighborhoods. The City should work to establish and enforce property maintenance codes and work with the County, State, and local lenders to assist homeowners and landlords with rehabilitation. The City should also work with the local historical society and property owners to protect and celebrate historically significant properties within the central city.

**Two-Family Residential/Mixed Residential Area:**

This Plan recommends that areas of existing two-family and multi-family residential buildings located within the current City boundaries remain intact. New areas of two-family and multi-family development are recommended for lands along Herriot Drive on the northeast side of the city and near existing multi-family development along STH 58 on the south side. Maintenance of both buildings and the grounds are important for the long-term stability of these areas. Image and upkeep is especially important for units along roads that serve as key gateways into the community.

**Planned Industrial Areas:**

The existing industrial area focused along the rail corridor on the northwest side of the City is proposed to remain. Adjacent to these existing industrial facilities is a *Planned Industrial* area extending to the north and west. Successfully managing neighborhood impacts of such planned industrial uses is critical—especially as land develops south of this area along Suldal Road. This can be achieved, in part, by stabilizing and beautifying the edges of industrial areas. As opportunities for reinvestment and redevelopment occur, building facades exposed to the public view, including loading docks and storage areas, should be improved in their appearance. The use of high quality building materials, improved window treatments, high quality loading and storage screening devices and landscaping is strongly recommended.

**Institutional Areas:**

There are a number of existing *Institutional* areas (churches, schools, municipal buildings) scattered throughout the City. These uses are planned to remain intact at their present locations. They will remain very important in maintaining and enhancing the character of Mauston over the planning period. Approximately 40 acres of land adjacent to the present high school will be the site of a new high school. Land between the Veterans' Memorial Park and schools on the south side of the City is planned for institutional use for future expansion of either of these facilities.

**Planned Business Areas:**

The *Planned Business* development located around the Interstate 90/94 interchange is recommended to remain intact. Commercial and office uses presently located along STH 82 between the Interstate and Union Street Bridge are recommended to redevelop as *Planned Business* over time. Commercial uses along north Union Street and further north along STH 58 are also recommended to redevelop as *Planned Business*. This type of redevelopment typically involves a reinvestment in the building and/or building façade, as well as landscaping and signage. The long-term maintenance of buildings and landscaping, along with effective signage controls, are critical for the viability of these areas.

**Neighborhood Business Areas:**

There are small, scattered areas of *Neighborhood Business* development included in the Plan. Neighborhood businesses presently located near the Union Street/STH 82 intersection are proposed to remain intact. Three new areas of *Neighborhood Business* development are planned for the city's peripheral areas. One area is proposed along STH 58 within the planned South Neighborhood. A second area is proposed at the intersection of STH 82 and Dlask Road on the city's west side. A third area is proposed on the city's northside at the intersection of USH 12/16 and North Road near the existing sporting goods store. It is imperative that these planned *Neighborhood Business* areas are

small (5 acres or less) and contain high-quality development. Development on the city's south and west sides must function within and as an integral part of the surrounding neighborhoods.

## 2. ***Detailed Land Use Recommendations for Peripheral Development***

Map 3 shows most of the planned peripheral development areas as "Planned Neighborhoods." This concept, indicated by the yellow cross-hatching on the Planned Land Use Map encourages a mix of dominant *Single-Family Residential* development (minimum of 65% of the dwelling units) integrated with well-designed, limited components of *Two-Family Residential* (maximum of 15% of the dwelling units), *Mixed Residential* (maximum of 20% of the dwelling units), Institutional, Active Recreation, Neighborhood Office, and Neighborhood Business land uses. Such plans encourage the use of complementary vehicle and pedestrian transportation networks, urban design strategies including the preservation and enhancement of vistas, neighborhood gathering places, and visual focal points.

The ability to provide a sound design of such complexity will require the use of Detailed Neighborhood Plans prepared by the City, and adopted as a component of the City's Comprehensive Plan. Such plans should specify land use mix, density, street layouts, open space, stormwater management, etc. *All development in this land use district should be in compliance with a detailed, City-approved Detailed Neighborhood plan for the area.* These Detailed Neighborhood Plans should be considered as the baseline upon which more refined Neighborhood Plans could be proposed by the development community. Where developers can demonstrate an improvement over a Detailed Neighborhood Plan, the City should adopt such improvements as an amendment to the Detailed Neighborhood Plan and this master plan.

The result of this proposed detailed planning and design process will be new neighborhoods which capture much of the charm and unique character of the best historic neighborhoods in the community-- the added benefit of more completely coordinated land use, open space, and transportation patterns. Areas planned in this manner will be more marketable to a greater diversity of ages, incomes and lifestyles, and will typically appreciate in value faster than single-use neighborhoods which employ "cookie cutter" street patterns, lot sizes, and structures over very large areas that become indistinguishable from each other. The combination of a fine-grained land use pattern with careful aesthetic planning is one of the critical factors in creating the lasting charm of historic cities such as Mauston.

More specifically, *Planned Neighborhood* areas are intended to provide a highly planned mix of residential dwelling units and density types; neighborhood-oriented shopping opportunities, such as a convenience store or 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 streets that discourage high travel speeds but still allow access to emergency and maintenance vehicles (e.g. fire trucks and snow plows).

This plan recommends that detailed planning and development of *Planned Neighborhood* areas consider the concepts of "Traditional Neighborhood Design." Design elements commonly found in traditional neighborhoods include:

- Use of reduced building setbacks that create a distinct sense of place and charming human scale by bringing buildings and/or landscaping and fencing close to the sidewalk and street;
- use of picket fences, wrought iron fences, masonry walls, or hedgerows to define the outdoor space between the home and street and to create human scale spaces;
- use of front porches and stoops to encourage social interaction between neighborhood residents and to create visual interest in building facades;

- pulling back garages behind the front facade of the home as much as possible or placing the garage in the rear yard of the home with access from an alley, lane or parking court;
- use of public plazas, greens and squares to provide focal points for the neighborhood, create visual interest, and generate highly prominent building sites.

Along with preparation and adoption of Detailed Neighborhood Plans, the most effective approach to implementing Planned Neighborhood developments would be to create a new Planned Neighborhood zoning district that allows a mixture of residential, neighborhood scale commercial (including home occupations), service, office, public and semi-public uses. Another option is to use the Planned Development process to implement traditional neighborhood designs. This approach would rely heavily on the creative application of design and land use controls imposed on a customized basis for each planned development. A final option would be to simply assemble conventional zoning districts, and attempt to accomplish good neighborhood design through the platting and site plan review processes, as development occurs.

The following areas are proposed as Planned Neighborhoods:

#### **West Planned Neighborhood**

This 320-acre planned neighborhood is located on the west side of Mauston, bounded by Suldal Road to the north, Attewell Street to the east, and STH 82 to the south. This new neighborhood is planned for predominantly *Single Family* residential development (approximately 65% of all housing units). However, a complete mix of uses consistent with the above description of *Planned Neighborhoods* is appropriate given the large size of this area.

To the north of this neighborhood is an area identified for *Planned Industrial* expansion. A future extension of Enschede Street south from this industrial area should not extend past Suldal Road into this planned residential neighborhood. Instead, industrial traffic should be directed on to Attewell Street. Along Suldal Road, it will be very important to buffer industrial uses from the neighborhood through a combination of distance, berming, extensive landscaping, and attractive fencing of loading docks, dumpsters, and any outdoor storage areas.

#### **Southwest Planned Neighborhood**

This 340-acre planned neighborhood is located in the southwest portion of the City, bounded by STH 82 to the north, CTH G to the east, and south across Dlask Road to a section line. The neighborhood's proximity to nearby scenic bluffs makes it an attractive location for future development. Some moderate density residential uses may be appropriate near the school site. The Transportation Plan later in this report identifies several future local and collector streets to service this area. Along these collector streets, an asphalt pedestrian path (12-18 feet wide) should be developed to link residential areas to the school campus. Careful attention to design and crossings of all planned streets will be necessary to ensure that they do not divide this neighborhood.

#### **South Planned Neighborhood.**

This 270-acre planned neighborhood is bounded by school sites to the north, CTH G to the west, and STH 58 to the east. Again, some moderate density residential uses may be appropriate near the school and Veterans' Memorial Park. The issue of lighting and noise from any outdoor activities on the school site or park will need to be addressed during any site planning review process for this neighborhood. Pedestrian paths should be developed to link this area to the school campus.

#### **East Planned Neighborhood**

This 300-acre planned neighborhood is located east of the city. This neighborhood will serve as a buffer between high intensive uses near the Interstate and STH 82 and planned residential uses further out in the periphery. This Plan's transportation element calls for an extension of CTH G (or 50<sup>th</sup> Street) from 15<sup>th</sup> Avenue to 17<sup>th</sup> Avenue. Along western edge of this neighborhood, it will be

important to buffer industrial uses through a combination of distance, berming, extensive landscaping, and attractive fencing of loading docks, dumpsters, and any outdoor storage areas.

### 3. ***Land Use Recommendations for Other Periphery Development***

#### **STH 82 Planned Business Area**

An area of *Planned Business* development is recommended for lands located along both sides of STH 82 from the Interstate 90/94 interchange east to CTH G. Commercial development in the long-term is planned to extend to 19<sup>th</sup> Avenue, but only after infill sites are more fully developed. Larger, community-serving commercial uses are appropriate for this area, preferably uses which would not negatively impact the Downtown, such as lumber yards, large department stores or drive-in restaurants. Development should be oriented for highway service uses such as regional retail facilities that require a large building footprint and easy access to Interstate 90/94 to serve the central Wisconsin region. All commercial development projects should meet high quality site, building, and landscape design criteria. Aesthetic treatments should reflect the fact that this development is located along the eastern gateway into the community. Heavy landscaping, modest and coordinated signage, and quality building material for commercial sites are strongly recommended. Street access must be carefully coordinated with the land use pattern to ensure that conflicts are not created between land use and traffic. Frontage roads and on-site cross access should be encouraged.

#### **Interstate 90/94 Office Areas**

Parcels fronting Interstate 90/94 along Herriot Drive are recommended for *Planned Office* development. Office projects in this area should be designed and landscaped to high suburban office park standards. The City should reserve this land for office development, unless it is demonstrated that there is no market for office development, or will not be a market over the planning period. If no market exists at the present time, this area would also be appropriate for high quality, mixed-use development.

#### **Special Use Areas**

An area on the northeast side of the city along Interstate 90/94 is recommended to develop as a *Special Use Area*. In the long-term, an excellent opportunity for the development of a high-quality office park is present along the Interstate. This area has good visibility from Interstate traffic and good access to STH 58 and CTH G. It is essential that this area develop according to high-quality plans. Heavy landscaping, modest and coordinated signage, and pedestrian and bicycle accommodations are strongly recommended. It will be important to provide a transition area on the eastern edge for those areas bordering both existing and future exurban residential development.

Another area of *Special Use* is planned for a site between the STH 82/Interstate 90 interchange area and the Lemonweir River, just south of Mauston's current municipal limits. Development on this site should take advantage of river's amenity value and compliment existing land uses in the area

#### **Eastside Industrial Area**

Map 3 suggests an expansion of existing industrial development north of CTH G on the east side of the City. Most existing development in this area is best classified as the *General Industrial* land use category. This category includes indoor industrial land uses and controlled outdoor storage areas, with moderate landscaping and signage. This Plan suggests that new development be upgraded to the *Planned Industrial* use category, which includes high-quality indoor manufacturing, assembly, and storage uses, with generous landscaping and minimal signage. This industrial area is especially appropriate for Interstate-oriented manufacturing and storage uses. Traffic in this industrial area should not be directed north into the planned residential neighborhoods. Rather, industrial traffic should circulate back toward CTH G and south along Powers Rd. or Commercial St. to STH 82.

**Single Family Residential Area**

A large, planned *Single Family Residential* area is recommended for the City's northeast periphery. In general, this area would be appropriate for estate-type housing on large lots, compatible with an existing subdivision in this area. Any mature trees and wooded areas in this neighborhood should be preserved. It will be important to buffer residential uses with the commercial, office and industrial uses planned for this side of the City.

**Mobile Home Park Areas**

Current mobile home park areas are sufficient to meet the needs of the community's fair share of the regional market. Areas identified on the Planned Land Use Map provide the most appropriate place for this type of residential development in the community. Expansion should be limited to infill development locations.

**Vacant/Agricultural**

Only development, which is of a *Vacant/Agricultural* nature—at densities equal to or less than one dwelling unit per 35 acres—is recommended. In the absence of binding intergovernmental agreements, the City should actively oppose other forms of development in this area, and should continue its long-standing policy of not extending sanitary sewer service except to parcels annexing into the City to correct environmental health problems emerging in aging rural housing areas.

**4. Five-Year Increment Development Areas**

Map 5 shows where future growth is anticipated in five-year increments based on projected population growth and planned municipal service expansion. The methodology used to determine these development areas employed the high population growth scenario presented in Table 2, an average household size of 2.3, an assumed dwelling unit per acre ratio for each planned residential type, and a multiplication factor of (2.0). This multiplication factor allows for both residential and non-residential development and market flexibility. Drainage basin areas identified on topographic maps were used as a guide to distribute projected land usage in a manner consistent with planned expansion of municipal sewer and water services.

**Year 2000+**

Based on projected population and employment growth, as well as planned municipal service expansion, short-term development is anticipated to occur in areas immediately adjacent to the City's current sewer and water service boundaries. Short-term residential growth will likely be absorbed in the West and Southwest Planned Neighborhoods. Planned commercial development will continue to develop along STH 82 and north Union Street. It is anticipated that Planned Industrial development will fill vacant sites in the City's two existing parks over the next 5 to 10 years. Sites along the Interstate planned for *Special Use* will likely develop over the short term.

**Year 2005+**

Residential development will continue to expand eastward in the West Planned Neighborhood over the next decade. Lands west of the Interstate might begin absorbing residential development in the East Planned Neighborhood as new businesses, employment centers and offices begin to locate in this corridor/interchange area. Commercial development will continue to expand eastward along STH 82 and located within the planned redevelopment area on the downtown's eastern fringe.

**Year 2010+**

It is anticipated that residential development will expand south of the planned high school campus between STH 82 and CTH G over the next 10 to 15 years. Industrial development will likely expand in the City's industrial park on the northwest side of the city. Both the Eastside and Northeast Neighborhoods will begin to develop as the community expands outward.

**Year 2015+**

In the long-term, it is anticipated that residential development will continue to expand outward and fill the Planned Neighborhoods in the peripheral areas. Commercial development along STH 82 is not planned to expand out to 19<sup>th</sup> Avenue until this 2015 – 2020 time period. Any development anticipated beyond the year 2020 is not shown on the Planned Land Use Map.

**Map 4:** Planned Comprehensive Plan Map

Map 5: Five-Year Development Areas Map

## D. TRANSPORTATION PLAN

The transportation element of this Comprehensive Plan is designed to facilitate the implementation of safe and efficient multi-modal traffic by supplementing major arterial improvements with improvements to local roads; by guiding the reservation of future rights-of ways; and by guiding development towards transit-friendly land use patterns, development intensities, and site designs.

The Transportation Plan Map is included as Map 6. The Transportation Plan Map recommends right-of-way widths for future road expansions and proposed new roads. It is important to remember that actual expansion of the road may not occur for many years. However, the City should work to acquire through dedication or purchase additional right-of-way width well in advance of actual need. As a first step, the City should amend its Official Map to reflect recommended rights-of-way in the Transportation Plan Map. It should then use the Official Map to obtain additional right-of-way, particularly when new developments (e.g., subdivisions) are proposed.

Specific transportation recommendations are described below:

### 1. *Minor Arterial and Collector Roads*

The existing system of minor arterial and collector roads includes Suldal Road/Martin Street, State Street, Elm Street, Union Street, Sherman Avenue, Division Street, Grayside Avenue, Attewell Street, Grove Street, North Road, and Powers Road. As Mauston expands, existing roads will be extended and new roads will be added to maintain a complete, interconnected roadway network. Several existing roads will become minor collector roads. These include Dlask Road, which will become the main north-south collector road connecting STH 82 and CTH B on city's west side. An extension of Dlask Road east between CTH G and STH 58 will also serve collector functions for the planned neighborhood on the city's south side. On the east side, a westerly extension of 50<sup>th</sup> Avenue between CTH G and 15<sup>th</sup> Avenue is anticipated. The plan map also recommends a collector road connecting Kennedy Street to Grayside Avenue over the Lemonweir River. A second bridge is a costly improvement, but one that would alleviate many of Mauston's circulation problems.

The City should update and consolidate its Official Map to include these new road alignments and appropriate rights-of-way. In general, the City's recommended right-of-way for collector roads is 80 feet. These alignments should then be protected and reserved, and dedicated and constructed when necessary. All collector roads should include sidewalks on both sides and street trees. The City should also work with WisDOT to update the City's functional classification map. This increases the possibility that state and federal assistance may be applied to certain road construction projects.

### 2. *Local Roads*

New local roads needed to serve development are not shown on Map 5. Local roads should be shown on Detailed Neighborhood Plans and obviously subdivision plats as new neighborhoods develop. In general, the construction of local street connections should be timed so as to avoid serving as de-facto collector or arterial streets until the actual collector or arterial road is constructed. Subdivisions and other developments should be interconnected, however, by local roads. An interconnected system is preferred for police and fire access, street maintenance, and snow removal.

The City should require right-of-way width of 66 feet for local roads. Sidewalks should be constructed on at least one side of all local roads, and on both sides of local roads which provide

key routes to schools, parks, and other community facilities. The City should also begin to require the planting of street trees with the approval of new subdivision plats.

### **3. *Pedestrian and Bicycle Facilities***

Pedestrian and bicycle movement is a real alternative for communities of Mauston's size and form. Many activities south and west of the river—the Downtown, parks, schools, and Veterans' Memorial Park—are within easy walking or biking distance for the majority of residents. This Plan recommends a signed bikeway system over several low-volume roads in the City, bicycle lanes on roads with heavier traffic; and improved pedestrian connections from neighborhoods to existing and planned parks and the school campus.

Map 6: Transportation Plan Map

## E. UTILITIES AND COMMUNITY FACILITIES PLAN

The utilities and community facilities element of this Comprehensive Plan is designed to summarize the implications of the recommended land use pattern and transportation network. More detailed planning will be required to refine these broad recommendations as opportunities or needs for community facilities arise. For example, the City should continue to update park and recreational facilities, sanitary sewer, water, and storm sewer studies and plans on a regular basis.

### 1. *Park and Recreational Facilities*

Park and recreational facilities provide Mauston residents with both active and passive recreational opportunities, provide a connection to nature, serve as community focal points, increase surrounding property value, and enhance overall quality of life. However, the City must plan for continued park and recreational facilities for these to be provided in adequate numbers, types, and locations to meet the demands of future growth.

The park and recreational facility recommendations of this Plan build off of pending park improvements and the recommendations of the *Juneau County Parks and Outdoor Recreation Plan, 1996 – 2001*. The *Parks and Outdoor Recreation Plan* proposed the following recommendations for the City of Mauston:

- Complete improvements for existing parks (Marachowsky, Mile Bluff, Murphy's and Riverside). Some of the major improvements recommended for existing parks include a new ballfield for Jones Park, a new pavilion for Lion's Park, sanitary facilities for Mile Bluff Park, a new pavilion and additional lighting for Riverside Park, and a new ice skating rink for Veterans' Memorial Park.
- Develop new mini-parks in the city. One site is located at the northwest corner of Union and State Streets and known as Lioness Park and the second site is on the north shore of the river near the Union Street Bridge.

However, the City should incorporate, refine, and expand on the above recommendations in an update to the City's *Outdoor Park and Recreation Plan* adopted in 1984. The City should continue to require parkland dedication with new developments to fully supply the recreation demands of the City's growing population. In addition to land dedication or fee-in-lieu amount for land acquisition, many communities are also now requiring the payment of a parkland development fee. The City should also apply to State Stewardship funds and other grant programs to assist with the acquisition and development of parks and trails.

Past plans for the City of Mauston have recommended linking the Downtown area with Riverside Park. This linkage could be accomplished through directional signage, landscaping, parking and pedestrian access. These ideas should be re-evaluated in the City's park and recreation planning.

### 2. *Municipal Facilities*

As the City continues to expand geographically and demographically, increased strains will be placed on its municipal buildings and facilities. Most of Mauston's community facilities are meeting current and projected space needs over the planning period. The planned expansion and improvement of the City's wastewater treatment plant should adequately meet the long-term capacity needs of the community. The City should continue to follow recommendations from its *Five Year Capital Improvement Plan (CIP)*.

## F. HOUSING PLAN

### 1. *Projected Housing Needs*

Projecting future housing needs in Mauston is based on population forecasts and the estimated average household size in the community over the planning period. Based on the high growth scenario presented in Table 2 (4,653 residents by the year 2025) and the City's 1990 average household size of 2.31, the City will need to accommodate a total of 2,014 housing units in the year 2025. This represents an increase of about 450 housing units from the 1990 census total.

The Planned Land Use Map designates more than enough land for residential development to accommodate the City's projected housing needs. This Plan recognizes that not all of the potential land in the surrounding area will develop to full build-out capacity over the planning period. In addition, allocating more developable land than needed discourages the opportunity for developers to acquire a majority of parcels within the proposed development area.

### 2. *Housing Balance Plan*

The City of Mauston should attempt to ensure that the historic balance between owner-occupied housing (approximately 70 percent) and rental housing (approximately 30%) remains stable. This is important to retain the community's existing character. To implement this important objective, the City should consider any new residential subdivisions based on a Detailed Neighborhood Plan that pre-identifies an appropriate mixture and arrangement of areas for single-family, attached single-family, two-family and both small-scale and mid-scale multi-family housing development.

### 3. *Affordable Housing/ Rehabilitation Plan*

The recommendations of this Plan are consistent with the housing recommendations from the *1999 Juneau County Housing Needs Assessment and Action Plan*. These recommendations include:

- Compare vacant developable land with zoning regulations to determine the amount of land available for residential development
- Create local incentive packages to foster the development of affordable housing
- Prepare and distribute a marketing package to promote residential development

The City should continue to support programs that provide affordable housing to low-income and moderate-income families in the community. These programs include the CDBG program to undertake housing rehabilitation projects for low-to-moderate income families, home mortgage and improvement loans from WHEDA, and home repair grants from the USDA. A full description of these various programs are listed in the *1999 Juneau County Housing Needs Assessment and Action Plan*.

## **G. ECONOMIC DEVELOPMENT PLAN**

### **1. *Desired New Businesses and Industries***

The City should continue to retain and diversify the service and employment base of the community, and to generally focus economic development efforts on small- and mid-sized companies and sites. There is potential for regional office development in Mauston given its location midway between Chicago and the Twin Cities. The most appropriate location for this type of development is along Interstate 90/94. There is a desire for community-oriented businesses (e.g., grocery store or hardware store) in Mauston and an interest in locating these businesses in the downtown area. Interstate-oriented industrial uses (e.g., manufacturing or storage) are desired in the Eastside Industrial Park. This Plan recognizes the importance of the Interstate interchange area as an important economic asset to the community. This Plan seeks to protect and enhance this asset through the use zoning standards to carefully control the appearance and coordination of development in this area.

### **2. *Economic Attraction and Retention***

This Plan recommends a number of strategies to stimulate economic expansion in the community. The City should continue to explore the use of TIF Districts to attract new development on the city's edge and the use of Environmental Remediation Tax Increment Districts (ERTID) for redevelopment in the downtown fringe and railroad corridor area. The City should continue to update and evaluate its Capital Improvement Plan (CIP) to ensure that the necessary infrastructure improvements are in place to attract new business and industries. The City should adopt a new zoning ordinance and zoning district map to better protect existing property values and capital investments in areas of existing development.

### **3. *Site Availability/Brownfield Redevelopment***

There are several sites available for industrial development in both of the City's industrial parks. The Redevelopment Area on the eastern fringe of downtown Mauston contains potential infill development opportunities for businesses and industries.

While brownfield redevelopment can present complicated problems, these sites provide a tremendous opportunity to engage public and private funding sources in a plan for long-term economic development. Brownfields are more than a public health and environmental issue. In many communities, brownfields pose a number of economic development constraints such as lowering surrounding property values and contributing to a neighborhood's blighted condition. Successful redevelopment of brownfields can revitalize older neighborhoods and increase local tax revenue. Brownfield redevelopment is also an effective growth management tool, attracting business development back into areas where municipal services are already provided rather than on undeveloped lands (e.g., farmland, open space) at a community's edge.

In Mauston, there are several opportunities for brownfield redevelopment. Redevelopment strategies for each brownfield 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.

## **H. OTHER SPECIAL PLANS**

### **1. *Incorporation of Existing Plans***

The City has an existing Directional Signage Plan, Downtown Revitalization Plan, Annexation Plan and two Tax Increment Finance (TIF) District Plans. These existing plans are incorporated herein by reference to the extent that such plans are not inconsistent with this Comprehensive Plan. .

### **2. *New Special Plan Elements***

The City is currently considering updating its Downtown Revitalization Plan that focuses on redevelopment opportunities on the eastern fringe of the Central Business District. New special plan elements should be incorporated into this Comprehensive Plan and adopted under procedures outlined in the Introduction.

## VI. IMPLEMENTATION

### A. INTRODUCTION

Many recommendations of this Plan will require specific implementation activities. This section of the Plan summarizes these topics. The activities will be required both within the City of Mauston, and within the extraterritorial jurisdiction as depicted on Map 1 (potentially all unincorporated lands within 1 ½ miles of the City's corporate limits). These implementation steps are addressed directly in this Plan for two reasons. First, addressing these topics in the Plan will help establish their legal defensibility. Further, it helps link goals and policies of the Plan with specific implementation techniques used by the City at a later date.

State Statutes (§62.0295) require that, by the year 2010, any program or action of the City that affects land use will have to be consistent with this Comprehensive Plan. These programs or actions include zoning and subdivision ordinances, annexation, official mapping, impact fees and transportation improvements.

### B. PLAN ADOPTION AND AMENDMENTS

Before adoption, a Plan must go through a formal public hearing and review process as required by Wisconsin Statutes. A public hearing on the Plan must be preceded by a Class 1 notice at least 30 days before the hearing (a Class 2 notice is preferred). The hearing may be held before the Plan Commission, Common Council, or a joint meeting. The notice must include a summary of the Plan and information concerning where the entire document may be inspected or obtained. Following the public hearing, the Plan Commission adopts a resolution approving the Comprehensive Plan or plan element, certifies a copy of the Plan to the Common Council, and recommends that the Common Council introduce an ordinance to approve the Plan or plan element. The Common Council adopts the ordinance approving the Plan as a comprehensive plan or detailed element of the plan, perhaps recognizing that additional elements may be necessary to bring the Plan into full compliance with the State Statute. Finally, the Common Council forwards copies of the approved plan and ordinance to a list of local and state governments.

### C. MORE DETAILED PLANNING EFFORTS

By its very nature, this Comprehensive Plan is general in many of its recommendations. The Plan does, however, advise the preparation of more detailed plans over the next several years to provide more specific guidance in key areas. These Plans are described in greater detail elsewhere in this report, but are summarized as follows:

- Prepare a Downtown Redevelopment Plan and Design Guidelines for the central business district
- Prepare a master plan for the development of Veterans Memorial Park
- Prepare or require Neighborhood Development Plans for planned Neighborhood Residential areas shown in Map 4
- Update Outdoor Park and Recreation Plan to incorporate, refine, and expand the recreation recommendations contained in the Comprehensive Plan
- Prepare Sidewalk Plan and Policy for the City

### D. REGULATIONS

#### 1. *Zoning Ordinance*

The City's existing Zoning Ordinance has served the City adequately over the past two decades. Unfortunately, this success has little to do with the inherent merits of the Ordinance itself. The City is in need of a new system of land use regulations which work as a cohesive whole, and more

importantly, are specifically designed to implement the goals, objectives and policies of this Comprehensive Plan.

Approximately 80% of the policies identified in this document could be directly reflected in zoning rules. The Comprehensive Plan Map categories depicted on Map 4 relate directly to potential new zoning districts. The adoption of new zoning districts necessarily entails the adoption of a new Zoning Map. Under Wisconsin law, a comprehensive community-wide zoning change (such as is needed to accommodate a new zoning ordinance) can proceed through the public hearing process without the need to notify every property owner in the City. Under this process, the City will have an opportunity to clean-up several areas of the existing zoning map in which the desired uses are zoned incorrectly, or in which undesired land uses have the zoning, which they require to remain legal conforming uses.

The adoption of a modern zoning ordinance will help ensure that the City's planning efforts are not dependent upon the historical knowledge of a few individuals. An explicit, thorough ordinance will assist new City officials and developers in getting quickly up to speed on local zoning policy, will smooth over vacation periods and other extended leaves of absence of the key zoning staff, and will provide the development community, plan commissioners and elected officials with advanced notice of virtually all requirements the City is likely to impose upon the project—before a technical staff meeting is held.

In this light, the development community will be able to predict its review issues, timing, and costs much more effectively. Furthermore, all involved parties will be assisted by the new ordinance's effect of dispensing with the mundane and purely technical aspects of a development proposal, and focusing attention on key policy matters. For example, rather than spending long staff hours debating the design requirements of a drive-through facility and its landscaping, local officials and the developer will be able to discuss the key question of: "Is this an appropriate use for this location?" as input into the decisions of the Plan Commission and Common Council. This unburdening of technicalities will be greatly appreciated by all parties.

## **2. *Land Division Ordinance***

A second critical component of Comprehensive Plan implementation involves strategic modifications to the City's Land Division regulations. Of particular importance will be the need to ensure that all land divisions are treated with equal diligence, and the Certified Survey Maps are not used as a tool to circumvent the technical review issues or development cost participation requirements involved with platting. Secondly, many of the access control, right-of-way reservation, and environmental protection objectives of this Plan can be directly implemented in the Subdivision regulations. Finally, the Land Division Ordinance is the typical legal vehicle for ensuring that all required development related costs are born fairly and equitably by the applicant.

## **3. *Official Map***

Wisconsin Statutes allow communities with Zoning Ordinances to adopt an Official Map which reserves the rights-of-way of future streets, pedestrian/bicycle paths, schools, parks, drainageways and other public facilities. The Official Map is thus a very important planning implementation tool because it allows the municipality to achieve plan implementation in an efficient, cost-effective manner. For example, the Official Map allows municipalities to reserve future rights-of-way of streets by prohibiting new development from occurring within the mapped future rights-of-way of streets as shown on the Map. As lands along the officially mapped streets (existing or planned) are divided into plats or certified survey maps, adequate right-of-way can be required to be dedicated from the developer to the City at no cost to the local taxpayers. Without an Official Map, substantial street right-of-way acquisition costs may need to be passed on to the local taxpayers in

order to widen an existing street or acquire right-of-way for the construction of a new street. The official map can also be used to protect critical drainageways and other natural features that are part of the community's stormwater management system.

In addition to the transportation facilities, recreation areas and utility facilities discussed in the above Plan, the Official Map for the City of Mauston should be used to designate the need to reserve future street rights-of-way of a minimum of 120 feet wide for all US, State Trunk, and County Trunk Highways (numbered like STH 82 or lettered like CTH G); a minimum of 100 feet wide for all local arterial roads (including "section line roads"); and a minimum of 80 feet wide for all local collector streets.

#### **4. *Building and Property Maintenance Codes***

To assure that existing neighborhoods continue to be desirable places to live, and Mauston's overall community character is protected, the City should evaluate the language and enforcement of its building and property maintenance codes.

### **E. PUBLIC INVESTMENT**

Financial factors continue to increase in their importance to planning—particularly as plans such as this new Plan for Mauston are implemented. The recommendations of this Plan significantly assist in establishing the full validity of most public expenditures in the street and utility network, in the park system, and in relation to the locational decisions of other City departments. More importantly, the effort taken in mapping logical land use patterns transportation components and recreation facilities will logically assist in more accurately predicting the costs and benefits of alternative public investment options. Under new State Law regarding the development of impact fees, the importance of the Comprehensive Plan in establishing a legal valid base level of analysis (the future land use and transportation pattern) cannot be overstated.

#### **1. *Capital Improvements Program (CIP)***

The first component of a comprehensive municipal financing system is the Capital Improvements Program (CIP). The CIP is essentially a budget, which allocates municipal funding to various projects over a three to ten year period. The recommendations of this Plan will assist the City in identifying a list of possible capital projects (for example, ranging from a new water tower to a sewer interceptor to a major stormwater management facility). For many of these issues, an intermediate level analysis which translates the land use and transportation system recommendations of this plan into levels of facility demand—and thence—projected costs, will be necessary before accurate capital costs can be projected.

#### **2. *Impact Fees***

As the infrastructure systems and municipal equipment levels associated with the land use and transportation recommendations of this Plan are predicted, it will be possible to evaluate a number of different fee and charge alternatives which are designed to ensure that the costs associated with providing service to a new development are in fact passed on to that development. Although recent Wisconsin legislation limits the use of impact fees (for example, school costs cannot be recouped), it also validates the use of development exaction techniques for a wide variety of facilities with which municipalities are concerned.

#### **3. *Development Review Cost-Recovery***

Development review services in Mauston are currently provided by a combination of in-house City staff and consultants—including a city planner, building inspector, and (for certain projects), engineers,. The City has the ability to adopt regulations, which ensure that the costs incurred by the

City to hire such experts are reimbursed or pre-paid by the applicant whose project is initiating the charge.

## F. INTERGOVERNMENTAL COOPERATION

The metropolitan environment in which the Planning Area is located entails, by necessity, a complex set of intergovernmental factors which must be taken into account.

### 1. *State Relations*

First, WISDOT and WISDNR are actively involved in programs and policies, which directly effect, and are effected by, local land use decisions. The promotion of the policies of these agencies by this Plan is an imperative coordination tool. State policies are also implemented through the aggressive promotion of best practices for the mitigation of land use impacts on transportation facilities and environmental resources. Finally, and most importantly, the benefits of controlled growth and compact development served by sanitary sewer facilities which are promoted and implemented through this Plan, are unquestionably the most effective way of accommodating population pressures in a manner which minimizes adverse regional impacts.

### 2. *County Relations*

The City of Mauston intends to closely work with Juneau County to ensure the coordination of this Plan with the County's Plan.

### 3. *Local / Interjurisdictional Relations*

As discussed above, the Mauston area is expected to grow as a result of state facility development. In all probability, the relatively modest population and congestion projections for the General Planning Area, which are favored by this Plan, will occur through the coordination of plans and development actions. Such coordination can occur via one or more of the following methods:

#### **Extra-Territorial Jurisdictional (ETJ) Powers**

This local power enables the City of Mauston to approve land divisions, adopt official map requirements and impose extraterritorial zoning.

#### **Intergovernmental Planning**

An alternative to the broad use of ETJ powers, , entails the use of informal intergovernmental planning.

#### **Intergovernmental Agreements**

Given the current low levels of jurisdictional tension in the planning area, it may be that the use of ETJ authority or the use of informal intergovernmental planning is not necessary in forwarding mutual intergovernmental objectives. However, the Wisconsin Legislature recently enacted law which establishes a formal procedure and standards for enacting long-term, binding intergovernmental agreements. A critical and required component of these agreements is a mutually acceptable annexation limit boundary.

It must be noted that this legislation imposes a time-consuming and procedurally complicated system for exploring mutual concerns and potentially arriving at a final agreement. Under the statute, such an agreement can be made binding for up to 20 years, and will prohibit future elected bodies from breaking the agreement, except under a formalized agreement modification process and the concurrence of all parties. This process requires the involvement of the State Department of Administration to ensure that all necessary procedures and standards are in compliance.

#### **4. Plan Procedures**

The final key to successful plan implementation entails the processes by which development proposals and municipal actions are evaluated. The most effective results are produced by proposal review systems which integrate plan recommendations, regulatory controls, professional staff recommendations, appointed body consideration, and elected official actions.

##### **Role of Plans**

The initial phase of the implementation process is defined by State Statutes 62.0295. All public policy and City spending decisions related to land use and economic development are required to be reviewed by the City Plan Commission prior to final City Council approval. Plans should be detailed enough to provide effective guidance on typical development and public investment actions. In instances where the Plan is becoming irrelevant or contradictory to emerging policy or common sense, the Plan should be carefully re-evaluated, and probably revised.

Essentially, such reviews should be based on *consistency* with the Comprehensive Plan. In those cases where the Plan has become out-of-date, or does not provide specific enough advice, the City Plan Commission is responsible for updating amendments to the Plan as needed or directing further study. Since the City of Mauston Comprehensive Plan is a legal Master Plan under Wisconsin Statutes 62.0295, any future changes or amendments to the Plan should be made through the formal public hearing process. This will require Class 1 notification followed by a public hearing conducted by the Planning Commission. As with the original adoption of the Plan, amendments must be approved by the City Council.

##### **Role of Regulations**

Ideally, planning related regulations should provide a bridge between the proposed development action and public investment, and the recommendations of adopted plans. Once this evaluation has occurred, good regulations should help staff and officials focus on the critical technical and policy issues.

##### **Role of City Staff**

Municipal staff must assist applicants in following procedures and provide officials with all information necessary to make an informed decision. In this light, before plans are submitted to the Plan Commission, staff should help applicants refine their proposals to bring them into full consistency with established policies and standards, and other elements of sound design. The Zoning and Land Division Ordinances, and development applications, should be refined to provide the Plan Commission with an early development concept.

##### **Role of Advisory Boards and Commissions**

Advisory boards and commissions must evaluate proposals from a substantive, rather than a political, point of view. As individuals, and as a group, they are less constrained by political expediency, and therefore should feel comfortable challenging applicants and staff to make the best possible case for their proposal and recommendations.

##### **Role of Elected Officials**

Elected officials must make their decisions from the standpoint of overall community impact—tempered by site-specific factors. In this task, they must balance the recommendations made by plans and policies, the objectives of the applicant, the technical advice of staff, and the politically-neutral recommendations of advisory boards, with their own judgment of the matter at hand.

**5. Plan Implementation Sequence and Coordination**

It is hoped that the recommendations and presentation of this Plan are of sound assistance during each step in this process. Table 10 presents implementation strategies and a proposed timeline to carry out some of the recommendations of this Plan.

**Table 10: Major Recommended Plan Implementation Strategies and Timeline**

<b>Category</b>	<b>Strategy</b>	<b>Proposed Timeline</b>
Detailed Planning	Prepare or require Neighborhood Development Plans	2000 - 2025
	Update <i>Outdoor Park and Recreation Plan</i>	2000 - 2001
	Prepare a Comprehensive Bicycle and Pedestrian Plan	2001 - 2003
	Prepare a Downtown Redevelopment Plan and Design Guidelines	2000
	Prepare a master plan for the development of Veterans Memorial Park	2000 - 2002
	Prepare a plan for the development of a Downtown TIF district	2000 - 2001
Ordinances	Prepare complete update to zoning ordinance	2000
	Update subdivision regulations, especially with regard to ETJ land divisions	2000 - 2001
	Update, reformat Official Map to reflect recommended roads and parks	2000
	Evaluate and update building and property maintenance ordinance	2000 - 2001
Financing	Incorporate recommendations of Plan into Capital Improvement Program	2000 - 2025
	Explore impact fees for park development and stormwater management	2000
Inter-governmental	Work with WisDOT to address congestion mitigation plans for STH 82	2000 - 2020
	Work with Juneau County on implementing shared objectives	2000 - 2025
	Initiate cooperative agreements/plans with surrounding Towns	2000
Evaluation	Reference plan maps, policies when considering development proposals	2000 - 2025
	Evaluate Comprehensive Plan every 3 to 5 years	2000 – 2025
	Evaluate Affordable Housing Trends	Every Census