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LAND USE AND ARTERIAL STREET SYSTEM PLANS

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VILLAGE OF JACKSON WASHINGTON COUNTY WISCONSIN

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JACKSON

GERMANTOWN

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Special acknowledgement is due Mr. Roland O. Tonn, SEWRPC Senior Planner;
Mr. Ronald R. Knippel, SEWRPC Associate Planner; and Mr. Ronald H. Heinen,
SEWRPC Senior Planning Draftsman, for their efforts in the conduct of this
study and in the preparation of this report.

**COMMUNITY ASSISTANCE PLANNING REPORT
NUMBER 10**

LAND USE AND ARTERIAL STREET SYSTEM PLANS

**VILLAGE OF JACKSON
WASHINGTON COUNTY, WISCONSIN**

**SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION
P. O. Box 769
Old Courthouse
916 N. East Avenue
Waukesha, Wisconsin 53186**

The preparation of this report was financed in part by the Village of Jackson, in part through a planning grant from the Wisconsin Department of Local Affairs and Development pursuant to Section 22.14 of the Wisconsin Statutes, in part through a planning grant from the U. S. Department of Housing and Urban Development pursuant to Section 701 of the Housing Act of 1954, and in part through a planning grant from the U. S. Environmental Protection Agency pursuant to Section 201 of the Federal Water Pollution Control Act, as amended.

December 1976

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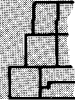
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December 31, 1976

Mr. Clem Mayer, Chairman
Village of Jackson Plan Commission
Village Hall
N168 W20900 Main Street
Jackson, Wisconsin 53037

Dear Mr. Mayer:

At a meeting held on June 21, 1973, the Village Plan Commission requested the Southeastern Wisconsin Regional Planning Commission staff to assist it in the preparation of a land use plan and an arterial street system plan for the Village. The Regional Planning Commission staff, working with the Village Plan Commission and the Village Engineer, has now completed the work required to prepare such plans and is pleased to transmit those plans as documented in this report to the Village Plan Commission and Village Board for consideration.

In addition to setting forth a recommended land use plan and a recommended arterial street system plan for the Village, this report presents pertinent information on the present stage of development of the Village, including information on population, employment, land use, sanitary sewerage, water supply, and transportation. In addition, information is presented on the topography and drainage pattern, soils, flood hazard areas, woodlands, wetlands, wildlife habitat areas, prime agricultural areas, and primary environmental corridor areas of the Village and environs, all of which constitute important considerations in any local plan design effort. Based upon certain assumptions concerning future population and employment levels in the Village the report, as already noted, sets forth a recommended land use plan and a supporting transportation plan for the Village. These plans, which are consistent with regional as well as local development objectives, are intended to serve as a point of departure for the making of day-to-day development decisions by Village officials and as a basis for developing more detailed plans and plan implementation devices.

The Regional Planning Commission is appreciative of the assistance offered by the Village Board; the Village Plan Commission; the firm of Baudhuin, Greve, and Associates, Inc.; and many Jackson residents in the preparation of these plans. The Commission staff stands ready to assist the Village in presenting the information and recommendations contained in this report to the public for its review and evaluation, and in adopting and implementing the recommendations contained therein.

Sincerely,

Kurt W. Bauer
Executive Director

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Chapter I

INTRODUCTION

Sections 61.35 and 62.23 of the Wisconsin Statutes provide for the creation of village plan commissions and charge those commissions with the function and duty of making and adopting a master plan for the physical development of the village, including any areas outside of its boundaries which in the plan commission's judgment bear relation to the development of the village. The master plan—also known as the comprehensive plan—is intended to accomplish a coordinated, adjusted, and harmonious development of the municipality which will, in accordance with existing and future needs, best promote the public health, safety, morals, order, convenience, prosperity, and general welfare, as well as efficiency and economy in the process of community development. The scope of the master plan, as outlined in the local planning enabling legislation, is quite broad, encompassing explicitly or implicitly virtually all aspects of the physical development of the community but explicitly including by enumeration such matters as the general location, character, and extent of streets, parks, parkways, and playgrounds; the general location, character, and extent of neighborhood units; and comprehensive recommendations for the use of land throughout the community.

Because of the comprehensive nature of the master plan, the statutes provide that such a plan may be adopted in parts, and it has accordingly become common public planning practice to prepare and adopt first such parts of the master plan as the specific needs of a community dictate be given priority over others. A comprehensive plan adequate to meet the needs of even the smallest urban community should consist of at least six elements: a land use plan, an arterial street system plan, a sanitary sewerage system plan, a public water supply system plan, a storm water drainage system plan, and a park and parkway system plan. The unique character and specific needs of each community may, of course, dictate additional elements. The two most basic elements of any comprehensive plan, however, are the land use and the arterial street system plans. These two elements not only deal with the most basic aspects of a community's development—its land use and traffic circulation patterns—but provide the basic foundation for the application of the three most effective legal devices available to municipal bodies for plan implementation—the zoning ordinance, the subdivision control ordinance, and the official map. The land use plan seeks to achieve a rational allocation of land to the various essential uses, thereby providing a sound foundation for zoning decisions. The arterial street system plan seeks to assure the development of a transportation system which can adequately serve the desired land use pattern and therefore provides the basic foundation for the adoption and administration of an

official map. Both the land use and arterial street system plans supply important bases for intelligent subdivision plat review and approval.

The Village Board of the Village of Jackson, in accordance with the aforementioned statutory provisions and in order to promote and encourage sound municipal planning and development, acted on May 10, 1966, to create a Village Plan Commission. Section 5 of Ordinance 92, creating the Commission, lists its duties, including the statutory charge to prepare and adopt a master plan for the physical development of the Village and its immediate environs. In the performance of this charge, the Village of Jackson Plan Commission in October 1973 requested that the Southeastern Wisconsin Regional Planning Commission (SEWRPC) assist the Village in the preparation of the two most basic elements of the desired comprehensive plan: a land use plan and an arterial street system plan. This report was prepared by SEWRPC in response to that formal request from the Village. The studies on which this report is based were conducted from November 1974 through May 1975. Data pertinent to the preparation of this report and available in the SEWRPC files were supplemented with information provided by the Village of Jackson Plan Commission and by the consulting engineering firm of Baudhuin and Greve, Inc., which serves as the Village Engineer. Thus, to the maximum extent possible, the land use and arterial street system plans presented herein are based upon a careful review and evaluation of existing conditions, estimates of future needs, and sound planning and engineering principles.

THE STUDY AREA

The Village of Jackson is located in the northwestern area of the seven-county Southeastern Wisconsin Region and in the southeastern area of Washington County, as shown on Map 1. The 1.5-square-mile incorporated area of the Village lies within U. S. Public Land Survey Sections 17, 18, 19, and 20, all in Town 10 North, Range 20 East. The study area, however, includes all of the aforementioned sections, parts of which lie in the Town of Jackson, together with portions of the east one-half of Sections 13 and 24, Town 10 North, Range 19 East, in the Town of Polk.

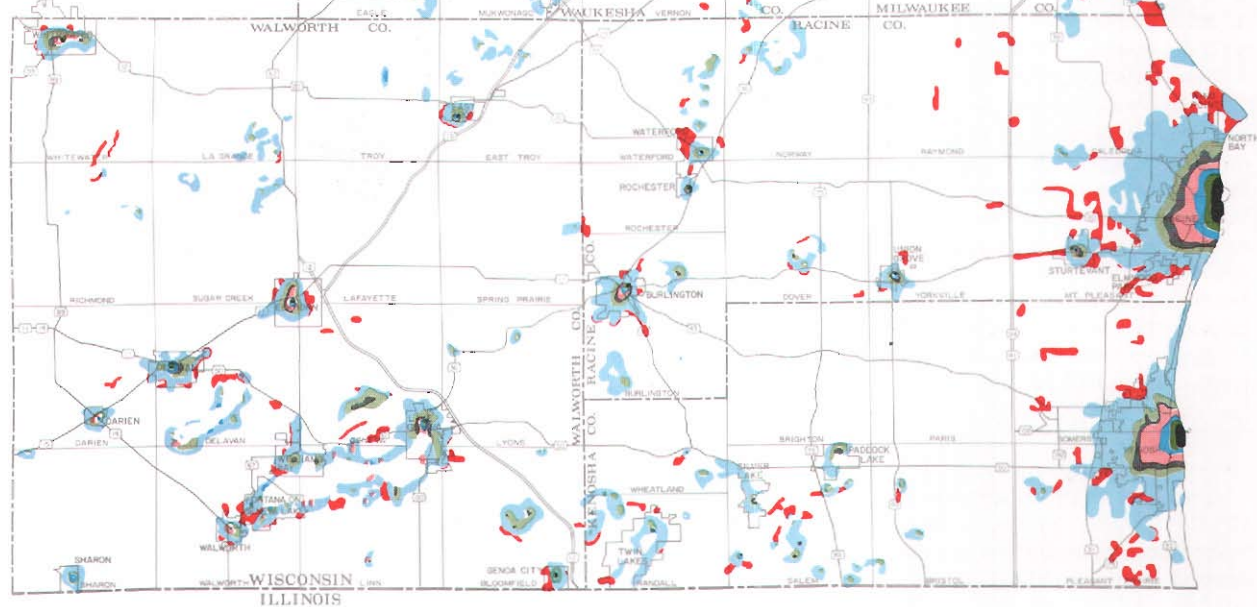
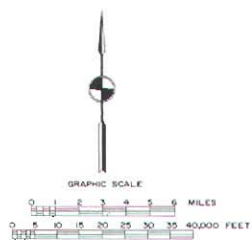
The areas in the Towns of Jackson and Polk and outside of the corporate limits of the Village total 3.1 square miles in area, or 68 percent of the total study area of 4.6 square miles, and were included in the study area because they comprise logical areas of future growth and expansion for the Village and because they lie within the statutory extraterritorial plat approval jurisdictional area of the Village.

Map 1

**LOCATION OF THE VILLAGE OF
JACKSON IN THE SOUTHEASTERN
WISCONSIN REGION AND THE EXTENT
OF HISTORIC URBAN DEVELOPMENT**

LEGEND

URBAN GROWTH AS OF:



Source: SEWRPC.

The study area, as shown on Map 2, is bounded on the north by Cedar Creek Road, on the east by Maple Road, on the south by Sherman Road, and on the west by the proposed West Bend Freeway (new STH 45), the right-of-way for which has been acquired by the State.

REGIONAL INFLUENCES

Sound planning practice dictates that local plans should be prepared within the framework of adopted regional plans. The salient recommendations of the adopted regional plan elements directly applicable to the Village of Jackson are graphically summarized on Map 3, and include the regional land use and transportation plans, the Milwaukee River watershed plan, and the regional sanitary sewerage system plan. These recommendations were carefully considered in the formulation of the land use and arterial street system plans for the Village. In addition, certain recommendations contained in the regional housing plan are pertinent to and were considered in the formulation of a land use plan for the Village of Jackson and environs.

The adopted regional land use plan, as described in SEWRPC Planning Report No. 7, Volume Three, Recommended Regional Land Use and Transportation Plans—1990, provides for the attainment of specific regional land use objectives formulated with the advice and consent of concerned local, state, and federal units and agencies of government. Based on careful demographic, economic, public financial resources, natural resources, and public utility inventories, analyses, and forecasts, the regional land use plan provides recommendations with respect to the amount, spatial distribution, and general arrangements of the various land uses required to serve the needs of the anticipated future population and economic activity levels within the Region. Particularly important to the preparation of a land use plan for the Village of Jackson and environs are the recommendations concerning preservation of the primary environmental corridors and the prime agricultural areas of the Region, and the encouragement of compact urban development in those areas of the Region which are covered by soils suitable to such use, are not subject to special hazards, such as flooding, and can be readily served by sanitary sewerage and water supply facilities. These and other aspects of the regional land use plan provide the basic framework for the local land use plan recommended herein.

The adopted regional transportation plan, also as described in SEWRPC Planning Report No. 7 and as refined and detailed in SEWRPC Planning Report No. 23, A Jurisdictional Highway System Plan for Washington County, provides recommendations on how the land use plan can best be served by highway and transit facilities and recommends a functional and jurisdiction system of arterial streets and highways to serve the Region, Washington County, and the Village of Jackson and environs through the design year 1990. The regional arterial street and highway system plan is based on careful, quantitative analyses of existing and projected traffic volumes and

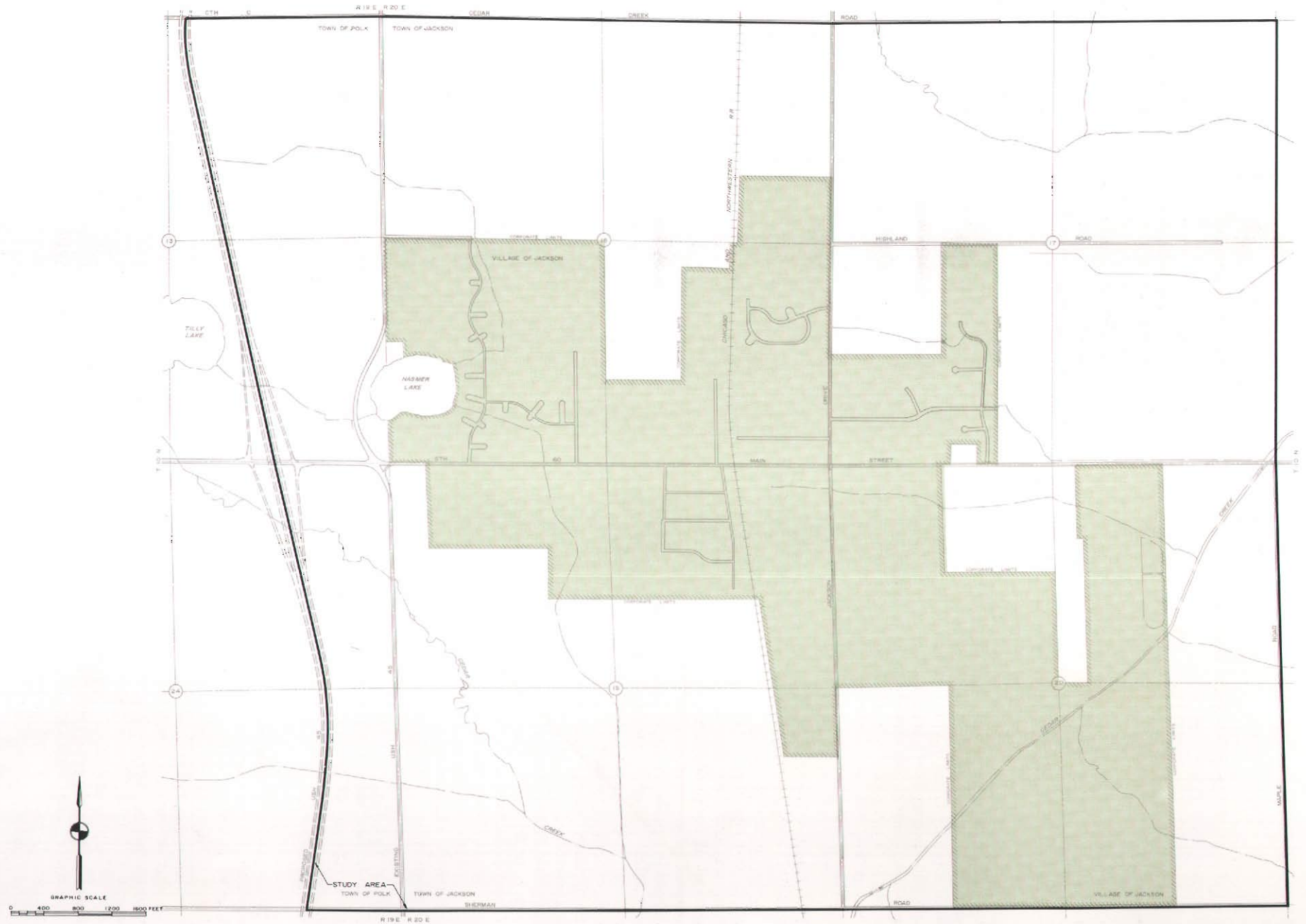
existing arterial street and highway system capacity and continuity and provides the basic framework for the local arterial street system plan recommended herein.

The recommended comprehensive plan for the Milwaukee River watershed, described in Volume Two of SEWRPC Planning Report No. 13, A Comprehensive Plan for the Milwaukee River Watershed, provides for the attainment of the specific watershed development objectives formulated under the study in cooperation with the local, state, and federal units and agencies of government concerned. The final watershed plan emphasizes four main elements: a land use element, a flood control element, a water pollution abatement element, and a water supply element. The flood control and water pollution abatement recommendations of the watershed plan for Cedar Creek, a major tributary of the Milwaukee River, provide important inputs to the local land use plan recommended herein.

The recommended regional sanitary sewerage system plan, described in SEWRPC Planning Report No. 16, A Regional Sanitary Sewerage System Plan for Southeastern Wisconsin, offers a sound, coordinated guide for the abatement of water pollution throughout the Region and a guide to the development of future sewage treatment and related trunk sewer facilities. The plan is based upon extensive inventories and analyses of the Region's socioeconomic and natural resource base, its existing sewerage facilities and sewerage characteristics, and its sewerage-related laws and regulations. The water pollution abatement and associated sanitary sewerage system and sewage treatment recommendations for the Village of Jackson and environs contained in the regional sanitary sewerage system plan constitute important inputs to the local land use plan recommended herein.

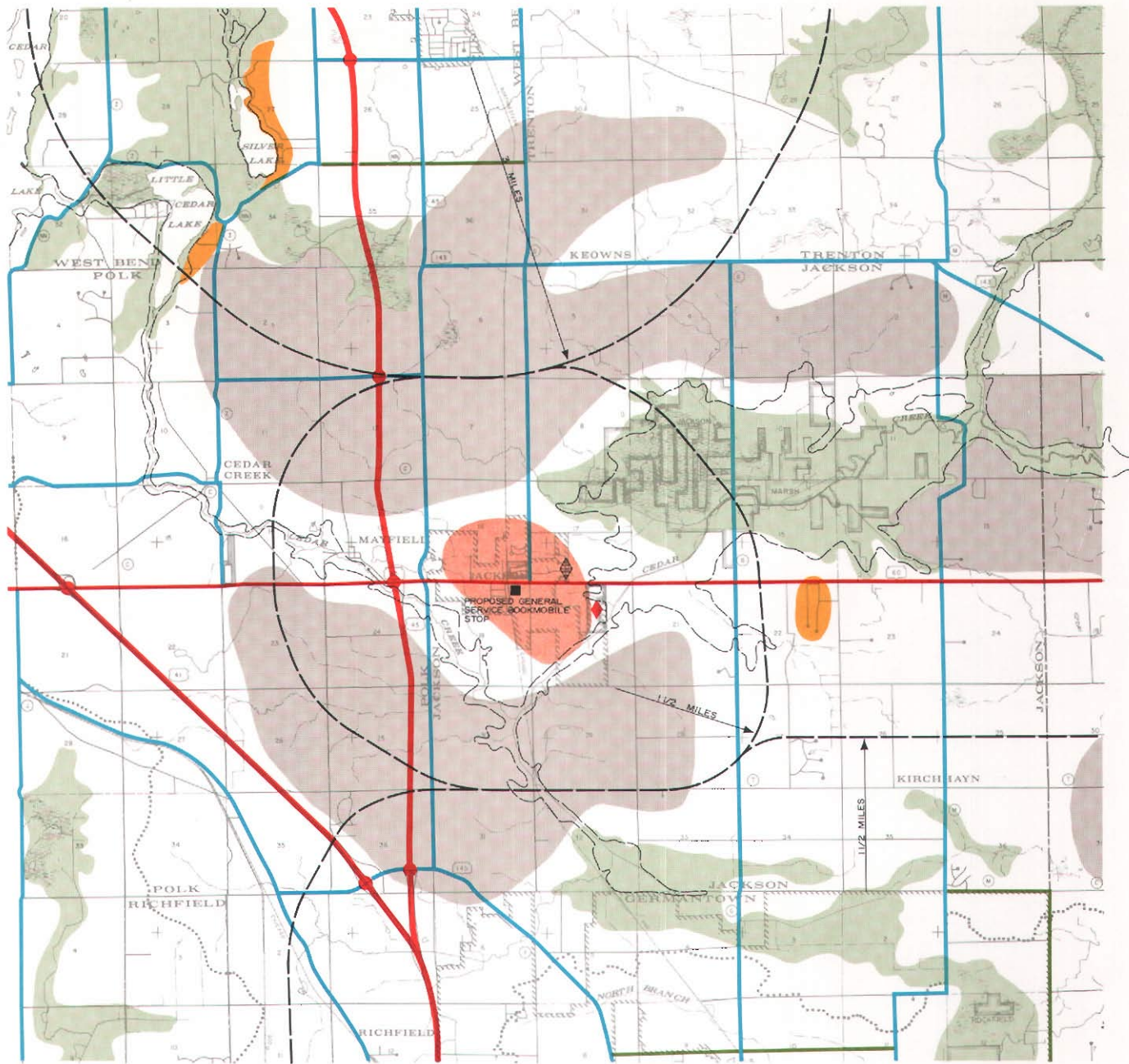
The adopted regional housing plan, described in SEWRPC Planning Report No. 20, A Regional Housing Plan for Southeastern Wisconsin, identifies the existing housing needs in the Region and recommends steps which would help meet that need. The report includes data on the existing housing stock in the Region, the cost of buying and occupying new housing, housing financing and technology, governmental activity in housing, housing need, constraints on the availability of housing, alternative housing allocation strategies, and a recommended regional housing plan. In addition to the Region as a whole, the report addresses smaller subregional areas known as "housing analysis areas." Housing Analysis Area No. 9 includes the Village and Town of Jackson and the east one-half of the Town of Polk, and the report contains specific housing recommendations for this geographic area. These recommendations were carefully considered in the formulation of the local land use plan recommended herein.

All of the aforementioned regional plan elements affect, or are affected by, development in the Village of Jackson. Accordingly, the recommended plan elements contained in these reports are included in this land use plan by reference and are considered further in the inventory and analysis section of this report.



Map 3

SELECTED REGIONAL PLAN ELEMENTS APPLICABLE TO THE VILLAGE OF JACKSON



LEGEND

- LOW DENSITY RESIDENTIAL
(0.2-2.2 DWELLING UNITS PER NET RES. ACRE)
- MEDIUM DENSITY RESIDENTIAL
(2.3-6.9 DWELLING UNITS PER NET RES. ACRE)
- PRIMARY ENVIRONMENTAL CORRIDOR
- PRIME AGRICULTURAL LAND
- OTHER AGRICULTURAL AND RELATED LAND

100-YEAR RECURRENCE INTERVAL
FLOOD INUNDATION LINE



EXISTING SEWAGE TREATMENT PLANT
TO BE ABANDONED



PROPOSED SEWAGE TREATMENT PLANT



STATE TRUNK ARTERIAL HIGHWAY (FREEWAY)



FREEWAY-STANDARD ARTERIAL INTERCHANGE



STATE TRUNK ARTERIAL HIGHWAY (NON-FREEWAY)



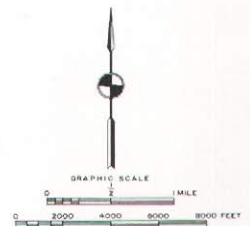
COUNTY TRUNK ARTERIAL HIGHWAY



LOCAL TRUNK ARTERIAL HIGHWAY



LIMITS OF EXTRATERRITORIAL JURISDICTION



Source: SEWRPC.

STUDY OBJECTIVES

The purpose of the local planning effort documented herein is to provide the Village of Jackson with two of the key elements of a comprehensive community development plan—a land use plan and a transportation plan. These two plan elements, while constituting impor-

tant guides to community development, also provide the basis for the preparation of the utility and community facility plans deemed necessary to meet the needs of the Village. The Village land use and transportation plans are also intended to carry the regional plan elements described above into greater depth and detail as necessary for both sound local and regional planning and plan implementation.

Chapter II

INVENTORY AND ANALYSIS

HISTORY

Before 1872, Jackson was one of the three small unincorporated hamlets located in the Towns of Jackson and Polk, none of which appeared to have been more important than the other. At one time known as Riceville, from the English misspelling of a German name, the hamlet developed on 400 acres acquired by a German immigrant named Franz Reis. When the railroad was built from Milwaukee to Fond du Lac, Reis offered the company a site for a depot. With the railroad passing through his farm and trains stopping at his front door, Reis saw an opportunity to profit from his gift. In 1873 he built a large general store, saloon, and a grain elevator. A second elevator and store were built later, and before long the community had two blacksmith shops, a carpenter shop, a hardware store, and, according to a county history written in 1881, "a number of neat stone dwellings." The railroad remained a vital force in the development of Jackson for years to come. Trains ran frequently and milk was transported to Milwaukee from the Jackson depot. Many people now living in Jackson can also recall commuting by train to high school classes in West Bend.

On March 14, 1912, the hamlet of Jackson was incorporated as a Village. By that time, in addition to those businesses established in the late 1800s, the Village had a cheese factory, a post office, and a hotel. In 1920 the Village had a resident population of 230 people and the first of the Village's three major industries, Libby, McNeill and Libby, Inc., had moved into the Village. Like its predecessors, Libby, McNeill and Libby, Inc., chose a location adjacent to the railroad, where it still operates today and still depends, in part, upon rail transportation for the movement of its products.

During the three decades following 1920 little development took place in the Village. No new industries or businesses moved into the community and the 1930 census actually showed a slight decline in resident population (see Figure 1). By 1940 the population of the Village began to increase again, and by 1950 the U. S. Census reported the resident population at 361. From 1950 to 1970 the Village population increased only slightly; however, the remaining two of its three major industries moved into the Village, in addition to some new smaller businesses. A medical supply manufacturing plant, George Bursock Industries, Inc., in 1955 occupied a building originally constructed as a cheese factory. In 1960 this plant was purchased by Will Ross, Inc., which constructed the new Badger Laboratories Division building on STH 60 at the west end of the Village in 1968. The third major industry in the Village, Kettle Moraine Coatings, Inc., a plastic coating plant, began operations in September 1961. During this 20-year period, other small

industries and businesses, such as Rex Cabinets; Ozaukee Pattern Company, Inc.; Jackson Body Company, Inc.; and Sundance Photo, Inc., moved to the Village. It was primarily the industrial and commercial growth during this 20-year period which established the Village's present modest, but relatively strong and diversified, economic base. Although very little industrial or commercial growth has occurred in the Village since 1970, the last five years have shown an extraordinary increase in residential building activity and population growth. In 1970 the U. S. Census recorded the resident population of the Village as 561. In 1975 the Wisconsin Department of Administration estimated the resident population as 1,895, an increase of almost two-and-one-half times in five years.

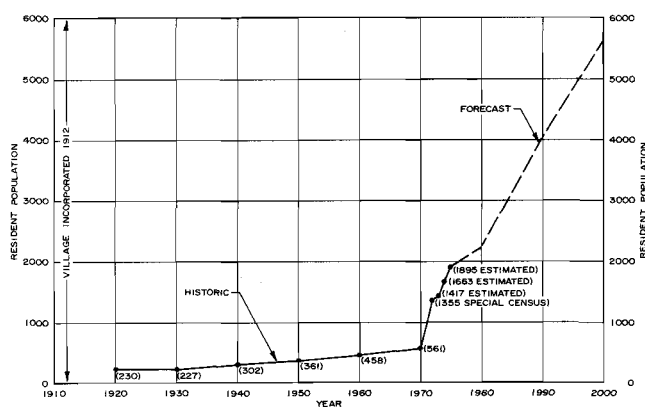
The industrial and commercial base of the Village contributes approximately one-third of the annual local tax revenues needed to provide the municipal services of the Village. The residential base provides the remaining local revenues. This proportion may be expected to hold over the foreseeable future.

POPULATION

Information on the size, characteristics, and distribution of the resident population of the Village, and on anticipated changes over time in these demographic factors is essential to sound local planning since, in the final analysis, the purpose of the local planning program is to benefit the people of the community by maintaining and enhancing living and working conditions in the

Figure 1

HISTORIC AND FORECAST RESIDENT POPULATION LEVELS FOR THE VILLAGE OF JACKSON: 1920-2000



Source: SEWRPC.

Village. Certain of the land use needs which a land use plan seeks to meet are directly related to the existing and probable future population levels of the Village, as are some of the arterial street requirements. The preparation of population forecasts for a small community such as the Village of Jackson, set in a dynamic region, is a particularly difficult task, fraught with uncertainties and subject to periodic revision as new information may dictate. Radical changes in historic growth trends, such as occurred in the Village of Jackson in the early 1970s, are particularly difficult, if not impossible, to foresee and therefore to incorporate in any forecast. In spite of these difficulties and uncertainties, a population forecast is helpful as a guide to land use plan preparation if carefully and judiciously used.

The population forecasts used in this study were developed by SEWRPC for the Region as a whole and for selected subareas of the Region using the cohort-survival method, a method which projects figures from the last census forward by age and sex groups, year-by-year, to the date of the forecast. This method permits explicit consideration of the three major components of popula-

tion change: births, deaths, and net migration. Figure 1 shows the historic population growth for the Village of Jackson from its incorporation to 1975. The levels shown are federal decennial census data from 1920 through 1970. The 1972 data represent the findings of a special census, while the 1973, 1974, and 1975 data represent SEWRPC and Wisconsin Department of Administration estimates. The forecast population levels for 1980, 1990, and 2000 represent SEWRPC data. Figure 1 indicates that the most dramatic increase in population occurred within the last five years. The rapid increase in population was attended by a similar rapid increase in housing units. From 1970 to 1975, more than 460 housing units were added to the existing housing stock of the Village to meet the housing needs of the rapidly increasing population. Building activity in the community from its incorporation to 1975 is summarized in Table 1. The kind of growth which occurred in the Village over the last five years can probably be expected to continue to the end of the century. The demographic forecasts indicate that the population of the Village may be expected to be as high as 5,600 persons by the year 2000, almost three times the present level.

Table 1

RESIDENTIAL BUILDING ACTIVITY IN THE VILLAGE OF JACKSON: SELECTED YEARS 1912-1975

Year	Single-Family Permits	Two-Family		Multifamily		Total	
		Permits	Units	Permits	Units	Permits	Units
1912-1957	100 ^a	--	--	--	--	--	100
1958	14	--	--	--	--	14	14
1959	1	--	--	--	--	1	1
1960	--	--	--	--	--	--	--
1961	--	--	--	--	--	--	--
1962	1	1	2	--	--	2	3
1963	1	--	--	--	--	1	1
1964	1	--	--	--	--	1	1
1965	2	--	--	--	--	2	2
1966	--	--	--	--	--	--	--
1967	1	--	--	1	8	2	9
1968	1	--	--	1	8	2	9
1969	-- ^b	8	16	3	24	11	40
1970	16	6	12	7	44	29	72
1971	11	2	4	2	28	15	43
1972	31	17	34	4	16	52	81
1973	6	4	8	2	12	12	26
1974	3	1	2	--	--	4	5
1975	--	--	--	--	--	--	--
Total	419 ^b	39	78	20	140	148	637 ^b

^a Approximately 100 dwelling units existed in the Village of Jackson prior to 1958. Building permits were not required in the Village before 1958.

^b Between 1969 and 1971 in addition to those building permits issued, the Green Meadow Mobile Home Park was completed and added 230 single family dwelling units to the existing housing stock.

Source: Village of Jackson.

The characteristics of the 1970 population and economy of the Village are summarized in the following paragraphs. More detailed information concerning personal income, occupation, and origin are available in the SEWRPC community profile series for the Village of Jackson, the Town of Jackson, and Washington County.

In 1970 the U. S. Census Bureau reported the population of the Village as entirely white and almost evenly distributed by sex, with 47 percent of the population female and 53 percent male. The actual and forecast population levels by age group for Washington County and the Village of Jackson are shown in Tables 2 and 3, respectively. The Washington County population figures were included for two reasons: first, as a guide to judgement concerning

probable future population levels and, second, as a guide in developing age group patterns for the Village. It should be noted from the tables that the percentage of school age children in the population is expected to decline during the planning period, while the percentage of employable persons is expected to increase. The pattern of age distribution is particularly important in planning for schools, parks, and recreation areas in a community like the Village of Jackson.

The housing and population characteristics data for the Village summarized in Table 4 illustrate the rapid growth not only in population but in housing units during the 1970-to-1975 period. The change in population and housing units between 1960 and 1970 represented rela-

Table 2

POPULATION FORECASTS FOR WASHINGTON COUNTY BY AGE GROUP: 1980, 1990, 2000

Age Group	1970 Census Population		Forecast Population					
			1980		1990		2000	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Under 5	6,627	10.38	7,281	8.52	8,588	7.92	10,325	7.43
5	1,599	2.50	1,185	1.39	1,358	1.25	1,960	1.41
6-10	8,053	12.62	7,341	8.58	7,151	6.59	9,763	7.03
11	1,578	2.47	1,600	1.87	1,717	1.58	1,922	1.38
12-14	4,444	6.97	4,802	5.62	5,151	4.75	5,767	4.16
15-17	3,851	6.03	6,244	7.30	4,452	4.10	5,044	3.63
18 and Over . . .	37,687	59.03	57,047	66.72	80,083	73.81	104,119	74.96
Total	63,839	100.00	85,500	100.00	108,500	100.00	138,900	100.00

Source: U. S. Bureau of the Census and SEWRPC.

Table 3

POPULATION FORECASTS FOR THE VILLAGE OF JACKSON BY AGE GROUP: 1980, 1990, 2000

Age Group	1970 Census Population		Forecast Population					
			1980		1990		2000	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Under 5	53	9.45	167	7.59	280	6.99	364	6.50
5	17	3.03	42	1.92	71	1.78	109	1.94
6-10	71	12.66	190	8.62	265	6.63	396	7.07
11	18	3.21	57	2.61	93	2.32	119	2.12
12-14	35	6.24	108	4.89	161	4.02	192	3.43
15-17	25	4.46	126	5.73	101	2.53	115	2.06
18 and Over . . .	346	60.95	1,510	68.64	3,029	75.73	4,305	76.88
Total	561	100.00	2,200	100.00	4,000	100.00	5,600	100.00

Source: U. S. Bureau of the Census and SEWRPC.

Table 4

POPULATION AND HOUSING CHARACTERISTICS OF THE VILLAGE OF JACKSON: 1960, 1970, 1975

Characteristic	Year			1960-1970 Change		1970-1975 Change	
	1960	1970	1975	Number	Percent	Number	Percent
Total Population	458	561	1,895	103	22.49	1,334	237.79
Total Housing Units	149	169	637	20	13.42	468	276.92
Persons Per Housing Unit	3.07	3.32	2.97	0.25	8.14	- 0.35	- 10.54
Owner Occupied Housing Units . .	77	98	-- ^a	21	27.27	--	--
Renter Occupied Housing Units . .	60	65	-- ^a	5	8.33	--	--
Vacant Housing Units	12	6	-- ^a	- 6	- 75.00	--	--

^aInformation not available.

Source: U. S. Bureau of the Census and SEWRPC.

tively modest 22 percent and 13 percent increases, respectively. The change between 1970 and 1975 represented dramatic 238 percent and 277 percent increases, respectively. It should be noted that these rapid rates of increase were substantiated by a special census conducted by the U. S. Bureau of the Census at the request of the Village in 1972, a census which indicated an actual population level of 1,355. The Wisconsin Department of Administration estimate for 1972 was 578. It should be further noted that the possibility of a discrepancy in the census information for 1970 exists, given the findings of the special census. Investigation by the Commission staff failed, however, to uncover a logical source for any possible discrepancy, such as unidentified annexations. The importance of this caveat concerning the 1970 census data is that population growth in the Village between 1970 and 1975 may have been more gradual than would be concluded from the census data. The possibility of an error in the census data is substantiated by the difference between the number of housing units in the Village in 1970, as shown in Table 1-252—compiled from Village building permit records, and the number of housing units, as shown in Table 4-169—in the 1970 census. If the Village building permit data were correct and all the units were occupied, the population of the Village should have been approximately 830 persons in 1970, instead of the 461 persons reported by the census.

Another important factor to be considered in any local planning effort is the average household size. As shown in Table 4, the household size increased from 3.07 persons per household in 1960 to 3.32 in 1970, and then declined to an estimated 2.97 persons per household in 1975. Projected changes in household size have particularly important implications for housing planning, since the household size is the basic factor used for converting population forecasts into housing demands. If the average family size per household in the Village is assumed to remain at approximately 3.0 during the planning period, the housing needs of the forecast population level could be met by the addition of approximately 1,235 new

housing units, or about 50 housing units per year. This figure appears to be consistent with the present rate of growth in housing units.

ECONOMY

A final factor affecting future growth and development in the Village of Jackson which must be considered in any local land use planning effort is the economic base of the Village. As already noted, residential development in the Village contributes approximately two-thirds of the local revenues required to support municipal services in the Village through the payment of local property taxes. The remaining one-third is contributed by commercial and industrial development in the Village. It should be noted, however, that revenues other than local property taxes, such as state aids, also contribute to the total funds required to provide the full range of municipal services in the Village.

The 1970 median family income, as indicated in Table 5, was \$9,931, with approximately 30 percent of the families in the Village earning less than \$9,000 per year, 21 percent between \$9,000 and \$10,000 per year, and 49 percent earning over \$10,000. The 30 percent of the families earning less than \$9,000 also earned less than \$7,945, which is 80 percent of the median income. The U. S. Department of Housing and Urban Development (HUD) considers any family earning less than the 80 percentile level to be a "lower income family," and thereby eligible for participation in several of that agency's housing programs.

Approximately 252 people residing in the Village, or 45 percent of the total Village resident population, were in the labor force and employed in 1970. The breakdown by occupation of those in the labor force is shown in Table 6. It can be noted from that table that in 1970 there were no farm-related occupations, indicating the absence of agricultural uses in the Village. As will be noted later, however, there were about 600 acres devoted

to agricultural and open space uses in the Village in 1975. The labor force and the occupation class data are included because they are useful in determining probable future industrial and commercial land use needs in the Village.

While many Village residents commute to other communities to work, the work-related traffic flow appears to be more in than out. The 1974 land use survey conducted by the Commission indicates a substantial number of small industrial and commercial concerns in the Village employing from 1 to 10 people, each on a full-time basis. In addition, and as already noted, there are three major industries located in the Village: Badger Laboratories, Division of Will Ross, Inc., the community's largest employer with approximately 200 people employed full-time on three shifts; Libby, McNeill and Libby, Inc., employing about 40 people on a regular full-time basis and over 200 workers during the summer season; and Kettle Moraine Coatings, Inc., with approximately 60 people employed on a regular full-time basis. Total employment in the Village is estimated at 350 jobs on a regular full-time basis, with a seasonal high of 550 jobs. It should be noted that the three major industries concerned existed at the time the 1970 census was taken; therefore, at that time the number of people in the labor force was substantially less than the number of jobs available in the Village, indicating a relatively high in-commuting trend. How the increased 1975 resident population of Jackson has affected this employment ratio is not certain. Assuming, however, that the percentage of the Village population in the labor force does

not change significantly during the planning period, the ratio of jobs available in the Village to the labor force may be expected to decline even further unless new businesses and industries are attracted to the Village. This requires provision for future industrial and commercial sites in any land use plan for the Village. Labor force forecasts for the Village are shown in Table 7. These forecasts are derived from the population forecasts previously presented based on the assumption that the proportion of the total resident population in the labor force will remain at about the 1970 level.

NATURAL RESOURCE BASE

The natural resources of an area—defined herein as the surface waters, wetlands, woodlands, wildlife, and soils—are vital elements to its economic development and to its ability to provide a pleasant and habitable environment for human life. Therefore, a careful evaluation and analysis of the resource capabilities is important to any sound local planning effort. Land and water resources within the Village and the study area are limited and subject to misuse through improper land use development. Such misuse may lead to severe environmental problems, which may be difficult and costly to correct, and to the general deterioration and even destruction of the resource base itself. Intelligent selection of the most desirable land use pattern from among alternatives must, therefore, be based in part upon a careful assessment of the natural resource base.

Soils

Soil properties exert a strong influence on the manner in which man uses land. Soils are an irreplaceable resource, and mounting pressures upon land are constantly making this resource more and more valuable. A need exists, therefore, in any comprehensive land use planning effort to examine not only how land and soils are presently used but also how they can be best used and managed. As shown on Map 4, approximately 80 percent of the study area is covered by soils having severe or very severe limitations for urban residential development utilizing conventional onsite soil absorption sewage disposal systems on lots less than one acre in size. Consequently, urban development in the study area should be served by public sanitary sewer. The adopted regional sanitary sewerage system plan also recommends that all new urban development in the Jackson area be served by public sanitary sewer and centralized water supply facilities. Map 5 shows the degree of development limitations for residential development in the study area when served by municipal sewage treatment facilities. While the limitations for sewered development are far less than for development on septic tanks, it should be noted that 27 percent of the study areas soils present severe and very severe limitations for such development. Careful study and evaluation of soils should precede all urban development. The areas where all urban development should be avoided are located along and adjacent to Cedar Creek in the southern one-half of the study area and adjacent to the Jackson Marsh in the northeastern portion of the study area.

Table 5

FAMILY INCOME IN THE VILLAGE OF JACKSON: 1970

Income Range	Number of Families	Percent of Total
Less than \$1,000	--	0.00
\$ 1,000 - \$ 1,999	4	2.90
\$ 2,000 - \$ 2,999	14	10.14
\$ 3,000 - \$ 3,999	5	3.62
\$ 4,000 - \$ 4,999	4	2.90
\$ 5,000 - \$ 5,999	--	0.00
\$ 6,000 - \$ 6,999	15	10.87
\$ 7,000 - \$ 7,999	--	0.00
\$ 8,000 - \$ 8,999	--	0.00
\$ 9,000 - \$ 9,999	29	21.01
\$10,000 - \$11,999	28	20.29
\$12,000 - \$14,999	22	15.94
\$15,000 - \$24,999	17	12.32
\$25,000 - \$49,999	--	0.00
\$50,000 or more	--	0.00
Total	138	100.00
Median	\$9,931	--

Source: U. S. Bureau of the Census and SEWRPC.

Table 6

EMPLOYED POPULATION 14 YEARS OLD AND OVER BY POPULATION AND SEX IN THE VILLAGE OF JACKSON: 1970

Occupation	Male		Female		Total	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Professional, Technical, and Kindred Workers	16	10.88	24	22.86	40	15.87
Managers, Administrators Except Farm.	8	5.44	--	0.00	8	3.17
Sales Workers	4	2.72	10	9.52	14	5.56
Clerical and Kindred Workers. . . .	20	13.61	21	20.00	41	16.27
Craftsmen, Foremen, and Kindred Workers	34	23.13	--	0.00	34	13.49
Operatives, Except Transport. . . .	28	19.05	17	16.19	45	17.86
Transport Equipment Operatives . .	4	2.72	--	0.00	4	1.59
Labor, Except Farm.	12	8.16	--	0.00	12	4.76
Farmers and Farm Managers	--	0.00	--	0.00	--	0.00
Farm Laborers and Foremen	--	0.00	--	0.00	--	0.00
Service Workers, Except Private Household	13	8.84	22	20.95	35	13.89
Private Household Workers	--	0.00	4	3.81	4	1.59
Occupation Not Reported.	8	5.44	7	6.67	15	5.95
Total	147	100.00	105	100.00	252	100.00

Source: U. S. Bureau of the Census and SEWRPC.

Table 7

ACTUAL AND FORECAST POPULATION AND LABOR FORCE IN THE VILLAGE OF JACKSON: 1970-2000

Year	Population	Labor Force
1970 (Actual). . . .	561	252
1975 (Estimate) . .	1,895	852
1980.	2,200	990
1990.	4,000	1,800
2000.	5,600	2,520

Source: U. S. Bureau of the Census and SEWRPC.

Prime Agricultural Lands

Prime agricultural lands are an important component of the natural resource base and should be protected and preserved as a matter of sound public policy. Prime agricultural lands in the study area are shown on Map 6. Map 6 indicates that there are only 60 acres of prime agricultural lands within the existing Village limits. There are, however, over 300 acres of such lands within the study area. The prime agricultural areas shown on Map 6 were delineated on the basis of the soils, the size and extent of the area farmed, and the historic capability of the land to consistently produce better than average crop yields. Agricultural uses are one of the predominant

uses in the study area. With proper planning, it should not be necessary for future urban growth to eliminate that use or intrude into the prime agricultural areas.

Topographic and Related Features

The entire 4.6-square-mile study area is located within the Milwaukee River watershed. A comprehensive plan for the Milwaukee River watershed has been completed and the recommendations of that report as they apply to the Village are included herein. Map 7 shows the principal topographic and topographic-related features of the Village, including the drainage pattern and the limits of the 100-year recurrence interval floodlands of Cedar Creek as delineated by the Commission as a part of the Milwaukee River watershed study. The topography in the study area ranges from nearly level to moderately steep, with slopes ranging up to 14 percent. As shown on Map 7, two ridges separate the study area into three principal drainage basins.

An active agricultural drainage district which extends south to the Village of Germantown encompasses land within the Village of Jackson. This special purpose unit of government is responsible for agricultural drainage improvements. The development of land within the district for urban use requires particularly careful consideration of soil, groundwater, and drainage conditions in order to avoid the possible disruption of subsurface drain tile lines and the creation of wet basement foundation and drainage problems.

The designated 100-year recurrence interval flood hazard lines as identified in SEWRPC Planning Report No. 13, A Comprehensive Plan for the Milwaukee River Watershed, Volume Two, Alternative Plans and Recommended Plan, are shown on Map 7. The majority of the floodlands lie outside of the present Village limits but within the study area. Those floodlands located in the Village are in the southeast section and are a part of the most recent annexation to the Village. The present Village Zoning Ordinance, as amended in December 1973, prohibits filling and locating of structures within the floodlands in accordance with the recommendations in the Milwaukee River watershed plan.

The floodlands along Cedar Creek south of the Village and those in the northeast portion of the study area located in the Jackson Marsh have been designated by SEWRPC as part of the primary environmental corridors of the Region, and accordingly preservation of these lands in essentially natural open uses is recommended. Preservation of these corridor lands can be achieved either by direct public acquisition or through land use controls, such as zoning, to preserve land in agricultural, floodland, and conservancy uses. Environmental corridors with suitable soils could also be used for very low density (five acre minimum lot size) residential development.

Environmental Corridors

Regional Planning Commission studies have shown that the best remaining elements of the natural resource base of southeastern Wisconsin, including the surface waters and associated undeveloped floodlands and shorelands; the best remaining woodlands, wetlands, and wildlife habitat; and the best remaining park sites occur in linear patterns which the SEWRPC has termed environmental corridors. The adopted regional land use plan recommends that these corridors be maintained in an essentially open, natural state, including limited agricultural uses and very low density residential uses. Although the effects of any one conversion of land from rural to urban use in the environmental corridors may not be appreciable, the combined effects of many such conversions will eventually create serious environmental and developmental problems. These problems include flooding, water pollution, deterioration and destruction of wildlife habitat, loss of groundwater recharge, and destruction of the unique natural beauty of the area.

Map 6 presents in graphic form the delineated primary environmental corridors in the study area. Maps 8 and 9 delineate the major resource base elements contained therein, as well as throughout the rest of the study area. The primary environmental corridors should be preserved on their natural state as nearly as possible. The identification and delineation of these corridors is, therefore, particularly important to any local land use planning effort.

EXISTING LAND USE

Any long-range land use plan, if it is to be sound and realistic, must be based upon careful consideration of the existing land use pattern, as well as of the physical character of the land itself. During November 1974, a field

survey was conducted to determine the nature and extent of the existing use of land throughout the study area. The data gathered in this survey was charted and analyzed to provide an important basis for the determination of an appropriate pattern of future land use development in the area. The existing land uses in the Village of Jackson and environs are shown in graphic summary form on Map 10, and the amount of land area devoted to each type of use is set forth in Table 8.

Residential land uses account for approximately 14 percent of the total area of the Village and approximately 44 percent of the developed portion of the Village. The land use survey conducted in November 1974 indicated that there were 189 single-family detached structures; 39 two-family structures; 20 multi-family structures containing 140 dwelling units; and 230 mobile home units within the Village, or a total of 637 dwelling units. Generally, the structures containing dwelling units, whether of the single-family or multi-family type, appeared well maintained and more than half are of relatively recent construction. As already noted, more than 470 of the 637 housing units existing in the study area were added to the total housing stock between 1970 and 1975.

Lot sizes within recorded subdivisions located in the Village range between 6,500 square feet and one-half acre in size. The typical mobile home park lot in the Village, however, has a net lot area of only 3,600 square feet. Between 1920 and 1975 there were only four subdivisions platted in the Village: the First Addition to the Village of Jackson (1921); Meadowview (1960) in the south central part of the Village; Highland Meadows (1969) on the northeast side of the Village; and Parkside (1970) in the north central part of the Village.

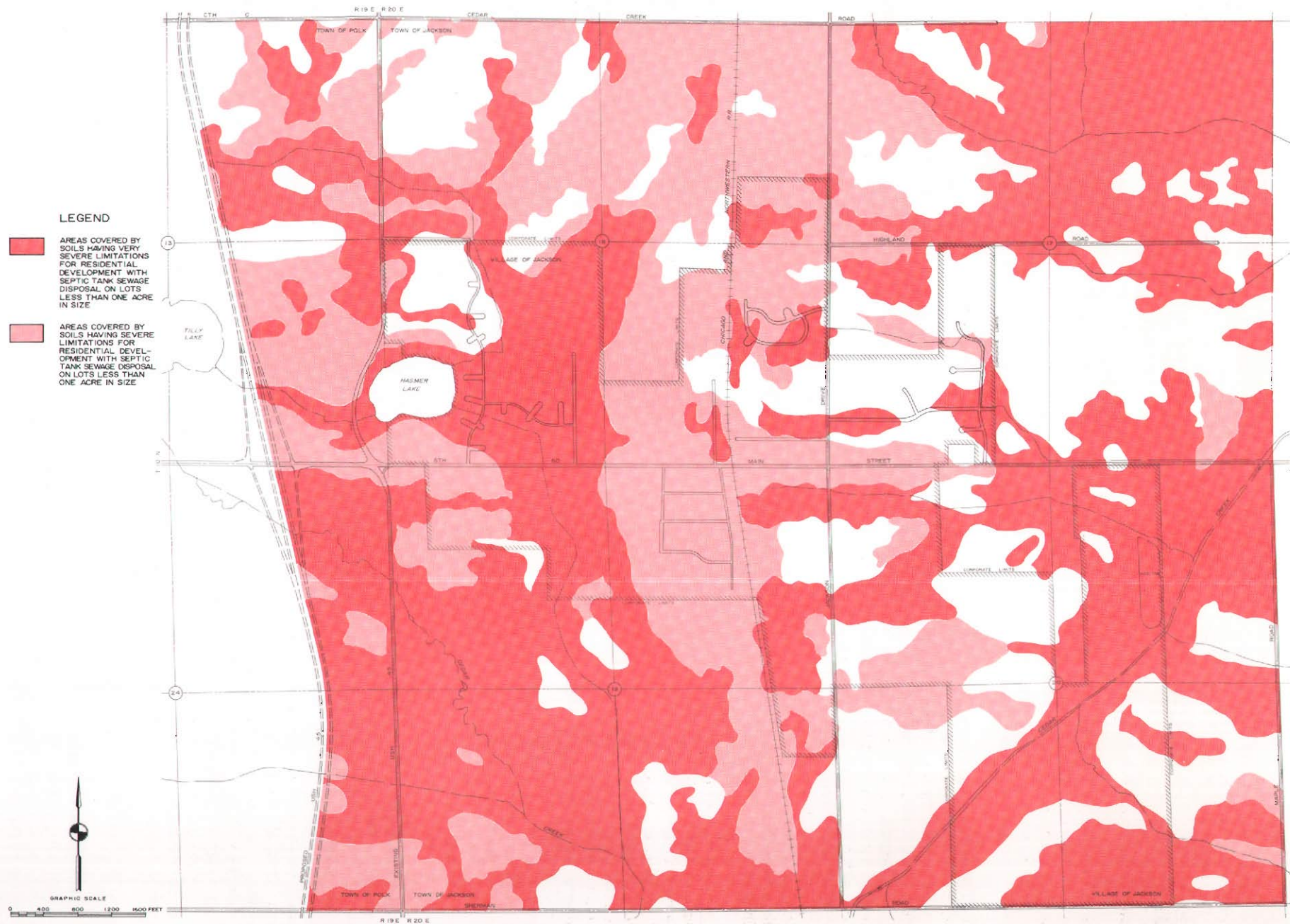
Commercial, industrial, and institutional land uses account for only about 9 percent of the total area of the Village but about 27 percent of the developed area. The commercial and institutional uses are generally located in the Village center, while the industrial uses tend to be scattered over a much larger area as shown on Map 10. Park and recreational facilities occupy approximately 3 percent of the total area of the Village and 9 percent of the developed area. Transportation rights-of-way and utilities occupy 6 percent of the total area of the Village and 19 percent of the developed area. Other open lands and agricultural uses account for approximately 68 percent of the total area of the Village.

Also shown on Table 8 are the existing land uses outside of the Village limits but within the study area. A brief examination of this portion of the table indicates that almost all of this land is presently in agricultural and open space uses.

Table 9 summarizes existing land use development ratios and projects probable future land use needs in the study area based on these existing ratios. Table 10, on the other hand, projects probable future land use needs based on land use standards developed by SEWRPC. The tables are based on gross land use area which, by definition, includes supporting land uses, such as streets, in each category.

Map 4
SUITABILITY OF SOILS IN THE VILLAGE OF JACKSON STUDY AREA FOR
SMALL LOT RESIDENTIAL DEVELOPMENT WITHOUT PUBLIC SANITARY SEWER SERVICE

14



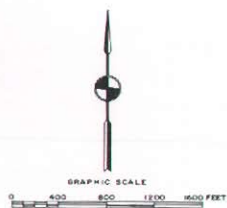
Source: SEWRPC.

SUITABILITY OF SOILS IN THE VILLAGE OF JACKSON STUDY AREA FOR RESIDENTIAL DEVELOPMENT WITH PUBLIC SANITARY SEWER SERVICE



AREAS COVERED BY
SOILS HAVING VERY
SEVERE LIMITATIONS
FOR RESIDENTIAL
DEVELOPMENT WITH
PUBLIC SANITARY
SEWER SERVICE

AREAS COVERED BY
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LIMITATIONS FOR
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MENT WITH PUBLIC
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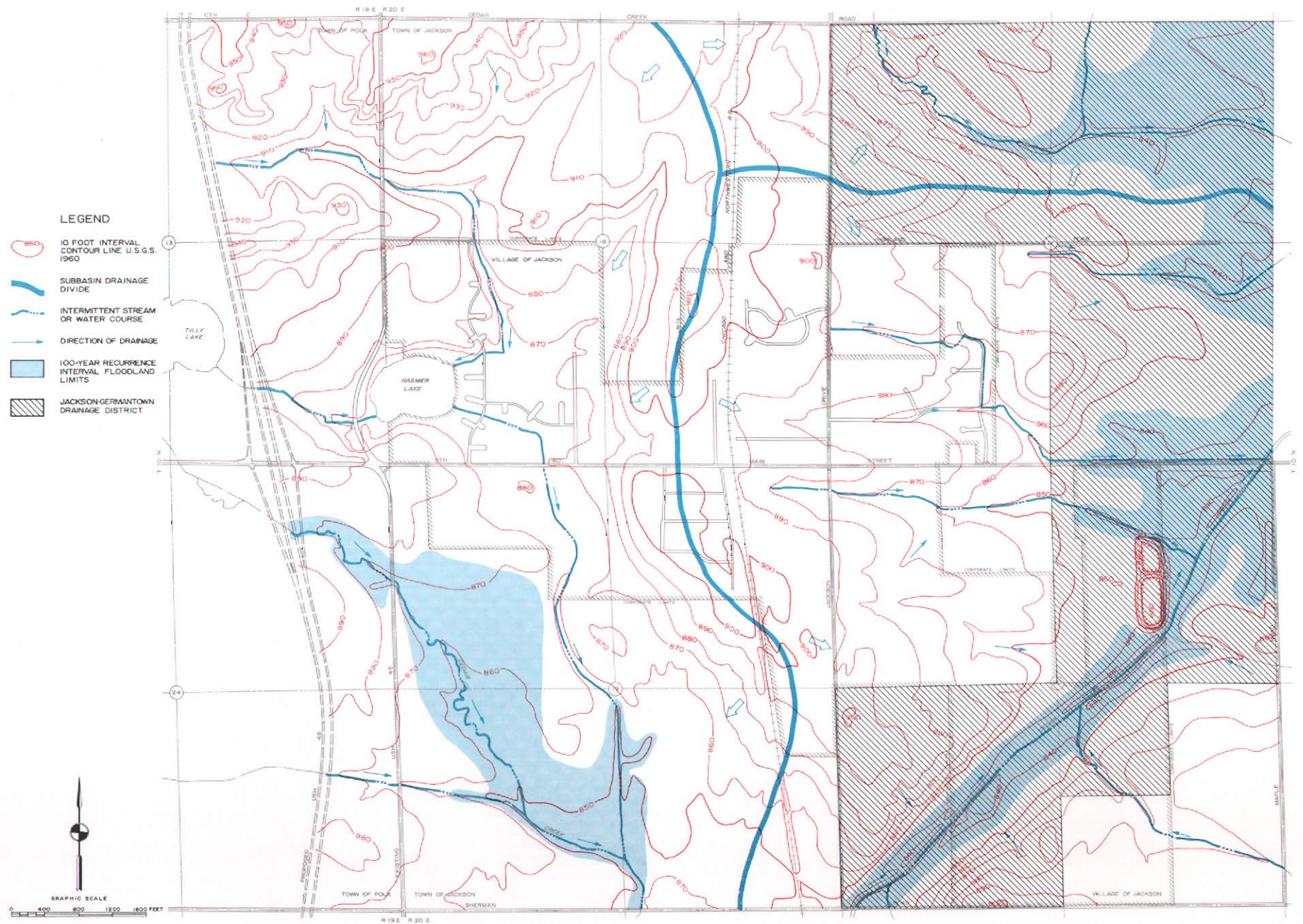


PRIME AGRICULTURAL LAND AND PRIMARY ENVIRONMENTAL CORRIDOR IN THE VILLAGE OF JACKSON STUDY AREA

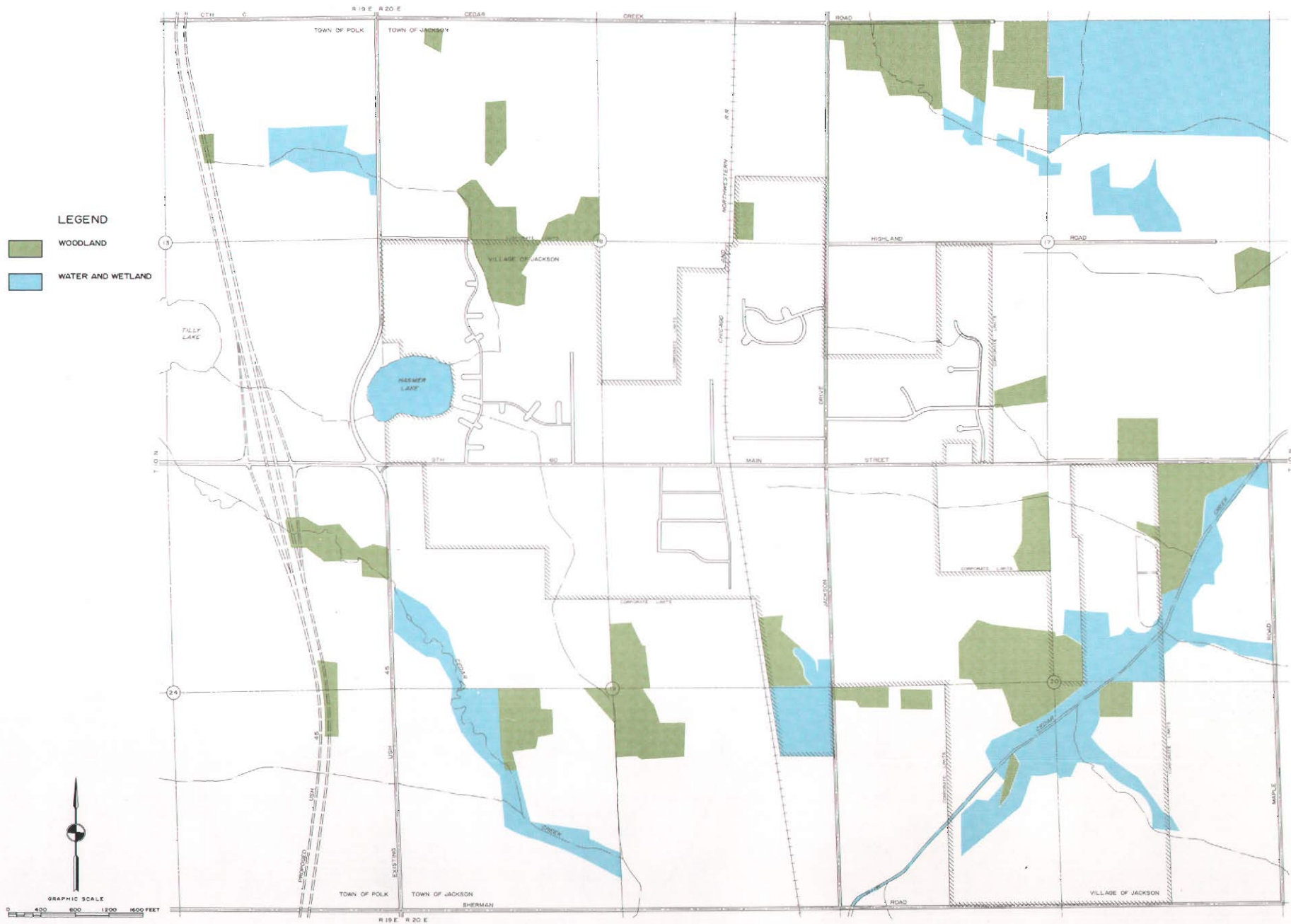


Source: SEWRPC.

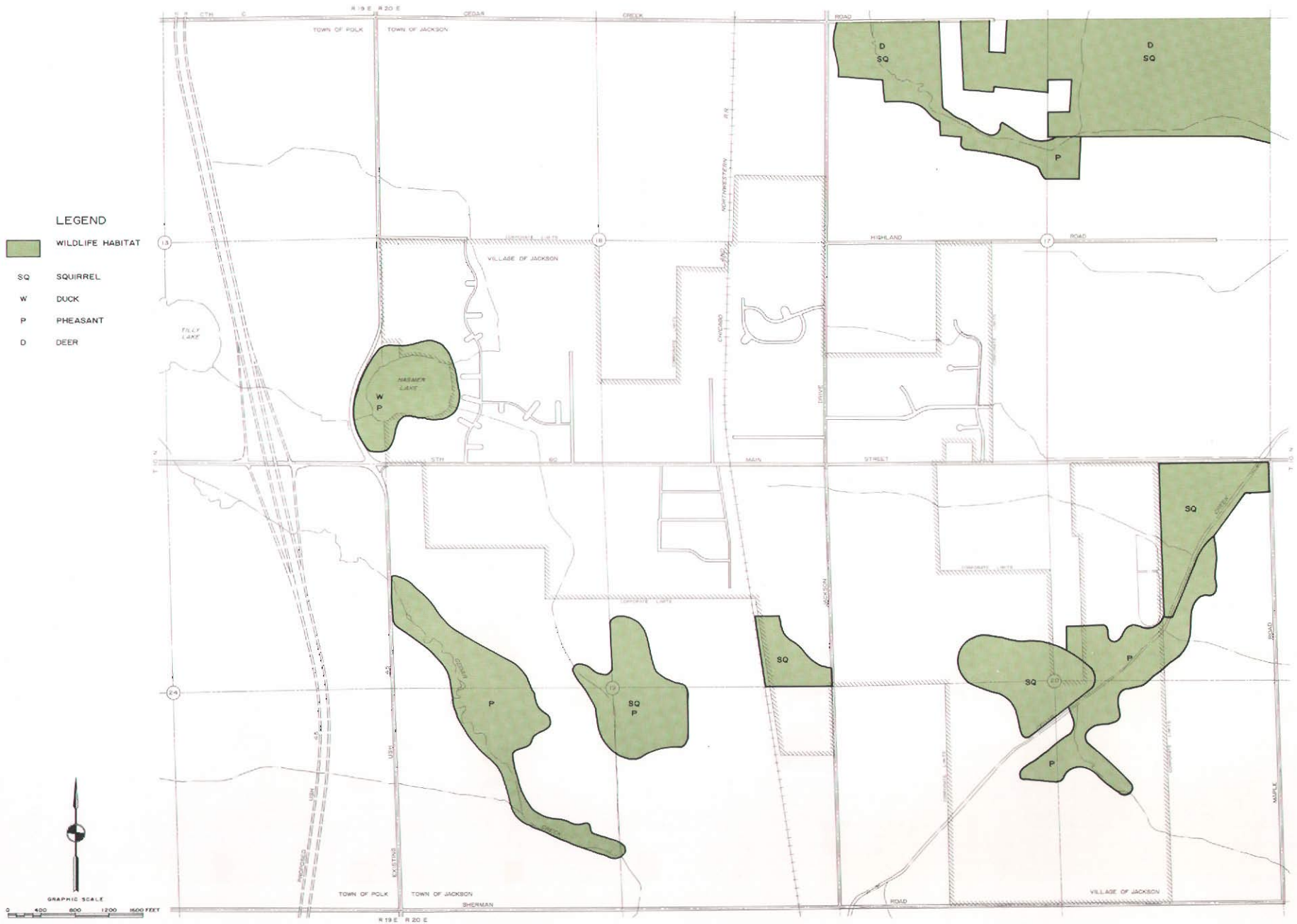
PRINCIPAL TOPOGRAPHIC AND RELATED FEATURES IN THE VILLAGE OF JACKSON STUDY AREA



WOODLANDS AND WETLANDS IN THE VILLAGE OF JACKSON STUDY AREA



WILDLIFE HABITAT IN THE VILLAGE OF JACKSON STUDY AREA



EXISTING LAND USE IN THE JACKSON STUDY AREA: 1974

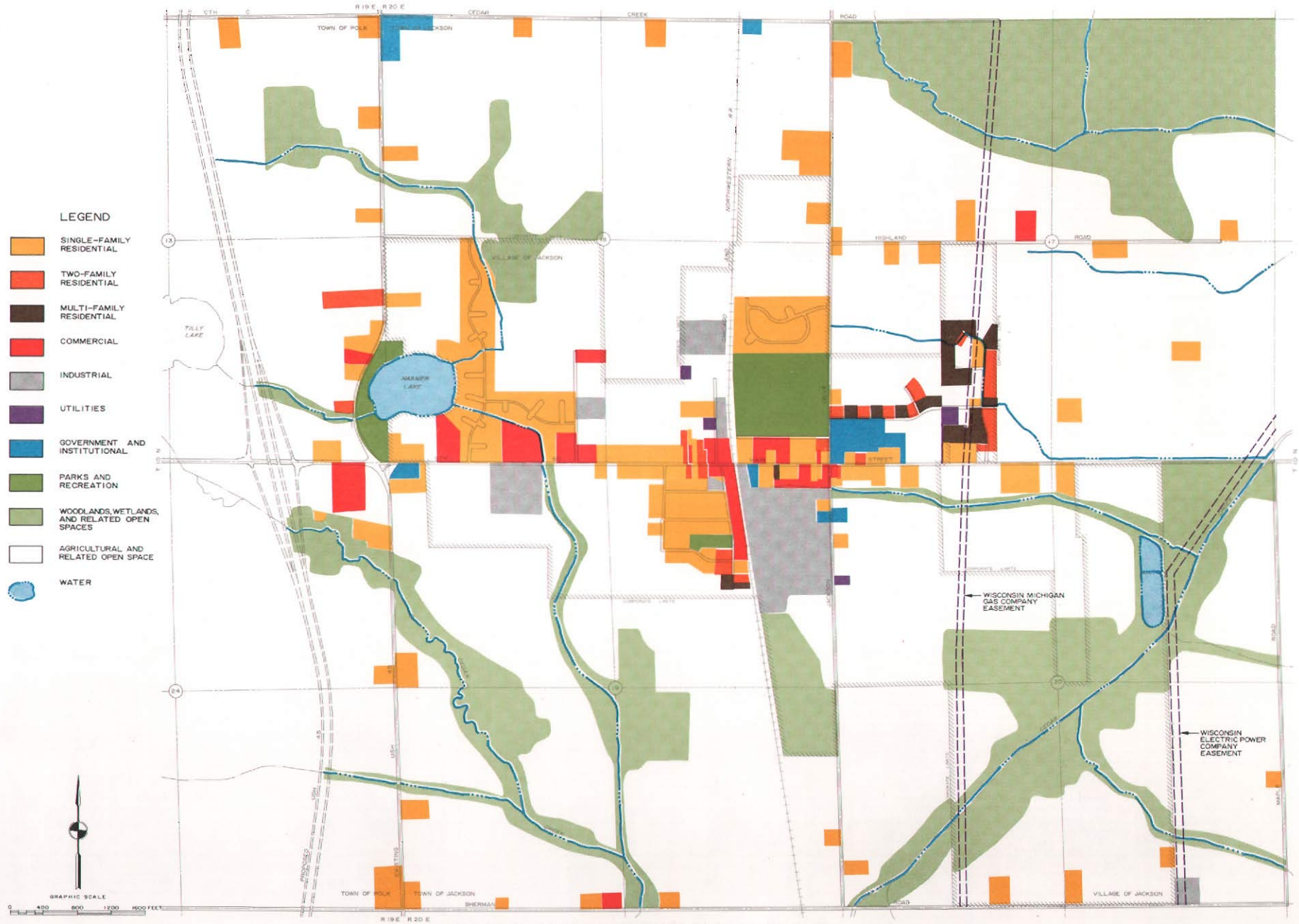


Table 8

EXISTING LAND USE IN THE VILLAGE OF JACKSON STUDY AREA: 1974

Land Use Category	Village of Jackson ^a			Remainder of Study Area			Total		
	Acres	Percent of Major Category	Percent of Total	Acres	Percent of Major Category	Percent of Total	Acres	Percent of Major Category	Percent of Total
Urban Land Uses									
Residential									
Single-Family ^b	(105)	(35.7)	(11.3)	(65)	(37.4)	(3.3)	(170)	(36.3)	(5.8)
Two-Family	(11)	(3.7)	(1.2)	(4)	(2.3)	(0.2)	(15)	(3.2)	(0.5)
Multifamily	(14)	(4.8)	(1.5)	(--)	(--)	(--)	(14)	(3.0)	(0.5)
Subtotal	130	44.2	14.0	69	39.7	3.5	199	42.5	6.8
Commercial	23	7.8	2.5	9	5.2	0.4	32	6.8	1.1
Industrial	49	16.7	5.3	--	--	--	49	10.5	1.7
Governmental and									
Institutional	8	2.7	0.9	7	4.0	0.4	15	3.2	0.5
Parks and Recreation	27	9.2	2.9	13	7.5	0.6	40	8.6	1.4
Transportation, Communication, and Utilities									
Arterial Streets	(13)	(4.4)	(1.4)	(30)	(17.2)	(1.5)	(43)	(9.2)	(1.5)
Collector and Minor Streets	(29)	(9.9)	(3.1)	(35)	(20.1)	(1.8)	(64)	(13.7)	(2.2)
Railroads	(12)	(4.1)	(1.3)	(11)	(6.3)	(0.5)	(23)	(4.9)	(0.8)
Utilities	(3)	(1.0)	(0.3)	(--)	(--)	(--)	(3)	(0.6)	(0.1)
Subtotal	57	19.4	6.1	76	43.6	3.8	133	28.4	4.6
Subtotal—Urban Land Uses	294	100.0	31.7	174	100.0	8.7	468	100.0	16.1
Rural Land Uses									
Agricultural and Related	416	65.6	44.8	1,414	78.0	71.2	1,830	74.8	62.8
Open Lands									
Woodlands and Wetlands	(158)	(24.9)	(17.0)	(399)	(22.0)	(20.3)	(557)	(22.7)	(19.3)
Unused Lands	(60)	(9.5)	(6.5)	(--)	(--)	(--)	(60)	(2.5)	(2.0)
Subtotal	218	34.4	23.5	399	22.0	20.1	617	25.2	21.1
Subtotal—Rural Land Uses	634	100.0	68.3	1,813	100.0	91.3	2,447	100.0	83.9
Total	928	--	100.0	1,987	--	100.0	2,915	--	100.0

^a Corporate limits as of December 1974.^b Includes mobile homes.

Source: SEWRPC.

Whether new development is assumed to occur in accordance with the existing development ratios shown in Table 9 or in accordance with the SEWRPC Standards set forth in Table 10, there will be a need for the conversion of additional land from rural to urban use by the year 2000 to accommodate the forecast population level. Moreover, the amount of land needed to accommodate the forecast population would not differ greatly under either assumption.

TRANSPORTATION

Streets and highways account for approximately 14 percent of the developed area of the Village, but account for only 5 percent of the total Village area. The street and highway network within the Village totals 5.33 miles; 1.62 miles of which are of arterial designation, and 3.71 miles are of nonarterial designation.

Table 9

FUTURE URBAN LAND NEEDS IN THE VILLAGE OF JACKSON BASED ON EXISTING DEVELOPMENT RATIOS

Urban Land Use Category	Area ^a —1974 (Acres)	Percent of Developed Land	Existing Development Ratio	Future Urban Land Needs Based on Projection of Existing Development Ratios (Acres)			Total Urban Land Needs—2000	
				1974-1980	1980-1990	1990-2000	Acres	Percent of Total
Residential . . .	162	55.1	97 acres/1,000 persons	52	175	155	544	55.1
Commercial . .	28	9.5	17 acres/1,000 persons	9	31	27	95	9.6
Industrial . . .	60	20.4	36 acres/1,000 persons	19	65	58	202	20.5
Institutional . .	14	4.8	8 acres/1,000 persons	4	14	13	45	4.6
Recreational . .	30	10.2	18 acres/1,000 persons	10	32	29	101	10.2
Total	294	100.0	--	94	317	282	987	100.0

^a Acres are considered to be gross acres and include, in each category, a percentage of the total street area.

Source: SEWRPC.

Table 10

FUTURE URBAN LAND NEEDS IN THE VILLAGE OF JACKSON BASED ON REGIONAL DEVELOPMENT STANDARDS

Urban Land Use Category	Area—1974 (Acres)	Percent of Developed Land	Regional Development Standards ^a	Future Urban Land Needs Based on Regional Development Standards (Acres)			Total Urban Land Needs—2000	
				1974-1980	1980-1990	1990-2000	Acres	Percent of Total
Residential . . .	162	55.1	92 acres/1,000 persons	49	166	147	524	59.5
Commercial . .	28	9.5	6 acres/100 commercial employees	4	15	13	60	6.8
Industrial . . .	60	20.4	9 acres/100 industrial employees	15	51	45	171	19.4
Institutional . .	14	4.8	12 acres/1,000 persons	6	22	19	61	6.9
Recreational . .	30	10.2	9 acres/1,000 persons	5	16	14	65	7.4
Total	294	100.0	--	79	270	238	881	100.0

^a Regional development standards are based on medium-density residential development which is recommended for the Village of Jackson in the adopted regional land use plan. Medium-density residential development is defined as that development having an average gross population density of 10.2 persons per acre and a net lot area ranging from 6,333 to 19,819 square feet.

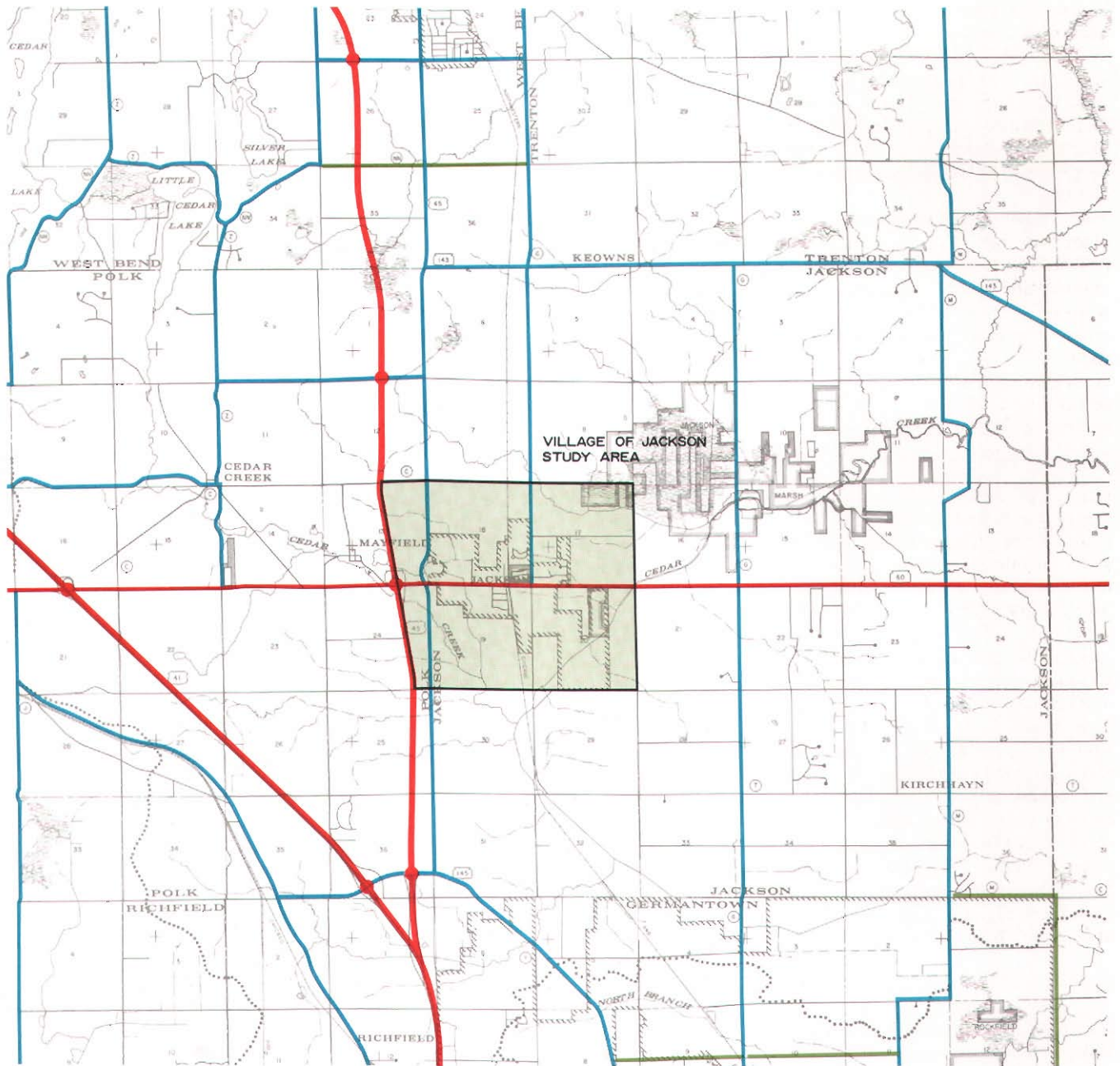
Source: SEWRPC.

The arterial street and highway network required to serve probable future traffic demands within the study area to the year 1990 is shown on Map 11, the network being that proposed in the adopted jurisdictional highway system plan for Washington County. With respect to freeways, the plan recommends the construction of a new freeway—the West Bend Freeway—paralleling USH 45 from the Fond du Lac Freeway (USH 41) north to the vicinity of the City of West Bend, bypassing the City of

West Bend to the west and connecting to USH 45 north of that City. This freeway forms the western boundary of the study area and will provide an important transportation link between the Village and the rest of the South-eastern Wisconsin Region. Completion of this freeway will reduce travel times from the Village to West Bend, and in connection with other related freeway improvements will significantly reduce travel times to all parts of the Milwaukee metropolitan area. The probable effect

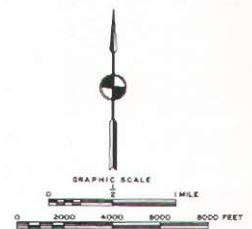
Map 11

JURISDICTIONAL HIGHWAY SYSTEM PLAN FOR THE VILLAGE OF JACKSON AND ENVIRONS



LEGEND

- TYPE I ARTERIAL (FREEWAY - STATE TRUNK HIGHWAY)
- TYPE I ARTERIAL (STATE TRUNK HIGHWAY)
- TYPE II ARTERIAL (COUNTY TRUNK HIGHWAY)
- TYPE III ARTERIAL (LOCAL TRUNK HIGHWAY)
- FREEWAY - STANDARD ARTERIAL INTERCHANGE



Source: SEWRPC.

of this freeway on the Village will be accelerated growth and increased land values. Other arterial street and highway facility improvements within the Village as recommended in the Washington County jurisdictional highway system plan include the reconstruction of STH 60 through the Village, the conversion of the existing STH 45 to a county trunk highway, and the reconstruction and resurfacing of Jackson Drive north of STH 60 in the study area. It should be noted that the facility improvements described above are for the design year 1990. Additional arterial highway improvements may be required by the plan design year of this report—2000.

Two other transportation considerations worthy of comment here concern local needs and desires not reflected in the jurisdictional highway system plan. They are additional street crossings of the Chicago and Northwestern Railroad and the inclusion of minor and collector access streets in the plan. With regard to additional railroad crossings, improved fire protection and traffic circulation have been cited as the basis of the need for additional crossings. These factors, however, do not appear to justify the provision of any additional crossings in the plan by the end of the planning period.

With respect to the inclusion of minor and collector land access streets in the plan, it should be noted that a need exists in the Village for the preparation of detailed neighborhood unit development plans. While this is an important part of land use planning, it requires large-scale topographic and cadastral maps for use in the design of street, lot, and block arrangements and of such special features as drainageways. The Village has recently completed a large-scale topographic mapping program in preparation for such more detailed land use planning. This would provide the basic topographic maps with which the precise land use planning can be accomplished and also provide the survey control needed to prepare real property boundary line (cadastral) maps so that existing and future parcels of land can be taken into account in the design of the precise neighborhood development plans. The planning concept relating to neighborhoods, which are the areas most closely associated with the daily activities of family life, is further discussed in Chapter III of this report.

COMMUNITY UTILITIES

All urban development within the corporate limits of the Village of Jackson is served by municipal sewer and water supply facilities. The existing sanitary sewer and water supply systems are shown on Maps 12 and 13, respectively. Other utilities, such as electric power, telephone, and gas service, are also available in the Village.

The existing sewage treatment plant, a trickling filter type, was constructed in 1956. The site is bounded by residential land use on the north, east, and south and agricultural land use on the west. The average hydraulic design capacity of the plant is 0.03 mgd, with an estimated peak hydraulic design capacity of 0.05 mgd. The average hydraulic loading on the plant in 1970 was estimated at 0.08 mgd, indicating that the plant does not

have adequate capacity to treat the average daily flow from the sewer service area. The Village of Jackson, in accordance with recommendations contained in the adopted regional sanitary sewerage system plan, has completed engineering studies for the construction of a new sewage treatment plant proposed to have an average hydraulic design capacity of 0.87 mgd and a peak hydraulic design capacity of 2.53 mgd.

As of 1967, the Village did not operate a municipal water supply system. The Village did, however, operate a fire protection system consisting of water mains, hydrants, and water storage facilities. In 1970 the Village converted the fire protection system to a full municipal water supply system. That system in 1975 served over 1,600 people, with an average daily pumpage of 252,000 gallons per day—that is, approximately 150 gallons per person per day. The storage capacity of the existing water tank is 200,000 gallons which is about 52,000 gallons less than a single normal day's use for the present population. This storage capacity is not only intended to serve the day-to-day needs of the population, but also to assure pressure and water needed in emergencies, such as in case of fire. If the population increases as forecast, it may mean the Village will have to consider the provision of additional storage facilities by the year 2000. Assuming the average daily use remains at 150 gallons per capita per day, the storage capacity should be a minimum of 840,000 gallons for the population of 5,600.

The Wisconsin-Michigan Gas Line Company owns a gas transmission pipeline easement through the center of Sections 17 and 20. The Wisconsin Electric Power Company owns an electric power transmission line right-of-way in Section 20. These easements are shown on the existing land use map (see Map 10).

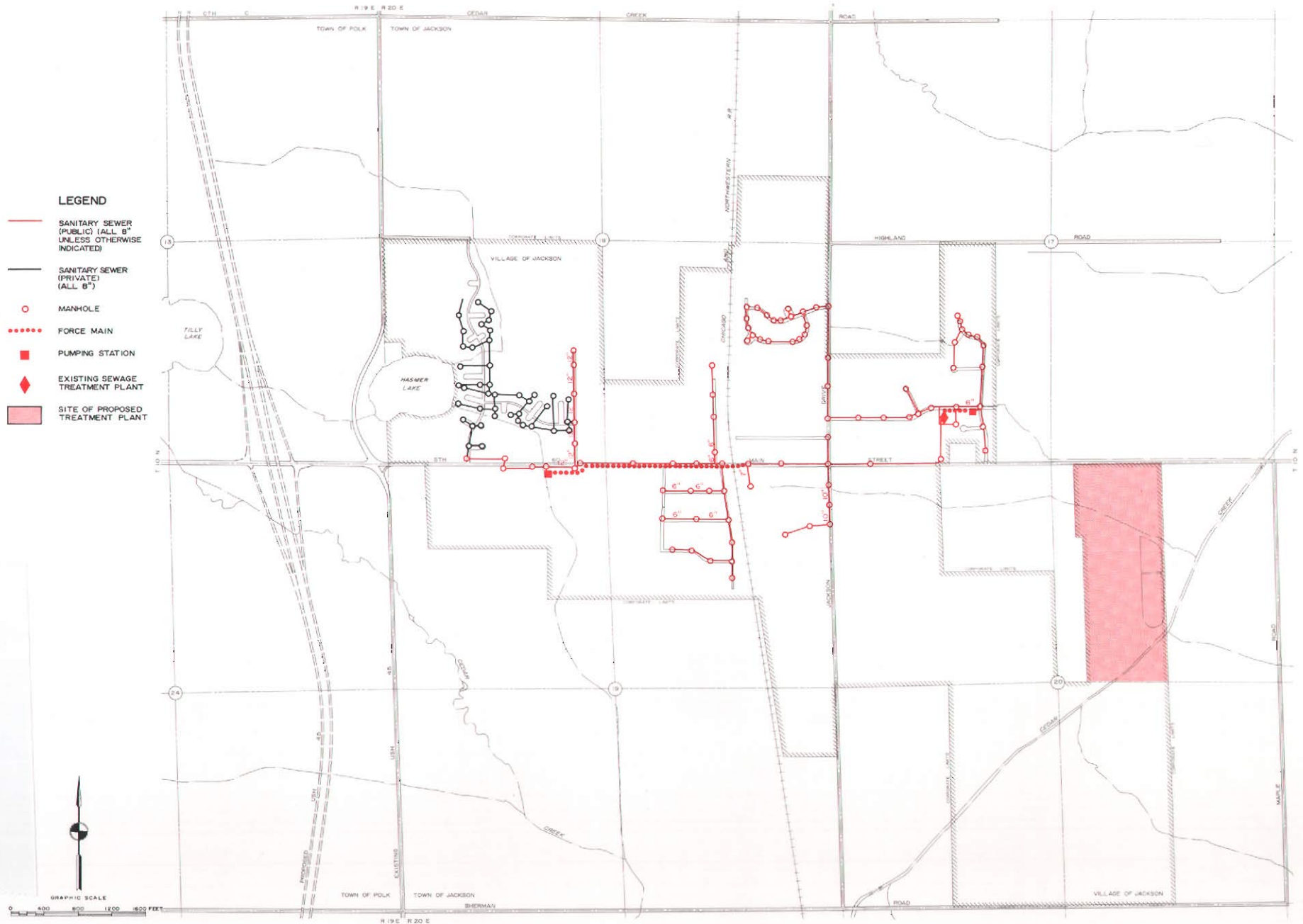
COMMUNITY FACILITIES

Schools

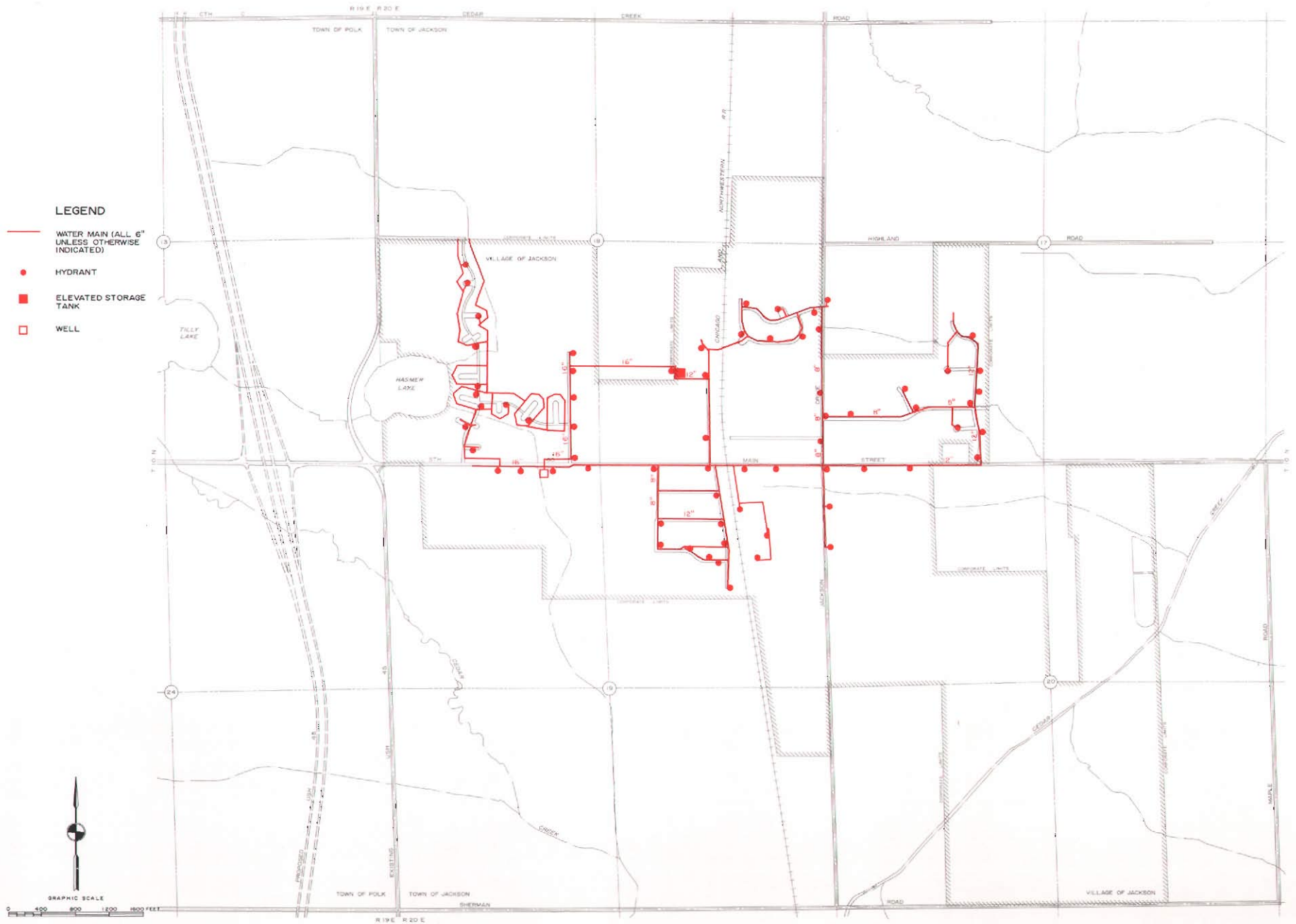
The Village of Jackson is a part of the West Bend Joint School District No. 1. There are seven elementary schools in the district, of which one is located within the Village. This elementary school has a current (1975-76) enrollment of approximately 460 students. However, nearly 60 percent of these students are bussed to the school from outside the Village. The capacity of this school is about 500 students. Based on the population forecasts presented herein, approximately 625 students in the elementary age group may be expected by the year 2000. This will require either the reassignment of students within the school district in order to provide the necessary elementary school capacity or the construction of an additional elementary school in the study area. In addition, a new elementary school site should be located and reserved.

In addition to the elementary school, a private parochial high school called Kettle Moraine Lutheran High School is located in the Village. This High School has approximately a 37-student enrollment with a 75-student capacity. The current building, which is part of the Christ Lutheran Church complex, and adjoins the public elementary

EXISTING SANITARY SEWERAGE FACILITIES IN THE VILLAGE OF JACKSON: 1975



EXISTING WATER SUPPLY FACILITIES IN THE VILLAGE OF JACKSON: 1975



Source: SEWRPC.

school property on the west, is regarded by the Church as only a temporary location for the School. A new school is being constructed at the intersection of CTH G and Sherman Road outside of the study area and, therefore, is not expected to have a substantial influence on future land requirements for school purposes in the Village.

Recreation

The Village owns and maintains two partially developed public parks, as shown on Map 14, one located in the north central part of the Village, encompassing approximately 25 acres, and the other located in the south central part of the Village, encompassing approximately two acres. It can be noted from Tables 9 and 10 that from 35 to 70 additional acres of public recreational land may be required by the end of the planning period. While it is important that some of this area be developed for active recreational use, some should be preserved in an essentially natural state for more passive recreational use. In this respect, the most significant and important potential recreational sites in the study area are located within the 100-year recurrence interval floodlands along Cedar Creek running through Sections 19 and 20. The environmental corridor which includes the western edge of the Jackson Marsh in Section 17 provides another potential recreation site. The floodland areas are essentially unsuitable for building and, therefore, should be preserved in their natural state even if they are not used to fulfill the future active recreational needs of the Village. Preservation of these environmental corridor areas in natural open use will do much to preserve and enhance the overall quality of the environment for life within the Village.

Neither the Village nor the study area contains any potential park sites of regional significance. The Washington County Bicentennial Commission, however, has identified two historical sites within the study area. The first is the Francis Everly Pioneer Log House built in 1844. The Everly log house, located at the intersection of STH 45 and STH 60, is an example of period home construction and is being restored. The second site is the Franz Reis home and store site. It is located on Center Street, in the village, just south of its intersection with Main Street. The Reis store, constructed in 1873, was the first store built in the Village of Jackson. At present, it is vacant. Both of these historical sites are currently unmarked.

Public Buildings and Related Community Facilities

The Village Hall is located on a small one-half-acre site and contains the office of the Village Clerk and houses the Village records. A room is provided for meetings of the Village Board and Plan Commission.

The Village has a single fire station, which is located on Jackson Drive just south of STH 60. The building was acquired in 1973 and replaced the original fire station which was housed in the same building as the existing Village Hall. The station is manned by a volunteer fire department having approximately 50 active members and houses the following equipment: one 2,500-gallon tank truck, one 500-gpm pumper, three 250-gpm pumpers,

one grass fire truck, and one rescue truck. In addition, various other kinds of emergency equipment are on hand, such as six units of oxygen, one resuscitator, and one portable water pump. The Fire Department has no current plans for further expansion.

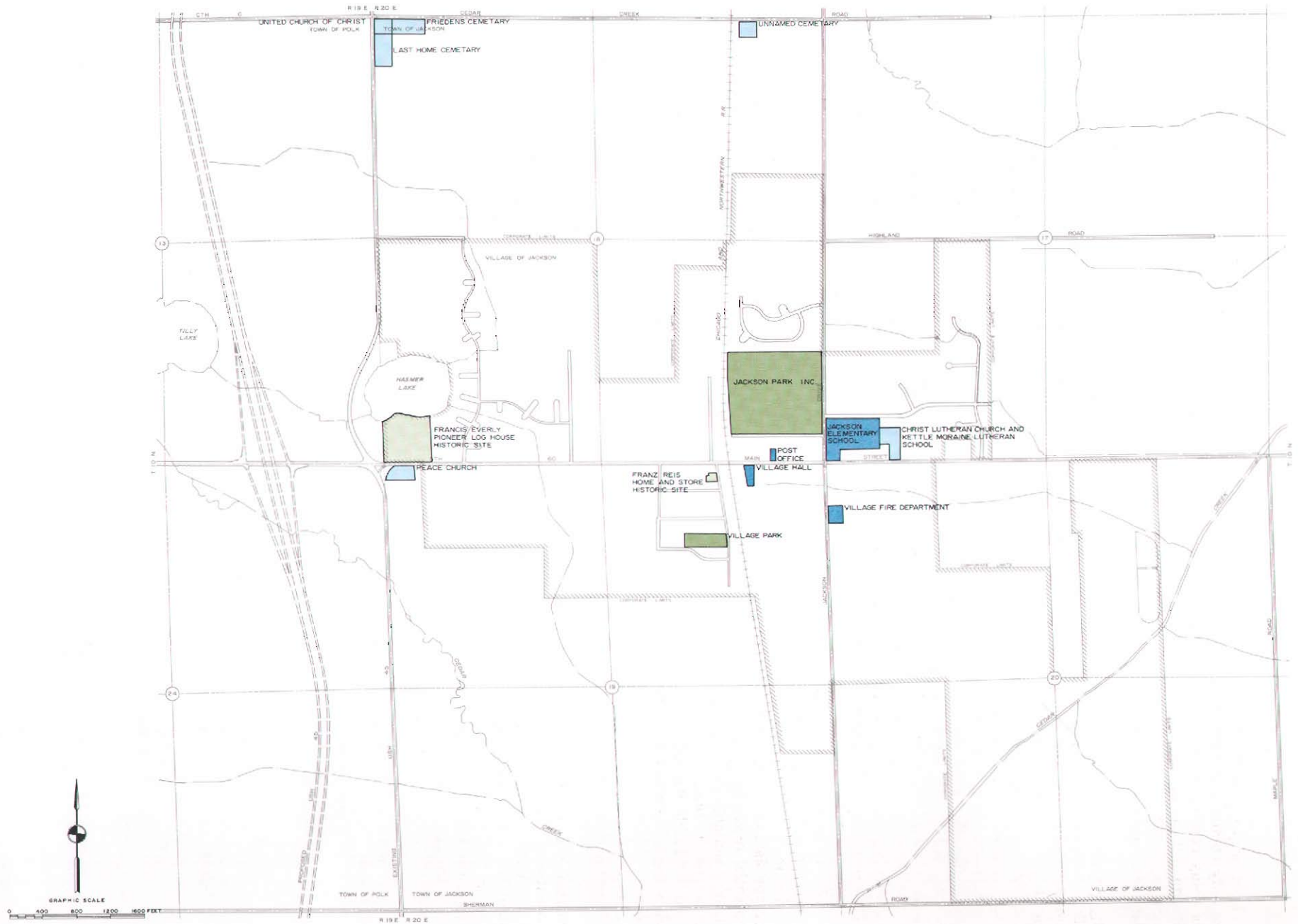
The adequacy of fire protection is evaluated by the Insurance Services Office of Wisconsin, which conducts analyses of fire department equipment, alarm systems, water supply, prevention programs, building construction, and distance from a fire department station to determine a reasonable basis for fire insurance premiums. In rating a community, total deficiency points in the several areas of evaluation lead to a numerical rating of from one to 10, one representing the best protection and 10 representing an essentially unprotected community. Class nine usually indicates a community without effective public water supply and hydrant protection, while higher categories have such facilities. According to the office of Wisconsin Insurance Services, the Village of Jackson has a rating of six, those areas within 1,000 feet of the Village a rating of eight, and the remaining portions of the Town of Jackson a rating of nine.

The Village Police Department is housed in the same building as the Village Hall. The Police Department has a staff of two part-time marshals, each working a maximum of 40 hours per month. The Department has one squad car equipped with a two-way radio for communication with the Washington County Sheriff's Department. A commonly accepted standard for police protection is 1.75 to 2.00 full-time officers per 1,000 population served. The Village now has the equivalent of 0.5 full-time officer for a population of approximately 1,600 people. If the accepted standard is applied to the Village population, the Village should have approximately three full-time officers and by this standard is, therefore, in need of from two to three additional officers. If the standard is applied to the projected year 2000 population, the Village will need about 10 full-time officers by the end of the planning period.

Although the Village has no library facilities within its limits, it is within 10 miles of three of the five existing library facilities in Washington County. Residents of the Village of Jackson, however, have legal access for the purpose of removing books from the library only at the City of West Bend facilities. In July 1974 the SEWRPC completed a study of public libraries in the Region. Although no new library facilities were recommended in that report for the Village, it did recommend that the Village become a general service bookmobile stop.

While public buildings located in an area undergoing urbanization may not experience the same direct and immediate impact as that experienced by the public schools, future needs should be anticipated and programmed at least five years in advance. The need for fire and police services is affected by population density, as well as by extent and condition of the arterial street system. Capital budgeting for public buildings of various kinds should continue to be an active responsibility of the Village officials and the special departments involved.

COMMUNITY FACILITIES IN THE VILLAGE OF JACKSON STUDY AREA



Source: SEWRPC.

Other Facilities

There are other community facilities available in the Village or within the study area, such as churches, cemeteries, and a post office. All community facilities in the study area are shown on Map 14.

EXISTING LAND USE REGULATIONS

All land development and building activity in the Village of Jackson is regulated by the Village zoning, subdivision control, and official map ordinances. Land outside of the Village, but within the study area, is regulated by similar ordinances enforced by the Town of Jackson and the Town of Polk in Washington County. The Village has extraterritorial plat approval jurisdiction in an area up to one-and-one-half miles beyond its boundaries.

Land use within the Village of Jackson is regulated by the Village Zoning Ordinance and Map. The existing zoning districts are shown on Map 15, and certain data pertaining thereto are set forth in Table 11. Map 15 indicates that all land except public streets and highways within the existing Village limits are zoned for urban use. A comparison of the zoning map and the existing land use map indicates that there is one existing use in the Village for which no land has been zoned—that is, agriculture.

A comparison of the existing land use and zoning tables indicates that the Village is overzoned for certain uses. While the Village has some 414 acres of land zoned for residential use, it had only 130 acres actually in residential use in 1974. The forecasts prepared under the study indicate that the Village will require the addition of only

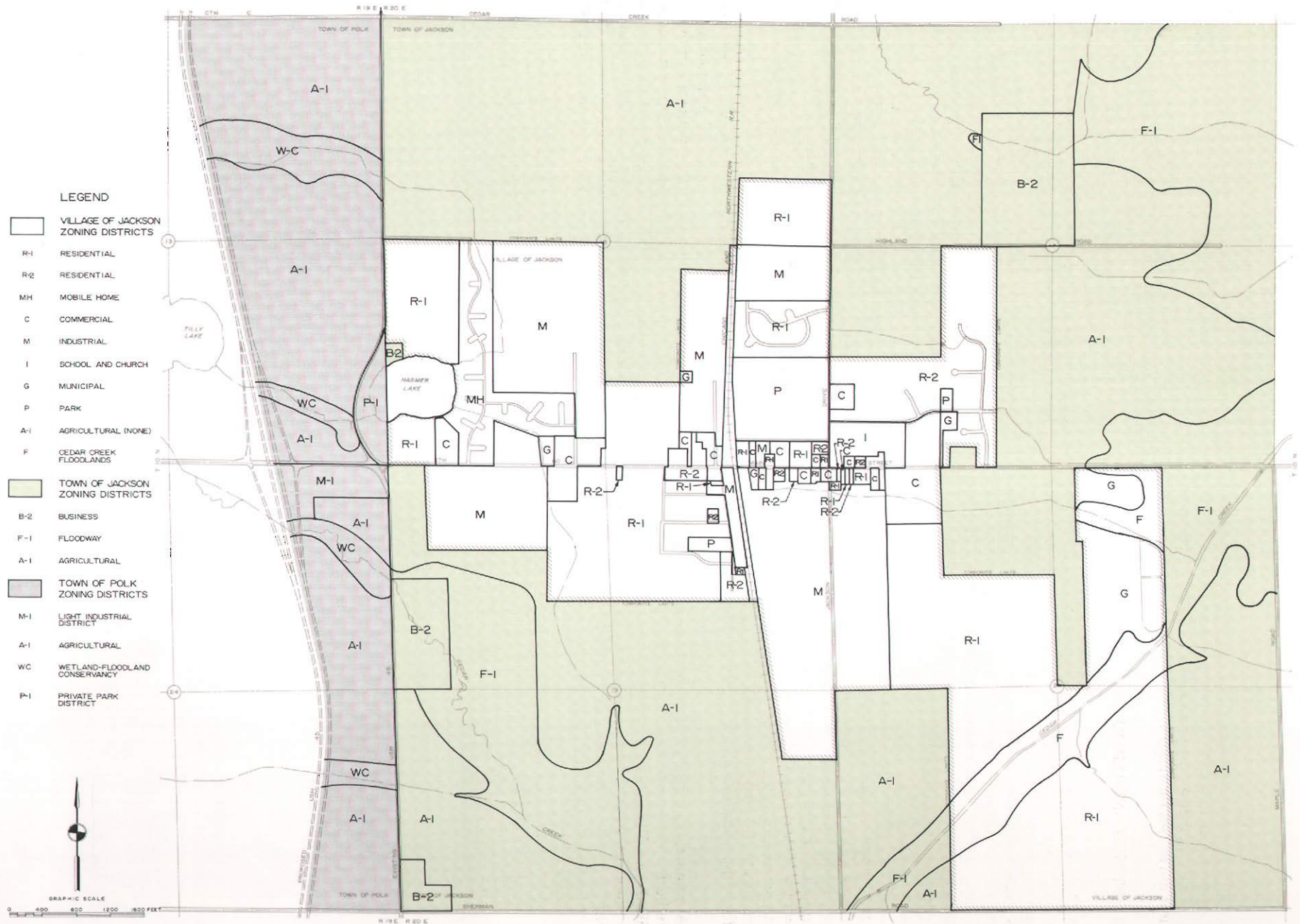
about 265 acres of residential land by the end of the planning period. Similar conclusions can be drawn for industrial and institutional land uses.

A major discrepancy exists between the Village Zoning Map and the text of the Zoning Ordinance. While the map delineates 10 different zoning districts, the ordinance text only provides for five. This conflict should be resolved immediately by the Village Plan Commission, and the Zoning Map and Zoning Ordinance text brought into conformance.

The division and improvement of land within the Village for urban purposes is regulated by the Village Subdivision Control Ordinance. The Village requires a subdivision plat to be filed for all divisions of land which create five (5) or more parcels of land one-and-one-half acres in size or less, or do so by successive divisions within a five-year period. This requirement is consistent with Chapter 236 of the Wisconsin Statutes, but allows land in the Village to be divided by the preparation of metes and bounds descriptions. The Village has the statutory authority to exercise more restrictive control over land divisions not within the statutory definition of a "subdivision," and to exercise such a statutory prerogative would be in the public interest.

An Official Map Ordinance for the Village of Jackson and its extraterritorial plat approval jurisdictional area have been adopted by the Village. While the ordinance is an effective tool in reserving land for future streets, highways, and parkways, the map has not been revised since its adoption in 1957. The map, therefore, should be updated to accommodate existing conditions and the new land use and arterial street plans recommended herein.

EXISTING ZONING IN THE VILLAGE OF JACKSON STUDY AREA: 1974



Source: SEWRPC.

Table 11

SUMMARY OF EXISTING ZONING DISTRICTS IN THE VILLAGE OF JACKSON STUDY AREA: 1974

Zoning District	Minimum Lot Area	Minimum Lot Width (feet)	Area Zoned ^a (acres)	Percent of Village or Town Area	Percent of Study Area
Village of Jackson Zoning Ordinance					
Residential R I	-- ^b	70	360	38.8	12.3
Residential R II	Unspecified	Unspecified	55	5.9	1.9
Commercial	Same as Residence District	70	35	3.8	1.2
Industrial	None	None	231	24.9	7.9
School and Church	Unspecified	Unspecified	8	0.9	0.3
Municipal	Unspecified	Unspecified	37	4.0	1.3
Park	Unspecified	Unspecified	28	3.0	1.0
Mobile Home	Unspecified	Unspecified	38	4.0	1.3
Agricultural	None	None	0	--	--
Cedar Creek Floodland	None	None	65	7.0	2.2
Unzoned Lands (Streets, Railroads, and Water)	--	--	71	7.7	2.4
Total	--	--	928	100.0	31.8
Town of Jackson Zoning Ordinance					
A-1 Agriculture	5 Acres	125	1,224	74.0	41.9
F-1 Floodway	None	125	340	20.8	11.7
R-1-A Residential	40,000 square feet	125	0	--	--
R-1-B Residential	50,000 square feet	125	0	--	--
R-2 Residential	60,000 square feet	125	0	--	--
R-3 Residential	80,000 square feet	125	0	--	--
B-1 Business	40,000 square feet	125	0	--	--
B-2 Business	60,000 square feet	125	70	4.3	2.4
M-1 Industrial	40,000 square feet	125	0	--	--
M-2 Industrial	80,000 square feet	125	0	--	--
C-1 Conservancy	None	125	0	--	--
P-1 Park	None	125	0	--	--
Total	--	--	1,634	100.0	56.0
Town of Polk Zoning Ordinance					
A-1 Agricultural	5 Acres	300	294	83.3	10.1
R-1 Single-Family Residential	65,000 square feet	150	0	--	--
R-2 Country Estate	125,000 square feet	300	0	--	--
I-1 Institutional	10 acres	None	0	--	--
B-1 Neighborhood Business	As needed	As needed	0	--	--
B-2 Highway Business	As needed	As needed	0	--	--
M-1 Light Industrial	As needed	As needed	14	4.0	0.5
M-2 Heavy Industrial	As needed	As needed	0	--	--
Q-1 Quarrying	As needed	As needed	0	--	--
L-1 Sanitary Landfill	As needed	As needed	0	--	--
P-1 Private Park	4 acres	None	5	1.4	0.2
Upland Conservancy Overlay	None	None	0	--	--
Wetland Conservancy Overlay	None	None	40	11.3	1.4
Total	--	--	353	100.0	12.2

^a Rounded to the nearest acre.

^b The ordinance text contains only a single "Residence District" and requires 8,000 square feet for a two-family structure; 12,000 square feet for a four-family structure; 18,000 square feet for a six-family structure; 24,000 square feet for an eight-family structure; 32,000 square feet for a twelve-family structure; and 42,000 square feet for a sixteen-family structure.

Source: SEWRPC.

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Chapter III

LAND USE AND ARTERIAL STREET SYSTEM PLANS

INTRODUCTION

The population forecast presented in this report indicates that the Village of Jackson may be expected to reach a resident population of about 5,600 persons by the year 2000. To accommodate this population will require the addition of about 1,200 housing units to the existing stock of approximately 637 units and the conversion of about 300 acres of land from rural to residential use. The forecast increase in population and housing units, as indicated by the economic and land use analyses presented in this report, may be expected to be accompanied by a need for additional industrial, commercial, recreational, and institutional uses which will also require the conversion of land from rural to urban use. In order to guide future land use development within the community to a pattern that is efficient, stable, safe, healthful, and attractive, it is necessary to carefully consider the natural resource base of the study area, as well as the existing community utilities and facilities and the existing land uses. Only in this way can all of the land within the Village be put to its truly highest and best use. Natural conditions in the Jackson area make it extremely prudent to provide sanitary sewer and water supply services to all future urban development. Natural conditions also indicate the need to protect the primary environmental corridors and associated floodlands from intensive urbanization.

Perhaps the singularly most important facility with respect to impact on land use development within the study area is the new sewage treatment facility proposed to be located along Cedar Creek at the eastern edge of the Village limits. The location of this facility and a proposed trunk sewer along Cedar Creek would indicate that urban development should be encouraged to occur first in the southern reaches of the Village, or that area which is closest to the proposed new facility.

Other community facilities appear to offer little constraint on future growth, although reevaluation of the adequacy of certain of the facilities may be necessary from time to time in order to assure a continued provision of an adequate level of service. The Village is a part of the West Bend Joint School District No. 1, and the primary and secondary level educational needs resulting from increases in the school age population can be accommodated by that District.

Since land use development is intimately correlated with street and highway system development, the land use and circulation plan for the Village must be developed in an integrated manner. The street and highway network provides the means of access to the land and thereby has significant impact on how the land will be developed and

used. Conversely, development and use of the land has a great effect on the capacity required in the arterial street and highway network. It is essential, therefore, that Village development be designed with the objective of preserving the efficiency of the arterial street and highway system and utilizing the existing system to the fullest extent possible.

OBJECTIVES

The recommended Village land use plan presented herein is intended to achieve the following objectives:

1. To provide in the best possible location and juxtaposition sufficient land to accommodate the various uses required to meet the existing and probable future social and economic needs of the Village.
2. To encourage future urban development in an area large enough to accommodate the forecast population and employment levels while concentrating such development in service areas small enough to be efficiently provided with municipal services.
3. To encourage residential development at medium densities defined as an average gross population density of 10.2 persons per acre and a net residential lot size ranging from 6,333 to 19,819 square feet.
4. To identify and preserve suitable land for industrial and commercial development in order to build a sound economic base for the future development of the Village and to provide certain essential goods and services.
5. To permanently preserve floodlands, woodlands, wetlands, wildlife habitat areas, and potential park sites in natural open use for the benefit of the residents of the Village of Jackson and of the Region.
6. To utilize to the maximum extent practicable existing street and highway rights-of-way for traffic circulation and to establish new rights-of-way only where necessary to most efficiently accommodate the proposed land uses and attendant traffic loads.
7. To provide the Village with a flexible plan so that, as conditions on which the plan is based change, the plan can be readily adapted to fit the changed conditions.

PLAN DESCRIPTION

The recommended land use plan presented herein is designed to accommodate the forecast population and employment levels previously set forth in this report. Although it is believed that these levels may be expected to be reached by the year 2000, if population and employment growth occur at either a somewhat faster or a somewhat slower rate, the rate of land use conversion can be readily adjusted accordingly within the structure of the plan. The plan, however, represents only one possible pattern of land use to accommodate the future social and economic needs of the Village, a pattern based on the assumption that current development trends as determined by the urban land market will be accommodated with only modest constraints imposed in the public interest. The recommended plan thus represents a modification of the existing trends in development within the Village. The plan incorporates certain adjustments in the spatial distribution of the major land use categories in order to bring the future land use pattern into closer agreement with the aforesaid development objectives and with regional and county development plans and standards. Land use standards used by the Commission in the development of regional plans were set forth earlier in Table 10 of this report.

The plan proposes to accommodate the anticipated growth in population and employment through the conversion of approximately 625 acres of land from rural to urban use by the year 2000. Those portions of the study area not described in the following sections are not intended to be converted from rural to urban uses by the end of the planning period, and are recommended to remain in essentially agricultural use through that period.

The future land use pattern proposed by the plan is quantitatively summarized in Table 12 and shown graphically on Map 16. The map illustrates how the community might be further divided into a series of four individual neighborhoods. Although none of the neighborhoods would be expected to be completely developed by 2000, the delineation of these neighborhoods can serve as an important basis for more detailed development planning.

Neighborhood Unit Concept

A neighborhood is that area of a community most closely associated with the daily activities of family life, such as elementary education or convenience shopping. Local neighborhoods depend on the larger community for basic employment, major shopping, transportation, higher education, and cultural activities. A group of neighborhoods which function as a unit may be defined as a community. By utilizing neighborhood units and combining them into communities, residential areas may be planned that provide a physical environment that is healthy, safe, convenient, and attractive.

The major objective of the neighborhood is to accommodate safe and healthy family home life and the activities associated with it. The neighborhood should be of

sufficient size to maintain and protect its own environment with a population large enough to support an elementary school of reasonable size within walking distance. The school should be located adjacent to a neighborhood park, and the school and park together should function as the neighborhood center. The neighborhood should be provided with utilities and essential facilities for a safe and healthy environment. Shopping facilities should be conveniently located. Adequate parks and recreation facilities should be provided, occupying a minimum of about 5 percent of the area in a typical medium-density neighborhood. The boundaries of the neighborhood should be definite and recognizable features, such as railroads, major streets, natural barriers, or marked changes in land use. Streets carrying heavy and through traffic should be routed around and not go through a neighborhood.

The preparation of precise neighborhood development plans will allow the Village to take advantage of the efficiency and amenity that the concept offers in advance of development. All of the residential and residentially-related uses described as a part of the recommended plan should be viewed in relationship to a designated neighborhood.

Residential Development

The conversion of about 300 net acres of land to residential use is recommended by the plan. Much of the additional acreage is proposed to be added in the southern portion of the Village. Such development is proposed in this location because of its proximity to the proposed new sewage treatment plant and associated trunk sewer location along Cedar Creek at the eastern edge of the existing Village limits.

The plan recommends that new residential development be encouraged to occur at medium densities. A typical land use distribution for a medium-density neighborhood one square mile in size is shown in Table 13.

To facilitate further land planning, four neighborhoods are delineated on the plan map (see Map 16) and called Parkside (770 acres), Lakeview (735 acres), Meadowview (670 acres), and Cedar Creek (740 acres). It can be noted from the plan that only one of the proposed four neighborhoods—Cedar Creek—may be expected to approach full development by the year 2000. As the Cedar Creek Neighborhood approaches full development, additional consideration should be given to the location of an elementary school in that neighborhood. A proposed school and neighborhood park site have been shown on Map 16 for illustrative purposes. The need for the elementary school site will likely occur toward the end of the 25-year planning period covered by this plan. Particularly because of continuing planning needs beyond the year 2000, this plan should be periodically updated. It should, however, be understood that the plan presented herein is general and not based upon detailed neighborhood unit development plans. Preliminary residential acreages by neighborhood during the planning period are summarized in Tables 14 through 16.

Table 12

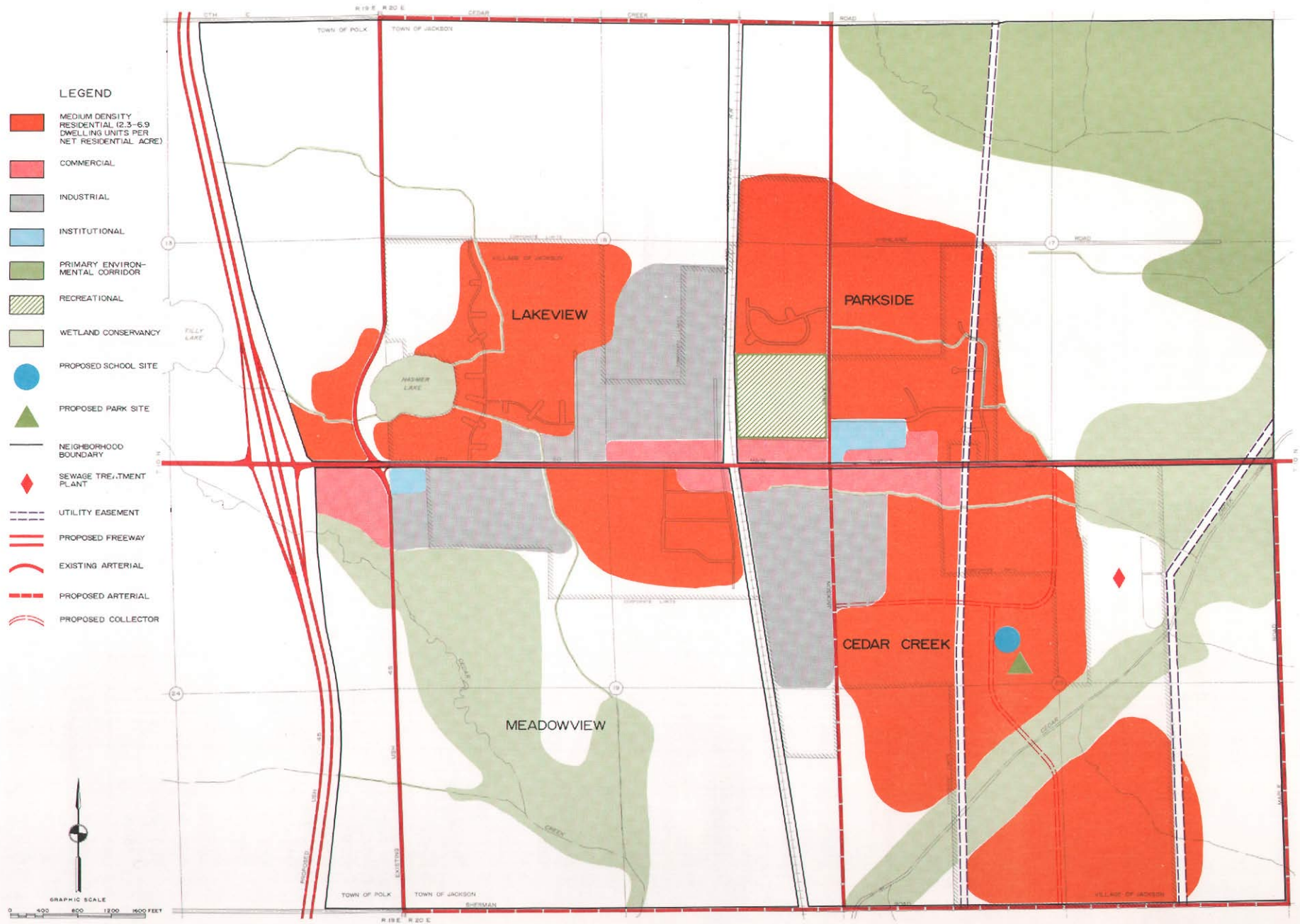
SUMMARY OF PROPOSED LAND USE ACREAGES IN THE VILLAGE OF JACKSON STUDY AREA

Land Use Category	Village of Jackson ^a		Remainder of the Study Area		Total	
	Acres	Percent of Village Area	Acres	Percent of Town Area	Acres	Percent of Study Area
Existing Land Use—1974						
Residential	130	14.0	69	3.5	199	6.8
Commercial	23	2.5	9	0.4	32	1.1
Industrial	49	5.3	0	--	49	1.7
Institutional	8	0.9	7	0.4	15	0.5
Recreational	27	2.9	8	0.4	35	1.2
Transportation	57	6.1	76	3.8	133	4.6
Urban Subtotal	294	31.7	169	8.5	463	15.9
Agricultural	416	44.8	1,414	71.2	1,830	62.8
Woodlands and Wetlands . . .	218	23.5	404	20.3	622	21.3
Rural Subtotal	634	68.3	1,818	91.5	2,452	84.1
Total	928	100.0	1,987	100.0	2,915	100.0
Plan Increment—1974-2000						
Residential	265	203.8	40	58.0	305	153.3
Commercial	20	87.0	5	55.5	25	78.1
Industrial	95	193.9	0	--	95	193.9
Institutional	23	287.5	0	--	23	153.3
Recreation	10	37.0	0	--	10	28.6
Transportation	158	277.2	10	13.2	168	126.3
Urban Subtotal	571	194.2	55	32.5	626	135.2
Agricultural	- 416	- 100.0	- 55	- 3.9	- 471	- 25.7
Woodlands and Wetlands . . .	- 155	71.1	0	--	- 155	- 24.9
Rural Subtotal	- 571	- 90.1	- 55	- 3.0	- 626	- 25.5
Total	--	--	--	--	--	--
Planned Land Use—2000						
Residential	395	42.6	109	5.5	504	17.3
Commercial	43	4.6	14	0.7	57	2.0
Industrial	144	15.5	0	--	144	5.0
Institutional	31	3.3	7	0.4	38	1.3
Recreation	37	4.0	8	0.4	45	1.5
Transportation	215	23.2	86	4.3	301	10.3
Urban Subtotal	865	93.2	224	11.3	1,089	37.4
Agricultural	0	--	1,359	68.4	1,359	46.6
Woodlands and Wetlands . . .	63	6.8	404	20.3	467	16.0
Rural Subtotal	63	6.8	1,763	88.7	1,826	62.6
Total	928	100.0	1,987	100.0	2,915	100.0

^aCorporate limits as of December 1974.

Source: SEWRPC.

LAND USE AND ARTERIAL HIGHWAY SYSTEM PLANS FOR VILLAGE OF JACKSON: 2000



Source: SEWRPC.

Table 13

LAND USE DISTRIBUTION IN A TYPICAL MEDIUM DENSITY NEIGHBORHOOD UNIT

Characteristic	Number	Acres	Percent	Total	
				Acres	Percent
Gross Area				640.0	100.0
Residential Area				454.4	71.0
Single-Family Area		416.0	65.0		
Population	5,330.0				
Residential Acres/1,000 Population	76.0				
Persons/Residential Acre	12.8				
Number of Dwelling Units	1,615.0				
Dwelling Units/Residential Acre	3.9				
Multifamily Area		38.4	6.0		
Population	1,170.0				
Residential Acres/1,000 Population	32.0				
Persons/Residential Acre	30.2				
Number of Dwelling Units	355.0				
Dwelling Units/Residential Acre	9.2				
Public Area				32.0	5.0
Elementary School (K-6) Area		9.6	1.5		
Number of Classrooms	20.0				
Total Number of Pupils	546.0				
Public Park Area		16.0	2.5		
Other Public and Quasipublic Area		6.4	1.0		
Neighborhood Commercial Area		6.4	1.0		1.0
Street Area		147.2	23.0	147.2	23.0

Source: SEWRPC.

Table 14

EXISTING NEIGHBORHOOD RESIDENTIAL DEVELOPMENT: 1974

Neighborhood Name	Units	Population	Residential Development (gross acres)	Density	
				Units/Acre	Population/Acre
Parkside	266	693	60	4.4	11.6
Lakeview	258	672	60	4.3	11.2
Meadowview	89	232	40	2.2	5.8
Cedar Creek	24	63	20	1.2	3.2
Total	637	1,660	180	3.5	9.2

Source: SEWRPC

For reasons stated earlier, the Cedar Creek Neighborhood is likely to receive the greatest development pressures upon completion of the new sewage treatment facility. Second priority should be given to the development of the Parkside Neighborhood, since the area allocated to urban development on the plan can be serviced by gravity flow sewers to the new sewage treatment facility. Additional residential development can be expected to occur in the Lakeview Neighborhood. However, the extent of new development in that Neighborhood will be limited by the capacity of the trunk sewer located on W. Main

Street. The Meadowview Neighborhood should be given the lowest development priority. Natural drainage in this Neighborhood flows southeast out of the study area and then northeast back through the study area to the site of the new sewage treatment facility—a distance of nearly three miles from the western limits of the Neighborhood. As development pressures increase, there will be need to develop the Meadowview Neighborhood. However, all new residential development proposed through the planning period can be accommodated in the Cedar Creek, Parkside, and Lakeview Neighborhoods.

Table 15

PLANNED NEIGHBORHOOD RESIDENTIAL DEVELOPMENT: 1990

Neighborhood Name	Units	Population	Residential Development (gross acres)	Density	
				Units/Acre	Population/Acre
Parkside.	415	1,205	150	2.8	8.0
Lakeview.	165	485	60	2.8	8.0
Meadowview.	55	160	20	2.8	8.0
Cedar Creek.	715	2,090	260	2.8	8.0
Total	1,350	3,940	490	2.8	8.0

Source: SEWRPC

Table 16

PLANNED NEIGHBORHOOD RESIDENTIAL DEVELOPMENT: 2000

Neighborhood Name	Units	Population	Residential Development (gross acres)	Density	
				Units/Acre	Population/Acre
Parkside.	681	1,898	210	3.2	9.0
Lakeview.	423	1,157	120	3.5	9.6
Meadowview.	144	392	60	2.4	6.5
Cedar Creek.	739	2,153	280	2.6	7.7
Total	1,987	5,600	670	3.0	8.4

Source: SEWRPC.

In addition to development pressures within the study area, there is likely to be some demand for urban development in the rural areas between the Village of Jackson and the Village of Germantown, south of Sherman Road. This potential demand reflects the fact that almost all of that rural area drains to and past the new sewage treatment facility site (see Map 17). Much of this rural area may ultimately—beyond 2000—be served by a sewage treatment facility in the Village of Jackson. However, all new urban development should be directed to the delineated neighborhoods north of Sherman Road. It is recommended that the Village, through its plat approval authority, deny approval to subdivision plats in its extraterritorial jurisdiction, south of the Village and outside the study area. In keeping with the objectives set forth in the plan, urban development during the planning period should be concentrated in an area that is small enough to accommodate the efficient provision of all urban services.

Commercial Development

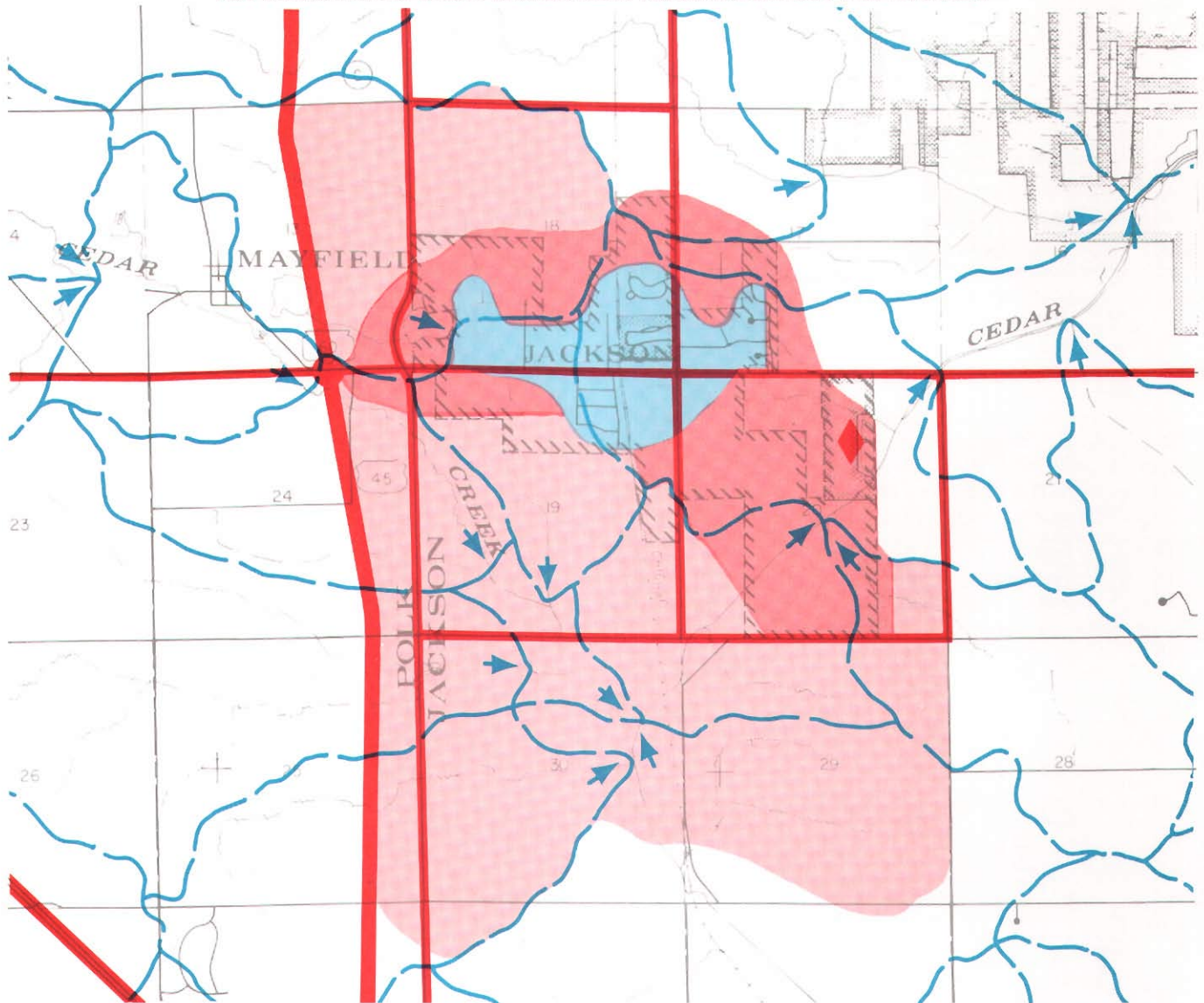
The plan provides for a well-defined central business district in the Village of Jackson. Commercial development would occur along Main Street with approximately 20 acres of property now vacant or in residential use being converted to commercial use. Additional highway-oriented commercial uses have been planned for the USH 45 at STH 60 interchange. If all the commercial areas are developed as planned, approximately 25 acres of land would be added to commercial use over that existing in 1974.

Industrial Development

The plan recommends the addition of about 145 acres of land for industrial use. Three potential industrial areas are located on the plan. The first area is an extension of the existing Libby, McNeill and Libby, Inc., plant site south along Jackson Drive with potential for light industrial development on the east side of Jackson Drive. The

Map 17

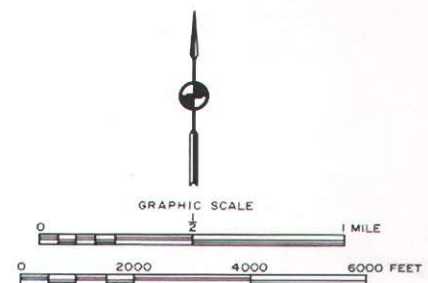
**NATURAL DRAINAGE PATTERN, POTENTIAL SEWER SERVICE AREAS,
AND AREAS HAVING URBAN DEVELOPMENT POTENTIAL BEYOND THE YEAR 2000**



LEGEND

- EXISTING SEWER SERVICE AREA - 1974
- EXTENT OF PLANNED SEWER AREA AND URBAN DEVELOPMENT - 2000
- AREAS WITHIN AND ADJACENT TO THE VILLAGE OF JACKSON STUDY AREA HAVING URBAN DEVELOPMENT POTENTIAL BEYOND THE YEAR 2000
- FREEWAY
- ARTERIAL HIGHWAY
- PROPOSED SEWAGE TREATMENT PLANT
- SUB-BASIN BOUNDARY
- DRAINAGE FLOW DIRECTION

Source: SEWRPC



RETURN TO
SOUTHEASTERN REGIONAL
PLANNING COMMISSION
PLANNING LIBRARY

second area is an extension of the Badger Laboratory site and offers room for expansion of the present facility. The final area shown on the plan for industrial development is located along the Chicago and North Western Railroad Company tracks just north of STH 60. Some industrial development has already occurred in this area. This is the most logical place within the Village for the development of an industrial park. The areas chosen for future industrial uses are all adjacent to, and provide easy access to, existing and proposed arterials and rail transportation.

Open Space

The plan recommends the addition of one neighborhood park during the planning period. That park, and an adjacent elementary school site, are located in the Cedar Creek Neighborhood and should be located near the geographic center of that Neighborhood. The plan further recommends that the entire 100-year recurrence interval floodplain along the Cedar Creek be maintained in a natural open space condition. In addition to these lands, approximately 185 acres of the Jackson Marsh located in the study area are recommended for preservation in their natural state. Approximately 80 acres of the marsh in the study area are owned by the Wisconsin Department of Natural Resources.

Transportation

The arterial street and highway system shown on the plan provides ready arterial street and highway access to all neighborhoods utilizing existing streets, and in general provides an efficient arterial street system compatible

with the recommended land use pattern. The plan suggests three staging periods for the development of the arterial system. The first stage consists of the existing network composed of STH 60, STH 45, and Jackson Drive north of STH 60. The second stage, to be completed by 1990, includes the widening and reconstruction of STH 60; the construction of the new West Bend Freeway; the resurfacing of old USH 45; and the resurfacing of Jackson Drive north to West Bend. The third and final stage, to be completed by the year 2000, includes improvements to Jackson Drive south to Sherman Road, Sherman Road along the southern edge of the study area from existing USH 45 east to Maple Road, Maple Road from Sherman Road to STH 60, and Cedar Creek Road from existing USH 45 east to Jackson Drive. These latter four facilities were not proposed as arterials in the adopted 1990 jurisdictional highway system plan for Washington County discussed in Chapter II of this report, but they are considered to be necessary by the year 2000 for the smooth flow of traffic within the community and to service the delineated neighborhoods.

No further street plan can be prepared except in the context of detailed neighborhood plans. A preliminary collector street pattern has been shown for the Cedar Creek Neighborhood. The pattern is intended to show that a river crossing is necessary and to show the relationship between the park and school sites and commercial areas within each neighborhood to the collector streets and arterials.

Chapter IV

PLAN IMPLEMENTATION

The proposed plans described in the preceding sections of this report provide a design for the attainment of the development objectives enumerated herein. The proposed plans comprise two key elements of a comprehensive plan for the physical development of the Village. In a practical sense, however, a plan is not complete until the steps required to implement the proposed plans are set forth. After formal adoption of the selected land use plan (see Appendices A and B for suggested adopting resolutions), realization of the plan will require faithful dedication on the part of the public officials concerned to the promotion of its implementation. The plan, thus, is only the beginning of a series of required actions to achieve the objectives expressed in the plan. Adjustments to the plan can be made as required by changing conditions. One of the major tasks of plan implementation, thus, becomes the periodic reevaluation and the reexamination of the plan to maintain the plan current and properly reflective of the conditions prevailing at any given point in time.

Immediate plan implementation actions that are recommended for consideration include the adjustment of zoning district boundaries as delineated on the zoning district map for the Village to reflect the recommended land use plan, and reexamination of the zoning ordinance text to bring it into conformance with the zoning district map. The Village should also consider revising its subdivision control ordinance to ensure review and approval by the Village Plan Commission of all land divisions within the Village and its extraterritorial plat approval jurisdictional area.

Long-range plan implementation actions that are recommended for consideration include the completion of precise neighborhood unit development plans for the four neighborhoods described herein. This, however, would require detailed cadastral (property boundary line) mapping for the five square miles in the Jackson study area prior to commencement of such a neighborhood plan-

ning program. The completion of detailed plans for these neighborhoods will help assure economical and practicable land use development within the Village and avoid the creation of expensive sewerage, drainage, and water supply problems. In addition to the above immediate implementation steps, there should be a strengthening of planning and development review procedures in the Village to assure that all development proposals are measured against the plan recommendations.

In addition to revising the Village's zoning and subdivision regulations, the Village Board and the Plan Commission should reevaluate the Official Map Ordinance. As noted in Chapter III, the current Ordinance has not been amended since its adoption in 1957. The existing Official Map is reproduced in Appendix C of this report. Amendments should be made that reflect changes in the Village corporate limits and the limits of the Village's extra-territorial authority since 1957; that reflect the proposed right-of-way of the West Bend Freeway; and that reflect street improvements in the Meadowview, Highland Meadows, and Parkside subdivisions. Proposed street widths on the Official Map should be reexamined to determine whether they are appropriate to accommodate development proposed in the land use plan. This report recommends, for instance, that the Jackson Drive, Maple Road, Cedar Creek Road, and Sherman Road proposed right-of-way widths be increased from 80 feet to 120 feet. In addition to reexamining future street locations and widths, it is recommended that the scope of regulation in the Ordinance be expanded to include the reservation of future park and playground sites and future parkways and drainageways. In those areas of the Village's extra-territorial jurisdiction where local plans have not been prepared, it is recommended that the Official Map Ordinance preserve those transportation corridors and widths as proposed in SEWRPC Planning Report No. 23, A Jurisdictional Highway System Plan for Washington County.

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APPENDICES

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Appendix A

**A SUGGESTED VILLAGE PLAN COMMISSION RESOLUTION FOR ADOPTING THE
VILLAGE OF JACKSON LAND USE AND ARTERIAL STREET SYSTEM PLANS**

WHEREAS, the Village of Jackson pursuant to the provisions of Sections 61.35 and 62.23(1) of the Wisconsin Statutes, has created a Village Plan Commission; and

WHEREAS, it is the duty and function of the Village Plan Commission, pursuant to Section 62.23(2) of the Wisconsin Statutes, to make and adopt a master plan for the physical development of the Village of Jackson; and

WHEREAS, the Village of Jackson requested the Southeastern Wisconsin Regional Planning Commission to prepare a land use plan and an arterial street system plan for the Village, which plans include:

1. Collection, compilation, processing, and analyses of various types of demographic, economic, natural resource, land use, and transportation and other materials pertaining to the Village.
2. A forecast of growth and change.
3. A land use and arterial street system plan map.
4. Suggested revisions to Village ordinances for the implementation of the selected plan; and

WHEREAS, the aforementioned inventories, analyses, objectives, forecasts, land use plans, and implementing ordinance revisions are set forth in a published report entitled SEWRPC Community Assistance Planning Report No. 10, Land Use and Arterial Street System Plans for the Village of Jackson, Washington County, Wisconsin; and

WHEREAS, the Village Plan Commission considers the plan to be a valuable guide to the future development of the Village.

NOW, THEREFORE, BE IT RESOLVED that pursuant to Section 62.23(3)(b) of the Wisconsin Statutes, the Village of Jackson Plan Commission on the _____ day of _____, 1977, hereby adopts SEWRPC Community Assistance Planning Report No. 10 as a guide for the future development of the Village of Jackson.

BE IT FURTHER RESOLVED that the Secretary of the Village of Jackson Plan Commission transmit a certified copy of this resolution to the Village Board of the Village of Jackson.

Chairman
Village of Jackson Plan Commission

ATTESTATION:

Secretary
Village of Jackson Plan Commission

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Appendix B

A SUGGESTED VILLAGE BOARD RESOLUTION FOR ADOPTING THE
VILLAGE OF JACKSON LAND USE AND ARTERIAL STREET SYSTEM PLANS

WHEREAS, the Village of Jackson pursuant to the provisions of Sections 61.35 and 62.23(1) of the Wisconsin Statutes has created a Village Plan Commission; and

WHEREAS, the Village Plan Commission has prepared, with the assistance of the Southeastern Wisconsin Regional Planning Commission, a plan for the physical development of the Village of Jackson and its environs, said plan embodied in SEWRPC Community Assistance Planning Report No. 10, Land Use and Arterial Street System Plans for the Village of Jackson, Washington County, Wisconsin; and

WHEREAS, the Village Plan Commission did on the _____ day of _____, 1977, adopt SEWRPC Community Assistance Planning Report No. 10 and has submitted a certified copy of that resolution to the Village Board of the Village of Jackson; and

WHEREAS, the Village Board of the Village of Jackson concurs with the Village Plan Commission and the objectives and policies set forth in SEWRPC Community Assistance Planning Report No. 10.

NOW, THEREFORE, BE IT RESOLVED that the Village Board of the Village of Jackson on the _____ day of _____, 1977, hereby adopts SEWRPC Community Assistance Planning Report No. 10 as a guide for the future development of the Village of Jackson; and

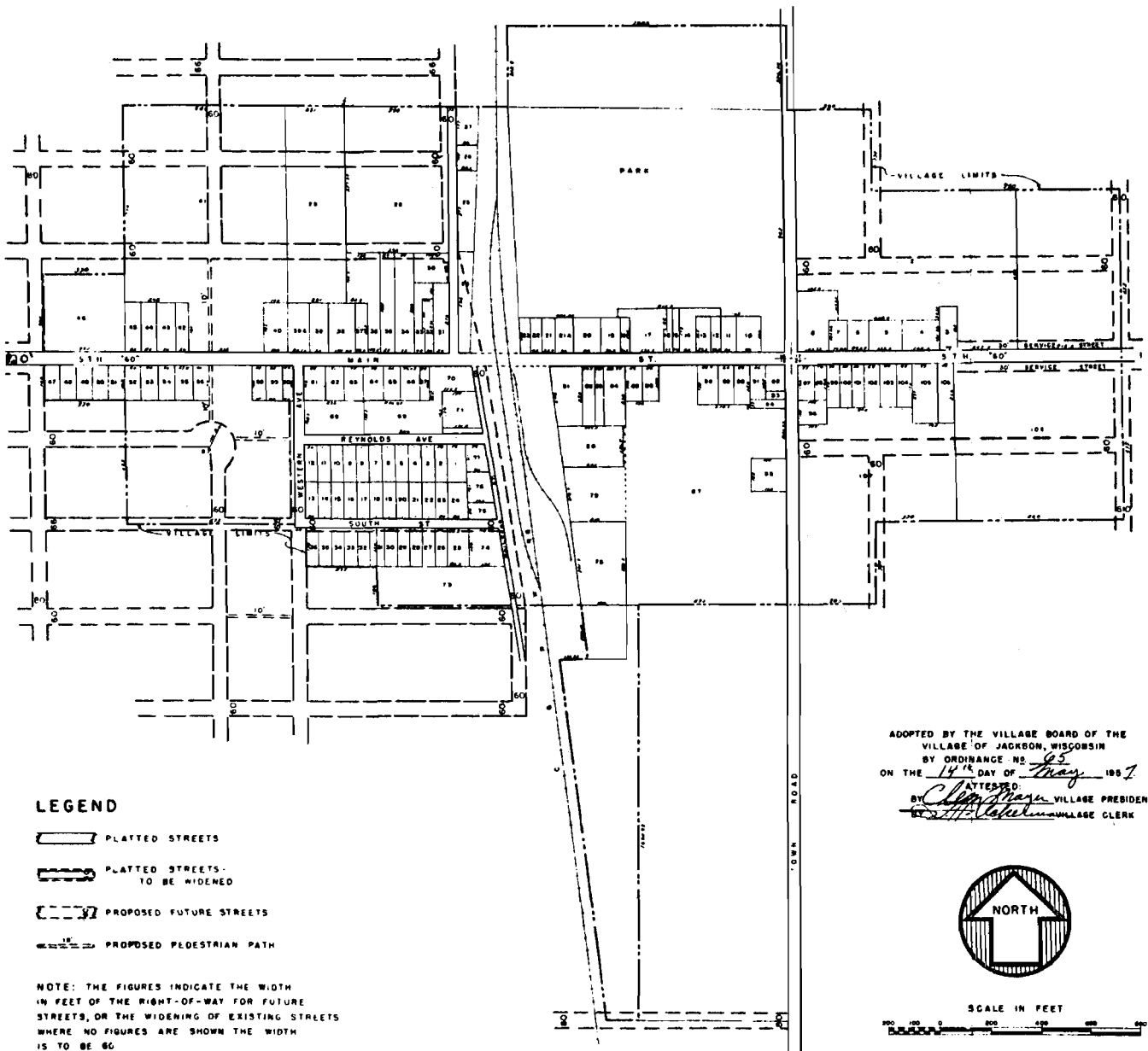
BE IT FURTHER RESOLVED that the Village Plan Commission shall annually review the Village Land Use and Arterial Street System Plan and shall recommend extensions, changes, or additions to the Plan which the Commission considers necessary. Should the Plan Commission find that no changes are necessary, this finding shall be reported to the Village Board.

President
Village of Jackson Board

ATTESTATION:

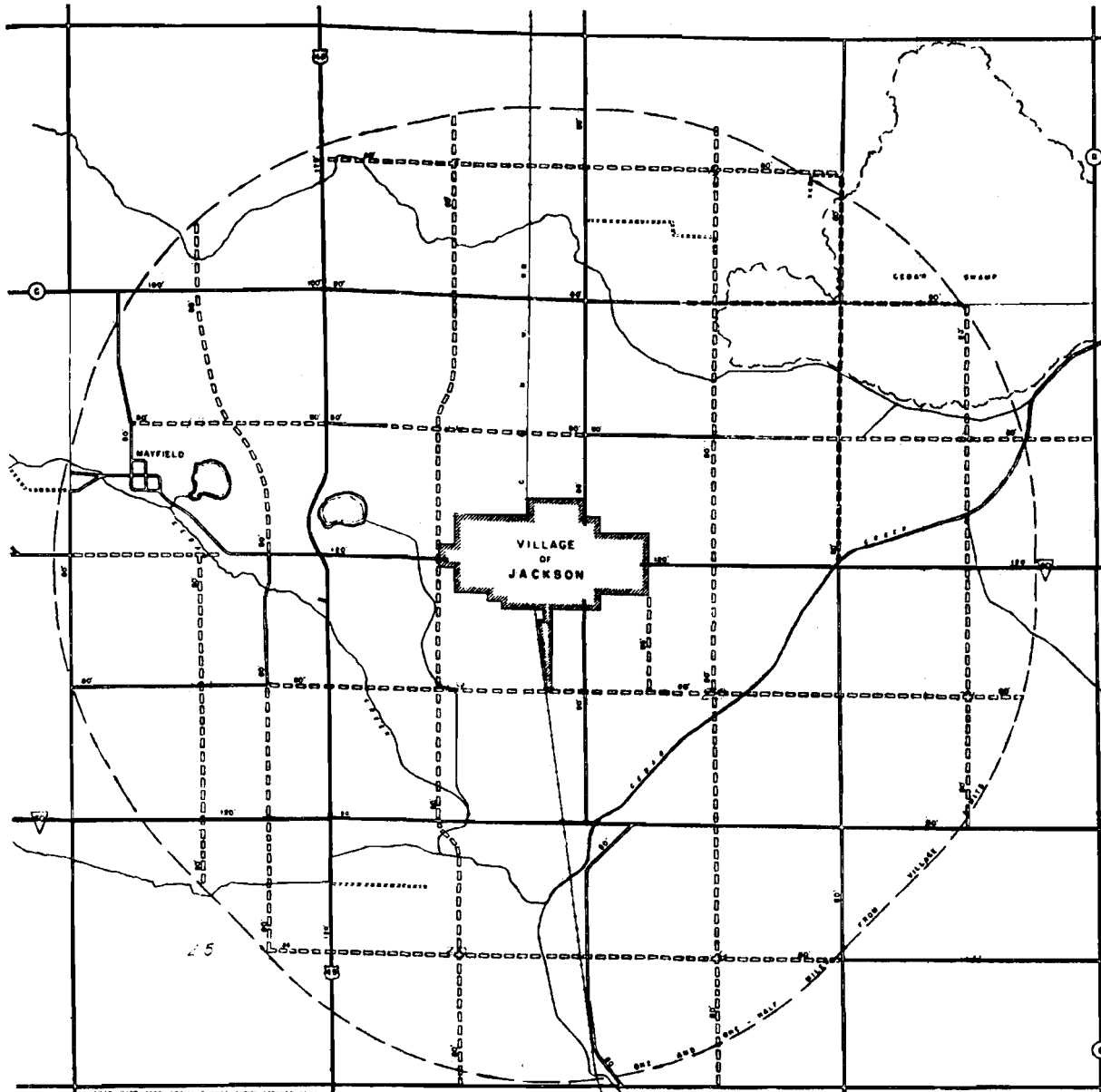
Clerk
Village of Jackson

Appendix C



OFFICIAL MAP (STREET DEVELOPMENT PLAN) — FOR THE — VILLAGE OF JACKSON WASHINGTON COUNTY WISCONSIN

PREPARED BY
STATE PLANNING DIVISION,
BUREAU OF ENGINEERING
MADISON, WISCONSIN



OFFICIAL MAP (STREET EXTENSION PLAN)

FOR
THE VILLAGE & ENVIRONS
OF

JACKSON WASHINGTON COUNTY WISCONSIN

ADOPTED BY THE VILLAGE BOARD OF THE
VILLAGE OF JACKSON, WISCONSIN
BY ORDINANCE NO. 1052
ON THE 14 DAY OF May, 1952
BY John J. Smith VILLAGE PRESIDENT
W. A. Smith VILLAGE CLERK

NOTE: THE FIGURES INDICATE
THE WIDTH IN FEET OF THE
RIGHT-OF-WAY FOR FUTURE
STREETS, OR THE WIDENING OF
EXISTING STREETS. WHERE NO
FIGURES ARE SHOWN, THE WIDTH
IS TO BE 66 FEET.

LEGEND

- STATE & U.S. HIGHWAYS
- COUNTY HIGHWAYS
- LOCAL ROADS
- PRIVATE ROADS
- PROPOSED NEW ROAD (100 FT. WIDENING)

PREPARED BY
STATE PLANNING DIVISION,
BUREAU OF ENGINEERING
MADISON, WISCONSIN

