

Village of DeForest Comprehensive Plan

Volume 2: Vision and Directions



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Acknowledgements

Village Board

Jane Cahill Wolfgram, President
Abigail Lowery, Trustee
Brian Taylor, Trustee
William Landgraf, Trustee
Colleen Little, Trustee
Rebecca Witherspoon, Trustee
Jim Simpson, Trustee

Village Planning and Zoning Commission

Jim Simpson, Trustee
Brian Taylor, Trustee
Jean Mancheski
Shannon Kellogg
Scott Hoerth
Justin Nagel
Doug Wierzba

Village Staff

Bill Chang, Village Administrator
Alex Allon, Community Development Director
Brandi Cooper, Zoning Administrator
Judd Blau, Director of Public Services/Deputy Administrator
Greg Hall, Public Services Operation Manager
Corie Hoffman, Director of Administrative Services
Stacey Harmon, Community Ambassador

Steve Fahlgren, Former Village Administrator
Michelle Lawrie, Former Community Development Director

Consultant Support

MDRoffers Consulting
Project Management and Planning
www.mdroffers.com

Vierbicher Associates
Mapping and Engineering
www.vierbicher.com

DRXNL Studios
Mapping and Graphics
www.drxnl.com

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Adoption and Amendment History

Updated Vision and Directions volume of Comprehensive Plan adopted by Village Board via Ordinance 2023-007 on April 6, 2023, following a recommendation from the Planning & Zoning Commission via its Resolution 2023-902. (2015 Conditions and Issues volume not updated at time.)

Map 5-1: Future Land Use in Vision and Directions volume amended by Board via Ordinance 2023-027 on September 19, 2023, following a Commission recommendation via its Resolution 2023-915. (Correcting future use recommendations to reflect Redevelopment Plan.)

Map 5-2: Conceptual Development Plan, Northern Interstate Corridor and Map 6-1: Future Transportation and Community Facilities (Official Map) amended by Board via Ordinance 2023-031 on November 21, 2023, following a Commission recommendation via its Resolution 2023-918. (Incorporating a potential Interstate overpass and Daley Road and potential Cake Parkway extension.)

1

Introduction & Vision

- DeForest’s Comprehensive Plan guides growth and change in the Village over the next 10 to 20+ years
- First chapter lays out the context, trends, assets, and future vision for the Village—providing a starting point for the detailed directions in later chapters

Our Vision: Growing the Good Life

DeForest is a part of the greater Madison area, yet a place apart, offering village charm, quiet and walkable neighborhoods, top schools, abundant parks and trails, soothing natural resources featuring the upper Yahara River, and attractive opportunities for business growth driven by exceptional transportation access and a supportive community



Chapter (click on link to go to chapter)	Goal
2: Economic Development	Enhance DeForest as a place where people want to run a business, work, visit, and live to increase business opportunities and choice, jobs, and tax base
3: Natural & Cultural Resources	Continue to be a steward of land, water, and natural resources; enhance and celebrate special places and events; and protect residents against natural hazards like flooding
4: Housing & Neighborhoods	Support opportunities for residents and workers to have decent, safe, affordable housing in attractive neighborhoods
5: Land Use	Promote a land use pattern that builds on community strengths; contains a mix of land uses; grows the local economy; and enhances quality of life by providing places for retail, restaurant, employment, and housing uses
6: Transportation	Enable residents, workers, and employers should be able to get around safely, efficiently, and by their mode of choice consistent with a suburban environment
7: Community Facilities & Utilities	Meet resident and business expectations for providing quality public services, while maintaining affordable rates, fees, and taxes and reducing energy consumption from traditional sources
8: Intergovernmental Cooperation	Maintain and build strong relationships with other governments for mutual and regional benefit

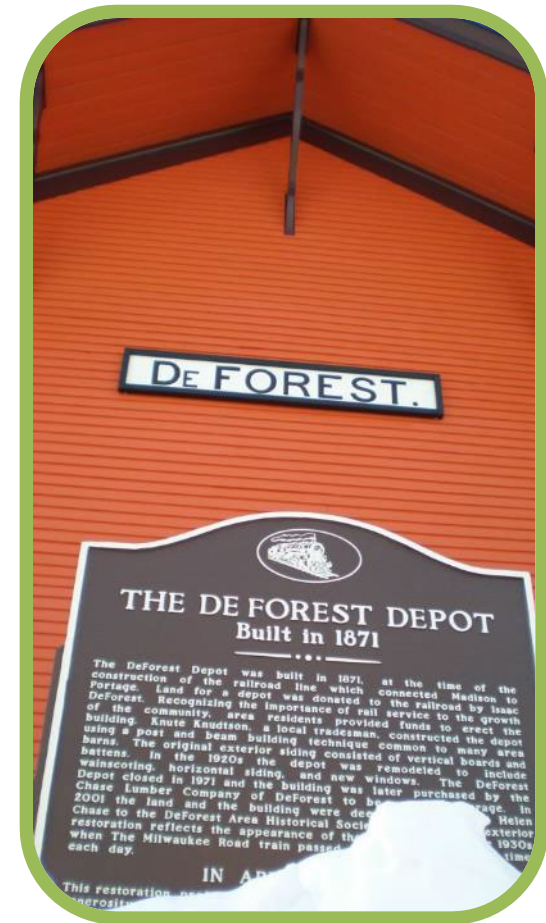
OVERVIEW OF THE VILLAGE OF DEFOREST

The Village of DeForest is located along Interstate 39/90/94, U.S. Highway 51, and State Highway 19, and two miles north of the Dane County Regional Airport. The Village is 80 miles west of Milwaukee, 150 miles northwest of Chicago, and 260 miles southeast of the Twin Cities. DeForest's southern extent is just over a mile north of Madison and west of Sun Prairie. DeForest and the neighboring Village of Windsor share a number of relationships, including being the primary municipalities in the DeForest Area School District.

DeForest is located in the Yahara River Valley on ground moraine created during the last Ice Age. Glacial deposits dammed large pre-glacial valleys, forming a chain of large lakes and wetlands, including Cherokee Marsh. The retreat of the glacier helped form the natural resources the Village enjoys today, including the Yahara River. The fertile soils deposited in the river valley contributed to the establishment of agricultural activities in the DeForest-Windsor area during the mid-1800s. James Stevenson and Isaac DeForest helped to plat the woodlands that became DeForest in the 1850s.

DeForest's population and geographic expansion has paralleled the development of the Interstate highway system. The Village grew from 1,911 residents in 1970, most living within a comfortable walk from the historic downtown near the intersection of Main and Holum Streets, to 11,388 residents in 2022 spread over 8.5 square miles.

Significant non-residential growth has also occurred. DeForest has been a destination for distribution, warehousing, manufacturing, and commercial services oriented to travelers. Today, DeForest is home to nearly 6,000 jobs.



OVERVIEW OF THE COMPREHENSIVE PLAN

This *Comprehensive Plan* volume the primary tool to manage the Village's future growth in a manner that preserves characteristics that attracted existing residents and businesses in the first place. This *Plan* volume is a complete update and replacement to the same 2015 *Plan* volume. The decision to update this *Plan* volume was driven by the factors listed in Figure 1.1. The Plan must also be updated at least once every ten years by law.

This *Plan* volume guides growth, development, and preservation by:

- Identifying areas for development and preservation over the next 20+ years;
- Recommending different types of land use for specific areas, including the downtown;
- Identifying transportation, community facilities, and utilities to serve future land uses;
- Directing housing, neighborhood, industrial, and commercial investment; and
- Collaborating with other governments and private groups.

Except where directed by Wisconsin Statutes and Village ordinances, this volume will be used as a guide to Village decision making, not a mandate.

This *Plan* volume offers:

- A long-range vision for the type of community where people want to live;
- A framework for future zoning decisions;
- A tool to attract and retain quality businesses and people;
- A means to save money by growing efficiently and organizing limited resources;
- A platform for securing grants.

The Village's *Comprehensive Plan* is organized into two volumes. The Conditions and Issues volume—which was not updated from its 2015 version—contains data, trends, and projections. This updated Vision and Directions volume provides the Village's policy direction. Figure 1.2 summarizes the remaining chapters, except for the last chapter (Implementation). The Village's *Park and Open Space Plan* is another, detailed component of the Village's comprehensive plan, last updated in 2019. The Village has other plans—notably tax incremental district (TID) project plans and a *General Plan for Redevelopment*—that guide its economic development and other activities.

The Village has enjoyed success in achieving a number of goals and performance metrics from its 2015 *Comprehensive Plan*, as summarized in Figure 1.2.

Figure 1.1: Why update the Comprehensive Plan?

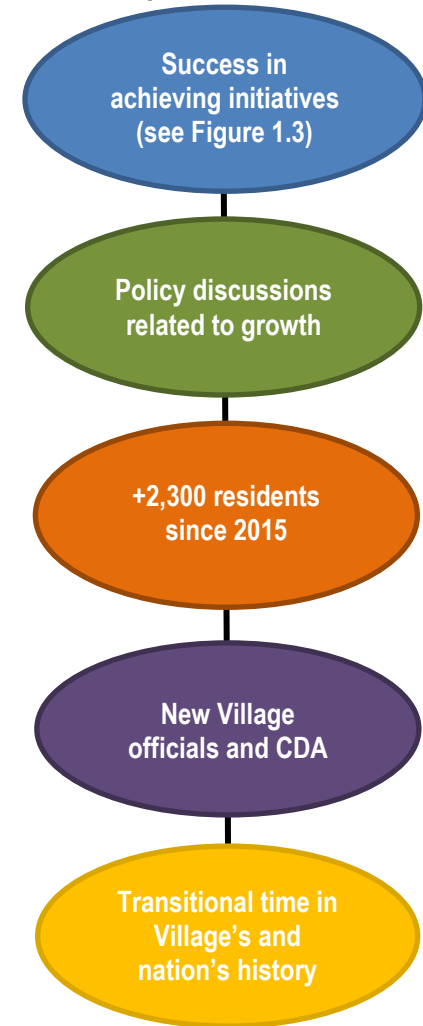


Figure 1.2: DeForest's Comprehensive Plan and Implementation Performance Overview

Title of Comprehensive Plan Chapter	Chapter 2: Economic Development	Chapter 3: Natural & Cultural Resources	Chapter 4: Housing & Neighborhoods	Chapter 5: Land Use	Chapter 6: Transportation	Chapter 7: Community Facilities & Utilities	Chapter 8: Intergovernmental Cooperation
General Purpose of Chapter	Attract and retain a desired range of businesses and industries, in support of job and tax base growth	Conserve natural features, farmland, and historic sites; improve community image and design	Support decent, safe, and affordable housing and neighborhood settings	Advise future locations of residential, commercial, industrial, and other land uses	Advise new and expanded roads, bikeways, other transportation facilities and services	Improve community facilities, parks and trails, and sewer and water utilities	Set framework for planning, services, and development with neighboring and overlapping agencies
Successes in Achieving 2015 Plan Metrics, as of Summer 2022 (and unmet metrics)	Non-residential value increases of 8-23% per year (goal was 5%) Approximately 900 new private sector jobs since 2015 Average of 5 new and expanded businesses per year (goal was 3) Average of 1.6 new downtown businesses per year (goal was 1) North Main, Village campus, Firemen's Pk redevelopment; 402 North Main remodeled but no site redevelopment since 2015	New community entryway, water trail, business park, and Athletic Complex Interstate signs installed Stormwater quality improvements through public education and best management practice implementation Environmental corridors refined and protected during development Fruit orchard established at community garden	Average of 62 new single-family homes per year (goal was 60) Single family housing as % of total housing stock decreased from 62% to 60% (goal was steady or increase) Neighborhood plans for Conservancy Place, Fox Hills, & Hwy 19 areas Community Development Authority formed to address housing goals	Average of 280 new residents per year (goal was 120) Range of new residential densities from 2 to 24 units per acre (goal was new density higher than historic) Average of 2 new retail, commercial service, or restaurant use opened per year (goal was 1)	Innovation Drive bridge opened Highway 19 reconstructed 11 local roads resurfaced or reconstructed Five roads with PASER (condition) rating of 3, down from 7 in 2018 (goal was all roads at 4 or higher) Trail extended along River Road and paved in Western Green Park, near existing developed areas; grant for school-area paths in 2020	DeForest Athletic Complex and Firemen's Park Municipal campus/DeForest Street redeveloped Major sewer and water projects Stormwater/flood mitigation Jefferson Street extension to North Towne Road Maintain capital improvement program	Maintained boundary agreements with Windsor, Burke, Madison, Sun Prairie Maintained extraterritorial zoning arrangements with Burke and Vienna Vienna boundary agreement expired in 2019

DEFOREST'S REGIONAL CONTEXT AND PLANNING AREA

It is impossible to prepare a meaningful plan for DeForest without understanding the context in which DeForest operates. The Village is ideally located along the “triple” Interstate of I-39/90/94 in the heart of southcentral Wisconsin. A market of over 20 million people live within four hours. Closer to home, DeForest is five minutes north of the Dane County Regional Airport and the City of Madison—home to the world-renown University of Wisconsin and consistently rated among the best places to live in the U.S. The Wisconsin Dells/Lake Delton area—one of the nation’s top family vacation destinations—is 30 minutes to the north, and Lake Wisconsin is even closer. The Village is also near the headwaters of the Yahara River, which is critical to the health of the County’s chain of lakes, and surrounded by productive farmland.

The 2050 Regional Development Framework (Framework), prepared by the Capital Area Regional Planning Commission (CARPC), is the region’s new advisory land use guide. The Framework draws on public priorities, local government input, and growth projections to establish goals, objectives, and strategies for accommodating future growth in the Dane County region.

DeForest’s immediate planning area includes all lands within the Village and the Village’s extraterritorial jurisdiction, or ETJ. The Village of DeForest must approve all land divisions (subdivision plats and certified survey maps) within its extraterritorial jurisdiction or “ETJ.” The ETJ extends up to 1½ miles from the current Village limits, but only within areas under town government. Within all of the Village’s ETJ that are in the Town of Burke and much of the ETJ in the Town of Vienna, the Village also exercises extraterritorial zoning in cooperation with those Towns. The geographic limit of the Village’s ETJ, including areas where extraterritorial zoning is in effect, is shown on Map 1-1. Map 1-1 also shows other important jurisdictional boundaries, including the expansive DeForest Area School District boundary and the Urban Service Area boundaries. Urban Service Area boundaries show where the Village may legally extend sanitary sewers—a key ingredient for urban development.

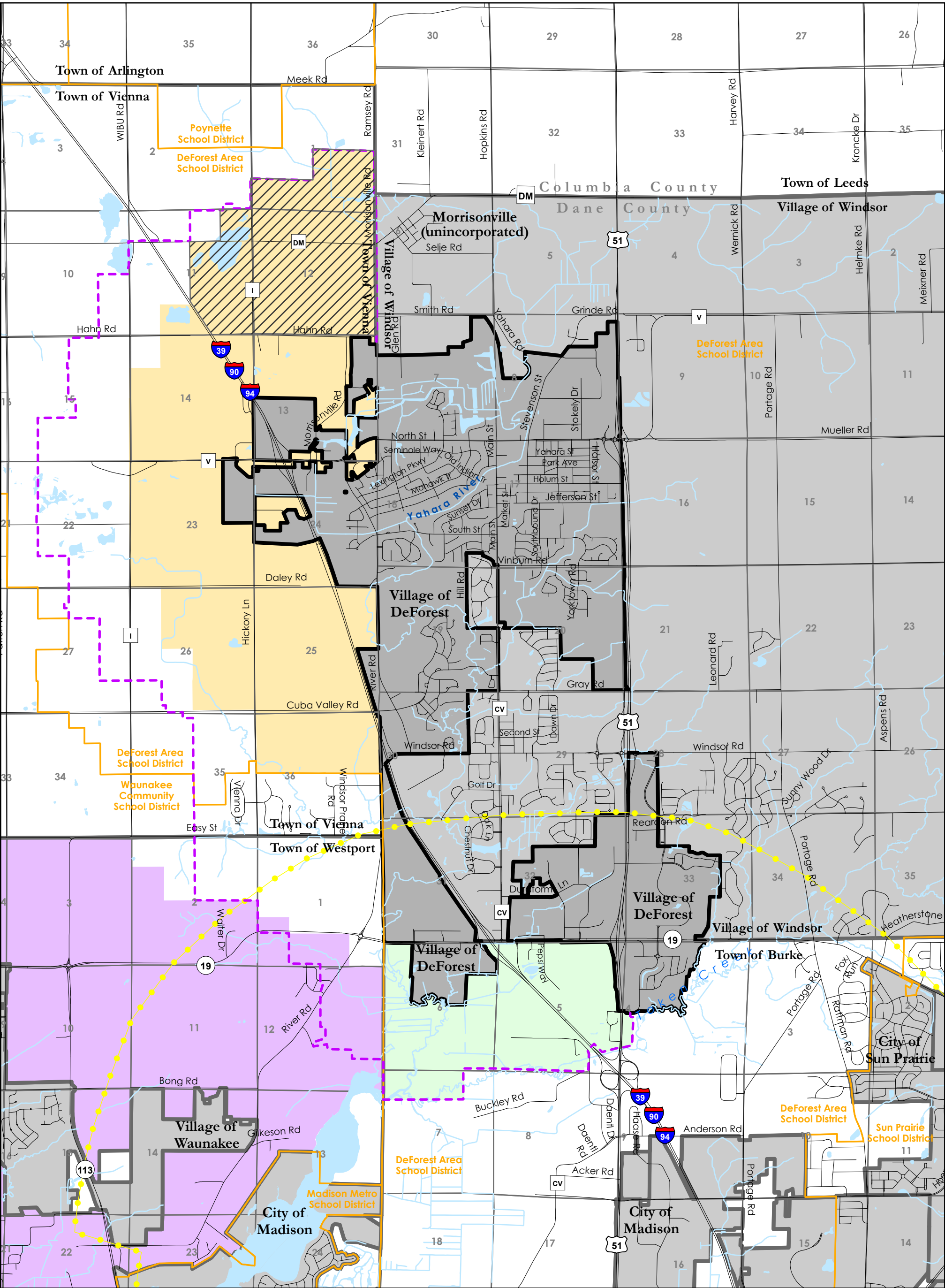
Geographically speaking, DeForest requires some explanation. At the time of writing, the Village has an irregular shape and two non-contiguous parts. This is the result of “cooperative plans” (intergovernmental agreements) between the Village and adjacent municipalities.


DeForest’s Exceptional Transportation and Market Access

DeForest’s location at the crossroads of Interstate 39-90-94 and Highways 19 and 51; along a Class 1 railroad; and a five-minute drive from the Dane County Regional Airport is an essential asset for both personal and business transportation needs. Five interchanges provide easy access to the business and industrial parks within the Village. According to Open Street Map and the U.S. Census Bureau, the transportation system provides DeForest with access to workforce, places, and jobs, including:

- 200,000 people within 10 miles.
- 580,000 people within 30 miles.
- 1.5 million people within 60 miles.
- Over 20 million people within 200 miles.

Per WisDOT, through DeForest, Interstate 39-90-94 carries up to 74,400 vehicles per day (VPD), while Highways 51 and 19 top out at 20,000 and 15,700 VPD respectively.





Comprehensive Plan

1-1

Jurisdictional Boundaries

0 1,500 3,000 Feet

April 6, 2023
Source: Dane County UIO, Capital Area RPC, Vierbicher, MDROffers

- Cities and Villages
- DeForest Village Limits (April 2023)
- Other Municipal Boundaries
- School District Boundaries
- Sections with Section Numbers
- Roads
- Surface Water
- Windsor Review Area (per 2016 Windsor - Vienna Agreement)
- Urban Service Area Boundaries
- Airport Height Overlay Zone
- DeForest Extraterritorial Jurisdiction Boundary
- DeForest-Burke Extraterritorial Zoning Area
- DeForest-Vienna Extraterritorial Zoning Area
- Waunakee-Westport Extraterritorial Zoning Area

RECENT GROWTH AND CHANGE

The Village of DeForest experienced significant growth and change over the past decade, experiencing high growth rates in population, median home sale price, and household income, as shown in Figure 1.3.

As suggested by the results of a 2020 community survey conducted for this *Plan* update, DeForest's population growth has been driven in large part by the Village's character, quiet neighborhoods, good schools, and proximity to Madison (see Figure 1.4). Approximately 80 new housing units have been built per year since 2010 in the Village. This means that one out of every five housing units in the Village has been built in the last ten years. Approximately 58% of new housing units permitted between 2010 and 2020 were single-family homes, 13% were duplex units, and 29% were multiple-family units.

Figure 1.3: DeForest Demographic Changes



11,388 residents in 2022
(+2,315 since 2015)

37.9

Median age of Village resident in 2020
(+5 years since 2010)



\$359,900 median home sale price in 2022
(91% increase since 2012—DeForest-Windsor market)

2.69

Average Village household size in 2020
(little changed since 2010)



\$88,664 median household income in 2021
(33% increase since 2011)



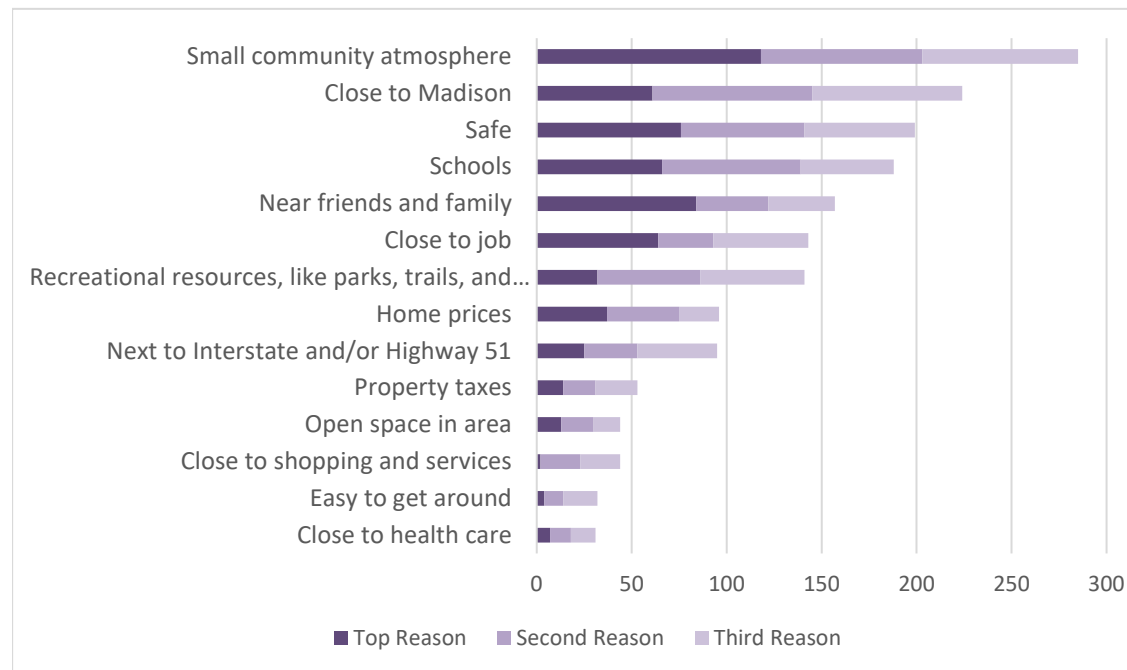
Sources: U.S. Census Bureau; South Central Wisconsin Multiple Listing Service

DeForest's job growth has been driven by DeForest's superior access to a local workforce and an upper Midwest market of 20 million people, its available land base, and its business-friendly attitude and incentives.

Non-residential growth in DeForest has allowed its tax base to grow and diversify. The Village's total property value increased by 74% from 2015 to 2020—an increase of over \$600 million. This is the greatest percentage increase in Dane County, and significantly greater than the 25% Statewide increase. In 2020, 33% of the Village's tax base is from non-residential uses in 2020—up from 29% as recently as 2016.

A significant number of residents leave DeForest each day to work, while a significant number of non-DeForest residents come to DeForest each day to work. Only 11% of Village residents work in the Village of DeForest, with most residents (39%) commuting to the City of Madison. The Village has been attempting to diversify its resident and job bases to close the gaps and achieve benefits like less travel and greater connectiveness.

Figure 1.4: Why Residents Choose to Live in DeForest



Source: On-line community survey of DeForest residents, October 2020

DEFOREST'S ASSETS

A good comprehensive plan should have a firm grasp on the community's assets (or strengths). Among DeForest's particular assets are the following:

- **Accessibility.** DeForest is at the epicenter of transportation access in Wisconsin, with direct access to two major highways and the “triple interstate”, close proximity to the Dane County Regional Airport, and rail. This supports continued industrial, distribution, and even travel-oriented development.
- **Proximity.** DeForest has easy access to Madison and Lake Wisconsin via Highway 51 and the Interstate. This supports continued residential growth, along with locations for satellite offices and businesses with a connection to the larger city.
- **Education.** The DeForest Area School District boasts higher-than-average placement test scores and graduation rates, plus offers internship and apprenticeship programs with area businesses and industries. Nearby institutions provide opportunities for continuing education to grow skills and maintain career links. UW-Madison, Madison College (MATC), and other institutions are within a 20-minute drive.
- **Safety.** In the community, in the schools, and on the streets, DeForest is a safe place to live. This is a critical asset in attracting and retaining families, particularly in a tumultuous time. The Village is committed to public safety as a community pillar.
- **Character.** DeForest has a small-town charm and family-friendly aesthetic, maintaining the feel of a close-knit community even as the Village continues to grow. The Village has grown its community events and expanded community-identifying places and markers, like the DeForest Athletic Complex and prominent entryway signage.
- **Recreation.** DeForest has become a recreational center. As of 2022, the Village boasted 20 miles of off-street recreational trails—up from just two miles in 2010 and now including the destination Upper Yahara River Trail. The DeForest Athletic Complex and a completely-updated Fireman's Park have also emerged over this period. Private recreational facilities for baseball, gymnastics, martial arts, and golf have also recently developed.

2020 Community Survey Response

“I love how the Village involves the community with events, updates, chances to participate, and give feedback on decisions that are made. I grew up here, I went to school here, and I just recently moved back after 25 years away. I always loved DeForest but I think it is even better now.”

2020 Community Survey Response

“Keep the village small community atmosphere, keep residential safe, keep the schools safe.”

2020 Community Survey Response

“I love the updates to the Firemen's Park and I'm so excited about the Splash Pad. We have two young boys and they are going to LOVE growing up here.”

- **Resources.** Most of the Village’s neighborhoods are near parks, a rapidly expanding trail network, and nature conservancies. DeForest’s recreational and conservancy areas feature the Upper Yahara River Corridor—a jewel in northern Dane County. The community boasts one of the most progressive water management approaches in Wisconsin.
- **Shovel-ready Development Sites.** Regional residents and businesses view the area as place for growth, and the Village has a ready supply of improved land for all types of development. DeForest’s eight active tax incremental districts (TIDs) provide funding for infrastructure and development incentives.
- **Industrial and Corporate Growth.** The Village has a dynamic mix of businesses and a commitment to growing its business parks, which are well-located and contain established infrastructure, including water, sewer, and other urban services. The Village has also recently become home to new corporate headquarters and major production facilities.

NEW CHALLENGES

The Village confronts several challenges that are common to growing, suburban communities. These focus on supporting growth and change, which expands opportunities and fiscal health, while maintaining a fundamental character that appeals to current residents and businesses. This *Comprehensive Plan* attempts to address these challenges in a thoughtful and compelling way, so that the Village’s essential character is maintained and “gains” outnumber “losses” when change does occur.

One of the challenges includes addressing the perceived unmet demand for additional places to shop and dine in DeForest. There remain a range of retail, food, and beverage establishments unavailable or in short supply in DeForest—at least based on the preferences of many DeForest residents. Nearly 9 of every 10 respondents to the 2020 online survey agreed that “DeForest should encourage more retail and commercial service businesses to locate here.” The causes are several, including major commercial development centers in nearby Sun Prairie and East Towne, continued expansion of on-line retailing, and the devastating effects of the COVID-19 pandemic on many local businesses. Beyond this, retail and restaurant growth generally follows residential, daytime job, and tourism growth—suggesting that a broad program and housing and economic development may be necessary to expand retail and restaurants in DeForest.

2020 Community Survey Response

“As the Village has grown, I feel like we still need to go to Madison or Sun Prairie for groceries, shopping, coffee, entertainment, and dining. It would be nice to have some of those options here in DeForest.”

Another challenge is addressing evolving housing demands while maintaining the Village’s predominately low-density, single-family residential character. Housing prices in DeForest have been increasing significantly faster than household earnings. Further, the large Baby Boom population is now between the ages of 55 and 75 and DeForest’s mainly moderate income workforce continues to grow. These factors point to a demand for more affordable and diverse housing options. Indeed, 2020 survey respondents broadly supported affordable single-family housing, apartments with

average rents, and senior housing with lower-than-average costs. The challenge grows when figuring out the desired extent and location of these different housing choices, when balancing sometimes competing desires to limit change in and around neighborhoods.

A CLEAR AND INSPIRING VISION FOR DEFOREST'S FUTURE

The author Lewis Carroll wrote: "If you don't know where you are going, any road will take you there." By extension, if a community does not have a sense of which direction it wants to take, the plan-making and implementation process is at best difficult and at worst meaningless and highly inefficient. Therefore, as an early part of this update to the *Plan*, the Village refreshed its vision statement, which should be understood as:

- A presentation of how the Village wishes to look, feel, and be perceived.
- An inspirational and positive view of DeForest and its future that allows the community to "stretch" and explore its opportunities.
- A platform for the Village to take advantage of its assets and opportunities.
- A broad framework around which to build more detailed strategies and initiatives, including those in this *Comprehensive Plan* volume.

2020 Community Survey Response

"DeForest has been a wonderful place to raise a family. I hope the Village continues to prioritize parks and trails, our lovely library, and community events as we grow. Thanks to the Village employees and officials for all the work you do to make this a great place to live!"

DeForest's vision statement is presented and illustrated on the first page of this chapter, and repeated as follows:

Growing the Good Life

DeForest is a part of the greater Madison area, yet a place apart, offering village charm, quiet and walkable neighborhoods, top schools, abundant parks and trails, soothing natural resources featuring the upper Yahara River, and attractive opportunities for business growth driven by exceptional transportation access and a supportive community

This vision statement is elaborated through a set of goals, which form the basis for the organization of the remainder of this *Plan* and a tool for evaluation of community performance in Chapter 9: Implementation. The goals are also presented on the cover page of this first chapter.

2

Economic Development

- Identifies strategies for retaining and growing existing businesses and attracting targeted business sectors
- Presents a framework for mixed-use development, redevelopment, and placemaking

Goal

The Village will enhance DeForest as a place where people want to run a business, work, visit, live, and play to increase business opportunities and choice, jobs, and tax base. Such enhancement will occur through marketing and branding, collaboration and partnerships, targeted outreach, placemaking, continuing a favorable regulatory climate, and targeting incentives.



Economic Development Initiatives Summary

Initiative (click on link to learn more)	Description	Funding	Responsibility
<u>Attract New Businesses in Diverse Industries</u>	Strategically working within each tax increment district (TID), and leveraging DeForest's strengths and assets, DeForest will pursue new commercial, industrial, and mixed use (re)development opportunities to support a diverse range of business opportunities and an environment that leads to new business development.	Tax incremental financing (TIF); grants from the Wisconsin Economic Development Corporation (WEDC), State of Wisconsin Departments of Administration (DOA) and Transportation (DOT), and other organizations and private sources; pandemic- and/or infrastructure-related economic stimulus funds from State or feds	Community Development Director, working with other Village staff, real estate brokers and developers, landowners, WEDC, and the Madison Region Economic Partnership (MadRep)
<u>Promote and Assist Existing DeForest Businesses</u>	DeForest is fortunate to have many thriving businesses, varying in size and industry, employing over 5,500 workers, and providing places for residents, visitors, and workers to patronize. The Village will continue to be a partner in their success by assisting with their promotions, aiding their growth, and collaborating on solutions to their challenges.	Tax incremental financing (TIF), grant opportunities from the WEDC, DOA, and other organizations and private sources; special economic stimulus funds	Community Development Director, working with other staff, property owners, and the DeForest Windsor Chamber of Commerce (DWCC) regarding business retention and expansion activities and programs
<u>Brand and Market DeForest for Economic Opportunity</u>	Branding and marketing is critical to distinguish DeForest in an increasingly crowded, confusing, and competitive marketplace. Enhancing and supporting DeForest's current brand as "a part of Greater Madison . . . but a place apart" will attract people and economic activity.	Many of the same sources as above, plus the DWCC	Community Development Director, working in a team with Community Ambassador and other staff members, and alongside Madison Area Sports Commission, Destination Madison, DWCC, and other partners
<u>Advance Revitalization in the Downtown and Other Redevelopment Areas</u>	With its library, enhanced Fireman's Park, and small restaurants and shops, Downtown DeForest is a central community gathering spot, but has untapped potential. DeForest residents and policymakers have a strong interest for further revitalization in Downtown and other redevelopment areas identified and planned through open, public processes.	Many of the same sources as above, plus unique lending potential through statutory redevelopment planning authorization. See the Village's separate General Plan for Redevelopment for a more extensive list of funding opportunities.	Community Development Director, working with other Village staff, under the guidance of the Community Development Authority (CDA), in collaboration with real estate brokers and developers, property and business owners, and various State and federal organizations

OBJECTIVES

- a. Maintain a positive, business-friendly environment including streamlined development services.
- b. Strategically market development and business opportunities to encourage tax base growth and diversify the local economy.
- c. Utilize placemaking as a key component to the Village's economic development strategy.
- d. Promote balanced development among residential, commercial, and industrial types.
- e. Promote redevelopment and unique commercial opportunities to grow Downtown DeForest as a mixed-use activity center.

POLICIES

1. Partner with existing DeForest businesses to capitalize on opportunities and to help solve community and economic challenges.
2. Welcome new business prospects with timely, effective, and flexible services.
3. Continue transitioning development review and permit applications to an online platform for ease of use.
4. Market DeForest internally and externally through the Village's Community Ambassador.
5. Foster residential growth, which leads to new commercial opportunities and enables existing businesses to thrive (see Figure 2.1).
6. Beautify and brand major corridors and gateways, such as Highways 51 and 19, North Street/Highway V, Downtown DeForest, and the Interstate.
7. Leverage the Village's unique recreational amenities and extensive multi-use trail system as economic development assets.
8. Market Downtown DeForest as the Village's primary activity center, capitalizing on Fireman's Park events as part of a placemaking economic development strategy.
9. Focus Downtown business and development attraction efforts on increasing housing, entertainment, dining, and events.
10. Proactively plan and implement infrastructure investments in strategic locations to attract and facilitate (re)development.
11. Leverage tax incremental and other financing tools to promote new development and redevelopment of underutilized buildings and sites.
12. Partner with local, regional, and state economic development organizations, making use of financing programs up to the federal level.

Figure 2.1: The Gears of Economic Growth



INITIATIVES

The following pages further describe the economic development initiatives summarized on the cover page of this chapter.

Attract New Businesses in Diverse Industries

DeForest bases its business attraction strategy on several factors:

- Focusing on DeForest's assets and strengths, summarized in the sidebar to the right.
- Leveraging the strategies and networks of state and regional economic development agencies.
- Collaborating with regional and local assets, businesses, and real estate professionals.
- Implementing tax incremental district (TID) project plans, which describe desired types of development, planned infrastructure investment, and possible development incentives within each TID (see Map 2-1).
- Researching market updates and relationship development.
- Responding to local community member desires and interests.
- Achieving balance among residential, commercial, and industrial (manufacturing) development to maintain a diverse economy and fiscal outlook. Figure 2.2 displays the percentage of DeForest's property value in each of these three categories between 2000 and 2020, and shows that the Village has become less reliant on its residential tax base.

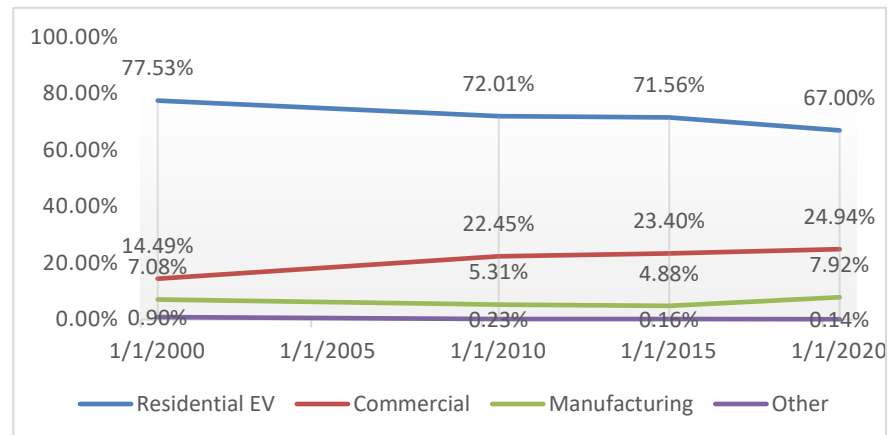
2020 Community Survey Response

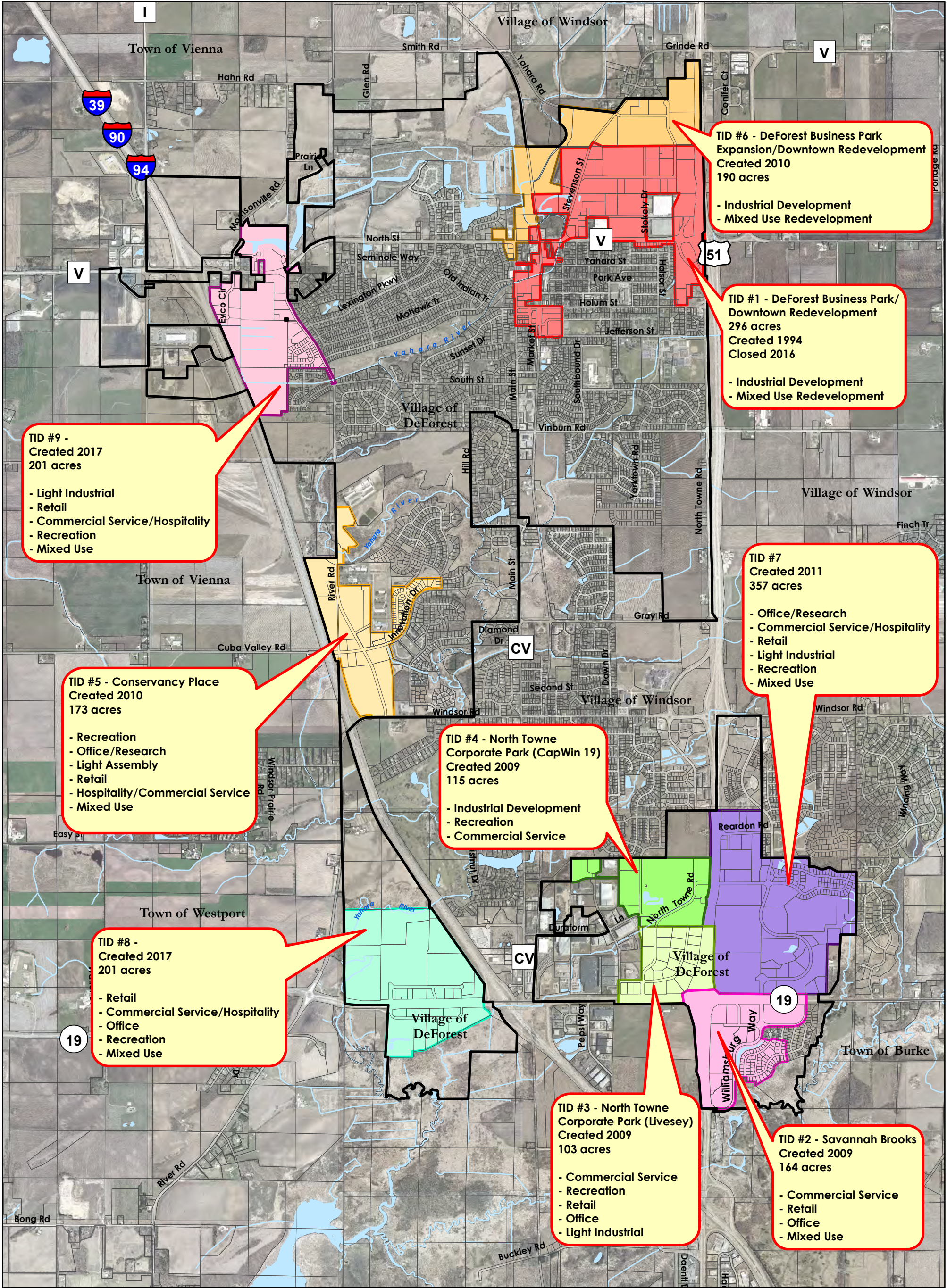
"I would like to shop and support our community instead of driving to Madison. Wish there were more options."


DeForest's Strengths and Opportunities

- Proximity and connectivity to Greater Madison and region
- Close access to other states and regions by air, road, rail, water
- Location along major Interstate corridor and state highways
- Available shovel-ready land in tax incremental districts
- Streamlined approval process and business-friendly policymakers
- Continued growth in residential and commercial sectors
- Recent investments in roads, utilities, and amenities like parks and trails

Figure 2.2: Valuation Categories and Change in DeForest







Comprehensive Plan

2-1


Tax Incremental Districts

0

1,250

2,500

Feet



TID #1

TID #2

TID #3

TID #4

TID #5

TID #6

TID #7


TID #8

TID #9

Village of DeForest Corporate Limits (April 2023)

Surface Water

Parcels (January 2023)



April 6, 2023
Sources: Dane County LIO, CARPC, MDROffers, Ayres Associates, JJR, Vierbicher, WI DNR, WI DOT

Document Path: R:\DeFo Mapping\ArcGIS\Comprehensive Plan Mapping\Map 2-1 TIF Districts\Map 2-1 TIF Districts.aprx

Date: 4/17/2023

How does DeForest pursue new business opportunities? Figure 2.3 summarizes the primary decisionmakers in business siting, partners for delivering messages, and the methods to reach out to decisionmakers.



Figure 2.3: Business Recruitment Decisionmakers, Partners, and Methods

Decisionmakers (Audience)	Partners	Methods
Site Selection Consultants	Wisconsin Economic Development Corp (WEDC)	Marketing and Advertising (digital, social, etc.)
Specific Businesses Leaders	Madison Regional Economic Partnership (MadREP)	Events / Industry Trade Shows
Real Estate Representatives	Educational Institutions	Relationship Development
Industry Associations	Existing Businesses	Direct Outreach to Decisionmakers
Human Resource Directors	Landowners	Familiarization Tours

Which types of businesses are the Village particularly trying to attract? DeForest's industries of focus for business attraction are the following:



Advanced Business Services

With a growing, well-educated population and easy access to Madison, Milwaukee, and Chicago, DeForest is on the map for businesses in this sector.



Bioscience

With proximity to centers of excellence like the University of Wisconsin-Madison—and offering room to grow—DeForest helps grow bioscience companies like American Breeders Service.



Distribution and Logistics

Strategically located with direct access to Interstate 39/90/94 and Highways 51 and 19, and midway between Chicago and The Twin Cities, DeForest is a prime spot for distribution and logistics.



Food and Beverage Processing

Some of your favorite foods are made, packaged, or developed right here in DeForest! DeForest has helped food and beverage businesses be successful in this industry.



Healthcare

As one of the fastest growing areas of the Greater Madison region, healthcare providers are choosing DeForest for its regional proximity and growing population.



Information Communications Technology (ICT)

With access to major markets and world-class talent, DeForest has the infrastructure to accelerate technology firms looking to grow.



Manufacturing

DeForest is the home of many manufacturers of household and business products. Many familiar products useful for daily living and other industries are developed in DeForest.



Retail and Restaurants

Whether in Downtown DeForest or near one of its highways, DeForest provides access to customers from the Madison region and from a growing resident and employee base.

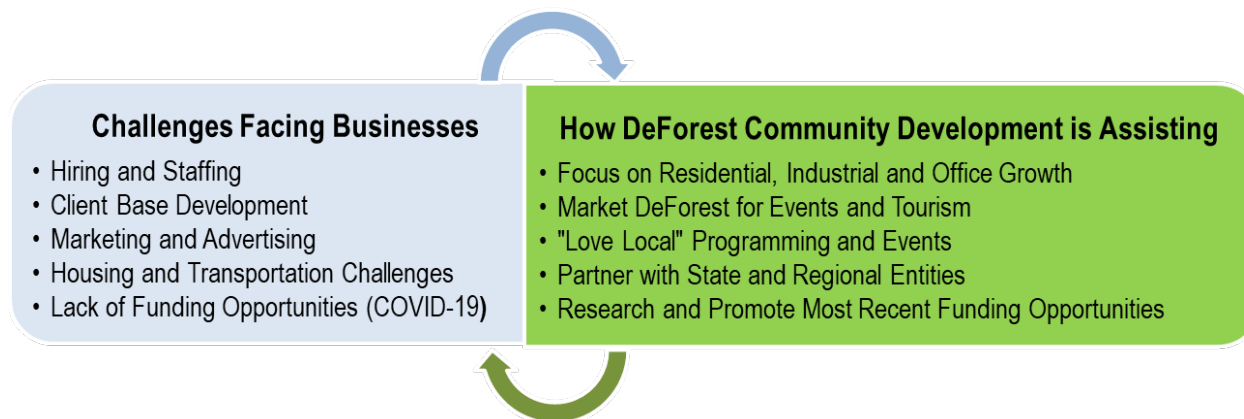
Promote and Assist Existing DeForest Businesses

Business retention is perhaps the most fundamental part of economic development. Having a thriving business community is vital to DeForest residents for everyday needs, as well as for future attraction of new businesses. Further, most new economic activity—addition of new jobs and increased tax base—is directly attributable to an existing business. This is either through actual expansion of an existing business, a new business providing a supply-chain source for an existing business, or a business from a related industry convinced they can succeed because an existing business is succeeding. There are limited ways in which a municipality can, or should, involve itself directly in a businesses' success. However, there are certainly ways in which a municipality can be a partner toward success for its business community.

In late 2020, DeForest conducted a virtual business walk event that garnered responses from 84 businesses in DeForest. The responses were from a diverse group of industries, ranging from businesses with one employee to those with more than 400 employees. In the survey and in subsequent roundtable discussion, businesses were asked what challenges they were facing, and how DeForest could assist. Figure 2.4 summarizes the results. Based on that feedback, DeForest will continue to enhance policies and begin new programs to do the following:

- Pursue growth and tourism to bring more workers and customers to DeForest
- Promote shopping, eating, and “loving local” to keep customers in DeForest
- Partner with state and regional entities, such as workforce and transportation agencies, for job fairs and ride share programs
- Provide information and resources for current funding opportunities
- Address lack of available housing and transportation options for employees (see Housing & Neighborhoods and Transportation chapters)

Figure 2.4: Existing Business Challenges and Responses



More broadly, the Village intends to establish a formal business retention and expansion program to support DeForest businesses and create partnerships to address challenges in the local economy. Coordination with the DeForest-Windsor Chamber of Commerce and Village of Windsor will be sought. There are many different business retention and expansion models to consider. Regardless of model, as part of its business retention and expansion program, the Village intends to establish and maintain contact with existing local businesses in a format and frequency desired by each local business. This may include regular contact and assistance for one business, and simply staying out of the way for another. The Village intends to stay in front of existing businesses with value-added propositions to show its commitment to their success, and subsequently use those relationships to aid in attracting new businesses.

Brand and Market DeForest for Economic Opportunity

The future of economic development is contingent on attracting people, which comes first when attracting business and development. The Community Development Director will work as part of a team to focus on what will enhance DeForest as part of a larger region, but what sets us apart. Further, the Community Development Director will work to ensure that this brand is communicated to a larger audience through traditional and social media, advertising toward targeted audiences and directed toward the economic development website: <https://developdeforest.com/>.

Three related focus areas toward enhancing and communicating DeForest's brand toward economic opportunity are placemaking, sports and leisure tourism, and community signage, described as follows:

→ **Placemaking.** Placemaking is an important facet to economic development. Enhancing a community to attract people is an essential first step toward attracting businesses and ensuring their success. Businesses need people to shop, eat, and work at them. Making investments in creating a place for people has been an important principle in DeForest for many years. DeForest's investment in its parks, trails, and community events are popular examples of these efforts. DeForest staff has also engaged the community to tell its story about choosing DeForest through the "Love Local" campaign. There are many ways communities can make themselves a place to be: conducting a public art contest, facilitating events featuring local businesses, pursuing redevelopment, and partnering with developers. DeForest will pursue these ideas and more.



→ **Sports and Leisure Tourism.** Leveraging natural and man-made assets toward bringing people to DeForest is a great opportunity for economic development. DeForest has a growing number of assets that attract people, and the Community Development Director will

leverage those assets toward attracting compatible economic activity. The DeForest community development team has been working with organizations like Destination Madison and the Madison Area Sports Commission to ensure that DeForest is on the map for tournaments and large events. In 2021, the DeForest area hosted the BMX National Championships and more than 20 baseball/softball tournaments in the DeForest Athletic Complex's first year of operation. The Upper Yahara River Trail is also a destination for residents and visitors.

- **Community Signage.** DeForest has begun to brand itself with new community signage at gateways to the community, business parks, and other important locations. This will continue as funding is available through TIDs and other opportunities. In future years signage is expected to be placed at the southern entryway to DeForest on Highway 51 (see Map 5-3 in Land Use chapter), three locations along Highway 19 and near the entryway to DeForest on County Highway V from the east. Community wayfinding (directional) and new park signage is also part of this effort, which contributes to DeForest's brand and sense of place.



Advance Revitalization in the Downtown and Other Redevelopment Areas

In Spring 2021, the Village Board and Community Development Authority (CDA) authorized a process to update a Village redevelopment plan. The updated *General Plan for Redevelopment*, scheduled to be adopted in early 2023, will allow the Village and CDA to engage in land acquisition, borrowing, and other redevelopment activities within designated “redevelopment project areas.” Within such areas, the Village and CDA prioritize the renovation or reuse of existing buildings and sites, new buildings and uses replacing vacant or vacated existing buildings, or some combination. Redevelopment planning was done via an open process involving property owners and the interested public (25+ public meetings were held), and is most directly guided by the CDA. The CDA’s functions are summarized in Figure 2.5.

2020 Community Survey Response

“Good progress lately; would like to see more focus on rebuilding a real downtown area with amenities like retail/restaurant/housing/activities that are made.”

Figure 2.5: DeForest Community Development Authority Functions

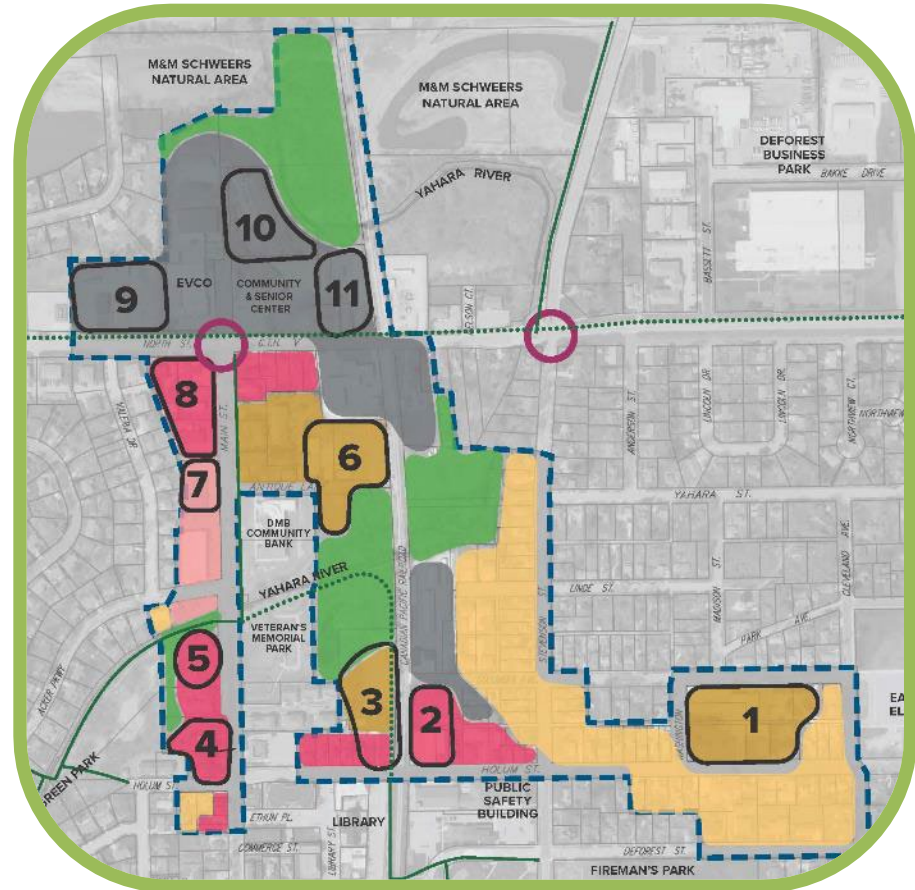
In March 2022, after extensive stakeholder input, technical analysis, and policy considerations, the CDA and Village Board designated the boundaries of Redevelopment Project Areas A, B, and C. The *General Plan for Redevelopment* includes project area plans for these three geographic areas near the center of DeForest. Each project area plan identifies future redevelopment opportunities and steps to achieve them. A summary of the three Redevelopment Project Areas follows on the next page. See the *General Plan for Redevelopment* for significantly greater detail.



→ **Downtown Redevelopment Area A.** The focus of the Area A plan is for continued revitalization of the Village's downtown area, extending from Holum Street north to North Street, while maintaining the downtown as a comfortable place to live for many DeForest residents. Within the 101 acres of Area A, eleven different suggested "priority redevelopment sites" are shown on the map crop to the right. Efficient and meaningful redevelopment of some of these sites will require assembly of two or more tax parcels. The Area A plan also features different redevelopment options for the Holum Center site—a 3.8 acre site that has become DeForest Area School District surplus land.

→ **Northern DeForest Plaza Redevelopment Area B.** The focus of the Area B plan is to upgrade aging commercial properties and enhance and modernize business activity in the current commercial area east of the intersection of Main and South Streets. Here and elsewhere, it will be important to remember that the market for "bricks and mortar" commercial uses is not what it used to be, and perhaps never will be. So, more opportunities for drive-through commercial and for residential conversation should be considered. This also brings more customers.

→ **Eastern/Karow Farm Redevelopment Area C.** The focus of the Area C plan is to provide housing at various densities, ideally focused on the local workforce, seniors, or both, and to effectively manage stormwater and provide flood storage during rare events such as what occurred in March 2019. With new development projects, the Village will also ensure safe and redundant ingress/egress during flood events.



Wisconsin's comprehensive planning law requires that communities identify "Smart Growth Areas" in their comprehensive plans. Smart Growth Areas are defined as "areas that will enable the development and redevelopment of lands with existing infrastructure and municipal state, and utility services, where practical, or that will encourage efficient development patterns that are contiguous to existing development and at densities which will have relatively low municipal, state governmental, and utility costs." These three redevelopment areas are DeForest's Smart Growth Areas.

3

Natural & Cultural Resources

- Describes environmental protection and community building efforts
- Links these efforts to quality of life and land use planning

Goal

DeForest's natural resources, memorable places, and community activities define the Village's image. The Village will continue to be a steward of its land, water, and natural resources; enhance and celebrate its special places and events; and protect residents against natural hazards like flooding.



Natural & Cultural Resources Initiatives Summary

Initiative (click on link to learn more)	Description	Funding	Responsibility
<u>Protect and Evaluate Environmental Corridors</u>	Environmental corridors are a layering of floodplains, wetlands, and other key elements of the natural resource base. The Village will work with CARPC and landowners to assure accurate and consistent environmental corridor boundaries, and to explore changes in criteria for determining environmental corridors. The Village will also enhance the quality and protection of environmental corridors.	Wisconsin Stewardship and Federal LAWCON programs; Partnerships with CARPC, Dane County, WisDNR, USFWS, nonprofits, and developers; General fund	Village Zoning Administrator, in collaboration with CARPC staff, and with assistance from Village planning and engineering consultants. Ordinance and corridor changes would require Village Board action.
<u>Help Protect and Improve Water Quality in the Yahara Watershed</u>	Because DeForest is located near the headwaters of the Yahara River, local actions can have a significant impact on water quality in and downstream from the Village. The Village intends to lead and participate local and regional efforts to improve water quality, including continuing to manage winter salt use, emphasizing leaf collection, street sweeping/cleaning, keeping storm drains clean; promoting stormwater infiltration; and installing and promoting green infrastructure.	Partnerships with regional watershed groups and Friends of the Yahara River Headwaters, with potential funding from Madison Metropolitan Sewerage District (MMSD), County, WisDNR, General fund	Village Public Services Director, with assistance from Village engineering consultant, and in coordination with watershed organizations.
<u>Preserve, Enhance Celebrate, and Create Memorable Places</u>	Memorable places in DeForest include the Upper Yahara River Corridor and Western Green Park, Fireman's Park, DeForest Athletic Complex, the Library, and other spaces and places. These define the Village's image and quality of life. The Village will work to enhance these places, guide residents and visitors to them, and collaborate on creating new memorable places as opportunities present.	Wisconsin Stewardship and Federal LAWCON programs; Madison Community Foundation; National Endowment for Arts; Tax incremental financing; General fund	Village Recreation & Community Enrichment Director with assistance from various staff and consultants the Chamber, the DeForest Area Historical Commission, and other groups.
<u>Mitigate Effects of Natural Hazards</u>	In conjunction with Dane County, the Village updated its Natural Hazard Mitigation Plan in 2022. As identified in that plan, the Village will pursue mitigation strategies to help lessen impacts of natural hazards on property and life in the Village. These particularly relate to flooding, and including site-specific efforts and broader strategies like increasing the tree canopy to increases water absorption.	Various State and Federal grants available through WisDNR and the Wisconsin Emergency Management Agency	Village Police Chief and Public Services Director, with assistance from Village engineering consultant, and with direction from the Emergency Preparedness Committee.

OBJECTIVES

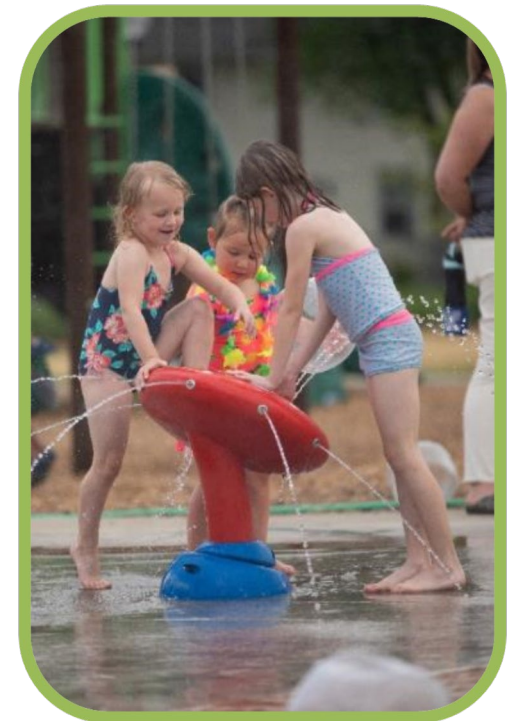
- a. Protect and preserve environmental corridors given their multiple benefits to flood control, scenic beauty, recreation, public health, and wildlife habitat.
- b. Manage the quality, quantity, and temperature of water entering area waterways, and promote infiltration wherever practical.
- c. Enhance the cultural integrity and activity in the Village through preservation of historic and cultural resources and memorable places.

2020 Community Survey Response

"The Village should expand maintenance of green space and better preserve the Yahara River corridor (i.e., including native plantings, environmental buffers, invasive plant management)."

POLICIES

1. Limit impervious surfaces in stormwater infiltration areas, hydric soils (soils formed under wet conditions), and non-metallic mineral resource concentrations.
2. Encourage landowners and developers to preserve scenic views when preparing private development proposals.
3. Maintain, expand, and diversify the urban tree inventory on public lands, and serve as a resource for landowners to manage other mature trees and woodlands.
4. Cooperate on the protection of regional natural resources and systems, such as the Yahara River, Token Creek, Cherokee Marsh, and Northern Corridor. See Chapter 6: Land Use for further information.
5. Enforce Village-administered environmental regulations such as erosion control and stormwater management, floodplain, shoreland, shoreland-wetland, wellhead protection, and relevant regulations in the zoning and subdivision ordinances designed to preserve different elements of the environment.
6. Assist nearby municipalities in their efforts to protect large tracts of farmland for long-term agricultural production, in mutually agreed areas, such as Agricultural Preservation Areas on Map 5-1 and other areas so identified in the *Dane County Farmland Preservation Plan*, and to manage stormwater and sediment from such tracts.
7. Encourage agricultural-related industry, such as bio-based products and biotechnology development, in the DeForest-Windsor-Vienna Area.
8. Work with the School District, Chamber of Commerce, DeForest Historical Society, DeForest Area Community and Senior Center, DeForest Area Public Library, and other community organizations to promote cultural facilities and community and family-based places, events, and programs.



INITIATIVES

The following pages further describe the Village's initiatives included on the cover page of this chapter.

Protect and Evaluate Environmental Corridors

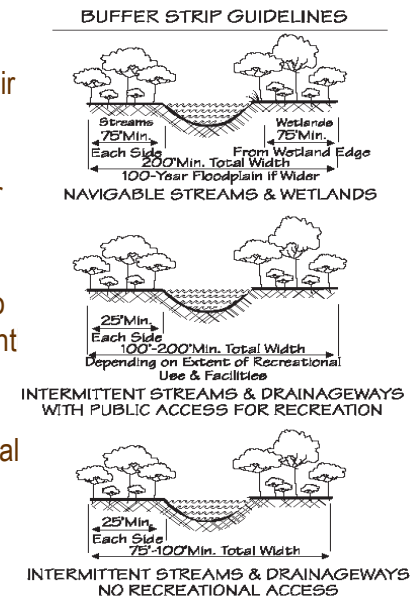
Environmental corridors are continuous systems of open space, based mainly on waterways, which include environmentally sensitive lands and natural resources. They have environmental, ecological, passive recreational, stormwater management, groundwater protection and recharge, erosion control, wildlife, and scenic value. Environmental corridors also have severe limitations for development; therefore, minimizing development in these areas also protects private property. In total, environmental corridors provide a construct for natural area preservation and for land use planning, guidance, and regulation.

As they are presently configured, environmental corridors (including parks) are depicted on Map 5-1: Future Land Use in the Land Use chapter and on [CARPC on-line maps](#). At time of writing, there are minor inconsistencies between these two sources that the Village will work with the Capital Area Regional Planning Commission (CARPC) staff to reconcile. The Village of DeForest has defined and mapped environmental corridors according to criteria in the current *Dane County Water Quality Plan* as managed by CARPC and described in the graphic to the right. Many of these features are otherwise protected by government regulation.

The Village intends to allow farming and existing development to continue within mapped environmental corridors. The Village does not intend to allow within environmental corridors new buildings that do not replace old buildings and significant expansions to existing building footprints, unless the environmental protection laws are otherwise followed or an environmental corridor boundary is determined to be in error. If an error or discrepancy in environmental corridor boundaries is discovered, or the feature that led to an area's mapping as an environmental corridor no longer exists or has shifted, the Village will work with CARPC staff to assure correct corridor boundaries. Aside from addressing obvious errors,

What features are included in environmental corridors?

CARPC staff works with local units of government to delineate environmental corridors, usually as part of the process to expand an urban service area. Environmental corridors typically include water bodies, drainageways, and their buffers (see graphic to the right); 100-year floodplain; wetlands and their buffers, slopes greater than 12 percent adjacent to a floodplain, wetland, or water body; areas of unique vegetation or geology especially where adjacent to a water body; and permanent public lands like parks, natural areas, and stormwater basins. In general corridors should contain sufficient width and ground cover to provide movement of wildlife clear of maintained lawns and landscaping.



CARPC has two procedures to change environmental corridor boundaries once mapped. Major changes require CARPC and Wisconsin Department of Natural Resources (WisDNR) approval. Minor changes may be approved by the Village Board.

In 2023, CARPC intends to reevaluate the criteria and methodology for determining environmental corridors in Dane County. This may involve adding, subtracting, or changing the features included in environmental corridors, including whether CARPC-designated “stewardship areas” should be included. “Stewardship areas” include the 500-year floodplain (also known as areas with a 0.2% annual risk of flooding) and potentially restorable wetlands and hydric soils. The Village intends to participate in this process, and following will evaluate how to respond locally to the result. This may or may not involve adjustments to the environmental corridor boundary in Map 5-1, which would first require amendment to this *Comprehensive Plan*. Regardless, the Village encourages preservation of stewardship areas where practical.

The Village maintains environmental regulations—such as floodplain, shoreland, wetland, and mature woodland protection standards—that address environmental corridor protection. Still, these regulations do not fully protect environmental corridors. Further, the Village frequently addresses questions as to whether certain types of structures and surfaces (e.g., fences, play structures, multi-use paths) are allowed within environmental corridors. Therefore, and ideally following the CARPC environmental corridor reevaluation process described above, the Village will revisit local zoning procedures to address these matters. These may include minor adjustments up to an environmental corridor overlay zoning district.

Help Protect and Improve Water Quality in the Yahara Watershed

The Village is located near the headwaters of the Yahara River. Environmental impacts of the Yahara River that occur in the Village affect local water quality and can persist and be magnified further downstream in the Yahara chain of lakes. Lakes Mendota, Monona, Wingra, Waubesa, and Kegonsa provide roughly 29 square miles of interconnected waters which is equivalent to about 193 billion gallons of water. The path to protection and recovery begins with the adoption of conservation practices in agricultural and in urban and suburban areas. Thawing farm fields in winter and early spring are particularly high contributors to algae-producing phosphorous. In suburban areas like DeForest the autumn leaf-fall period also contributes to phosphorus pollution, particularly when coupled with heavy rains.

The Village intends to participate in local and regional efforts to improve water quality in the Yahara River and Yahara chain of lakes. These efforts include collaboration with several entities, including the following organizations and collaborations:



- Friends of the Yahara River Headwaters, a local organization which has a mission to enhance and protect the quality of the Yahara River headwaters while educating the community and providing sustainable recreational opportunities.
- Yahara CLEAN (Capital Lakes Environmental Assessments & Needs) Compact, a coalition of 19 partners and collaborators who are working to improve the condition and usability of Dane County's lakes and beaches.
- Yahara WINS (Watershed Improvement Network), an initiative to reduce phosphorus loads in the Yahara Watershed.
- MAMSWaP (Madison Area Municipal Stormwater Partnership), a partnership of 22 municipalities in Dane County to reduce adverse impacts to water quality from urban sources of stormwater runoff.
- Wisconsin Salt Wise, a coalition of organizations working to reduce salt pollution in local lakes, streams, and drinking water.

In recent years, the Village has had several successes in improving local and regional water quality under the umbrella these partnerships provide. For example, through Wisconsin Salt Wise, DeForest reduced annual salt use by 200 tons, which has both improved water quality and saved money without compromising traffic safety.

Looking forward, other priorities of the above partnerships most relevant to the Village are listed below:

- **Encouraging leaf collections, street sweeping/cleaning, keeping storm drains clean, and composting—particularly during fall.** Regularly removing leaf litter from streets and storm sewer inlets helps prevent rainwater-leached phosphorus from entering storm sewer systems. Educating the public on how to properly store yard waste for pick-up (i.e., out of streets and gutters) and how to dispose of yard waste if not set out for collection (i.e., not near adjacent waterways) are also important.
- **Emphasizing stormwater infiltration over movement.** Infiltration helps keep phosphorus and other pollutants out of waterways, in addition to helping maintain clean water for local wells. Using areas with sub-surface glacial till deposits for enhanced infiltration will be prioritized, as will protecting internally drained lands and wetlands (i.e., closed depressions) to naturally retain and absorb runoff.



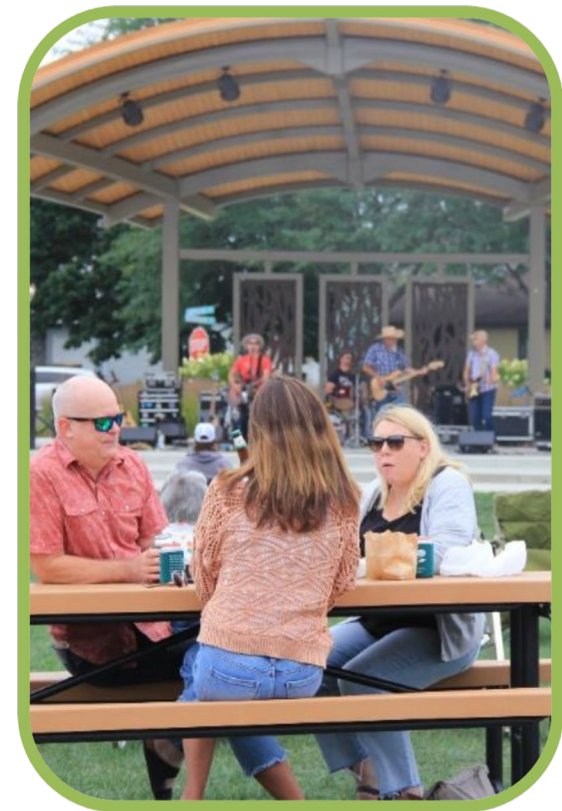
- **Increasing green infrastructure installations in parks, new developments, and existing residential and commercial properties.** Incorporating and encouraging nature-based solutions such as rain gardens, bioswales, infiltration trenches, and permeable pavement helps capture, absorb, and filter runoff. Tools such as stormwater utility credits, rate adjustments, and recognitions to reward action will also be considered.
- **Implementing Recommendations from Recent Streambank Erosion Control and Habitat Studies.** These include the *Upper Yahara Riverside Habitat Assessment* from Quercus Land Stewardship Services and the *Yahara River Streambank Erosion Assessment and Five-Year Plan* from Stantec. Recommendations include techniques to manage and reverse streambank erosion and restore lands along the River. The Village intends to budget for recommended work over the next five years, particularly if WisDNR matching grants can be secured.

Preserve, Enhance, Celebrate, and Create Memorable Places

The Village has redoubled efforts in recent years to create and encourage memorable places—with new and improved entrants including the Fireman's Park/Village Campus area and DeForest Athletic Complex. Memorable places like these and reliable standbys like the Upper Yahara River Corridor, Western Green Park, and the DeForest Area Public Library define the Village's image and enhance quality of life.

The Village will work to enhance these memorable places, guide residents and visitors to them, and collaborate on new memorable places as opportunities present. Specific approaches may include:

- **Continued Community Celebrations.** Events like the Yahara Riverfest, Friday Flicks, Brews and Bites, Fri-Yay! Eve, Dragon Arts Fair, and Candlelight Hike celebrate and educate around key assets like the River and Norwegian heritage. Events will be continued and expanded, where possible. Though challenging, winter events can help build community through “dark (and colder) times.”
- **Continued Park and Trail Network Enhancements.** See the [Advance Park and Recreational Projects with Community Development Impacts](#) initiative within the Community Facilities & Utilities chapter.
- **Continued Education and Interpretative Opportunities.** The Yahara River and other natural areas serve as natural laboratories and classrooms for lifelong education. The Village will continue to use these memorable places as education opportunities, such as through interpretive signage, maps, and partnerships with youth and community organizations on restoration and clean-up activities. The Village also encourages the



DeForest Area School District to incorporate the river and habitat protection issues into school curriculum.

- **Continue to Mark Key Community Gateways.** DeForest’s northwestern community edge—along North Street near the Interstate—is particularly well marked with a dramatic gateway sign. The Village will continue to advance marking other gateways, including along North Street at the Village’s east edge, Highway 51 at its south edge, and along Highway 19 as opportunities present. Expansion and modernization of the Village’s wayfinding signage system will also be considered.
- **Support Private Development of More Memorable Places.** “Memorable places” are not always public spaces. They often include privately-developed sites like coffee shops, brewpubs, wineries, hotels, waterparks, exercise and activity centers, and other places. They may also include collections of these places—like via redevelopment of DeForest’s downtown as laid out in its *General Plan for Redevelopment*. The Village encourages such private efforts.

Mitigate Effects of Natural Hazards

The Village of DeForest participated in an update to the *Dane County Natural Hazard Mitigation Plan* in 2022. Such participation provided the Village with an opportunity to assess natural hazards like flooding, make decisions on how to best limit the loss of life and property when they occur, and secure mitigation project grants from the state and federal governments.

With direction from the Village’s Emergency Preparedness Committee and the interested public, the Village identified several mitigation strategies and actionable steps to mitigate impacts from natural hazards, particularly flooding in the following areas:

- Along Scott Drive, North Halsor Street, East Holum Street, Dahl Park, and the Karow property near the Village’s east edge.
- In and near Liberty Land Park.
- Near Shooting Star Circle in the Heritage Gardens neighborhood.
- Within currently vacant land east of South/Main Street intersection.

Specific action steps for each of these and other mitigation strategies are listed in the DeForest annex to the [Natural Hazard Mitigation Plan](#). These include supporting retrofitted urban stormwater best management practices, which may include land acquisition for development of more or better regional stormwater areas. Funding support may come from federal and state hazard mitigation, water quality, open space preservation, and infrastructure resiliency grants.

2020 Community Survey Response

“Creating community resiliency should be a priority. This includes managing stormwater, implementing green infrastructure (preventing the flooding we saw a couple years ago), improving the density and quality of our urban forest, and continuing to grow and improve our parks and recreation system.”

In addition, a healthy and abundant tree canopy has multiple benefits, which include absorbing large quantities of water to minimize flooding. Other benefits complement other natural and cultural resource initiatives within this chapter and increase property values. The Village will therefore regularly maintain, increase where possible, and replace where necessary street terrace trees and park trees, aiming for a diverse urban forest. This may include following the WisDNR's 20-10-5 recommendation: plant no more than twenty percent from one family, no more than ten percent from one genus, and no more than five percent from one species (including cultivars). DeForest also intends to maintain regulations that encourage the maintenance of mature trees and woodlands, and require landscape plantings within development projects.



4

Housing & Neighborhoods

- Establishes Village direction for housing development, enhancement, and maintenance
- Includes principles for developing livable neighborhoods

Goal

DeForest will support opportunities for residents and workers to have decent, safe, affordable housing in attractive neighborhoods. The Village’s housing mix should continue to include single-family housing as a staple, while allowing different choices to meet current lifestyles and market demand.



Housing & Neighborhoods Initiatives Summary			
Initiative <small>(click on link to learn more)</small>	Description	Funding	Responsibility
Achieve a Housing Mix that Preserves DeForest’s Character While Accommodating Choice	The Village will strive for a future housing mix that generally reflects the Village’s historic housing mix of predominantly single-family homes. The Village will also facilitate different living options to accommodate shifting household desires and affordability concerns. These include twin homes and townhomes, senior living, apartments of different densities and configurations to reflect their setting, and mixed residential/commercial use projects.	General fund and development fees and reimbursements will be used to monitor and implement	Zoning Administrator and Village Planner will be responsible for monitoring progress and informing developers of this initiative and working with them to achieve it. Through their development approvals, the Village Board and Plan Commission will implement this initiative.
Promote Thoughtful Siting and Design of Higher Density Housing	The Village will accommodate moderate- to higher-density housing types in planned locations. Recognizing the concerns of many residents towards higher-density housing and prior experience, the Village will insist that higher-density housing demonstrate high-quality design, thoughtful siting per this Plan, and effective maintenance and management.	General fund and development fees and reimbursements. Continue to seek state and federal grants and partnerships to provide amenities that are attractive to residents	Zoning Administrator and Village Planner will be responsible for monitoring progress and informing developers of this initiative and working with them to achieve it. Through their land use planning decisions and development approvals, the Village Board and Plan Commission will implement this initiative.
Support More Housing for DeForest’s Seniors and Workforce	The Village will collaborate to increase the supply of housing for senior citizens and the large local workforce. A number of potential planning, regulatory, incentive, and collaborative approaches may be used to advance this initiative in a manner than respects other community values.	Variety of potential sources, including county, state, and federal grants, and partnerships with developers, banks and others, tax incremental financing (TIF)	Village Board, Community Development Authority, and Community Development Director, with support from the Village Administrator, Village Attorney, and Village Planner.
Advance Neighborhood Development Planning	Neighborhood development plans are the bridge between this Plan and subdivision platting, and are usually required before land may be added to the urban service area.	Funding partnerships with the affected developers and owners of land. TIF planning funding is also possible where available	Village Planner, with assistance from other Village staff and consultants; Planning and Zoning Commission and Village Board provide policy guidance and approvals.

OBJECTIVES

- a. Promote a housing mix that:
 - Reflects the Village's desire to continue to be a family-oriented community.
 - Generally maintains the Village's prevailing housing mix and quality.
 - Includes sizes and types to reflect evolving lifestyles and demographics.
 - Provides options for DeForest's workforce, elderly, and young adults.
 - Supports desired employment, shopping, dining, and services growth.
 - Corresponds with capabilities to provide public services and facilities.
- b. Promote neighborhoods that:
 - Provide an attractive living environment for all residents.
 - Incorporate a mixture of housing types, sizes, and costs.
 - Are built around, preserve, and celebrate natural assets, like the Yahara River.
 - Have interconnected road, trail, and sidewalk networks.
 - Are connected to nearby neighborhoods, parks, schools, jobs, and shopping.



POLICIES

1. Encourage a supply of vacant lots, homes for sale, and developable land to maintain a vibrant housing market.
2. Guide new housing to planned neighborhoods and mixed use areas with convenient access to commercial and recreational facilities, transportation, schools, shopping, services, and jobs.
3. Integrate higher density developments into the fabric of the Village, in areas, densities, and designs consistent with the Future Land Use map and Figures 4.2 and 5.1.
4. Facilitate housing for DeForest's workforce and elderly, including owner-occupied and rental housing options.
5. Require strong architectural quality, landscaping and buffering, and resident amenities in new neighborhoods and housing developments.
6. Work with County, State, and local lenders to assist homeowners and landlords with rehabilitation.
7. Direct eligible persons to public and non-profit housing programs to promote and preserve decent, affordable housing for persons of different incomes, the elderly, and people with special housing needs.
8. Engage in and support programs to help maintain and rehabilitate the Village's existing housing stock.
9. Monitor areas of aging multiple family housing so that they remain an asset, and work with owners and managers to address problems.
10. Encourage new neighborhoods that are interconnected, protect environmental resources, achieve design creativity, manage density and transitions, and follow the guidelines presented later in this chapter.

INITIATIVES

The following pages further describe the Village's initiatives included on the cover page of this chapter.

Achieve a Housing Mix that Preserves Village Character While Accommodating Choice

As suggested in the Introduction and Vision chapter, DeForest's "small community character" is a primary reason why Village residents choose to live in the community. For many, a housing mix that favors the single-family detached home, and perhaps other smaller-scale housing like two-family condominium buildings, is central to that opinion.

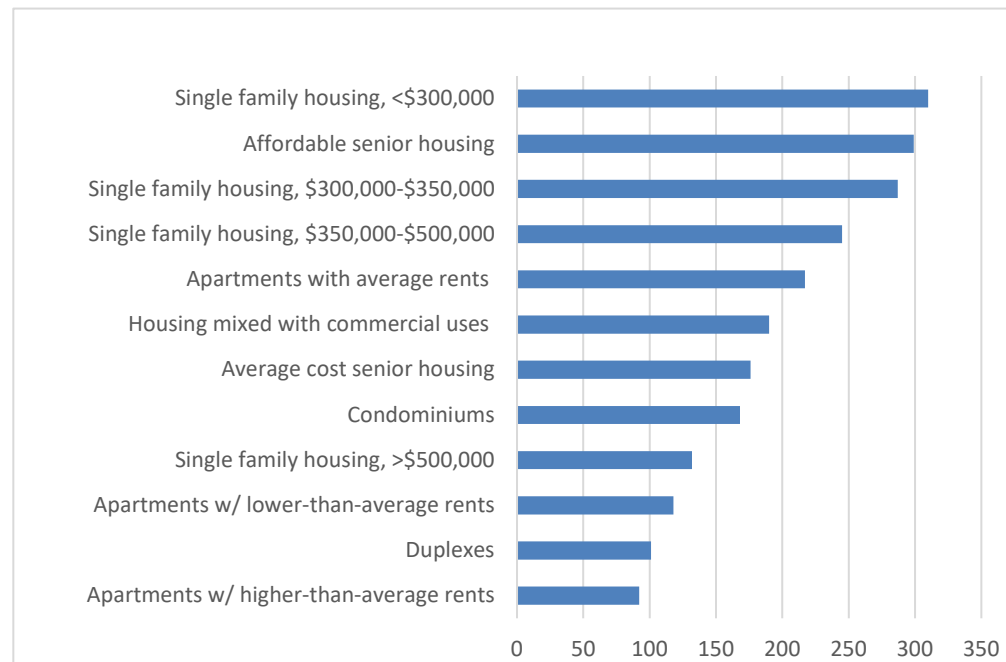
At the same time, many current and potential residents desire a range of housing choices and prices that are sometimes not accommodated in a single-family home.

As suggested in Figure 4.1, current residents generally support different housing choices, including more affordable single family housing, senior housing at different costs, apartments, and mixed residential/commercial buildings.

The Village will attempt to achieve a future housing mix that generally reflects the Village's historic housing mix. Approximately 60% of all housing units in the Village have been single-family homes. This percentage has been largely unchanged over the past two to three decades. As part of its annual evaluation of *Plan* performance (see Implementation chapter), the Village will monitor its then-current inventory against this percentage. The Village *may* adjust its subsequent planning and zoning decision making if the percentage begins to significantly diverge from 60%.

At the same time, the Village will facilitate different living options, including small single-family lots and sites (e.g., <1/5 acre), twin homes and townhomes (in condominium and other configurations), various senior living options, apartments of different densities and configurations, and mixed residential/commercial use projects. Densities, locations, and design of these other

Figure 4.1: What Types of Housing Should the Village Promote?



Source: 2020 Village of DeForest Community Survey

Note: Results based on respondent perceptions in fall 2020. Home prices have increased since then (see Figure 1.3), and are likely to increase in the future.

housing options are guided by a subsequent initiative in this chapter, the Future Land Use map and associated policies in the Land Use chapter, and Village zoning and subdivision regulations. Thoughtful decision making on higher-density housing options is critical to their future viability.

The Village will pursue a number of different approaches to achieve its desired housing mix, including the following:

- Ensuring that single-family homes comprise a significant percentage of all new housing units within each new neighborhood.
- Ongoing marketing towards current and prospective homeowners in the Madison metro area.
- Information sharing with regional realtors to advance perceptions of DeForest as a place to live in the north metro area.
- Continuing to partner with developers and builders to create attractive neighborhoods, including on Parade of Home sites.
- Allowing smaller lots and narrower streets (i.e., lower development costs), such as via a “traditional neighborhood development” (TND) zoning district.
- Helping reduce development costs for single-family neighborhoods without burdening the taxpayer or compromising function or quality.
- Continuing to enhance recreation, schools, education, arts, and athletics, in partnership with the DeForest Area School District and other area groups.
- Continuing development and maintenance of the Village’s park and trail network, described in the Village’s *Park and Open Space Plan*.
- Developing memorable places, services, and events to enhance the sense of community and residential environment in DeForest.
- Continuing “Welcome to DeForest” improvements, particularly along Highway 51, Highway V, Main Street, and the Interstate.

2020 Community Survey Response

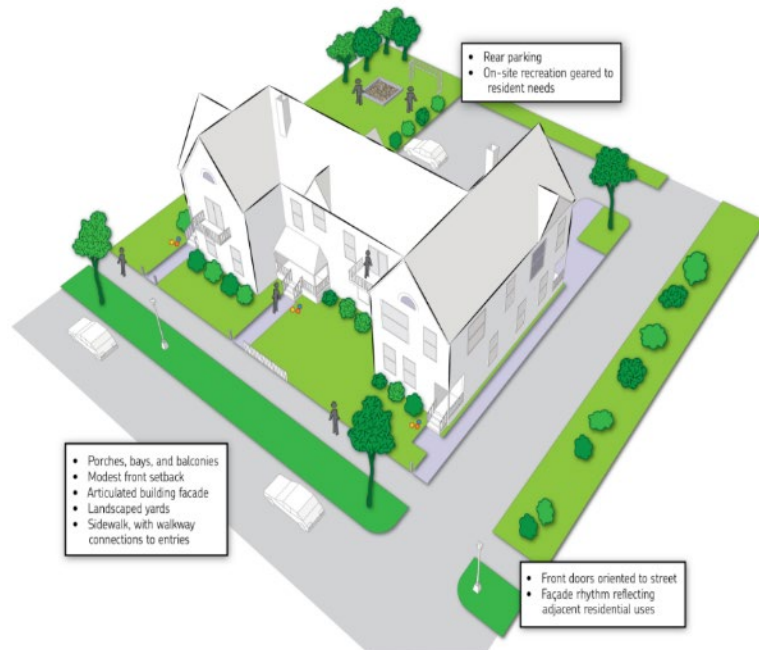
“We need more affordable single-family housing in DeForest. Owning a home in DeForest has become so expensive!”

2020 Community Survey Response

“Build more single-family housing in new neighborhoods for individuals looking to buy in the \$250,000 to \$300,000 range. There are a lot of Millennials and young families looking to buy houses and they need more options.”

Promote Thoughtful Siting and Design of Higher Density Housing

The housing market in DeForest and elsewhere in suburban Dane County demonstrates strong demand for attached twin homes, townhomes, and apartments. This is due to a number of factors. These include Baby Boomers looking to downsize; the overlapping and growing elderly population seeking housing with fewer responsibilities and more support; the large number of Millennial and Generation Z households with different housing preferences, fewer marriages and kids, and lingering debt; increasing worker mobility between jobs and regions; largely stagnant workforce wages; and increased lot and housing costs. Residential developers have and will continue to respond to this demand.



Thoughtful design, scale, and siting is critical for new multiple family residential development in DeForest—including moderate-scale “missing middle” types such as that illustrated here.

about the placement, size, and character of multiple-family housing—particularly with relation to their nearby, mainly single-family neighborhoods and their desire for “small community” character. These sentiments are reflected in the statements to the right from two DeForest residents responding to the 2020 community survey.

The Village intends to accommodate a variety of moderate- to higher-density housing sizes and types—provided that all demonstrate high-quality design and thoughtful siting. These include “missing middle” types of housing, such as twin homes, townhomes, and garden apartments. Such moderate-density housing types should provide character and architectural standards similar to single-family homes, which will help them blend into and include in mostly single-family home neighborhoods. These moderate-density housing types also serve as effective transitions between high-density apartment buildings and lower-density single-family homes..

As evidenced by community survey responses (see Figure 4.1 for example) and other input, there is community support for DeForest to accommodate a range of housing types and densities. Still, some Village residents have expressed concern

2020 Community Survey Response

“I’ll mention again on not wanting large apartment complexes in the Village, unless they are built somewhere with a large environmental buffer to existing single-family neighborhoods.”

2020 Community Survey Response

“Lower-cost, small-scale, multiple-family housing is fine, but large-scale multi-story apartment complexes are not.”

The Village will help guide and inform this continuing community conversation. In addition to serving basic needs like shelter and safety, housing and neighborhoods contribute to social and economic health by promoting interaction and supplying employees and buying power. This increases the range of local restaurants and shops. New housing of all types also contribute to the property tax base, which in turn allows for new and upgraded roads, trails, parks, athletic complexes, and other community facilities and events. All of these benefits are in line with most residents' preferences. See the Economic Development chapter for further discussion of these relationships.

The Village also acknowledges that there are legitimate concerns with higher density housing when not thoughtfully sited, designed, configured, managed, and maintained.

In response, the Village promotes and will use the criteria in Figure 4.2 in siting and design decisions for higher density housing. These criteria were used in the development of the updated Future Land Use map, the Northern Interstate Corridor Plan, and the Highway 19/51 District Plan—all included in the Land Use chapter. They will also be used for amendments and updates to zoning regulations, along with land use and investment decisions, as directed by the Village Board.

Beyond the design and siting criteria in Figure 4.2, the Village also intends to pursue the following approaches. These relate more to effective configuration, maintenance, and management of higher-density housing and less to design and siting.

- **Connect landlords with resources.** Work with rental property owners, particularly within targeted housing rehabilitation focus areas near the downtown and otherwise identified in Village planning efforts. These contacts would communicate issues and potential solutions, and connect property owners with resources to upgrade properties. These may include Community Development Block Grant (CDBG), HOME Investment Partnership Program, and other grants and connections to non-profit housing rehabilitation organizations.
- **Involve service personnel.** Integrate community and protective services personnel in the design and review process for new higher density housing developments, so that they may aid in forming a development that provides lasting safety, security, and health over time, as opposed to having to deal with problems once they become apparent much later.
- **Involve the neighborhood.** Insist on neighborhood meetings and other outreach before, during, and following development application and construction.
- **Recruit developers with a good track record.** For multiple family developers, request a portfolio of past projects, and check references.
- **Seek quality inside and out.** Incorporate durable, sustainable, timeless, and energy efficient external and internal building materials, systems, and fixtures.



This tour of a nearby multiple-family building in advance of a development application is an example of effective involvement of fire and police personnel in the design process.

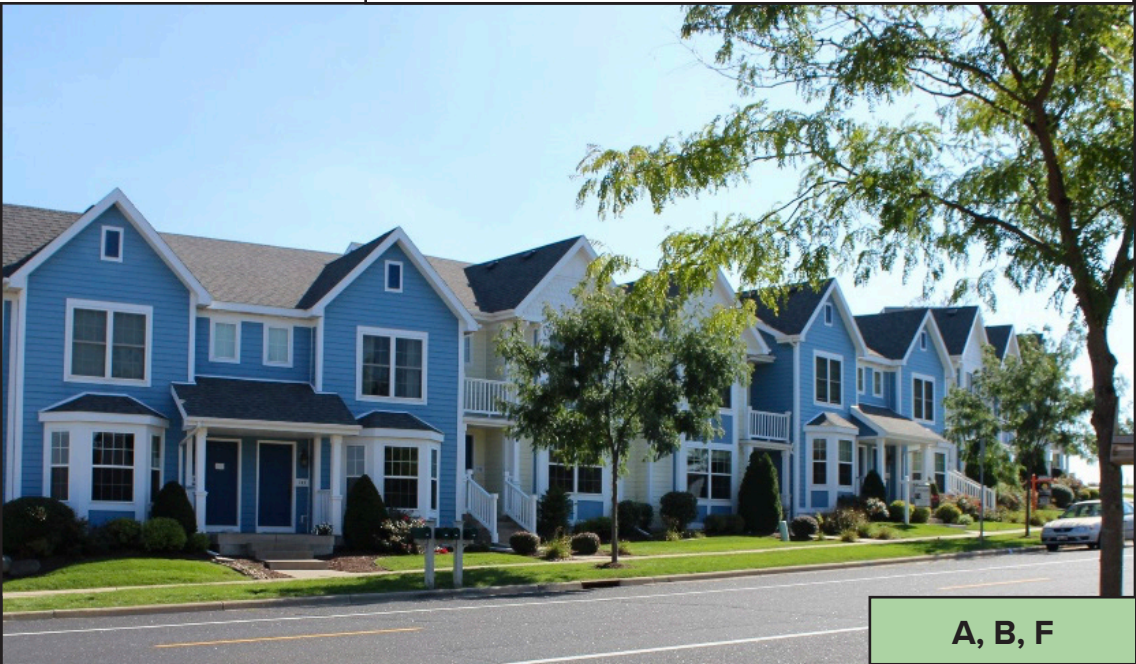
Higher density housing in a community like DeForest takes a number of forms, including condominiums, duplexes, townhouses, apartments, and mixed use buildings. Careful attention to the siting and design of higher density housing provides lasting, safe, quality places for families, seniors, young professionals, and the local workforce to live in a manner that contributes to the broader community.



Siting and Design Criteria
for Higher Density Housing



A, F, J



A, B, F



A, B, F



A, C, D, F, I



A, C, F, I, J



A, D, F



A, E, F

- A - Locate in a neighborhood or vibrant mixed use setting, like downtown.** This approach brings residents into a community rather than distancing them from it, and assures neighbors who will always care.
- B - Assure adequate road, utility, and service capacity.** Higher-capacity roads—or commitments to upgrade them—are important to safely manage increased traffic. Short drives to fire, EMS, and police are also important.
- C - Select sites and buildings for high public visibility and access, including to jobs and the region.** Locating buildings along roadways with street presence, with multiple ways in and out, and along sidewalks improves mobility and safety.
- D - Prioritize access and facilities for bikes and pedestrians over cars.** This approach helps manage traffic, pollution, and parking and improves health and mobility for populations that often have less ability to drive.
- E - Site near parks, schools, shopping, and commercial and community services.** Such proximities address common mobility limitations and provide broader community benefits such as more customers for businesses and more walkers (fewer buses) to schools.
- F - Ensure high-quality materials and design, regardless of desired price-points or rent.** Where projects with high-quality design may not work financially, allow greater densities or consider public support to lower per-unit costs.

- G - Blend more affordable developments into the broader community.** Where possible, blend housing units that are affordable to lower income persons with those that are not. This helps with community stability, provides move-up housing, improves project financial feasibility, and minimizes housing-related stigmas.
- H - Scale buildings and sites to respect and provide a healthy connection to the setting.** In some places, the rehabbing of existing units may be an appropriate scale. Other areas may support large apartments, particularly where land use transitions are occurring or planned to occur.
- I - Incorporate amenities providing a source of pride and a place to enjoy life.** Amenities should be matched to resident interests, such as a playground for family housing or a community service room for senior housing.
- J - Rely on good landscaping to both enhance security and define the property.** Decorative fencing can define character and enhance security, but well-designed housing should not rely on security or screen fencing, except for noise mitigation.
- K - Consider future conversion potential.** This is particularly important for senior housing.

- **Pre-plan for long-term maintenance.** With rezoning, planned unit development, or conditional use permit applications, require submittal of a maintenance plan and funding mechanism for carrying it out, and where possible utilize tools like deed restrictions and development agreements to carry these plans out. For larger projects, require an on-site manager or maintenance person, and service by a management company within an easy drive time.
- **Learn from the past.** Generally avoid situations where there will be multiple owners of different units where such owners will not likely be occupants. These types of configurations have often resulted in challenges years or decades later. Other lessons from the past include not concentrating higher-density housing to distant corners of the community (see Figure 4.2) and enabling inferior design in search of lower rents.

Support More Housing for DeForest's Seniors and Workforce

Housing costs in the Village of DeForest have increased dramatically over the past decade, and incomes have not kept pace. Per the Southcentral Wisconsin Multiple Listing Service, the median sale price of a single-family home in the DeForest-Windsor market increased by 91% from 2012 to 2022. Between 2011 and 2021, median household income in DeForest increased by only 33% per the U.S. Census Bureau. Additionally, per the Census Bureau, median incomes for renters in DeForest were stagnant over the past decade, while median rent increased by 28%.

In 2021, the Villages of DeForest and Windsor collaborated on the *DeForest-Windsor Housing Supply & Demand Analysis*. Through this analysis, the consultant identified an immediate need in DeForest for 64 more affordable units for seniors and 206 workforce housing units, only considering current DeForest residents. The need is projected to increase to approximately 290 units by 2030, with about 125 of these needed for seniors. When considering DeForest's non-resident workforce, the shortfall more than doubles.

Much of the DeForest workforce earns between \$45,000 and \$55,000 per year, with teachers, protective services personnel, and line workers in this range. However, to afford rent in most newer apartments in DeForest, the typical household income required by apartment managers is \$55,000 to \$75,000. This means that most new rental housing in DeForest is out of range of the workforce,

Some Key Definitions

- **Workforce housing** is housing priced to be affordable (i.e., $\leq 30\%$ of household income) and otherwise intended to meet the needs of the local workforce. Typically, the “workforce” have incomes that are too high to qualify for public assistance programs but too low to afford many housing options available in the area. The State of Wisconsin classifies “workforce housing” as housing affordable to households earning 60% of the county median family income, or \$61,700 in DeForest using 2020 data.
- **Senior housing** is housing that is intended for persons that are 65 years of age or older. Specific assistance programs or housing options may have their own set age for “senior” eligibility that is different, such as 62 or even 55 years old.

Data Source: U.S. Census Bureau, 2019 American Community Survey

especially if living without another wage earner. While taking on a working roommate may be an option for some, it is less practical for others particularly newcomers with fewer local ties.

As evidenced through several input opportunities during this planning process, there is community support for more senior and workforce housing. This support comes from local private and public employers, and from the community at large. For example, 87% of respondents to the 2020 community survey supported construction of more housing that is affordable for senior citizens with less-than-average incomes, with most also supporting it in or near their neighborhood. 58% of respondents supported construction of more housing that is affordable for all persons with less-than-average incomes, but only about one-half of this group expressed support for such construction in or near their neighborhood. Survey respondents also overwhelmingly supported construction of single-family housing costing under \$300,000, which is very difficult to attain.

What can or should the Village do to increase the supply of workforce and senior housing? Potential Village responses include the following:

- **Include workforce and senior housing as a component of redevelopment planning.** See the Village's 2023 *General Plan for Redevelopment*, or the summary in the Economic Development chapter.
- **Update the Village's residential zoning districts accordingly.** At time of writing, the Village was engaged in an effort to update its zoning ordinance, which will require separate Village Board approval. Efforts aimed towards enabling more workforce and senior housing may include modest reductions in minimum lot areas and widths within the single-family residential zoning districts, enabling twin homes and/or accessory dwelling units (e.g., "granny flats") within single-family zoning districts at least by conditional use permit, and revisiting densities within the Village's standard multiple family residential zoning district (RM-4). Density is perhaps the most important way to achieve reasonable rents without compromising engineering, building exterior, landscape, and other design requirements.

Workforce Housing Need Testimonial

"More local affordable housing is needed. Our number of volunteers who live within acceptable response times is dwindling, and many of our staff have identified cost as the top reason they are unable to move closer. We hope that our community can provide them the option of affordable, clean, and safe living options."

--Chief LaFeber, DeForest Windsor Fire-EMS



→ **Pursue different zoning options for new neighborhoods.** The Village will establish a “traditional neighborhood development” (TND) zoning district that allows smaller-than-typical lots and a range of “missing middle” housing types with pre-set neighborhood design requirements, but that do not require the developer to go through overly burdensome development approval processes. By State law, a TND district will be required of the Village once it reaches 12,500 persons, which should occur by the mid-2020s. A commercial/residential “flex” or form-based zoning option might also be considered.

→ **May explore tax incremental financing (TIF) to aid in funding workforce and affordable senior housing.** Where authorized in the associated tax incremental district (TID) project plan, the Village may support infrastructure and redevelopment expenses and/or provide incentives, where housing is targeted to the local workforce and seniors, particularly for redevelopment projects where costs are higher. The Village may also utilize the “affordable housing extension” provision in State law to keep a TID open for an additional year after it is set to expire. In return, the increment from that TID for that additional year can be used to support housing anywhere in the community. Seventy-five percent of additional increment under the “affordable housing extension” must be used to benefit housing that costs no more than 30% of the household’s gross monthly income, with the remainder available for housing of all kinds. Any such TID extension would require subsequent Village Board approval.

→ **Collaborate on other approaches to close funding gaps and reduce expenses.** This may include supporting builders of workforce and senior housing on tax credit and grant applications to the State or County. Both have housing development programs that may prove useful. Fee reductions may also be considered, but not those that shift a cost burden to the general population.

→ **Connect with community service personnel.** The Village may engage local public works, protective service, and social service personnel on solutions that address concerns with traffic, supportive services, emergency services, and crime. Such discussions may aid in identifying desirable new or expanded services or infrastructure. Participants could include local Public Works, Police and Fire Departments, the DeForest Area Needs Network, the Community and Senior Center, Chamber of Commerce, and the School District, among others.

→ **Reach out to local businesses, including major employers and banks.**

Employer outreach may aid in further documenting need, arriving at more housing solutions, and exploring ways to increase workforce income. Bank outreach may assist with learning about the types of projects banks might be willing to finance or which types of projects would be most feasible. Many banks have special programs for affordable community investments and may be willing to provide below-cost financing to affordable housing programs in furtherance of their Community Reinvestment Act interests.



2020 Community Survey Response

“I would like to see more affordable senior rental housing of ranch-style single-family homes, duplex units, and apartments/condos.”

Advance Neighborhood Development Planning

The Village desires that new neighborhoods serve a variety of functions, including:

- Achieving the housing mix goal, objectives, and policies in this chapter.
- Providing housing of different types, costs, and sizes, appropriately scaled to each other and the surroundings.
- Encouraging resident interaction and creating a sense of place.
- Incorporating interconnected street, sidewalk, and path networks.
- Preserving, enhancing, and integrating natural areas.
- Providing accessible and visible parks and other gathering places.
- Integrating stormwater management systems into the neighborhood design.
- Providing spaces or proximity for shopping and services for day-to-day needs.

Completing neighborhood development plans in advance of urban service area expansion, zoning, and platting is common and expected practice in cities and villages in Dane County. As part of this *Comprehensive Plan* update process, the Village prepared neighborhood development plans for the Northern Interstate Corridor and for the Highway 19/51 district. These are included in the Land Use chapter. Other such plans have been prepared and adopted in conjunction with urban service area expansion applications and [planned unit developments](#).

The Village endeavors to prepare, facilitate, and/or require neighborhood development plans for future neighborhoods, including those north of North Street, between Vinburn and Gray Roads, and northwest of the Interstate/19 interchange. Each neighborhood development plan should:

- Document stakeholder involvement, including landowner interviews and resident meetings.
- Provide an inventory and analysis, including investigation of opportunities given the neighborhood's position in DeForest and the region.
- Feature a development plan map and text including residential, commercial, and institutional use areas as appropriate.
- Identify locations for single-family, two-family, and multiple family housing and the number of housing units per acre of each residential area.
- Include recommended areas and themes for parks, environmental corridors, other natural areas, and stormwater management.
- Propose a layout for arterial, collector, and other important future streets.
- Suggest bicycle/pedestrian routing, including off-street trails connecting to adjacent neighborhoods and districts.
- Advise design concepts for an attractive, functional place integrated within the larger community.
- Include general recommendations for public utility system improvements.
- Conclude with an implementation strategy.



2020 Community Survey Response

“Develop more new neighborhoods that include single-family options to suit families of all incomes.”

5

Land Use

- Illustrates and describes the Village's future land use vision
- Guides rezonings, subdivisions, and other proposals to change land uses

Goal

DeForest will promote a land use pattern that builds on community strengths; contains a mix of land uses; grows the local economy; and enhances quality of life by providing places for retail, restaurant, employment, and housing uses.



Land Use Initiatives Summary

Initiative (click on link to learn more)	Description	Funding	Responsibility
<u>Use the Future Land Use Map and Policies to Guide Land Use Decisions</u>	The Village's Future Land Use map (Map 5-1) is a central component of this Comprehensive Plan. It represents the desired land use future of the Village for the next 20 or more years. Along with the policies for each future land use category shown on this map, it will guide Village decisions on rezonings, plat approvals, annexations, intergovernmental agreements, and other land use decisions.	Implementation of the Future Land Use map will generally be funded from the Village's general fund, though the Village's obtains landowner or developer reimbursement when consultant services are required for implementation.	Village Community Development Director and Zoning Administrator, with assistance from Village planning consultant
<u>Phase New Development in a Way that Advances Village Objectives</u>	The Village may phase approvals of annexations, Urban Service Area expansions, rezonings, and subdivision plats. Phasing will be based on evaluation of the particular proposal against factors included in this chapter, all aimed towards assuring the area is ripe for the development or other project being proposed.	Same as above.	Village Community Development Director and Zoning Administrator, with assistance from Village consultants
<u>Advance Development within the Northern Interstate Corridor</u>	The Northern Interstate Corridor Plan provides detailed land use, transportation, and resource protection advice for a 2,200 acre area at the Village's northwest edge. The plan features skillful transitions between the Interstate and subdivisions along River Road, mixed uses along a new collector road just east of the Interstate, different housing and neighborhood environments, and large industrial and commercial sites.	Same as above, except that Tax Incremental District (TID) 9 is another public financing source, plus grants and developer contributions via impact fees and otherwise will supplement. Future property taxes will generate revenue.	Village Administrator and Community Development Director, with assistance from other Village staff and consultants
<u>Encourage Economic and Mixed Use Development in the Highway 19/51 District</u>	The Highway 19/51 District Plan provides detailed land use, transportation, and resource protection advice for an 1,800 acre area within about one mile from the 19/51 interchange. The plan emphasizes continued job and corporate headquarters growth, creation of a mixed use gathering place, thoughtful transitions between industrial and residential land uses, and road and path connections with safe crossings.	Same as above, except that TIDs 2, 3, 4, and 7 are other public sources, plus grants and developer contributions through impact fees and otherwise will supplement funding. Future property taxes will generate revenue.	Village Administrator and Community Development Director, with assistance from other Village staff and consultants

OBJECTIVES

- a. Direct land use decision making to help establish a unique identity and sense of place.
- b. Guide development to promote an efficient land use pattern and preserve natural resources.
- c. Establish complementary land use patterns and roles for the original Village area and “DeForest South.”
- d. Expand the local economy, shopping, and jobs through more retail and employment-based land uses.
- e. Encourage attractive neighborhoods that include a mix of housing types and compatible uses.

2020 Community Survey Response

“Encourage good, quality businesses (restaurants, coffee shop, ice cream, automotive) to come to DeForest. We have enough residents to support them.”

POLICIES

1. Ensure consistency between this *Comprehensive Plan*—including the Future Land Use map and policies—and zoning and subdivision ordinances, rezonings, and other land use decisions.
2. Mix uses where compatible, and require buffers and logical transitions between potentially conflicting land uses to minimize conflict.
3. Phase new development according to the phasing recommendations in this chapter.
4. Promote sensitive infill and redevelopment where opportunities exist, such as in the downtown and other older and more visible areas.
5. Interconnect areas of different development, including via road, path, and open space linkages.
6. Require that all new land development in the Village connect with public sewer and water systems.
7. Maintain a sense of separation between the DeForest-Windsor area and Madison, Waunakee, and Sun Prairie.
8. Working in cooperation with surrounding towns, maintain productive agricultural lands in the areas surrounding the Village where not identified for development in this *Comprehensive Plan*.
9. Encourage prospective developers evaluate their conceptual development proposals against the future land use recommendations and policies, growth phasing factors, and other provisions in this chapter and *Comprehensive Plan*; bring conceptual proposals to the Village’s staff, Planning and Zoning Commission, and/or Board before submitting formal applications for development approval. For larger and/or potentially controversial projects, also encourage advance neighborhood consultation.

INITIATIVES

The following pages further describe the land use initiatives summarized on the cover page of this chapter.

Use the Future Land Use Map and Policies to Guide Land Use Decisions

The Village has a diverse mix of land uses and complex development pattern for a suburban community. The pattern includes a downtown, larger neighborhoods east and west of the downtown and along the Yahara River corridor, industrial and transshipment uses in industrial parks at the Village's north and south ends, community shopping and services along Main and North Streets, and highway-oriented services near the interchanges. Through Map 5-1: Future Land Use, the Village has identified its intended future land use patterns within the Village and its extraterritorial land division review jurisdiction. The Future Land Use map and associated policies in this chapter will be used as a basis for land development decisions. These include annexations, rezonings, conditional use permits, subdivisions, urban service area expansions, and utility extensions.

Almost always, developers and property owners will initiate changes in existing land use and zoning to implement the future land use recommendations shown on Map 5-1 and as otherwise described in this chapter. One exception may be where the Village observes a significant discrepancy between the desired future land use pattern shown on the Future Land Use map and current zoning, but even then, existing land uses may remain. Neither the Future Land Use map nor this *Comprehensive Plan* as a whole compels property owners to change the current use of their land unless otherwise required by law.

This Plan also does not compel the Village to immediately update its zoning map or approve development proposals to coincide with the vision expressed on the Future Land Use map or this *Plan*. There are a number of good reasons why certain lands may not be “ripe” for their long-term future land use immediately following adoption of this *Plan*. This topic is discussed more fully within the “phase growth” initiative below.

The Village advocates new development in areas that can be efficiently provided with community services, transportation, and other public infrastructure. Thoughtful development phasing facilitates the Village's and School District's ability to deliver services in a cost-efficient manner, protects the capacity and safety of transportation and utility systems, protects the environment, and helps maintain community character.

The Future Land Use map is based a number of different factors, including:

- Existing land use and zoning patterns, and natural areas including environmental corridors.
- The locations and capacities of existing and planned roads and utility service areas.
- Future land demand projections for the Village as a whole and for different development types.
- The Village's vision for future growth and change, included earlier in this *Plan*.

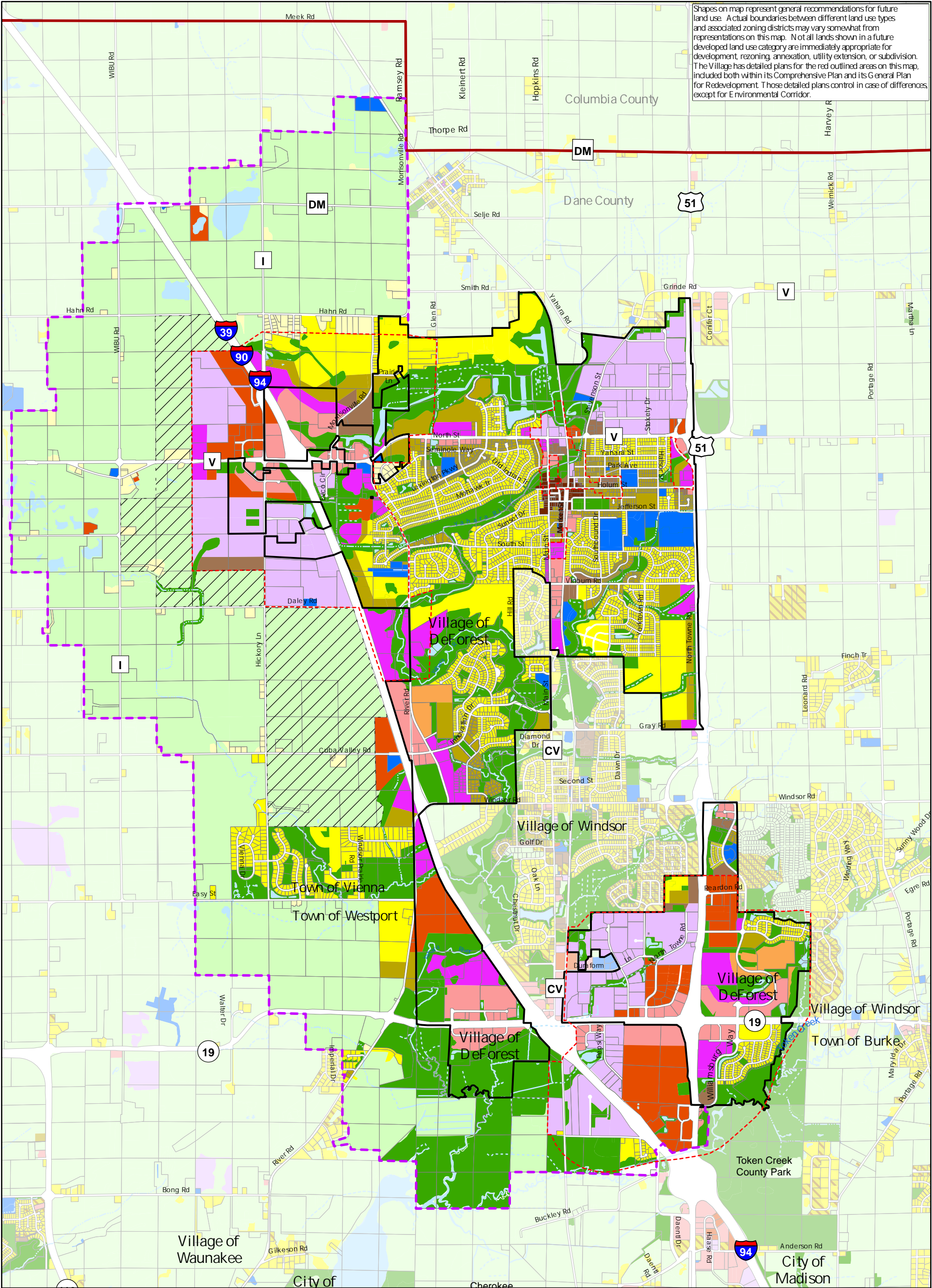
- Desirable locations for different forms of modern development that are not yet common in the DeForest area but that may be desirable. This includes traditional neighborhoods and mixed use developments outside of the downtown area
- The Village's desired economic and housing development patterns, including those put forward in other, associated chapters of this *Comprehensive Plan* and in the Village's tax incremental district project plans.
- Intergovernmental agreements, cooperative plans, and town and county plans for lands within DeForest's extraterritorial jurisdiction.
- Adopted Village categorical plans (e.g., for the park system) or small-area plans (e.g., those within the Village's *General Plan for Redevelopment*).
- Development plans for particular neighborhoods, corridors, and districts, such as Village plans for the Northern Interstate Corridor and Highway 19/51 District included in this chapter and planned unit development zoning documentation for larger, mixed use neighborhoods like Conservancy Place, Heritage Gardens, and Savannah Brooks.
- The results of public Community Growth and Change workshops held in late summer 2021, attended by 47 Village residents and featuring an exercise specifically intended to help craft an updated Future Land Use map.




The Future Land Use map has significant built-in flexibility. It is also subject to change based on the Village's reconsideration of the above factors, via subsequent amendment to this *Comprehensive Plan*. The planning horizon for the Future Land Use map is 20+ years (i.e., through 2045 or so). This does not mean that all areas identified for urban development on Map 5-1 will be developed within this planning horizon. In fact, the Future Land Use map was crafted to designate more than enough land for development than will be needed through 2045. The Village determined that this approach to future land use mapping is desirable to reflect unknowns in the land development market; uncertain interests among individual property owners to develop by 2045; the Village's interests in accommodating non-residential development that often requires a large footprint; the unique geography, transportation, and utility networks in the area; and intergovernmental agreements.

The Future Land Use map contains different future land use categories, represented by different colored areas on that map. For areas covered by Village-adopted neighborhood, corridor, or district development plans—such as those included later in this chapter—the Future Land Use map presents only a generalized depiction of the recommended future.

Each future land use category on the Future Land Use map—and in those detailed corridor and district plans—has a unique description, set of implementing zoning districts, lot sizes or density range, and development policies. Figure 5.1: Village of DeForest Future Land Use Categories and Policies is a multipage matrix that provides this information.






Comprehensive Plan


5-1






Future Land Use















0 2,000 4,000 Feet

September 19, 2023

 Sources: Dane County LIO, CARPC, MDROffers, Columbia County LIO, Vierbicher



-  County Boundary
-  Municipal Boundaries (April 2023)
-  Parcels (September 2023)
-  DeForest Extrajurisdictional Jurisdiction (E.T.J.)
-  Detailed Planning Area (See other Village plan maps for greater detail)

-  Agricultural Preservation
-  Rural Density Residential
-  Low Density Village Residential
-  Moderate Density Village Residential
-  Higher Density Village Residential
-  Shopping and Services
-  Downtown
-  Office and Research
- Mixed or Flex Commercial/Residential
-  Industrial and Business Park
-  Mixed or Flex Commercial/Industrial
-  Government and Institutional
-  Park and Environmental Corridor
-  Urban Reserve
-  Surface Water

Note: Outside of the Village's Extrajurisdictional Jurisdiction, Existing Land Use (2020) is generally shown, as opposed to Future Land Use

Figure 5.1: Village of DeForest Future Land Use Categories and Policies (multi-page figure)

Future Land Use Category (shown on Map 5-1)	General Description of Land Uses Allowed and Character	Typical Implementing Zoning Districts	Density Guidelines	Development Policies (see also Village zoning, subdivision, stormwater management, official map, and other ordinances)
Agricultural Preservation	Agricultural uses or agricultural-related uses such as implement dealerships, focused on areas actively used for farming, with productive agricultural soils, with topographic conditions suitable for farming, and with long-term (i.e., 15+ year) suitability for farming. This category also includes and is intended to accommodate farmsteads, limited non-farm housing in accordance with the policies to the right, associated home occupations and family businesses, and other uses identified as permitted and conditional uses in implementing zoning districts.	In Village's extraterritorial zoning areas: A-1 Exclusive Agricultural, A-2 General Agricultural, A-3 Small Lot Agricultural, A-B Agricultural Business, and limited RH-1 and other residential districts. Outside of extraterritorial zoning areas, County zoning districts are used.	Maximum density of 1 home or non-residential/non-agricultural use per 35 acres of lands in contiguous single ownership, as further described in the density policy within the Village's subdivision ordinance. Secondary farm residences are excluded. This policy will be carried out in accordance with applicable Town plan density policies, where the applicable Town's policy is as strict or stricter than the Village's.	<ol style="list-style-type: none">1. Adhere to the agricultural preservation and land division policies in the Natural & Cultural Resources chapter and the Village's subdivision ordinance.2. Encourage clustering of smaller individual home sites at a density of 1 per 35 acres of contiguous single ownership (e.g., on one or two acre lots), as opposed to housing on 35+ acre lots.3. Assure that rural uses do not impede very long-term urban development or road or utility extensions.4. Through their <i>Cooperative Plan</i>, DeForest and Windsor have agreed that the Agricultural Preservation area east of Highway 51 and north of Windsor Road will be used for agricultural production and agribusiness uses.
Rural Density Residential	Single family detached residences served by private wastewater treatment systems; also includes home occupations, small community facilities, and parks.	In Village's zoning jurisdiction: RH-1 Rural Housing; RE-1 Residential Estate. Otherwise, County zoning will apply.	Between one residence per ½ net residential acre and one residence per 35 acres	<ol style="list-style-type: none">1. Minimize mapping this future land use category in Village and its extraterritorial jurisdiction.2. Promote interconnection in road and trail networks within and among neighborhoods.
Low Density Village Residential	Predominately single family detached residences, but may also include two family, townhome, and accessory dwelling units where overall development falls within density guidelines to the right. May also include home occupations, family childcare, small community facilities, parks, and other compatible uses allowed in associated zoning districts.	RN-1, RN-2, RN-2A Residential Neighborhood; RM-6 Traditional Housing (for smaller lots) RE-1, RE-2 Residential Estate (for larger lots) RM-3 Two-Family TND Traditional Neighborhood Development, when such zoning district is adopted by the Village	Fewer than 6 units per net residential acre in each development (excludes roads, parks, stormwater facilities, and other lands not used for residential lots)	<ol style="list-style-type: none">1. Map Low Density Village Residential Areas throughout the Village, particularly adjacent to natural resources and away from intensive industrial and commercial areas.2. Where small single family lots (e.g., <7,200 square feet) and attached housing units are permitted, attend to home quality, variety, design, setbacks, and garage placement through zoning, covenants, and development agreements.3. Assure that housing that is not single family detached, and community uses, are carefully woven into the fabric of each predominately single family residential neighborhood.4. Promote a system of interconnected streets developed according to Complete Streets principles (see Transportation chapter) and parks where planned.
Moderate Density Village Residential	A mix of single family detached residences; small-scale, attached residences with individual entries to the outdoors, such as duplexes, two-flats, townhouses, and rowhouses; and multiple family residences where overall development falls within density guidelines to the right. May also include home occupations, family childcare, moderate scale community facilities, parks, and other compatible uses allowed in associated zoning districts.	RN-1, RN-2, RN-2A Residential Neighborhood RM-6 Traditional Housing (smaller lots) RM-3 Two-Family RM-4 Multifamily Housing (limited use) RM-5 Elderly Housing (limited use) TND Traditional Neighborhood Development	Between 6 and 12 units per net residential acre in each development (excludes roads, parks, stormwater facilities, and other lands not used for residential lots)	<ol style="list-style-type: none">1. Map Moderate Density Village Residential areas where there is adequate road, bike/pedestrian, utility, and service capacity; and nearby parks, community services, and commercial services.2. Where small single family lots (e.g., <7,200 square feet) and attached units are permitted, attend to home quality, variety, design, setbacks, and garage placement through zoning, covenants, and development agreements.3. Anticipate greater on-street parking than in Low Density Village Residential areas, and carefully plan for such parking in a manner than does not inhibit public safety or service delivery.4. Promote a system of interconnected streets developed according to Complete Streets principles (see Transportation chapter) and parks where planned.

Future Land Use Category (shown on Map 5-1)	General Description of Land Uses Allowed and Character	Typical Implementing Zoning Districts	Density Guidelines	Development Policies (see also Village zoning, subdivision, stormwater management, official map, and other ordinances)
Higher Density Village Residential	Generally multiple family housing, such as garden apartments, elderly apartments, and 3+ unit condominium buildings with common entries; may also include duplexes, two-flats, townhouses, rowhouses, single family detached residences, home occupations, community facilities, institutional residential facilities, childcare, parks, and other compatible uses allowed in associated zoning districts.	RM-4 Multifamily Housing RM-5 Elderly Housing PUD Planned Unit Development TND Traditional Neighborhood Development Village may also consider and use form-based zoning	Between 12 and 24 units per net residential acre in each development, potentially higher in designated redevelopment project areas (excludes roads, parks, stormwater facilities, and other lands not used for residential lots)	<ol style="list-style-type: none"> 1. Map Higher Density Village Residential Areas in parts of the Village that have characteristics described in Figure 4.2 of the Housing & Neighborhoods chapter. 2. Apply the design criteria also in Figure 4.2 to new multiple family housing to ensure lasting quality, livability, and community compatibility. 3. Encourage and where possible require effective configuration, maintenance, and management of higher-density housing, including through approaches described in the Housing & Neighborhoods chapter. 4. Particularly emphasize the above-referenced criteria and approaches where Higher Density Village Residential Areas are mapped close to Low Density Village Residential areas. 5. Apply same parking and street connectivity policies as advised for Moderate Density Village Residential areas.
Shopping and Services	High-quality indoor retail, commercial service, office, health care, and institutional buildings on sites with generous landscaping and modest lighting and signage. Not intended for industrial, warehousing, transshipment, and similar land uses. Contractor shops and similar uses may be considered where there is a substantial retail or showroom component.	B-2 General Business (preferred) B-3 Highway Business PUD Planned Unit Development A-B Agricultural Business (in extraterritorial zoning area and other rural settings) Village may also consider and use form-based zoning	Per associated zoning district requirements	<ol style="list-style-type: none"> 1. Meet commercial building and site design requirements in the zoning ordinance. 2. Time rezoning to when public sanitary sewer and water services are available and a specific development proposal is offered. 3. Assure that development provides access and an attractive rear yard appearance and existing and future development to the rear, particularly where residential. 4. Address off-site traffic, environmental, and neighborhood impacts (particularly where adjacent to housing), through detailed analysis and improvements where warranted.
Downtown	Mix of specialty retail, restaurants, service, office, institutional, and mainly upper-story housing, in a pedestrian-oriented environment and often in mixed use buildings, with on-street parking, minimal setbacks, and buildings otherwise compatible in form with a historic downtown	B-1 Central Business (preferred) PUD Planned Unit Development Village may also consider and use form-based zoning	See B-1 requirements, and for housing applicable density guidelines for Higher Density Village Residential areas	<ol style="list-style-type: none"> 1. Encourage active land uses appropriate for the Village downtown area to develop or remain there. 2. Pay special attention to high-quality design and pedestrian scale when considering zoning approvals. 3. Preserve the architectural and historic character of the core downtown historic buildings. 4. See the <i>Redevelopment Project Area A Plan</i> for more specific land use, redevelopment, and revitalization recommendations.
Office and Research	High-quality indoor professional office, research, development, and testing uses; health care facilities and other institutional uses; support uses such as childcare, health club, and bank; and office-park-compatible indoor assembly and light industrial operations. May also include multiple-family residences where integral to and clearly serving an office park.	O-R Office and Research (preferred) PUD Planned Unit Development B-2 General Business	Per associated zoning district requirements	<ol style="list-style-type: none"> 1. Design and approve developments within Office and Research areas to result in higher-end “office park” or “office/research campus” setting, following associated zoning requirements. 2. Encourage warehousing and manufacturing uses to locate away from lands mapped for Office and Research use, except where the building, site, and activities are designed to blend within an office/research setting. 3. Address off-site traffic, environmental, and neighborhood impacts, through detailed analysis and improvements where warranted.

Future Land Use Category (shown on Map 5-1)	General Description of Land Uses Allowed and Character	Typical Implementing Zoning Districts	Density Guidelines	Development Policies (see also Village zoning, subdivision, stormwater management, official map, and other ordinances)
Mixed or Flex Commercial/Residential	Carefully designed blend or flex of Shopping and Services, Higher Density Village Residential, Office and Research, and Government and Institutional land uses. The overall concept is to create vibrant places and community gathering spots, rather than to serve as a “catch all” for any type of land use. The intent for Mixed or Flex Commercial/Residential areas is further described with the Northern Interstate Corridor, Highway 19/51 District, and redevelopment plans.	RM-B Residential Mix – Business B-2 General Business RM-3 Two-family, RM-4 Multi-family, and RM-5 Elderly Housing PUD Planned Unit Development TND Traditional Neighborhood Development Village may also consider and use form-based zoning	Shopping and Service uses should be incorporated within each Mixed or Flex Commercial/Residential Area, if not on every parcel within each area Residential density should follow Higher Density Village Residential guidelines, with greater densities possible where incorporated with Shopping and Services and creating a vibrant place/gathering spot	<ol style="list-style-type: none">1. Map in transition zones between predominantly residential areas and non-residential areas or highways (thereby minimizing need for costly noise barriers), and/or where particular opportunities for mixed use development may be present.2. Use policies associated with each of the separate future land use categories that make up each Mixed or Flex Commercial/Residential area, as described elsewhere within this Figure 5.1.3. Promote mixed residential/commercial buildings, with Shopping and Services uses on the ground floor.4. Address off-site traffic, environmental, and neighborhood impacts, through detailed analysis and improvements where warranted.
Industrial and Business Park	High-quality manufacturing, warehousing, distribution, office, research and development, and support uses and other compatible uses such as childcare, health club/fitness, other commercial recreation, and banks.	M-1 Restricted Industrial M-2 General Industrial M-3 Intensive Industrial (in limited circumstances only)	Per associated zoning district Encourage site selection and building placement that facilitates future on-site building expansion as business grows	<ol style="list-style-type: none">1. Meet zoning performance and design standards applicable to industrial districts within the Village’s zoning ordinance.2. Time rezoning to when sewer and water services are available and a development proposal is offered.3. Assure that development provides access and an attractive rear yard appearance to development behind these sites, particularly where it is residential.4. Address off-site traffic, environmental, and neighborhood impacts, through detailed analysis and improvements where warranted.5. Encourage relocation of older industrial uses that have outgrown their present sites or that are located in predominantly residential areas to an Industrial and Business Park area.
Mixed or Flex Commercial/Industrial	A blend or flex of Shopping and Services, Industrial and Business Park, Office and Research (but no housing), and Government and Institutional land uses. All uses and buildings should blend with a mixed use setting. Adherence to development policies to the right will assure an environment that remains conducive to investment with Shopping and Services uses and that manages visual impacts from highways. Intent for Mixed or Flex Commercial/ Residential areas is further described with the Northern Interstate Corridor and Highway 19/51 District plans.	B-2 General Business B-3 Highway Business O-R Office and Research M-1 Restricted Industrial M-2 General Industrial (rezoning to M-2 may be accompanied by a deed restriction limiting range of M-2 uses) PUD Planned Unit Development Village may also consider and use form-based zoning	Per associated zoning district Encourage site selection and building placement that facilitates future on-site building expansion as business grows	<ol style="list-style-type: none">1. Map in transition zones, generally between Shopping and Services and Industrial and Business Park land use areas, and/or where use flexibility responds to market conditions.2. Time rezoning—particularly to an industrial zoning district—to when sewer and water services are available and a development proposal is offered.3. Generally apply development design, building material, and landscape “point” standards normally applicable to Shopping and Services uses and the B-2 zoning district to maintain a quality environment for both commercial and industrial uses in areas mapped for Mixed or Flex Commercial/Industrial use.4. For buildings >80,000 square feet, apply some building and site design standards normally applicable to “large retail uses” in the zoning ordinance.5. Minimize outdoor storage. Where allowed, storage areas should be fully screened by walls or fences plus landscaping to the outside. Chain link with slats and mesh fence covering are not acceptable methods.6. Address off-site traffic, environmental, visual, trucking, and loading impacts, through proper siting, analysis, and improvements where warranted. Generally restrict any use that produces noise, smoke, odor, heat, glare, vibration, or emissions beyond the lot line.

Future Land Use Category (shown on Map 5-1)	General Description of Land Uses Allowed and Character	Typical Implementing Zoning Districts	Density Guidelines	Development Policies (see also Village zoning, subdivision, stormwater management, official map, and other ordinances)
Government and Institutional	Large-scale public buildings, schools, religious institutions, substations, and special care facilities.	Multiple zoning districts; such uses usually listed as conditional uses Village may also create and map an institutional zoning district	Per associated zoning district	<ol style="list-style-type: none">1. Consider the impact on neighboring properties, parking, and traffic before approving any new or expanded institutional use.2. Assure that development provides access and an attractive rear yard appearance to development behind these sites, particularly where it is residential.3. Address off-site traffic, environmental, and neighborhood impacts, through detailed analysis and improvements where warranted.
Park and Environmental Corridor	All publicly owned parks and preserved lands, as well as private lands along the Yahara River, Cherokee Marsh, Token Creek, and other streams and drainageways. Continuous systems of open space that include environmentally sensitive lands, natural resources, and endangered or threatened species habitat intended for long-term open space. Features that define areas planned as environmental corridor on Map 5-1 are described in the Natural & Cultural Resources chapter. Category also includes buffers between potentially incompatible land uses and Village gateway feature areas.	C-1 Conservancy Such areas may also be subject to wetland, floodplain, or shoreland overlay zoning rules	No new building development permitted within environmental corridors (replacements and minor expansions to existing buildings may be acceptable) See associated zoning district and park master plans for proposed lot sizes and densities for parks	<ol style="list-style-type: none">1. See the <i>Park and Open Space Plan</i> for policies and programs related to the Village’s park system.2. Allow in environmental corridor cropping, grazing, and passive recreation like trails.3. Preserve, protect, and enhance open spaces and conservancy areas along the Yahara River, Token Creek, and their tributaries.4. Where development is proposed near the mapped environmental corridor, determine the exact boundaries based on the features that define those areas. In consultation with CARPC and where consistent with the <i>Dane County Water Quality Plan</i>, the Village Board intends to de-map these areas as environmental corridor by resolution and allow more intensive uses if more detailed information or studies reveal that the characteristic(s) that resulted in their designation as environmental corridor is not actually present, or if approvals from appropriate agencies are granted to alter a property so that the characteristic that resulted in its designation will no longer exist.
Urban Reserve	Lands designated within the Urban Reserve overlay future land use category may be appropriate for future urban (Village) development following extension of sewer, water, road, and other urban infrastructure and services, but likely not within the 10 to 20 year time horizon of this Plan. Factors for designation of lands as Urban Reserve include longer-range growth intentions and forecast need, utility service capabilities, landowner interest, and land suitability.	Most such areas are zoned Exclusive Agriculture at time of designation Development-based zoning districts will be assigned following future amendment to this Comprehensive Plan, per the policies to the right.	Per associated zoning district	<ol style="list-style-type: none">1. Enable the continuation of farming, existing housing, and other rural uses, and generally limit new development per the Agricultural Preservation future land use category policies and to not impede future infrastructure extension, until such time when the Village identifies that particular mapped Urban Reserve area as appropriate for more intensive development. In such case, this <i>Comprehensive Plan</i> will be amended accordingly.2. Consider amending this <i>Comprehensive Plan</i> to redesignate all or part of the Urban Reserve to one or more specific development-based future land use categories, once the Village determines that the following standards are met:<ol style="list-style-type: none">a. The Village has received a landowner request for more intensive development following annexation.b. The landowner or developer has submitted a conceptual development plan showing proposed land use patterns, existing and proposed roads and trails including connections to adjacent properties, proposed parks or other recreational spaces, stormwater management systems, and environmentally sensitive areas.c. There is a feasible, cost-effective, and environmentally sound plan for extension of public utilities and roads.d. The proposed development is justified by community growth forecasts or by a particular identified community need.3. Discourage conservation easements or other development restrictions that would extend beyond the development reserve period.

Phase New Development in a Way that Advances Village Objectives

The Village Board reserves the right to phase approvals of annexations, urban service area expansion requests, rezonings, subdivision plats, and other development proposals. The Village may also specify development phases of approved developments through tools like conditions of approvals, delayed effective dates, and development agreements with private developers.

The Village will utilize the following factors in making growth phasing decisions for, among, and within proposals to develop land in a manner that is otherwise consistent with Map 5-1 and other recommendations within this *Comprehensive Plan*:

1. The desire to promote an orderly, sequential pattern of land use and community development in order to ensure that the provision of public services, roads, and utilities keep pace with development.
2. The projected impact on other Village goals of preserving agriculture or the natural environment in the same general area, if applicable.
3. The projected impact on Village desires to redevelop or infill other parts of the Village (e.g., downtown).
4. Whether the proposed development provides a unique asset or special amenity desired by the Village, as specified in Village plans or as otherwise indicated by the Village Board.
5. The availability of public infrastructure such as road capacity, utility availability or capacity, and pedestrian and other public facilities to serve the proposed development.
6. If such public infrastructure is unavailable, the projected timing of and funding for public infrastructure improvements to serve the proposed development.
7. The ability of the Village to cost-effectively provide community services to the proposed development or area, and the advice of other units of government such as the DeForest Area School District to provide services under their control.
8. Whether the proposed development area has been or will be annexed or attached to the Village, where annexation or attachment is specified by adopted intergovernmental agreements/cooperative plans or otherwise anticipated prior to development.
9. The degree of compatibility with other aspects of adopted intergovernmental agreements/cooperative plans to which the Village is a party.
10. For proposed urban (publicly sewerage) development, whether the proposed development area is within the urban service area and Madison Metropolitan Sewerage District (MMSD) boundary, or the Village reasonably expects the development area to be added to the urban service area and MMSD boundary in the near term.
11. Whether the development is proposed within an area for which the Village has adopted a detailed neighborhood development plan, and the degree of consistency between that proposed development and the neighborhood development plan.
12. Other applicable policies within this *Comprehensive Plan*, Village ordinances, and legal requirements and limitations.

2020 Community Survey Response

“Growth in and around DeForest has been good, however our infrastructure has not kept up with the growth and the community should make this a priority!”

Advance Development within the Northern Interstate Corridor

The Northern Interstate Corridor planning area extends about ½ to 1 mile east and west from Interstate 39-90-94, generally from Daley Road to just south of Hahn Road, encompasses about 3.4 square miles (~2,200 acres), and contains a mix of developed and undeveloped properties. Development to date is largely single-family residential along near River Road at the planning area's east end, commercial services focused particularly on the Interstate traveler along Highway V/North Street, and industrial uses elsewhere west of the Interstate. There are significant areas of undeveloped lands between River Road and the Interstate, and in the western and northern parts of the planning area.

The Village undertook the Northern Interstate Corridor Plan to:

- Update and extend recommendations for future commercial, industrial, and mixed land uses in the Village's expanding growth area particularly west of the Interstate. This geographic expansion has been informed by analyses of land suitability (e.g., wetlands, hydric soils) and potential utility service areas.
- Provide market-viable and neighborhood-sensitive land uses and development standards for parcels that are in between the Interstate and residential neighborhoods.
- Plan for the Village's next larger neighborhood development area as Conservancy Place and other larger neighborhoods platted in the 2000s become built out.

The Conceptual Development Plan map for the Northern Interstate Corridor is presented as Map 5-2. The Development Plan map is informed by the following organizing components:

- **Skillful transitions between the Interstate and subdivisions to its east.** Achieving a thoughtful, compatible future land use pattern between the impactful Interstate and largely single-family neighborhoods along and east of River Road is a challenge. Commercial or industrial development in much of that space has limited market potential and would result in significant incompatibilities with abutting single-family homes. Where there is not existing residential development to the immediate east—such as near the south and north ends of the corridor—Mixed or Flex Commercial/Industrial and Mixed or Flex Commercial/Residential uses are advised in locations shown on Map 5-2.

What are detailed neighborhood, corridor, or district development plans?

The purpose of a detailed “neighborhood” or “corridor” or “district” development plan is to provide fairly detailed guidance on future development patterns in a planned growth area, including how future roadway, path, natural, utility, and other systems might connect to achieve a thoughtful, efficient, cost-effective, and engaging future for the affected area and Village. Each such plan typically provides greater detail than the Future Land Use and Transportation maps (Maps 5-1 and 6-1) in this *Comprehensive Plan*.

2020 Community Survey Response

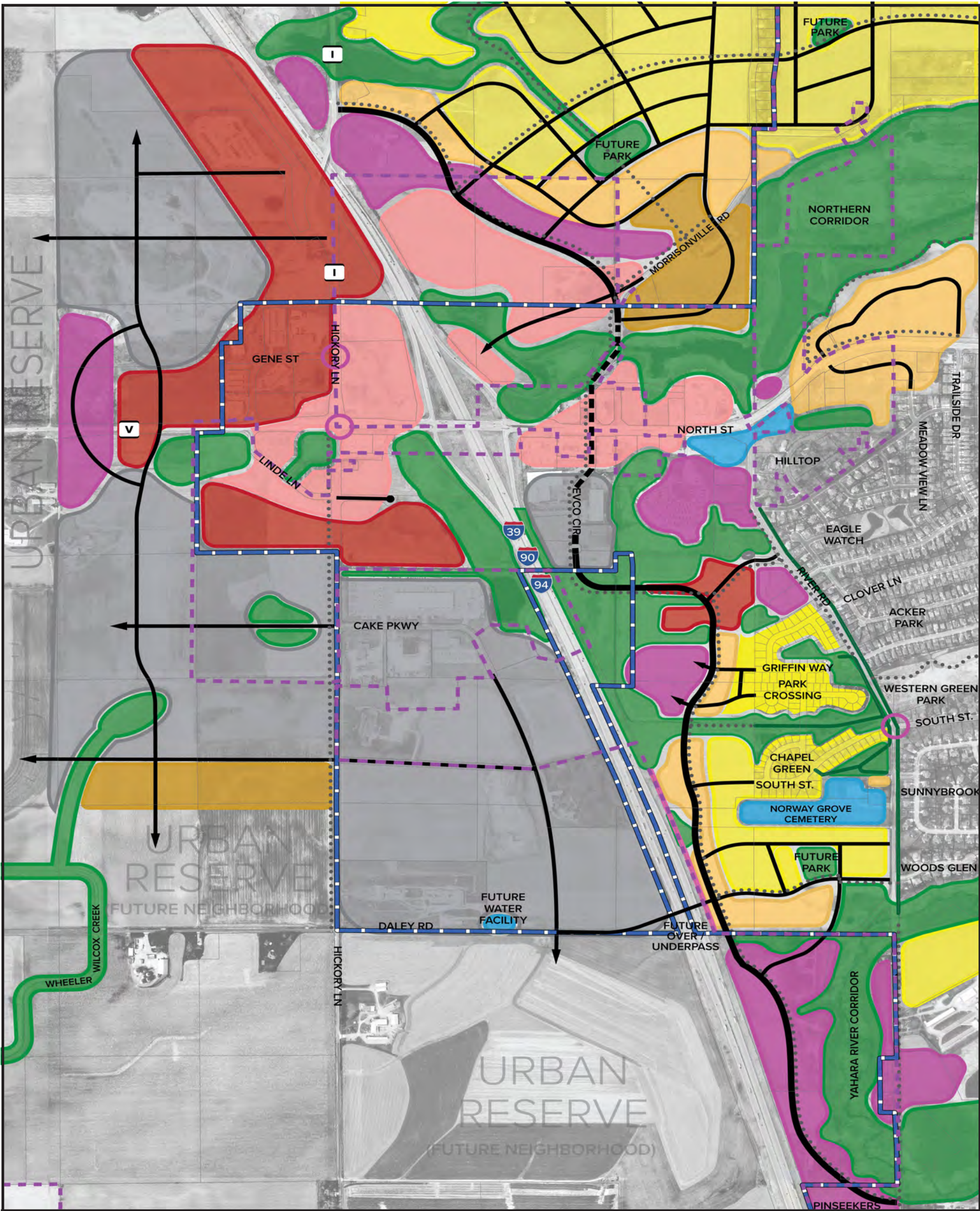
“DeForest needs to take advantage of land along and near the Interstate with additional commercial and affordable residential housing development of all types.”

Where there are existing single-family homes nearby, Moderate Density Village Residential Uses closer to the Interstate are envisioned, likely sound-buffered from the Interstate with barriers. Landscaped berming—with or without modest walls on top—may best balance costs and aesthetics. Madison's Ridgewood neighborhood along the Interstate south of the East Towne Mall is one local, successful example.

- **Mixed uses located along a new collector road east of the Interstate.** A proposed collector road between the Interstate and River Road, and then extending north of Highway V, is another part of the land use solution in this area. The proposed road takes the following general course, from south to north: intersecting with River Road north of the PinSeekers site, possibly creating compatible commercial and housing opportunities to its north; winding north through a planned Moderate Density Village Residential area west of the cemetery, Chapel Green, and Park Crossing; bending west to connect to the south end of existing Evco Circle and then part of Morrisonville Road north of Highway V; and finally diverging northwesterly from existing Morrisonville Road to serve larger-scale planned commercial and mixed use development until it intersects with Highway I north of its Interstate bridge. This collector road will likely take many years to develop in full, and would likely be built as adjacent land develops. An extension from the end of Evco Circle is likely to be built soonest, including an outlet to River Road.
- **Different housing options and neighborhood environments.** As suggested above, Map 5-2 includes future Low Density Village Residential development close to existing single-family residential subdivisions along River Road. Map 5-2 also features a planned neighborhood area—on the scale of a Conservancy Place or Heritage Gardens—at its north edge of the map. Also suggested are areas for Higher Density Village Residential use where supported by the siting guidelines in Figure 4.2 in the Housing & Neighborhoods chapter. These include locations north of the environmental corridor that is north of Kwik Trip, Taco Bell, etc. and west of the Interstate. These western areas could serve as transitions between planned Industrial and Business Park areas and long-term future neighborhoods to their west and south. These are identified as Urban Reserve on Map 5-2; they are not as ripe for development.
- **Large industrial and commercial sites to meet market demand.** The Village is quickly running low on available sites for future industrial uses, which is a market in which DeForest excels. Large, undeveloped tracts on the west side of the Interstate can serve as a next frontier to accommodate 10+ acre sites for new manufacturing, warehousing, and transshipment uses. Also, particularly closer to the Interstate/Highway V interchange, potential exists for additional commercial service, hospitality, and possibly retail uses serving the local and regional market—both east and west of the Interstate and on large and small sites.



Madison's Ridgewood Neighborhood—located just a few miles south—was platted with a tall and wide berm near the Interstate and often with duplexes and other attached housing on the neighborhood side of the berm. Image Source: Google Earth



- Skillful transitions between Interstate and subdivisions to east
- Mixed uses located along new collector road east of Interstate
- Different housing options and neighborhood environments
- Large industrial and commercial sites to meet market demand

This map presents a Village vision for future land use, transportation, and other changes in a planned growth area. Actual future boundaries between different future land use areas and road, path, and other alignments are subject to change with specific development proposals and further information. Further, each of the future land use categories on this map allows for a range of future uses described in the comprehensive plan text and ultimately through implementing zoning districts.

FUTURE USES	Low Density Village Residential (<6 DU/Ac)	Mixed or Flex Commercial/Residential	Mixed or Flex Commercial/Industrial
	Moderate Density Village Residential (6-12 DU/Ac)	Shopping and Services	Government and Institutional
	Higher Density Village Residential (12-24 DU/Ac)	Industrial and Business Park	Park and Environmental Corridor
Current Village Boundary			
Future Conceptual Road			
Future Intersection Control Upgrade			
Future Path (existing is solid line)			
Freeway Noise Mitigation			
Current Urban Service Area			

N

0 500' 1000'

Encourage Economic and Mixed Use Development in the Highway 19/51 District

The Highway 19/51 District extends about ½ to 1 mile in all directions from the Highway 51/19 interchange, encompasses about 2.8 square miles (~1,800 acres), and contains a mix of developed and undeveloped properties.

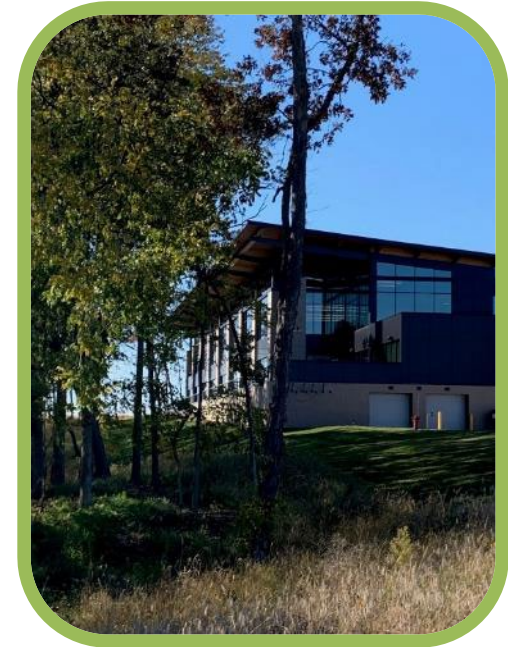
Past Village plans for the Highway 19/51 District were formed in the early- to mid-2000s, suggesting it as a center for Village economic development. By around 2010, four tax incremental districts (TIDs 2, 3, 4, and 7) were created to help build infrastructure and offer incentives to achieve planned development. Development to date has included two major corporate headquarters/production facilities (Bell Labs, Hooper), two medical clinics, other commercial and industrial development, light industrial/ commercial reinvestment along Reardon Road, two residential subdivisions (Savannah Brooks, Fox Hill Estates), and an upscale apartment complex.

The Village undertook the Highway 19/51 District Plan to:

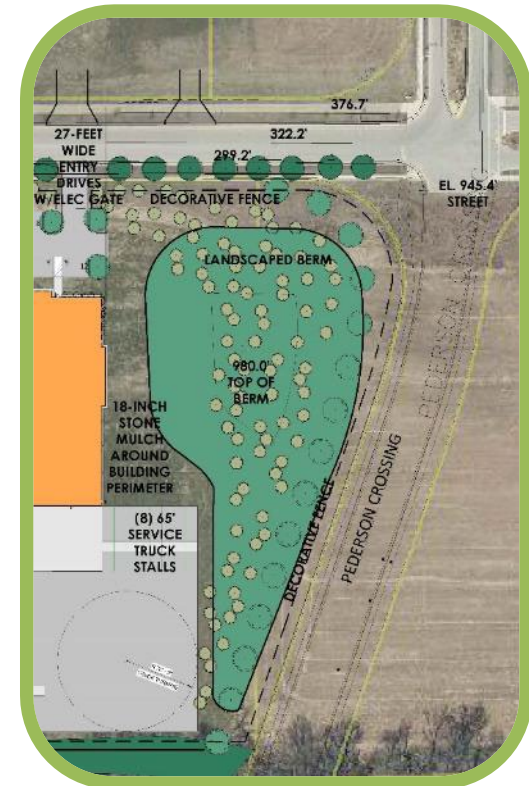
- Refresh plans that are nearly 20 years old, and with involvement of many property owners, residents, and Village officials who were not involved back then.
- Provide market-viable and neighborhood-sensitive land uses and development standards for parcels that are in between established industrial areas (or highways) and residential neighborhoods.
- Provide a basis for late-term spending within the existing TIDs, which all have spending periods concluding in the 2020s, and some preliminary direction for new TIDs that may be established later. (The Village was not at time of writing able to expand existing TIDs or create new ones under State property value threshold limits.)

The Conceptual Development Plan map for the Highway 19/51 District is presented as Map 5-3. The Development Plan map is informed by the following organizing components:

- **Current and future job center and corporate headquarters.** The Highway 19/51 District and adjacent lands are a major center of jobs in the DeForest-Windsor area. They also provide corporate headquarters and production facilities for businesses with national markets, including Hooper, Bell Laboratories, and Clack. Attracting additional headquarters with production facilities appears to be DeForest's greatest opportunity to secure a broad range of job types and earning potential. Larger, regionally-accessible, and highway-visible sites remain available for additional jobs and headquarters in the District. Further opportunities seem greatest southwest of the Highway 19/51 interchange in particular, but also lands south of Bell Labs' facilities and west of Hooper Corporation's facilities.



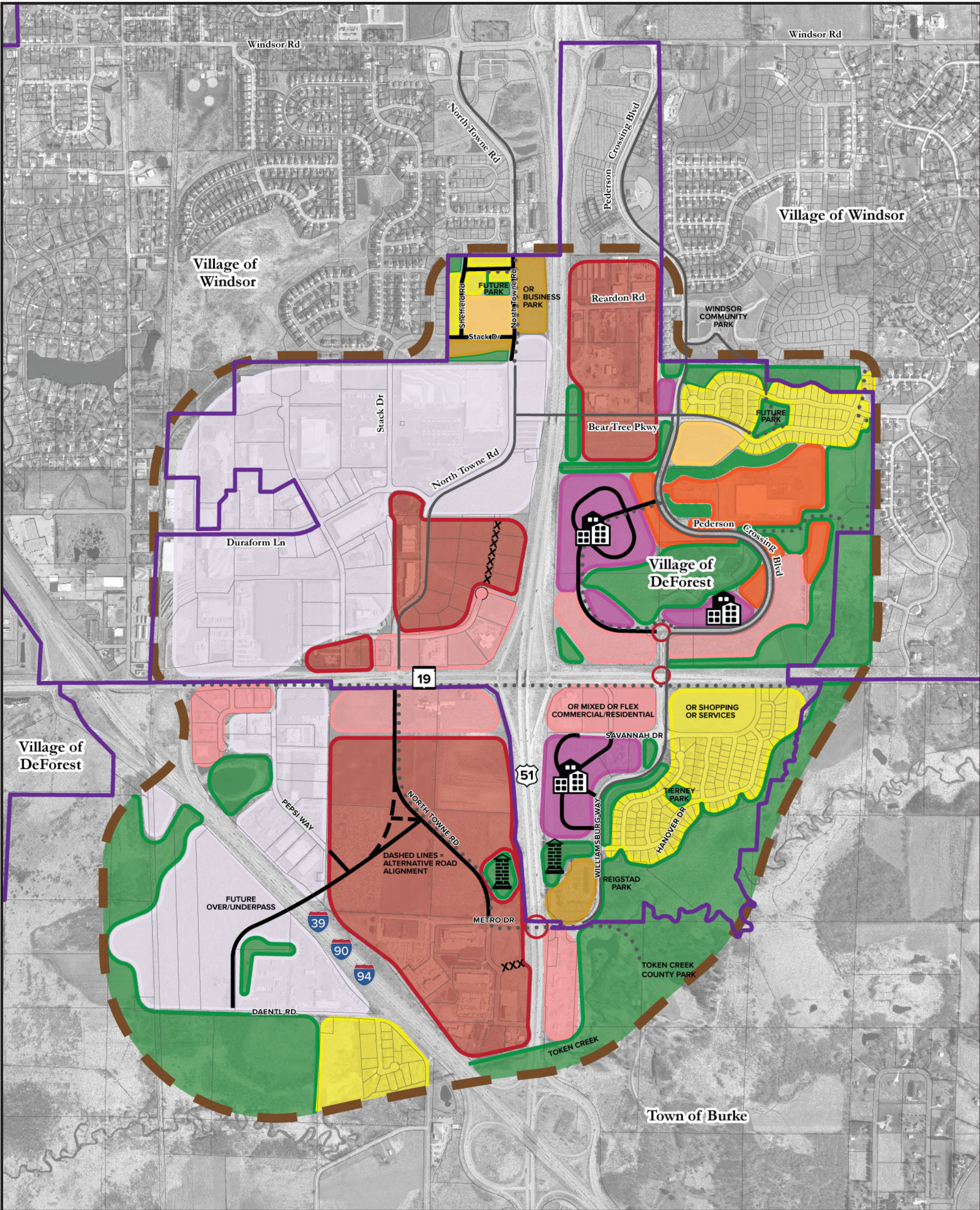
- **New gathering place for southern DeForest (“DeFoSo Center”).** For years and across different forums, DeForest residents have suggested creation of a mixed use gathering place near the southern edge of the Village. Such a place would include commercial and public and private recreational facilities that would have a market partially fueled by mixed use buildings with housing on upper floors and by other residential options within close walking distance. Map 5-3 designates three potential “DeFoSo Center Opportunity Sites.” These are likely alternative sites as the market may not support all of them developing as mixed use centers. Each DeFoSo Center Opportunity Site is close to existing residential neighborhoods (customers) and has good highway visibility and access. The separate DeFoSo Design Concept map (Map 5-4) suggests one potential development concept for the southernmost Opportunity Site, within the Savannah Brooks Planned Unit Development. This concept suggests higher-density mixed use buildings near its center, with single-use residential, commercial, and recreational uses extending from there. It is possible that this “DeFoSo Center” concept could shift further north in Savannah Brooks than illustrated on Map 5-4; if it does, the Village will work to assure sufficient commercial development in Savannah Brooks to meet tax incremental district requirements. A concept for the northern DeFoSo Center Opportunity Sites, north of Highway 19, would have similarities to the one illustrated in Map 5-4, but may lean more to office, research, and even very low-impact indoor industrial uses given proximity to other similar uses. For any of these Opportunity Sites, Higher Density Village Residential uses will likely be included, but should not be the only component. Development form should be designed to the human scale, with nominal building setbacks, parking behind and underneath, some mixed use buildings, and private and public places to gather and recreate.
- **Thoughtful transitions between industry and low density housing.** The District’s current land use pattern generally has industry reasonably far from housing. Some undeveloped sites remain in between these existing established land uses. The Village will emphasize thoughtful land use transitions in these places, which will include procedural, physical, and operational components. Procedurally, the Village will promote advance meetings between the developer/industry and neighbors to arrive at mutually acceptable solutions before a project comes before the Village for development approval. Physically, techniques like limited and fully screened (with solid fencing) outdoor storage, densely landscaped berms, significant building and activity area setbacks, limited driveway access, low-level signage and lighting, and thoughtful parking and loading area siting should be used. Operationally, limiting hours of operation at times, requiring that overhead doors be closed during operations, and establishing heavy truck routes are some options.



Where land use transitions between industrial and residential are fairly abrupt, design techniques like significant, densely landscaped berms, topographic changes, and distance are generally preferred over walls. Image Source: Briohn Design Group

- **Zone for compatibility, performance, and design—less so for land use.** The Highway 51/19 District planning area has several locations that should allow for land use flexibility based on their position and evolving market conditions. The future land use categories, and where they are mapped, suggest certain flexible areas for a range of residential and commercial uses, and others for a range of commercial and industrial uses. See in particular areas identified for Mixed or Flex Commercial/Industrial and Mixed or Flex Commercial/Residential use on Map 5-3. The emphasis in such areas will be on inter-development compatibility, which is largely dependent on compatible design standards for buildings and sites and on performance standards on noise, trucking, and hours of operation. See Figure 5.1 for further information. The Village will, through its upcoming zoning ordinance update, explore different zoning options to achieve the desired flavor for these areas, including a form-based zoning option and/or modifications to its standard zoning districts.
- **Road and path connections with safe crossings.** The Highway 19/51 District has potential for major transportation improvements based on long-standing Village plans. These include the completion of North Towne Road, allowing its full extension from and through the District to near the north edge of the Village. Map 5-3 also features a circulation opportunity that would utilize Pederson Crossing Boulevard, Williamsburg Way, Metro Drive, North Towne Road, and Bear Tree Parkway for internal circulation of motor vehicles, bikes, and pedestrians without having to travel through the Highway 19/51 interchange. This opportunity would depend on crossing improvements where these streets intersect Highways 19 and 51, including signalization where not currently provided. A related opportunity is a regional multiuse path connection from northern parts of the Village, through the District, to Token Creek County Park and beyond. At time of writing, an interjurisdictional group was beginning to study improved bike/ped connections along the Highway 51 corridor between Highways 19 and 30. Finally, the Conceptual Development Plan map suggests a future Interstate overpass (or underpass) connecting Daentl Road to Pepsi Way. The Village was advocating for the Wisconsin Department of Transportation (WisDOT) to consider this improvement in its Interstate planning process occurring at the same time as the Village's Comprehensive Plan update. Such an improvement would eliminate the long Daentl Road dead end, which would vastly improving municipal and emergency service access, allow the Pepsi Way and Daentl Road industrial areas to perform as one industrial park for easy supplier and other relationships across the Interstate, and reduce local traffic within the Highway 51/Interstate interchange area.
- **Welcoming highway experience.** The Highway 19/51 District provides a front door to the Village of DeForest. As such, the Village is particularly interested in enhancing a welcoming aesthetic from the two highways. Map 5-3 features a Major Village Gateway near the south edge of the District that includes mature trees and slopes and is appropriate for major Village entryway signage and features. Secondary entryway signage is appropriate along Highway 19. The Village also promotes private signage along Highway 51 that contributes to an overall image and loose theme, as illustrated in Figure 5.2.

Development phasing in the Highway 51/19 District will be primarily driven by property owner interest and TID availability. At present and likely through most of the 2020s, infrastructure and incentives through TIDs will be limited to the northeast, southeast, and southwest quadrants of the 51/19 interchange. Further development may occur in the southwest quadrant during this period, but likely without Village financial support. Following the closure or reduction of existing TIDs in the Village to below the State tax base percentage threshold, the Village may be in position to financially support infrastructure and provide development incentives to these and other areas.

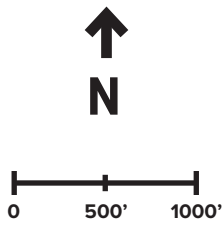


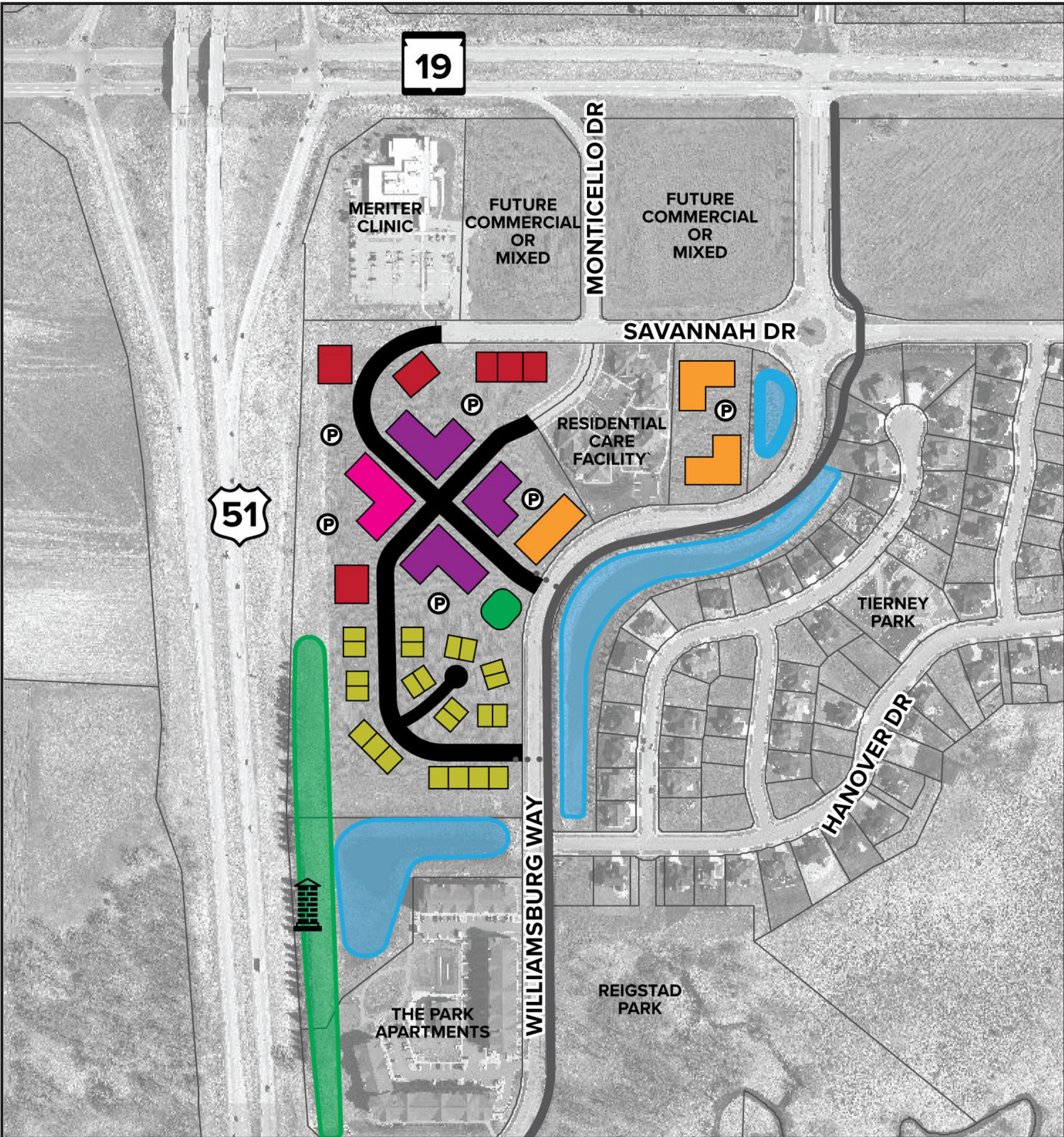
- Current and future job center and corporate headquarters
- New gathering place for southern DeForest (DeFoSo Center)
- Thoughtful transitions between industry and low density housing
- Zone for compatibility, performance, and design—less so for land use
- Road and path connections with safe crossings

This map presents a Village vision for future land use, transportation, and other changes in a planned growth area. Actual future boundaries between different future land use areas and road, path, and other alignments are subject to change with specific development proposals and further information. Further, each of the future land use categories on this map allows for a range of future uses described in the comprehensive plan text and ultimately through implementing zoning districts.

FUTURE USES	Low Density Village Residential (<6 DU/Ac)	Shopping and Services	Office and Research
	Moderate Density Village Residential (6-12 DU/Ac)	Mixed or Flex Commercial/Residential	Mixed or Flex Commercial/Industrial
	Higher Density Village Residential (12-24 DU/Ac)	Industrial and Business Park	Park, Environmental Corridor, and Buffer

Planning Area Boundary	DeFoSo Center Opportunity Site
Current Village Boundary	Major Village Gateway
Future Conceptual Road	
Future Intersection Control Upgrade	
Future Path (existing is solid line)	





Mixed Use & Streetscape



Town Square



Mixed Use & Streetscape



Twin Homes

Development opportunities on this map are described further in the plan text. Concepts on this map are intended to show general opportunities and forms for potential projects. They are not intended as any sort of required land use pattern or particular layout. Land use and development will be driven by landowner interest, zoning, and tax incremental district (TID) rules including those that limit the percentage of newly platted residential land in each TID.



Conceptual Commercial Building



Conceptual Commercial and/or Office Building



Conceptual Mixed Commercial and Residential Building



Conceptual Moderate Density Residential Building



Conceptual Higher Density Residential Building



Town Square and Landscaped Berm



Storm Water Management Feature



Conceptual Parking



Future Path (existing is solid line)



Future Conceptual Road



Village Gateway Feature (with DeFoSo Center identification)



0 150' 300'



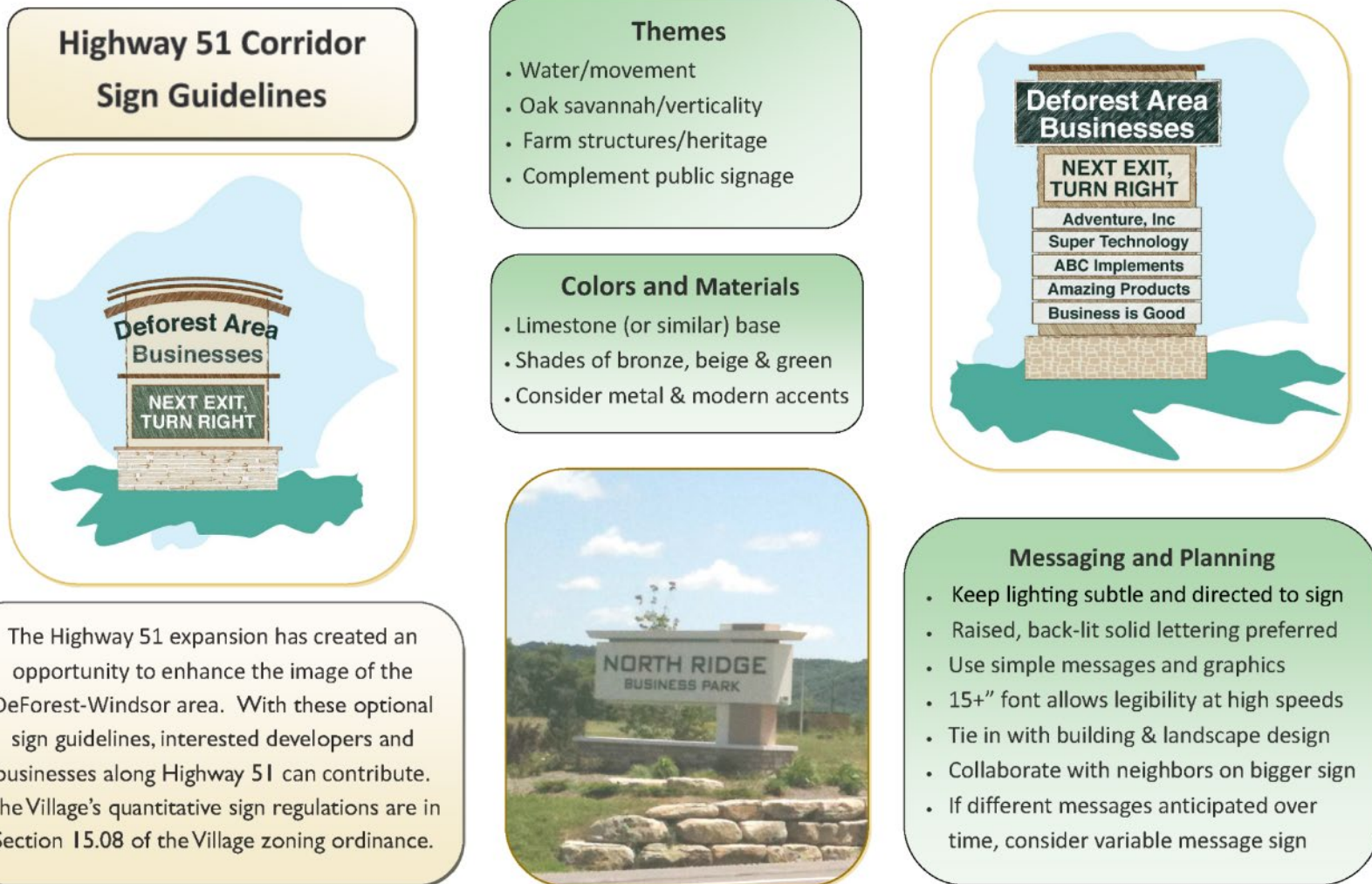
DeFoSo CENTER DESIGN CONCEPT - SAVANNAH BROOKS SITE OPTION



MAP 5-4

09 MAR, 2023

Figure 5.2: Highway 51 Corridor Sign Guidelines



Draft: February 10, 2014

6

Transportation

- Directs roadway and other transportation investments to serve residents and businesses
- Suggests how individual projects may be integrated into an efficient transportation network

Goal

DeForest residents, workers, and employers should be able to get around safely, efficiently, and by their mode of choice consistent with a suburban environment. The Village will prioritize maintenance, upgrade, and expansion of its transportation network to achieve this goal, and to maximize economic impacts and minimize environmental impacts of transportation investments.



Transportation Initiatives Summary

Initiative (click on link to learn more)	Description	Funding	Responsibility
<u>Maintain the Function and Condition of Existing Roadways</u>	DeForest residents and businesses depend on local roads for car, truck, bike, and walking trips. The Village will prioritize maintaining and where necessary rebuilding its roadways, based on objective measures like the PASER pavement rating system and traffic volumes.	Bonding, Taxes, Dane County Local Road Improvement Program, State Municipal Street Improvement Program, Assessments	Public Services Project Coordinator, under the direction of the Public Services Director and with the construction approval of the Village Board
<u>Upgrade Arterial and Collector Roads to Meet Modern Needs</u>	Roads like North/V, River, Windsor, Vinburn, and Hickory connect local traffic to different places and to major highways. A fair but decreasing number of these roads are in marginal condition, built to rural standards (e.g., no curbs, sidewalks), and have limited capacity for future traffic increases. The Village will maintain and update a strategic, phased capital improvement program to urbanize these roads as “complete streets” so they are designed for different users and modes.	Grants, such as MPO Urban STP, STP Freight, WisDOT Highway Safety, Local Road Improvement Program, Transportation Economic Assistance, and American Rescue Act; Participation from Dane County on North/V; Developer contributions; Bonding; Taxes; Tax incremental financing	Public Services Director and Public Services Project Coordinator, with support of the Village Engineering Consultant, under the guidance of the Village Administrator, and with construction approval of the Village Board
<u>Develop a Network of New and Interconnected Roads</u>	To handle increasing traffic from a growing community, the Village will work to develop an interconnected roadway network. Map 6-1, the Future Transportation and Community Facilities Map/Official Map, will guide the Village, landowners, and developers on where to locate future major roads. The Village will also use neighborhood development plans to guide road placement in new neighborhoods, such as those prepared for the Northern Interstate Corridor and Highway 19/51 District shared in the Land Use chapter.	Partnerships with developers and landowners on road construction and neighborhood development plans; Development fees and reimbursements to conform developments with Official Map; plus a similar array of funding options that may be used to upgrade arterial and collector roads as described above.	Entire staff Development Review Team with coordination from the Village’s Planning and Engineering consultants, as necessary. Via development approvals, Village Board and Planning and Zoning Commission will direct implementation of this initiative.
<u>Expand Bicycle, Pedestrian, and Transit Options</u>	DeForest will continue to pursue expansion of its bike and pedestrian system (sidewalks, trails, on-street bike lanes), and will explore other options to enable travel over greater distances without one’s own car. This is an important initiative for an expanding village, particularly one with increasing elderly and child populations with lower mobility.	Transportation Alternatives Program, State Stewardship and Federal LAWCON programs; State and federal transit funding; Park improvement impact fees; Taxes; Tax incremental financing	Public Services Director, Recreation & Community Enrichment Director, and Community Development Director, with assistance from Village’s Engineering and Planning Consultants, and direction from the Village Board

OBJECTIVES

- a. Provide safe and interconnected local streets and paths within and between neighborhoods, and to activity centers.
- b. Support transportation improvements that serve new development in accordance with this *Comprehensive Plan*.
- c. Accommodate pedestrian and bicycle access in all transportation improvements and land development projects.
- d. Collaborate with other transportation providers and planning agencies on an interconnected transportation network.

2020 Community Survey Response

"Would love more walking paths in new subdivisions."

POLICIES

1. When planning for new and reconstructed roadways, refer to "complete streets" principles (see sidebar).
2. Provide a system of arterial and collector streets to allow access from local streets to highways and to other communities.
3. Encourage and advance long-range planning for major highway improvements and interchanges and inter-community paths.
4. Maintain a capital improvement program to plan and budget for major road and other public projects in the Village.
5. Participate in state, regional, county, and intergovernmental transportation planning efforts that impact DeForest.
6. Access state and federal transportation funding to support the Village's priority transportation projects.
7. Require traffic impact analyses for large subdivisions and commercial and industrial projects to determine and address impacts.
8. Support efforts to better connect local employers to their workforces, such as through express bus service, car-pooling and van-pooling, trails and sidewalks, and more workforce housing close to local job centers.
9. Support rail service to DeForest's industrial areas with the Canadian Pacific Railroad and WisDOT's Bureau of Railroads & Harbors.

What are Complete Streets?

Complete streets are roadways designed and operated to enable safe, convenient, and comfortable access and travel for all users. Pedestrians, bicyclists, motorists and public transport users of all ages and abilities are able to safely and comfortably move along and across a complete street. In addition to providing a sound local transportation policy option, state and federal transportation grant programs also favor communities with complete streets policies.



INITIATIVES

The Village's transportation network is perhaps its greatest economic asset. DeForest is bounded by an interstate and two major highways, includes a freight rail line, and is 10 minutes from the Dane County Regional Airport. An interconnected system of roads, sidewalks, and trails also provides good internal access. The following pages further describe the transportation initiatives summarized on the cover page of this chapter.

Maintain the Function and Condition of Local Roadways

DeForest residents and businesses depend on local roadways for trips in cars, trucks, bikes, and on foot. The Village will prioritize maintaining and where necessary rebuilding its existing roadways, based on objective measures and considering the needs of all users.

As part of this effort, the Village will control access along arterial and collector roadways within its jurisdiction, applying adopted zoning and subdivision ordinance standards. Those ordinance standards generally refer to this Comprehensive Plan for a list of arterial and collector roadways to which the standards apply. Figure 6.1 defines and lists the different types of roads in and around DeForest.

2020 Community Survey Response

"Please fix the roads. Many of them are in disrepair."

2020 Community Survey Response

"Focus on updating street and school infrastructure in already-established older neighborhoods in the area."

2020 Community Survey Response

"Maintain focus on improving life for current residents. Leading in this way will continue to make DeForest a desirable place to live."

Figure 6.1: Roads by Functional Classification in and near DeForest

Functional Class		Definition	Roads of this Class in DeForest Area*	
Principal Arterial Street		A highway that has significant traffic capacity and serves interstate and interregional trips, usually with no direct access for abutting land uses.	Interstate 39/90/94 U.S. Highway 51 State Highway 19	
Minor Arterial Street		A public street that serves longer intra-urban trips and traffic traveling through the urban area and has limited to no direct access for abutting land uses.	County Highway V/North Street County Highway CV/Main Street/Lake Road River Road Portage Road, between Windsor Road and Highway 19 Windsor Road	
Collector Street		A public street that collects and distributes internal traffic within an urban area, such as within a residential neighborhood, providing access between local and arterial streets and limited access for abutting land uses	Acker Parkway Bear Tree Parkway Dalmore Road Duraform Lane Gray Road Hickory Lane Holum Street Innovation Drive Lexington Parkway Morrisonville Road North Towne Road Future collector street shown on Map 6-1 generally between River and Morrisonville Roads and Interstate Any other road designated as a collector road by the Village Board, WisDOT, or the Madison Area Transportation Planning Board	
Local Street		A street designed to provide access to abutting land uses and leading into a collector street or into an arterial street, but which is not designed to carry through traffic from outside the neighborhood in which it is located.	All other public streets	
Note: * This figure includes emerging collector streets that may not yet be recognized as such by regional or state agencies. Inclusion in this figure helps assure that adjacent land uses and access control are consistent with the evolution of these streets to carrying more traffic in the future.				

In addition, through timely maintenance and an appropriate level of reconstruction, existing roads can be maintained with modest investment.

The Village continually monitors its road network to help it decide which of the existing roadways should be upgraded, as part of its annual budgeting and capital improvement programming processes. Each potential roadway maintenance and reconstruction project is assigned a priority score using the following factors:

→ **Roadway Condition.** The Village uses its Pavement Surface Evaluation and Rating (PASER) system to assigns a condition rating of between 1 (worst/failing) and 10 (best/new) to each road in DeForest. Ratings are made every other year. The ratings are established over each roadway section in similar condition as its neighboring section. Roadways in excellent condition (9-10) may not require any maintenance. Roadways in good condition (7-8) will require preventative maintenance such as crack filling. Roadways in fair condition (5-6) may require non-structural treatments such as seal coating and crack filling. Roadways in poor condition (1-4) generally require reconstruction or resurfacing. Project selection begins with identifying the street or street segments that have the lowest PASER score. Typically, roads with a PASER score in the lowest one-third to one-half, or ratings between 1 and 5, will pass this initial screening.

→ **Safety Concerns.** The Village will evaluate whether a road passing the initial PASER screening includes a documented history of frequent and/or serious accidents. Roads and intersections with frequent “near misses” or with designs that do not meet modern standards may also raise safety concerns, and therefore increase the priority of a potential project.

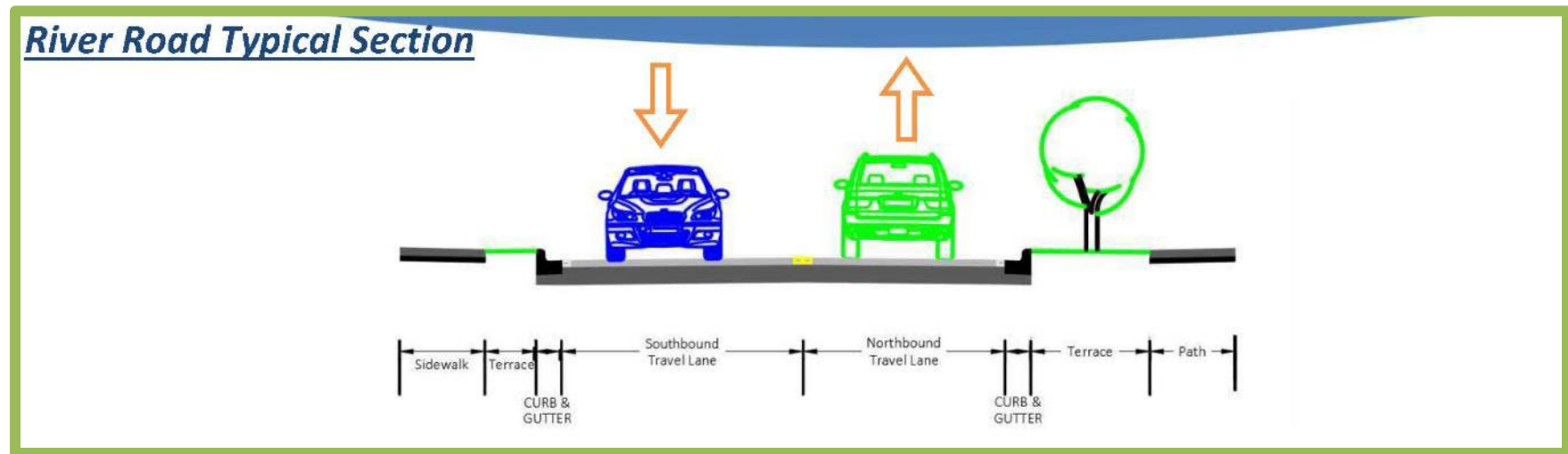


PASER is a way to systematically evaluate the condition of existing roadways in a community.

- **Condition of Underground Utilities.** The condition of underground sanitary sewer, water, and storm sewer utilities is an important factor. If one or more utilities need to be replaced, a potential project is generally assigned a higher priority. Other utility-based factors include age, problem history, under sizing relative to current or planned development, or associated utility master plan recommendations.
- **Roadway Classification.** Arterial and collector streets, as listed in Figure 6.1, are assigned the highest priority for maintenance and reconstruction of the different road classifications. These streets are most important for traffic movement and community and economic development. Through local streets are assigned medium priority. Dead-ends and cul-de-sacs have the lowest priority of the different street types.
- **Traffic Counts.** Generally, roads with heavier traffic volumes will be assigned a higher priority for upgrade over those with lower volumes. This may be based on the volumes or significant increases in average daily traffic, peak hour traffic, or even seasonal traffic.
- **Scale of Project Relative to Available Funding.** The cost of the project matters. Roads with a better PASER rating than others may be selected due to the scale of the project and the ability to fit it in with the available funding.
- **Availability of Alternative Funding Sources.** Some projects may be eligible for, or may have already obtained, funding outside of local taxes, such as grants or tax incremental financing. For other projects, State or County funding may be available and/or may disappear if a project is not undertaken by a certain deadline. These types of projects are usually assigned a higher priority.
- **Location Relative to Other Potential Projects.** The Village will evaluate how a particular project fits within an annual group of projects. Some projects may complement others, for example by improving a route comprised of more than one street. At other times, it may be unwise to complete two streets at once, such as when one would naturally serve as a detour route while the other is being reconstructed.
- **Long Range Planning and Economic Development Opportunities.** The Village will evaluate whether a roadway project will tie into a long-range Village planning goal or have a particularly high positive economic impact. Conversely, whether leaving a road in its current condition or configuration is an impediment for economic growth or may even result in the loss of a local business is a factor.
- **Jurisdictional and Intergovernmental Considerations.** Fulfilling a commitment with another unit of government can be an important consideration. Also important is the schedule of another unit where a roadway is split between the Village and an adjacent town, whether the road also serves as a County or State highway, or whether a road project complements a larger County or State highway project.

Upgrade Arterial and Collector Roads to Meet Modern Needs

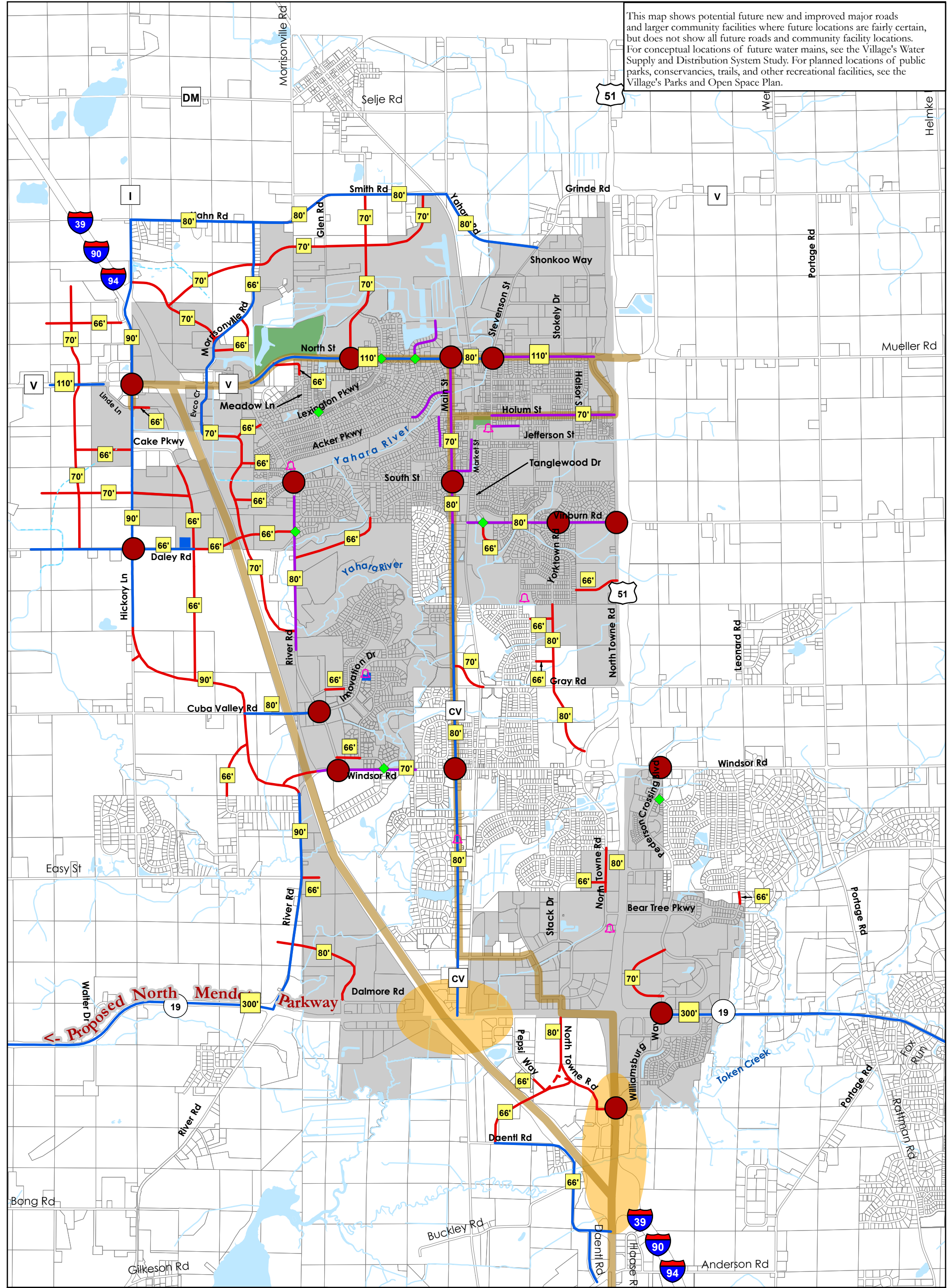
Roads like Main/CV, North/V, River, and Vinburn connect local traffic to different places in the community and to major highways. In DeForest, some of these roads (or parts of each) are deteriorating, are built to rural standards, and do not have enough capacity for future traffic. The Village will engage in a strategic, phased program to upgrade and urbanize these roads for all types of users. The Village will attempt to design and rebuild these roads as “complete streets,” as that term is described in the “Policies” section above.



The Village engages in traffic and civil engineering studies to determine type and timing of future improvements to important rural roads. This image is a recommend cross-section for phased urbanization of River Road through the Village, which was part of the 2022 River Road Corridor Transportation Infrastructure Future Needs Study. Study and Image Source: KL Engineering

As directed by the Village Board, the Village maintains a capital improvement program that includes proposed improvements to minor arterial and collector roads in DeForest over the next several years. Successful implementation of the capital improvement program often depends on partnerships with entities like Dane County and adjoining units of government, and support from state and federal grant programs. In addition, the Village will continue to advocate to Dane County, Greater Madison Metropolitan Planning Organization, and Wisconsin Department of Transportation (WisDOT) to include in-Village road project in their long range transportation plans and transportation/capital improvement programs.

Before their reconstruction and expansion, DeForest will preserve and obtain sufficient public street right-of-way along arterial and collector roadways. Map 6-1 indicates recommended rights-of-way widths for existing roadways in DeForest's jurisdiction, where there is interest in maintaining or expanding available right-of-way. The Village will utilize its subdivision and other development approval authorities to obtain additional right-of-way width by dedication, where practical and proportionate to the transportation need that will be created by the development.



This map shows potential future new and improved major roads and larger community facilities where future locations are fairly certain, but does not show all future roads and community facility locations. For conceptual locations of future water mains, see the Village's Water Supply and Distribution System Study. For planned locations of public parks, conservancies, trails, and other recreational facilities, see the Village's Parks and Open Space Plan.



Comprehensive Plan

6-1

Future Transportation and Community Facilities (Official Map)

0 1,000 2,000 Feet

November 21, 2023
Sources: Dane County LIO, CARPC, MDROffers, Ayres Associates, JJR, Verbicher, WI DNR, WI DOT, Vandewalle & Associates



- | | | |
|------------------------------------|---|---|
| Village of DeForest (April 2023) | Programmed Road Reconstruction in DeForest (with right-of-way width) | Future Intersection Improvement (most to include pedestrian crossing enhancement) |
| Existing Road | Potential Future Expansion of Existing Road (with right-of-way width) | Future Pedestrian Crossing Enhancement |
| Surface Water and Drainage | Future Road (with right-of-way width) | Future Interchange Study Area |
| Existing or Future Emergency Siren | Future Road Alternate | Potential Future Express Bus Route |
| Future Public Facility | Drainage | |

Develop a Network of New and Interconnected Roads

To handle increasing traffic from a growing community, and to achieve the many benefits described in the sidebar to the right, the Village will work with developers and seek outside funding where possible to develop an interconnected roadway network. Map 6-1—the Village’s Future Transportation and Community Facilities/Official Map—will guide the Village, landowners, and developers on where to locate future, significant road connections. In general, these roadways should be developed in accordance with “complete streets” principles serving a range of users, as described in another sidebar earlier in this chapter.

Map 6-1 includes a handful of roadway projects with potentially significant positive economic and community impacts, which are described as follows:

- **North Towne Road Completion.** This newer collector road was born from the Highway 51 reconstruction project. Once complete, North Towne Road will parallel the new Highway 51 for 4½ miles to its west, extending from the DeForest Business Park at North Street/Highway V on the north, all the way south to the East Metro Business Park near the Interstate/Highway 51 interchange. Most of North Towne Road is already built, but one critical segment between Windsor Road and Highway 19 should be dedicated and constructed as soon as practical. The final segment should be built south of Highway 19 once the Zeier farm develops. Map 5-3 in the Land Use chapter shows these future segments.
- **DeForest South Roadway Loop and Interstate Crossing.** Map 5-1 and the Highway 19/51 District Development Plan in the Land Use chapter show a critical collector road loop emerging in the DeForest South area. This loop involves portions of North Towne Road, Bear Tree Parkway, Pederson Crossing, Williamsburg Way, and Metro Drive. Once complete, this loop will fully connect the existing and planned commercial, industrial, mixed use, and residential quadrants, without relying on Highways 51 or 19 for local trips. Signalization of

Why are interconnected public streets important?

1. Shortens routes for cars, buses, service vehicles, bicycles, and pedestrians, saving time and reducing pollution and traffic congestion.
2. Avoids too much traffic on any one street because drivers have options.
3. Minimizes need to prematurely widen main streets, saving money and avoiding land acquisition for widening.
4. Assures more than one way in and out in case of emergency.
5. The alternative—many cul-de-sacs—are difficult to plow, maintain, and patrol.
6. Promotes healthy living and less pollution via more biking and walking trips, and shorter car trips.
7. Promotes neighborhood and community interaction (avoids isolation, which has negative social impacts).
8. Facilitates utility connections and loops, providing fewer outages and better drinking water quality.
9. Provides greater land access, increasing public safety and development opportunities.
10. Drives economic development by conveniently connecting residents and visitors to jobs and shopping.

the Williamsburg Way/Highway 19 and Metro Drive/Highway 51 intersections plus a future road extension through what is now the Zeier farm will be critical to realize this important planned system. As part of an Interstate 39/90/94 improvement study, WisDOT was at time of writing studying potential access changes in the “triangle” that includes segments of the Interstate, Highway 51, and Highway 19 in the DeForest South area. The Village will continue to advocate for the retention of East Metro Drive/South Williamsburg Way as an at-grade intersection with Highway 51 coupled with its improvement as warranted for better safety and access. The Village will also advocate for an Interstate overpass to allow connection of Daentl Road to Pepsi Way—both roadway corridors have capacity for significant additional manufacturing and transshipment development and currently only one way in and out.

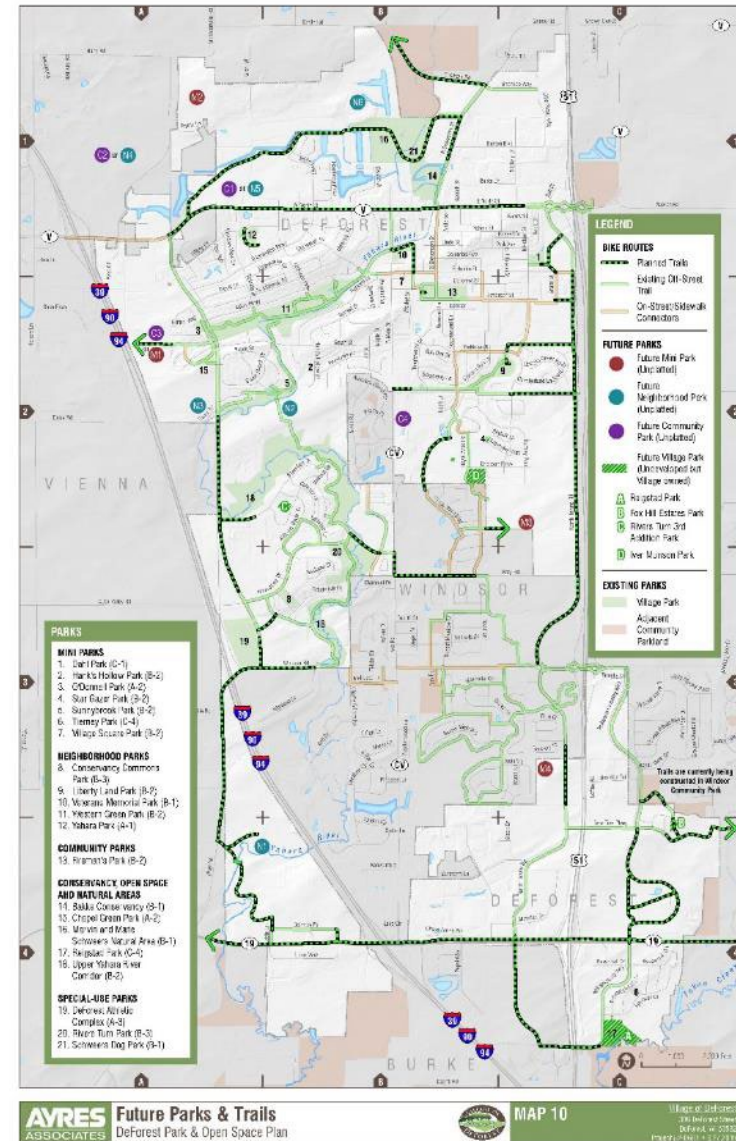
- **Continued River Road Urbanization.** At time of writing, the Village was engaged in a multiyear effort to upgrade River Road to urban standards, which includes realigning the road in Conservancy Plance, surface widening, adding curb and gutter, including bike and pedestrian facilities at both sides, incorporating safer crossings, and integrating other safety enhancements including those to increase visibility. That effort will include upgrading the remaining un-improved segment between North Street and Windsor Road in 2023—the segment between South Street and the northern part of Conservancy Place. As development in the River Road corridor continues over the next 10 to 20 years, signalization at the River/South, River/Innovation, and River/Windsor intersections may be required to assure safe and efficient traffic flow. Not to be forgotten is the segment west of the Interstate and south of Windsor Road. This segment—and a potential future connector road with a Yahara River bridge—will be important to better connect the bulk of the Village including Conservancy Place with the emerging economic development center near the Interstate/Highway 19 interchange (Fleet Farm, etc.).
- **Northwest DeForest Connector.** A range of mixed use, mixed density development is planned to occur on largely vacant lands between the Interstate and River and Morrisonville Roads. Relying only on River Road and rural Morrisonville Road segments to handle traffic from this new development would significantly increase traffic on and hasten improvements to those roads. It would also require traffic from expected higher density development closer to the Interstate to route through single family subdivisions to get to main traffic routes. Map 6-1 and the Northern Interstate Corridor Plan in the Land Use chapter indicate a future connector road east of the Interstate. This future connector would extend from with Highway I north of its Interstate overpass, south through a planned commercial/mixed use area, use upgraded segments of existing Morrisonville Road and Evco Circle, continued south through planned residential and mixed use development areas, and finally reconnect with River Road just north of the PinSeekers development. Full realization would depend on collaboration with the caretakers of the Norway Grove Cemetery, which has land currently being farmed along the proposed Northwest DeForest Connector route.

→ **North Mendota Parkway.** North Mendota Parkway is planned as a limited access expressway connecting Highway 12 on the west with Interstate 39/90/94 on the east, in the “DeForest South Area.” It is proposed to address mounting traffic congestion on County Highway M, State Highway 19 (which is over capacity west of DeForest), and other area roads. The planning for the North Mendota Parkway began in the late 1990s, and after many years includes a locally-accepted parkway corridor. Construction of the North Mendota Parkway is not yet scheduled, funding is not secured, and even which governmental entity would own and manage such a facility remains uncertain. The Village will continue to advocate for construction of the North Mendota Parkway as a tool to further enhance long-term economic development prospects.

Expand Bike, Pedestrian & Transit Alternatives

DeForest will continue to pursue expansion of its bike and pedestrian system (i.e., sidewalks, trails, on-street bike lanes), and will explore other options to enable travel over greater distances without one’s own car. This is an important initiative for an expanding community, particularly one that includes increasing elderly *and* child populations with lower mobility than others and a large and growing workforce. It should also improve resident and planetary health. The Village intends to undertake the following specific actions:

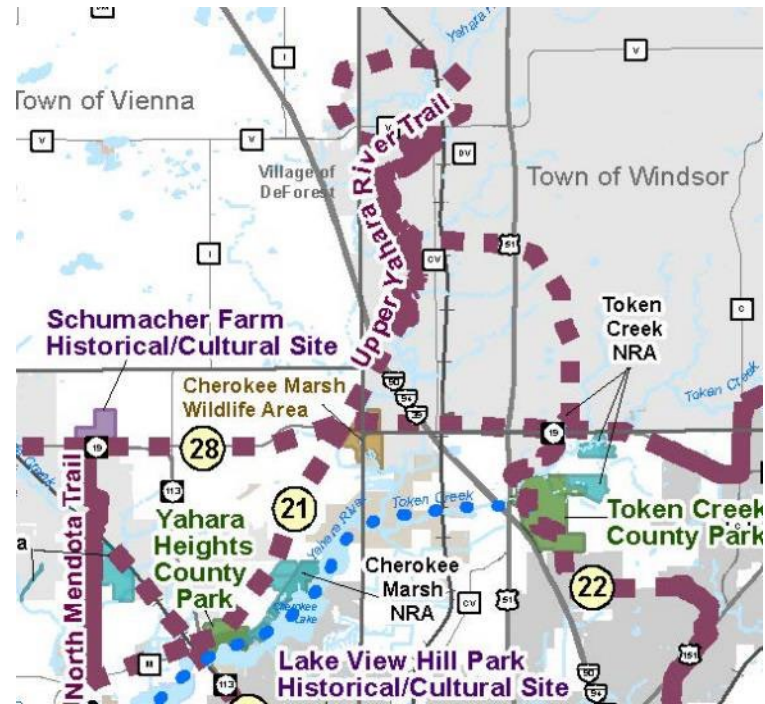
- **Continue Village Bike and Route Planning.** Improving and expanding bike and pedestrian access in the Village remains a priority. Bike and pedestrian facilities are central components of “complete streets.” The Village’s commitment is also indicated by Village ordinance requirements for sidewalks, paths, and bicycle facilities in new development projects. Further, through its Park & Open Space Plan, the Village plans for a comprehensive off-street trail network—including connections with Village of Windsor trails. This trail network has both recreation and transportation functions.
- **Collaborate on Regional Trails.** As shown on the map to the right, Dane County plans future bicycle/pedestrian paths connecting



This “Future Parks & Trails” map from the Village’s *Park and Open Space Plan* guides DeForest’s decisions on where to build or require new off-street trails.

DeForest-Windsor to nearby municipalities. These include trails along the Highway 19 corridor connecting to existing trails in Waunakee and Sun Prairie, a proposed trail along the River Road corridor southwest to Westport and Madison, and a proposed trail through the Bear Tree, Fox Hill Estates, and Savannah Brooks areas through Token Creek Park and then connecting with an existing trail in American Center. The Village will work with Dane County and other affected villages and cities to allow these regional projects to be constructed, including through grant collaboration where possible.

- **Explore Express Bus Service.** In 2019, an express bus route from Madison to Sun Prairie began operating, with travel between the two cities taking only 30 minutes, comparable to driving. As part of its 2022 *Regional Transportation Plan* (RTP), the Greater Madison Metropolitan Planning Organization envisions a system of future express bus routes providing quick access between other suburban communities and Madison. One of these is to and from DeForest and Windsor. Express bus service would have multiple benefits, including providing transportation options for employees, students, the elderly, and the disabled, and better connecting the Village to regional education, shopping, and job centers. The route shown in the RTP extends from East Washington Avenue in Madison, north along Highway 51 to Highway 19, and then extending through the North Towne Corporate Park and along Lake Road/Main Street. Map 6-1 elaborates on that potential route. The most likely first step for investigating express bus service would be to connect with Madison Metro Transit and likely Windsor to determine the cost and feasibility if such a route to DeForest.
- **Continue to Work with Local Employers for Improved Employee Transportation Options.** One of the greatest challenges mentioned by employers in the Village is that transportation to and from work can be difficult if employees do not have their own vehicle. Transportation can be especially difficult for third shift workers. The Village will continue to work with local employers to determine options for improving transportation for the local workforce. This may involve creation or expansion of local or regional rideshare or carpool programs as well as grants provided by the state or federal government to assist in workforce transportation. The Village will also continue to work with the Dane County Department of Human Services and others to inventory, monitor, and coordinate specialized transportation services to Village residents.



This map crop of the Regional Trail Map from the *Dane County Parks & Open Space Plan* shows through dashed lines proposed shared-use trails connecting DeForest and Windsor to other Dane County communities.

7

Community Facilities & Utilities

- Provides schedule for facility and utility upgrades
- Identifies priority Village facility initiatives

Goal

Community facilities and utilities are critical to providing services that residents and businesses require to meet their daily needs and to prosper. The Village will strive to meet resident and business expectations for providing quality public services, while maintaining affordable rates, fees, and taxes and reducing energy consumption from traditional sources.



Community Facilities & Utilities Initiatives Summary			
Initiative <small>(click on link to learn more)</small>	Description	Funding	Responsibility
Advance Park and Recreational Projects with Community Development Impacts	To respond to demand, enhance quality of life, and attract new residents and economic activity, the Village will explore significant recreational initiatives. This will include closing remaining gaps in the popular trail network exploring additional community or regional parks and natural areas, and exploring community recreational facilities or partnerships.	Various State DNR and DOT, federal LAWCON, and non-profit grant programs; public-private partnerships; park impact fees; fundraising campaigns; user fees; taxes	Public Services Director with Recreation & Community Enrichment Director, under the direction of the Village Board
Make the Village More Energy Smart	The Village intends to continue to increase energy efficiency in municipal buildings and parks; explore opportunities for energy generation (e.g., solar panels) on municipal buildings, park shelters, and underutilized property; and convert its fleet to electrical, biodiesel, or natural gas vehicles depending on need. The Village also will encourage private energy conservation and energy generation primarily for on-site use.	Wisconsin's Focus on Energy program, plus other State and federal energy conservation and generation programs emerging from recently adopted legislation	Public Services Director, with assistance from the Village engineering consultant, and under the direction of the Village Board
Apply Village Priorities to Large-Scale Alternative Energy Development Proposals	Alternative energy proposals and developments—which include solar fields, wind turbines, geothermal wells, and biodigester plants—are becoming more common across Wisconsin. The Village intends to review its zoning rules as they affect community-scale alternative energy proposals to reflect State law and Village priorities. The Village will also apply a set of policies to any utility-scale alternative energy proposal, with the broad intent of preserving the Village's character and future growth opportunities.	Potential developer and Public Services Commission reimbursement; taxes	Village Administrator and Zoning Administrator, with assistance from the Village planning consultant, and under the direction of the Village Board

OBJECTIVES

- a. Provide and support adequate local government services and facilities to maintain a high quality living and working environment.
- b. Coordinate utility and community facility systems planning with land use, transportation, natural resources, and sustainability planning.
- c. Plan for an orderly extension of municipal utilities and facilities within the Future Urban Development Area (see Map 5-1).
- d. Maximize the use of, and excess capacity within, existing utilities and facilities where available, such as through land redevelopment.
- e. Maximize energy conservation, and pursue on-site alternative energy generation and fleet fuel conversion.

POLICIES

- 1. Provide municipal services and facilities that effectively and efficiently serve DeForest's residents, property owners, and businesses.
- 2. Continue to collaborate with neighboring communities to provide appropriate, coordinated, and adequately staffed public safety, fire, and emergency medical services.
- 3. Ensure that the Village's utility system has adequate capacity to accommodate projected future growth, but avoid overbuilding that would require present residents to carry the costs of unutilized capacity.
- 4. Apply for expansion to the urban service area for future urban development areas depicted on Map 5-1, when development warrants and the Village can cost-effectively provide community services and utilities.
- 5. To maintain resilient infrastructure systems, continue to protect existing utilities from flooding, avoid placing new underground utilities in the 100-year floodplain where possible, floodproof where not possible, loop water mains, and include back-up power for critical buildings.
- 6. To reduce Village operational expenses and air pollution, reduce energy use and pursue on-site energy generation for Village facilities (e.g., solar panels), pursue fleet upgrades using alternative fuels, and install and support electric vehicle charging stations.
- 7. Interact with the DeForest Area School District to ensure that the District is aware of community growth issues that may impact schools and collaborate on other matters of mutual concern.
- 8. Consult with the District, County, and with adjacent municipalities to identify where joint procurement, development, and/or use of new and expanded public facilities and equipment may be possible.
- 9. Implement and regularly update the Village's capital improvement program (CIP) to effectively manage debt capacity for larger Village projects, using the information in Figure 7.1 and in the Transportation chapter as a general guide for some of those projects.

Figure 7.1: Timetable to Improve Major Community Facilities and Utilities

Public Infrastructure Category ¹	Projected Improvement Timeframe ²	Recommended Improvements ³
Water Supply	2023-2027	1. Establish separate water system loops to the Lynnbrook/Dennis Drive, Pine Cone, and Daentl Road areas
	2030+	2. Drill Well #7, in Conservancy Place or elsewhere
	2030+	3. Explore and possibly construct a new water tower, on the north or west side of the Village
Sanitary Sewer	2023-2025	4. For Village expansion areas west of Interstate (north of Daley Road) and between Morrisonville Road and the Interstate, apply to expand the Urban Service Area and provide sanitary sewer service
	2023-2030+	5. Continue coordination with MMSD regarding wastewater treatment capacity and regional interceptors
Solid Waste Disposal	2023-2030+	6. Monitor automated collection system and explore improvements as funding allows
Electrical Generation and Conservation	2023-2030+	7. Implement Village policies for alternative energy generation included this figure and chapter
	2023-2030+	8. Work to convert Village the fleet to more efficient and renewable fuel sources
	2023-2025	9. Install back up electrical generation serving downtown Public Services for emergency operations
Stormwater Management/Flood Mitigation	2023-2030+	10. Comply with Wisconsin Pollution Discharge Elimination System (WPDES) sediment reduction and Total Maximum Daily Load (TMDL) requirements to the maximum extent practicable
	2023-2030+	11. Continue efforts to maintain and improve water quality and flow in Yahara River and Token Creek, including potential streambank improvement initiative, and other efforts in partnership with Yahara WINS
	2023-2030	12. Implement stormwater management improvements to mitigate the effects of flooding and help achieve redevelopment goals, as further described in other chapters and Village plans
	2027, 2032	13. Participate in anticipated 5-year updates to the Dane County Hazard Mitigation Plan (see also here.)
Village Campus including Police	2024-2028	14. Consider installation of electric vehicle (EV) charging stations and/or rooftop solar on appropriate buildings, shelters, and parking lots in the Village Campus area and/or at Veteran's Park
	Annually	15. Complete staffing, equipment, and facilities analysis to maintain an effective public safety response
	2029-2031	16. Consider facilities needs assessment for Village Hall and Police Department
Fire Protection/EMS	2023	17. Partner on improving sleeping quarters and day room in the primary Downtown DeForest station
	2025-2028	18. Partner on development of 2 nd station in Windsor Crossing near Highway 51/Windsor Road interchange

Public Infrastructure Category ¹	Projected Improvement Timeframe ²	Recommended Improvements ³
Public Services	2024	19. Consider facilities needs study for Public Services functions and facilities
	2025-2030	20. Consider installation of solar panels and/or wind turbines on or near Shonkoo facility, including on nearby underutilized Village-owned property in the DeForest Business Park
Library		21. Modern library built in 2002. No significant improvements anticipated at this time, but continue to discuss function of Library to meet evolving community needs
Comm. & Senior Center	2023	22. Participate in strategic planning effort for Community & Senior Center and consider results
Schools	2023-2024	23. Partner with DeForest Area School District on redevelopment of Holum Center site
	2023-2030+	24. Provide demographic projections/growth plans to assist DeForest Area School District on facility planning
Park & Recreation Facilities	2024, 2029	25. Complete 5-year updates to the Village's <i>Park and Open Space Plan</i>
	2023-2027	26. Close remaining gaps in trail network for continuous, all-season loops and out & back routes
	2023-2027	27. Continue enhancements to "flagship" Fireman's Park and DeForest Athletic Complex, alongside smaller existing parks serving neighborhoods in DeForest
	2023-2030+	28. Explore potential for a larger park and natural area north of Highway V ideally via public/private partnership
Telecommunications		29. Needs being addressed through private investments and public-private partnerships
Medical Facilities		30. Needs being addressed in DeForest and nearby by private/non-profit providers
Cemeteries	2023-2025	31. Work with the Norway Grove Cemetery Board and developer(s) to provide for cemetery needs while enabling important road serving development along the Interstate corridor
	2023-2030+	32. Private parties will add to cemetery land or establish new cemeteries as needed
Childcare Facilities	2023-2030+	33. Area childcare facilities have been expanding to meet expanding population and employee needs

Notes:

- ¹ See the Village's capital improvement program for a timetable of projected improvements to transportation facilities in the Village. See the separate *Park and Open Space Plan* for more detailed recommendations concerning the Village's park, trail, and recreational system.
- ² The Village Board may alter these proposed timeframes based on a variety of factors, including other Village budget priorities, the availability of grants or other unique opportunities, and the timing of development or other factors that affect the demand for such services.
- ³ Completion of some of these recommended improvements may affect the Village's need to complete other recommended improvements. The Village will continue to monitor and amend this timetable to reflect progress and other emerging priorities.

INITIATIVES

Municipal and other community facilities and utilities are critical to providing services that residents and businesses require to meet their daily needs and prosper. Figure 7.1 provides a timetable for maintaining and improving these facilities, utilities, and services. The following are broader initiatives that often cross infrastructure categories in Figure 7.1.

Advance Park and Recreational Projects with Community Development Impacts

To respond to demand, enhance quality of life, and attract new residents, the Village will explore significant recreational initiatives over the five or so years following Comprehensive Plan adoption. The following initiatives—along with others—are or will be explored in greater depth within the Village’s Park and Open Space Plan (see sidebar to right). The following initiatives have unique potential to enhance community development in DeForest:

- **Close Remaining Gaps in the Trail Network.** Since 2006, the Village has built and improved many miles of bike and pedestrian trails, including the expansive and popular Upper Yahara River Corridor trail. Closing a few remaining trail gaps would provide off-street trail access to key destinations and complete a DeForest-Windsor trail loop. North Street, between Main Street and Stokely Drive, is one of the key gaps. Completion of the remaining ¼ mile section of North Towne Road between Windsor Road and Highway 19—and its associated off-street trail—will enable a continuous trail connection to Token Creek Park from most of the Village. Closing gaps, particularly for all-season use, also involves paving graveled trail segments.

The Village’s *Park and Open Space Plan*

The Village has a separate *Park and Open Space Plan*, which has been adopted as a detailed component of the Village’s comprehensive plan. The *Park and Open Space Plan* guides the acquisition, preservation, and development of land for parks, recreation trails, and other open spaces in the Village to meet the needs of a growing and changing population. Such recommendations also protect and enhance the community’s natural resource base.

The Village’s *Park and Open Space Plan* has been certified by the Wisconsin Department of Natural Resources (WisDNR). This qualifies the Village for matching grant funds through the Federal Land and Water Conservation Fund (LAWCON) and the State of Wisconsin Stewardship Fund. The *Park Plan* must be updated every five years to ensure that it retains its WisDNR certification and reflects current community needs. The next update should be completed before 2025.

→ **Continue Community Dialogue on a Community Recreation Center and/or Pool.**

The Village has discussed potential for an indoor/outdoor recreational center geared to all DeForest residents, including families and youths for years. The concept has typically been paired with an outdoor community pool/aquatic center, and the last location that was under consideration was the east end of Fireman's Park. However, at time of writing, there did not appear to be sufficient community support to pay for such a facility. Continued discussion is possible going forward, including collaboration opportunities with the DeForest Area School District and/or a private entity. The Village will also explore and revisit different ideas for this same space in Fireman's Park.

2020 Community Survey Response

"The Village should improve the community's center with activities for all ages, more usable space, improved technology, broader range of activities, better communications, and access to activities via technology."

- **Explore a Northern Community or Regional Park and Natural Area.** Much of the northern edge of the Village, north of North Street and between Morrisonville Road and the DeForest Business Park, is in farmland, private environmental corridor, and public conservancy use (Bakke Conservancy, Marvin and Marie Schweers Natural Area, Schweers Dog Park). In the late 2000s and 2010s, the Village had envisioned a community park in this area connected to the large environmental corridor, in conjunction with a neighborhood development proposal. That proposal did not advance and the Village developed the DeForest Athletic Complex in Conservancy Place and redeveloped Fireman's Park. Still, the *Park and Open Space Plan* continues to contemplate a community park in this area, among three other alternatives, in recognition that the Village continues to have a community park land deficit and additional north side population growth is anticipated (see Northern Interstate Corridor Plan in Land Use chapter). The Village will explore development of this park and natural area, perhaps in conjunction with Dane County and perhaps via some type of public-private partnership. Significant open space corridor features here warrant future protection, particularly in conjunction with the Village's intent to preserve and enhance environmental resources to the immediate south and east (e.g., Scheer Conservancy).



Existing public natural areas and private environmental corridors near the Village's north edge could be stitched together to form a large community or even regional park and natural area. Image source: Google Earth

Make the Village More Energy Smart

Reducing energy consumption and advancing renewable sources for Village operations will reduce taxpayer costs and air pollution. The Village intends to continue to increase energy efficiency in municipal buildings and parks; explore opportunities for energy generation (e.g., solar panels) on municipal buildings, park shelters, and underutilized property; and convert its fleet to electrical, biodiesel, or natural gas vehicles depending on need. Figure 7.1 includes ideas for Village facilities and sites, though others will no doubt emerge.

The Village also will encourage private energy conservation and energy generation primarily for on-site use, such as by:

- Updating provisions in its zoning ordinance that encourage, or at least do not impede solar, wind power, and geothermal systems primarily for on-site use.
- Partnering with some of its several businesses having and proposing large-footprint buildings that would enable significant rooftop solar panel installations.
- Installing and encouraging electric vehicle (EV) charging stations in strategic locations to encourage adoption and use of EVs for residents, employees, and visitors.
- Considering requiring EV parking spots at new larger private commercial service and retail facilities.

Particularly with recent federal and state legislation, there are a growing array of outside technical resources and funding sources that the Village. Any attempt to list them here would likely soon be out-of-date. A reliable standby is [Focus on Energy](#), which is Wisconsin's energy efficiency and renewable resource program, and makes available certain incentives, grants, rewards, and other assistance programs for applicants throughout Wisconsin, including municipalities. Another resource is [Slipstream](#), a nonprofit based in Madison, which assists municipalities in energy policy and planning. In 2020, seven Dane County communities collaborated on a Slipstream report to identify and prioritize near-term actions for reducing energy consumption and carbon emissions. As suggested by the image above, partnerships with local electric utilities is also possible.



The roof of the Municipal Operations Center (MOC) in the City of Middleton is home to more than 1,700 solar panels as part of MGE's Shared Solar pilot project. This partnership between MGE and the City delivers 500-kilowatts (kW) of locally generated solar energy directly to MGE's community grid. Image source: MGE Energy

Apply Village Priorities to Large-Scale Alternative Energy Development Proposals

Alternative energy developments and proposals are becoming more common across Wisconsin as utility companies and consumers switch from traditional fossil fuels to renewables for electricity production. Alternative energy developments include solar fields, wind turbines, geothermal wells, and biodigester plants. They can be fairly modest to very large in scale, including utility-scale wind and solar fields covering thousands of acres.

In general terms, about five to seven acres of land are used for every megawatt of solar power capacity, and each megawatt may power between about 200 and 300 homes. Solar fields are often most feasible near substations and high-capacity transmission lines. If not located immediately adjacent to a substation or transmission line, solar fields must be served by a dedicated transmission line and transformer to connect to the grid, requiring more land and expense.

Solar fields sized under 100 megawatts—often called “community-scale” solar fields—are subject to local zoning regulations and approval. Such community-scale solar fields are slightly more expensive per megawatt than utility-scale solar fields described below, but fields as small as five to ten acres may still be feasible. Within Dane County, community-scale solar facilities include a 58-acre field just north of the Dane County Regional Airport, a 160-acre field in Fitchburg, and a 140-acre field in the Town of Cottage Grove east of the Dane County Sanitary Landfill.

The Village intends to review its zoning rules as they affect community-scale solar and other alternative energy proposals to reflect State law and Village priorities, which may include some policies for utility-scale solar proposals below. Wisconsin law limits local restrictions on solar developments, only allowing restrictions that preserve or protect the public health or safety, do not significantly increase the cost of the system or significantly decrease its efficiency, and allow for an alternative system of comparable cost and efficiency.

Solar fields of 100 megawatts or larger are not subject to local zoning regulations. Instead, these larger, “utility-scale” solar fields must gain approval from the Wisconsin Public Service

Nearby Utility-Scale Solar Fields & Proposals

The Badger State Solar Field is a 149 megawatt facility on 1,200 acres in the towns of Jefferson and Oakland in Jefferson County. Completion is projected in November 2022.

The Badger Hollow Solar Field is a 300 megawatt facility on 3,500 acres in Iowa County. Completion is projected in 2023.

The Koshkonong Solar Energy Center was approved by the Public Service Commission (PSC) in spring 2022. The project is slated to include a 300 megawatt solar electric generation facility and a 165 megawatt battery energy storage system. Approximately 2,400 acres are proposed for solar panels.

The High Noon Solar Project was proposed in July 2022 in the Town of Leeds, less than five miles north of DeForest. The proposed facility would cover 4,300 acres of agricultural land. The project would produce 300 megawatts of electricity—reportedly enough to power almost 60,000 homes—and also contain a 165 megawatt battery energy storage system. The PSC is scheduled to act on the proposal in summer 2023. If approved, the project could be in operation by the end of 2025.

Commission (PSC). This process is called a Certificate for Public Convenience and Necessity, or CPCN, which generally requires the PSC to find that the project will:

- Satisfy the reasonable needs of the public for an adequate supply of electric energy.
- Have a design and location that is in the public interest considering alternatives, individual hardships, engineering, economic, safety, reliability, and environmental factors.
- Will not have undue adverse impact on other environmental values such as, but not limited to, ecological balance, public health and welfare, historic sites, geological formations, the aesthetics of land and water and recreational use.
- Will not unreasonably interfere with the orderly land use and development plans for the area involved.

The Village understands and recognizes the benefits of alternative energy developments, including solar fields, at various scales. Such developments do not produce air or water pollution, consume water, cause noise or odor, or reflect sunlight. Also, municipalities and owners of property in which these energy generation facilities are sited often receive payments from their developers or owners.

Still, the Village has the following concerns related to the potential future siting of utility-scale alternative energy developments in and near DeForest:

- Utility-scale wind and solar fields often consume hundreds to thousands of acres of land that may be better used to support thoughtful horizontal community expansion, such as that envisioned in the Land Use chapter and Map 5-1.
- Solar fields, wind turbines, and biodigester plants in or near the Village could negatively impact its character, viewsheds, natural environment and resources, and quality of life, as prioritized in other chapters of this Plan volume.
- The Village does not desire to be left with a vast wasteland of spent or abandoned solar panels, wind turbines, or other equipment in or near its borders if and when an alternative energy development exceeds its useful life, new technologies emerge, the owner or operator goes out of business or otherwise experiences financial difficulties, or some combination.

Given these concerns, the following are the Village's policies relative to the siting of utility-scale alternative energy developments, which it intends to apply to the extent practical during any PSC review process or otherwise as allowed by law:

1. Do not site on lands designated for future urban development or Urban Reserve on Map 5-1, including any lands planned for Industrial and Business Park development. Such lands are reserved for future urban development (i.e., development requiring sanitary sewer and water and at greater densities than rural development). Were alternative energy developments instead to occupy such areas, future Village development would be stopped or impeded, negatively impacting the Village's tax base, character, and service efficiency.
2. Discourage within the viewshed of any residential subdivision, public recreation land, Interstate highway, or Highways 19 and 51; or effectively screen from views from these places and highways using topographic changes, woodlands, setbacks, and/or landscaped berms.

3. Require siting along existing electric transmission lines capable of distributing energy from the development, or require that new lines outside of the development be buried, in order to minimize the installation of new overhead lines outside of the solar field.
4. Require the submittal of site, grading, stormwater management, and erosion control plans to comply with associated Village, Dane County, and State regulations, as normally required for application to the jurisdiction in which the development is proposed.
5. Discourage the large-scale removal of topsoil, mature trees, and woodlands; preserve environmental corridors and logical animal movement routes; and promote prairie and pollinator-friendly vegetation as ground cover throughout the development.
6. Require every such development to include an evaluation of environmental, wildlife habitat, architectural, archeological, cultural, and other resources on and near such site, and avoid negative impacts on such resources.
7. Require adequate security and other legal assurances that financial resources are available to remove the alternative energy development and all associated equipment and infrastructure when their usefulness or lifespan is exhausted, other technologies render the facilities obsolete or no longer cost effective, or the owner or operator goes out of business or is otherwise financially unable to maintain the facility or remove the equipment and infrastructure following use.

8

Intergovernmental Cooperation

- Sets a platform for working with neighboring communities, the School District, and regional and state agencies.

Goal

DeForest's future success is intertwined with that of the DeForest Area School District; nearby villages, towns, and cities; and others. The Village will maintain and build strong relationships with other governments for mutual and regional benefit.



Intergovernmental Cooperation Initiative Summary

Initiative (click on link to learn more)	Description	Funding	Responsibility
<u>Manage Existing Intergovernmental Land Use and Boundary Agreements</u>	DeForest has intergovernmental boundary, land use, and utility agreements and zoning arrangements with several nearby municipalities. The Village will fulfill its obligations under those agreements, and pursue agreement amendments and extensions as warranted. Other important intergovernmental service agreements are not covered by this initiative.	Cost sharing with other municipalities on agreement amendments and extensions; Developer reimbursement on extraterritorial zoning review requests	Village Administrator, under the direction of the Village Board and with assistance from other staff and consultants as requested
<u>Consider New Boundary and Land Use Agreement with Westport</u>	The northeast corner of Westport is within DeForest's extraterritorial land division review jurisdiction and close to an emerging DeForest growth area. The Village will discuss with Westport an intergovernmental agreement to address a number of matters in this corner.	Cost sharing with Westport on legal, planning, and other contracted expenses.	Village Administrator, under the direction of the Village Board and with assistance from other staff and consultants as requested
<u>Consider Updated Boundary and Utility Agreement with Vienna</u>	The Town of Vienna and DeForest had boundary and utility service agreements extending over two decades. The last one expired in 2019. The Village remains open to a new agreement that adequately provides for future growth needs.	Cost sharing with Vienna on legal, planning, and other contracted expenses.	Village Administrator, under the direction of the Village Board and with assistance from other staff and consultants as requested
<u>Collaborate with the School District, Windsor, and Dane County</u>	The future health and growth of the DeForest Area School District, Village of DeForest, and Village of Windsor are linked. Dane County also has a role in enhancing the DeForest-Windsor community. DeForest intends to pursue collaboration with these entities on a variety of issues—both through ongoing efforts and on specific projects.	Cost sharing with these other entities, plus tax incremental financing and grants to assist with (re)development, recreation, and resource planning and implementation	Community Development Director, under the direction of the Village Administrator

OBJECTIVES

- a. Recognize the importance of building the DeForest-Windsor community through collaboration.
- b. Advance DeForest's land use and transportation vision via its intergovernmental discussions.
- c. Seek to reduce costs and improve services and utilities through intergovernmental cooperation.

POLICIES

1. Amend, extend, and execute intergovernmental agreements over time, where DeForest's interests are served.
2. Engage in informal intergovernmental arrangements—such as sharing information, marketing, equipment, facility, and parkland—particularly with the Village of Windsor and the DeForest Area School District.
3. Improve efficiencies in service and utility delivery across jurisdictional boundaries and traditional service categories.
4. Share capital improvement plans to identify the potential for coordinating projects, and seek opportunities to coordinate bidding and construction of major infrastructure and equipment projects.
5. Continue to work towards consistency and mutual agreement in land use and transportation plans, design standards, future urban development areas, and municipal boundaries.
6. Collaborate on intermunicipal and regional initiatives including flood protection, stormwater management, transportation (highways, trails, bus), parks and open space, land use, housing, and economic development initiatives with a variety of other units of government and agencies, including but not limited to the Wisconsin Department of Transportation (WisDOT), Capital Area Regional Planning Commission (CARPC), Madison Area Transportation Board (MPO), Wisconsin Department of Natural Resources (WisDNR), Dane County, the Madison Region Economic Partnership (MadREP), and area municipalities.
7. Continue to support and collaborate on strategic planning with intergovernmental and cross-community organizations that enhance the area's quality of life, such as the DeForest Windsor Area Chamber of Commerce (including Business Walk collaboration), Community and Senior Center, Public Library, and environmental/watershed organizations.

2020 Community Survey Response

"I think the relationship between the Villages of Windsor and DeForest should be strengthened. The dynamic between the villages is unique and something that someone with an outside perspective might not understand if they are thinking about moving to the community. I think cooperation would make the community stronger."

INITIATIVES

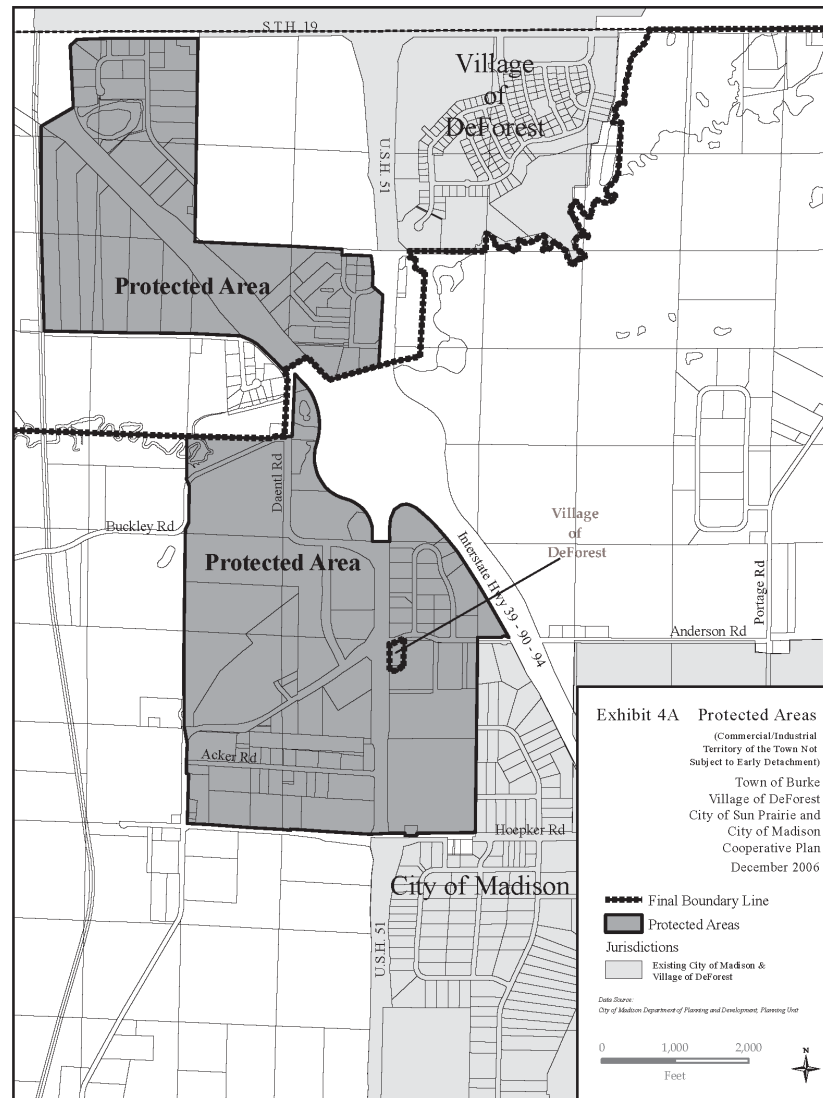
Manage Existing Intergovernmental Land Use and Boundary Agreements

The Village has executed intergovernmental boundary agreements under Section 66.0301(6) of Wisconsin Statutes, cooperative (boundary) plans under Section 66.0307 of Statutes, utility service agreements, and/or extraterritorial zoning with most of its neighboring municipalities. DeForest's current municipal boundary, land development, and utility service agreements and arrangements at time of writing are as follows:

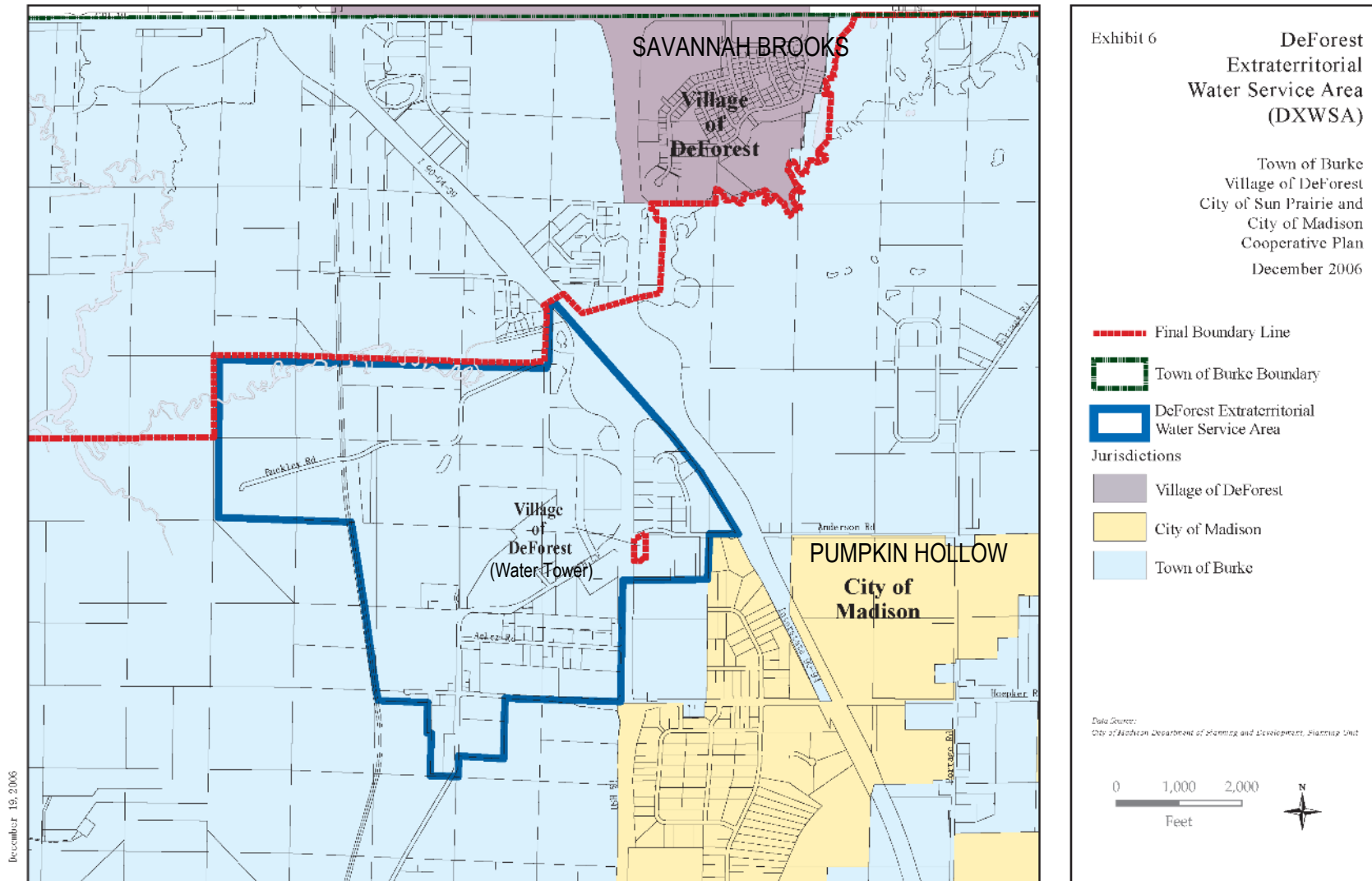
- **Town of Burke/Village of DeForest/City of Sun Prairie/City of Madison Cooperative Plan.** This agreement, executed in 2007, terminates on October 27, 2036. This is when Burke will be dissolved and its remaining lands attached to adjacent municipalities, including to DeForest north of the “final boundary line” on Map 8-1. Before 2036, DeForest may only attach lands in the northern “protected area” on Map 9-1, if agreed by the Burke Town Board and the property owner. Also before 2036, DeForest may attach “intermediate attachment” areas—those lands not shown as “protected areas” on Map 8-1—on a parcel-by-parcel basis when development is proposed. Before and after 2036, within the “DeForest Extraterritorial Water Service Area” on Map 8-2, DeForest is to provide public water service to existing development where already connected and to new development. This service area extends into the Madison municipal boundary adjustment area. Finally, this agreement includes residential phasing restrictions in Madison's Pumpkin Hollow neighborhood labeled on Map 8-2, which may be altered by mutual agreement between DeForest and Madison (i.e., not requiring Burke's or Sun Prairie's consent). Prior to 2036, the participating municipalities may want to revisit provisions of this agreement to confirm or adjust to reflect updated needs.
- **DeForest/Windsor Cooperative Plan.** This agreement, executed in 2010 and substantially amended in 2017, has a termination date of October 7, 2030. The 2017 amendment followed Windsor's incorporation as a village and directed the immediate attachment from Windsor to DeForest of undeveloped areas identified for future attachment in the 2010 agreement. The amendment also allows changes in other smaller areas intended to “square off” future boundaries, by mutual consent. East of Highway 51 between Windsor Road and Highway V, through 2030, Windsor is committed to agricultural preservation and both Villages must support certain agricultural-based business development. The agreement includes additional detail on these agricultural matters and on possible future boundary changes.
- **DeForest/Windsor/Windsor Sanitary District #1 Utility Agreement.** This agreement, executed in 2012, mainly covers water and sewer service to the “Bear Tree Farms” area. DeForest and Windsor have “right and responsibility” to provide water service and sanitary sewer service to different parts of this area (see Map 8-3). The agreement also provides for a water system interconnection in the event either system would otherwise require a booster station to reach higher elevations, which had not occurred at time of writing.
- **DeForest/Vienna extraterritorial zoning.** This arrangement is authorized by State Statutes, was enacted by mutual agreement of the Town of Vienna and the Village in 1999, covers a [specified area](#), and has no termination date. Extraterritorial zoning is managed by the Village, with some approvals (e.g., conditional use permits) made by a six-member committee with equal representation from each municipality.
- **DeForest/Burke extraterritorial zoning.** This similar arrangement was enacted by mutual agreement with Burke in 2008.

The Village will be vigilant both in monitoring, honoring, and implementing these agreements and cooperative plans, and in jointly pursuing amendments and extensions where it determines that doing so will be beneficial.

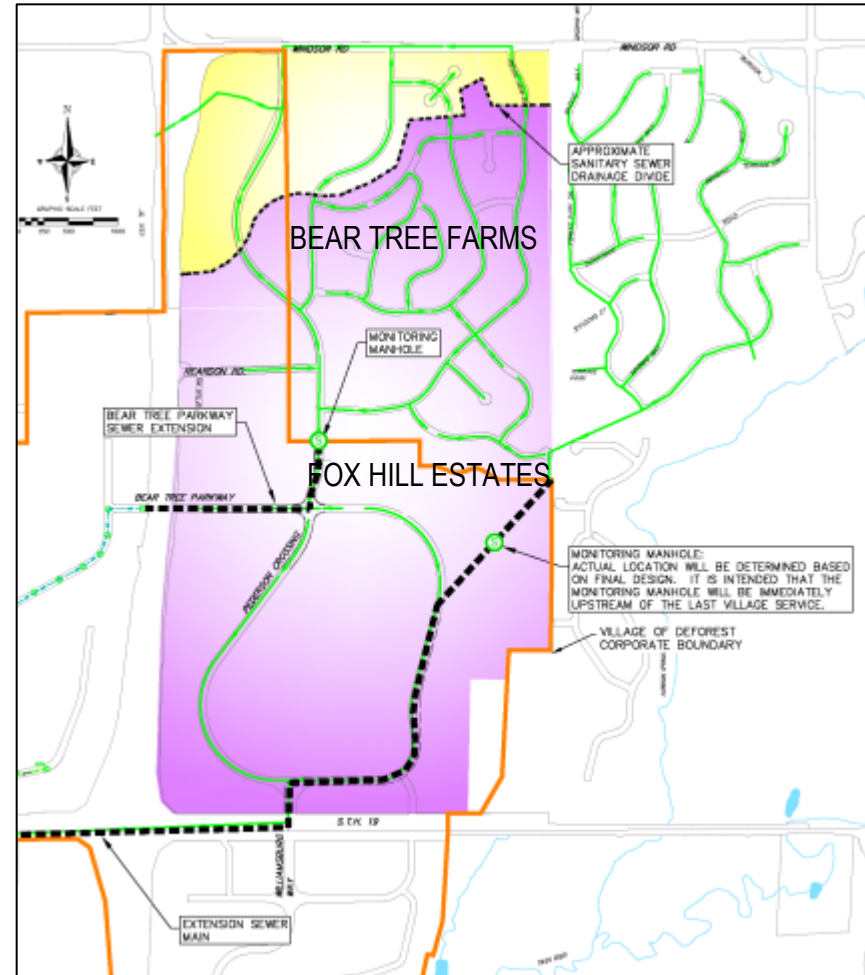
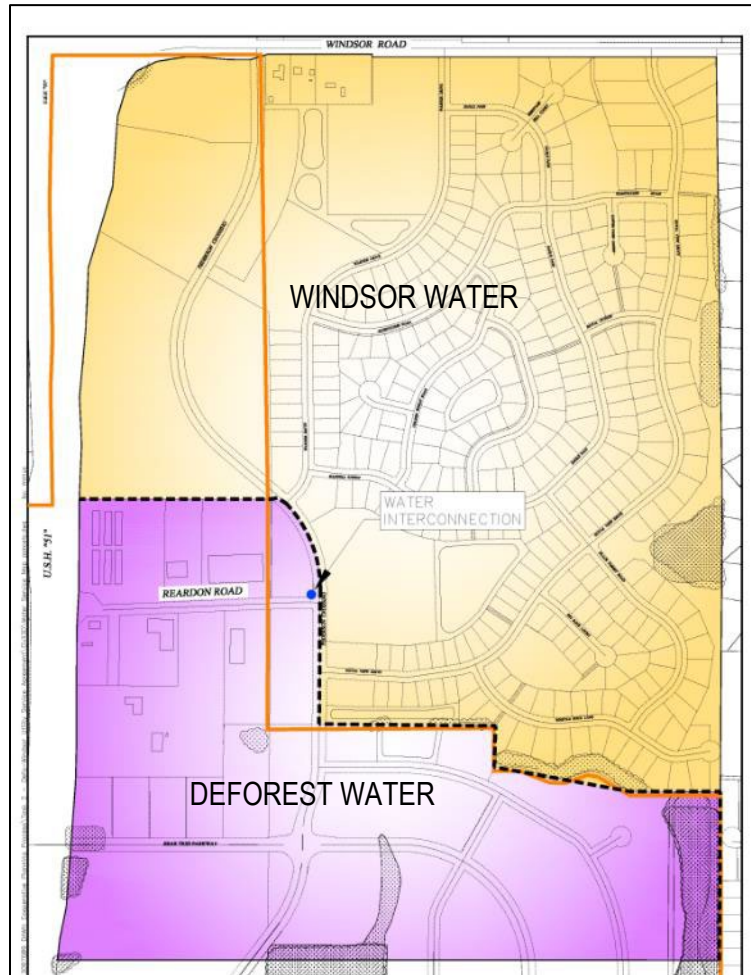
Map 8-1: Final Boundaries and Interim “Protected Areas” from Burke/DeForest/Sun Prairie/Madison Cooperative Plan



Map 8-2: DeForest Extraterritorial Water Service Area from Burke/DeForest/Sun Prairie/Madison Cooperative Plan



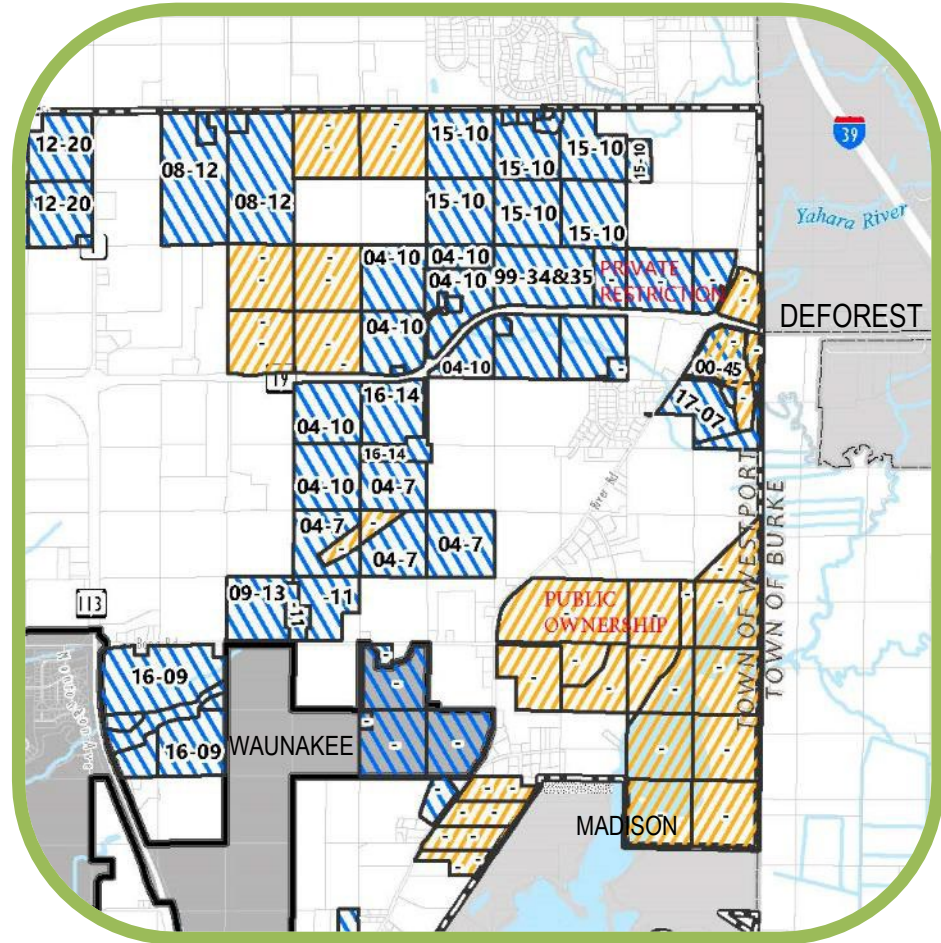
Map 8-3: DeForest and Windsor Utility Service Areas, Bear Tree Area



Consider New Intergovernmental Boundary and Land Use Agreement with Westport

The northeast corner of the Town of Westport is within DeForest's extraterritorial land division review jurisdiction, west of the Village's emerging Tax Incremental District #8 economic development area and the Yahara River corridor. Within this corner, the Town has—often as part of land division approvals—restricted much of the land remaining after division from further development. Also, title and easements over some of these and other lands have been acquired by Dane County, WisDNR, the Madison Metropolitan Sewerage District, and Groundswell Conservancy. The map to the right indicates lands that were as of 2018 privately restricted (blue hatch) and publicly owned (red-yellow hatch) in this part of the Town.

The mid-2010s North Yahara and North Mendota Future Urban Development Area (FUDA) studies identified this as a future study area. In general, the advice was to work collaboratively on a neighborhood development plan, community separation, and natural resources protection associated with the Cherokee Marsh. The Village intends to explore an intergovernmental agreement with the Town of Westport to come to some resolution on these matters. Westport may wish to include its historic planning and zoning partner—the Village of Waunakee—in these discussions. Such an agreement may address overlapping extraterritorial authorities, future municipal boundaries, land preservation and restrictions, potential future utility system expansions, Highway 19/North Mendota Parkway advancement, community separation, and other areas of mutual concern. In general, the Village will work collaboratively to protect sensitive environmental resources in this study area, which connects with Cherokee Marsh.



This map was produced by MSA Professional Services for the Town of Westport in 2018. The restrictions indicated on this map had not been independently reviewed by DeForest representatives at time of writing.

In advance of any such intergovernmental agreement, the Village has put forward its preliminary future land use vision for this area through Map 5-1: Future Land Use. Such vision has accounted for most restricted areas, likely utility serviceability, and 20+ year Village development needs.

Consider Updated Intergovernmental Boundary and Utility Agreement with Vienna

The Village of DeForest and Town of Vienna had a series of boundary and utility service agreements between 1998 and 2019. Those agreements provided for separate “Village Growth Areas” (where annexation was permitted) and “Town Growth Areas” (where annexation was restricted). They also delineated a “Shared Utilities Area” crossing the two growth areas where Vienna was to provide sanitary sewer service and DeForest public water service. Vienna does not have a public water system.

The last such agreement expired in 2019. Since then, the two municipalities have offered proposals but at time of writing did not appear close to agreement. Of particular issue to DeForest is its interest in extending the “Village Growth Area,” which had not changed since 1998, and the future of developed Vienna properties east of Interstate 39-90-94. The Village remains open to a new intergovernmental boundary and utility agreement with the Town of Vienna to resolve these matters.

Collaborate with the DeForest Area School District (DASD), Village of Windsor, and Dane County

The future health and growth of the DASD and Village of DeForest are closely linked. Within community surveys conducted since at least 2012, “schools” are consistently one of the top reasons that DeForest residents choose to live in the community. From 2016 to 2022, the DASD added an average of nearly 80 students per year, making it one of the fastest-growing school districts in Dane County. The DASD also includes nearly all of Windsor, parts of Vienna and Burke, and an emerging growth area in the City of Madison.

The Villages of DeForest and Windsor have many other areas of current and potential interface and shared growth interests, and for many DeForest and Windsor are thought of as one community. Dane County also has land, resources, and interests in and near DeForest, including Token Creek County Park and the Yahara River Watershed.

The Village welcomes continue collaboration with the DASD, Windsor, and Dane County on a variety of issues, including the following:

- **Sharing Data and Joint Studies.** These parties have collaborated on a variety of cross-community studies and regularly share data and plans, which is expected to continue. DeForest will also continue to provide DASD with data to aid it in projecting future enrollment growth.
- **Future School Siting and Expansion.** The Village has recently worked with the DASD on its reconstruction of Eagle Point Elementary School and on major and minor expansions to all of its other schools in DeForest. The most likely site for the next DASD school is likely along Portage Road in the City of Madison’s Pumpkin Hollow neighborhood, close significant projected enrollment growth, where the DASD recently acquired land. The DASD may also wish to explore a future elementary school site within the northern portion of the Northern Interstate Corridor planning area (see Map 5-2 in the Land Use chapter).

→ **Development Planning and Implementation.** As summarized in the Economic Development chapter and described in detail in the separate General Plan for Redevelopment, at time of writing the DASD held a key future redevelopment site near the center of DeForest—the surplus Holum Center site. DeForest will continue to interact with the DASD on preparing that land for sale and private redevelopment, ideally for housing from the Village’s perspective. DeForest and Windsor also have a number of adjacent emerging and planned developments, which warrant continued cross-coordination to ensure land use compatibility and good transportation access.

→ **Transportation Access Improvements.** In 2011, the DASD, DeForest, and Windsor collaborated on the *Safe Routes to School Plan*. Most implementation efforts have been completed, but the parties may benefit from reviewing that plan for final implementation actions. The Village and DASD have also collaborated on the extension of Jefferson Street between Bruns Street and North Towne Road and on a new path that will better connect the High School and Middle School to surrounding neighborhoods and each other in 2024.

DeForest and Windsor will share the costs to rebuild Windsor Road between the Interstate and Charlie Grimm Road in 2023, and DeForest and Dane County to rebuild Highway V/North Street at least from Main Street to Nelson Court in 2024. DeForest anticipates that these types of collaborations to improve access in the area will continue.

→ **Joint Programming and Facility Use.** The Village intends to continue to work with the DASD and Windsor on joint facility usage and community and recreational programming. Jointly using Village parks and school facilities are usually a “win-win” for all entities. The Village intends to regularly engage with DASD and Windsor representatives on such opportunities, and consider DASD and Windsor facilities and needs in its next Parks and Open Space Plan update. Joint development of Windsor’s Cradle Hill Park and DeForest’s adjacent Iver Munson Park is another opportunity.



Relocation and colocation of the DASD’s administrative offices to space within the updated Middle School building has allowed for the sale and redevelopment of the Holum Center site.

- **Share Capital Improvement Programs.** DeForest, Windsor, and the DASD may share capital improvement programs to identify the potential for coordinating projects and seek opportunities to coordinate bidding and construction of major infrastructure and equipment projects.
- **Regional Recreation and Resource Protection.** As described in the Community Facilities & Utilities chapter, DeForest intends to communicate with the main property owner, Dane County, and others on a potential community or regional park and natural area north of Highway V. Other Dane County recreational collaboration opportunities may involve Yahara River Watershed protection and regional trail connections from the ends of the Village's trail network, such as near Token Creek County Park and the River Road/Highway 19 intersection area.
- **Other Regular Communications.** DeForest, Windsor, and DASD staff are in regular communications on issues of joint interest. Many villages also ask for a school district liaison to serve on plan commissions or other Village bodies. Such participation aids in municipality-district communication and helps assure that school district impacts are addressed when new development proposals are offered.

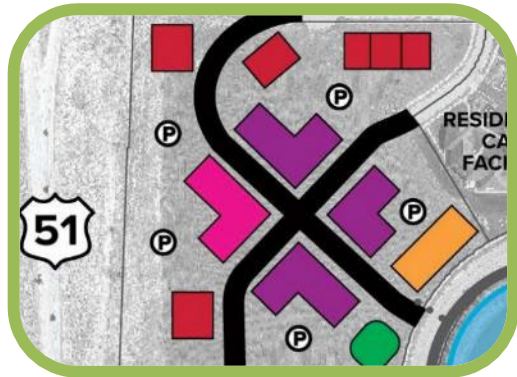
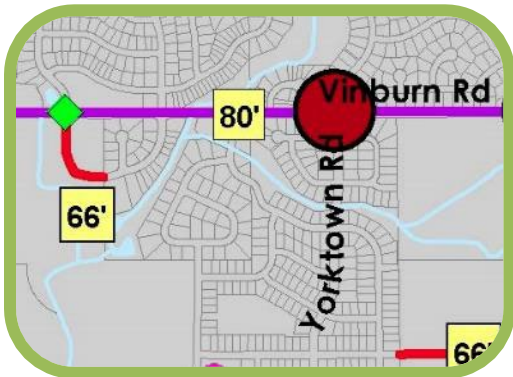
9

Implementation

- Prioritize initiatives put forward in other chapters of this Plan
- Measure the Village’s performance against Plan goals over time

Goal

The Village will share this Comprehensive Plan with the community, consider strategic amendments, track progress and completing Plan initiatives, and evaluate performance in achieving the goals put forward in this Plan.



Comprehensive Plan Implementation Steps			
Step <small>(click on link to learn more)</small>	Description	Funding	Responsibility
Integrate the Comprehensive Plan into the Community’s Consciousness and Decisions	Communicating the <i>Comprehensive Plan</i> is critical to building community understanding and endorsement. Further, the <i>Plan</i> should be absorbed into other Village planning, policy making, capital improvements programming, and budget prioritization. Finally, the Village will regularly review of the <i>Plan</i> , adopting amendments as appropriate.	Taxes; developer reimbursement for requested comprehensive plan amendments	Zoning Administrator and Community Development Director; with assistance from Village planning consultants; amendments subject to Planning and Zoning Commission review and Board approval
Execute Comprehensive Plan Initiatives	Each previous various chapter of this <i>Plan</i> includes initiatives in the categorical area covered by that chapter (e.g., land use, transportation). The Village will attempt to implement these initiatives within the timeframes indicated in Figure 9.1.	See respective chapter’s cover page for possible funding sources for each initiative	Variety of Village staff with at least annual review by the Village’s Development Review Team; final implementation typically subject to Board approval
Measure Success in Achieving Comprehensive Plan Vision and Goals	This <i>Plan</i> will ultimately be successful only if the Village achieves its vision and goals. The Village will evaluate its performance in becoming the type of community envisioned in this <i>Plan</i> , such as by completing the exercise in Figure 9.2.	Taxes (nominal cost every other year)	Zoning Administrator and Community Development Director; with assistance from Village planning consultants in consultation with Village’s Development Review Team, Planning and Zoning Commission, and Village Board

INITIATIVES

The following pages further describe the implementation priorities included on the cover page of this chapter and necessary to achieve the vision and promise of this *Comprehensive Plan*.

Integrate the Comprehensive Plan into the Community's Consciousness and Decisions

This *Plan* will be used by government officials, developers, residents, and others interested in the future of the Village to guide growth, development, redevelopment, and preservation. The Village intends to constantly evaluate its decisions on private development proposals, public investments, regulations, incentives, and other actions against the recommendations of this *Plan*. In fact, all amendments to subdivision, official map, and zoning ordinances (including rezonings) must be consistent with the adopted *Plan*, under State law.

This *Plan* will have value only if it is understood, supported, and used. The Village will work to increase awareness of this *Plan*, such as by:

- Ensuring that up-to-date materials are easily accessible on the Village's website.
- Speaking to community organizations and school groups about the *Plan*.
- Prominently displaying the Village's vision, the Future Land Use map, and other *Plan* materials at Village Hall.
- Incorporating major initiatives in the annual Village budget and capital improvement program, as funding allows.
- Presenting and discussing implementation progress and performance reports to the Village Board and Plan Commission. These presentations should coincide with the budget and plan amendment cycles, at least every other year.
- Encouraging all Village staff to become familiar with and use the *Plan* in their decision making.

The Village Board and/or Plan Commission intend to devote at least one meeting annually to refresh itself on the *Plan*, review its prior year decisions and actions against the *Plan*, and consider priority implementation efforts for the following year. Each such annual review will include a public comment opportunity.

Amendments to this *Plan* may be appropriate in instances where the *Plan* becomes irrelevant or contradictory to emerging policy, initiatives, or trends. The Village will consider amendments on an annual basis to keep the *Plan* current. DeForest may also receive, and wish to entertain, requests for *Plan* amendments from landowners, developers, and others. Frequent amendments, though, should be avoided. Ideally, proposed amendments will be occasional and bundled, and should in any case be consistent with the Village, goals, and objectives of this *Plan*.

A *Plan* update is more significant than amendments, and generally suggests a cover-to-cover review. Under current State Law, the Village of DeForest will need to update this *Plan* no later than 10 years following the adoption date on its cover.

Execute Comprehensive Plan Initiatives

Each of Chapters 2 through 9 of this *Comprehensive Plan* describe a handful of initiatives within the categorical area of that chapter. In theory, work to implement initiatives should begin shortly after *Comprehensive Plan* adoption. This being said, there are more initiatives than there is staff and

financial capacity to immediately implement all or most of them. Also, some priority initiatives will require substantial cooperation with others, including surrounding local governments and local property owners, which can affect implementation timeframes.

Figure 9.1 includes all of the initiatives from each chapter within this *Plan*; see the referenced chapter for more information on each initiative. See also Figure 7.1: Timetable to Improve Major Community Facilities and Utilities.

Shortly before *Plan* adoption, the Village Board and Planning and Zoning Commission evaluated all initiatives against one another to arrive at the priority ratings in Figure 9.1. In general, “top” priorities will be primary focus over the few years following adoption of this *Plan*. “High” priorities should advance as soon as practical, assuming that “top” priorities are on course and manageable. “Moderate” priorities could eventually elevate to “high” or “top” priorities or may be ongoing or time-permitting initiatives of the associated staff. Priorities may later be adjusted by the Village Board to capture unique opportunities or shifting emphases, without having to amend this *Comprehensive Plan*.

The Village will regularly measure its progress toward completing the priority initiatives identified in Figure 9.1.

Measure Success in Achieving Comprehensive Plan Goals

In addition to measuring its progress toward completing initiatives advised under this *Comprehensive Plan* (see Figure 9.1), the Village will measure its success in actually achieving its vision and goals, during its regular evaluation and amendment cycle. Goal achievement will also be measured primarily by comparing a set of data with the goals within each of Chapters 2 through 9 of this *Comprehensive Plan*. Figure 9.2 includes the goals and performance measures to track their progress.

Figure 9.1: Prioritization of Comprehensive Plan Initiatives

Chapter	Initiative	Priority Rating
2	Attract new businesses in diverse industries	HIGH
2	Promote and assist existing DeForest Businesses	Moderate
2	Brand and market DeForest for economic opportunity	Moderate
2	Advance revitalization of Downtown DeForest and other redevelopment areas	TOP
3	Protect and evaluate environmental corridors	TOP
3	Help protect and improve water quality in the Yahara Watershed	TOP
3	Preserve, enhance, celebrate, and create memorable places	Moderate
3	Mitigate effects of natural hazards	HIGH
4	Achieve a housing mix that preserves DeForest's character while accommodating choice	HIGH
4	Promote thoughtful siting and design of higher density housing	HIGH
4	Support more housing for DeForest's seniors and workforce	HIGH
4	Advance neighborhood development planning	Moderate
5	Use the Future Land Use map and policies to guide land use decisions	HIGH
5	Phase new development in a way that advances Village objectives	Moderate
5	Advance development within the Northern Interstate Corridor	HIGH
5	Encourage economic and mixed use development in the Highway 19/51 District	HIGH
6	Maintain the function and condition of existing roadways	TOP
6	Upgrade arterial and collector roads to meet modern needs	HIGH
6	Develop a network of new and interconnected streets	Moderate
6	Expand bicycle, pedestrian, and transit options	TOP
7	Advance park and recreational projects with community development impacts	HIGH
7	Make the Village more energy smart	Moderate
7	Apply Village priorities to large-scale alternative energy development proposals	Moderate
8	Manage existing intergovernmental boundary and land use agreements	Moderate
8	Consider a new boundary and land use agreement with Westport	Moderate
8	Consider an updated boundary and utility agreement with Vienna	Moderate
8	Collaborate with the School District, Windsor, and Dane County	Moderate

Figure 9.2: Benchmarks in Achieving Comprehensive Plan Goals

Goal	Annual Benchmarks
Economic Development: Enhance DeForest as a place where people want to run a business, work, visit, and live to increase business opportunities and choice, jobs, and tax base	<ul style="list-style-type: none"> At least three business expansions or additions Non-residential property value increase of at least 5% Private sector jobs increase Redevelopment of at least one redevelopment site initiated
Natural & Cultural Resources: Continue to be a steward of land, water, and natural resources; enhance and celebrate special places and events; and protect residents against natural hazards like flooding	<ul style="list-style-type: none"> At least one waterway, environmental corridor, or flood protection effort Increased participation at community events At least one new historical marker, entryway sign, or other visual reminder of history or community installed
Housing & Neighborhoods: Support opportunities for residents and workers to have decent, safe, affordable housing in attractive neighborhoods	<ul style="list-style-type: none"> Permits issued for at least 100 new housing units No significant change in single family housing as a percentage of total housing units At least one new housing development targeted or marketed to seniors or workforce
Land Use: Promote a land use pattern that builds on community strengths; contains a mix of land uses; grows the local economy; and enhances quality of life by providing places for retail, restaurant, jobs, and housing	<ul style="list-style-type: none"> Population increase by at least 120 persons New development density higher than historic density At least one new local retail, commercial service, or restaurant use opens
Transportation: Enable residents, workers, and employers should be able to get around safely, efficiently, and by their mode of choice consistent with a suburban environment	<ul style="list-style-type: none"> Complete transportation projects in capital improvement program in recommended timeframe Maintain streets to a PASER rating of 4 or greater At least one mile of new or substantially updated bike and pedestrian facilities
Community Facilities & Utilities: Meet resident and business expectations for providing quality public services, while maintaining affordable rates, fees, and taxes and reducing energy consumption	<ul style="list-style-type: none"> Complete project(s) in Figure 7.1 in recommended timeline Secure at least one grant to complete a community development related project Complete at least one project designed to make DeForest more energy smart
Intergovernmental Cooperation: Maintain and build relationships with other governments for mutual benefit	<ul style="list-style-type: none"> New/updated boundary and land use agreement with Westport, Vienna, or another At least one intergovernmental success with Windsor, School District, or Dane County