

# **TOWN OF JACKSON COMPREHENSIVE PLAN**

**PUBLIC REVIEW DRAFT  
December 2020**

**Town of Jackson,  
Washington County  
WISCONSIN**

SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION





# **TABLE OF CONTENTS**

## **PART 1**

### **TOWN OF JACKSON COMPREHENSIVE PLAN: 2050**

Acknowledgements	
Background	
Population and Household Projections	
Town of Jackson Land Use Plan Update	
Land Use Plan Map Overview	
Land Use Plan Map Updates	
Land Use Plan Categories	
Agricultural and Rural Single-Family Residential	
Urban Single-Family Residential	
Two-Family Residential	
Multi-Family Residential	
Open Space in Conservation Subdivision	
Business	
Manufacturing	
Governmental and Institutional	
Park and Recreation	
Extractive	
Street and Highway Rights-of-Way	
Railroad Right-of-Way	
Environmentally Significant Areas	
Primary Environmental Corridors	
Wetlands Outside of Primary Environmental Corridors	
Surface Water	

## **EXHIBITS**

Figure 1	Historical and Alternative Future Population Levels in the Town of Jackson
Map 1	Land Use Plan for the Town of Jackson: 2050
Table 1	Planned Land Uses in the Town of Jackson: 2050
Table 2	Guidelines for Development Considered Compatible with Environmental Corridors and Isolated Natural Resource Areas

## **APPENDICES**

Appendix 2050-A	2018 Mediated Cooperative Plan Agreement
Appendix 2050-B	Resolutions and Ordinance Adopted During the Plan Update Process

**PART 2**  
**TOWN OF JACKSON COMPREHENSIVE PLAN: 2035**  
**As Amended to Remove the Content Specific to the Village of Jackson**

**ACKNOWLEDGEMENTS**

**TOWN OF JACKSON PARK AND PLAN COMMISSION RESOLUTION  
RECOMMENDING ADOPTION OF COMPREHENSIVE PLAN**

**AN ORDINANCE TO ADOPT THE COMPREHENSIVE PLAN FOR THE  
TOWN OF JACKSON, WISCONSIN**

**CHAPTER 1 – INTRODUCTION: ISSUES AND OPPORTUNITIES**

STATE PLANNING ENABLING LEGISLATION

HISTORY AND DESCRIPTION OF PLANNING AREAS

COMMUNITY COMPREHENSIVE PLANNING PROCESS

Public Participation

Issue Identification

Citizen Opinion Survey

Workshop and Mapping Exercise

Draft Vision and Goal Statements

Final Vision Statement, Goals, Objectives, Policies, and Programs

BACKGROUND INFORMATION and SUMMARY OF EXISTING CONDITIONS

Population, Demographics, Education, Income, and Employment

Gender

Median Age

Age Distribution

Education Levels

Income Levels

Employment Characteristics

Forecasts

Population

Households

Employment

**CHAPTER 2 – HOUSING**

INTRODUCTION

CHAPTER SUMMARY

POPULATION CHARACTERISTICS

Historical Population Levels

Population Trends

Seasonal Population

## HOUSING INVENTORY

- Housing Units, Occupancy, and Tenure
- Housing Types - Units in Structure
- Age of Housing
- Condition of Housing Stock
- Housing Values
- Housing Costs - Rent and Mortgage
- Historic and Projected Household Size
- Housing Development Environment
- Housing Permits
- Projected Housing Units
- Housing for the Elderly
- Housing for People with Disabilities

## ANALYSIS AND DEVELOPMENT OF COMMUNITY POLICIES AND PROGRAMS

- Village/Town Agreement
- Federal, State, and Regional Housing Programs

## CHAPTER 3 – TRANSPORTATION

### INTRODUCTION

### CHAPTER SUMMARY

### INVENTORY OF TRANSPORTATION FACILITIES

- Highways
- Roads/Streets
- Washington County Commuter Express (WCCE) Bus System
- Washington County Shared-Ride Taxi System
- Medical Related Transportation Services
- Electric Personal Assistive Mobility Devices (EPAMD)
- Rail Transportation
- Air Service
  - Regional
  - Local
- Waterborne Transportation
- Bike & Pedestrian
  - Bicycle Facilities
  - Pedestrian

### EVALUATION OF CURRENT INTERNAL TRAFFIC CIRCULATION SYSTEM

- Functional Class
  - Arterial Roads
  - Collector Roads
  - Local Roads
- Traffic Counts
- Traffic Crashes
- Road Pavement Condition
- Access Controls
  - Driveway Permits
- Speed Limit Controls

### INTEGRATION OF TOWN PLAN WITH OTHER TRANSPORTATION PLANS

- State Highway Plan

Regional Transportation System Plan  
Transportation Corridor Plans  
County Functional and Jurisdictional Studies  
Urban Area and Rural Area Transportation Plans  
State Airport Plans  
State Railroad Plans  
TRANSPORTATION FUNDING PROGRAMS

## **CHAPTER 4 - UTILITIES AND COMMUNITY FACILITIES**

INTRODUCTION

CHAPTER SUMMARY

UTILITIES, FACILITIES, AND SERVICES INVENTORY

Electric Service  
Natural Gas  
Water Supply  
Sanitary Sewer Service  
Stormwater Management System  
Solid Waste and Recycling Facilities  
Telecommunications Service  
    Telephone  
    Internet  
    Television  
Town Hall  
Road and Other Maintenance  
Postal Services  
Cemeteries  
Law Enforcement  
Fire / Rescue  
Insurance Service Office (ISO) Grading  
Libraries  
Schools  
Child Care Facilities  
Elder Care Facilities  
    Skilled Care  
Health Care Facilities  
Community Center  
Park, Recreation, and Open Space Facilities

## **CHAPTER 5 - INTERGOVERNMENTAL COOPERATION**

INTRODUCTION

CHAPTER SUMMARY

EXISTING ACTIVITIES

Adjacent Governmental Units  
    Relationships  
    Sharing Public Facilities  
    Sharing Public Services  
    Mutual Plans and Agreements

- School Districts
  - Relationships
  - Siting School Facilities
  - Sharing School Facilities
- County
- Region
- State
- Other

#### INVENTORY OF PLANS AND AGREEMENTS

- Boundary Agreement and Revenue Sharing
- Annexation
- Extraterritorial Platting Jurisdiction (ETP)
- Extraterritorial Zoning Jurisdiction (ETZ)

#### EXISTING OR POTENTIAL CONFLICTS

- Existing or Potential Conflicts
- Conflict Resolution Process

### **CHAPTER 6 - AGRICULTURAL, NATURAL AND CULTURAL RESOURCES**

#### INTRODUCTION TO THIS ELEMENT

#### CHAPTER SUMMARY

#### PHYSICAL GEOGRAPHY

- Climate
  - Suitability for agriculture
  - Suitability for alternative energy
- Geology and Topography
  - Suitability for agriculture or development
- Soils
  - Suitability for agriculture
  - Suitability for dwellings with basements
  - Suitability for septic systems

#### AGRICULTURE

- Dairy, Beef Cattle, and Crop Production
- Agricultural Preservation
  - Identification of Prime Farmland
  - Zoning
  - Wisconsin Farmland Preservation Program (FPP)
  - Use-Value Assessment
  - Conservation Reserve Program (CRP)
  - Purchase of Development Rights (PDR)
  - Land Evaluation and Site Assessment (LESA)
- Specialty (Niche) Farming
- Horticulture
- Possible Impacts of Agriculture

#### NATURAL RESOURCES

- Groundwater
  - High-Capacity Wells

- Watersheds
  - Cedar Creek Watershed
- Lakes
- Rivers and Streams
- Floodplains
- Wetlands
  - Ephemeral (Seasonal) Ponds
  - Wetland Reserve Program
- Shorelands
- Woodlands
  - Managed Forest Law (MFL) Program
- Wildlife Habitat
- Threatened and Endangered Species
- Environmental Corridors
- Natural Areas
- Conservation Easements
- Parks, Recreation, and “Open Space”
- Metallic and Non-Metallic Mining Resources
- Air Quality

## CULTURAL RESOURCES

- Historic and Archeological Resources
- Community Design
  - Signage
  - Landscaping
  - Districts
  - Landmarks
  - Highway Entryways

## **CHAPTER 7 - ECONOMIC DEVELOPMENT**

### INTRODUCTION

### CHAPTER SUMMARY

### LABOR FORCE CHARACTERISTICS

- Place of Work
- County to County Workflow
- Occupation
- Class of Worker
- Unemployment Rate
- Employment Forecast
- Median Household Income

### ECONOMIC BASE ANALYSIS

- Economic Sectors
- Location Quotient Analysis
- Threshold Analysis
  - Export Base (Basic Employment)
  - Non-Basic Employment Industry
- Major Employers within the Town of Jackson
- Agricultural Economy

## **STRENGTHS AND WEAKNESSES**

- Town of Jackson Economic Development Strengths

- Town of Jackson Economic Development Weaknesses

## **SITES FOR BUSINESS AND INDUSTRIAL DEVELOPMENT – TOWN OF JACKSON**

- Existing Site Inventory and Analysis

- Evaluation of Environmentally Contaminated Sites

- Designation of Business and Industrial Development

  - Commercial Uses

  - Industrial Uses

- Acreage Projections

## **COMMUNITY FINANCES**

## **ECONOMIC DEVELOPMENT PROGRAMS AND ASSISTANCE**

- Local

- County

- Regional

- State

- Federal

  - USDA Wisconsin Rural Development Programs

## **CHAPTER 8 – LAND USE**

### **INTRODUCTION**

- Existing Land Use

- Projected Land Use

### **CHAPTER SUMMARY**

### **INVENTORY OF EXISTING LAND USE CONTROLS – TOWN**

- Existing Comprehensive Plan or Land Use Plan

- Farmland Preservation Plan/Program (FPP)

- Town of Jackson Zoning Ordinance

- Town of Jackson Land Division Ordinance

- Washington County Land Division Ordinance

- Washington County Sanitary Ordinance

- Washington County Shoreland, Wetland and Floodplain Ordinance

- Wetland Regulations

- Historic Preservation

- Conservation Easements

- Official Map

- Extraterritorial Jurisdiction

- Boundary Agreement

- Highway Access

### **CURRENT LAND USE INVENTORIES**

### **ANTICIPATED LAND USE TRENDS / LAND SUPPLY**

- Redevelopment Opportunities

- Land Supply

- Price and Demand

### **DEVELOPMENT CONSIDERATION AND CONSTRAINTS**

- Environmental, Transportation, and Public Utility Considerations and Constraints

### **LAND USE ISSUES AND CONFLICTS WITHIN THE TOWN**

## FUTURE LAND USE PROJECTIONS AND MAPS

Projected Land Use Map Comments and Policies - Town

Five-Year Incremental Land Use Projections - Town

## COMPATIBILITY BETWEEN PROJECTED LAND USE MAPS/PLAN & ZONING MAPS DEVELOPMENT / DESIGN STANDARDS

### CHAPTER 9 – IMPLEMENTATION

#### INTRODUCTION

#### ROLE OF THE COMPREHENSIVE PLAN – TOWN

#### ROLE OF LOCAL OFFICIALS

Elected Officials

Park and Planning Commission

Board of Appeals

#### ROLE OF LOCAL CONTROLS

Zoning

Other Controls

#### IMPACT OF ECONOMIC DEVELOPMENT

Government Economic Development Initiatives

Non-Government Economic Development Activities

#### ROLE OF PUBLIC INVESTMENT

Capital Improvements Program (CIP)

Impact Fees and Land Dedications

Special Assessments

Development Review Cost-Recovery

#### COMPREHENSIVE PLAN INTERNAL CONSISTENCY

#### IMPLEMENTATION SCHEDULE - TOWN

#### PLAN REVIEW TIMELINE

#### PROCESS FOR ADOPTING OR AMENDING THE PLAN

## EXHIBITS<sup>a</sup>

### CHAPTER 1 – INTRODUCTION: ISSUES AND OPPORTUNITIES

Map	1.1 <sup>b</sup>	General Location Map of the Town of Jackson
Map	1.2 <sup>b</sup>	Project Area
Map	1.3 <sup>b</sup>	Orthophoto
Table	1.4	Historical Population Levels
Table	1.5	Gender Makeup of Residents
Table	1.6	Median Age of Residents
Table	1.7	Age Distribution
Table	1.8	Educational Attainment
Table	1.9	Household Annual Income Levels, 1999
Table	1.10	Population / Forecasts



Table	1.11	Total Households in 2000 and Households Projected to 2035
Table	1.12	Industry Projections for the Milwaukee and WOW Wisconsin Workforce Development Areas, 2004-2014 (Milwaukee, Ozaukee, Washington, and Waukesha Counties)

## **CHAPTER 2 – HOUSING**

Figure	2.1 <sup>b</sup>	Housing Density – Dodge, Washington, Ozaukee, Jefferson, Waukesha, Milwaukee, Walworth, Racine, and Kenosha Counties
Table	2.2	Housing Occupancy and Tenure
Table	2.3	Total Units in Structure
Table	2.4	Year Structure Built
Table	2.5	Housing Conditions by Type – Town of Jackson
Table	2.7	Median Home Values
Table	2.8	Historic and Projected Household Sizes
Table	2.9 <sup>b</sup>	Total Housing Permits Issued
Map	2.10 <sup>b</sup>	Locations of Subdivisions

## **CHAPTER 3 – TRANSPORTATION**

Map	3.2	Functional Road Classifications
Table	3.3	Annual Average Daily Traffic, Town of Jackson, for 2001 and 2004
Table	3.4 <sup>b</sup>	Vehicle Crashes, Town of Jackson
Table	3.5	Local Road Pavement Conditions in Selected Towns, 2007
Map	3.6 <sup>b</sup>	Recommended Year 2035 Washington County Jurisdictional Highway System Plan
Map	3.7 <sup>b</sup>	Capacity Improvements Recommended in the Year 2035 Washington County Jurisdictional Highway System Plan

## **CHAPTER 4 – UTILITIES AND COMMUNITY FACILITIES**

Table	4.1 <sup>b</sup>	Average Depths of New or Replacement Residential Wells, Town of Jackson
Table	4.2	Permits Issued for Private On-Site Wastewater Treatment Systems
Map	4.3	Wireless Telecommunication Facilities Within and Adjacent to the Town of Jackson
Table	4.4 <sup>b</sup>	Cemeteries in the Town of Jackson
Map	4.6 <sup>b</sup>	Area School District Boundaries
Map	4.7 <sup>b</sup>	Potential Impact of Future Residential Development in the Town of Jackson on Public School Districts
Map	4.8 <sup>b</sup>	Child Care Centers in the Town of Jackson

## **CHAPTER 5 – INTERGOVERNMENTAL COOPERATION**

--

## **CHAPTER 6 – AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES**

Table	6.1	Local Weather Data
Map	6.2	Generalized Depth to Bedrock
Map	6.3	General Soil Associations
Table	6.4	Land Assessed as Agricultural in the Town of Jackson
Map	6.5 <sup>b</sup>	Areas Designated as Prime Farmland in the Town of Jackson
Map	6.6	Land Evaluation and Site Assessment for Lands in the Town of Jackson
Map	6.7	Groundwater Contamination Potential of Shallow Aquifer in the Town of Jackson
Map	6.8	High-Capacity Wells Located in the Jackson Planning Area and Proximity to WDNR Remediation Sites
Map	6.9	Watersheds and Surface Water in the Jackson Area
Map	6.10	Wetlands and Floodplains
Map	6.11 <sup>b</sup>	Shoreland Zoning
Table	6.13	Natural Areas in the Town of Jackson
Table	6.14 <sup>b</sup>	Non-Metallic Mining Sites in the Town of Jackson, 2005
Map	6.15	Potential Sources of Sand, Gravel, Clay, and Peat
Map	6.16	Potential Sources of Crushed or Building Stone
Table	6.17 <sup>b</sup>	High Ozone Days in Washington County

## **CHAPTER 7 – ECONOMIC DEVELOPMENT**

Table	7.1	Place of Work, 1990 & 2000, Jackson and Nearby Communities
Table	7.2	County to County Workflow in Wisconsin, Census 2000
Table	7.3	Percentage of Employed Persons by Occupation, 2000 – Village of Jackson, Town of Jackson, and Nearby Communities
Table	7.4	Class of Worker, 1990 & 2000, Town of Jackson and Nearby Towns
Table	7.5	Average Unemployment Rates, Washington County and Wisconsin
Table	7.6	Median Household Income, Jackson and Nearby Communities
Table	7.7	Employment by Industry Group, 1990 and 2000 – Washington County and U.S. LQ Analysis
Table	7.8 <sup>b</sup>	Major Employers, Town of Jackson, 2007
Table	7.10 <sup>b</sup>	Recent History of Property Taxes Levied, Town of Jackson
Table	7.11	Partial Breakdown of Full Value, 2002 & 2006
Table	7.12	Recent History of Full Value and Public Indebtedness – Town of Jackson

## **CHAPTER 8 – LAND USE**

Table	8.1	Town of Jackson Zoning Districts
Map	8.2	Generalized Zoning
Table	8.6	Town of Jackson Land Use Amount and Intensity, 2006
Map	8.7 <sup>b</sup>	Generalized Land Use
Map	8.8 <sup>b</sup>	Natural Limitations for Building Site Development in the Town of Jackson
Table	8.9	Land Use Projections for the Town of Jackson in Five-Year Increments
Map	8.12	Land Use Plan for the Town of Jackson: 2035

## **CHAPTER 9 – IMPLEMENTATION**

Table	9.1 <sup>b</sup>	Town of Jackson Implementation Activities
-------	------------------	---

<sup>a</sup> Exhibits in the comprehensive plan for the Town of Jackson are not consecutive.

<sup>b</sup> The comprehensive plan for the Town of Jackson contains no text reference to this exhibit.

## **APPENDICES**

<b>APPENDIX 1A</b>	Results of Town of Jackson Opinion Survey
<b>APPENDIX 1B</b>	Consensus Map from Town of Jackson 2006 Public Visioning Workshop
<b>APPENDIX 1C</b>	Results of Town of Jackson Vision and Goals Survey
<b>APPENDIX 4A</b>	Groundwater Usage and Aquifer Recharge Estimates
<b>APPENDIX 6A</b>	Historic Preservation Database and Architecture and History Inventory for the Town of Jackson
<b>APPENDIX 9A</b>	Goals, Objectives, Policies, and Programs for the Town of Jackson



## **PART 1**

### **TOWN OF JACKSON COMPREHENSIVE PLAN: 2050**



## **ACKNOWLEDGEMENTS**

### **TOWN BOARD**

Raymond Heidtke, Chairman  
Marcy Bishop, Supervisor  
Robert Hartwig, Supervisor  
Paul Huettl, Supervisor  
Joe Kufahl, Supervisor

### **TOWN PARK AND PLANNING COMMISSION**

David Klug, Chairman  
Arlyn Johnson, Vice-Chairman  
Raymond Heidtke, Town Board Representative  
Paul Huettl, Town Board Representative  
Joe Kufahl, Town Board Representative  
John Bales  
Richard Deming  
Chad Johnson  
Randy Vogel

### **TOWN CLERK**

Julia Oliver

### **ZONING ADMINISTRATOR**

Gordon Hoffmann





*PUBLIC REVIEW DRAFT*

SEWRPC Community Assistance Planning Report No. 335

A COMPREHENSIVE PLAN FOR THE TOWN OF JACKSON: 2050

**PART 1**

(Figure, Map, and Tables are at the end of Part 1)

**BACKGROUND**

The Wisconsin legislature enacted a comprehensive planning law in 1999, set forth in Section 66.1001 of the *Wisconsin Statutes*. The 1999 requirements supplement earlier provisions in the *Statutes* for preparing county development plans (Section 59.69(3)) and local master plans (Section 62.23), and provide a framework for developing, adopting, implementing, amending, and updating comprehensive plans in Wisconsin. The law includes a “consistency” requirement, whereby zoning, subdivision, and official mapping ordinances adopted and enforced by counties, cities, villages, and towns must be consistent with the comprehensive plan adopted by the county or local unit of government.

The Town of Jackson partnered with UW-Extension Washington County to address the comprehensive planning requirements. This process resulted in the Town’s adoption of a comprehensive plan that satisfies *Wisconsin Statutes*. The resulting comprehensive plan for the Town of Jackson, adopted by the Town Board August 10, 2009, is an extensive document set forth in Part 2 of this report. The plan includes the nine comprehensive planning elements and corresponding goals, objectives, policies, and programs required by the comprehensive planning law<sup>1</sup> and features a wide range of data and mapping. One such map is the 2035 land use plan map, which is a visual representation of the comprehensive plan that serves to support the goals and objectives set forth in the 2035 plan.

---

<sup>1</sup> The nine elements include: Issues and Opportunities; Land Use; Housing; Transportation; Utilities and Community Facilities; Agricultural, Natural, and Cultural Resources; Economic Development; Intergovernmental Cooperation; and Implementation.

Section 66.1001(2)(i) of the *Statutes* requires that a comprehensive plan be updated no less than once every ten years but does not specify what the update must include or how extensive the update must be. Based on discussion between Town officials and Southeastern Wisconsin Regional Planning Commission (SEWRPC) staff, this update to the Town's plan focuses on updating the land use plan map to the year 2050. This section of the report features the land use plan map update as well as population and household projections for the year 2050. The resolutions and ordinance adopted during the plan update process are included in Appendix 2050-A.

## **POPULATION AND HOUSEHOLD PROJECTIONS**

To ensure that adequate and suitable land is available to accommodate anticipated future population growth in the Town, the Town Board selected a probable 2050 design year plan population level for this plan update. Two alternative population projections were developed for the Town Board to consider in an effort to lessen the uncertainty associated with forecasting a future population level. One projection was prepared by SEWRPC under VISION 2050, which documents the regional land use and transportation plan adopted by the Regional Planning Commission in 2016. The other projection, also prepared by SEWRPC, is based on the population trends experienced in the Town from 1990 to 2015. This "recent trends" analysis used a technique similar to that used by the Wisconsin Department of Administration to prepare its population forecasts, wherein population changes between 2000 and 2015 were weighted more heavily than changes between 1990 and 2000.

VISION 2050 envisions a future population of 6,531 Town residents in 2050,<sup>2</sup> while a continuation of recent trends would result in about 6,006 Town residents in 2050. The Town's population would increase by 2,191 residents from the estimated 2015 population (4,340) under the VISION 2050 projection, which is an increase of about 50 percent. The Town's population would increase by about 1,666 residents under the recent trends projection, which is an increase of about 38 percent. A comparison of projections for the Town, in relation to changes in the Town's population between 1950 and 2015, is presented in Figure 1.

The alternative projections provide a reasonable range for the Town's year 2050 population. The Town Park and Plan Commission and Town Board considered the projection range, past trends, and local knowledge and expectations regarding anticipated future growth and development in choosing the Town's population

---

<sup>2</sup> Assumes that 2010 Town boundaries will not change. The VISION 2050 population projection for the Town would be 3,535 if acreage within the Village of Jackson's planned sewer service area is detached from the Town by the year 2050.

projection for 2050. The Town Park and Plan Commission and Town Board chose to adopt the 2035 population projection of 4,900 for the year 2050, which was the basis of the land use plan map prepared for the Town's 2035 comprehensive plan. The selected population projection would result in approximately 1,892 households in 2050 with an anticipated household size of 2.6 people per household (the number of households and average household size are based upon the Town's 2035 comprehensive plan).

## **TOWN OF JACKSON LAND USE PLAN UPDATE**

### **Land Use Plan Map Overview**

The 2050 land use plan for the Town of Jackson is presented on Map 1, which is the update to Map 8.12 of the Town's 2035 plan contained in the second part of this report. Table 1 lists the number of acres and the percentage of land allocated to each land use category on the 2050 land use plan map.

The conceptual framework for the Town's 2050 land use plan update is the same as that used to design the 2035 plan. Both the 2035 and 2050 land use plans seek to accommodate new urban development primarily on existing vacant lots and along the STH 60 and CTH P corridors. In addition, both plans discourage a development pattern containing conflicting land uses, discourage intensive and incompatible urban development from occurring in primary environmental corridors and other environmentally significant land, and encourage the preservation of farmland and open space.

### **Land Use Plan Map Updates**

The following is a list of updates made to the land use plan map as part of this update to the Town's comprehensive plan based upon discussion between Town officials and SEWRPC staff:

- Updates to the Town/Village boundary to reflect most current available (January 2021)
- Updates to planned sewer service area boundaries to reflect most current available (September 2018)
- Updates to reflect the areas to be attached to the Village of Jackson per the mediated cooperative plan agreement between the Town and the Village of Jackson, which was approved by the Wisconsin Department of Administration in 2018<sup>3</sup>

---

<sup>3</sup> Refer to the 2050 Village of Jackson comprehensive plan for planned land uses within areas to be attached to the Village.

- Updates to reflect planned urban growth based upon input from Town officials
- Updates to establish consistency with current approved zoning and zoning changes to be adopted in concurrence with this comprehensive plan update
- Updates to include current information on primary environmental corridors
- Updates to Wetland Outside of Primary Environmental Corridor to reflect current wetland information
- Updates to Floodplain (overlay) to reflect current floodplain information
- Updates to include current parcel lines and street and highway rights-of-way
- Updates to public and private land holdings

### **Land Use Plan Categories**

Land use plan categories describe the range of urban and rural development designated on the Town's land use plan map (Map 1). Descriptions of each of the categories shown on the 2050 land use plan map follow.

#### ***Agricultural and Rural Single-Family Residential***

Areas classified as Agricultural and Rural Single-Family Residential constitute a major land use in the Town of Jackson. Agricultural uses include agricultural-related activity and associated residential uses. Rural single-family residential uses include estate-type lots with a minimum lot size of five acres or a maximum density of one dwelling unit per five acres in a cluster subdivision.

The Town of Jackson's zoning ordinance allows cluster subdivision design as a conditional use in areas designated as Agricultural and Rural Single-Family Residential, which may allow individual lots to be reduced to a minimum of one acre while the development may achieve a maximum density of one dwelling unit per five acres. Cluster subdivision design minimizes impacts on the natural resource base, impacts on the scenic beauty and character of rural areas, and the loss of farmland covered by agricultural soil suitability Class I and II soils (prime agricultural land).

### ***Urban Single-Family Residential***

Areas classified as Urban Single-Family Residential include single-family development at a maximum density of 0.73 dwelling units per acre, with a minimum lot size of 60,000 square feet per dwelling unit. The Town's zoning ordinance allows cluster subdivision design as a conditional use in areas designated as Urban Single-Family Residential on Map 1. Individual lots within a cluster subdivision may be developed at the reduced size of 40,000 square feet (unsewered) or 20,000 square feet (sewered).

### ***Two-Family Residential***

The Two-Family Residential land use category includes two-family development at a maximum density of 1.45 dwelling units per acre, with a minimum lot size of 60,000 square feet. The Town's zoning ordinance allows cluster subdivision design as a conditional use in areas designated as Two-Family Residential on Map 1. Individual lots within a cluster subdivision may be developed at the reduced size of 40,000 square feet (unsewered) or 20,000 square feet (sewered).

### ***Multi-Family Residential***

Land classified as Multi-Family Residential includes multi-family development at a maximum density of 2.18 dwelling units per acre and a minimum lot size of 60,000 square feet.

### ***Open Space in Conservation Subdivision***

Areas classified as Open Space in Conservation Subdivision include open space lands conserved as part of a cluster subdivision. Open space lands are intended to preserve the agricultural, rural, or environmental character of the area, and are required to "be held in an undivided interest by the owners of the cluster development."

### ***Business***

Business land uses include commercial development, such as banks, professional offices, restaurants, or stores. In anticipation of some small-scale commercial development, the land use plan map generally designates areas for Business use east of the intersection of CTH M and CTH NN, around the intersection of STH 60 and CTH M, and in the US 45 corridor along CTH P.

### ***Manufacturing***

The Manufacturing land use category would accommodate manufacturing and other industrial uses. The Town's 2050 land use plan map accommodates new manufacturing uses along CTH NN west of Maple Road.

### ***Governmental and Institutional***

Areas classified as Governmental and Institutional include buildings and grounds for governmental and institutional uses whose primary function involves administrative, assembly, or educational purposes. Examples of governmental and institutional development include public and private schools, government offices, cemeteries, religious institutions, and similar facilities.

### ***Park and Recreation***

The Park and Recreation land use category includes lands developed with facilities for public and private outdoor recreation. Park and recreation uses include public parks as well as privately owned recreational areas.

### ***Extractive***

Extractive land uses involve on-site extraction of surface or subsurface materials, including nonmetallic mining such as rock extractive sites, sand and gravel operations, or peat mining. Extractive areas in the Town of Jackson are shown on Map 1.

### ***Street and Highway Rights-of-Way***

Existing street and highway rights-of-way as of 2015 are shown on the land use plan map. Land devoted to street and highway rights-of-way may fluctuate over the life of this plan for such circumstances as the construction of streets to serve new development.

### ***Railroad Right-of-Way***

Areas classified as Railroad Right-of-Way on the Town's land use plan map are within an existing railroad right-of-way owned by Canadian National (CN).

### ***Environmentally Significant Areas***

To effectively guide development into a pattern that is efficient, stable, safe, healthful, and attractive, it is necessary to carefully consider the location of planned land uses in relation to natural resources. Avoiding the intrusion of urban development into the primary environmental corridors and other environmentally significant areas will serve to maintain a high level of environmental quality in the Town and will also help to avoid costly developmental problems such as flood damage, wet basements, and failing pavements. In addition, properly relating new development to such environmentally significant areas will help preserve the scenic beauty of the Town, which is correlated to its natural resources.

### Primary Environmental Corridor

Primary environmental corridors are linear areas in the landscape that contain concentrations of high-value elements of the natural resource base. Primary environmental corridors are at least 400 acres in size and contain almost all of the best remaining woodlands, wetlands, natural areas, and critical species habitat sites in the Region; as well as floodplains and steeply sloped areas where intensive urban development would be ill-advised. Map 1 shows primary environmental corridors whose boundaries are based upon the Regional Planning Commission's 2015 land use inventory.

Where possible, this land use plan recommends that urban development be located entirely outside of primary environmental corridors. While calling for preservation of primary environmental corridors, this plan recognizes that in some cases very low-density residential development could occur on the upland portion of such lands (that is, outside surface water, wetlands, and floodplains) and outside areas of steep slopes (slopes of 12 percent or greater). In addition to limited residential development, land uses such as transportation and utility facilities and certain recreational uses may also be accommodated within primary environmental corridors without jeopardizing their overall integrity. Guidelines for the types of development that may be accommodated within various component natural resource features of primary environmental corridors are set forth in Table 2. Even though these guidelines are not exhaustive, with good judgment they may be extended to, and be used for evaluating, proposals for similar types of development not specifically listed.

### Wetland Outside of Primary Environmental Corridor

Most wetlands five acres or larger in size are located within primary environmental corridors. Wetlands that are located outside of primary environmental corridors are designated in a separate land use category on Map 1. Wetlands are regulated under State and Federal laws. Wetlands in the shoreland area are also regulated by the Washington County Shoreland, Wetland, and Floodplain Zoning Ordinance. Detailed field investigations may be necessary to precisely identify wetland boundaries on individual parcels.

Chapter NR 103, "Water Quality Standards for Wetlands," of the *Wisconsin Administrative Code* requires that when an activity involving disturbance of a wetland is proposed, practicable alternatives that avoid or minimize adverse effects on the wetland in question should be considered. Thus, proposals to locate development in wetlands, usually requiring them to be filled, must include a practicable alternatives analysis. If no practicable alternative is identified, a permit to allow development in a wetland generally would require "mitigation," under which new wetlands would be created or existing degraded wetlands would be restored. Mitigation may be required on the same development site or in a different location.

Aside from areas classified as Wetland Outside of Primary Environmental Corridors, certain other areas in the Town have been identified by the Natural Resources Conservation Service (NRCS) as farmed wetlands, which are subject to Federal wetland regulations.

### ***Surface Water***

The Surface Water land use category includes ponds, rivers, creeks, and streams. Surface water and adjacent shoreland areas should be protected to maintain water quality.

### ***Floodplain (Overlay)***

The floodplain overlay includes areas adjacent to rivers, streams, and lakes that are inundated during the one-percent-annual-probability (100-year recurrence interval) flood. The floodplains shown on the land use plan map are based on floodplains identified by the Federal Emergency Management Agency (FEMA). Documentation for FEMA study reaches are summarized in the Washington County Digital Flood Insurance Rate Map and Flood Insurance Study, October 16, 2015. Floodplains in the Town are regulated under the Washington County Shoreland, Wetland, and Floodplain Ordinance.

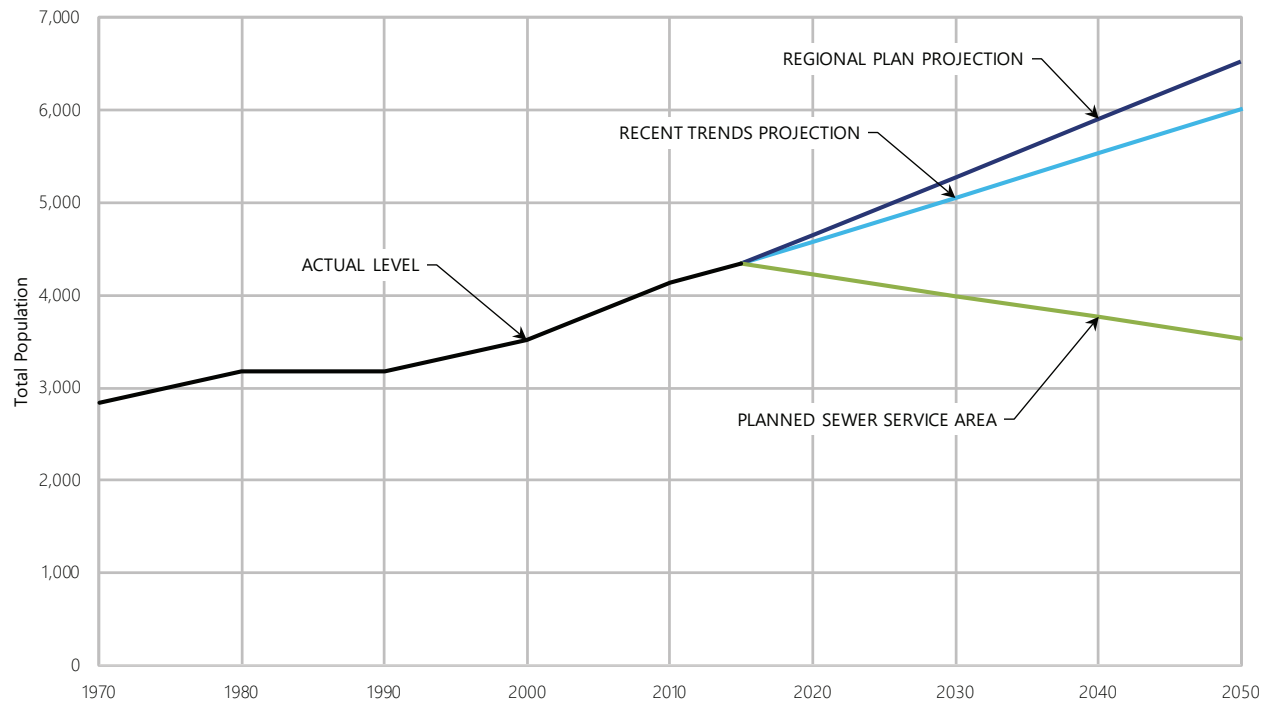
## **IMPLEMENTATION ELEMENT**

In 2018, the Town and Village entered into a mediated cooperative plan agreement, which is included as Appendix 2050-A of this report, that supersedes the prior agreement between the Town and the Village. As part of the negotiations for the mediated cooperative plan agreement, the Town and Village agreed to prepare and adopt separate comprehensive plans. Because the Joint Village/Town Planning Group is no longer necessary, the Town Board has discontinued participation in the group through a resolution approved in August of 2019 and adoption of the Town's year 2050 comprehensive plan. New Town comprehensive plan adoption and amendment procedures are set forth in the Town of Jackson's public participation plan for plan updates and amendments (see Appendix 2050-B of this report).

\* \* \*

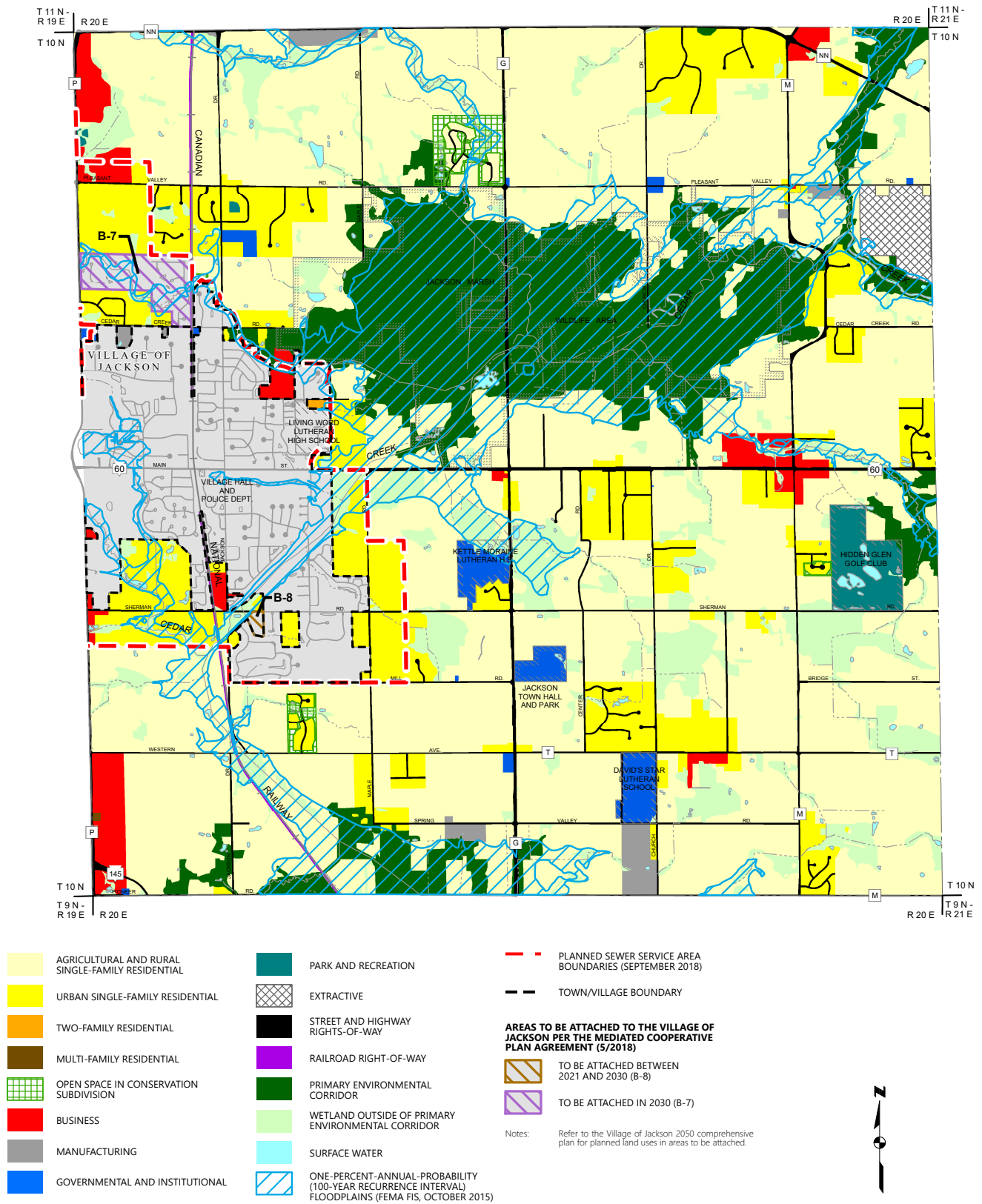


**Figure 1**  
**Historical and Alternative Future Population Levels in the Town of Jackson: 1970-2050**



# Map 1

## Preliminary Land Use Plan for the Town of Jackson: 2050



Source: Town of Jackson, University of Wisconsin Extension, and SEWRPC

**Table 1**  
**Planned Land Uses in the Town of Jackson: 2050**

Land Use Category <sup>a</sup>	Planned 2050 Land Uses	
	Acres	Percent
Agricultural, Rural-Density Residential, and Other Open Lands	11,189	53.3
Urban Single-Family Residential	2,531	12.0
Two-Family Residential	6	-- <sup>b</sup>
Multi-Family Residential	2	-- <sup>b</sup>
Open Space in Conservation Subdivision <sup>c</sup>	83	0.4
Business	451	2.1
Manufacturing	150	0.7
Governmental and Institutional	234	1.1
Park and Recreation	185	0.9
Extractive	173	0.8
Street and Highway Rights-of-Way	753	3.6
Railroad Right-of-Way	66	0.3
Primary Environmental Corridor	3,260	15.5
Wetland Outside of Primary Environmental Corridor	1,787	8.5
Surface Water	136	0.6
Total	21,006 <sup>d</sup>	100.0
<b>Overlay Category</b>		
Floodplain	4,809	22.9

<sup>a</sup> Parking is included in associated use.

<sup>b</sup> Less than 0.05 percent.

<sup>c</sup> Does not include wetlands. Wetlands within areas classified as Open Space in Conservation Subdivision are accounted for in the Wetlands Outside of Primary Environmental Corridor land use category.

<sup>d</sup> Total acreage does not include areas of the Town to be attached to the Village of Jackson per the 2018 mediated cooperative plan agreement.

Source: Town of Jackson and SEWRPC

WD# 246302  
500-1135  
BRM/RMB/md  
9/16/2019

**Table 2**  
**Guidelines for Development Considered Compatible with Primary Environmental Corridors**

Component Natural Resource and Related Features Within Environmental Corridors <sup>a</sup>	Permitted Development																Rural Density Residential Development (see General Development Guidelines below)	Other Development (see General Development Guidelines below)
	Transportation and Utility Facilities (see General Development Guidelines below)				Recreational Facilities (see General Development Guidelines below)													
	Streets and Highways	Utility Lines and Related Facilities	Engineered Stormwater Management Facilities	Engineered Flood Control Facilities <sup>b</sup>	Trails <sup>c</sup>	Picnic Areas	Family Camping <sup>d</sup>	Swimming Beaches	Boat Access	Ski Hills	Golf	Playfields	Hard-Surface Courts	Parking	Buildings			
Lakes, Rivers, and Streams	-- <sup>e</sup>	-- <sup>fg</sup>	--	-- <sup>h</sup>	-- <sup>i</sup>	--	--	X	X	--	--	--	--	--	--	--	--	
Riparian Buffer <sup>j</sup>	X	X	X	X	X	X	--	X	X	--	X	--	--	X	X	--	--	
Floodplain <sup>k</sup>	-- <sup>l</sup>	X	X	X	X	X	--	X	X	--	X	X	--	X	X	--	--	
Wetland <sup>m</sup>	-- <sup>l</sup>	X	--	--	X <sup>n</sup>	--	--	--	X	--	-- <sup>o</sup>	--	--	--	--	--	--	
Wet Soils	X	X	X	X	X	--	--	X	X	--	X	--	--	X	--	--	--	
Woodland	X	X	X <sup>p</sup>	--	X	X	X	--	X	X	X	X	X	X	X <sup>q</sup>	X	X	
Wildlife Habitat	X	X	X	--	X	X	X	--	X	X	X	X	X	X	X	X	X	
Steep Slope	X	X	--	--	-- <sup>r</sup>	--	--	--	--	X <sup>s</sup>	X	--	--	--	--	--	--	
Prairie	--	-- <sup>g</sup>	--	--	-- <sup>r</sup>	--	--	--	--	--	--	--	--	--	--	--	--	
Park	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	--	--	
Historic Site	--	-- <sup>g</sup>	--	--	-- <sup>r</sup>	--	--	--	--	--	--	--	--	X	--	--	--	
Scenic Viewpoint	X	X	--	--	X	X	X	--	X	X	X	--	--	X	X	X	X	
Natural Area or Critical Species Habitat Site	--	--	--	--	-- <sup>q</sup>	--	--	--	--	--	--	--	--	--	--	--	--	

Note: An "X" indicates that facility development is permitted within the specified natural resource feature. In those portions of the environmental corridors having more than one of the listed natural resource features, the natural resource feature with the most restrictive development limitation should take precedence.

#### APPLICABILITY

These guidelines indicate the types of development that can be accommodated within primary and secondary environmental corridors and isolated natural resource areas while maintaining the basic integrity of those areas. Throughout this table, the term "environmental corridors" refers to primary environmental corridors.

Under VISION 2050:

- As regionally significant resource areas, primary environmental corridors should be preserved in essentially natural, open use—in accordance with the guidelines in this table.
- Secondary environmental corridors and isolated natural resource areas warrant consideration for preservation in essentially natural open use, as determined in county and local plans and in a manner consistent with State and Federal regulations. County and local units of government may choose to apply the guidelines in this table to secondary environmental corridors and isolated natural resource areas.

#### GENERAL DEVELOPMENT GUIDELINES

- Transportation and Utility Facilities:** All transportation and utility facilities proposed to be located within the important natural resources should be evaluated on a case-by-case basis to consider alternative locations for such facilities. If it is determined that such facilities should be located within natural resources, development activities should be sensitive to, and minimize disturbance of, these resources, and, to the extent possible following construction, such resources should be restored to preconstruction conditions.

The above table presents development guidelines for major transportation and utility facilities. These guidelines may be extended to other similar facilities not specifically listed in the table.

- Recreational Facilities:** In general, no more than 20 percent of the total environmental corridor area should be developed for recreational facilities. Furthermore, no more than 20 percent of the environmental corridor area consisting of upland wildlife habitat and woodlands should be developed for recreational facilities. It is recognized, however, that in certain cases these percentages may be exceeded in efforts to accommodate needed public recreational and game and fish management facilities within appropriate natural settings. In all cases however, the proposed recreational development should not threaten the integrity of the remaining corridor lands nor destroy particularly significant resource elements in that corridor. Each such proposal should be reviewed on a site-by-site basis.

The above table presents development guidelines for major recreational facilities. These guidelines may be extended to other similar facilities not specifically listed in the table.

**Table continued on next page.**

**Table 2 (Continued)**

- Rural-Density Residential Development: Rural-density residential development may be accommodated in upland environmental corridors, provided that buildings are kept off steep slopes. The maximum number of housing units accommodated at a proposed development site within the environmental corridor should be limited to the number determined by dividing the total corridor acreage within the site, less the acreage covered by surface water and wetlands, by five. The permitted housing units may be in single-family or multifamily structures. When rural residential development is accommodated, cluster subdivision designs are strongly encouraged.
  - Other Development: In lieu of recreational or rural-density residential development, up to 10 percent of the upland corridor area in a parcel may be disturbed in order to accommodate urban residential, commercial, or other urban development under the following conditions: 1) the area to be disturbed is compact rather than scattered in nature; 2) the disturbance area is located on the edge of a corridor or on marginal resources within a corridor; 3) the development does not threaten the integrity of the remaining corridor; 4) the development does not result in significant adverse water quality impacts; and 5) development of the remaining corridor lands is prohibited by a conservation easement or deed restriction. Each such proposal must be reviewed on a site-by-site basis.
- Under this arrangement, while the developed area would no longer be part of the environmental corridor, the entirety of the remaining corridor would be permanently preserved from disturbance. From a resource protection point of view, preserving a minimum of 90 percent of the environmental corridor in this manner may be preferable to accommodating scattered homesites and attendant access roads at an overall density of one dwelling unit per five acres throughout the upland corridor areas.
- Pre-Existing Lots: Single-family development on existing lots of record should be permitted as provided for under zoning at the time of adoption of the land use plan.
  - All permitted development presumes that sound land and water management practices are utilized.

## FOOTNOTES

<sup>a</sup> The natural resource and related features are defined as follows:

Lakes, Rivers, and Streams: Includes all lakes greater than five acres in area and all perennial and intermittent streams as shown on U. S. Geological Survey quadrangle maps.

Riparian Buffer: Includes a band 50 feet in depth along both sides of intermittent streams; a band 75 feet in depth along both sides of perennial streams; a band 75 feet in depth around lakes; and a band 200 feet in depth along the Lake Michigan shoreline.

Floodplain: Includes areas, excluding stream channels and lake beds, subject to inundation by the 1 percent annual probability flood event.

Wetlands: Includes areas that are inundated or saturated by surface water or groundwater at a frequency, and with a duration sufficient to support, and under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions.

Wet Soils: Includes areas covered by wet, poorly drained, and organic soils.

Woodlands: Includes areas one acre or more in size having 17 or more deciduous trees per acre with at least a 50 percent canopy cover as well as coniferous tree plantations and reforestation projects; excludes lowland woodlands, such as tamarack swamps, which are classified as wetlands.

Wildlife Habitat: Includes areas devoted to natural open uses of a size and with a vegetative cover capable of supporting a balanced diversity of wildlife.

Steep Slope: Includes areas with land slopes of 12 percent or greater.

Prairies: Includes open, generally treeless areas that are dominated by native grasses; also includes savannas.

Park: Includes public and nonpublic park and open space sites.

Historic Site: Includes sites listed on the National Register of Historic Places. Most historic sites located within environmental corridors are archaeological features such as Native American settlements and effigy mounds and cultural features such as small, old cemeteries. On a limited basis, small historic buildings may also be encompassed within delineated corridors.

Scenic Viewpoint: Includes vantage points from which a diversity of natural features such as surface waters, wetlands, woodlands, and agricultural lands can be observed.

Natural Area and Critical Species Habitat Sites: Includes natural areas and critical species habitat sites as identified in the regional natural areas and critical species habitat protection and management plan.

<sup>b</sup> Includes such improvements as stream channel modifications and such facilities as dams.

<sup>c</sup> Includes trails for such activities as hiking, bicycling, cross-country skiing, nature study, and horseback riding, and excludes all motorized trail activities. It should be recognized that trails for motorized activities such as snowmobiling that are located outside the environmental corridors may of necessity have to cross environmental corridor lands. Proposals for such crossings should be evaluated on a case-by-case basis, and if it is determined that they are necessary, such trail crossings should be designed to ensure minimum disturbance of the natural resources.

<sup>d</sup> Includes areas intended to accommodate camping in tents, trailers, or recreational vehicles that remain at the site for short periods of time, typically ranging from an overnight stay to a two-week stay.

<sup>e</sup> Certain transportation facilities such as bridges may be constructed over such resources.

<sup>f</sup> Utility facilities such as sanitary sewers may be located in or under such resources.

<sup>g</sup> Electric power transmission lines and similar lines may be suspended over such resources.

<sup>h</sup> Certain flood control facilities such as dams and channel modifications may need to be provided in such resources to reduce or eliminate flood damage to existing development.

<sup>i</sup> Bridges for trail facilities may be constructed over such resources.

<sup>j</sup> Previous editions of these guidelines identified this category as "Shoreland," rather than "Riparian Buffer." Riparian buffers, as defined in footnote "a" of this table, typically would be located within a State-defined shoreland area (see Chapters NR 115 and NR 117 of the Wisconsin Administrative Code).

<sup>k</sup> Consistent with Chapter NR 116 of the Wisconsin Administrative Code.

<sup>l</sup> Streets and highways may cross such resources. Where this occurs, there should be no net loss of flood storage capacity or wetlands. Guidelines for mitigation of impacts on wetlands by Wisconsin Department of Transportation facility projects are set forth in Chapter Trans 400 of the Wisconsin Administrative Code.

**Table continued on next page.**

Table 2 (Continued)

<sup>m</sup> Any development affecting wetlands must adhere to the water quality standards for wetlands established under Chapter NR 103 of the Wisconsin Administrative Code.

<sup>n</sup> Only an appropriately designed boardwalk/trail should be permitted.

<sup>o</sup> Wetlands may be incorporated as part of a golf course, provided there is no disturbance of the wetlands.

<sup>p</sup> Generally excludes detention, retention, and infiltration basins. Such facilities should be permitted only if no reasonable alternative is available.

<sup>q</sup> Only if no alternative is available.

<sup>r</sup> Only appropriately designed and located hiking and cross-country ski trails should be permitted.

<sup>s</sup> Only an appropriately designed, vegetated, and maintained ski hill should be permitted.

Source: SEWRPC

# APPENDICES





# **APPENDIX 2050-A**



**MEDIATED COOPERATIVE PLAN AGREEMENT  
BETWEEN THE VILLAGE OF JACKSON, WISCONSIN  
AND THE TOWN OF JACKSON, WISCONSIN**

Mediated Cooperative Plan Agreement ("Agreement") dated this 13th day of July, 2017, by and between the Village of Jackson, Wisconsin, a Wisconsin municipal corporation ("Village") and the Town of Jackson, Wisconsin, a Wisconsin town ("Town") the Village and Town collectively the "Parties."

Recitals

WHEREAS, the Parties previously entered into an agreement entitled "Revenue Sharing Agreement and Cooperative Boundary Plan," dated in 1999, and subsequently amended in 2005 and in 2008 (collectively, the "Prior Agreement"); and

WHEREAS, pursuant to the Prior Agreement, the Village and the Town undertook certain responsibilities, including, without limitation, various boundary adjustments pursuant to a specified timetable by means of attachments of parcels of real estate located in the Town to the Village; and

WHEREAS, in consideration for the Town's performance of various responsibilities as defined in the Prior Agreement, including the above-referenced attachments, the Village extended public sewer and water services to areas within the Town without exercising the Village's right to require annexations as a condition precedent to the extension of public sewer and water services benefitting the relevant real estate; and

WHEREAS, a lawsuit has been filed by certain Town residents in Washington County Circuit Court, entitled *Jackson Town Residents Against Attachment ("JTRAA") and Winter Hess v. Village of Jackson and Town of Jackson, Case No. 14-CV-0897* ("Lawsuit"); and

WHEREAS, the Lawsuit alleges that the Prior Agreement was not established in compliance with statutory requirements of Wis. Stat. § 66.0307 and was therefore void; and

WHEREAS, the Village and the Town desire to address the alleged legal deficiencies of the Prior Agreement by entering into an entirely new cooperative plan agreement pursuant to the statutory procedure set forth in Wis. Stat. § 66.0307(4m); and

WHEREAS, the Village Board and the Town Board, respectively, have complied with the procedures set forth in Wis. Stat. § 66.0307(4m); and

WHEREAS, it is the mutual intent of the Village and the Town that the Agreement herein fully supersede the Prior Agreement;

NOW, THEREFORE, in consideration of the mutual covenants, and other good and valuable consideration the receipt and sufficiency of which are mutually acknowledged, the parties agree, as follows:

1. Mediated Agreement. The parties agree that this Agreement constitutes a “mediated agreement” as described in Wis. Stat. § 66.0307(4m). It is the Parties’ intent that the provisions of this Agreement and Wis. Stat. § 66.0307(4m) supplement and complement each other and shall, where possible, be thus interpreted. If, however, any provision of this Agreement irreconcilably conflicts with a provision of Wis. Stat. § 66.0307(4m), the provision of the statute shall govern. Furthermore, the Parties stipulate that a court having jurisdiction is hereby authorized to sever the offending provision and substitute a new, non-offending provision or impose other appropriate remedies as allowed by law.
2. Further Actions. The Parties agree to take such further action(s) that may be necessary to obtain the approval and enforcement of this Agreement pursuant to Wis. Stat. § 66.0307(4m) and, in addition, the Parties agree to execute such additional documents that either party may reasonably request including, without limitation, the preparation or revision of maps, the recordation of this Agreement with the Washington County Register of Deeds, the filing of this Agreement with relevant federal, state, county or local agencies, and the adoption or rescission of any ordinances required to implement this Agreement. The preceding list of further actions includes, without limitation, (a) conducting a joint public hearing prior to the submission of this Agreement to the Wisconsin Department of Administration (“Department”), and (b) making appropriate amendments to the existing joint comprehensive plan to reflect this new Agreement and the rescission of the Prior Agreement. In addition, upon the Department’s approval of this Agreement, which is deemed the effective date (“Effective Date”), the Parties shall seek dismissal of the Lawsuit. Upon dismissal of the Lawsuit the \$150,000 bond filed by the Town as security to protect the Village shall be distributed pursuant to the provisions of Section 5, below. With regard to the dismissal of the Lawsuit, neither party will seek attorneys’ fees or costs arising out of or relating to the Lawsuit and the Parties, together, will oppose the award of attorneys’ fees or costs to any other party to the Lawsuit.
3. Repeal of 2014 Attachment Ordinance. Upon the Effective Date, Village Ordinance #14-04 entitled “AN ORDINANCE ATTACHING CERTAIN LANDS TO THE VILLAGE OF JACKSON” shall be automatically rescinded and shall be deemed of no force and effect without further action required of the Village Board; provided, however, that any agreements adopted by the Village and the Town in conjunction with the Prior Agreement shall remain in full force and effect unless and until these other agreements have been terminated according to their terms or declared invalid or unenforceable by a court of competent jurisdiction.
4. Attachment of Town Territory. Attached and incorporated by reference is a map depicting territory currently within the Village, territory currently within the Town, Town territory that will be attached to the Village pursuant to this Agreement, and Town territory that

is not subject to attachment pursuant to this Agreement. Complete legal descriptions of the various Town territories affected by this Agreement are referenced in Exhibit A and Exhibits B-1 through B-8.

Immediately upon the Effective Date, the Town Territory identified in Exhibit A as “Paloroma Farms” will be attached to the Village (“Paloroma Farms Attachment Territory”). Effective January 1, 2021 the Town Territory identified in Exhibit B-1, Exhibit B-2, Exhibit B-3, Exhibit B-4, Exhibit B-5, and Exhibit B-6 will be attached to the Village (“2021 Attachment Territory”). Effective January 1, 2030 the Town Territory identified in Exhibit B-7 and Exhibit B-8 will be attached to the Village (“2030 Attachment Territory”). However, the Town Territory identified in Exhibit B-8 is subject to earlier attachment, but no sooner than January 1, 2021 if the ownership of Exhibit B-8 property is transferred for any reason or if the residents currently occupying Exhibit B-8 property vacate the property. Regardless, the Town Territory identified in Exhibit B-8 shall be attached no later than January 1, 2030.

Hereinafter the Paloroma Farms Attachment Territory; the 2021 Attachment Territory and 2030 Attachment Territory, will collectively be identified as: “Attached Territory.” After each of the territory attachments respectively, except as otherwise specifically set forth herein, the Town shall have no further jurisdiction whatsoever with respect to the Attached Territory, and the Attached Territory is attached to the Village for all purposes including, without limitation, voting, taxation, and the enforcement of Village ordinances. From the Effective Date, 2021 Attachment Territory and 2030 Attachment Territory shall only be subject to voluntary annexations prior to their effective attachment date stated herein. Otherwise, nothing in this Agreement is intended to prevent the Village from annexing land outside the Attached Territory within the Town. All other Town Territory, not protected as Attached Territory, is subject to Wisconsin law for annexation and the Town acknowledges the Village’s right to require the annexation of such Town Territory if the owner seeks either or both Village sewer or water service, except as otherwise allowed by the Village under the INTERGOVERNMENTAL AGREEMENT REGARDING PROVISION OF LIMITED WATER SERVICE.

5. Payment to Village. The Town shall pay the Village in immediate funds the sum of \$30,000 within 30 days of the latter of both (a) the Effective Date, and (b) the date that the \$150,000 bond referenced in Section 2, above, has been returned to the Town.

6. Utility Services. The Town acknowledges that the Village has been providing and continues to provide public sewer and water services to the Attached Territory; as well as water services only to other areas (“Other Areas”) as provided under the INTERGOVERNMENTAL AGREEMENT REGARDING PROVISION OF LIMITED WATER SERVICE. A portion of the Other Areas is identified on the attached map. (The parties acknowledge that the Other Areas on the attached map does not include the entirety of the Other Areas that are entitled to receive water services only pursuant to the INTERGOVERNMENTAL AGREEMENT REGARDING PROVISION OF LIMITED WATER SERVICE.) Public sewer and water joint services are, henceforth, referred to as “Utility Services.” The continuation of water only services to the Other Areas is addressed in more detail in Section 7, below. Unless the context otherwise requires, the parties agree as follows to the provision of Utility Services to the Attached Territory:



- (a) Further, the Town agrees that the Village has no obligation to provide Utility Services to any other area of the Town unless the Village Board expressly agrees, at its sole discretion, in writing, to the extension of Utility Services to any other area within the Town.
- (b) The Village shall own and operate all sewer and water infrastructure located within the Attached Territory and the Other Areas and, further, the Town hereby waives any ownership interest therein.
- (c) The execution of this Agreement by the Town constitutes the Town's grant unto the Village both the right and privilege for the Village to place sewer and water facilities within Town road rights-of-way in order to provide Utility Services authorized by this Agreement. The Town also acknowledges that the preceding authorization is made pursuant to Wis. Stat. § 66.0425, and that the Village is not required to pay a fee or post a bond in order to exercise any rights granted pursuant to this statute. However, in exercising any such right, the Village shall first notify the Town as to the nature and location of the utility infrastructure to be installed. The Village is required to restore all such Town road rights-of-way to a condition reasonably comparable to the conditions existing prior to the installation of the utility infrastructure.
- (d) All users of the Utility Services provided by the Village, whether already connected or to be connected, are required to comply with applicable rules, regulations, and orders of the Village relating to the provision of the Utility Services. The Village agrees that prior to and subsequent to the Effective Date of this Agreement, and continuing thereafter, all Town users shall pay the same sewer and water rates, impact fees, connection charges, and related fees that are in effect for users located within the Village that are receiving Utility Services.
- (e) If a user of Utility Services should, at any time, fail timely to pay to the Village any sewer or water service charge, fee, connection fee, or other expense ("Charges") as required under applicable Village ordinances relating to the provision of Utility Services, then in any such event, the Village may proceed to collect any or all of the foregoing in any manner provided for by law. The Parties further agree, as follows:
  - i. The Village shall comply with all applicable statutes and ordinances relating to the provision of notices to a delinquent user of Utility Services; and
  - ii. The Village shall notify the Town on or after November 16 in any relevant year of the matters described in Wis. Stat.

§ 66.0809(3)(b), or other applicable statutes; and

- (f) If the Village, subsequent to the Effective Date, determines to make capital improvements to the Utility Services, then, in any such event, the Village may finance the cost of construction of such improvements by including such costs in the rates for Utility Services, or, at the Village's option, by special assessments levied pursuant to Wis. Stat. § 66.0703, or in any other manner authorized by law.

7. Water Services to the Other Areas. In addition to the provisions of Section 6, above, the Village and the Town shall continue to comply with the various terms and conditions of an agreement executed by the Village and the Town on March 13, 2014 entitled "INTERGOVERNMENTAL AGREEMENT REGARDING PROVISION OF LIMITED WATER SERVICE," ("Water Agreement"). However, the parties agree to the following additional provisions applicable to the Water Agreement:

- (a) The parties stipulate that the Limited Water Service area, as defined in the Water Agreement, shall constitute the Other Areas for purposes of this Agreement. On the date that any Attached Territory is attached to the Village, the Water Agreement shall thereafter apply only to the Other Areas.
- (b) The provisions of this Agreement and the Water Agreement supplement and complement each other and shall, where possible, be thus interpreted. If, however, any provision of this Agreement irreconcilably conflicts with a provision of the Water Agreement, the provision of this Agreement shall govern.
- (c) If the Village is required to obtain the approval of the Wisconsin Public Service Commission ("PSC") and to the terms and provisions of this Section 7, the Town shall reasonably cooperate in connection therewith. Any PSC approval, if so required, shall be obtained prior to the date of the attachment of the Attached Territory. Thereafter, the provisions of this Section 7 shall apply only to the Other Areas.

8. Town Street Addresses. Subsequent to the date when the Attached Territory is attached to the Village, the property owners within the Attached Territory will retain their current postal addresses within the Attached Territory, unless it can be shown by the Village before the Effective Date of this Agreement that the law - other than any past, present or future Village ordinance, practice or regulation - requires the relevant property owners to convert to the Village alphanumeric (grid) or current street address system. However, the Village makes no representations or warranties that the relevant property owners will be allowed to retain their post-attachment addresses within the Attached Territory. The relevant property owners assume all risk over any confusion relating to having a separate postal street address system that differs from the balance of the Village. Furthermore, nothing contained within this Agreement is intended to be a waiver or estoppel of the Village or its insurer to rely upon the limitations,

defenses, and immunities contained within Wisconsin Statutes Sections 345.05 and 893.80, as amended.

9. Letter Annexation Agreements. Commencing on or about January 1, 2015 to the Effective Date, the Village has required Town property owners within the 2021 Attachment Territory and 2030 Attachment Territory to sign letters obligating them contractually or otherwise to annex their properties to the Village at a future date and time, other than the dates and times specified herein, to receive Utility Services, and if they did not sign such Letter Agreements the Village refused to provide the Utility Services. Consistent herein, the Village hereby rescinds all such letters contractually obligating such Town residents. A copy of such a letter is attached hereto marked Exhibit C and incorporated herein by reference.

10. Interpretation. The parties acknowledge that this Agreement is the product of negotiations between the parties and that, prior to the execution of this Agreement, each party has had full and adequate opportunity to have this Agreement reviewed by its own respective legal counsel. Nothing in this Agreement shall be construed more strictly for or against either party because that party's attorney may have drafted this Agreement or any part of this Agreement. References in this Agreement to any particular agency, organization, or official shall be interpreted as applying to any successor agency, organization, or official, or to any other agency, organization, or official to which intended functions are transferred by statute or ordinance. Any reference in this Agreement to any particular statute or ordinance will be interpreted as applying to such statute or ordinance as recreated, renumbered, or amended as the case may be, from time to time.

11. Other Agreements. Except as specifically provided herein, this Agreement does not supersede other contracts, agreements, awards between the parties ("Other Agreements"), and the Other Agreements shall remain in full force and effect. This Agreement and the Other Agreements are intended to supplement and complement each other and shall, where possible, be thus interpreted.

12. Cooperation with Governmental Agencies. The parties acknowledge that, in order to effectively implement the terms and conditions of this Agreement, it may be necessary to obtain the cooperation or approval of other governmental agencies, including, without limitation, the Department, the PSC, the Wisconsin Department of Revenue, Washington County and its various departments, Southeastern Wisconsin Regional Planning Commission, and the U.S. Postal Service. In all matters necessary to implement this Agreement, the parties agree to seek the cooperation and approval of all relevant agencies. And, to the extent practicable, the parties shall, where necessary to obtain such required approval(s), submit a single, joint request.

13. Litigation Covenant. The parties agree to the following litigation covenants:

- (a) Except as is otherwise expressly provided in this Agreement, the parties hereby waive any right to commence or maintain, and hereby agree not to commence or maintain, any civil action to contest or challenge the validity or enforceability of this Agreement or any of its provisions. The preceding shall not be construed as preventing a party from commencing or



maintaining a declaratory judgment action regarding the interpretation of this Agreement (provided and to the extent that the party's position is consistent with a good faith interpretation of the Agreement and does not challenge the validity or enforceability of the Agreement or any of its provisions), or an action seeking damages for breach of this Agreement.

- (b) The parties agree that neither will directly or indirectly cooperate with a third party challenging the validity or enforceability of this Agreement or any of its provisions. If either party is impleaded in any lawsuit by a third party challenging the validity or enforceability of this Agreement or any of its provisions, the impleaded party will immediately stipulate that it does not oppose the validity or enforceability of this Agreement or any of its provisions. The provisions of this Section 13(b) shall not be construed to prevent the Town Board from circulating this Agreement or explanations of this Agreement to Town residents or other interested parties.

14. Miscellaneous Provisions. The parties agree to the following additional miscellaneous provisions:

- (a) Amendments. This Agreement may be amended only upon the prior, express written approval of both the Town and the Village pursuant to a duly-adopted resolution and only in compliance with applicable law.
- (b) Continued Enforceability. The enforceability of this Agreement is not affected by statutory amendments, changes in the forms of Village or Town government, or changes in Village or Town elected officials. Furthermore, this Agreement shall be construed to be binding upon the parties' respective successors, agents and employees.
- (c) No Waiver. The failure of either party to require strict performance with regard to any provision of this Agreement does not constitute a waiver of the provision or of any of the parties' rights under this Agreement. Rights and obligations under this Agreement may only be waived or modified in writing. A written waiver must be signed by the party waiving the relevant right. Waiver of one right, or release of one obligation, does not constitute a waiver or release of any other right or obligation of either party.
- (d) Performance Standard. This Agreement requires the parties to act or to refrain from acting on a number of matters. The parties acknowledge that this Agreement imposes on them a duty of good faith and fair dealing. In addition, whenever consent or approval is required by a party, the consent or approval shall not be unreasonably withheld, delayed or conditioned.
- (e) No Third Party Beneficiary. This Agreement is intended to be solely between the Village and the Town. Nothing in this Agreement grants any third party beneficiary rights to any non-party of this Agreement.

Notwithstanding the preceding, the Village and the Town acknowledge and agree that the JTRAA has standing to enforce the terms of this Agreement provided the JTRAA abides by the litigation covenants set forth in Section 13, above.

- (f) Notice. Any notice (including a notice of a change of address) permitted or required to be given pursuant to the provisions of this Agreement must be in writing and sent by certified mail-return receipt requested, by overnight commercial courier, or by hand delivery to the parties to the following addresses:

Village: Village of Jackson  
Attn: Village President  
N168 W20733 Main Street  
P.O. Box 637  
Jackson, WI 53037

Copies to: Village of Jackson  
Attn: Village Clerk/Treasurer  
N168 W20733 Main Street  
P.O. Box 637  
Jackson, WI 53037

Mr. John A. St. Peter  
Edgerton, St. Peter, Petak & Rosenfeldt  
10 Forest Avenue, Suite 200  
P.O. Box 1276  
Fond du Lac, WI 54936-1276

Town: Town of Jackson  
Attn: Town Chairperson  
3146 Division Road  
Jackson, WI 53037

Copies to: Town of Jackson  
Attn: Town Clerk  
3146 Division Road  
Jackson, WI 53037

Mr. Timothy J. Andringa  
Cramer, Multhauf & Hammes, LLP  
1601 E. Racine Avenue, Ste. 200  
P.O. Box 558  
Waukesha, WI 53186-6800

Notice properly given pursuant to this Section 1 4(f) is deemed effective two (2) business days after mailing. However, notice properly given by overnight commercial courier will be deemed effective one (1) business day following deposit thereof with such courier for overnight delivery.

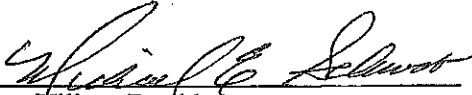
- (g) Counterparts. This Agreement may be signed in one or more counterparts each of which, taken together, shall be deemed the same document. Furthermore, facsimile and digital pdf signatures constitute the same as an original signature.

IN WITNESS WHEREOF, the Village and the Town certify that this Agreement has been duly approved by the respective governing bodies in accordance with all applicable state and local laws, regulations and ordinances, and each party has caused their duly authorized officers to execute this Agreement.

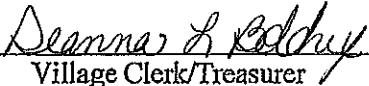
[This area left blank intentionally.]

VILLAGE OF JACKSON

The undersigned officers of the Village of Jackson have executed this Agreement pursuant to a duly-adopted resolution of the Village Board dated June 13, 2017.

By:   
Village President

Date: 11-30-17

By:   
Village Clerk/Treasurer

Date: 11-30-17

[This area left blank intentionally.]

TOWN OF JACKSON

The undersigned officers of the Town of Jackson have executed this Agreement pursuant to a duly-adopted resolution of the Town Board dated JULY 13, 2017.

By: Ray Heidtke  
Town Chairperson RAY HEIDTKE

Date: 11-29-17

By: Julia Oliver  
Town Clerk JULIA OLIVER

Date: 11-29-2017

[This area left blank intentionally.]

MAP DEPICTING TERRITORY WITHIN THE VILLAGE,  
TERRITORY THAT WILL BE ATTACHED TO THE VILLAGE,  
AND OTHER AREAS THAT ARE NOT SUBJECT TO ATTACHMENT  
PURSUANT TO THIS AGREEMENT

(See attached)

Property to be Attached to the  
Village of Jackson —  
Immediately; in 2021; between  
2021-2030; and in 2030.

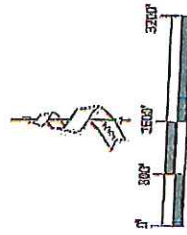
To be Attached Immediately  
(EXHIBIT A)

To be Attached in 2021  
(EXHIBIT B-1)  
(EXHIBIT B-2)  
(EXHIBIT B-3)  
(EXHIBIT B-4)  
(EXHIBIT B-5)  
(EXHIBIT B-6)

To be Attached in 2030  
(EXHIBIT B-7)

To be Attached in 2021-2030  
No sooner than 01/01/2021; upon  
transfer of ownership of the property;  
upon vacation of the property by the  
State; and no later than 01/01/2030.  
(EXHIBIT B-8)

Other Areas - Those Town Parcels  
Connected to the Village of Jackson  
Water Utility Per Intergovernmental  
Agreement dated March 13, 2014.  
--NOT SUBJECT TO ATTACHMENT--



SCALE  
LEGEND

VILLAGE LIMITS  
2015 MAX. VILLAGE LIMITS  
PARCELS  
SECTION  
QUARTER SECTION

09/07/2017

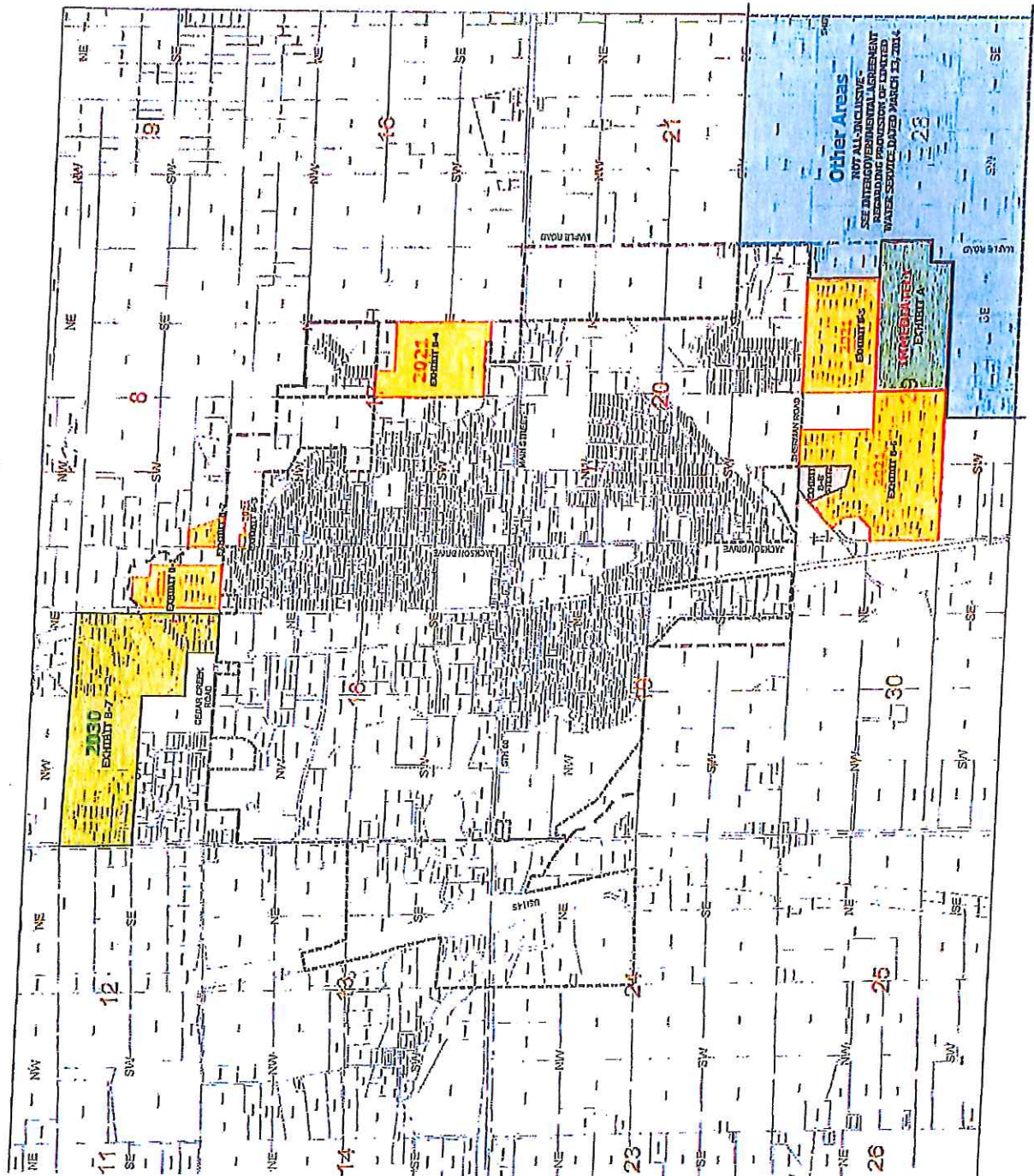


EXHIBIT A

Palorama Farms Attachment Territory

(See attached)



## Exhibit A

Lands being part of the Southeast  $\frac{1}{4}$  of the Northeast  $\frac{1}{4}$ , and the Southwest  $\frac{1}{4}$  of the Northeast  $\frac{1}{4}$  of Section 29, T10N, R20E, Town of Jackson, Washington County, Wisconsin, bounded and described as follows:

Commencing at the east quarter corner of Section 29, T10N, R20E;  
thence S89°57'58"W, along the south line of the Northeast  $\frac{1}{4}$  of said Section 29, 366.56 feet, more or less, to the point of beginning;  
thence S89°57'58"W, along the south line of the Northeast  $\frac{1}{4}$  of said Section 29, 2260.86 feet, more or less, to the southwest corner of the Northeast  $\frac{1}{4}$  of said Section 29;  
thence N01°05'42"W, 1317.27 feet, more or less, to the northwest corner of the Southwest  $\frac{1}{4}$  of the Northeast  $\frac{1}{4}$  of said Section 29;  
thence S89°57'24"E, 2627.32 feet, more or less, to the northeast corner of the Southeast  $\frac{1}{4}$  of the Northeast  $\frac{1}{4}$  of said Section 29;  
thence S01°03'31"E, along the east line of the Northeast  $\frac{1}{4}$  of said Section 29, 917.53 feet, more or less;  
thence S88°56'29"W, 365.50 feet, more or less;  
thence S01°03'31"E, 389.65 feet, more or less, to the point of beginning.

Description includes Tax Parcel Numbers:

T7-0751

T7-075200A

EXHIBITS B-1 THROUGH B-8

2021 and 2030  
Attachment Territory

(See attached)

### Exhibit B-1

Lands being part of the Southeast  $\frac{1}{4}$  of the Southeast  $\frac{1}{4}$ ; and part of the Northeast  $\frac{1}{4}$  of the Southeast  $\frac{1}{4}$  of Section 7, T10N, R20E, Town of Jackson, Washington County, Wisconsin, including all of Weinand's Hidden Creek and all of Parcel 1 of Certified Survey Map #5169, bounded and described as follows:

Commencing at the southeast corner of Section 7, T10N, R20E;  
thence N88°54'08"W, along the south line of the Southeast  $\frac{1}{4}$  of said Section 7, 329.08 feet, more or less, to the point of beginning;  
thence N88°54'08"W, along the south line of the Southeast  $\frac{1}{4}$  of said Section 7, 748.26 feet, more or less, to the east right-of-way line of the railroad;  
thence N00°25'23"W, along the east right-of-way line of the railroad, 1385.00 feet, more or less;  
thence N38°06'35"E, 289.89 feet, more or less, along the northerly line of Weinand's Hidden Creek;  
thence S88°54'08"E, 355.00 feet, more or less, along the northerly line of Weinand's Hidden Creek;  
thence S00°38'52"E, 300.00 feet, more or less, along the northerly line of Weinand's Hidden Creek;  
thence S88°46'57"E, 205.33 feet, more or less, along the northerly line of Weinand's Hidden Creek;  
thence S00°41'19"E, 1316.34 feet, more or less, to the point of beginning.

Description includes Tax Parcel Numbers:

T7-015200D  
T7-0152001  
T7-0152002  
T7-0152003  
T7-0152004  
T7-0152005  
T7-0152006  
T7-0152007  
T7-0152008  
T7-0152009  
T7-0152010  
T7-0152011  
T7-0152012  
T7-0152013  
T7-0152014  
T7-0152015  
T7-0152016  
T7-0152017  
T7-0152018  
T7-0152019  
T7-0152020  
T7-0152021  
T7-0152022  
T7-0152023

## Exhibit B-2

Lands being part of the Southwest  $\frac{1}{4}$  of the Southwest  $\frac{1}{4}$  of Section 8, T10N, R20E, Town of Jackson, Washington County, Wisconsin, including all of Certified Survey Map #5496, bounded and described as follows:

Beginning at the southwest corner of Section 8, T10N, R20E;  
thence N00°38'52"W, along the west line of the Southwest  $\frac{1}{4}$  of said Section 8, 657.81 feet, more or less;  
thence S89°35'39"E, 33.01 feet, more or less, to the east right-of-way line of Jackson Drive;  
thence S00°38'52"E, along the east right-of-way line of Jackson Drive, 26.28 feet, more or less to a meander corner that is S00°38'52"E 26 feet, more or less from the centerline of a creek;  
thence S73°14'28"E along a meander line, 286.24 feet, more or less;  
thence S13°32'23"E along a meander line, 147.05 feet, more or less;  
thence S22°26'19"E along a meander line, 406.87 feet, more or less, to a meander corner that is N89°36'49"W 30 feet, more or less from the centerline of a creek;  
thence S89°36'49"E, along the north right-of-way line of Cedar Creek Road, 30.20 feet, more or less to the centerline of a creek;  
thence S22°26'19"E along the centerline of a creek, 35.78 feet, more or less, to the south line of the Southwest  $\frac{1}{4}$  of said Section 8;  
thence N89°36'49"W, along the south line of the Southwest  $\frac{1}{4}$  of said Section 8, 533.55 feet, more or less, to the point of beginning; including the lands between the centerline of said creek and the meander line.

Description includes Tax Parcel Numbers:

T7-016600B  
T7-016600C  
T7-016600D

**Exhibit B-3**

Lands being part of the Northwest ¼ of the Northwest ¼ of Section 17, T10N, R20E, Town of Jackson, Washington County, Wisconsin, bounded and described as follows:

Commencing at the northwest corner of Section 17, T10N, R20E;  
thence S00°46'47"E, along the west line of the Northwest ¼ of said Section 17, 285.00 feet, more or less, to the point of beginning;  
thence N89°13'14"E, 217.80 feet, more or less;  
thence S00°46'47"E, 200.00 feet, more or less;  
thence S89°13'14"W, 217.80 feet, more or less, to the west line of the Northwest ¼ of said Section 17;  
thence N00°46'47"W, along the west line of the Northwest ¼ of said Section 17, 200.00 feet, more or less, to the point of beginning.

Description includes Tax Parcel Number:  
T7-045700B

#### Exhibit B-4

Lands being part of the Northwest ¼ of the Southeast ¼, and part of the Southwest ¼ of the Southeast ¼ of Section 17, T10N, R20E, Town of Jackson, Washington County, Wisconsin, including all of Lot 1 of Certified Survey Map #6582 and all of Parcel 2 of Certified Survey Map #5343, bounded and described as follows:

Commencing at the south quarter corner of Section 17, T10N, R20E;  
thence N00°50'47"W, along the west line of the Southeast ¼ of said Section 17, 626.99 feet, more or less, to the southwest corner of Parcel 2 of Certified Survey Map #5343 and the point of beginning;  
thence N00°50'47"W, along the west line of the Southeast ¼ of said Section 17, 2007.05 feet, more or less, to the northwest corner of the Southeast ¼ of said Section 17;  
thence S89°44'35"E, along the north line of the Southeast ¼ of said Section 17, 459.31 feet, more or less, to the northwest corner of Certified Survey Map #4815;  
thence S00°15'25"W, 353.00 feet, more or less, to the southwest corner of Certified Survey Map #4815;  
thence S89°44'35"E, 863.00 feet, more or less, to the northeast corner of Lot 1 of Certified Survey Map #6582;  
thence S00°52'54"E, 1650.40 feet, more or less, to the southeast corner of said Lot 1;  
thence S00°52'54"E, 40.01 feet, more or less;  
thence N89°54'01"W, 464.20 feet, more or less;  
thence N00°52'54"W, 40.01 feet, more or less, to the southeast corner of Parcel 2 of Certified Survey Map #5343;  
thence N89°54'01"W, along the north right-of-way line of Living Word Lane, 237.69 feet, more or less;  
thence northwesterly, along the north right-of-way line of Living Word Lane, along the arc of a curve concave northeasterly, having a radius of 24.00 feet, whose long chord bears N68°34'49"W 17.45 feet, more or less;  
thence westerly along the north right-of-way line of Living Word Lane, along the arc of a curve concave southerly, having a radius of 63.00 feet, whose long chord bears N89°54'01"W 85.35 feet, more or less;  
thence southwesterly, along the north right-of-way line of Stonewall Drive, along the arc of a curve concave northwesterly, having a radius of 24.00 feet, whose long chord bears S68°46'48"W 17.45 feet, more or less;  
thence N89°54'01"W, along the north right-of-way line of Stonewall Drive, 496.75 feet, more or less, to the point of beginning.

Description includes Tax Parcel Numbers:

T7-047700H

T7-047700M

## Exhibit B-5

Lands being part of the Northeast ¼ of the Northeast ¼, and the Northwest ¼ of the Northeast ¼ of Section 29, T10N, R20E, Town of Jackson, Washington County, Wisconsin, including all of Sherman Parc, bounded and described as follows:

Beginning at the north quarter corner of Section 29, T10N, R20E;  
thence S89°53'09"E, along the north line of the Northeast ¼ of said Section 29, 1974.27 feet,  
more or less;  
thence S00°57'32"E, 1314.05 feet, more or less, to the southeast corner of Sherman Parc;  
thence N89°58'09"W, 1971.09 feet, more or less, to the southwest corner of Sherman Parc;  
thence N01°06'42"W, 1316.98 feet, more or less, to the point of beginning.

Description includes Tax Parcel Numbers:

T7-0750001	T7-0750022	T7-0750043
T7-0750002	T7-0750023	T7-0750044
T7-0750003	T7-0750024	T7-0750045
T7-0750004	T7-0750025	T7-0750046
T7-0750005	T7-0750026	T7-0750047
T7-0750006	T7-0750027	T7-0750048
T7-0750007	T7-0750028	T7-0750049
T7-0750008	T7-0750029	T7-0750050
T7-0750009	T7-0750030	T7-0750051
T7-0750010	T7-0750031	T7-0750052
T7-0750011	T7-0750032	T7-0750053
T7-0750012	T7-0750033	T7-0750054
T7-0750013	T7-0750034	T7-0750055
T7-0750014	T7-0750035	T7-0750056
T7-0750015	T7-0750036	T7-0750057
T7-0750016	T7-0750037	T7-0750058
T7-0750017	T7-0750038	T7-0750059
T7-0750018	T7-0750039	T7-0750060
T7-0750019	T7-0750040	T7-0750061
T7-0750020	T7-0750041	T7-0750062
T7-0750021	T7-0750042	

# Exhibit B-6

Lands being part of the Northwest ¼ of the Northwest ¼, part of the Northeast ¼ of the Northwest ¼, part of the Southeast ¼ of the Northwest ¼, and part of the Southwest ¼ of the Northwest ¼ of Section 29, T10N, R20E, Town of Jackson, Washington County, Wisconsin, including part of Twin Creeks-2, all of Twin Creeks-3, all of Twin Creeks-4, and all of Twin Creeks-5, bounded and described as follows:

Beginning at the west quarter corner of Section 29, T10N, R20E;  
 thence N01°14'18"W, along the west line of the Northwest ¼ of said Section 29, 1275.00 feet, more or less, to the southwest corner of Certified Survey Map #2241;  
 thence N88°45'42"E, along the southerly line of Certified Survey Map #2241, 231.30 feet, more or less;  
 thence N43°45'42"E, along the easterly line of Certified Survey Map #2241, 285.25 feet, more or less;  
 thence N01°14'18"W, along the easterly line of Certified Survey Map #2241, 276.13 feet, more or less;  
 thence N44°44'16"W, along the easterly line of Certified Survey Map #2241, 278.83 feet, more or less;  
 thence N45°15'44"E, 637.96 feet, more or less;  
 thence S23°04'17"E, 700.54 feet, more or less;  
 thence S79°11'17"E, 359.53 feet, more or less;  
 thence N01°10'01"W, 944.24 feet, more or less, to the north line of the Northwest ¼ of said Section 29;  
 thence S89°44'17"E, along the north line of the Northwest ¼ of said Section 29, 658.80 feet, more or less;  
 thence S01°07'52"E, 1317.40 feet, more or less;  
 thence S89°46'08"E, 657.97 feet, more or less, to the east line of the Northwest ¼ of said Section 29;  
 thence S01°05'42"E, along the east line of the Northwest ¼ of said Section 29, 1317.57 feet, more or less, to the southeast corner of the Northwest ¼ of said Section 29;  
 thence S89°58'50"W, along the south line of the Northwest ¼ of said Section 29, 2628.30 feet, more or less, to the point of beginning.

## Description includes Tax Parcel Numbers:

T7-0757001	T7-0757024	T7-0757047	T7-0757070	T7-0757093	T7-0757116
T7-0757002	T7-0757025	T7-0757048	T7-0757071	T7-0757094	T7-0757117
T7-0757003	T7-0757026	T7-0757049	T7-0757072	T7-0757095	T7-0757118
T7-0757004	T7-0757027	T7-0757050	T7-0757073	T7-0757096	T7-0757119
T7-0757005	T7-0757028	T7-0757051	T7-0757074	T7-0757097	T7-0757120
T7-0757006	T7-0757029	T7-0757052	T7-0757075	T7-0757098	T7-0757121
T7-0757007	T7-0757030	T7-0757053	T7-0757076	T7-0757099	T7-0757122
T7-0757008	T7-0757031	T7-0757054	T7-0757077	T7-0757100	T7-0757123
T7-0757009	T7-0757032	T7-0757055	T7-0757078	T7-0757101	T7-0757124
T7-0757010	T7-0757033	T7-0757056	T7-0757079	T7-0757102	T7-0757125
T7-0757011	T7-0757034	T7-0757057	T7-0757080	T7-0757103	T7-0757126
T7-0757012	T7-0757035	T7-0757058	T7-0757081	T7-0757104	T7-0757127
T7-0757013	T7-0757036	T7-0757059	T7-0757082	T7-0757105	T7-0757128
T7-0757014	T7-0757037	T7-0757060	T7-0757083	T7-0757106	T7-0757129
T7-0757015	T7-0757038	T7-0757061	T7-0757084	T7-0757107	T7-0757130
T7-0757016	T7-0757039	T7-0757062	T7-0757085	T7-0757108	T7-0757131
T7-0757017	T7-0757040	T7-0757063	T7-0757086	T7-0757109	T7-0757132
T7-0757018	T7-0757041	T7-0757064	T7-0757087	T7-0757110	T7-0757133
T7-0757019	T7-0757042	T7-0757065	T7-0757088	T7-0757111	T7-0757134
T7-0757020	T7-0757043	T7-0757066	T7-0757089	T7-0757112	T7-0757135
T7-0757021	T7-0757044	T7-0757067	T7-0757090	T7-0757113	T7-0757136
T7-0757022	T7-0757045	T7-0757068	T7-0757091	T7-0757114	
T7-0757023	T7-0757046	T7-0757069	T7-0757092	T7-0757115	



# Exhibit B-7

Lands being part of the Southwest ¼ of the Southeast ¼, part of the Northwest ¼ of the Southeast ¼, the Northeast ¼ of the Southwest ¼, and the Fractional Northwest ¼ of the Southwest ¼ of Section 7, T10N, R20E, Town of Jackson, Washington County, Wisconsin, including all of Valleywood, all of Appellation Ridge, and all of Certified Survey Map #6536, bounded and described as follows:

Beginning at the west quarter corner of Section 7, T10N, R20E;  
 thence S88°35'07"E, along the north line of the Southwest ¼ of said Section 7, 2675.95 feet, more or less, to the northwest corner of the Southeast ¼ of said Section 7;  
 thence S88°39'42"E, along the north line of the Southeast ¼ of said Section 7, 1470.17 feet, more or less, to the west right-of-way line of the railroad;  
 thence S00°25'48"E, along the west right-of-way line of the railroad, 2635.83 feet, more or less, to the south line of the Southeast ¼ of said Section 7;  
 thence N88°54'08"W, along the south line of the Southeast ¼ of said Section 7, 704.00 feet, more or less, to the southeast corner of Certified Survey Map #738;  
 thence N00°45'50"W, 556.08 feet, more or less, to the northeast corner of Certified Survey Map #738;  
 thence N88°54'08"W, 750.00 feet, more or less, to the northwest corner of Certified Survey Map #738;  
 thence N00°46'49"W, 765.56 feet, more or less, to the southeast corner of the Northeast ¼ of the Southwest ¼ of said Section 7;  
 thence N88°36'52"W, 2658.45 feet, more or less, to the southwest corner of the Fractional Northwest ¼ of the Southwest corner of said Section 7;  
 thence N01°32'06"W, along the west line of the Southwest ¼ of said Section 7, 1323.00 feet, more or less, to the point of beginning.

Description includes Tax Parcel Numbers:

T7-0143	T7-0144029	T7-0150025	T7-0150055
T7-014400Y	T7-0144030	T7-0150026	T7-0150056
T7-0144001	T7-0144031	T7-0150027	T7-0150057
T7-0144002	T7-0144032	T7-0150028	T7-0150058
T7-0144003	T7-0144033	T7-0150029	T7-0150059
T7-0144004	T7-0144034	T7-0150030	T7-0150060
T7-0144005	T7-0144035	T7-0150031	T7-0150061
T7-0144006	T7-0150001	T7-0150032	T7-0150062
T7-0144007	T7-0150002	T7-0150033	T7-0150063
T7-0144008	T7-0150003	T7-0150034	T7-0150064
T7-0144009	T7-0150004	T7-0150035	T7-0150065
T7-0144010	T7-0150005	T7-0150036	T7-0150066
T7-0144011	T7-0150006	T7-0150037	T7-0150067
T7-0144012	T7-0150007	T7-0150038	T7-0150068
T7-0144013	T7-0150008	T7-0150039	T7-0150069
T7-0144014	T7-0150009	T7-0150040	
T7-0144015	T7-0150010	T7-0150041	
T7-0144016	T7-0150011	T7-0150042	
T7-0144017	T7-015001200A	T7-0150043	
T7-0144018	T7-015001200B	T7-0150044	
T7-0144019	T7-0150015	T7-0150045	
T7-0144020	T7-0150016	T7-0150046	
T7-0144021	T7-0150017	T7-0150047	
T7-0144022	T7-0150018	T7-0150048	
T7-0144023	T7-0150019	T7-0150049	
T7-0144024	T7-0150020	T7-0150050	
T7-0144025	T7-0150021	T7-0150051	
T7-0144026	T7-0150022	T7-0150052	
T7-0144027	T7-0150023	T7-0150053	
T7-0144028	T7-0150024	T7-0150054	

### Exhibit B-8

Lands being part of the Northwest ¼ of the Northwest ¼ of Section 29, T10N, R20E, Town of Jackson, Washington County, Wisconsin, bounded and described as follows:

Commencing at the northwest corner of Section 29, T10N, R20E;  
thence S89°44'17"E, along the north line of the Northwest ¼ of said Section 29, 945.10 feet, more or less, to the point of beginning;  
thence S89°44'17"E, along the north line of the Northwest ¼ of said Section 29, 372.50 feet, more or less;  
thence S01°10'01"E, 944.24 feet, more or less;  
thence N79°11'17"W, 359.53 feet, more or less;  
thence N23°04'17"W, 700.54 feet, more or less;  
thence N45°15'44"E, 332.17 feet, more or less, to the point of beginning.

Description Includes Tax Parcel Number:  
T7-075500A

## **APPENDIX 2050-B**



**RESOLUTION J-19-003**

---

**A RESOLUTION TERMINATING THE TOWN OF JACKSON'S  
PARTICIPATION IN THE JOINT VILLAGE OF JACKSON/TOWN OF  
JACKSON PLANNING GROUP**

---

**THE TOWN BOARD** of the Town of Jackson, Washington County, Wisconsin, does resolve as follows:

**WHEREAS**, in the beginning of January 1994, the Village of Jackson ("Village") and the Town of Jackson ("Town") held a series of meetings to discuss inter-municipal cooperation planning for lands located contiguous to the Village and Town boundaries. These meetings were brought about because of the imminent imposition of extraterritorial zoning authority by the Village.

**WHEREAS**, the Village and Town embarked upon a course to establish intergovernmental agreements to address boundary limits, land uses and other responsibilities jointly between the Town and the Village.

**WHEREAS**, between January 1994 and September 1999, an advisory body known as the Joint Village of Jackson/Town of Jackson Planning Group ("Group") was established and met to discuss cooperative planning and boundary matters between the two municipalities. The Group continued to meet thereafter as necessary.

**WHEREAS**, litigation arose between the Town and Village along with property owners in the Town identified as the Jackson Town Residents Against Attachment ("JTRAA"). The lawsuit was commenced in 2014 and settled in 2018.

**WHEREAS**, the lawsuit resulted in a new Boundary Agreement between the Town and Village which was approved by the State of Wisconsin.

**WHEREAS**, the Town and Village are now proceeding separately with cooperative plans under Wis. Stat. §66.1001. The Town and Village had previously entered into a Joint 2035 Comprehensive Plan. As part of the negotiations for the new Boundary Agreement between the Town and the Village, the Town and the Village agreed to proceed with new, separate comprehensive plans.

**WHEREAS**, the Southeastern Wisconsin Regional Planning Commission ("SEWRPC") has requested information relating to the continuation of the Group. Because the Town and Village have embarked upon new, separate comprehensive plans, the Group is no longer necessary.

**NOW, THEREFORE, BE IT RESOLVED**, that the Town Board does hereby decree that the Town's participation in the Group shall be discontinued effective immediately upon execution of this Resolution.

Passed and approved this 8<sup>TH</sup> day of AUGUST, 2019.

**TOWN BOARD, TOWN OF JACKSON  
WASHINGTON COUNTY, WISCONSIN**

Introduced by: HUETTL

Seconded by: BISHOP

Vote: 4 ayes 0 nays

Attest: Julia Oliver  
Town Clerk, Julia Oliver

Raymond Heidtke  
Raymond Heidtke – Town Chairman

Robert Hartwig  
Robert Hartwig, Town Supervisor

ABSENT  
Joe Kufahl, Town Supervisor

Mary Bishop  
Mary Bishop – Town Supervisor

Paul R. Huettl  
Paul Huettl, Town Supervisor

Proof of Posting:

I, the undersigned, certify that I posted this Resolution on bulletin boards at the Town of Jackson, <sup>TRANSFER STATION</sup> Post Office, and one other location in the Town.

Julia Oliver  
Town Clerk, Julia Oliver

8/12/2019  
Date



STATE OF WISCONSIN

TOWN OF JACKSON

WASHINGTON COUNTY

RESOLUTION J-19-007

---

**Resolution to Adopt Public Participation Procedures for Amending the Comprehensive Plan for the Town of Jackson**

**WHEREAS**, pursuant to Section 66.1001 of the *Wisconsin Statutes*, all units of government which enact or amend zoning, subdivision, or official mapping ordinances on or after January 1, 2010, must adopt a comprehensive plan; and

**WHEREAS**, the Town of Jackson adopted a comprehensive plan under the authority of and procedures established by Section 66.1001 of the *Wisconsin Statutes* on August 10, 2009; and

**WHEREAS**, Section 66.1001(4)(a) of the *Wisconsin Statutes* requires that the Town Board adopt written procedures designed to foster public participation during the preparation or amendment of a comprehensive plan; and

**WHEREAS**, the Town Board of the Town of Jackson believes that regular, meaningful public involvement in the comprehensive planning process is important to assure that the comprehensive plan continues to reflect input from the public; and

**WHEREAS**, public participation procedures have been developed to foster public participation in the comprehensive plan amendment process;

**NOW, THEREFORE, BE IT RESOLVED** that the Town Board of the Town of Jackson hereby adopts the Public Participation Procedures for Amending the Comprehensive Plan attached hereto as Exhibit A to fulfill the requirements of Section 66.1001(4)(a) of the *Wisconsin Statutes*.

Passed and approved this 12<sup>TH</sup> day of SEPTEMBER, 2019.

Introduced by: BISHOP

Seconded by: HARTWIG

Vote: 3 ayes 0 nays

Attest: Julia Oliver  
Town Clerk, Julia Oliver

Raymond Heidlke  
Raymond Heidlke – Town Chairman

Robert Hartwig  
Robert Hartwig, Town Supervisor

absent -  
Joe Kufahl, Town Supervisor

Mary Bishop  
Mary Bishop – Town Supervisor

absent -  
Paul Huettl, Town Supervisor

Proof of Posting:

I, the undersigned, certify that I posted this Resolution on bulletin boards at the Town of Jackson, Post Office, and one other location in the Town.

Julia Oliver  
Town Clerk, Julia Oliver

9/17/19  
Date



**EXHIBIT A: PUBLIC PARTICIPATION PROCEDURES  
FOR AMENDING THE COMPREHENSIVE PLAN:  
TOWN OF JACKSON**

**Introduction**

On August 10, 2009, the Town Board adopted a Town comprehensive plan under Section 66.1001 of the *Wisconsin Statutes*, which is documented in a report titled "A Joint Village and Town of Jackson Comprehensive Plan: 2035." The comprehensive plan was prepared in accordance with a public participation plan adopted by the Town Board on August 10, 2006 that included activities to foster public participation in the preparation of the comprehensive plan. Under Section 66.1001(4)(a) of the *Wisconsin Statutes*, future amendments to the comprehensive plan must also be carried out in accordance with a public participation plan, adopted by the Town Board, designed to foster public participation in the amendment process. The balance of this document describes the process to be followed by the Town to foster public participation in the consideration of amendments to the comprehensive plan.

**Part 1: Public Participation Activities and Procedures for Comprehensive Plan Amendments**

**1. *Background Materials***

The Town will provide opportunities for public review of materials describing all proposed amendments to the comprehensive plan, including the following:

- Printed copies of materials describing a proposed plan amendment will be made available at the Town Hall.
- Electronic copies of materials describing a proposed plan amendment may be posted on the Town website. (*Note for Towns: This is suggested but not a requirement.*)

**2. *Optional Public Informational Meeting***

The Town Board, at its option, may schedule a public informational meeting to be held prior to the required public hearing. The public informational meeting will provide an opportunity for the public to review maps and other information relating to the proposed amendment. No formal procedures or notice requirements are required for the informational meeting; however, the Town will provide notice of the meeting through its website and through publication or posting.

**3. *Public Hearing***

As required by Section 66.1001(4)(d), the Town will hold a public hearing on each proposed amendment to the comprehensive plan. The hearing may be held by the Plan Commission, Town Board, or jointly by the Plan Commission and Town Board. The hearing will include a presentation by the applicant describing the proposed plan amendment followed by an opportunity for the public to comment on the proposed amendment. The Town Plan Commission and Town Board will consider public testimony provided at the hearing and any written comments submitted to the Town prior to the hearing during their deliberations on the proposed plan amendment.

**4. *Notice of Public Hearing***

The public hearing will be preceded by a Class 1 notice that is published or posted at least 30 days before the hearing is held. In accordance with Section 66.1001(4)(d), the notice will include the date, time, and place of the hearing; a brief summary of the proposed comprehensive plan amendment and/or a map illustrating the proposed amendment; a local contact who may be contacted for additional information on the proposed plan amendment and to whom written comments regarding the plan amendment may be submitted; and information regarding where and when the proposed plan amendment may be inspected before the hearing and how a copy of the proposed plan amendment may be obtained.

**5. *Notification to Interested Parties***

The Town Clerk will provide a copy of the public hearing notice and the proposed amendment at least 30 days prior to the public hearing to any person who submits a written request to receive notice of a proposed amendment under Section 66.1001(4)(f). The Town may charge a fee to cover the cost of providing such notice. In accordance with Section 66.1001(4)(e), the Town Clerk will also provide notice to nonmetallic mining operators within the Town; to persons who have registered a marketable nonmetallic mineral deposit within the Town; or to persons who own or lease property on which nonmetallic minerals may be extracted, if such person has requested notification in writing. The Town Clerk will maintain a list of persons who have submitted a written request to receive notices of public hearings under Sections 66.1001(4)(e)(3) and 66.1001(4)(f).

**6. *Plan Commission Recommendation***

Following the public hearing, the Plan Commission will make a recommendation to the Town Board to approve, deny, or modify the proposed amendment. The Plan Commission's recommendation will be in the form of a resolution approved by a majority of the full membership of the Plan Commission.

**7. *Town Board Action***

Following Plan Commission action, the Town Board will consider the amendment and the Plan Commission's recommendation and approve, deny, or refer the proposed amendment back to the Plan Commission. If approved, Town Board approval will be in the form of an ordinance adopted by a majority of the full membership of the Town Board.

**8. *Distribution of Plan Amendment***

If approved by the Town Board, printed or electronic copies of the amendment will be sent by the Town Clerk to the parties listed in Section 66.1001(4)(b).

**Part 2: Additional Procedures for Comprehensive Plan Amendments Requiring a Rezoning**

In some cases, an amendment to a comprehensive plan may be needed in order for a proposed rezoning to be consistent with the plan. In such cases, the Town Board may allow the public notice and public hearing for the proposed plan amendment and rezoning to be combined, if a combined hearing is acceptable to the applicant. In such cases, the following procedures shall apply in addition to or in combination with those set forth in Part 1:

The notice of the public hearing shall be published and distributed in accordance with the procedures set forth in paragraphs 4 and 5 in Part 1; however, the public notice will include notification that the proposed rezoning will also be considered at the hearing. The notice will include any information required in a public notice for a rezoning by the Town zoning ordinance. The combined notice will constitute the first of the two (Class 2) public notices required for rezoning under the *Statutes*. The public notice will be published a second time one week after the first notice is published, unless a later time is specified in the zoning ordinance. The Town will also notify parties-in-interest as required by the Town zoning ordinance, and any parties that have filed a written request for rezoning notifications under Section 60.61(4)(f) of the *Statutes*.

The Plan Commission will consider and act on a proposed plan amendment before considering the requested rezoning, and a separate motion will be made for a recommendation to the Town Board on the plan amendment, followed by a motion to make a recommendation to the Town Board on the rezoning.

The Town Board will consider and act on a proposed plan amendment before considering the requested rezoning. A separate motion will be made for action on the plan amendment, followed by a motion to act on the rezoning. If approved, separate ordinances will be adopted for the plan amendment and for the rezoning.

**Part 3: Optional Procedures**

The Town Board, at its option, may approve additional public participation procedures or a separately-documented public participation plan to provide for public informational meetings, the formation of advisory

committees, the conduct of public opinion surveys, and/or other procedures to obtain public input on a proposed plan amendment.



## **PART 2**

### **TOWN OF JACKSON COMPREHENSIVE PLAN: 2035**

**As Amended to Remove the Content Specific to the Village of Jackson**



## **ACKNOWLEDGEMENTS**

### **TOWN BOARD**

Paul Servais, Chairman  
Louis Scheunemann, Supervisor  
Dan Kufahl, Supervisor  
Robert Hartwig, Supervisor  
Everett Russell, Supervisor

### **TOWN PARK AND PLANNING COMMISSION**

Randy Vogel, Chairman  
Richard Roembke, Vice-Chairman  
Paul Servais, Town Chairman  
Robert Hartwig, Supervisor  
Louis Scheunemann, Supervisor  
Arlyn Johnson  
Lester Steffen  
David Klug  
Dominic Foti

### **TOWN COMPREHENSIVE COMMUNITY PLANNING ADVISORY GROUP**

Bob Retko, Chairman	Chad Johnson
Matthew Verber, Vice-Chairman	Michael Kuester
Mary Bukovic, Secretary	Shawn Maney
Naomi Beyers	Everett Russell, Supervisor
Deb DeBonis	Bonnie Seidel
Brian Helm	Paul Stahl
Arlyn Johnson	Derek VanderHoop

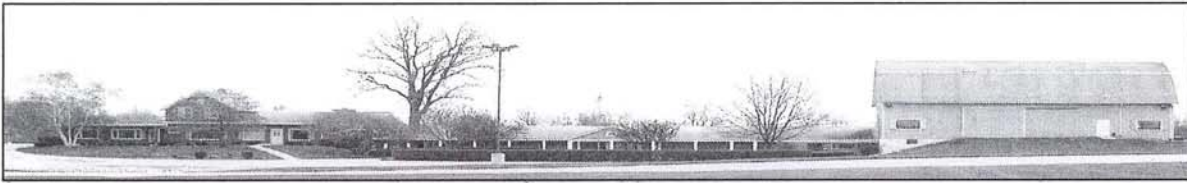
### **JOINT VILLAGE/TOWN PLANNING GROUP**

#### **Town**

Thomas Newman, Co-Chairman  
Arlyn Johnson  
Gordon Hoffmann







**Town of Jackson**  
3146 Division Road  
Jackson, Wisconsin 53037  
PH: (262) 677-4048 ~ FAX: (262) 677-4163  
Email: townofjackson@bertramwireless.com

---

## **RESOLUTION 2009-08-01**

### **TOWN OF JACKSON PARK AND PLAN COMMISSION RESOLUTION RECOMMENDING ADOPTION OF COMPREHENSIVE PLAN**

**WHEREAS**, the Town of Jackson, pursuant to Sections 62.23, 61.35, and 60.22(3) of the *Wisconsin Statutes*, has adopted Village powers and created a Town Park and Plan Commission; and

**WHEREAS**, it is the duty and function of the Town Park and Plan Commission, pursuant to Section 62.23(2) of the *Wisconsin Statutes*, to make and adopt a comprehensive (master) plan for the development of the Town, and to recommend that the Town Board adopt the comprehensive plan; and

**WHEREAS**, to promote efficiency and intergovernmental cooperation, the Town of Jackson has partnered with the Village of Jackson and UW-Extension Washington County to create a single joint village/town plan document entitled Village and Town of Jackson Comprehensive Plan: 2035, containing all maps, references, and other descriptive materials; and

**WHEREAS**, in accordance with Section 66.1001(2) of the *Wisconsin Statutes*, the comprehensive plan includes the following nine elements: Issues and Opportunities; Land Use; Housing; Transportation; Utilities and Community Facilities; Agricultural, Natural and Cultural Resources; Economic Development; Intergovernmental Cooperation; and Implementation; and

**WHEREAS**, the Town Board adopted a Public Participation Plan for the comprehensive planning process as required by Section 66.1001(4)(d) of the *Wisconsin Statutes* on the 25<sup>th</sup> day of June, 2008, and the Town has conducted meetings and other public participation activities during the course of development of the comprehensive plan; and

**WHEREAS**, the Town has duly noticed a public hearing on the comprehensive plan, and the Town Park and Plan Commission held the public hearing, following the procedures in Section 66.1001(4) (d) of the *Wisconsin Statutes*.

**NOW, THEREFORE, BE IT RESOLVED**, that pursuant to Sections 62.23(3) (b) and 66.1001(4) (b) of the *Wisconsin Statutes*, the Park and Plan Commission of the Town of Jackson hereby approves the comprehensive (master) plan embodied in the document entitled *Village and Town of Jackson Comprehensive Plan: 2035*.

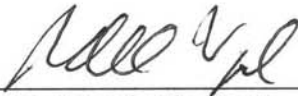
**BE IT FURTHER RESOLVED** that the Park and Plan Commission does hereby recommend that the Town Board enact an Ordinance adopting the Comprehensive Plan.

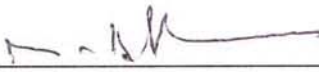
**ADOPTED** this 10<sup>th</sup> day of August, 2009.

Ayes 8


No's 0

Absent 1 *Robert Hartwig, excused*

  
\_\_\_\_\_  
Randy Vogel, Chairman  
Town of Jackson Park and Plan Commission

  
\_\_\_\_\_  
Gordon Hoffmann, Zoning Administrator

Attest:

  
\_\_\_\_\_  
Julia Oliver, Clerk

**AN ORDINANCE TO ADOPT THE COMPREHENSIVE PLAN  
FOR THE TOWN OF JACKSON, WISCONSIN**

The Town Board of the Town of Jackson, Washington County, Wisconsin does ordain as follows:

SECTION 1. Pursuant to Section 62.23, Section 61.35, and Section 60.22(3) of the *Wisconsin Statutes*, the Town of Jackson is authorized to prepare and adopt a comprehensive plan as defined in Sections 66.1001(1) (a) and 66.1001(2) of the *Wisconsin Statutes*.

SECTION 2. The Town Board of the Town of Jackson, Wisconsin has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan, as required by Section 66.1001(4) (a) of the *Wisconsin Statutes*.

SECTION 3. The Town has partnered with the Village of Jackson and UW-Extension Washington County to prepare a joint comprehensive plan for both the Town and the Village. The Town plan is documented in the report entitled *Village and Town of Jackson Comprehensive Plan: 2035*.


SECTION 4. The Park and Plan Commission of the Town of Jackson, by a majority vote of the entire Commission recorded in its official minutes, has adopted a resolution recommending to the Town Board the adoption of the document entitled *Village and Town of Jackson Comprehensive Plan: 2035*, containing all of the elements specified in section 66.1001(2) of the *Wisconsin Statutes*.

SECTION 5. The Town Board has duly noticed and held at least one public hearing on the comprehensive plan, in compliance with the requirements of Section 66.1001(4) (d) of the *Wisconsin Statutes*.

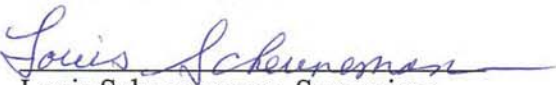
SECTION 6. The Town Board of the Town of Jackson, Wisconsin, does, by the enactment of this ordinance, formally adopt the document entitled, *Village and Town of Jackson Comprehensive Plan: 2035*, pursuant to Section 66.1001(4) (c) of the *Wisconsin Statutes*.

SECTION 7. This ordinance shall become effective the day after proof of posting the same in three (3) public places in the Town has been filed and recorded by the Town Clerk.

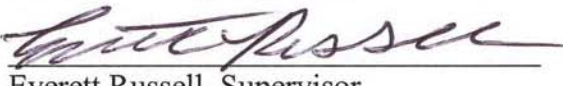
Passed and adopted by the Town of Jackson, Washington County, Wisconsin, this 10<sup>th</sup> day of August, 2009.


  
Paul Servais, Chairman

  
Dan Kufahl, Supervisor

  
Louis Scheunemann, Supervisor

*not present - attendance excused*  
Robert Hartwig, Supervisor


  
Everett Russell, Supervisor

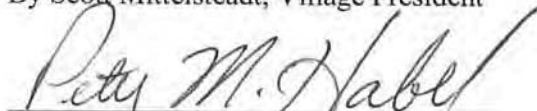
Attest:   
Julia Oliver, Town Clerk




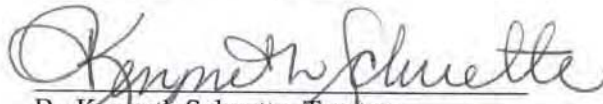
In Witness Whereof, the parties hereto have executed this  
**Village of Jackson and Town of Jackson Comprehensive Plan: 2035**  
this 10<sup>th</sup> day of August, 2009

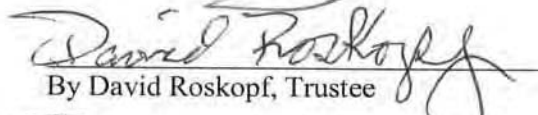
Village of Jackson  
Village Board

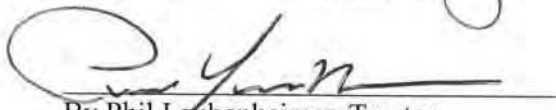
  
By Scott Mittelsteadt, Village President

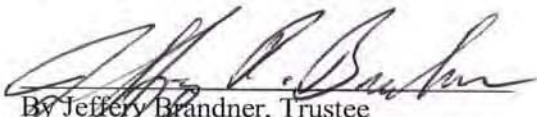
  
By Peter Habel, Trustee


  
By Michael Kufahl, Trustee

  
By Kenneth Schuette, Trustee

  
By David Roskopf, Trustee

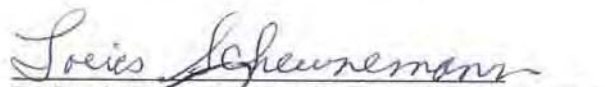
  
By Phil Laubenheimer, Trustee

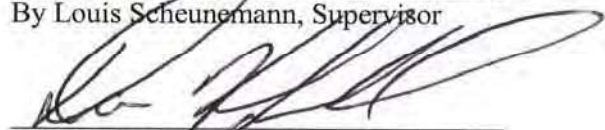
  
By Jeffery Brandner, Trustee

Attest   
John Walther, Administrator

Town of Jackson  
Town Board

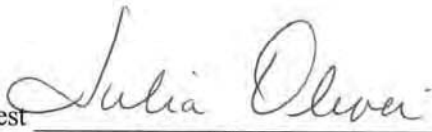
  
By Paul Servais, Town Chairman

  
By Louis Scheunemann, Supervisor

  
By Dan Kufahl, Supervisor

excused  
By Robert Hartwig, Supervisor

  
By Everett Russell, Supervisor

Attest   
Julia Oliver, Clerk

## **CHAPTER 1 – INTRODUCTION: ISSUES AND OPPORTUNITIES**

### **STATE PLANNING ENABLING LEGISLATION**

The Joint Village of Jackson/Town of Jackson Smart Growth Comprehensive Plan contained herein is the adopted plans for the Village of Jackson and Town of Jackson, Washington County, Wisconsin created following the requirements of Wisconsin Act 9 of 1999 and adopted on the 10th of August, 2009, under the authority granted by § 66.1001 of the Wisconsin Statutes.

These Comprehensive Plans are policy documents containing guidance and specific recommendations as to how and where future growth, development, and conservation should occur within the Village and the Town and what services should be provided. These plans shall be consulted when decisions are being made on land use, development, and quality of life issues by the planning commissions and elected bodies of both of the municipalities. Specifically, beginning on January 1, 2010, decisions regarding the following issues shall be consistent with the adopted Joint Comprehensive Smart Growth Plan:

- Official Mapping, established under § 62.23.(6)
- Village and Town zoning ordinances enacted or amended under §66.13, §60.61, and §60.62
- Local subdivision regulation under § 236.45 and § 236.46
- Zoning of shorelands or wetlands in shorelands under § 59.692, § 61.351, or § 62.231

A Comprehensive Plan is an official public document adopted by a local government as a guide setting forth its major policies concerning the desired future development of the community. It includes all the functional elements of the community, and summarizes policies, proposals, and plans addressing concerns and setting forth recommendations for the future. It includes an inventory of the existing natural, socio-economic and developmental features of a community, a set of goals and objectives, and a list of recommendations to accomplish the community's goals in addition to directing the future growth in an orderly, well thought out manner. It is based on the specific recommendations of municipal officials and citizens who have expressed their desires concerning how and where future development should take place in their community. The primary function of the Comprehensive Plan is to look into the future and provide a long range strategy for directing the growth of the community. The plan provides guidelines for development and public improvement decisions, and will provide the basis for a regulatory tool.

Comprehensive Planning is a four stage process. Initially, municipal officials and citizens develop a set of goals and priorities to define the future direction for the community. These goals and priorities provide the basic framework upon which the plan is developed.

The second stage, inventory and interpretation, begins with the collection of data on existing land use, socioeconomic conditions, municipal services, and environmental features. The data is then analyzed and systematized to identify existing and potential problem areas.

Development of the plan is the third stage. The results of the inventory and interpretation stage are combined with the community goals to create a draft of a long-range plan to guide the future growth of the Village. The draft of the plan is then presented to the public officials and citizens of the community for their review and comment at a public hearing. The comments are considered for inclusion in the final draft of the plan prior to adoption.

The fourth stage establishes the tools necessary for implementation of the plan. Regulatory techniques are also adopted and codified to ensure the intent of the plan will be enforced. Although this is listed as the final stage in the planning process, it is by no means the end.

Planning is a continual and ongoing process, subject to change and modification in order to reflect existing trends and new concepts. Thus, there is no beginning or end to the planning process. Planning is the reaction and response to a continuum of events. If a plan is to be followed, it must have a legal basis, requiring adoption by the municipality the plan is for.

## **HISTORY AND DESCRIPTION OF PLANNING AREAS**

According to *The History of Jackson, Wisconsin*, the area was settled in the 1840s by “Old Lutherans” from Prussia looking for religious freedom. Originally known as “Town X,” the Town of Jackson was officially established in early 1846. The first town meeting was held on April 7, 1846. By November 1846, there were five Lutheran Churches, one Methodist church, and one Catholic Church. There were three American families in the town and twenty Irish; the remaining were German or of German descent.

During its infancy, the Town of Jackson was agricultural, with a few small hamlets like Kirchhayn, Reisville, and Salter to attract local trade. Reisville, where the railroad ran, became the Village of Jackson in 1912. The first concrete highway (Hwy 55) in Washington County was built in western Jackson in the early 1920s. The area grew steadily and in 1988 U.S. Highway 45 became a four-lane, limited access freeway, enabling commutes to Milwaukee in 20-30 minutes, making the area even more attractive to new residents.

The Town, however, remains a mix of primarily residential, natural, and agricultural areas. In 1998, when Wisconsin celebrated 150 years of statehood, there were still 14 farms in the Jackson area that were at least 150 years old and still owned by descendants of the original owners. Many were still being farmed.

The Town of Jackson abuts the Village of Jackson’s north, east, and south sides. Within the Town is the unincorporated hamlet of Kirchhayn, first settled around 1843. German for “church in the woods,” some of the trees surrounding David’s Star Evangelical Lutheran Church have never been cut. While never the legal seat of local government, Kirchhayn was certainly the social hub of the Town, as it contained a post office, general store, tavern, dance hall, and the “voting poll.” Today, Kirchhayn contains about two dozen homes and a small handful of businesses.

Currently encompassing an area of approximately 21,810 acres of mostly farmland, wetlands, and scattered residential development, the Town is located in southeastern Washington County, just north of the Village of Germantown and bordering the Ozaukee County line.

## **COMMUNITY COMPREHENSIVE PLANNING PROCESS**

In the mid-1990s the Village and Town formed a joint extraterritorial zoning committee. This effort eventually led to the establishment of the Joint Village/Town Planning Group, which worked to create the *Village of Jackson/Town of Jackson Revenue Sharing Agreement and Cooperative Boundary Plan*, last amended in 2008. This boundary plan called for the Village and Town to cooperatively prepare a “Joint Land Use Plan for the Jackson Sewer Utility.”

In 2005, the Town invited UW-Extension Washington County to assist the Town in conducting its

public participation efforts and to write its portion of the plan. A 14-member citizen's committee called the Comprehensive Community Planning Advisory Group was selected from a list of volunteers to help guide the work of the plan writing. Oversight, review, and ultimate approvals were provided by the Joint Village/Town Planning Group, the Town Parks & Plan Commission, and the Town Board.

### **Public Participation**

The Town of Jackson worked extensively with UW-Extension Washington County, encouraging public participation in a variety of ways to ensure the Town's comprehensive plan would address local community issues and the needs of residents. In accordance with state requirements, the Town adopted a Public Participation Plan by resolution on August 10, 2006. (See the Public Participation Plan for specific details regarding public involvement in the Town's comprehensive planning process.)

### **Issue Identification**

UW-Extension Washington County met with Town of Jackson officials in late 2005 to identify present and future issues facing the Town. A nominal group exercise was used to generate, prioritize, and categorize a number of issues that came forth. These issues were then turned into survey questions.

### **Citizen Opinion Survey**

The Town of Jackson Comprehensive Planning Community Survey was developed in order to learn more about the preferences of Town residents. Approximately 36% (549) of the surveys, which were mailed to every household, were returned. Key findings included:

- When asked to choose among four different growth scenarios, a total of 68% of respondents favored either "no population change" or "half the growth rate since 1990."
- The three things respondents liked most about the Town were its 1) small-town atmosphere, 2) quietness, and 3) location.
- The overall level of satisfaction with most services and facilities in the Town was very high.

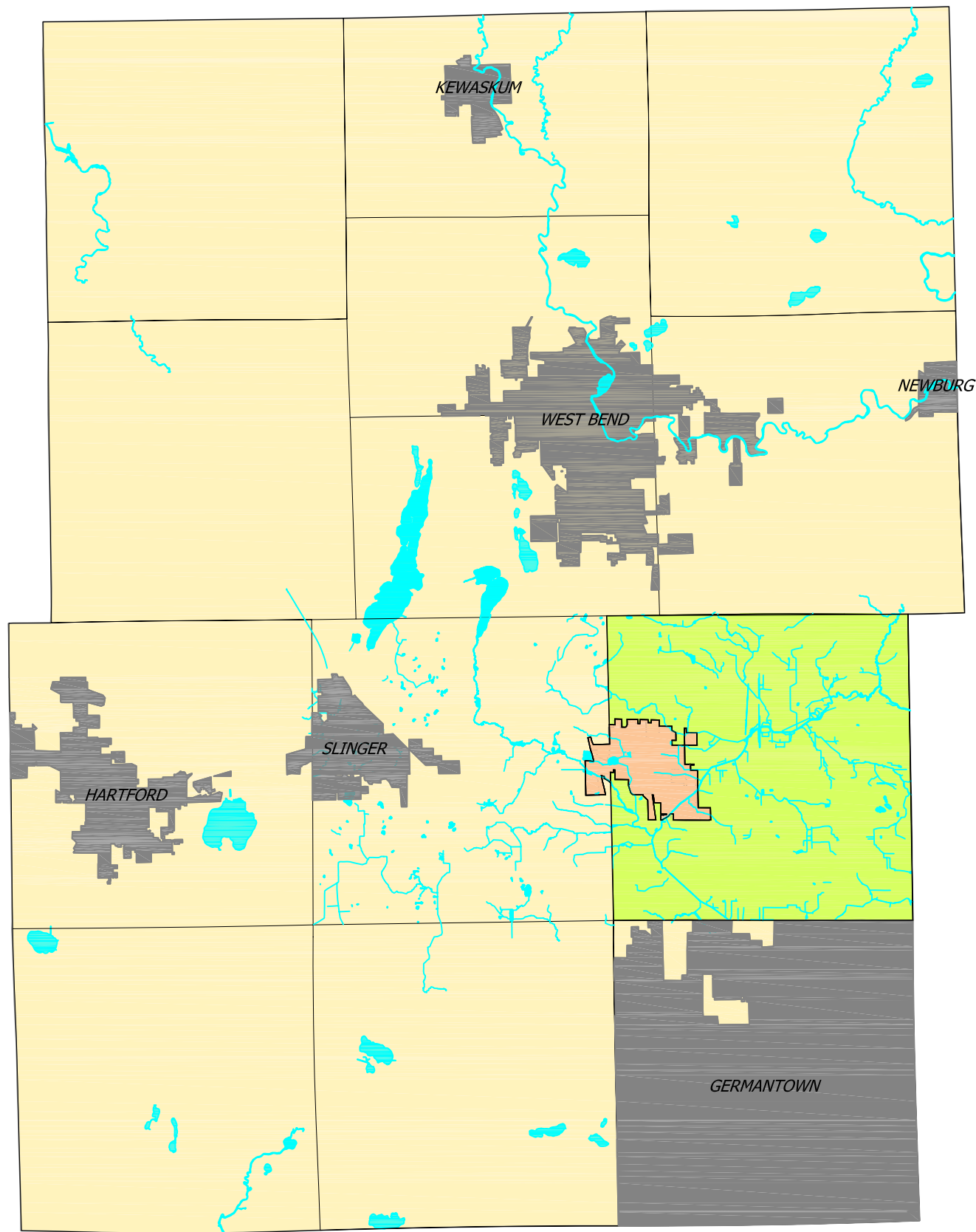
See Appendix 1A for the full statistical results of the survey.

### **Workshop and Mapping Exercise**

In the fall of 2006, the Town partnered with UW-Extension Washington County to facilitate a public visioning workshop. The workshop consisted of an overview of comprehensive planning, a Strengths/Weakness/Opportunities/Threats (SWOT) assessment, and an interactive land use mapping exercise. See Appendix 1B for results.

### **Draft Vision and Goal Statements**

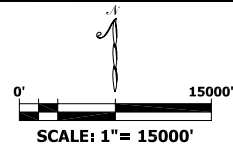
Based directly on all of the previously described input, draft vision and goal statements were created by UW-Extension and the Comprehensive Community Planning Advisory Group. These statements were then reviewed by the Town Parks & Plan Commission, the Joint Village/Town Planning Group, and the Town Board for the most urgent and critical issues affecting the Town. In May 2007 the vision and element goal statements were mailed to each household in the Town. Check boxes beneath each statement asked the recipient to indicate whether he or she agreed with



**EXISTING VILLAGE OF JACKSON LIMITS**



**EXISTING TOWN OF JACKSON LIMITS**

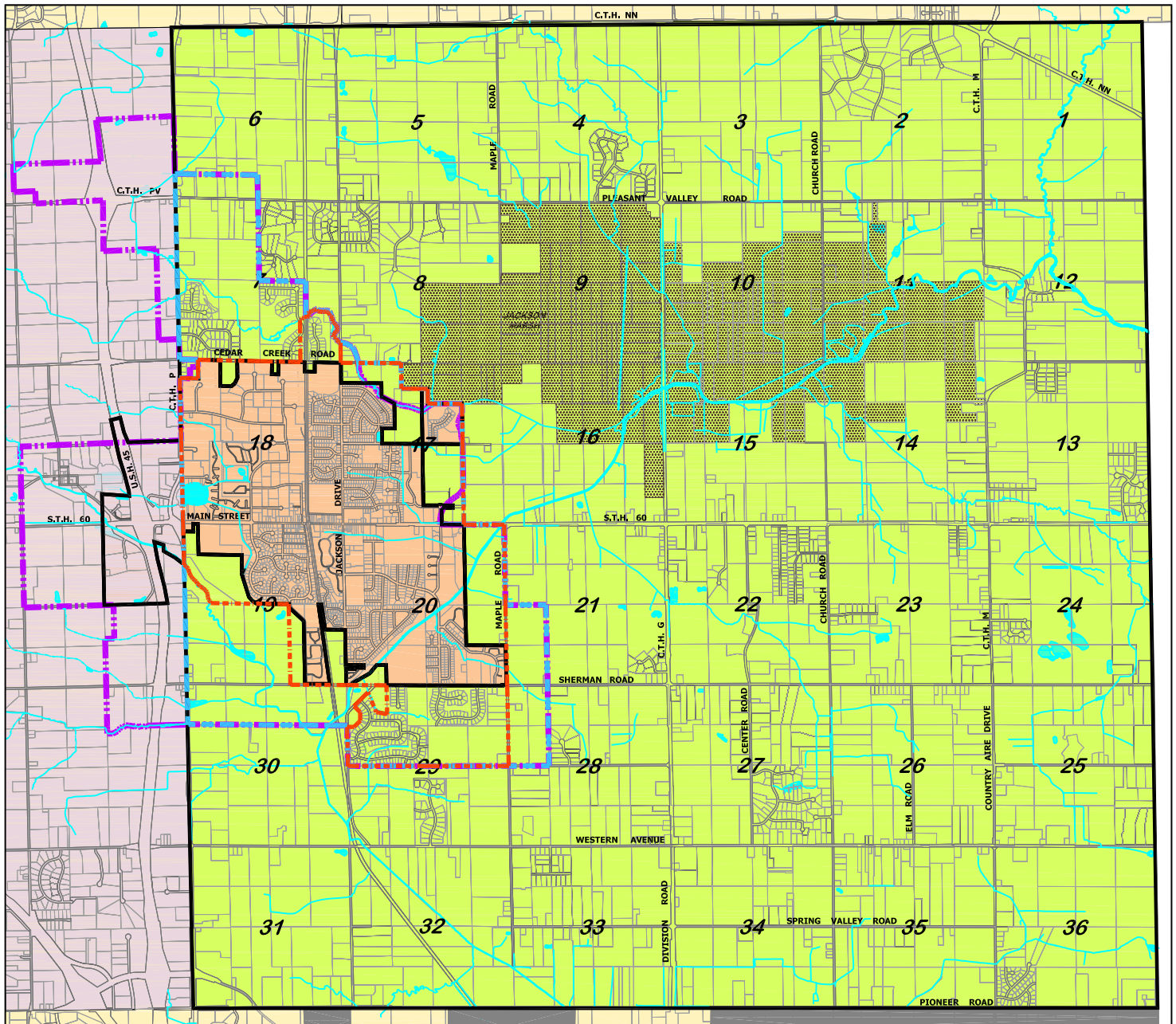


**EXHIBIT 1.1**  
**GENERAL LOCATION MAP OF VILLAGE AND TOWN OF JACKSON**  
**WITHIN WASHINGTON COUNTY**

7/1/2009

SOURCE: SEWRPC AND WASHINGTON COUNTY

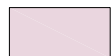




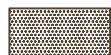
**VILLAGE OF JACKSON**



**TOWN OF JACKSON**



**TOWN OF POLK**



**JACKSON MARSH**



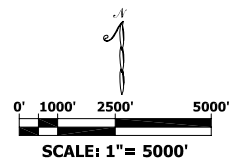
**VILLAGE OF JACKSON SANITARY SEWER SERVICE AREA**



**2015 - MAXIMUM VILLAGE LIMITS WITHIN JACKSON TOWNSHIP**

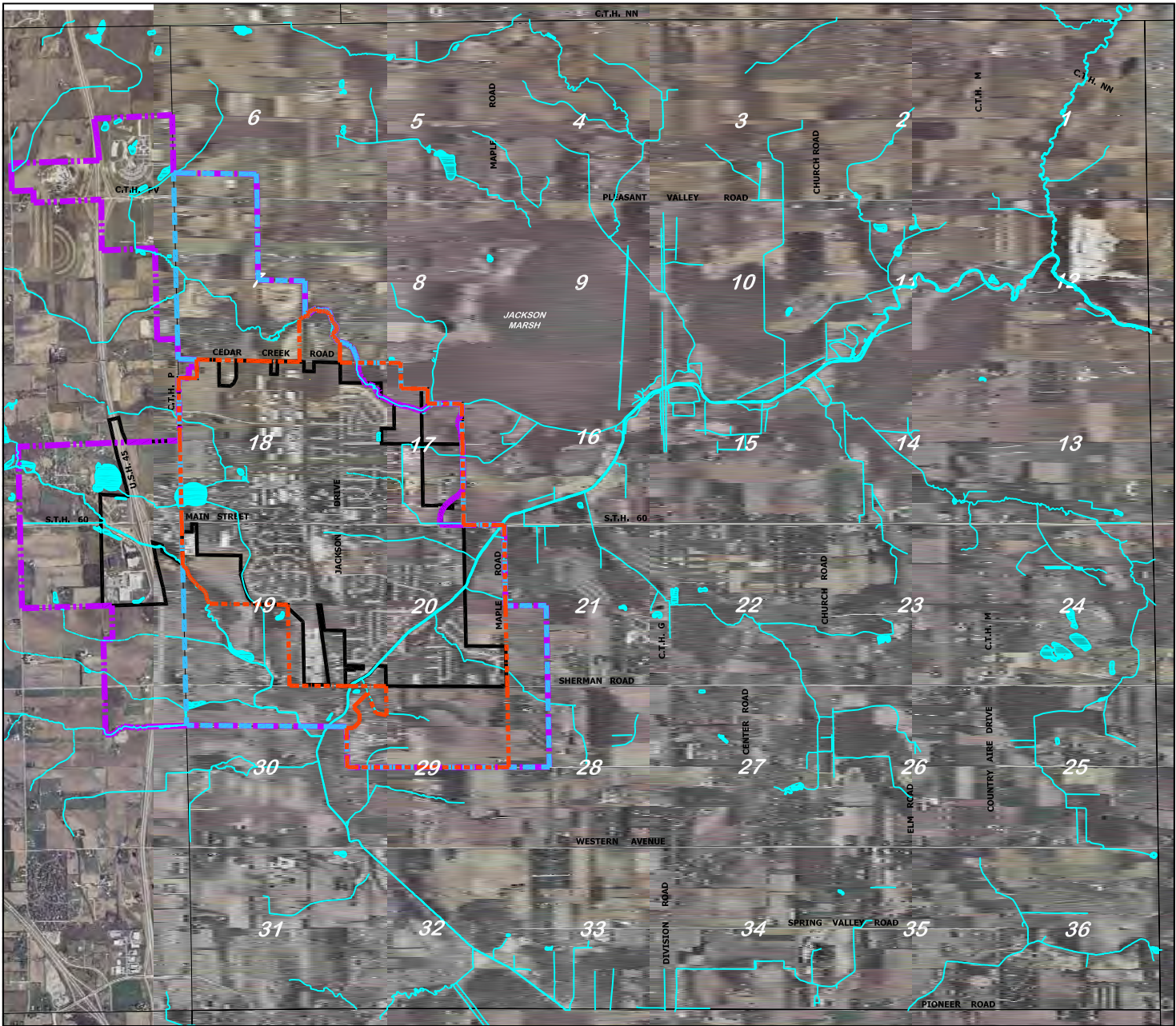


**2030 - MAXIMUM VILLAGE LIMITS WITHIN JACKSON TOWNSHIP**

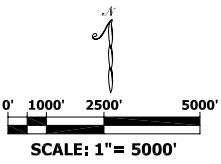


## EXHIBIT 1.2

## PROJECT AREA



- VILLAGE LIMITS**
- TOWN LIMITS**
- VILLAGE OF JACKSON SANITARY SEWER SERVICE AREA**
- 2015 - MAXIMUM VILLAGE LIMITS WITHIN JACKSON TOWNSHIP**
- 2030 - MAXIMUM VILLAGE LIMITS WITHIN JACKSON TOWNSHIP**



## EXHIBIT 1.3

## ORTHOPHOTO



the statement, disagreed, or had no opinion. With a response rate of approximately 22%, only 4% of respondents disagreed with the vision statement. Agreement overall with all of the goal statements averaged 81.3%. See Appendix 1C for detailed results of this survey.

### **Final Vision Statement, Goals, Objectives, Policies, and Programs**

The vision statement for the Town of Jackson is as follows:

*In 2025, the Town of Jackson is a community offering a safe, high quality of life for all ages. The Town strives to keep pace with changing technology and local transportation needs while protecting the quiet areas and distinctive open spaces residents value. Measured growth, concentrated in designated locations, occurs in ways respectful of natural habitats, agricultural productivity, and the Town's rural character. Town government is fiscally responsible, encourages citizen involvement, and cooperates with other public entities for the benefit of all.*

Final goals, objectives, policies, and programs for the Town of Jackson can be found in Appendix 9A.

### **BACKGROUND INFORMATION and SUMMARY OF EXISTING CONDITIONS**

#### **Population, Demographics, Education, Income, and Employment**

Based on the WisDOA January 1, 2007 estimate, the Town of Jackson's population has risen to 3,892, a percentage increase of over 22% since 1980. (Like all of the towns shown in Exhibit 1.4, some growth that originally occurred in the Town of Jackson has since been annexed or attached to the Village of Jackson and therefore would have subsequently been subtracted from the Town's population total.)

<b>Exhibit 1.4 – Historical Population Levels</b>						
<b>Year</b>	<b>Town of Jackson</b>	<b>Town of Hartford</b>	<b>Town of Polk</b>	<b>Town of Trenton</b>	<b>Village of Jackson</b>	<b>Washington County</b>
1970	2,844	2,368	2,846	3,178	561	63,839
1980	3,180	3,269	3,486	3,914	1,817	84,848
1990	3,172	3,243	3,540	3,967	2,486	95,328
2000	3,516	4,031	3,938	4,440	4,938	117,496
2008	3,910	3,992	4,023	4,855	6,309	130,493
<b>Increase 1990-2008</b>	<b>23.3%</b>	<b>23.1%</b>	<b>13.6%</b>	<b>22.4%</b>	<b>153.8%</b>	<b>36.9%</b>

Source: U.S. Census Bureau. Population numbers for 2008 are estimates from WisDOA.

#### **Gender**

As shown in Exhibit 1.5 on the next page, the composition of the populations for both the Town and the Village in terms of gender indicates there are no appreciable differences in their numbers and thus no planning significance.

<b>Exhibit 1.5 – Gender Makeup of Residents</b>				
<b>Year</b>	<b>Town of Jackson</b>		<b>Village of Jackson</b>	
	Male	Female	Male	Female
1990	<b>1,617</b> 51%	<b>1,555</b> 49%	<b>1,261</b> 50.7%	<b>1,225</b> 49.3%
2000	<b>1,787</b> 50.8%	<b>1,729</b> 49.2%	<b>2,462</b> 49.9%	<b>2,476</b> 50.1%

Source: U.S. Census Bureau.

### **Median Age**

The median age for residents of the Village and Town of Jackson rose substantially from 1990 to 2000. Estimates made by the U.S. Census Bureau in 2005 indicate this trend has continued. This is due to the overall aging of the population, especially in the “Baby Boom” ages.

The increase in the median age presents a set of considerations for the Town and the Village when drafting new or amending existing policies. The needs and desires of residents change as they age and as their income generally remains fixed or decreases. A larger number of elderly can change the demands placed on public services and policies due to changes in needs and desires. For example, transportation, health care, and housing options may need to be expanded.

The impact on the local economy, given the aging labor force will also be felt. The demand for labor in an expanding economy, as generated by the high growth projections will be burdensome to both the private and public sectors. This, coupled with the trend for earlier and earlier retirement plans will have a profound effect on the labor force which has also modified its demands beyond salary and medical benefits.

<b>Exhibit 1.6 – Median Age of Residents</b>		
<b>Geographic Area</b>	<b>1990</b>	<b>2000</b>
Town of Jackson	33.5 yrs	38.2 yrs
Village of Jackson	29.9 yrs	33.1 yrs
Washington County	32.5 yrs	36.6 yrs

Sources: U.S. Census Bureau and SEWRPC.

### **Age Distribution**

When comparing the numbers between 1990 and 2000 in Exhibit 1.7, it is helpful to remember that a particular age group in the 1990 column shows up 10 years later in the 2000 column.

For starters, the data shows that those who were of pre-school or elementary school age in 1990 generally remained in the Town with their families over the next ten years to finish their K-12 education. As is typical for many rural communities, the Town then saw a substantial drop off among residents aged 20-29, who moved on to college or other opportunities. Those who were 10-19 in 1990 numbered 526; ten years later, when these individuals were in their 20s, the number in the Town had dropped to 232, despite an overall 10.8% increase in the Town’s population.

Though the Town might lose young people in their 20s, it appears to become attractive again when individuals reach their 30s and settle down to raise families. While there were only 412 residents in their 20s in 1990, ten years later the number of residents in their 30s had jumped 43% to 588. Residents in their 30s in 1990 (527) stayed around for their 40s (625). A lower than expected

number of residents in their 40s and 50s in 1990 (873) were living in the Town for their 50s and 60s (804). Finally, there were 366 residents who were 60+ years of age in 1990; by the year 2000, their numbers had increased to 515, a 40.7% increase, which was almost four times the overall increase in the Town's population. The Baby Boom births between the years 1946 and 1960, combined with increased life expectancies, is producing a larger percentage of residents over age 65. Will such residents want to remain in the Town? (The data implies they might.) The Town should realize that as people age, their incomes decline, eventually becoming limited to social security and retirement incomes. Housing needs will likely change and the need for services will also likely increase.

<b>Exhibit 1.7 – Age Distribution</b>								
<b>Age Group</b>	<b>Town of Jackson</b>				<b>Village of Jackson</b>			
	<b>MALES</b>		<b>FEMALES</b>		<b>MALES</b>		<b>FEMALES</b>	
	<b>1990</b>	<b>2000</b>	<b>1990</b>	<b>2000</b>	<b>1990</b>	<b>2000</b>	<b>1990</b>	<b>2000</b>
75 & over	38	49	58	67	35	95	72	123
70-74	31	44	35	38	49	49	34	84
65-69	37	68	40	47	35	56	51	61
60-64	71	108	56	94	40	80	50	74
55-59	75	105	64	111	39	95	37	116
50-54	122	131	103	140	56	121	51	137
45-49	120	157	126	141	53	143	70	128
40-44	122	158	141	169	68	191	58	176
35-39	143	182	135	172	108	267	87	257
30-34	123	111	126	123	128	298	140	296
25-29	105	47	104	49	164	203	149	232
20-24	110	74	93	62	98	114	96	113
15-19	145	141	116	143	53	119	54	114
10-14	135	162	130	146	89	188	64	150
5 – 9	124	129	125	127	126	213	93	200
Under 5	116	121	103	100	120	230	141	215

Source: U.S. Census Bureau

## Education Levels

Exhibit 1.8 on the next page shows a marked increase from 1990 to 2000 in the basic educational attainment of Village of Jackson and Town of Jackson residents who were at least 25 years old.

In 1990, the percentage of Town of Jackson residents with less than a high school diploma was 17.1%. The percentage of residents in the Village of Jackson with less than a high school diploma in 1990 was 24.6%. By 2000, that percentage in the Town had declined to 9.2% and declined in the Village to 9.9%.

<b>Exhibit 1.8 – Educational Attainment (residents 25 years and over)</b>						
<b>Attainment Level</b>	<b>1990</b>			<b>2000</b>		
	<b>Town of Jackson</b>	<b>Village of Jackson</b>	<b>Washington County</b>	<b>Town of Jackson</b>	<b>Village of Jackson</b>	<b>Washington County</b>
Less than 9 <sup>th</sup> grade	8.5%	9.1%	8.9%	5.3%	1.8%	4.4%
9 - 12 grade, no diploma	8.6%	15.5%	9.8%	3.9%	8.1%	6.9%
High school graduate (includes GED)	41.8%	43.9%	40.0%	34.5%	34.4%	35.1%
Some college, no degree	16.7%	16.9%	18.0%	24.7%	24.2%	22.9%
Associate degree	8.3%	5.7%	7.5%	8.2%	8.4%	8.8%
Bachelor's degree	11.4%	6.4%	11.9%	18.2%	20.3%	16.0%
Graduate or professional degree	4.8%	2.5%	4.0%	5.2%	2.8%	5.9%

Source: U.S. Census Bureau

The percentage of residents in the Town with at least some college increased substantially, from 41.2% to 56.3% in 2000. The percentage of residents in the Village with at least some college also increased substantially from 31.5% to 55.7% in 2000. Both the Town and the Village increased at a percentage that exceeded Washington County's increase over the same period.

Educational attainment is generally tied to income earnings potential and the ability to afford more expensive housing. Education beyond high school is also becoming more critical as companies transition to manufacturing and service jobs that require highly skilled employees.

### Income Levels

Exhibit 1.9 on the next page shows household income levels for the Town of Jackson, three nearby towns, the Village of Jackson, and Washington County. While lower and middle income brackets were similar for the four towns, the percentage of Town of Jackson households in the upper income level was somewhat lower than that of other towns. In 1999, 18.3% of Town of Jackson households were in the upper income bracket, compared to 21.2% in the Town of Hartford, 25.1% in the Town of Polk, and 22.5% in Trenton. However, the Town of Jackson outpaced the Village of Jackson (9.9%) and Washington County (14.8%).

The Town of Jackson had no households below the poverty level in 2000.

<b>Exhibit 1.9 – Household Annual Income Levels, 1999</b>						
<b>Annual Income</b>	<b>Town of Jackson</b>	<b>Town of Hartford</b>	<b>Town of Polk</b>	<b>Town of Trenton</b>	<b>Village of Jackson</b>	<b>Washington County</b>
Less than \$15,000	1.9%	2.2%	2.1%	4.3%	8.2%	6.6%
\$15,000 to \$24,999	4.9%	7.0%	3.5%	6.8%	7.5%	8.0%
\$25,000 to \$34,999	12.1%	10.0%	3.9%	7.2%	8.6%	10.6%
\$35,000 to \$49,999	15.3%	10.8%	18.2%	13.8%	20.9%	16.6%
\$50,000 to \$74,999	29.2%	25.1%	27.7%	30.7%	33.8%	27.9%
\$75,000 to \$99,999	18.3%	23.7%	19.6%	14.7%	11.1%	15.5%
\$100,000 to \$149,999	15.3%	14.5%	16.6%	19.7%	6.9%	11.0%
\$150,000 to \$199,999	1.7%	5.2%	5.3%	2.2%	2.3%	2.1%
\$200,000 or more	1.3%	1.5%	3.2%	0.6%	0.7%	1.7%

Source: U.S. Census Bureau.

## Employment Characteristics

For the period 2001 to 2005, the civilian labor force in Washington County increased 0.6%, from 70,826 to 71,254; the number of unemployed increased 10.6%, from 2,682 to 2,967; and the number of employed increased by 0.2%, from 68,144 to 68,287. The unemployment rate experienced a high of 5.2% in 2003 and low of 3.8% in 2001.

In 2000, the majority of the people in the workforce in the Town of Jackson were employed in the manufacturing industry, 24.7%. This was down somewhat from 1990 when it was 27.4%.

Education/health/social services came in second, increasing from 15.1% in 1990 to 17.8% in 2000. Agriculture/forestry/fisheries showed an increase from 3.5% in 1990 to 5.0% in 2000; however, these figures were based on responses to the “long form,” which only sampled a small number of households in the Town. (Sources: U.S. Census Bureau; Department of Workforce Development.)

## Forecasts

### Population

The projections in Exhibits 1.10 and 1.11 were prepared by the Southeastern Wisconsin Regional Planning Commission (SEWRPC) using a methodology similar to that used by WisDOA, whereby population trends over the past 25 years are used to project future population. Population changes in the period between 1990 and 2005 were weighted more heavily than changes that occurred between 1980 and 1990.

Many factors, such as changes in municipal boundaries, policies, housing availability, highway upgrades, and economic development can have a substantial impact on population trends. Currently, this population forecast would appear to be somewhat higher than the rate favored by most respondents to the 2006 Town of Jackson Comprehensive Planning Community Survey, which would yield a 2035 population of approximately 4,483.

Exhibit 1.10 – Population / Forecasts			
Geographic Area	2000 (Census)	2007 (estimated)	2035 (projection)
Town of Jackson	3,516	3,892	4,900
Village of Jackson	4,938	6,152	9,890
Town of Hartford	4,031	4,011	4,800
City of Hartford	10,895	13,550	26,100
Town of Polk	3,939	4,005	4,590
Village of Slinger	3,901	4,592	8,040
Town of Trenton	4,440	4,766	5,980
Town of West Bend	4,834	4,872	5,867
City of West Bend	28,152	30,220	43,700
Village of Richfield	10,373	11,385	16,000
Village of Germantown	18,260	19,750	23,810
Washington County	117,588	129,316	182,347

Source: Southeastern Wisconsin Regional Planning Commission (Table II-25 in A Multi-Jurisdictional Plan for Washington County: 2035) and Wisconsin Department of Administration, 2008.

## Households

The number of households in the Town of Jackson is projected to increase by about 23 per year; the number of households in the Village of Jackson is projected to increase by about 73 per year.

<b>Exhibit 1.11 – Total Households in 2000 and Households Projected to 2035</b>		
<b>Year</b>	<b>Town of Jackson</b>	<b>Village of Jackson</b>
2000	1,201	1,949
2035	1,892	4,152

Source: Southeastern Wisconsin Regional Planning Commission (Table II-25 in *A Multi-Jurisdictional Plan for Washington County: 2035*) and U.S. Census.

## Employment

The Wisconsin Department of Workforce Development created the *WOW Wisconsin Workforce Development Area Profile, 2004-2014*, a projection for industries, occupations, and the labor force. These projections are for the total number of non-farm jobs.

### Exhibit 1.12

**Industry Projections for the Milwaukee and WOW Wisconsin Workforce Development Areas, 2004-2014**  
(Milwaukee, Ozaukee, Washington, and Waukesha Counties)

NAICS	Industry Title	2004 Estimated Employment	2014 Projected Employment	2004-2014 Employment Change	2004-2014 Percentage Change
	Total Non-Farm Employment	824,170	934,470	110,300	13.4%
1133, 21, 23	Construction/Mining/Natural Resources	33,720	39,960	6,240	18.5%
31-33	Manufacturing	135,940	134,210	-1,730	-1.3%
332	Fabricated Metal Products	23,130	23,730	600	2.6%
333	Machinery Mfg	22,100	20,240	-1,860	-8.4%
335	Electrical Equipment, Appliance, and Component Mfg	12,860	11,330	-1,530	-11.9%
42, 44-45	Trade	122,210	133,480	11,270	9.2%
445	Food and Beverage Stores	16,430	17,120	690	4.2%
48-49, 22	Transportation and Utilities (Including US Postal)	35,100	39,450	4,350	12.4%
52-53	Financial Activities	57,150	64,520	7,370	12.9%
61-62	Education and Health Services (Including State and Local Gov Educ and Hosp)	164,390	203,810	39,420	24.0%
621	Ambulatory Health Care Services	31,750	43,390	11,640	36.7%
622	Hospitals (Including State and Local Government)	34,080	41,810	7,730	22.7%
71-72	Leisure and Hospitality	66,000	76,030	10,030	15.2%
51, 54-56, 81	Information/Prof Services/Other Services	169,860	201,570	31,710	18.7%
	Government (Excluding US Postal, State and Local Educ and Hosp)	39,790	41,430	1,640	4.1%

**Notes:**

1. Employment is a count of jobs rather than people, and includes all part- and full-time nonfarm jobs. Employment is rounded to the nearest ten. Numbers may not add due to rounding.
2. Employment does not include self-employed, unpaid family, or railroad workers.
3. An estimate of non-covered employment is included in NAICS 8131(Religious Organizations), but not in any other industries.
4. Government includes tribal owned operations, which are part of Local Government employment.

Information derived using 2004 CES (3/05 Benchmark) and 2004 QCEW data.

To the extent possible, the projections take into account anticipated changes in Wisconsin's economy between 2004 and 2014. It is important to note that unanticipated events may affect the accuracy of the projections.

**Source:** Office of Economic Advisors, Wisconsin Department of Workforce Development, August 2006

According to the profile, overall employment is projected to grow over 13% between 2004 and 2014. The Education and Health Services sector is projected to show the largest numeric employment growth adding 39,420 jobs, over one-third of the total employment growth. Information/Professional Services/Other Services is currently the largest industry sector in the region and will remain near the top in 2014. Occupations remaining in manufacturing are expected to continue to move away from general labor positions to more semi-skilled and skilled operator and technician jobs. This is due primarily to production processes that are more efficient and the availability of new technologies.



## **CHAPTER 2 – HOUSING**

---

### **INTRODUCTION**

Housing is sometimes taken for granted by community planners. This is unfortunate, because quality housing is not only a basic human need, it attracts and retains workers, drives population growth, forms a major part of a community's image, and provides stability in a community. On an individual level, a home is usually the largest expenditure most residents make in their lifetimes. This chapter will discuss the status of housing in the Town of Jackson, identify priority issues, and recommend possible ways to address those issues.

#### **66.1001(2)(b)**

*Housing element.* A compilation of objectives, policies, goals, maps and programs of the local governmental unit to provide an adequate housing supply that meets existing and forecasted housing demand in the local governmental unit. The element shall assess the age, structural, value and occupancy characteristics of the local governmental unit's housing stock. The element shall also identify specific policies and programs that promote the development of housing for residents of the local governmental unit and provide a range of housing choices that meet the needs of persons of all income levels and of all age groups and persons with special needs, policies and programs that promote the availability of land for the development or redevelopment of low-income and moderate-income housing, and policies and programs to maintain or rehabilitate the local governmental unit's existing housing stock.

### **CHAPTER SUMMARY**

The Town of Jackson's population has grown substantially but not as fast as some neighboring towns and Washington County as a whole. Since 1998, the Town has averaged about 32 new homes per year. Residents have indicated a strong preference for the single-family homes that make up the majority of the housing stock in the Town.

A little over one-third of the houses in the Town were built prior to 1960, and 86% of all housing in the Town in 2006 was rated as "Fair or Average" using an assessment rating system. Although housing values were healthy in the Town, homes were somewhat older and not as highly rated as in other rural communities in the area. While age and condition might present maintenance issues in the future, it also seems to have made the Town's housing more affordable than most other communities in the County.

The Town of Jackson loses many of its younger residents when they enter their 20s, but becomes attractive again for people in their 30s with young families. Although the Town lacks independent and assisted care options for elderly residents, the Town has not yet seen a major exodus of older residents.

The Town saw a large number of subdivisions platted in the early 2000s due to water and sanitary sewer being made available from the Village of Jackson through the Jackson Water and Sewer utilities as a result of the joint revenue sharing and cooperative boundary agreement signed in 1999 and amended in 2005 and 2008. Home construction has since slowed due to the downturn in the housing market. There is now a surplus of about 230 vacant lots. If future population growth is absorbed by existing residential developments, local officials should be able to minimize the number of new land divisions within the agricultural and natural areas of the Town.

## **POPULATION CHARACTERISTICS**

### **Historical Population Levels**

According to Exhibit 1.4 in the previous chapter, the Town of Jackson and all of the nearby towns that also border cities or villages have shown population increases even though households have been annexed during the period. Growth rates have been slower than towns to the south in neighboring Waukesha County (e.g., Town of Merton: 31.5%) but faster than towns to the north in Sheboygan County (e.g., Town of Scott: 11.4%).

### **Population Trends**

Based on historical trends, SEWRPC projects the Town of Jackson's population to increase at an annual rate of 1.0% and the Village to increase at an annual rate of 2.2% during 2005-2035. However, this does not necessarily mean the Town or the Village will continue to add the same number of new housing units that they have in the past to meet the demand from newcomers. As Exhibits 1.6 and 1.7 show, both the Town and the Village have a growing number of older residents. Eventually, elderly residents with fixed incomes and needs for specialized services and subsidized housing might begin moving to larger communities better able to meet their needs. If this occurs, existing housing will become available for newcomers, which might lessen the demand for new housing construction. The Village is experiencing greater numbers of older residents in town homes and condominiums, which support this proposition.

On the other hand, large metropolitan areas tend to grow outward over time, spilling over into neighboring counties. As indicated by the 1940 and 1970 maps of Figure 2.2, in southeastern Wisconsin the Milwaukee metro population first spread primarily into Waukesha and Racine Counties, and to a lesser extent, southern Ozaukee and Washington Counties. As the metro counties drew closer to capacity in 2000, spillover became more pronounced in all of the counties but especially in Ozaukee, Washington, and Kenosha. Will this trend continue over the next 30 years? Or will Dodge, Jefferson, and Walworth Counties begin to take more of the growth? The proximity to jobs in the Madison and Chicago corridors might favor the latter three counties, but slightly less expensive land values, lower traffic volumes, and crime rates could tilt the spillover toward Ozaukee and Washington. Aggressive growth or preservation policies by local governments will also likely have an effect as developers often choose to build where approvals are easier to obtain.

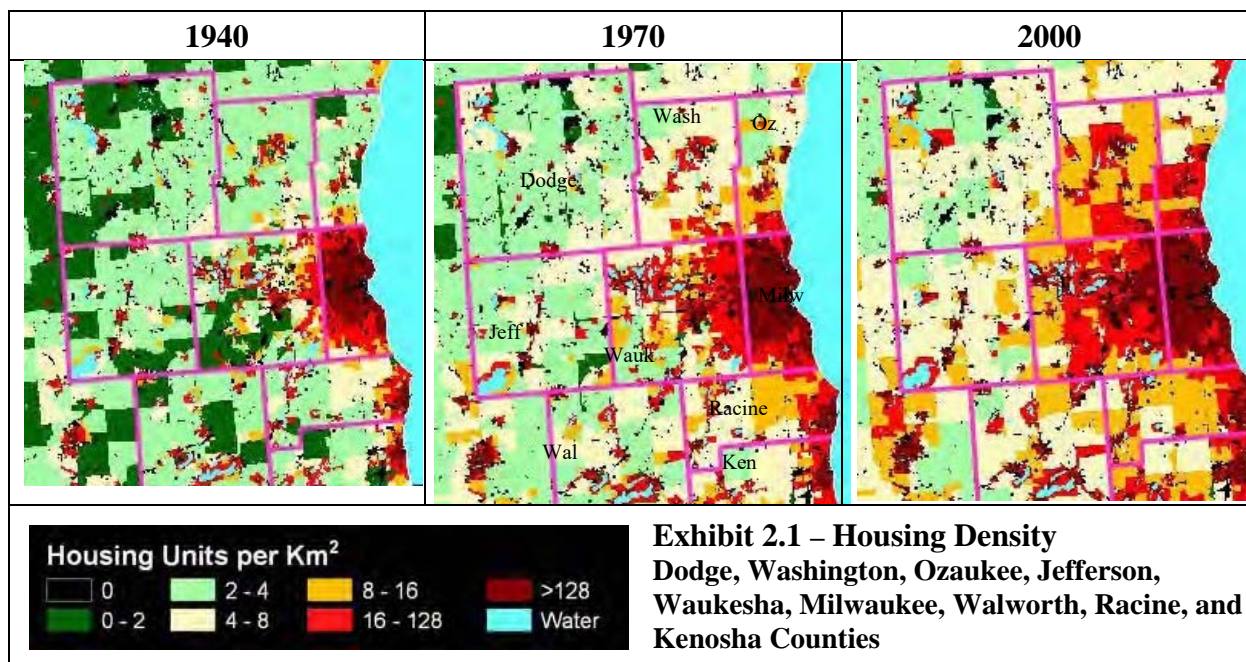
### **Seasonal Population**

In 2000, the Town had 5 seasonal housing units, creating an estimated seasonal population of about 15 persons, which was approximately 0.4% of the Town's population. Given this low number, seasonal population is not expected to be an issue during the planning period.

## **HOUSING INVENTORY**

The type of housing needed in a community is indicated by the ages, incomes, and family sizes of current residents and those wishing to move to the community. The quality of housing also changes over time, creating needs for rehabilitation and/or demolition of older homes.

Maintaining an adequate housing stock is the result of recognizing the needs and desires of residents and meeting those needs, including the elderly and young families whose income is often limited.



Source: R. B. Hammer and V. C. Radeloff, University of Wisconsin-Madison. Partial Block Group resolution.

### Housing Units, Occupancy, and Tenure

The Town of Jackson's ownership-to-rental ratio could be considered "normal," in that it was very similar to other nearby towns (see Exhibit 2.2). The Town had a slightly lower vacancy rate than other towns in the year 2000.

Vacancy rates are the result of homes in the process of transferring ownership. As such, any data is merely a snapshot in time that could be dramatically different in just a few months.

Exhibit 2.2 – Housing Occupancy and Tenure										
	Town 1990		Town 2000		Towns of Polk, Hartford, & Trenton 2000	Village 1990		Village 2000		Washington County 2000
Units	No.	Pct.	No.	Pct.	Pct.	No.	Pct.	No.	Pct.	Pct.
<b>Occupied</b>	995	98.3%	1,201	97.6%	96.4%	953	97.2%	1,865	96.9%	95.7%
<b>Owner</b>	885	87.5%	1,094	91.1%	91.6%	621	63.3%	1,346	69.9%	76.0%
<b>Renter</b>	110	10.9%	107	8.9%	8.4%	332	33.8%	519	27.0%	24.0%
<b>Vacant</b>	17	1.7%	29	2.4%	3.6%	28	2.9%	60	3.1%	4.3%
<b>All Units</b>	1,012		1,230			981		1,925		

Source: U.S. Census Bureau

### Housing Types - Units in Structure

At 93.0%, the level of single-family detached units in the Town of Jackson was much higher than the percentage for the County overall. Exhibit 2.3 on the next page shows little mix of housing types, but this is not unusual for a rural community, as can be seen from the comparison to other towns. Question #13 on the 2006 Town of Jackson Community Survey indicated that 86% of respondents supported single-family housing as a type of growth, if any, in the future. Only 18% supported duplexes, 2% supported multi-family rental apartments, and 25% supported condominiums.

<b>Exhibit 2.3 – Total Units in Structure</b>						
	<b>Town of Jackson 2000</b>		<b>Towns of Hartford, Polk, Trenton 2000</b>	<b>Village of Jackson 2000</b>		<b>Washington County 2000</b>
<b>Structure</b>	<b>Units</b>	<b>Percent</b>	<b>Percent</b>	<b>Units</b>	<b>Percent</b>	<b>Percent</b>
1 unit, detached	1,189	93.0%	92.9%	1,327	48.8%	67.6%
1 unit, attached	44	3.4%	2.0%	-	-	6.9%
2 unit	33	2.6%	2.2%	293	10.8%	5.6%
3 or 4 unit	-	-	0.9%	122	4.5%	3.5%
5 to 9 unit	-	-	0.2%	342	12.5%	6.5%
10 to 19 unit	-	-	-	169	6.2%	3.5%
20 or more unit	-	-	-	131	4.8%	4.5%
Mobile home	13	1.0%	1.5%	337	12.4%	1.9%
<b>Totals</b>	<b>1,279</b>			<b>2,721</b>		

Source: U.S. Census Bureau (a “-” represents 0 or rounds to 0). Based on U.S. Census data compiled from the long form, which was sent to a random sample of residents. Because of this, the number of units for each structure type are estimates.)

### **Age of Housing**

<b>Exhibit 2.4 – Year Structure Built</b>				
<b>Year Structure Built</b>	<b>Number of Units Town of Jackson</b>	<b>Percentage of Town of Jackson Housing</b>	<b>Number of Units Village of Jackson</b>	<b>Percentage of Village of Jackson Housing</b>
4/2000 to 2006	232	15.4%	771	28.6%
1990 to 3/2000	168	11.1%	1,045	38.8%
1980 to 1989	128	8.5%	360	13.4%
1970 to 1979	300	19.9%	293	10.9%
1960 to 1969	239	15.8%	60	2.2%
1940 to 1959	98	6.5%	73	2.7%
1939 or earlier	346	22.9%	94	3.4%
<b>TOTALS</b>	<b>1,511</b>	<b>100%</b>	<b>2,696</b>	<b>100%</b>

Source: U.S. Census Bureau and actual Building Permit Data from the Town and Village of Jackson .

As indicated by Exhibit 2.4, 346 of the Town of Jackson’s housing units were built before 1940.

Older homes often provide affordable housing choices for residents. By the end of the planning period in 2035, if not before, some of these older homes will likely need rehabilitation.

### **Condition of Housing Stock**

Exhibit 2.5 on the next page shows the Condition-Desirability-Utility (CDU) rating assigned by the Town Assessor for various structures in the Town of Jackson. The Town’s ratings in the “Poor, Very Poor, or Unusable” and the “Very Good or Excellent” categories were similar to the ratings for Washington County overall and are not a cause for further analysis. The housing in Washington County rated “Good,” however, was 31%, which is substantially higher than the Town, which has much more of its housing rated in the “Fair or Average” category. Continued maintenance in the future will be important in keeping the Town’s housing stock from declining into less than satisfactory condition.

Condition	Exhibit 2.5 – Housing Conditions by Type Town of Jackson						Total	
	Single-Family		Two-Family		Other*			
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Poor, Very Poor, or Unusable	12	0.9%	0	0%	0	0%	12	0.9%
Fair or Average	1,144	86.1%	33	76.7%	22	100%	1,199	86.1%
Good	139	10.5%	9	20.9%	0	0%	148	10.6%
Very Good or Excellent	33	2.5%	1	2.3%	0	0%	34	2.4%

Source: Grotta Appraisals, 2006. (\*Other includes apartments, condominiums, etc.)

### **Housing Values**

Besides the *age* and *condition* of the housing stock, *supply* (covered later in this chapter) and *cost* (covered here) determine the overall availability of local housing. According to the 2000 U.S. Census, the median value of an owner-occupied home in the Town of Jackson was \$166,900, and the median value of an owner occupied home in the Village of Jackson was \$146,100, compared to a median value in Washington County of \$155,000 (Exhibit 2.7). Town of Jackson housing values rose 83% during the decade, although they did not rise quite as fast as in most other areas. Meanwhile, household incomes in the Town rose only 32% during the same period.

Exhibit 2.7 – Median Home Values			
Geographic Area	1990 Median Home Value	2000 Median Home Value	Percent Change
Town of Jackson	\$91,100	\$166,900	83%
Town of Hartford	\$85,800	\$168,200	96%
Town of Polk	\$100,800	\$216,900	115%
Town of Trenton	\$84,600	\$152,000	80%
Village of Jackson	\$74,600	\$146,100	96%
Washington County	\$83,900	\$155,000	85%

Source: U.S. Census Bureau

### **Housing Costs - Rent and Mortgage**

Affordable housing is *not* the same as low-income housing. According to HUD, housing affordability is defined as paying no more than 30% of household income for housing (including utilities). According to the 2000 U.S. Census, 21.0% of specified Town of Jackson homeowners paid more than the recommended maximum for owner costs — almost identical to the 21.8% average for all towns within Washington County. (Statewide, the figure was 17.8%, while nationally it was 21.8%.) Renting was also relatively more affordable in the Town of Jackson, with only 12.2% of renters paying more than the recommended 30% maximum of their income for monthly rent costs. This compared favorably to other towns in the County where, on average, 25.2% of renters exceeded the maximum.

### **Historic and Projected Household Size**

As shown in Exhibit 2.8, average household sizes have been decreasing and are projected by the WisDOA to continue a steady decline.

<b>Exhibit 2.8 – Historic and Projected Household Sizes</b>				
<b>Geographic Area</b>	<b>1990</b>	<b>2000</b>	<b>2010</b>	<b>2035</b>
Town of Jackson	3.19	2.93	2.82	2.59
Town of Polk	3.12	2.91	2.81	2.63
Village of Jackson	2.61	2.53	2.45	2.36
Washington County	2.89	2.68	2.59	2.54

*Source: Southeastern Wisconsin Regional Planning Commission (Table II-25 in A Multi-Jurisdictional Plan for Washington County: 2035) and Wisconsin Department of Administration, 2008.*

### **Housing Development Environment**

The Town of Jackson has a desire to maintain its rural character. There may, however, be a need for some new housing in order to replace dilapidated housing stock, if any, and maintain an adequate supply of housing for the rate of growth this Plan is anticipating.

Using recent real estate data and field checks, an analysis was done to determine the status of recently developed lots in the Town. Appendix 2A shows that in nearly every subdivision vacant lots outnumber lots that have been built upon. The rural single-family housing boom that lasted from the mid-1990s until the early part of the 2000s has slowed dramatically, leaving approximately 230 vacant lots in the Town of Jackson as of June 1, 2007. While many area real estate analysts expect the downturn to reverse itself in the near future, others see the decline as more long term, the result of “Baby Boomers” transitioning to condominiums or other options closer to healthcare and public services.

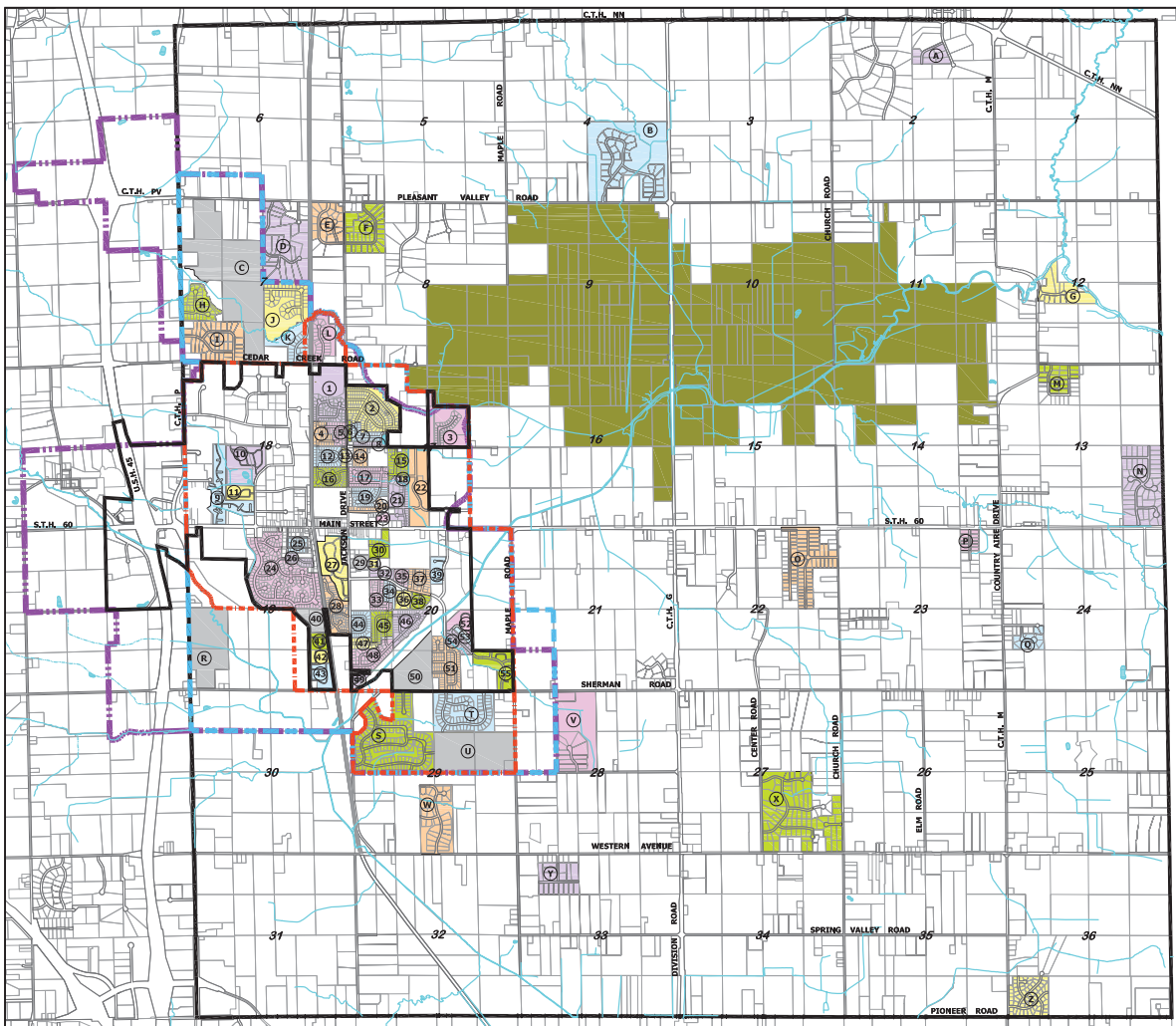
### **Housing Permits**

New residential construction in the Town and the Village of Jackson remained consistently in the double digits for the first part of the decade, but newer data, when available, is expected to reflect the 2008 downturn in the economy.

Significant numbers of homeowners have also been remodeling or adding onto their homes. This is a positive trend, especially given the relatively older housing stock in the Town.

<b>Exhibit 2.9 – Total Housing Permits Issued</b>				
<b>Year</b>	<b>New Construction</b>		<b>Remodeling or Addition</b>	
	<b>Town</b>	<b>Village</b>	<b>Town</b>	<b>Village</b>
2001	16	100	*	51
2002	18	85	13	63
2003	65	97	*	74
2004	47	86	*	74
2005	48	78	15	68
2006	38	219	24	47

*Source: Town of Jackson and Village of Jackson Building Inspectors. Remodeling or Addition does not include out-buildings, garages, pools, decks, or upgrades to electrical wiring, heating, air conditioning, roofing, siding, etc. (\* data not provided)*



## VILLAGE\*

- |                                     |  |
|-------------------------------------|--|
| 1 LAUREL SPRINGS (2/52)†            | 29 CRANBERRY CREEK - PHASE 5                 |
| 2 HIGHLAND CREEK FARMS - 4 (9/139)† | 30 PINEHURST ADD. #3                         |
| 3 ENGLISH OAKS (0/32)†              | 31 PINEHURST ADD. #2                         |
| 4 WESTFIELD II                      | 32 PINEHURST ADD. #1                         |
| 5 WESTFIELD                         | 33 PINEHURST ADD. #8                         |
| 6 HIGHLAND CREEK FARMS              | 34 PINEHURST ADD. #7                         |
| 7 HIGHLAND CREEK FARMS - 3          | 35 PINEHURST ADD. #4                         |
| 8 HIGHLAND CREEK FARMS - 2          | 36 PINEHURST ADD. #6                         |
| 9 GREEN VALLEY PHASE I              | 37 PINEHURST                                 |
| 10 GREEN VALLEY PHASE II            | 38 PINEHURST ADD. #5                         |
| 11 GREEN VALLEY PHASE III           | 39 PHEASANT RUN CONDOS                       |
| 12 PARKSIDE ADD. #2                 | 40 SHERMAN MEADOWS                           |
| 13 PARKSIDE ADD. #1                 | 41 COBBLESTONE TRAILS (16/32)†               |
| 14 HIGHLAND VIEW                    | 42 THE CROSSINGS AT SHERMAN MEADOWS (12/32)† |
| 15 JACKSON HIGHLANDS                | 43 TWIN BRIDGES                              |
| 16 PARKSIDE                         | 44 RIVERS BLUFF - ADD. #3                    |
| 17 WILLOW RIDGE                     | 45 RIVERS BLUFF                              |
| 18 HIGHLAND MEADOWS ADD. #1         | 46 DALLMANN VILLAGE                          |
| 19 STONEFIELD                       | 47 RIVERS BLUFF - ADD. #1                    |
| 20 JACKSON PARK                     | 48 RIVERS BLUFF - ADD. #2                    |
| 21 HIGHLAND MEADOWS                 | 49 CEDAR CREEK CONDOS                        |
| 22 STONEWALL RIDGE                  | 50 DALLMANN VILLAGE - PHASE 2                |
| 23 PARK COURT CONDOS                | 51 CEDAR RUN                                 |
| 24 GLEN BROOKE OF JACKSON           | 52 CEDAR RUN CONDOS                          |
| 25 FIRST ADDITION                   | 53 LEIGH DIVISION OF CEDAR RUN NORTH         |
| 26 MEADOWVIEW                       | 54 CEDAR RUN NORTH                           |
| 27 CRANBERRY CREEK CONDOMINIUM      | 55 SHERMAN CREEK                             |
| 28 CRANBERRY CREEK (23/67)†         |  |

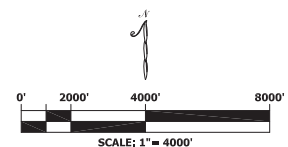
## TOWN\*

- |                                       |                                  |
|---------------------------------------|----------------------------------|
| A CATHEDRAL HEIGHTS                   | N STRAWBERRY GLEN (2/46)†        |
| B STONEY CREEK (19/28)†               | O FORREST HILLS                  |
| C VALLEYWOOD II & III                 | P COUNTRY VIEW                   |
| D PLEASANT HOLLOW ESTATES             | Q TESSLA RUN (0/10)†             |
| E HONEYWOOD                           | R MORNING MEADOWS                |
| F MAGNA VISTA                         | S TWIN CREEKS (81/118)†          |
| G CRESTHILL                           | T SHERMAN PARK (4/55)†           |
| H VALLEYWOOD (10/29)†                 | U PALOROMA FARMS                 |
| I HERMITAGE                           | V PRAIRIE MEADOW ESTATES (2/12)† |
| J APPELLATION RIDGE - PHASE 2 (9/45)† | W CROSSWIND FARMS (11/26)†       |
| K APPELLATION RIDGE - PHASE 1 (8/19)† | X EL CAMINO ESTATES              |
| L WEINAND'S HIDDEN CREEK              | Y MOCKINGBIRD HILL               |
| M HIGHVIEW ESTATES                    | Z COUNTRY AIRE ESTATES           |

\*NOTE: GREY SHADING INDICATES DEVELOPMENT HAS NOT BEGUN

† (HOUSES, OR UNITS, BUILT/TOTAL IN SUBDIVISION)

- |  |   |
|--|---|
|  | VILLAGE/TOWN LIMITS                                   |
|  | 2015 - MAXIMUM VILLAGE LIMITS WITHIN JACKSON TOWNSHIP |
|  | 2030 - MAXIMUM VILLAGE LIMITS WITHIN JACKSON TOWNSHIP |
|  | SANITARY SEWER SERVICE AREA                           |
|  | JACKSON MARSH   |



## EXHIBIT 2.10

## LOCATIONS OF SUBDIVISIONS

SOURCE: VILLAGE OF JACKSON, TOWN OF JACKSON, AND WASHINGTON COUNTY

7/1/2009



## **Projected Housing Units**

Housing unit forecasts for a particular community are subject to a large variety of factors, including highway expansions, plant relocations, economic conditions, and the attractiveness of surrounding communities, over which the Village and Town of Jackson have little or no control.

According to WisDOA, the projected number of households for the Town of Jackson by the year 2035 is 1,892. As of the end of 2006, according to the U.S. Census and Town of Jackson building permit data, there were 1,511 total housing units in the Town. This means that between 2007 and 2035 the Town will require approximately 381 new housing units. Since there were already about 230 vacant housing lots available as of 2007, the number of additional lots needed would be 151. This calculates to about 5 per year.

## **Housing for the Elderly**

Due to the increase in numbers of aging citizens in the U.S. population, which is slated to continue until dropping off around 2040, many communities have begun to explore how they will meet the housing needs of this group. Options for relatively healthy older citizens currently include, 1) continued independent living in single-family homes, if transportation and other needs are met, 2) independent living in condos or apartments designed and designated for seniors, 3) Subsidized Rental Housing Projects, 4) Independent Senior Living Units, and 5) Retirement Communities.

1. Many older citizens still live satisfactorily in the single-family homes they have lived in for the past several decades. Mortgages on these homes are often paid off. Seniors are typically comfortable in these homes and not eager to leave, even when health problems begin. These homes are generally well cared for, but in some cases, due to lack of mobility or the loss of a spouse, maintenance can become neglected. As long as property taxes do not become overly burdensome and sufficient transportation options and public services remain available, some senior citizens can live in their homes into their eighties and beyond.
2. Condominiums, townhouses, and apartments have become increasingly attractive options for older citizens. Typically, such housing is smaller and easier to maintain than a single-family house, and when properly sited near bus lines and other amenities, they are more convenient for older lifestyles. According to the 2006 Town of Jackson Comprehensive Planning Community Survey, however, there was little support among Town residents, even among older persons, for this type of housing within the Town.
3. Subsidized Rental Housing Projects in Washington County, according to the Wisconsin Housing and Economic Development Authority (WHEDA) in 2007, include at least eight facilities totaling 222 units designated for the elderly. The closest to the Town of Jackson are Washington/Becker Manor in Germantown, Scenic View Manor in Slinger, and Jackson Bay Apartments in the Village of Jackson. Due to the rural nature of the Town of Jackson and the lack of public utilities, it is unlikely that such facilities will be encouraged within the Town.
4. Independent Senior Living Units are typically multi-unit apartment style settings that are designed for independent older adults. Room sizes range from studio/efficiency units to one and two bedroom apartments. Most facilities have a recreation room or common area for social gatherings. There is often a manager available to make referrals, organize events, or assist with independent living. Minimum age limits usually apply in these facilities. Some facilities may also require a resident's annual income to fall below certain guidelines.



According to seniorresourcesonline.com, there were 18 such facilities in Washington County in 2007, including Jackson Bay Apartments and The Lakeshore at Jackson Crossings, and the Legacy in the Village of Jackson.

5. Retirement Communities are generally self-contained campus-like settings with meal programs, social, and recreational activities. The nearest such community to the Town of Jackson is The Gables of Germantown - Himmel Haus. Due to the rural nature of the Town and the lack of public utilities, it is unlikely that such facilities will be encouraged within the Town.

The number of residents over the age of 75 in the Town of Jackson in 2000 was 116. Population projections and demographic trends point to an increase in this number. While the community values these older residents, it is difficult for a rural town to provide adequate facilities and services to meet the specialized needs of the elderly. Consequently, older residents might need to relocate to other nearby communities with more capacity for meeting specialized needs.

### **Housing for People with Disabilities**

Unless a critical need arises within the Town of Jackson, the Town will continue to rely on facilities outside its boundary to provide housing for the disabled. Facilities available as of May 2007 according to IndependenceFirst.org include Germantown Group Home, Germantown; Meadow Creek, Kewaskum; Meadowbrook Manor I, West Bend; Millpond Apartments, Hartford; Scenic View Manor, Slinger; and Washington Heights/Becker Manor, Germantown.

## **ANALYSIS AND DEVELOPMENT OF COMMUNITY POLICIES AND PROGRAMS**

### **Federal, State, and Regional Housing Programs**

Rehabilitating older homes can help provide a more varied and affordable housing stock to meet the needs of different age groups and income levels. Homeowners may need help in the form of special financing or programs to rehabilitate their homes. Businesses and communities can work together to create new programs or take advantage of existing ones that provide free or subsidized financing to support homeowners in maintaining their homes. Resources for such programs include USDA Rural Development and the State of Wisconsin Website at [www.doa.state.wi.us/dhir](http://www.doa.state.wi.us/dhir). Programs include loans and grants, funding for waste/water systems, programs for home improvement, repair and development, and support for economic development. See Appendix 2B for an extensive listing of housing programs.

The Town of Jackson is part of the HOME Consortium, which was created in 1998 to serve the housing needs of Jefferson, Ozaukee, Washington and Waukesha Counties. Its primary objective is to stimulate the creation of affordable housing using federal HOME funding. The Consortium oversees the operation of four programs in the four-county area: a home ownership assistance program, home buyer counseling, home rehabilitation assistance, and affordable housing development. The main purposes of the HOME Consortium are to advance home ownership opportunities with a 0% deferred down payment assistance program, and to maintain the quality of the existing housing stock through low-interest housing rehabilitation loans. Both programs are available to households in the participating counties that earn 80% or less of the area median income. This generally means a household that earns less than \$55,000. For more information about the consortium visit <http://www.homeconsortium.com>.



## **CHAPTER 3 – TRANSPORTATION**

---

### **INTRODUCTION**

The way we live — getting to and from work, moving products to market, visiting friends and relatives, traveling for recreation and vacation — depends upon good transportation infrastructure that includes roadways, transit, trails, and other modes. Because we live in a mobile society, we demand a transportation network that is safe, efficient, and dependable. Considerations of clean air, economic development, congestion management, and transportation control measures, have greatly increased the importance of well-planned transportation facilities and policies.

#### **66.1001(2)(c)**

*Transportation element.* A compilation of objectives, policies, goals, maps and programs to guide the future development of the various modes of transportation, including highways, transit, transportation systems for persons with disabilities, bicycles, electric personal assistive mobility devices walking, railroads, air transportation, trucking and water transportation. The element shall compare the local governmental unit's objectives, policies, goals and programs to state and regional transportation plans. The element shall also identify highways within the local governmental unit by function and incorporate state, regional and other applicable transportation plans, including transportation corridor plans, county highway functional and jurisdictional studies, urban area and rural area transportation plans, airport master plans and rail plans that apply in the local governmental unit.

It is important to keep in mind that the Transportation Element is especially dependent upon other jurisdictions for the overall circulation systems for trucks, cars, bicycles, commuter buses, taxi service, air service, and rail.

### **CHAPTER SUMMARY**

The Town of Jackson currently has approximately 60 miles of town roads, and the Village of Jackson has approximately 26 miles of local streets. These internal transportation systems are complemented by USH 45, STHs 60 and 145, and five county trunk highways providing access to other roads within Washington County, the Region, and the State.

An active rail line that is currently used for shipping freight traverses the Town and the Village. Whether this corridor will continue in this use or be converted to a commuter line or a bicycle facility is still unknown.

As long as traffic levels remain moderate to low, a portion of the Town's existing local road system and several county trunk highways should be able to serve some of the needs of bicyclists and pedestrians. Additional facilities will be considered in the future. The Village relies on a network of sidewalks, paths, and low-traffic residential streets to serve bicyclists and pedestrians.

The recommendations in this plan call for a safe and efficient transportation system for today and into the future. Specific issues that are likely to need attention during the planning period include managing access to arterials, expanding the park and ride, providing transit options for an aging population, and maintaining pavements and bridges. Good communication with state, regional, and county transportation agencies, and a local pavement management system tied to a capital improvement program will be essential.

## **INVENTORY OF TRANSPORTATION FACILITIES**

### **Highways**

A little over four miles of STH 60, a two-lane highway, runs east-west through the center of the Town of Jackson, and just under a half-mile of STH 145, a mostly two-lane highway, runs diagonally through the southwestern corner of the Town. County highways total almost 28 miles in the Town and include CTH P, CTH M, CTH G, CTH T, and CTH NN. (See Exhibit 1.2 for the locations of these highways.)

Washington County maintains both US 45 WisDOT in and STH 60 on contract with the addition to their responsibilities on CTH P as a part of the county trunk system. This includes the maintenance of Main Street (STH 60) through Jackson as well as CTH P through the Village and Town. Additional county trunk highways in the area are also maintained by Washington County.

A roundabout is under construction at the intersection of CTH PV/ CTH P/ Pleasant Valley Road near the Washington County Fair Park. Additional reconstruction is also being planned to accommodate access to the proposed Aurora medical facility, Rosewood Lane, and the Jackson Northwest Business Park.

Washington County is also an important source for the purchase of salt for other jurisdictions including the Village of Jackson for winter road maintenance.

### **Roads/Streets**

There are 59.75 miles of town roads within the Town of Jackson. The Town Land Division Ordinance contains detailed design standards for newly platted streets and intersections. The Town provides basic maintenance for these roads.

### **Washington County Commuter Express (WCCE) Bus System**

The WCCE Bus System runs weekdays and consists of two express commuter routes that operate between four WCCE park and ride lots, including near USH 45 and Paradise Drive; at Washington County Fair Park; in Richfield at the intersection of Pioneer Road and Mayfield Road; and at the Germantown Park and Ride. (A fifth pickup point will be added when the new Jackson Park and Ride lot is completed.) The Downtown Milwaukee Express completes seven trips each weekday morning, transporting riders between Washington County and Wisconsin Avenue in Milwaukee, and seven trips each weekday afternoon/evening in the opposite direction. The Froedtert-Mayfair-Marquette University-University High School-VA Medical Center- Milwaukee Regional Medical Center-Milwaukee Research Park Express completes four trips each weekday morning from Washington County to these destinations, and five trips each weekday afternoon/evening in the opposite direction. WCCE ridership has increased annually since the service began in 2000, when it had 13,701 riders, as compared to 80,143 in 2005.

### **Washington County Shared-Ride Taxi System**

Provided by Washington County, this system is designed to serve any trip made within the County during its operating hours. All areas of the County are served except trips where both the origin and destination are located within the City of West Bend or City of Hartford, since each city has its own taxi service. The County system also operates to and from the Village of Menomonee Falls in Waukesha County. There is a transfer point in the Village of Newburg that allows riders to access the Ozaukee County shared-ride system. Service is provided seven days a week, on the day

requested through an advance reservation system. Ridership increased from 62,991 in 2003 to 70,199 in 2005. One-way fares are distance and age based and range from \$2.00 to \$7.75. Taxi service is available to/from WCCE park-ride locations for \$1, one-way. Specialized services are available for those with disabilities.

### **Medical Related Transportation Services**

Washington County has multiple transportation services to assist County residents by providing transportation to and from medical facilities both within and outside the County. These include American Cancer Society Road to Recovery, American Red Cross - West Bend Chapter, and Life Star Medical Transport.

### **Electric Personal Assistive Mobility Devices (EPAMD)**

As of 2004, there were approximately 160,000 people in the U.S. who used electric powered wheelchairs or scooters. As baby boomers become senior citizens and mobility becomes a concern for this large population, the use of these aids is expected to rise.

Most wheelchairs are designed for use on sidewalks, driveways, and hard, even surfaces. Newer designs for wheelchairs are more similar to scooters than to the traditional design of the wheelchair. The impetus for this new design has been people's desire for more independence and mobility, to the point of being able to mount curbs and travel over rough ground.

Because of safety concerns, some communities have begun regulating EPAMDs by requiring reflectors and a headlamp during non-daylight hours, not allowing them on roads with speed limits higher than 25 mph, or restricting them to sidewalks and bike paths. Regulations in the Village and Town of Jackson have thus far been unnecessary due to the rare use of EPAMDs.

### **Rail Transportation**

Approximately 4.7 miles of Canadian National (CN) Railway track runs north-south through the Town of Jackson. This track is part of a spur that terminates in West Bend and is used solely for transporting freight. While preliminary discussions have occurred among parties interested in the possibility of passenger service returning to the line, the corridor studies needed prior to obtaining critical federal funding could take as long as 10 years.

There are five road-and-rail crossings in the Town. One of these crossings, at CTH NN, is controlled by a flashing signal; the other four crossings require vehicles to stop before proceeding. Visibility is adequate in both directions at all of the crossings.

In addition, long range planning indicates this rail system is a probable high speed rail corridor from Milwaukee to Green Bay.

### **Air Service**

#### **Regional**

At the regional level, the primary commercial-passenger and air freight service for residents of the Town of Jackson is provided by General Mitchell International Airport located south of the City of Milwaukee. General Mitchell is a medium-hub airport owned and operated by Milwaukee County. Mitchell's 13 airlines offer roughly 235 daily departures (plus 240 daily arrivals).

Approximately 90 cities are served nonstop or direct from Mitchell International. This service is considered adequate to meet the air travel needs of most Town residents.

### **Local**

Chartered air service and air freight services are located at two publicly-owned airports within a few miles of the Town of Jackson.

The **Hartford Municipal Airport**, classified as a general utility airport, serves small general aviation single and twin-engine aircraft with a 3,000-foot lighted asphalt runway and a 2,250-foot grass runway. The airport supports about 110 aircraft with 65 active hangars and 25 to 30 vacant hangars. In 2006, the City of Hartford approved a new airport master plan. In 2007, the Bureau of Aeronautics approved a plan for the City to extend the 3,000-foot runway to 3,700 feet in 2010. In 2012, the City plans to build a new terminal building at the airport. As a long-term recommendation, the City may consider expanding the runway to 5,000 feet.

The **West Bend Municipal Airport**, classified as a transport/corporate airport, serves single and twin-engine aircraft and corporate jets. The airport is also classified as a General Aviation Reliever Airport, and provides an alternative to General Mitchell International Airport. The West Bend airport contains a 3,900-foot asphalt runway and a 4,500-foot lighted asphalt runway. The airport supports about 115 aircraft. Since the late 1970s, both the Regional Airport System Plan and the City of West Bend long range plan for the airport have included a runway expansion project so the airport can better accommodate business and corporate air travel. Because the airport does not currently meet Federal Aviation Administration (FAA) safety design standards, the City is planning to extend the 3,900-foot runway by 1,600 feet to the northeast to reach 5,500 feet, widen the runway to 100 feet, and develop 1,000-foot run-over areas on both ends of the expanded runway within the next five years. Other recommendations include a new precision instrument approach system. Airport expansion is contingent on the recommendations of an environmental impact study, which was underway when this chapter was prepared in early 2008.

Private **heliports** are located at St. Joseph's Community Hospital, Hartford Hospital, and the West Bend Airport.

### **Waterborne Transportation**

There are no commercial port, harbor, or marina facilities located within the Jackson area. However, due to its location relative to Lake Michigan, the marina and harbor facilities located within a moderate driving distance are considered adequate for residents' needs.

### **Bike & Pedestrian**

#### **Bicycle Facilities**

Bicycle facilities include "bike paths" (physically separated from motorized vehicles); "bike lanes" (portions of roadways that are designated by striping, signing, and pavement markings for the exclusive or preferential use of bicycles); and "shared roadways" (roadways that do not have designated bicycle lanes, but may be legally used for bicycle travel). Generally, all streets and highways except freeways may be used by bicyclists. A "bike route" is a bikeway designated with directional and information markers, and may consist of a combination of bike paths, bike lanes, and shared roadways.

The Southeastern Wisconsin Regional Planning Commission (SEWRPC) has designated Sherman Road as a regional bike path. The Village and the Town have honored this designation and have included plans for additional multi-use paths beyond those constructed paths that will link with paths being planned for and constructed in the future.

### **Pedestrian**

There are no sidewalks or trails for pedestrians in the Town of Jackson. The Town Land Division Ordinance gives the Town Board the authority to require sidewalks on both sides of all streets within new subdivisions, but the Board is under no obligation to exercise this authority.

## **EVALUATION OF CURRENT INTERNAL TRAFFIC CIRCULATION SYSTEM**

### **Functional Class**

Roads may be categorized as arterial, collector, and local, which are determined by the function the road serves in relation to traffic patterns, land use, land access needs, and traffic volumes.

### **Arterial Roads**

The function of an arterial road is to move traffic over medium to long distances, often between regions as well as between economic centers, quickly, safely, and efficiently. To improve safety and to enhance efficiency, land access from arterial roads should be limited to the greatest extent possible. Washington County has further divided the arterial category into state, county, and local arterials (see Exhibit 3.2).

### **Collector Roads**

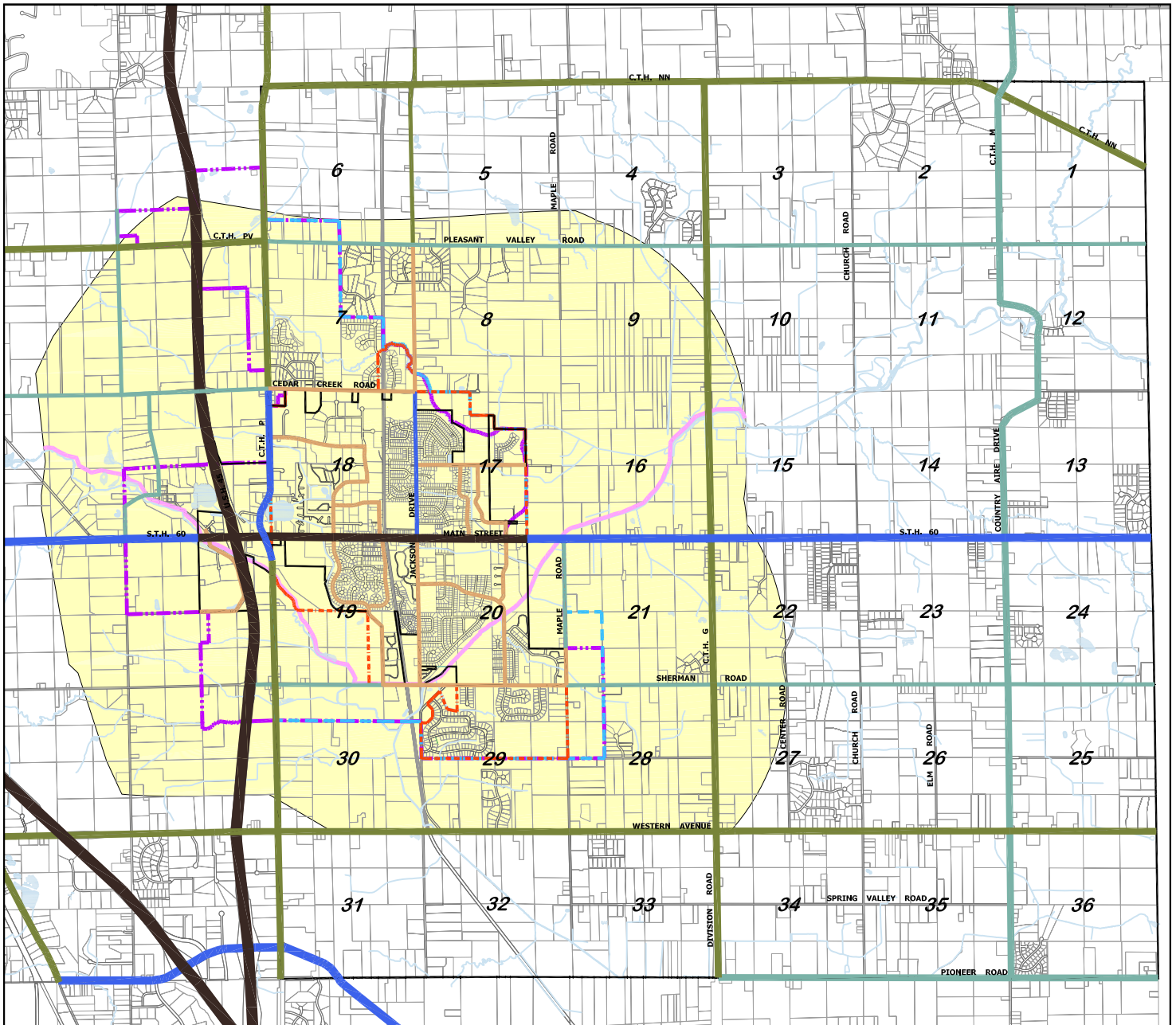
Roads classified as collectors primarily provide general area-to-area routes for low to moderate volumes of local traffic at moderate speeds. Collector roads take traffic from the local roads (and the land-based activities adjacent to the local roads) and provide relatively efficient routes to farm markets, agricultural service centers, and larger urban areas. As small and medium agricultural uses have declined, and the number of rural single-family residences have increased in the Town, collector roads continue to serve the same function but with different trip purposes.

### **Local Roads**

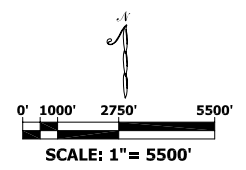
The primary and most important function of local roads is to provide direct access to the lands adjacent to the road. Local roads are constructed to serve individual parcels of land and properties. Local roads should be designed to move traffic from an individual lot (e.g., a person's home, cottage, or farm) to collector roads that in turn serve areas of business, commerce, and employment. Local roads should not be designed or located in such a manner that they would or might be used by through traffic.

### **Traffic Counts**

An analysis of past and present traffic volumes is beneficial in determining the traffic conditions in a community. Traffic volumes are usually presented as an Annual Average Daily Traffic (AADT) figure and are calculated for a particular intersection or stretch of roadway. The Wisconsin Department of Transportation (WisDOT) provides counts for a community once every three years.



- |  |                                  |  |  |
|--|----------------------------------|--|--|
|  | <b>MAJOR ARTERIAL</b>            |  | <b>VILLAGE OF JACKSON EXTRATERRITORIAL JURISDICTION</b>      |
|  | <b>MINOR ARTERIAL</b>            |  | <b>VILLAGE OF JACKSON SANITARY SERVICE AREA</b>              |
|  | <b>RURAL MAJOR COLLECTOR</b>     |  | <b>2015 - MAXIMUM VILLAGE LIMITS WITHIN JACKSON TOWNSHIP</b> |
|  | <b>RURAL MINOR COLLECTOR</b>     |  | <b>2030 - MAXIMUM VILLAGE LIMITS WITHIN JACKSON TOWNSHIP</b> |
|  | <b>URBAN COLLECTOR</b>           |  | <b>VILLAGE/TOWN LIMITS</b>                                   |
|  | <b>PROPOSED OFF-STREET TRAIL</b> |  |  |



## EXHIBIT 3.2

# FUNCTIONAL ROAD CLASSIFICATIONS



<b>Exhibit 3.3 – Annual Average Daily Traffic, Town of Jackson, for 2001 and 2004</b>				
<b>Highway Vehicle Counter Location</b>	<b>2001</b>	<b>2004</b>	<b>Change</b>	<b>Percent Change</b>
<b>STH 60</b>				
east of CTH M	6,900	7,600	+700	+10%
west of CTH M	7,400	8,800	+1,400	+19%
<b>CTH P</b>				
north of Village of Jackson	5,800	7,500	+1,700	+29%
south of Village of Jackson	2,600	3,000	+400	+15%
<b>CTH NN</b>				
east of CTH G	3,300	4,800	<b>+1,500</b>	<b>+46%</b>
west of CTH G	4,400	5,600	+1,200	+27%
<b>CTH M</b>				
north of STH 60	550	920	+370	<b>+67%</b>
south of STH 60	810	1,000	+190	+24%
<b>CTH G</b>				
north of STH 60	1,100	1,300	+200	+18%
south of STH 60	2,500	2,900	+400	+16%
<b>CTH T</b>	1,200	1,500	+300	+25%

Source: Wisconsin Department of Transportation, Wisconsin Highway Traffic Volume Data

While the recorded annual average daily traffic numbers in Exhibit 3.3 show substantial increases, it is unlikely that any roads or road segments located with the Town are near road design capacity. As determined by the Peak Hourly Traffic (PHT), the capacity peak *per hour* on two-lane, two-way highways is 2,000 vehicles in both lanes.\* The highest number of vehicles on any road within the Town was only 8,800 *per day*.

\*Source: Highway Capacity Manual, Highway Research Board of the Division of Engineering and Industrial Research, 1985.

### **Traffic Crashes**

Vehicle crash reports filed with the Washington County Sheriff's Department and also with WisDOT are excellent indicators of problems with road alignments, roadway construction, and geometric design of a road. Alterations in road geometry, enlargement of intersection turning radii, sign placement, sight lines, speed changes, and access limits are just a few of the physical alterations and adjustments that can be made to make a specific intersection or stretch of roadway safer.

<b>Exhibit 3.4 – Vehicle Crashes, Town of Jackson</b>				
<b>Year</b>	<b>Town Road</b>	<b>County Highway</b>	<b>State Highway</b>	<b>Total Crashes</b>
2004	15	46	16	77
2005	35	35	15	85
2006	22	32	18	72
2007	25	30	24	79
<b>Total</b>	<b>97</b>	<b>143</b>	<b>73</b>	<b>313</b>

Source: Wisconsin Department of Transportation, 2008

For the period between January 1, 2004 and December 31, 2007, 36% of crashes resulted in injuries to the vehicles occupants. During the same period, 33% of crashes occurred at intersections, while 67% occurred at non-intersections. Single vehicle, non-intersection crashes typically include deer/vehicle crashes, vehicles leaving the road and hitting fixed objects such as a sign post, utility pole, culvert, or sliding into a ditch. Multi-vehicle, non-intersection crashes typically result from a vehicle traveling on the roadway and striking another vehicle that is stopped or slowing, entering or exiting the roadway at a private property access. Intersection accidents are typically characterized by angle crashes, rear-end accidents, and head-on crashes within the immediate area of a particular intersection. Intersection accidents often may be indicators of a problem with the sight triangle at the intersection (visibility), location of and visibility of signs, and/or the geometric configuration of the roadway itself.

The total number of crashes held fairly steady during 2004-2007. In 2004 (the most recent year for which all of the data is currently available) there was 1 crash for every 374,125 trips on STH 60, 1 crash for every 226,300 trips on county highways within the Town, and 1 crash for every 202,891 trips on Town roads.

### **Road Pavement Condition**

Exhibit 3.5 summarizes the results of the Pavement Surface Evaluation and Rating (PASER) system, where pavement is rated on a scale from 1 to 10, with 1 representing “failed” and 10 representing “excellent,” and compares the Town of Jackson to a sample of nearby towns. Road ratings in the Town of Jackson compare favorably to those in other towns.

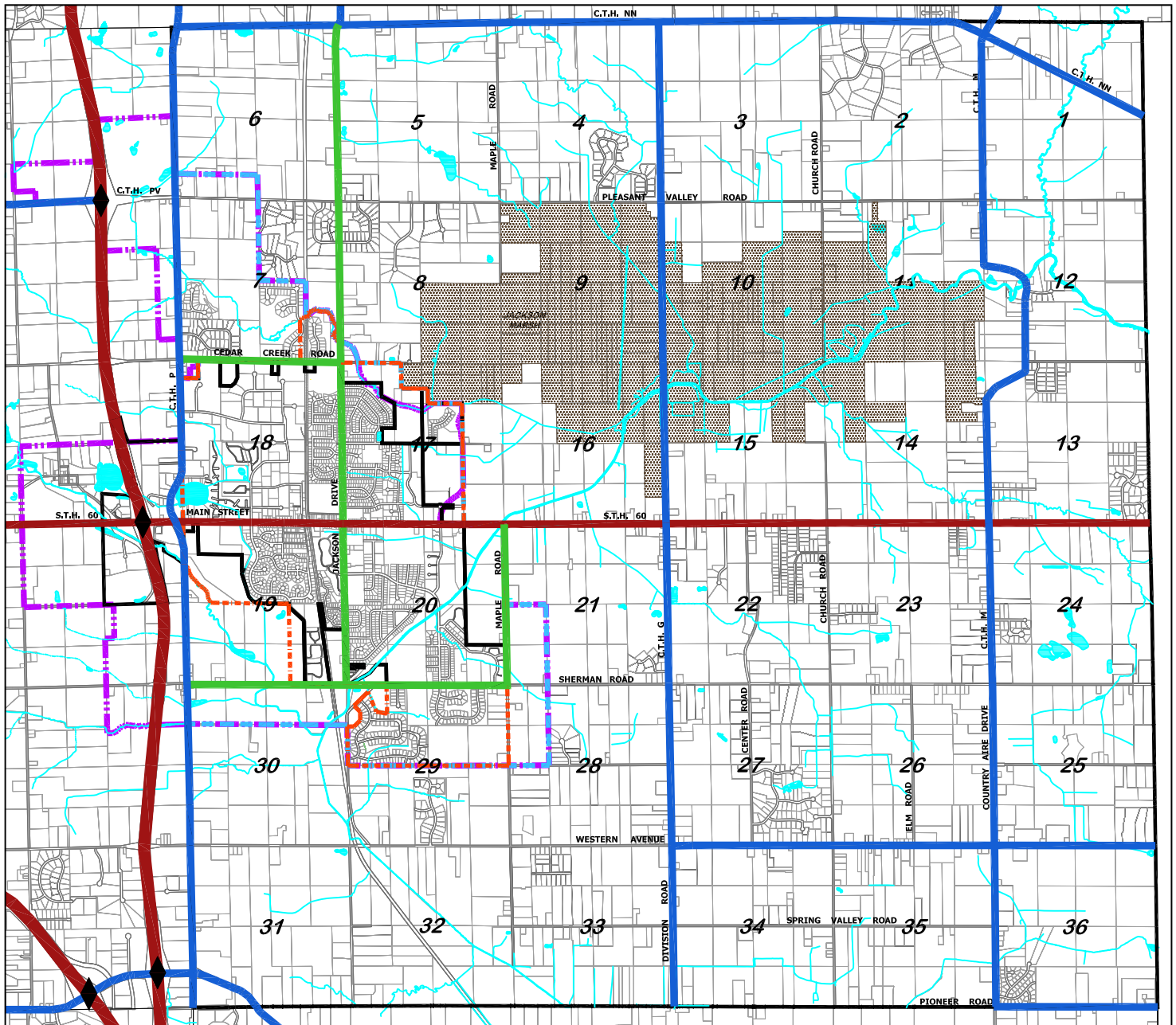
<b>Exhibit 3.5 – Local Road Pavement Conditions in Selected Towns, 2007</b>				
<b>Town</b>	<b>Average PASER Rating</b>	<b>Scale Description</b>	<b>Roads Rated &lt; 5</b>	
			<b>Number</b>	<b>Percentage</b>
Jackson	7.8	Very Good	10	12%
Polk	6.3	Good	32	43%
Trenton	7.5	Very Good	2	2%
Cedarburg (Oz. Co.)	7.3	Very Good	14	9%
Scott (Sheb. Co.)	6.4	Good	11	26%

*Source: Wisconsin Information System for Local Roads (WISLR), 2008*

### **Access Controls**

Access management is a means to maintain the safe and efficient movement of traffic along arterial and major collector highways by controlling the number and location of intersecting roads and driveways. State statutes allow counties, cities and villages (through an adopted ordinance) to control access on county highways that have traffic counts in excess of 1,000 vehicles daily.

At this time, the Town of Jackson does not have a Controlled Access Ordinance, however, property access is reviewed on an individual basis. The State has an access control ordinance along STH 60 and STH 145 known as Trans 233. Trans 233 is part of the Wisconsin Administrative Code and defines requirements that must be met when subdividing lands abutting the state highway system. The Wisconsin Department of Transportation (WisDOT) is responsible for enforcing Trans 233 to preserve traffic flow, enhance public safety, and ensure proper highway setbacks and stormwater drainage.



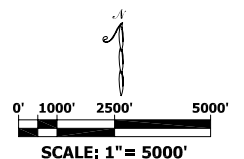
#### **FREEWAY**

- STATE TRUNK
- ◆ INTERCHANGE

#### **ARTERIAL STREET OR HIGHWAY**

- STATE TRUNK
- COUNTY TRUNK
- LOCAL TRUNK

- - - - VILLAGE OF JACKSON SANITARY SEWER SERVICE AREA
- - - - 2015 - MAXIMUM VILLAGE LIMITS WITHIN JACKSON TOWNSHIP
- - - - 2030 - MAXIMUM VILLAGE LIMITS WITHIN JACKSON TOWNSHIP
- VILLAGE OF JACKSON



### **EXHIBIT 3.6 RECOMMENDED YEAR 2035 WASHINGTON COUNTY JURISDICTIONAL HIGHWAY SYSTEM PLAN**

11/03/2008

SOURCE: SEWRPC

The rule (as revised by a Wisconsin legislative committee in 2004) applies to landowners who intend to divide land abutting a state highway into five or more lots that are each 1.5 acres or less in size within a five-year period.

### **Driveway Permits**

Driveways to local town roads may also impair vehicle safety, if improperly sited and/or designed. Wisconsin State Statutes allow towns to issue permits for all new driveways; these permits can allow a town to prohibit driveways that due to location (at the base or top of hills, within a specified distance from an intersection, etc.) are deemed unsafe. The permit process can also regulate the size and design of driveway culverts. Improperly designed and sized culverts can pose traffic safety problems and impede drainage from the road surface.

Section 5.06 of the Town of Jackson Zoning Ordinance regulates all installed, altered, changed, replaced, or extended driveways. Along County highways, Washington County has jurisdiction over any new driveways to be constructed. WisDOT has jurisdiction over any new driveways on state highways; this is covered under Trans 231 and a permit is necessary for construction.

### **Speed Limit Controls**

Local units of government can change speed limits for their roads under the authority and guidelines of the Wisconsin Statutes. Local officials play a key role in setting speed limits. They must balance the competing concerns and opinions of a diverse range of interests, including drivers, residents, law enforcement agencies, statutory requirements, and engineering study recommendations.

The prevailing speed — the one most drivers choose — is a major consideration in setting appropriate speed limits. Engineers recommend setting limits at the 85<sup>th</sup> percentile speed, which is the speed 85% of the freely flowing traffic travels at or below. An engineering study measuring average speeds is required to determine the 85<sup>th</sup> percentile. Another consideration is the road's design limit. This is the highest and safest speed for which the road was designed and takes into account the road type, geometry, and adjoining land uses.

Speeds should be consistent, safe, and reasonable; and enforceable. When 85% of the drivers voluntarily comply with posted speed limits, it is reasonable to enforce the limits with the 15% who drive too fast. Unreasonably low speed limits, however, tend to promote disregard for posted limits and make enforcement much more difficult. Such limits may also promote a false sense of security among residents and pedestrians expecting the speeds of drivers to decrease.

### **INTEGRATION OF TOWN PLAN WITH OTHER TRANSPORTATION PLANS**

The following section compares the Town of Jackson's objectives, policies, goals and programs to state and regional transportation plans and identifies how this Plan will incorporate state, regional, and other applicable transportation plans, including transportation corridor plans, county highway functional and jurisdictional studies, urban area and rural area transportation plans, airport master plans, and rail plans into its own planning.

### **State Highway Plan**

The *Wisconsin State Highway Plan 2020* states that, "Wisconsin's State Trunk Highway system, consisting of approximately 11,800 miles of roads, is aging and deteriorating at the same time traffic congestion is increasing." In response to this critical issue, the *State Highway Plan 2020*

considers the highway system's current condition, analyzes future uses, assesses financial constraints, and outlines strategies to address traffic movement and safety needs.

The *Wisconsin State Highway Plan 2020* addresses three key elements or issues of concern relative to the state highway system:

- Preserving the system by improving or replacing aging pavements and bridges;
- Facilitating movement of people and goods through an efficiently designed system, and with programs that reduce traffic congestion; and
- Improving highway safety through engineering, education and enforcement.

The Town of Jackson's transportation goals and policies compare favorably with the objectives of the *Wisconsin State Highway Plan 2020*, and none of the Town's objectives, policies, goals, or programs intentionally conflict with the state plan.

### **Regional Transportation System Plan**

A *Regional Transportation System Plan for Southeastern Wisconsin: 2035*, adopted in 2006, is intended to provide a vision for, and guide to, transportation system development in the Region. Recommendations cover five key transportation elements: public transit, systems management, travel demand management, bicycle and pedestrian facilities, and arterial streets and highways.

Specific *Regional Transportation System Plan* recommendations for the Town include:

1. Commuter rail or a bicycle facility in the railroad corridor.\*
2. Bicycle accommodations whenever arterial streets and highways are resurfaced or reconstructed, specifically CTH P, CTH G, CTH T, CTH M, CTH NN, STH 145, Sherman Road from Maple Road to CTH P, and Jackson Drive from the Village limits to CTH NN.
3. Sidewalks along at least one side of the street in developments with an average lot size smaller than 1.5 acres.
4. Centralized urban development within planned urban service areas, which can be more economically served by transportation facilities and services than outlying and low density development.

In general, the Town's transportation goals and policies compare favorably with the advisory recommendations of the *Regional Transportation System Plan*, and none of the Town's objectives, policies, goals, or programs intentionally conflict with the guidelines of the regional plan. Actual implementation of the recommendations listed under item #2 for Sherman Road and Jackson Drive will likely depend on availability of funding. Implementation of the recommendation in item #3 will depend on site characteristics and the location of the development.

\*Note: See the "State Railroad Plans" heading later in this chapter for additional considerations regarding the railroad corridor.

### **Transportation Corridor Plans**

There are no transportation corridor plans specific to the Town of Jackson.

## **County Functional and Jurisdictional Studies**

In 1975 the Washington County Board adopted an initial jurisdictional highway system plan. That plan, with a design year of 1990, was intended to help provide the County with a highway transportation system that would serve and promote a desirable land use pattern in the County, abate traffic congestion, reduce travel time and costs, and reduce accident exposure. The plan has been amended periodically to cope with growing traffic demands and adjust the existing highway system to serve changing traffic patterns and achieve an equitable distribution of arterial street and highway development and maintenance costs and revenues among the various levels and units of government. Recommendations from the *Regional Transportation System Plan* for the maintenance, improvement, and expansion of arterial streets and highways were refined in 2007 and 2008 during the preparation of an updated *Washington County Jurisdictional Highway System Plan* for the year 2035.

Specific *Washington County Jurisdictional Highway System Plan* recommendations for the Town include 1) widening STH 60 to four lanes near the eastern border of the Village and reserving right-of-way elsewhere along the corridor; and 2) resurfacing or reconstructing (same capacity) CTH G, CTH M, CTH T, CTH NN, CTH P, and STH 145 before 2035. These recommendations are incorporated into the policies for Transportation Goal #3 of this Comprehensive Plan.

## **Urban Area and Rural Area Transportation Plans**

There are no urban or rural area transportation plans specific to the Town of Jackson.

## **State Airport Plans**

The Wisconsin State Airport System Plan 2020 (SASP 2020) provides a framework for the preservation and enhancement of the system of public-use airports adequate to meet current and future aviation needs of Wisconsin. The plan determines the number, location and type of aviation facilities required to adequately serve the state's aviation needs over a 21-year planning period, 2000 through 2020.

There are no specific recommendations in the Wisconsin State Airport System Plan 2020 that apply to the Town of Jackson.

## **State Railroad Plans**

In lieu of an update to the *State Rail Plan*, the *Wisconsin Rail Issues and Opportunities* report was recently completed. This report highlights key rail issues, but it defers specific recommendations until the *Connections 2030* plan is completed.

It is likely that the use of railroad corridors for shipping freight will be an integral part of the *Connections 2030* plan, since data from WisDOT's Bureau of Rails and Harbors indicates that demand for shipping freight via rail is on the rise. For example, since 1988 Wisconsin Southern has increased from 7,500 cars to 55,000. This is considered a positive trend for economic development efforts in rural areas. Although the *Regional Transportation System Plan* recommends a commuter rail or a bicycle facility in the railroad corridor, these two options are not inconsistent with the continuation of freight shipping, since according to the Bureau 1) any future passenger rail use would *not* restrict freight use, since the two uses could co-exist, and 2) in the event rail use would be discontinued, the placement of a bicycle facility in the corridor under the

federal Rails-to-Trails program would preserve the corridor for rail use once again in the future if the need ever arose.\*

*\*Per emails from Frank Huntington, Bureau of Rails and Harbors, June 2008.*

## **TRANSPORTATION FUNDING PROGRAMS**

WisDOT supports all forms of transportation. The department is responsible for planning, building and maintaining Wisconsin's network of state highways and Interstate highway system. The department shares the costs of building and operating county and local transportation systems — from highways to public transit and other modes. WisDOT plans, promotes, and financially supports statewide air, rail, and water transportation, as well as bicycle and pedestrian facilities.

WisDOT provides a number of programs that support businesses, communities, and the state of Wisconsin. Many of the programs provide loans and grants that help the public with its transportation-related needs. Wisconsin's economic vitality and its ability to remain competitive depend on the efficient transport of people and goods to the nation and the world. WisDOT provides a number of benefits to Wisconsin communities and businesses in the area of economic development. Some of these services act directly as a catalyst for economic development, while others contribute to the prosperity of the state. Programs include:

- General Transportation Aid (GTA)
- Local Mileage Certification
- Local Roads Improvement Program (LRIP)
- Local Bridge Program
- Traffic Signing and Marking Enhancement Program
- Rural and Small Urban Area Public Transportation Assistance Program - Section 5311
- Local Transportation Enhancement Program (TE)
- Surface Transportation Program - Discretionary (STP-D)
- Transportation Demand Management Programs
  - TDM Grant Program
  - Wisconsin Employment Transportation Assistance Program (WETAP)
- Transportation Economic Assistance (TEA Grant) Program
- Federal Highway Administration Programs
  - Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users Program (SAFETEA-LU)
- Freight Rail Infrastructure Improvement Program (FRIIP)
- Freight Rail Preservation Program
- WisDOT's railroad crossing improvements aid

The Congestion Mitigation and Air Quality Improvement (CMAQ) program encourages transportation alternatives that improve air quality. It includes efforts to enhance public transit, bicycle/pedestrian facilities, ridesharing programs and facilities, and technologies that improve

traffic flow and vehicle emissions. The funds are only available in the southeastern Wisconsin ozone non-attainment and maintenance counties, which includes Washington County.

Additional information about many of these programs is available online at:

<http://www.dot.wisconsin.gov/localgov/>



## **CHAPTER 4 - UTILITIES AND COMMUNITY FACILITIES**

### **INTRODUCTION**

As part of the Joint Smart Growth Comprehensive Planning Program, the Village of Jackson and the Town of Jackson utilities and community facilities were reviewed and evaluated as to their current condition and adequacy to meet the present and future needs of the communities. Data and information were obtained through discussions with Village and Town Board members, Police and Fire Chiefs, Plan Commissioners, the Village Engineer and Director of Public Works, and other representatives throughout the communities.

To maintain a high level of public services, a community must continually monitor and upgrade its existing facilities as population increases. The recommendations contained in this section are based on general long-range planning considerations and should not be substituted for detailed architectural or engineering studies required before expending substantial community resources and undertaking specific public works projects. The level of accuracy of the referenced materials herein is highly subject to change over time and should only be used as an initial guide or reference.

#### **66.1001(2)(d)**

*Utilities and community facilities element.* A compilation of objectives, policies, goals, maps and programs to guide the future development of utilities and community facilities in the local governmental unit such as sanitary sewer service, storm water management, water supply, solid waste disposal, on-site wastewater treatment technologies, recycling facilities, parks, telecommunications facilities, power-generating plants and transmission lines, cemeteries, health care facilities, child care facilities and other public facilities, such as police, fire and rescue facilities, libraries, schools and other governmental facilities. The element shall describe the location, use and capacity of existing public utilities and community facilities that serve the local governmental unit, shall include an approximate timetable that forecasts the need in the local governmental unit to expand or rehabilitate existing utilities and facilities or to create new utilities and facilities and shall assess future needs for government services in the local governmental unit that are related to such utilities and facilities.

### **CHAPTER SUMMARY**

Providing state-of-the-art utilities and community facilities in a rural town is a continual challenge. Nevertheless, respondents to the Town's 2006 Comprehensive Planning Community Survey generally expressed a high level of satisfaction with most public services.

Major services and facilities include the municipal halls, recreation lands, local streets/roads, fire protection/rescue, law enforcement, library, schools, child care, elder care, and health care are discussed in this chapter. Future needs, if any, are identified. Lack of broadband Internet coverage in some parts of the Town, for example, has been identified as a key issue to address.

While no formal groundwater study has been done in the immediate Jackson area, estimates from SEWRPC indicate the Village and Town of Jackson are using only about one-third of the groundwater that is recharged to the aquifer each year. The capacity of the aquifer is, therefore, thought to be adequate for the area's projected growth forecasts.

The Town remains committed to providing basic services, either directly or indirectly, to their residents and have put in place policies accordingly.

## **UTILITIES, FACILITIES, AND SERVICES INVENTORY**

### **Electric Service**

The Town of Jackson is within the electrical utility service territory of We Energies (a/k/a Wisconsin Electric Power Company). The closest power plant is located in Germantown; this plant can be powered by either natural gas or oil and is a peak-load plant used during high demand. The closest substations are located in the Village of Jackson; on Maple Road just south of the Town's southern border; near the intersection of CTH T and CTH M; and on Pleasant Valley Road near the Town's western border. Overhead transmission lines are owned by American Transmission Company. A small (138 kV) double circuit line running along Pleasant Valley Road is planned to be rebuilt in 2008. There is a major (345 kV) line running north-south roughly through the middle of the Town, and there is also a 345 kV line running east-west along Pleasant Valley Road.

The combination of larger homes, multiple electronic devices, and industries demanding more energy for power-intensive operations has caused We Energies to increase its capacity by about 2-3% per year to keep up with demand throughout its service area. According to the American Transmission Company's 20-Year Analysis for Zone 5 (which includes the six counties of southeastern Wisconsin), the load growth calculations for the 2019 and 2024 study cases resulted in a Zone 5 yearly growth rate of 1.5 percent; the analysis predicts that very few transmission additions are needed by 2024, however. Although there have been complaints from some residents of occasional electrical surges or dimming lights, and the overhead lines serving the majority of the Town are susceptible to storm damage, the electrical service to the Town is considered adequate for current and future needs.

### **Natural Gas**

Businesses, industries, and most residents of the Town are provided with natural gas by We Energies (a/k/a Wisconsin Gas). A natural gas distribution substation is located near the corner of Jackson Drive and Hickory Lane. ANR Pipeline Company has a high pressure underground mainline that runs north-south through Washington County, including through the Town of Jackson and the Village of Jackson through the Jackson Highlands, Highland Meadows, Pinehurst, and Dallmann Village subdivisions on a 75-foot easement. A small portion of a second mainline, owned by Koch Pipeline Company, runs diagonally through the southwestern corner of the Town. This service is considered adequate for the Town, although an expansion of service would be welcomed since not all residents have access. As an alternative, bottled gas is available from local distributors.

### **Water Supply**

The Town of Jackson does not have a public water system nor does it plan to create one. There are a number of residences near the Village of Jackson served by the Village's water system (in accordance with the provisions of the 2005 *Cooperative Boundary Plan*),<sup>1</sup> but the majority of the occupied properties within the Town have private wells that are owned and maintained by

---

<sup>1</sup> Some Town residents in specific areas, referenced as "Other Areas" in the mediated cooperative plan agreement (see Appendix 2050-A of this report), receive water supply service from the Village of Jackson due to groundwater supply contamination that occurred in July 2012.

individual property owners. Although well construction reports indicate average depths have increased 8.2% over the last 20 years to about 193 feet, this is not considered excessive.

While no formal hydrology study has been done in the immediate area, estimates using data from SEWRPC indicate the Village and Town of Jackson are using only 24%-37% of the groundwater that is recharged to the aquifer each year (see Appendix 4A). The capacity of the aquifer is, therefore, thought to be adequate for the Town's projected growth forecasts. (See pages 16 through 20 of Chapter 6 for additional information related to groundwater.)

Although individual property owners have probably had water quality testing done on their wells, the Town has not had a formal testing program. Major problems have not been reported, but until formal, consistent testing is done, it is difficult to draw definite conclusions about water quality.

<b>Exhibit 4.1 – Average Depths of New or Replacement Residential Wells, Town of Jackson</b>				
<b>1988-1991</b>	<b>1992-1995</b>	<b>1996-1999</b>	<b>2000-2003</b>	<b>2004-2007</b>
175.8'	188.8'	185.2'	193.0'	189.8'
<b>Number of Wells</b>				
72	95	122	85	94

Source: WDNR well construction reports. High capacity wells not included.

### **Sanitary Sewer Service**

Although there are a number of residences near the Village of Jackson served by the Village's sanitary sewer system (in accordance with the provisions of the 1999 *Cooperative Boundary Plan*), the Town of Jackson does not directly provide sanitary sewer service. The majority of building sites within the Town have private on-site systems, which, for the most part, have met the needs of landowners. As can be expected in a rural area with a low population density, most property owners within the Town will continue to be responsible, under Washington County's Sanitary Code, for installing and maintaining their own individual septic systems for the foreseeable future. Nevertheless, the data in Exhibit 4.2 below indicates the soils in the Town of Jackson are not as conducive to conventional systems as in nearby towns; the result is a high proportion of mound systems, which are typically more expensive to install and can add to the cost of housing. (See pages 6 and 7 of Chapter 6 for additional information related to soils, COMM 83, and septic systems.)

The proposed 2010-2020 Sanitary Sewer Service Area expansion for the Village of Germantown is planned to extend to within a mile and a quarter of the Town of Jackson's southeastern corner. This is not close enough to be of use to Town landowners, even if the Village offered to provide service.

<b>Exhibit 4.2 - Permits Issued for Private On-Site Wastewater Treatment Systems</b>						
<b>Town</b>	<b>At-Grade</b>	<b>Conventional</b>	<b>In-Ground Pressure</b>	<b>Mound</b>	<b>Holding Tank</b>	<b>Total</b>
Jackson	6.3% (43)	18.6% (126)	1.6% (11)	65.5% (445)	7.8% (53)	679
Hartford	6.0% (30)	55.6% (277)	1.6% (8)	33.7% (168)	3.0% (15)	498
Polk	3.4% (29)	62.3% (531)	3.3% (28)	24.0% (205)	7.0% (60)	853
Trenton	6.3% (62)	61.4% (603)	1.7% (17)	29.0% (285)	1.4% (14)	982

Source: Washington County

## **Stormwater Management System**

Title IX, Appendix A of the Town of Jackson Municipal Code requires developers to construct and provide for the maintenance of stormwater drainage facilities adequate to serve their developments. Such efforts typically include facilities such as ditches, culverts, swales, open channels, water retention structures, and settling basins. All such facilities are required to be of adequate size and grade to hydraulically accommodate the maximum potential volumes of flow through and from within the development. It is expected that existing infrastructure in the Town will continue to work reasonably well as long as ditches remain clear of thick brush, culverts are properly sized, basins are maintained, population density remains low, and abundant open space is available to absorb precipitation and runoff. The Town and County are authorized to conduct periodic inspections of facilities to monitor performance and maintenance and notify responsible parties of needed repairs or improvements. If work is not completed in a timely manner, the Town may specially assess said parties for any work completed by the Town.

## **Solid Waste and Recycling Facilities**

Town of Jackson residents may utilize individual contractors for recycling and waste disposal. Residents may also discard waste and recyclables at the Town transfer station, where a private waste disposal company currently transports the waste off-site. Both of these options are considered adequate for the Town, although 1) the transfer station is often crowded during busy times on Saturdays, 2) residents sometimes try to dispose of improper items, and 3) occasionally there are people from outside the Town who try to use the station. Contracting with private companies is most likely to continue as the most efficient and effective way to continue effective solid waste collection and recycling, along with user fees, enforcement of the Town residency requirement, and continued education on what items are accepted at the station.

According to Town estimates, the number of transfer station permits has held steady over the last few years, ranging from a low of 1,062 to a high of 1,100. Permits for the most recently completed year, 2006, totaled 1,099.

The solid waste currently collected at the transfer station is recycled or deposited in the Orchard Ridge Landfill in Menomonee Falls. Orchard Ridge has a capacity of 9.4 million cubic yards; as of 2006 the landfill had 2.2 million cubic yards remaining (an estimated two years of activity at its current capacity and use). The expansion of this facility is the responsibility of Waste Management of Wisconsin Inc., which is currently considering plans to increase the capacity of the site, perhaps by as much as 10-12 years.

Waste Management of Wisconsin is building an \$18 million, 150,000-square-foot waste recycling center in the Village of Germantown. Scheduled to open in late 2007, the center will become Waste Management's largest facility in Wisconsin and will become a regional recycling/ storage center.

Some contractors use the Orchard Ridge landfill site in Menomonee Falls.

## **Telecommunications Service**

### **Telephone**

Land-line telephone service to the Town is provided by AT&T. This is a patchwork system that includes lines that are old and in poor condition, which leads to unreliable service in some areas. Cuts in staffing levels have increased system down-time and repair schedules. AT&T has not provided any assurances of upgrading the system, citing high costs in proportion to the Town's

low population density. Alternatives potentially include cellular and Voice over Internet Protocol (VoIP) technologies, both of which are discussed in the next few paragraphs.

There are a small number of cellular tower sites located adjacent to or within the Town (Exhibit 4.3). Most areas of the Town receive adequate coverage, but reception remains spotty for at least some carriers.

While there would appear to be capacity for additional antennas or towers, the Town's relatively low population density currently makes it difficult for telecommunication companies to justify expensive investments in infrastructure to ensure full coverage. If, however, companies do eventually look to increase their quality of service and range, locations for towers will likely be along major transportation corridors, such as STH 60, and high elevations within the Town. As the need arises, the Town should work with landowners and neighboring communities in determining acceptable locations for future towers and possible collocation strategies.

SEWRPC has recently completed a Regional antenna site plan. Starting with an inventory of existing sites in the Region related to mobile cellular or fixed wireless communications, a set of preferred site locations for existing and future wireless communications in the Region has been developed. A mathematical model was employed to determine a best set of antenna site locations that would provide the necessary coverage and capacity while minimizing the number of antenna sites required. This plan can expedite the antenna site approval process for the benefit of both service providers and local communities. For more details about telecommunications service and the Regional Plan, see SEWRPC's 2005 Newsletter: "Regional Telecommunications Study Underway" and *Regional Wireless Antenna Siting and Related Infrastructure Plan* (Planning Report No. 51)

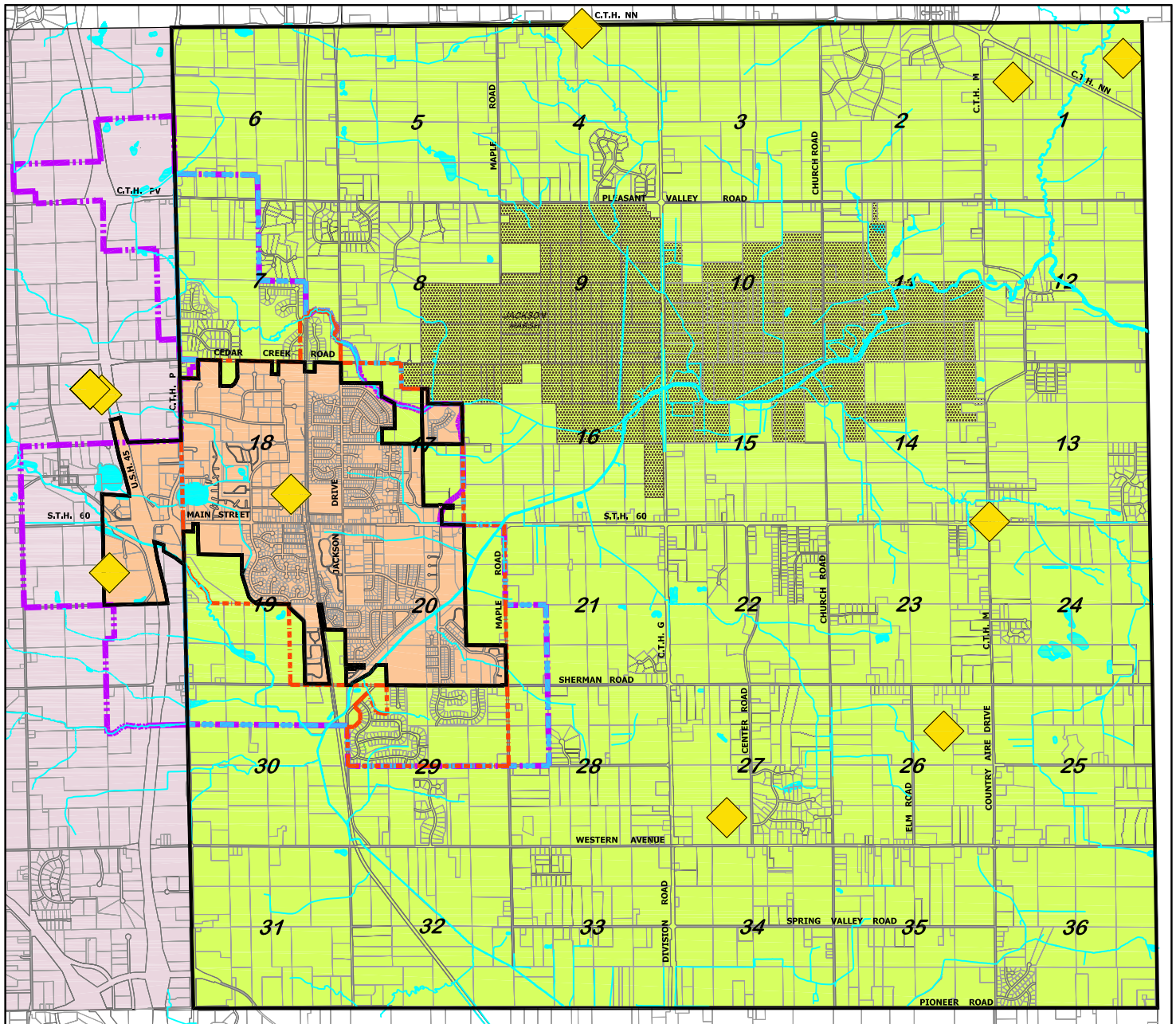
### **Internet**









Most Town residents access the Internet through dial-up services. This is not considered adequate. The same high cost/low density issues mentioned above, however, make broadband Internet service, such as DSL or cable, unavailable in most parts of the Town. Due to new technologies, however, this is likely to change in the next 2-4 years. A new broadband technology is slowly emerging in *fixed wireless networks*. Wireless antenna sites (which are lower and less obtrusive than cellular antennas) would be capable of serving fixed location subscribers with broadband transmission rates up to 2.5 megabits per second over a 2.5 mile radius. A single site could potentially serve up to 200 users — both residential and small enterprise. A number of fixed broadband wireless service providers currently operate in the southeastern Wisconsin region.

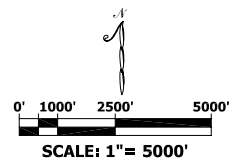
It is also possible to construct fixed wireless networks from standard equipment of the WiFi or WiMAX variety, the latter of which is eventually scheduled to transmit as far as 45 miles from an antenna base station. So far such networks have been limited to the small coverage areas of WiFi equipment, but as WiMAX equipment becomes available, such networks may be expected to increasingly be deployed. Fixed broadband wireless systems are particularly viable in rural and other low density population areas where DSL or cable broadband service is not available. This technology would be essential to the successful implementation of the VoIP option for phone service mentioned in a previous paragraph.

### **Television**

Cable television service in limited parts of the Town (near the Village of Jackson and along Jackson Drive) is provided by Charter Communications, which has offered no assurances of



- |   |                           |   |  |
|---|---------------------------|---|--|
|  | <b>TELECOM TOWERS</b>     |  | <b>VILLAGE OF JACKSON SANITARY SEWER SERVICE AREA</b>        |
|  | <b>VILLAGE OF JACKSON</b> |  | <b>2015 - MAXIMUM VILLAGE LIMITS WITHIN JACKSON TOWNSHIP</b> |
|  | <b>TOWN OF JACKSON</b>    |  | <b>2030 - MAXIMUM VILLAGE LIMITS WITHIN JACKSON TOWNSHIP</b> |
|  | <b>TOWN OF POLK</b>       |   |  |
|  | <b>JACKSON MARSH</b>      |   |  |



**EXHIBIT 4.3**  
**WIRELESS TELECOMMUNICATION FACILITIES WITHIN AND**  
**ADJACENT TO THE VILLAGE AND TOWN OF JACKSON**

providing service to low density outlying areas. Residents without cable service use satellite packages or rely on antennas to pick up broadcasts from a handful of Milwaukee stations. This service is not considered adequate for everyone.

### **Town Hall**

The Jackson Town Hall is located at 3146 Division Road, sharing space with the Community Center. Originally a farmstead, the complex was converted to other uses, including a country club, before being purchased by the Town in the 1980s. The complex contains an office for the Town Clerk, which includes two computers and a photocopier, restrooms, a medium sized room for board and similar meetings, a larger room for bigger audiences, two bars, a banquet hall, and an apartment. There are a substantial number of off-road parking spaces. This facility is generally adequate for the needs of the Town — no expansion is currently planned — but the buildings are not energy efficient or in full compliance with the Americans With Disabilities Act, and several repairs typical of older structures are needed.

### **Road and Other Maintenance**

The Town Garage is located at 3685 Division Road on a 5.7-acre property owned by the Town of Jackson. The facility may need to be expanded and/or updated to meet the needs of the Town over the next 20 years. Vehicles/equipment owned by the Town include a road mower tractor, a backhoe/loader tractor, four 5-yd snow plow trucks, two 4WD Oshkosh plow trucks, a 1-ton dump truck, a wood chipper, and a skid steer loader. None of these items currently needs replacing. It is expected that the Town will budget for replacements as needs arise over the planning period.

Asphalt paving, chip sealing, and crack sealing are done by private contractors; center line painting is contracted out to the Washington County Highway Department. The Town crew does the shouldering, snowplowing, and salting. The Town does most other road maintenance, renting additional equipment as needed. This combination of maintenance strategies has worked reasonably well for the Town and is expected to continue for the foreseeable future.

### **Postal Services**

The Town of Jackson contains parts of four zip codes. Mail is delivered to individual addresses by rural route carriers. The nearest post office for Town of Jackson residents is located in the Village of Jackson in the Cedar Creek Business Park. The post office in Jackson is leased by the federal government and has a front door at sidewalk level, with a curb cut nearby. The door does not open automatically, however, which would appear to fall short of full ADA requirements. Adequate off-street parking is available adjacent to the building.

### **Cemeteries**

Currently, there are 11 cemeteries within the Town of Jackson. Private individuals and cemetery associations operate all of these facilities except for Immanuel Lutheran Cemetery, which is owned by the Town. The Town's plot plan for Immanuel Lutheran indicates there are at least 40-60 lots remaining. Most of the other cemeteries have a moderate amount of unused space and/or the capacity to expand by purchasing portions of abutting vacant land. Further, the need for plot space has decreased somewhat due to an upward trend in the use of cremation. Therefore, it is anticipated that the current cemetery facilities are adequate for the planning period. (Town residents may also use space available in cemeteries located elsewhere in Washington County and beyond.)

<b>Exhibit 4.4 – Cemeteries in the Town of Jackson</b>		
<b>Owner</b>	<b>Location</b>	<b>Approx. Size</b>
Christ Lutheran Cemetery	NE ¼ Section 18	1.4 acres
David's Star Evangelical Lutheran Cemetery	NE ¼ Section 34	2.4 acres
Friedens United Church of Christ Cemetery	SW ¼ Section 7	3.5 acres
Immanuel Lutheran Cemetery	NE ¼ Section 28	0.7 acres
New Hope, Peace, and Last Home Cemeteries	NW ¼ Section 18	4.0 acres
St. John's Lutheran Cemetery	NE ¼ Section 33	2.5 acres
St. Mary Immaculate Conception Catholic Cemetery	SE ¼ Section 1	1.4 acres
St. Peter's Evangelical Church Cemetery	SW ¼ Section 31	0.2 acres
Trinity Evangelical Lutheran Cemetery (Old)	SW ¼ Section 2	0.3 acres
Trinity Evangelical Lutheran Cemetery (New)	NW ¼ Section 11	1.7 acres
Zion Lutheran Cemetery	NW ¼ Section 23	0.1 acres

*Source: Washington County, SEWRPC 2000 land use inventory, and Town of Jackson*

### **Law Enforcement**

The Town relies on the Washington County Sheriff's Department located in the City of West Bend. Under standard enforcement procedures, the Department can make arrests under County ordinances and State laws. In areas where the Department has been contracted by a local municipality it can also enforce local ordinances.

In 2006, the Sheriff's Department had 47 full-time patrol deputies working together to provide 24-hour protection to Washington County. The traditional Wisconsin standard for police protection is 1.86 officers/1,000 persons. Based on 2006 population estimates of unincorporated areas, the County had 0.94 officer/1,000 persons. While this is well below the standard, the Sheriff's Department does have back-up assistance available through mutual aid agreements. Moreover, the Sheriff's Department annually evaluates its personnel needs based on actual caseload and response times. Using these more specific standards, the Department believes it is providing necessary coverage to the County and is committed to maintaining that protection. Despite a slight increase in reported incidents within the Town of Jackson (from 835 in 2004 to 844 in 2006), law enforcement is considered adequate and there are currently no plans to create a Town police force or contract for additional service from the County or other communities.

The Town is served by the 911 system, which rings through to the Washington County Sheriff's Department, routed through a Public Safety Answering Point and relayed to emergency services. The current radio communications system in the County is 20 years old and needs to be replaced. The equipment is no longer manufactured and repairs would be very costly or not able to be made. Service area coverage is also not as robust as it should be. Proposals for a new system are currently under review by the County.

The Washington County Jail, a newer facility, located in the City of West Bend, housed 202 adult and juvenile inmates in 2006, which is well below its capacity of 311 adult and 26 juvenile beds. The Sheriff's Department proposed remodeling project for Communications and an Emergency Operations Center is intended to serve the Department's needs for the next 20 years.

### **Fire / Rescue**

For fire protection, the Town of Jackson contracts with the Jackson Fire Department, located on



Jackson Drive in the Village of Jackson. This service is considered adequate, at the very least, for the Town, and it is expected this arrangement will continue for the foreseeable future. The Town also contracts with the Jackson Fire Department for emergency rescue service. This service is considered adequate for the Town and is expected to continue for the foreseeable future.

### **Insurance Service Office (ISO) Grading**

Although some insurance companies use their own system of measure, the adequacy of fire protection within the Jackson area is evaluated by the Insurance Service Office (ISO) through the use of the *Grading Schedule for Municipal Fire Protection*. Grades obtained under the schedule are used throughout the United States in establishing base rates for fire insurance. While ISO does not presume to dictate the level of fire protection services that should be provided, it generally identifies serious deficiencies, and over the years has been accepted as a guide by many municipal officials in planning improvements to their fire-fighting services.

Grading is based upon the analysis of several components of fire protection including:

- Fire department equipment;
- Alarm systems;
- Water supply system;
- Fire prevention programs;
- Building construction;
- Distance of potential hazard areas from a fire station.

In rating a community, total deficiency points in the areas of evaluation are used to assign a numerical rating of one to ten, with one representing the best protection and ten representing an unprotected community. In 2006, the Jackson Fire Department was rated a “4” by the ISO, which is considered above average.

### **Libraries**

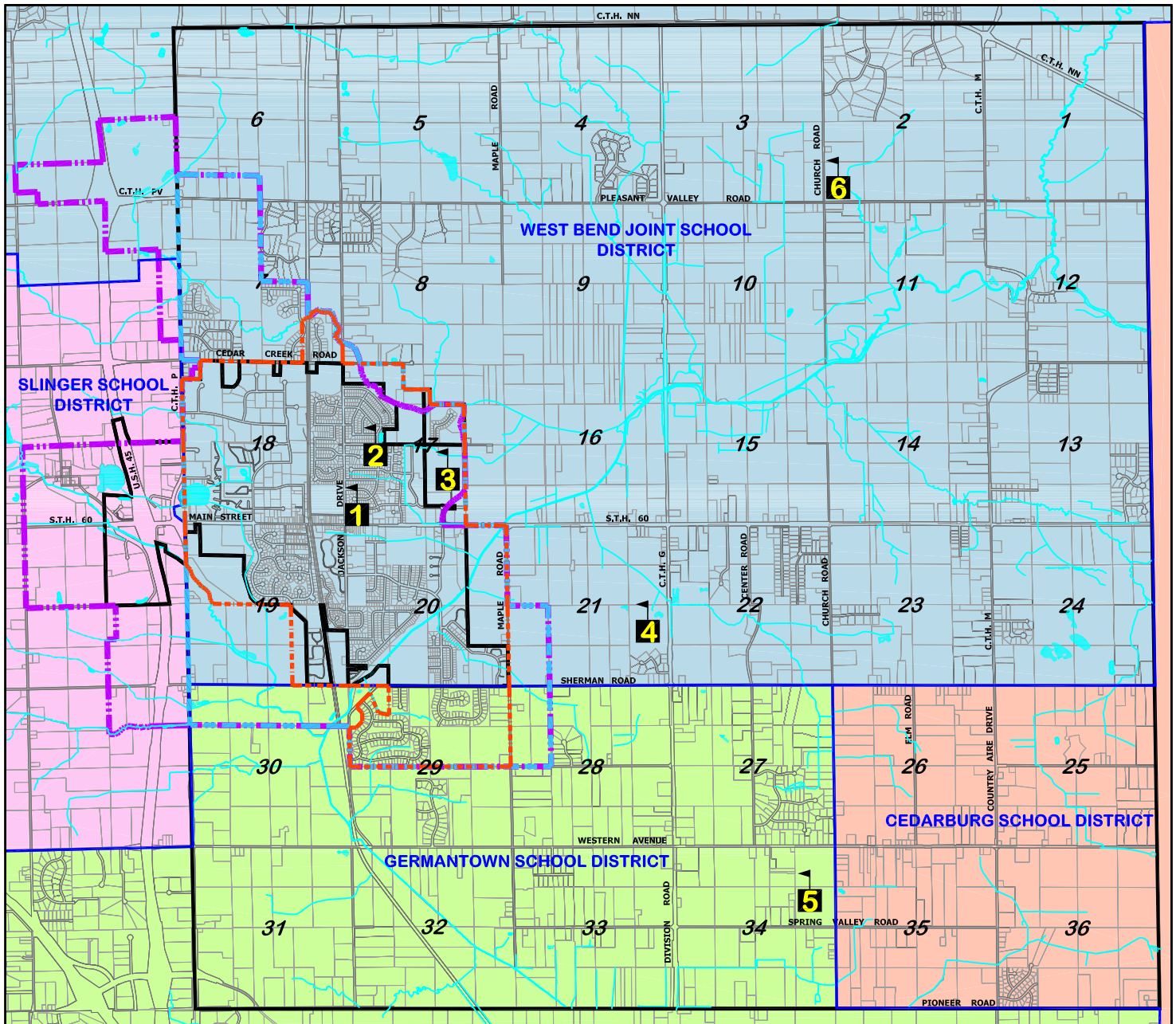
Although the Town of Jackson does not have its own public library, neighboring facilities are considered adequate for the duration of the planning period. Depending on their preferences, residents are served by public libraries in Slinger, West Bend, Germantown, and Cedarburg. The first three of these libraries are part of the Mid-Wisconsin Federated Library System serving Dodge, Jefferson, and Washington Counties, as well as the SHARE (Shared Holding and Resource Exchange) Library System. One library card can be used at every library in Washington, Jefferson, Dodge, Walworth and Racine counties. This new consortium allows users to search up to 44 libraries for materials.

Germantown’s Community Library, opened in 2002, totals 26,900 sq. ft. and 100,000 items in circulation. Future demand projections predict a need for at least 40,000 sq. ft. total by 2020.

Town residents pay for library services through a county levied surtax.

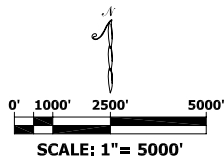
### **Schools**

Three public school districts serve portions of the Town of Jackson. The northern two-thirds of the Town is served by the West Bend Joint School District. The remainder of the Town is served by



- EXISTING VILLAGE LIMITS
- - - - VILLAGE OF JACKSON SANITARY SEWER SERVICE AREA
- - - - 2015 - MAXIMUM VILLAGE LIMITS WITHIN JACKSON TOWNSHIP
- - - - 2030 - MAXIMUM VILLAGE LIMITS WITHIN JACKSON TOWNSHIP
- SCHOOL DISTRICT BOUNDARIES
- WEST BEND JOINT SCHOOL DISTRICT
- SLINGER SCHOOL DISTRICT
- GERMANTOWN SCHOOL DISTRICT
- CEDARBURG SCHOOL DISTRICT

- 1 JACKSON ELEMENTARY
- 2 MORNING STAR EVANGELICAL LUTHERAN
- 3 LIVING WORD LUTHERAN HIGH SCHOOL
- 4 KETTLE MORaine LUTHERAN HIGH SCHOOL
- 5 DAVID'S STAR EVANGELICAL LUTHERAN
- 6 TRINITY EVANGELICAL LUTHERAN



**EXHIBIT 4.6**

**AREA SCHOOL DISTRICT BOUNDARIES**

either the Germantown School District or the Cedarburg School District. Each school district has managed its needs independently from the Town, and it is expected that this will continue. Given the wide choice of private and public facilities, education options for school-aged children within the Town appear to be more than adequate for the planning period.

<b>Exhibit 4.7 – Potential Impact of Future Residential Development in the Town of Jackson on Public School Districts</b>			
<b>Public School District</b>	<b>Approx. Number Existing Students</b>	<b>Vacant Subdivision Lots Within District Boundaries</b>	<b>Projected School-Aged Children</b>
West Bend Joint School District	6,800	131	93
Germantown School District	3,858	99	70
Cedarburg School District	3,100	0	0
<b>TOTAL</b>	<b>-</b>	<b>230</b>	<b>163</b>

*Sources: Wisconsin Dept. of Public Instruction; Washington Co. UW-Extension, June 2007; and 2000 U.S. Census.*

In addition to the public schools listed above, however, there are several parochial school options within the Town, as well as the option of home schooling. These options undoubtedly reduce the number of students from the Town attending public schools. Parochial schools include David's Star Evangelical Lutheran School (PK-8, 163 students); Kettle Moraine Lutheran High School (9-12, 417 students); Living Word Lutheran High School (9-12, 156 students); Morning Star Lutheran School (PK-8, 163 students); and Trinity Lutheran School (PK-8, 69 students).

### **Child Care Facilities**

According to the 2000 U.S. Census, there were 221 children under five years of age living in the Town of Jackson. With a high percentage of families consisting of dual income parents who commute to work, easily accessible and quality child care is a critical concern for many families. In 2006, there were 14 licensed family child care centers (4-8 children) and 62 licensed group child care centers (9 or more children) in Washington County.

<b>Exhibit 4.8 – Child Care Centers in the Village and Town of Jackson</b>		
<b>Child Care Center</b>	<b>Location</b>	<b>Capacity</b>
Kiddie Kampus	N168 W22224 Main St.	103
Kool Kids Club Inc. – Jackson	W204 N16850 Jackson Dr.	80
Living Word Child Development Center	2240 Living Word Ln.	117
<b>TOTAL</b>		<b>300</b>

*Sources: Wisconsin Department of Health and Family Services, Washington County, and SEWRPC, 2006.*

A phone survey of these child care centers conducted by UW-Extension Washington County in September, 2007 indicated there was a small amount of excess capacity at only one of these centers. While Town residents are not limited to the options listed in Exhibit 4.8, it would appear that based on this survey and the continuing trend toward dual income families and lengthy commutes, sufficient child care facilities will likely be an issue of concern during the planning period.

### **Elder Care Facilities**

According to the 2000 U.S. Census, there were 313 adults over 65 years of age living in the Town of Jackson. The Washington County Department of Aging and Disability Resources offers or coordinates a variety of programs for seniors. Senior centers are located in Germantown, Hartford,

and West Bend. Congregate meal sites include Jackson Bay Apartments and the Jackson Town Hall.

The Town of Jackson through the Joint Recreation and Parks Committee offers expanded senior programs from the Community Building/Recreation Offices/Boys and Girls Club facility in the Village.

### **Skilled care**

According to Gunderson and Graham Healthcare Consulting (April 2, 2004 report to Sheboygan County Health Care Citizens' Task Force), the elderly are becoming healthier, better educated, more consumer savvy, and expect a variety of health care alternatives to be available to them. The least desirable option is nursing home care. In the last ten years, there has been a proliferation of assisted living and senior housing development. For local communities, especially small ones, this means it is possible to meet many of the housing needs of senior citizens without a large nursing home or similar type of facility. Unless a critical need arises within the Town of Jackson, the Town will continue to rely on facilities outside its boundary to provide skilled care and housing for the elderly.

### **Health Care Facilities**

The Village of Jackson has two health care facilities within its borders, and a major hospital is located less than two miles to the north. There are no hospital or clinic facilities within the Town of Jackson, but there are facilities in proximity to the Town that provide adequate health care for the needs of most residents. All of the facilities listed below are relatively new, and providers have demonstrated an ongoing commitment to keeping up with technology changes and population growth.

- St. Joseph's Community Hospital, 3200 Pleasant Valley Road – A full-service hospital, built in 2005, with 80 beds. Services include emergency services, cancer care, diagnostics, rehabilitation, and many more.
- Aurora Health Center - Jackson, N168 W20060 Main Street – Opened in the 1980s, there are two physicians associated with this facility. Services include family medicine, diabetic counseling, lab and radiology, occupational therapy, and physical therapy.
- SynergyHealth Jackson Clinic, W225 N16711 Cedar Park Court – Opened in 1996, this facility houses five physicians and provides a full spectrum of family medicine, including an on-site lab, radiology, and EKG. Same day appointments for urgent conditions are available. Evening appointments are also available.

### **Community Center**

A 30,000-square-foot, \$3.4 million building on a 3-acre site on the northeast corner of Hickory Lane and Jackson Drive, in the Village of Jackson has been built. The building has a gymnasium, meeting and computer rooms, and office space for the Joint Village/Town Park and Recreation Department. It houses the Jackson Boys and Girls Club and a senior center. The project is a unique public/private partnership of the Village and Town and the Washington County Boys and Girls Club, and is expected to meet the needs of the area for the foreseeable future.

### **Park, Recreation, and Open Space Facilities**

For information regarding park, recreation, and open space facilities, please see the *Joint Parks, Recreation and Open Space Plan*, which is made a part of this Element. *The Joint Parks, Recreation and Open Space Plan* is included under separate cover and any amendments thereto shall comply with the same requirements as any other part of the *Town Comprehensive Smart Growth Plan*.



## **CHAPTER 5 - INTERGOVERNMENTAL COOPERATION**

### **INTRODUCTION**

In general terms, intergovernmental cooperation is any arrangement by which officials of two or more jurisdictions communicate visions and coordinate plans, policies, and programs to address and resolve issues of mutual interest. It can be as simple as communicating and sharing information, or it can involve entering into formal intergovernmental agreements and sharing resources such as equipment, buildings, staff, and revenue.

Many issues cross jurisdictional boundaries, affecting more than one community. For example, air and water pass over the landscape regardless of boundaries so that one jurisdiction's activities with regard to air and water impact other jurisdictions downwind or downstream. Today, increased communication technologies and personal mobility mean that people, money, and resources also move across jurisdictions, as quickly and freely as air and water.

Frequently, the actions of one governmental unit impact others. This is why intergovernmental cooperation is a critical component of every community's comprehensive plan, for without it even the best intentions of a plan can be undermined, even unintentionally, by an adjacent community with contradictory policies.

The Town of Jackson's relationship with neighboring communities, Washington County, the Southeastern Wisconsin Regional Planning Commission, area school districts, and the state and federal government can impact residents in terms of taxation, planning, provision of services, and siting of public facilities. A review of these relationships and the identification of opportunities to work together, as well as the identification of existing or potential conflicts can help the Town address these situations in a productive manner.

#### **66.1001(2)(g)**

*Intergovernmental Cooperation Element.* A compilation of objectives, policies, goals, maps and programs for joint planning and decision making with other jurisdictions, including school districts and adjacent local governmental units, for siting and building public facilities and sharing public services. The element shall analyze the relationship of the local governmental unit to school districts and adjacent local governmental units, and to the region, the state and other governmental units. The element shall incorporate any plans or agreements to which the local governmental unit is a party under 66.0301, 66.0307, 66.0309. The element shall identify existing or potential conflicts between the local governmental unit and other governmental units that are specified in this paragraph and describe processes to resolve such conflicts.

### **CHAPTER SUMMARY**

The Town of Jackson interacts with a number of other governmental entities. Existing relationships with these entities is generally positive.

## **EXISTING ACTIVITIES**

### **Adjacent Governmental Units**

In addition to adjoining the villages of Jackson and Germantown, the Town borders the Towns of West Bend, Trenton, Polk, and Germantown in Washington County and the Town of Cedarburg in Ozaukee County.

### **Relationships**

The Town and Village of Jackson have a generally positive and effective working relationship. Relationships with other adjacent communities are less active but also generally positive.

### **Sharing Public Facilities**

Shared public facilities include the Jackson Community Building, Jackson Town Hall and Recreation Center, the WDNR-owned Jackson Marsh and Wildlife Area, Cedar Creek site, and Hasmer Lake fishing pier site. In addition, as a result of the *Revenue Sharing Agreement and Cooperative Boundary Plan*, fire protection and certain water and sanitary services are also shared from the Village of Jackson.

### **Sharing Public Services**

The Town of Jackson is involved in partnerships to share public services in a number of ways, including, but not limited to: 1) being part of the Mid-Wisconsin Federated Library System, 2) contracting with the Washington County Sheriff's Department to provide protective services for the Town, 3) working with the Washington County Planning & Parks Department to administer shoreland/floodplain provisions and private on-site sanitary system regulations, 4) contributing financially to the Jackson Fire Department, 5) contributing financially to the Jackson Joint Parks & Recreation Department, 6) working with the Village of Jackson to provide sewer and water service to homes near the Village, and 7) cooperating with adjoining communities to share maintenance and snowplowing on roads running along Town borders.

### **Plans and Agreements**

In May of 2018, the Town of Jackson entered into a mediated cooperative plan agreement with the Village of Jackson. This agreement completely supplants and deletes in its entirety the former *Village of Jackson and Town of Jackson Revenue Sharing Agreement and Cooperative Boundary Plan* dated 1999 as amended in 2005 and 2008.

The *Village of Germantown 2020 Smart Growth Plan*, the *Town [now Village] of Richfield Smart Growth Plan*, and *A Multi-Jurisdictional Comprehensive Plan for Washington County: 2035*, all of which were completed prior to the adoption of this Plan, have been reviewed and consulted as necessary.

### **School Districts**

Three public school districts serve portions of the Town of Jackson. The northern two-thirds of the Town is served by the West Bend Joint School District. The remainder of the Town is served by either the Germantown School District or the Cedarburg School District.

### **Relationships**

Although there were approximately 768 school age children in the Town (2000 U.S. Census), the relationships between the Town and these school districts are best described as limited.



### **Siting School Facilities**

The siting of new school facilities is mainly conducted by the School District. One recent trend has been the consolidation of facilities to main campuses and away from outlying areas. It is unlikely that any new school facility will be built in the Town during the planning period.

### **Sharing School Facilities**

The Town has no formal agreement with any school district for shared use of facilities. The Town conducted a comprehensive planning workshop at Kettle Moraine Lutheran High School in 2006, and it would not be unusual for similar activities to be held at local private schools or for certain school activities to be held at the Town of Jackson Park.

### **County**

The Town of Jackson has cooperated and/or partnered with Washington County in a number of ways in the past and intends to continue to do so in the future. Examples include 1) cooperating with Washington County in its administration of County ordinances, 2) working with Washington County UW-Extension to prepare the Town's portion of the joint comprehensive plan, 3) cooperating with the Washington County Highway Department for the center line painting of certain roads within the Town, and 4) relying on the Washington County Sheriff's Department for protective services.

Although the County's comprehensive plan and those of its 11 partnering communities were not yet adopted as of the writing of the Town of Jackson's Plan, the Town had access to draft chapters from the County and considered their content when appropriate.

### **Region**

The Town of Jackson is located in Washington County, which is located in the southeast region of the State of Wisconsin. Washington County is a member of the Southeastern Wisconsin Regional Planning Commission (SEWRPC), and by extension so is the Town and the Village. SEWRPC has a number of programs, data, maps, and plans in place covering natural resources, demographics, projections, traffic counts, transportation planning, telecommunications planning, etc., several of which have been consulted in the preparation of this comprehensive plan.

### **State**

The Town's relationship with the State of Wisconsin is one which deals mainly with issues related to transportation (WisDOT: STH 60), natural resources (WDNR: Jackson Marsh), and agriculture (DATCP). Although it is not required, the Town intends to share a digital copy of this Comprehensive Plan with WisDOT and WDNR.

### **Other**

The Jackson-Germantown agricultural drainage district encompasses approximately 1,800 acres. This special purpose unit of government is responsible for the construction, operation, and maintenance of agricultural drainage improvements.

## **INVENTORY OF PLANS AND AGREEMENTS**

### **Boundary Agreement and Revenue Sharing**

In May of 2018, the Town of Jackson entered into an agreement with the Village of Jackson that completely supplants the former boundary plan and revenue sharing agreement with the Village of Jackson adopted in 1999 and amended in 2005 and 2008.

### **Annexation**

Annexation is the process for transferring lands from unincorporated areas (towns) to contiguous incorporated areas (cities and villages). In Wisconsin, municipal annexations are typically initiated by landowners, and not by villages or cities, except in the case where a boundary agreement has been made whereby certain town lands are designated for attachment to the city or village in accordance with the provisions and timetable of the agreement.

Along the boundary between the Village of Jackson and the Town of Jackson annexations are superseded by the terms within the *Village of Jackson/Town of Jackson Revenue Sharing Agreement and Cooperative Boundary Plan*. Lands along other boundaries, such as between the Village of Jackson and the Town of Polk, or between the Town of Jackson and the Village of Germantown, which are not under boundary agreements, are subject to the standard annexation process as outlined in Chapter 66 of the Wisconsin Statutes.

### **Extraterritorial Platting Jurisdiction (ETP)**

State Statutes allow an incorporated village or city to extend land division review over surrounding unincorporated areas. This helps cities or villages ensure that development near its boundaries is compatible with existing development and that such development is designed in a way that promotes efficient delivery of public services in the future if the development ever becomes part of the city or village. The extraterritorial area can extend for 1.5 miles for villages and cities under 10,000 population, such as Jackson, and up to 3 miles for cities over 10,000, such as West Bend. Both Jackson and Germantown, as well as West Bend and Cedarburg, currently exercise extraterritorial plat review in portions of the Town of Jackson. It is anticipated that the newly incorporated Village of Richfield will also exercise such powers.

### **Extraterritorial Zoning Jurisdiction (ETZ)**

Cities have been given by statute either a 3-mile (if pop. 10,000 or more) or a 1.5-mile extent of zoning control outside their corporate boundaries if the proper cooperative steps with the adjoining town are followed. Villages have been given up to 1.5 miles. This allows a city or village to exercise land use control over new development that otherwise might be incompatible with a city/village's future growth. This power is most useful in areas where there is a substantial amount of development or redevelopment occurring on the outskirts of a city or village. Currently, no city or village exercises extraterritorial zoning in the Town of Jackson.

When a city or village enacts an interim zoning ordinance, the existing zoning in all or part of the ETZ jurisdiction is "frozen" as is. The city/village plan commission then updates its existing zoning ordinance to include parcels in the ETZ and a Joint Extraterritorial Zoning Committee (3 city/village members and 3 town members) is created to vote on the update. If a majority of the Joint Committee votes in favor of the proposed regulations, a public hearing is held, after which the city/village council/board may adopt the new regulations.

A “freeze” may be enacted for up to two years (with another year’s extension possible if approved by the Joint ETZ Committee), without town, county or state approval — although an adopted resolution, publication, and certified mail notices are still required. Once a freeze expires, a city/village must wait at least two years before enacting another freeze.

### **EXISTING OR POTENTIAL CONFLICTS**

This list below was generated by feedback from local officials and then reviewed by the Town’s Comprehensive Community Planning Advisory Group, the Town Parks & Plan Commission, the Joint Village/Town Planning Group, and others.

#### **Existing or Potential Conflicts**

- A. Inconsistencies between Village of Jackson or Town of Jackson plans, regulations, and controls and those of other government entities.
- B. Surface water and groundwater quantity, quality, and recharge areas.
- C. Uses on or near state-owned lands in the Town or Village.
- D. The possible vacation of Wausaukee Road, a dead-end road on the boundary between the Town of Jackson and the Town of Cedarburg. Lannon Stone Products owns land on both sides of the road. Both towns would need to agree to vacate the road. In the past Jackson has voted to vacate, Cedarburg has not.
- E. The large amount of WDNR land purchases in the Town over the years and possible negative impacts on the Town’s tax base.
- F. Joint facilities and/or services.

#### **Conflict Resolution Process**

In May of 2018, the Town of Jackson entered into a mediated cooperative plan agreement with the Village of Jackson. This agreement completely supplants and deletes in its entirety the former *Village of Jackson and Town of Jackson Revenue Sharing Agreement and Cooperative Boundary Plan* dated 1999 as amended in 2005 and 2008.

Further, the Washington County Board, in recognizing the importance of intergovernmental cooperation, and to continue the cooperation between the County and local municipalities, has established a dispute resolution process as a forum to address and resolve conflicts. Interested municipalities can enter into an appropriate intergovernmental agreement to voluntarily participate in this dispute resolution process in an effort to reduce or avoid expenditures of valuable taxpayer dollars.



## **CHAPTER 6 - AGRICULTURAL, NATURAL AND CULTURAL RESOURCES**

### **INTRODUCTION TO THIS ELEMENT**

Farming and farm-related businesses provide important contributions to many local economies. **Agriculture** is also significant because farmland and working farms dominate the rural landscape and help define local community identity and culture. From 1996 through 2000, over 313,000 acres of Wisconsin farmland were removed from agriculture at least in part because a relatively poor agricultural economy prompted farmers to sell land and a robust non-farm economy enabled many urban dwellers to realize their dream of living in the country.

**Natural resources** provide a clean and abundant supply of groundwater and surface water; assure safe air to breathe; and provide a natural landscape of terrestrial and aquatic habitats, such as forests, prairies and wetlands that are fundamental to a healthy and diverse biological community. Studies have shown that natural resources play a key role in a vibrant economy, whether in tourism revenues, enhanced property values, low cost raw materials (such as sand, gravel, and stone), or available water for manufacturing processes. Since these resources are limited, it is important to care for them, use them wisely, and avoid unplanned or poorly planned development patterns, which unnecessarily increase demand for water, land, and raw materials.

**Cultural resources** include historic buildings and structures as well as ancient and historic archeological sites. A preservation ethic provides the historical context for future planning and land use policies, because older neighborhoods and historic buildings can determine the style and scale of future development. Preserving a community's history helps build a "sense of place" and brings a long-term perspective that promotes stability and more careful decision making.

66.1001(2)(e)

*Agricultural, natural and cultural resources element.* A compilation of objectives, policies, goals, maps and programs for the conservation, and promotion of the effective management, of natural resources such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and nonmetallic mineral resources consistent with zoning limitations under 295.20(2)s. 295.20 (2), parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources.

### **CHAPTER SUMMARY**

**Agriculture** is the major land use within the Town of Jackson, with a mix of large farms, hobby farms, and nurseries. Although the topography, climate, and soils are suitable for agriculture, economic factors and the Town's proximity to a growing metropolitan area have increased the rate at which farmland has been converted to other uses. As much as possible, the Town's agricultural areas should be preserved to maintain the agricultural community and open space valued by local residents.

**Natural resources** play a major role in the Town of Jackson primarily due to the abundant open space, expansive wetlands, scattered woodlands, numerous creeks, and potential non-metallic mining resources. The State of Wisconsin has recognized the importance of certain areas in the Town by creating the 2,000-acre Jackson Marsh Wildlife Area. Continued efforts should be made

to protect the Town's groundwater and natural resources, especially in ways that emphasize voluntary landowner participation and do not impose burdens on Town taxpayers.

While local officials would seldom discourage private investments in **cultural resource** inventorying or preservation, public investments are unlikely due to limited funds. It is hoped that private organizations like the Jackson Historical Society will continue to play an active role in helping to catalog and preserve the artifacts and sites that make the Town unique.

## **PHYSICAL GEOGRAPHY**

### **Climate**

The data in Exhibit 6.1 was derived from observations at the weather station at West Bend, latitude 43°42' N, longitude 88°11' W, elevation 940 ft. Specific data for the Town and Village of Jackson is not officially compiled.

<b>Exhibit 6.1 – Local Weather Data</b>												
<b>Climate Normals</b>	<b>Jan</b>	<b>Feb</b>	<b>Mar</b>	<b>Apr</b>	<b>May</b>	<b>Jun</b>	<b>Jul</b>	<b>Aug</b>	<b>Sep</b>	<b>Oct</b>	<b>Nov</b>	<b>Dec</b>
Daily High (F°)	25.3	29.7	40.7	54.8	67.6	77.1	81.6	79.2	71.4	59.4	44.6	30.4
Daily Low (F°)	9.1	13.3	24.1	34.5	43.9	53.3	59.2	57.6	50.1	40.0	28.9	15.6
Growing Degree Days*	0	1	26	115	297	472	619	570	370	170	33	3
Precipitation (in)	1.21	0.93	1.95	2.93	2.92	3.51	3.79	3.80	4.13	2.66	2.44	1.72
Snowfall (in.)	12.1	9.6	8.8	2.5	0.1	0.0	0.0	0.0	0.0	0.2	3.5	13.1
Sunshine	45%	48%	50%	54%	57%	65%	68%	66%	58%	55%	38%	39%

\*GDD are used by horticulturists to predict the date that a flower will bloom or a crop reach maturity. GDD are calculated by taking the average of the daily maximum and minimum temperatures and subtracting a base temperature, typically 50° F, or a temperature based on the lifecycle of a particular plant in question.

### **Suitability for agriculture**

Prevailing weather conditions in the Town of Jackson are especially important from an agricultural perspective. The growing season ranges from 134 to 165 days, the median date of the last spring freeze is May 10, and the median date of the first autumn freeze is October 5. About 60% of the annual precipitation falls during the growing season. This is normally adequate for vegetation, although drought is occasionally reported. The climate is favorable for dairy farming and crops such as corn, small grains, hay, and vegetables. Many varieties of trees, shrubs, and flowers also do well.

### **Suitability for alternative energy**

Climate is also a key factor in whether certain alternative energy sources are viable. While a detailed site assessment for the Town of Jackson has never been done, Wisconsin Division of Energy computerized models indicate wind speeds for the area average 10-12 miles per hour at a height of 30 meters, which is a typical height for small private wind generators (in general, winds exceeding 11 mph are required for cost-effective installations). Computerized models indicate wind speeds average 14-15 miles per hour at a height of 60 meters, which is a typical height for large commercial wind turbines (in general, winds exceeding 13 mph are required for financially

feasible projects). The highest average wind speeds generally occur from early November through late April.

The percentage of sunshine, as indicated in Exhibit 6.1, is insufficient for successful large scale energy production, which typically requires an average of at least 70% during the year. The average for the area of 54% is adequate, however, for small scale home and business installations where the objective is to offset a portion of a building's energy demands.

### **Geology and Topography**

The dominant landforms in Washington County were created by glacial deposits formed approximately 11,000 years ago. The Town of Jackson is characterized by a layer of glacial till (a mixture of unsorted, angular- to round-shaped sediments ranging in size from clay to boulders) over a relatively shallow depth to bedrock. This bedrock (Silurian dolomite) is sometimes exposed at the surface, in fact more so than in any other town in the County. (See Exhibit 6.2 – Generalized Depth to Bedrock.)

The topography of the area is characterized by gently rolling low hills interspersed with broad undulating plains and poorly drained wetlands. Elevations range from approximately 985 feet in the northwest corner of the Town to 835 feet near the center of the Jackson Marsh.

### **Suitability for agriculture or development**

Slopes are slight and not generally constraining to agriculture or development. Areas where bedrock is close to the surface may pose difficulties for crop based agriculture, for septic systems, and for structures intended to include basements or underground infrastructure.

### **Soils**

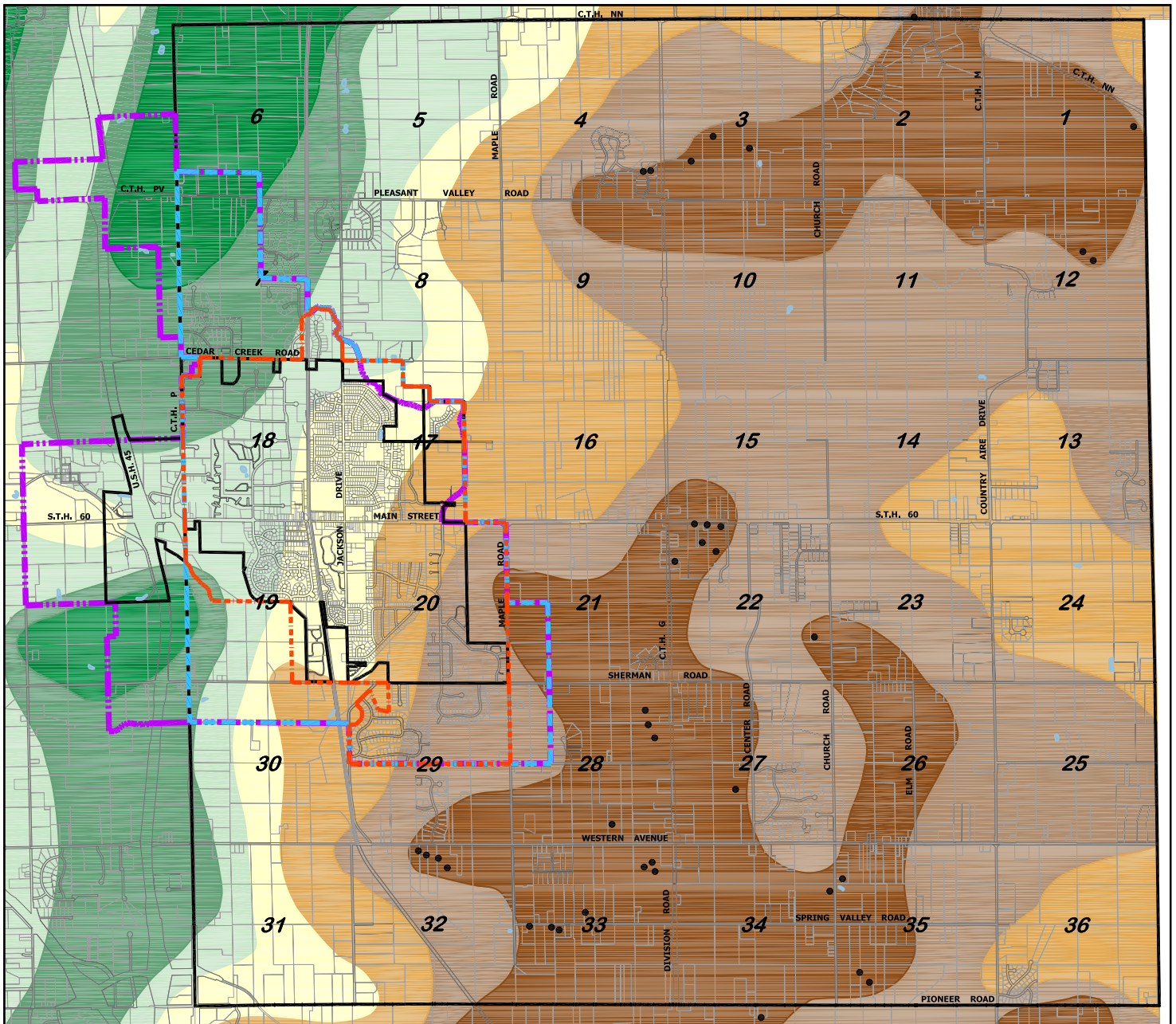
There are quite a variety of soils in the Town of Jackson. About one-third of the Town, mostly the eastern half, is comprised of the Casco-Hochheim-Sisson association, which are well-drained soils that have a subsoil of loam to clay loam; found over lake-laid silt, in gravel and sand outwash, or in sandy loam glacial till. About one-fifth of the Town, especially on the western side where future development is preferred to take place, is characterized by the Hochheim-Theresa association. These are well-drained soils that have a subsoil of clay loam and are formed in loess and the underlying sandy loam to loam glacial till, on uplands. Soils in the Jackson Marsh area and along the Town's southern border generally have poorly drained soils. (See Exhibit 6.3.)

### **Suitability for agriculture**

The Natural Resource Conservation Service (NRCS) has classified lands according to their capabilities for agriculture. Capabilities range from Class I for soils with few limitations to Class VIII for soils and landforms with limitations that preclude their use for productive agriculture. The majority of the Town has been classified as Class II soils, which have some limitations that reduce the choice of plants that can be grown, or require moderate conservation practices to reduce the risk of damage when used.

### **Suitability for dwellings with basements**

According to the NRCS, *severe limitations* mean soil properties or site features are so unfavorable or so difficult to overcome that special design, significant increases in construction costs, and possibly increased maintenance are required. *Moderate limitations* mean soil properties or site features that are not favorable for the indicated use may require special planning, design, or



**OUTCROPS**



**0 TO 25 FEET**



**25 TO 50 FEET**



**50 TO 100 FEET**



**100 TO 150 FEET**



**150 TO 200 FEET**



**200 TO 250 FEET**



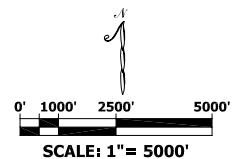
**250 TO 300 FEET**

**— — — — — VILLAGE OF JACKSON SANITARY SEWER SERVICE AREA**

**- - - - - 2015 - MAXIMUM VILLAGE LIMITS WITHIN JACKSON TOWNSHIP**

**- - - - - 2030 - MAXIMUM VILLAGE LIMITS WITHIN JACKSON TOWNSHIP**

**————— EXISTING VILLAGE/TOWN LIMITS**



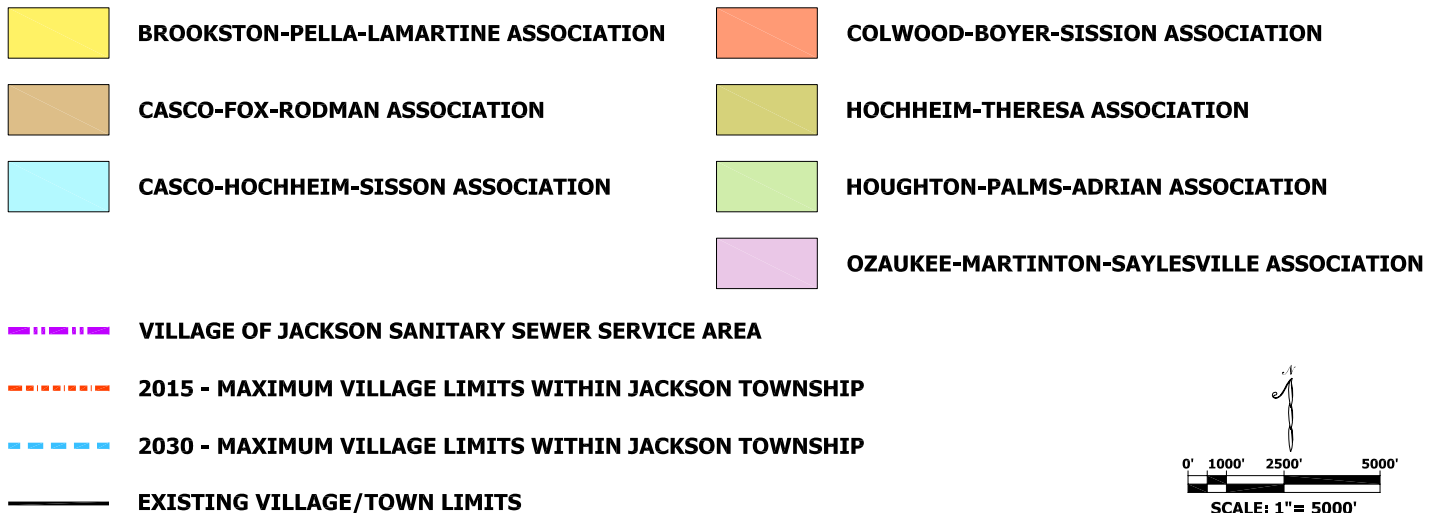
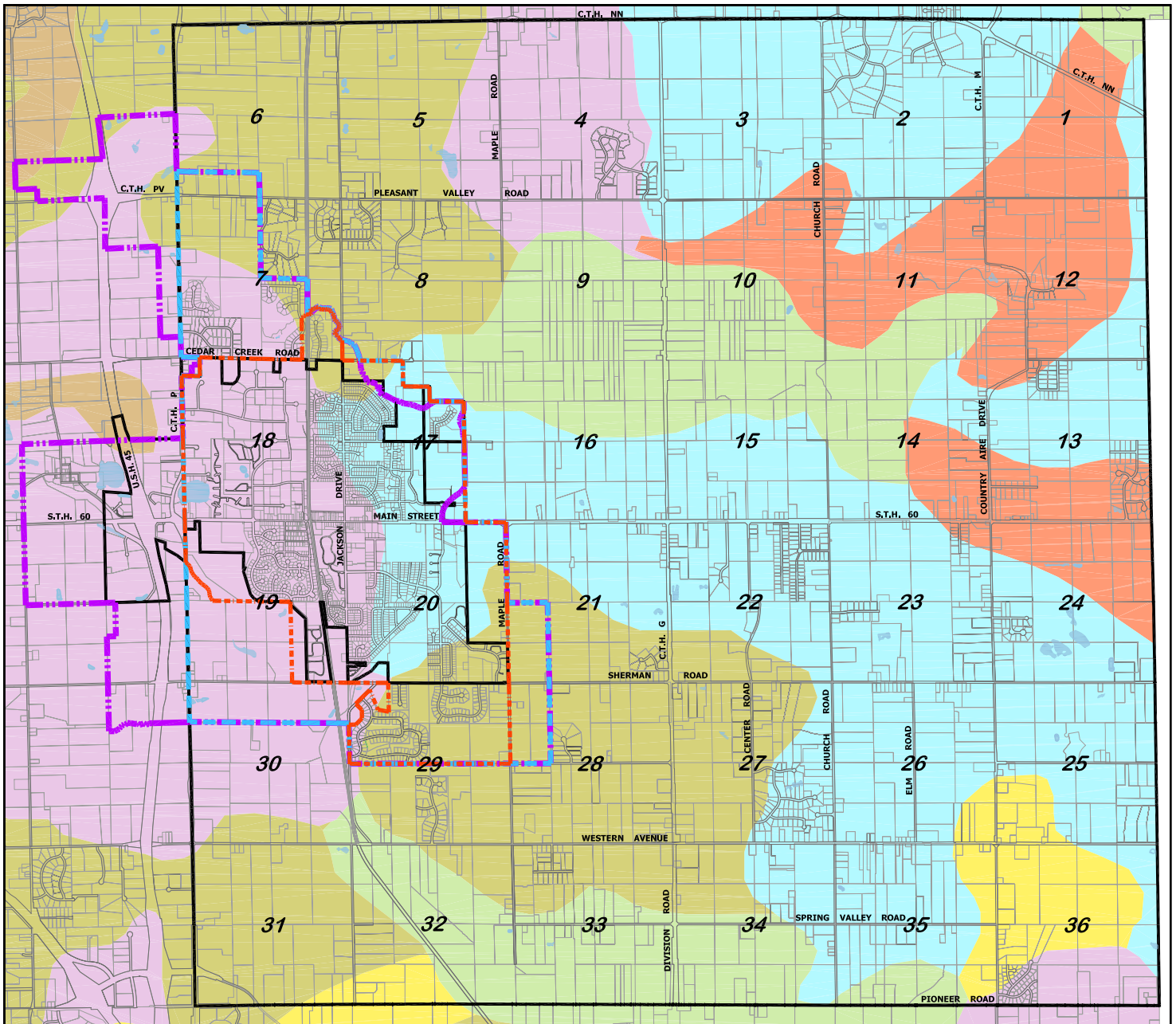
## EXHIBIT 6.2

## GENERALIZED DEPTH TO BEDROCK

7/1/2009

SOURCE: SEWRPC





## EXHIBIT 6.3

# GENERAL SOIL ASSOCIATIONS

maintenance to overcome or minimize limitations. *Slight limitations* mean soil properties and site features are generally favorable for the indicated use and limitations are minor and easily overcome. Exhibit 6.3 shows soil suitability for dwellings with basements in the Town of Jackson. This map is based on generalized data and is not a substitute for on-site soil testing.

### **Suitability for septic systems**

The Town relies on private sewage systems for the majority of its residents. Factors that are considered when evaluating soils for on-site waste systems are high or fluctuating water table, bedrock, soil permeability, and flooding frequency. In general, soils in the Town are not ideal for septic systems, but this has been largely overcome by the use of mound systems and new technologies allowed under the revised COMM 83 health and safety code. The code allows the use of soil absorption systems on sites with as few as six inches of suitable native soil. This may also allow for infill development where it was not permitted previously by the former plumbing code.

## **AGRICULTURE**

### **Dairy, Beef Cattle, and Crop Production**

There were 14 dairy farms in 2002, a similar number of beef cattle operations, and a substantial number of acres allocated to cash grain crops in the Town of Jackson. Overall, there were over 10,000 acres of active farmland in the Town in 2007 (see Exhibit 6.4). Although agriculture in the Town has declined, these numbers still represent a significant contribution to the local economy, and this land use is at least partly responsible for the Town's rural character. Based on the community survey results and visioning exercises, there appears to be strong support for agriculture to continue to play a central role. Whether this occurs will depend on a number of variables, however, such as 1) the profitability of agriculture, 2) continued availability of ag infrastructure and labor to support local farming, 3) the intensity of the demand for housing in rural areas, 4) and the ability to manage conflicts between farming and residential development.

<b>Exhibit 6.4 – Land Assessed as Agricultural in Town of Jackson</b>				
	<b>1981</b>	<b>1990</b>	<b>2003</b>	<b>2007</b>
Acres assessed as Ag	16,159	14,596	11,858	10,094
Percentage of all assessed Town land (17,956 ac. in 2007)	--	--	65%	56.2%

*Source: Wisconsin Department of Revenue, "Statement of Assessments." (Note: The WDOR does not audit this information and therefore cannot confirm the completeness or accuracy of the data.)*

### **Agricultural Preservation**

To counter the decrease in farming, various attempts have been made over the last 25 years to provide incentives and/or enforce regulations to preserve agriculture. Results have been mixed.

### **Identification of Prime Farmland**

The first step in preserving any resource is to define its characteristics and identify its locations. The USDA, Natural Resources Conservation Service defines prime farmland as land that has the best combination of physical and chemical characteristics for producing food, feed, fiber, forage, oilseed, and other agricultural crops, with minimum inputs of fuel, fertilizer, pesticides, and labor, and without intolerable soil erosion.

In general, prime farmland in Wisconsin:

- Has an adequate and dependable water supply from precipitation or irrigation
- Has a favorable temperature and growing season
- Has acceptable acidity or alkalinity
- Has few or no rocks
- Is permeable to air and water
- Is not excessively erodible
- Is not saturated with water for long periods of time
- Does not flood frequently, or is protected from flooding

### **Zoning**

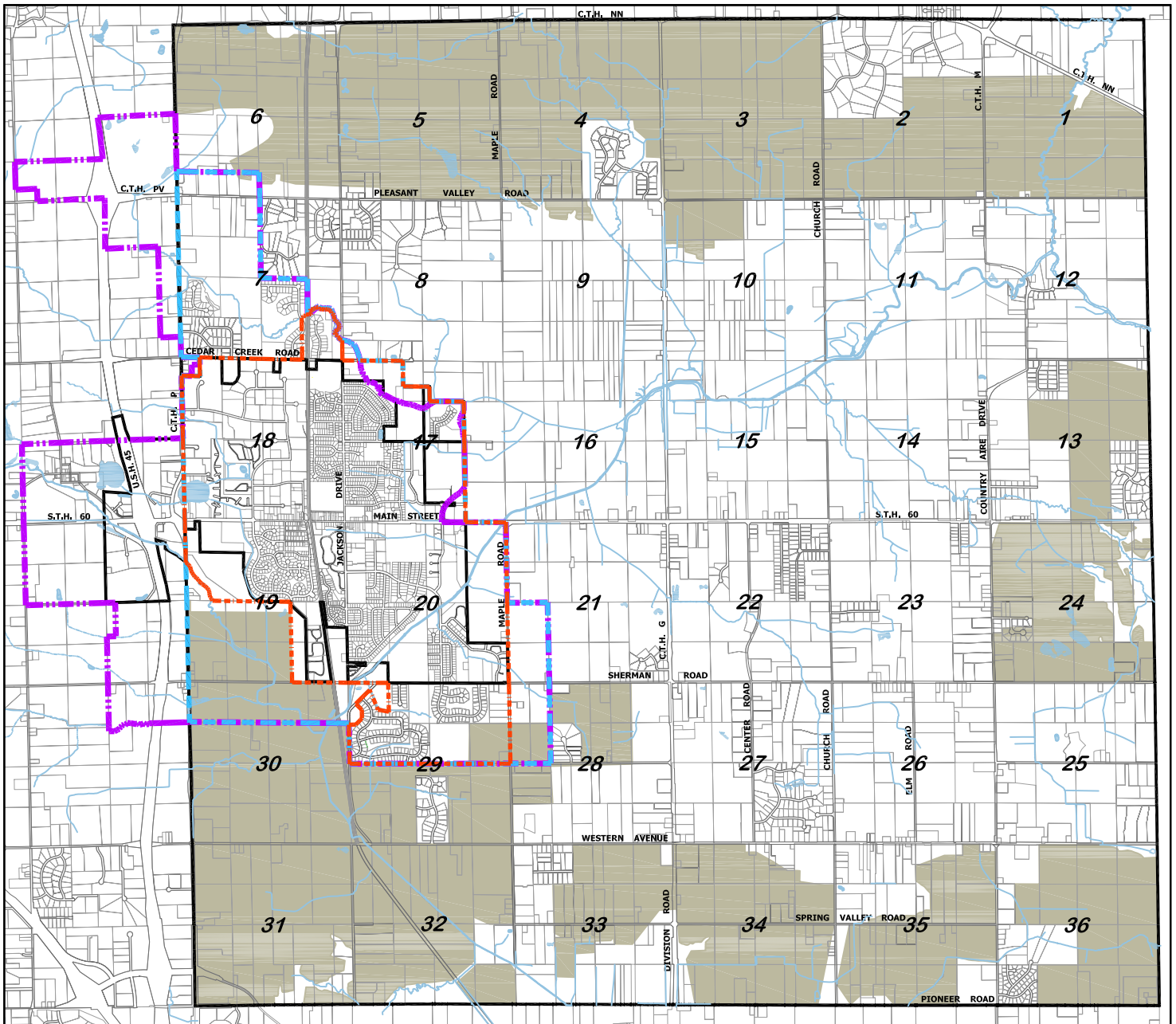
Zoning is a classification of allowable land use. This regulatory tool is used to separate incompatible uses, establish setbacks and similar parameters, and to set forth development and use conditions. Zoning districts can be used to largely maintain the status quo or they can facilitate the eventual transition from one use to another. There are two districts for agricultural lands within the Town of Jackson's Zoning Ordinance. The purpose of each district is listed below.

**A-1 Agricultural/Rural Residential District.** Intended to preserve agricultural lands historically used for crop production but which are generally best suited for smaller farm units, such as truck farming, horse farming, hobby farming, orchards, etc. This district also permits the creation of large rural residential estate type lots. Minimum lot size is 5 acres.

**A-2 Exclusive Agricultural District.** Intended to preserve agricultural lands historically used for crop production and the raising of livestock. This district is further intent upon preventing the premature conversion of agricultural land to scattered residential, commercial, and industrial uses. The minimum lot size is 35 acres.

### **Wisconsin Farmland Preservation Program (FPP)**

The FPP was created in 1977 to preserve agricultural resources by supporting local government efforts to manage growth. The Program provides income tax credits to eligible farmland owners. The program is administered by County and local governments, but the Wisconsin Land and Water Conservation Board (LWCB) must first certify that the county farmland preservation plan meets the standards specified in Chapter 91 of the Wisconsin Statutes. Washington County's Farmland Preservation Plan was certified in 1981. To be eligible to enroll in the program, farmland must be designated as such in the County Farmland Preservation Plan, must be a minimum of 35 contiguous acres, and must produce a minimum of \$6,000 in gross farm receipts in the previous year or \$18,000 in the previous three years. Farmland owners may participate in one of two ways: through exclusive agricultural zoning or through Farmland Preservation Agreements. Participation through exclusive agricultural zoning may occur only when the local jurisdiction having zoning authority has a zoning ordinance that is certified by the LWCB as having met the standards of Chapter 91 of the Statutes. The only uses permitted in exclusive agricultural zoning districts are agricultural uses and uses consistent with agricultural use, which are specified in the Statutes. The Town of Jackson does not have a zoning ordinance that has been certified by the LWCB.



**PRIME AGRICULTURAL LANDS**



**SURFACE WATER**



**VILLAGE OF JACKSON SANITARY SEWER SERVICE AREA**



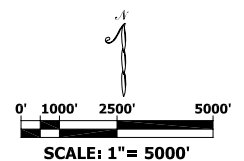
**2015 - MAXIMUM VILLAGE LIMITS WITHIN JACKSON TOWNSHIP**



**2030 - MAXIMUM VILLAGE LIMITS WITHIN JACKSON TOWNSHIP**



**EXISTING VILLAGE/TOWN LIMITS**



# **EXHIBIT 6.5** **ARES DESIGNATED AS PRIME FARMLAND** **IN THE TOWN OF JACKSON**

In towns like Jackson where the County Farmland Preservation Plan designates land as farmland but the LWCB has not certified the local zoning ordinance, a landowner may participate in the program through a Farmland Preservation Agreement with DATCP. Contracts are for 10- or 25-year periods. In a county with a population density of 100 or more people per square mile, however, the land must be under a certified agricultural zoning ordinance to be eligible for tax credits. Washington County has a population density of more than 100 people per square mile, so no new Farmland Preservation Agreements may be made with Washington County farmland owners; however, the State allowed landowners in local governments without certified ordinances to enter into agreements during the years 1989 to 1991. In 2005, there was one Wisconsin Farmland Preservation Agreement encompassing about 150 acres of farmland in the Town of Jackson.

In the past, the Farmland Preservation Credit Program and Farmland Tax Relief Credit Program have provided at least some incentive to farmers to keep their lands in exclusive agricultural use. Today, however, the tax credits the typical farmer receives average about \$1,000 annually, which is tiny compared to the six-figure payouts farmers may be able to get for subdividing their land. There are also other shortcomings of these programs. Seldom are farmers who develop their land forced to fully pay back the credits they received under the programs. Second, rezonings for residential uses in exclusive agricultural districts have been common in some towns, creating a patchwork of conflicting uses in many areas. Finally, in the end tax credits do not provide long term protection.

### **Use-Value Assessment**

The changes in the structure of Wisconsin's property taxation, implementing a use-value assessment, have been generally favorable to farmland preservation. Agricultural lands are now assessed for their value in agriculture and not other potential uses. However, while this policy may benefit owners of lands being used only for farming, the tax revenues lost through this reduction on farmlands must be made up by other properties within a town. Since there is seldom an extensive tax base of industrial and commercial properties within a town to absorb the shortfall, residential properties — including the homes of farmers — are taxed at a higher rate.

### **Conservation Reserve Program (CRP)**

The USDA administers the Conservation Reserve Program (CRP) to help provide water quality protection, erosion control, and wildlife habitat in agricultural areas. Under the CRP, the landowner enters into an agreement to restore or protect lands for a 10-year or longer period in return for cash payments or assistance in making conservation improvements.

### **Purchase of Development Rights (PDR)**

Property law in the U.S. establishes the concept that certain rights are attached to parcels of land, such as water, air and mineral rights, and the right to sell or develop. It is also generally accepted that these rights are distinct from one another and transferable. Under a PDR program, a landowner voluntarily sells the development rights to part or all of his or her land. The development rights are purchased by a government agency or trust, which pays the landowner the difference between the value of the undeveloped land and what it would be worth if it was developed. A conservation easement is recorded on the property deed. This permanent easement forbids development in perpetuity, allowing only certain uses such as agriculture or open space.

The land remains on the tax rolls and the landowner maintains all other rights and responsibilities for the land.

The major challenge with implementing a PDR program is the cost, which typically falls to taxpayers. While taxpayer funded programs have been successfully established elsewhere in the Midwest, two referenda in the Town of Hartford, and a Washington County referendum in 2007, each intended to gauge support for PDR, failed to muster majority votes.

### **Land Evaluation and Site Assessment (LESA)**

The NRCS has created a new method for identifying areas to be preserved as farmland. LESA is a numeric system for rating potential farmland preservation areas by evaluating soil quality (LE) and geographic variables (SA). Soil quality is based on soil type, slope, agricultural capability class, and soil productivity for producing corn and soybeans. Geographic variables include distance from major highways, proximity to urban development, and proximity to public sewer and water. All of the specific factors included as part of the geographic variables/site assessment were determined by an ad hoc committee consisting of representatives from SEWRPC, Washington County, and each of the towns participating in the County's multi-jurisdictional planning process.

Exhibit 6.6 on the previous page depicts land in the Town of Jackson and its evaluation according to the LESA criteria. A substantial portion of the Town falls into the Tier I ("Best Suited for Long-Term Farmland Protection") category. In fact, 10,055 acres, which is 46% of the Town's total land area, falls into Tier 1. An additional 7% of land falls into Tier 2 ("Consider on a Case by Case Basis").

### **Specialty (Niche) Farming**

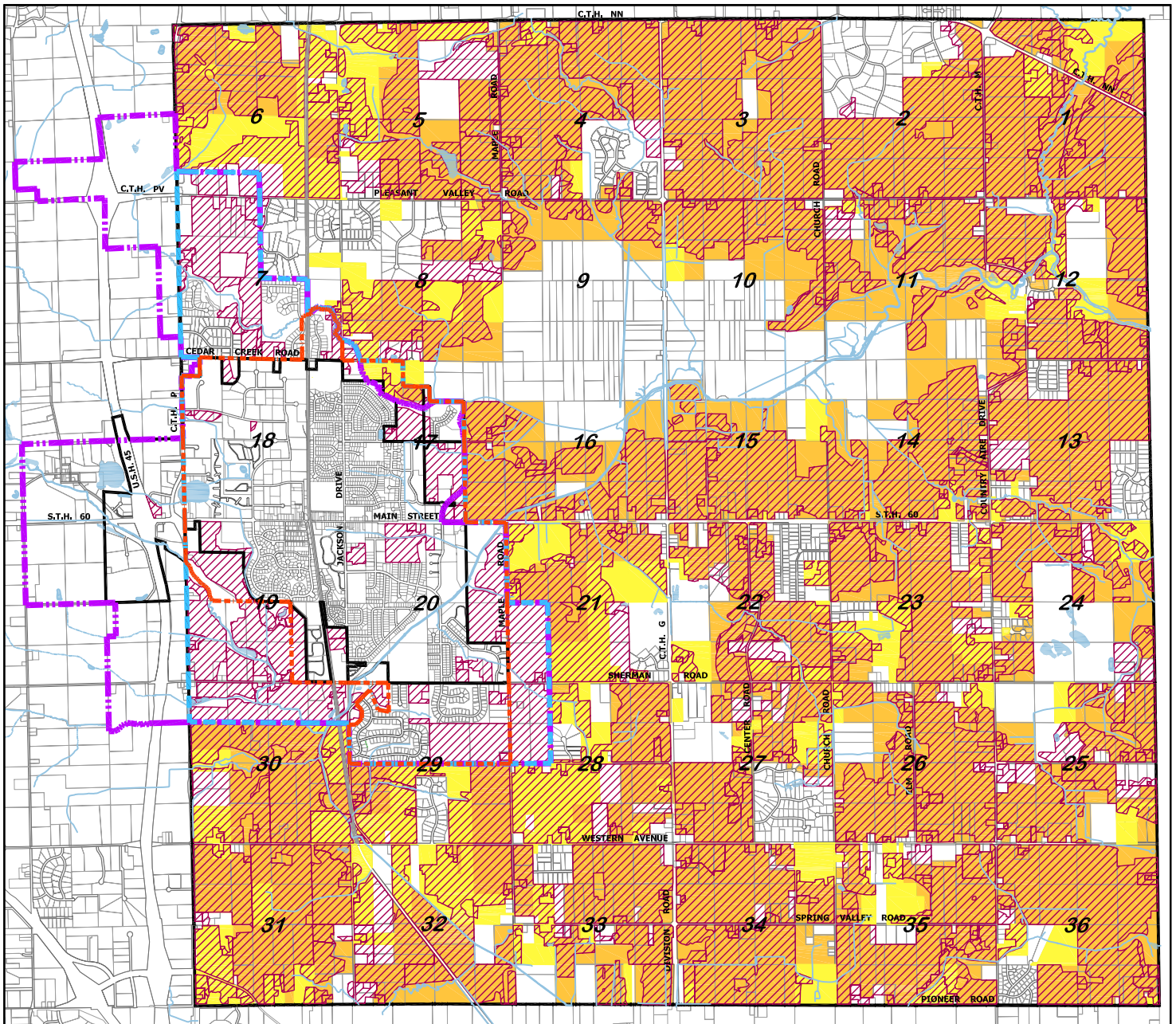
As scattered development has broken up large contiguous tracts of farmland, one way to make use of smaller tracts and maintain an agricultural presence is through farmettes that focus on specialty products such as organic milk and cheese, organic vegetables and produce, organic fruits and juices, aquaculture products, pumpkins, walnuts, maple syrup, and pine trees (for landscaping or holidays).








Given the Town of Jackson's proximity to the Milwaukee metropolitan area, specialty farmers may have an opportunity to market themselves to these population centers to bring customers to the Town. District A-1 of the Town's Zoning Ordinance allows for an extensive variety of permitted and conditional uses and accessory uses that are conducive to specialty farming.

### **Horticulture**

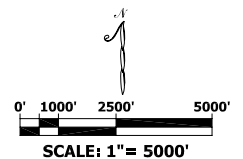
Horticulture is defined as the culture or growing of garden plants. Horticulturists may work in plant propagation, crop production, plant breeding and genetic engineering, plant biochemistry, and plant physiology. They may also be involved in the storage, processing, and transportation of fruits, berries, nuts, vegetables, flowers, trees, shrubs, and turf. Horticulturists work to improve crop yield, quality, nutritional value, and resistance to insects, diseases, and environmental stresses. There appears to be support for horticulture in the Town of Jackson, especially since it provides employment and is more in harmony with the concept of rural character than most other types of development. District A-1 of the Town's Zoning Ordinance allows for horticulture as a permitted use and associated accessory uses that are conducive to horticulture. District A-2 also allows for some uses that are compatible with horticulture. Highway Business District B-2 allows garden centers as a permitted use. Several conditional uses are also specified that might be advantageous to a horticulture business.





-  **TIER I FARMLANDS - AGRICULTURAL LANDS IDENTIFIED AS BEST SUITED FOR LONG-TERM FARMLAND PROTECTION FOR CONSIDERATION BY COUNTY AND LOCAL OFFICIALS**
-  **TIER II FARMLANDS - AGRICULTURAL LANDS WHICH SHOULD BE CONSIDERED FOR LONG-TERM FARMLAND PROTECTION BY COUNTY AND LOCAL OFFICIALS ON A CASE BY CASE BASIS**
-  **AGRICULTURAL LANDS**
-  **VILLAGE OF JACKSON SANITARY SEWER SERVICE AREA**
-  **2015 - MAXIMUM VILLAGE LIMITS WITHIN JACKSON TOWNSHIP**
-  **2030 - MAXIMUM VILLAGE LIMITS WITHIN JACKSON TOWNSHIP**
-  **EXISTING VILLAGE/TOWN LIMITS**

NOTE: AGRICULTURAL LANDS WITHIN THE SANITARY SEWER SERVICE AREA WERE NOT INCLUDED IN THE LESA ANALYSIS



## EXHIBIT 6.6

# LAND EVALUATION AND SITE ASSESSMENT FOR LANDS IN THE TOWN OF JACKSON

A recent informal count showed the number of horticultural enterprises in the Town of Jackson had reached at least nine, which outpaces other towns in the area and is an increase from years past. Overall, horticulture was the second-largest source of agricultural revenue in Washington County in 2002, accounting for just over 19% of sales, compared to 3.5% of sales statewide. The relative importance of the horticultural industry in Washington County compared to the State is likely a response to the demand for landscaping material for urban development in the County and the Milwaukee metropolitan area.

Typically, successful horticulture operations need between 10-40 acres of relatively flat land that is conducive for growing garden products. About 1-2 acres of this land is usually needed for outdoor storage of materials (e.g., stone, mulch, sand). Quick access to highways is preferred.

### **Possible Impacts of Agriculture**

Noise, dust, the long hours of operation, truck and equipment traffic, manure handling, and the practice of spraying herbicides and pesticides can all have potentially negative impacts on nearby residential uses and the environment. (See the following “Groundwater” section for more details.) At the same time, residential development can make daily agricultural activities difficult and sometimes dangerous. As a result, farmers and horticulturalists must often contend with conflicts such as increased traffic and nuisance complaints by new neighbors.

## **NATURAL RESOURCES**

### **Groundwater**

Groundwater occurs within three major aquifers that underlie southeastern Wisconsin, Washington County, and the Town of Jackson. From the land’s surface downward, they are: 1) the sand and gravel deposits in the glacial drift, generally 0’-50’ deep in the Town of Jackson; 2) the shallow dolomite strata in the underlying bedrock, generally 50’-450’ deep in the Town; and 3) the deeper sandstone, dolomite, siltstone, and shale strata, generally 450’-700’ deep in the Town. Because of their proximity to the land’s surface and hydraulic interconnection, the first two aquifers are commonly referred to collectively as the “shallow aquifer,” while the latter is referred to as the deep aquifer. Within the Town, the shallow and deep aquifers are separated by the Maquoketa shale, which forms a relatively impermeable barrier between the two aquifers. Although there are site specific exceptions, the shallow aquifer is characterized as a water table aquifer, while the deep aquifer is artesian.

According to well construction reports filed since 1988, most residents in the Town of Jackson draw their water from wells in the shallow aquifer at depths ranging from 37 feet to 404 feet. An increase in drilling depths over time sometimes indicates contamination, water scarcity, or other problems. For the period 1988-1991, average depths were 176 feet; for the period 2004-2007, average depths were 190 feet. This is an increase but not a dramatic one.

Individual wells are recharged by local rain and snow seeping into the ground and migrating through the soil to groundwater, which then flows toward the well. In the shallow aquifer this recharge area typically extends from immediately around the well itself up to about six miles; the deep aquifer can be replenished by recharge areas as far away as Dodge County. Contaminants can seep into the groundwater in either of these recharge areas. In 1997 and 1998, SEWRPC and the Wisconsin Geological and Natural History Survey conducted a study to determine potential sources of groundwater contamination, with an emphasis on landfills; leaking fuel storage tanks;



animal feed lots; sludge; road salt storage sites; fertilizer and pesticide storage, mixing, and loading; improperly abandoned wells; and clusters of on-site sewage disposal systems (areas with more than 32 housing units per PLSS section). The study found that areas like the Town of Jackson where soils are permeable and the bedrock aquifer is close to the surface are especially vulnerable to groundwater contamination (see Exhibit 6.7).

### **High-Capacity Wells**

According to WDNR data, there are 6 municipal and 9 non-municipal high-capacity wells located in the planning area (see Exhibit 6.8). There may be others outside the planning area that are close enough to potentially have some influence on groundwater levels within Jackson. Prior WDNR approval is necessary for the construction, reconstruction, or operation of a high capacity well system, school well, or wastewater treatment plant well. Prior approval is also necessary before a high capacity well or well system can be operated after a change of ownership. Section NR 812.07(53), Wisconsin Administrative Code, defines a high capacity well system as one or more wells, drillholes or mine shafts used or to be used to withdraw water for any purpose on one property, if the total pumping or flowing capacity of all wells, drillholes or mine shafts on one property is 70 or more gallons per minute based on the pump curve at the lowest system pressure setting, or based on the flow rate.

### **Watersheds**

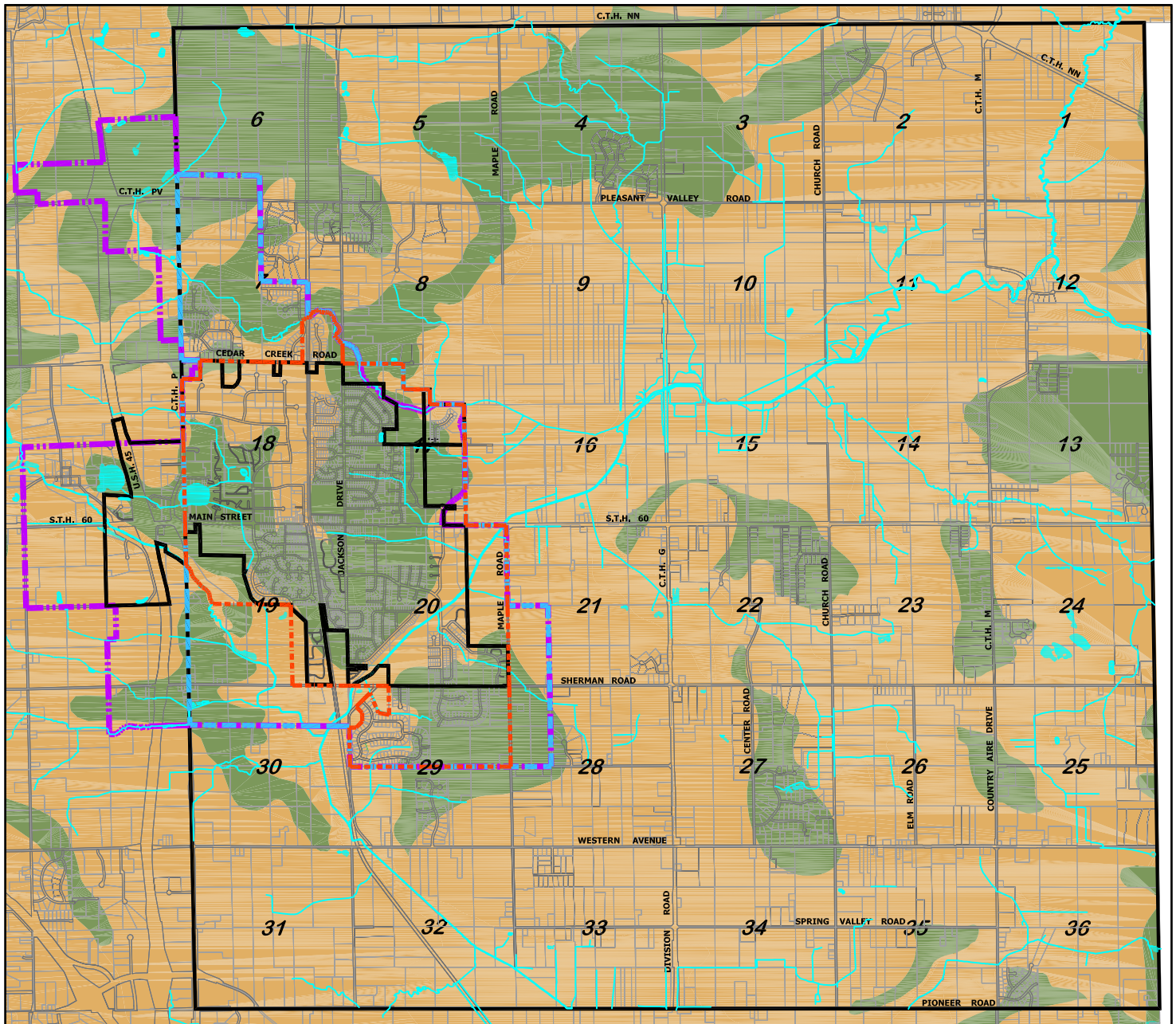
A watershed can be defined as an interconnected area of land draining from surrounding ridge tops to a common point such as a lake or stream confluence with a neighboring watershed. All lands and waterways contribute drainage to one watershed or another. Each watershed is comprised of one main-stem of a river.

A subcontinental divide that separates the Mississippi River and the Great Lakes drainage basins crosses Washington County from the Town of Wayne on the north to the Town of Richfield on the south. The Town of Jackson is located east of this divide and drain to the Great Lakes. This subcontinental divide carries with it legal constraints that, in effect, prohibit the diversion of substantial quantities of Lake Michigan water across the divide. Areas east of the divide, such as Jackson, can utilize Lake Michigan as a source of water supply, with the spent water typically returned to the lake via sanitary sewerage systems. Exhibit 6.9 shows the location of the subcontinental divide and the watersheds in or near the Town of Jackson.

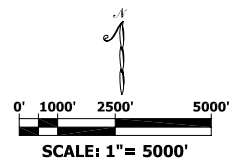
### **Cedar Creek Watershed**

The Town of Jackson is located entirely within the Cedar Creek Watershed, a 126- square mile drainage area within the Milwaukee River Basin that includes all lands draining to Cedar Creek and its principal tributaries. Wetlands are some of the most valuable natural resource features in the watershed, especially the Cedarburg Bog and the Jackson Marsh. Rural land uses comprise about 100 square miles (79%) of the drainage area. Agriculture and wetlands are the dominant uses, making up approximately 58% and 16% of the of the watershed land use respectively. Urban land uses cover about 26 square miles, or 21% of the watershed.

The Wisconsin Nonpoint Source Water Pollution Abatement Program was created in 1978 by the state legislature. This program selected priority watersheds based on numerous factors such as unique species, potential to respond positively to nonpoint source controls, and sensitivity to phosphorus loading. The program has provided financial and technical assistance to landowners and local governments to reduce nonpoint source pollution. The *Nonpoint Source Control Plan for*

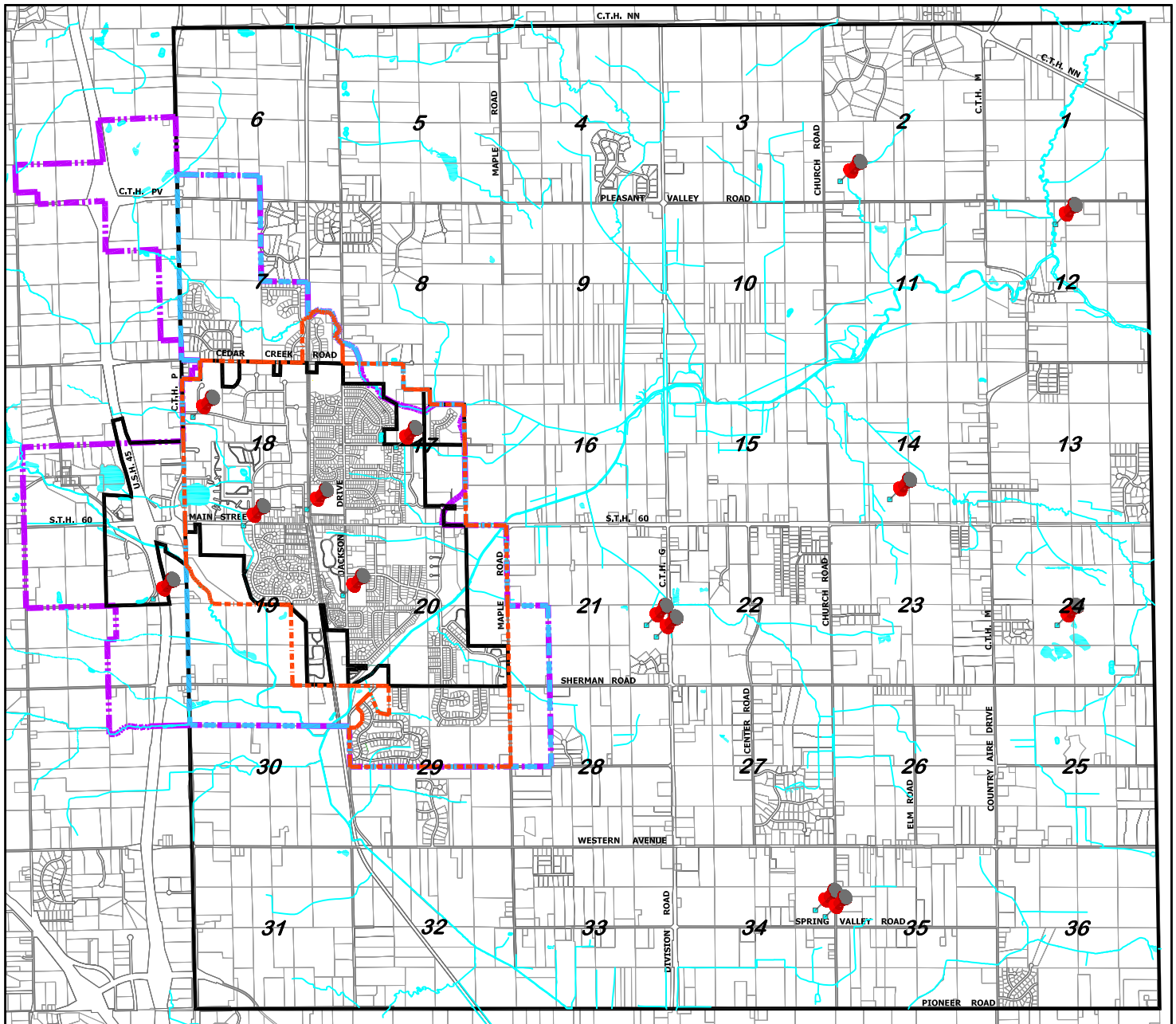


- HIGH**
- MED**
- SURFACE WATER**
- EXISTING VILLAGE/TOWN LIMITS**
- VILLAGE OF JACKSON SANITARY SEWER SERVICE AREA**
- 2015 - MAXIMUM VILLAGE LIMITS WITHIN JACKSON TOWNSHIP**
- 2030 - MAXIMUM VILLAGE LIMITS WITHIN JACKSON TOWNSHIP**



## EXHIBIT 6.7

# GROUNDWATER CONTAMINATION POTENTIAL OF SHALLOW AQUIFER IN THE TOWN OF JACKSON



**HIGH CAPACITY WELLS**



**OPEN REMEDIATION SITES**



**CLOSED REMEDIATION SITES**



**EXISTING VILLAGE/TOWN LIMITS**



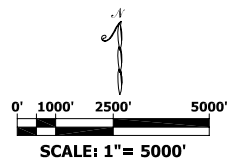
**VILLAGE OF JACKSON SANITARY SEWER SERVICE AREA**



**2015 - MAXIMUM VILLAGE LIMITS WITHIN JACKSON TOWNSHIP**



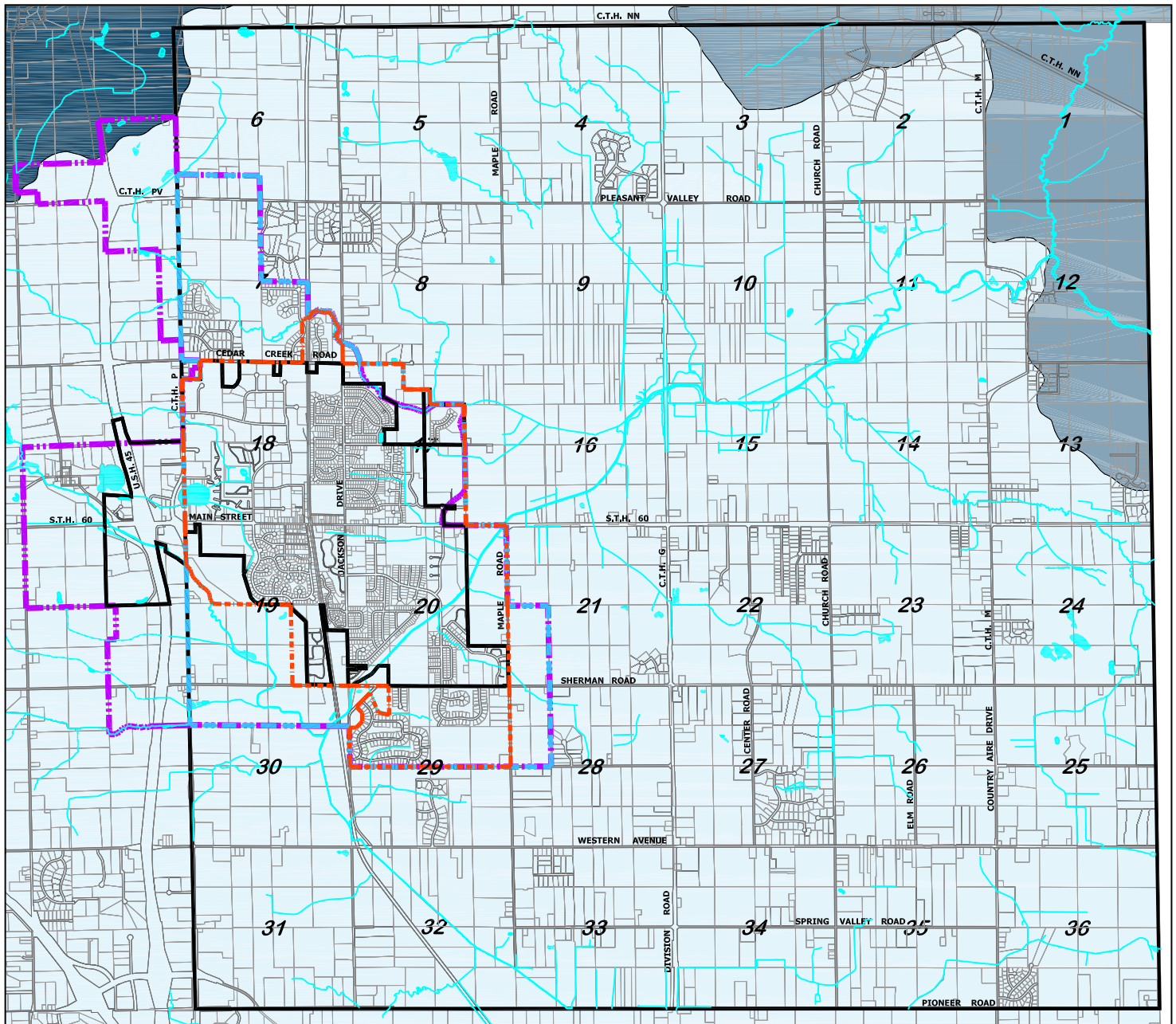
**2030 - MAXIMUM VILLAGE LIMITS WITHIN JACKSON TOWNSHIP**



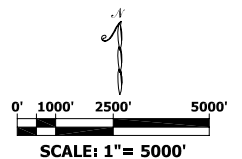
## EXHIBIT 6.8

### HIGH CAPACITY WELLS LOCATED IN THE JACKSON PLANNING AREA AND PROXIMITY TO WDNR REMEDIATION SITES





- CEDAR CREEK SUBWATERSHED
- LOWER CEDAR CREEK SUBWATERSHED
- MIDDLE MILWAUKEE RIVER SUBWATERSHED
- SURFACE WATER
- EXISTING VILLAGE/TOWN LIMITS
- VILLAGE OF JACKSON SANITARY SEWER SERVICE AREA
- 2015 - MAXIMUM VILLAGE LIMITS WITHIN JACKSON TOWNSHIP
- 2030 - MAXIMUM VILLAGE LIMITS WITHIN JACKSON TOWNSHIP



## EXHIBIT 6.9 WATERSHEDS AND SURFACE WATER IN THE JACKSON AREA

*the Cedar Creek Priority Watershed Project (1993)*, the most recent report on this watershed, indicated Cedar Creek and its tributaries were only partially meeting their biological use potentials. The most serious impacts to these streams included physical habitat loss, caused in part by deposited sediment and in part by channelization. The report recommended several rural management actions for enhancing water quality and improving warmwater sport fishery. Areas of emphasis included:

1. Upland erosion and sediment delivery,
2. Streambank degradation,
3. Barnyard runoff,
4. Manure spreading,
5. Nutrient management,
6. Using easements to support practices.

Since this report is now 15 years old, some progress may have been made in addressing these issues. A new study would be helpful in determining what policies might now be needed.

### **Lakes**

There are no lakes within the Town of Jackson.

### **Rivers and Streams**

**Cedar Creek** is a 31.5-mile long creek flowing from Big Cedar Lake to its confluence with the Milwaukee River just south of Grafton. Approximately 9 miles of this creek meanders through the Town of Jackson, much of it through the Jackson Marsh. Land uses adjacent to the creek include woodlands, agriculture, marshlands, and a non-metallic mining operation. Most of the corridor appears to be buffered with open space or vegetation. Cedar Creek contains fish species at several locations throughout its length that are designated as being endangered, proposed threatened, and of special concern.

**North Branch Cedar Creek** is an 8.1-mile long tributary that begins south of Newburg and flows in a generally southwesterly direction to its confluence with Cedar Creek in Section 12 of the Town of Jackson. About 1.7 miles of this creek lies within the Town. Adjacent land uses include agriculture and wetlands. Some vegetative buffering exists.

**Cedarburg Creek** begins in a bog west of Cedarburg and flows generally in a northwest direction for 6.1 miles until it meets Cedar Creek within the Jackson Marsh. Approximately 3 miles of this creek lies within the Town. Land uses adjacent to the creek include woodlands, agriculture, and scattered large lot residential. A majority of the creek corridor is buffered by vegetation.

**Evergreen Creek** is a 5.2-mile long tributary that begins near Hron Road in the Town of Trenton and flows in a generally southeast direction to its confluence with Cedar Creek in the Jackson Marsh. Approximately 4.7 miles of this creek lies within the Town. Adjacent land uses include marshlands, Stoney Creek Subdivision, agriculture, and woodlands. Little vegetative buffering exists along this creek.

**Little Cedar Creek** is an 8.2-mile long tributary that begins in Section 34 of the Town of Polk and flows in a generally easterly direction to its confluence with Cedar Creek in Section 30 of the Town of Jackson. About 2.5 miles of this creek lies in the Town. Adjacent land uses include agriculture and wetlands. Some ditching has occurred. Little vegetative buffering is present.

**Frieden's Creek** is a 5.5-mile long tributary that begins in Section 2 of the Town of Polk and flows in a generally easterly direction to its confluence with Cedar Creek in the Jackson Marsh. Approximately 3.4 miles of this creek lies within the Town. Adjacent land uses include agriculture, residential north of Cedar Creek Road, and marshlands. Little vegetative buffering exists.

**Kressin Creek** is a 4.7-mile long tributary that begins in a small bog just east of the Washington-Ozaukee County line and flows in a generally westerly direction to its confluence with Little Cedar Creek in Section 32 of the Town of Jackson. About 2.9 miles of this creek lies within the Town. Adjacent land uses include woodlands, agriculture, and roadways. Some ditching appears to have occurred on the western half of the creek.

### **Soil and Water Resource Management Program**

In 2004 the Washington County Land and Water Conservation Division elected to no longer participate in the Conservation Reserve Enhancement Program (CREP), however, through annual grants from the DATCP Soil and Water Resource Management (SWRM) Program, the Land and Water Conservation Division has continued to promote the installation of riparian buffers. Landowners agreeing to the same restrictions required by CREP receive the same financial incentives that were offered through the CREP as CREP Equivalent Payments. Similar to CREP, agricultural lands that are currently being farmed are eligible for this program through 15-year contracts or through permanent conservation easements. Participation by landowners in the Town of Jackson has been minimal.

### **Floodplains**

Floodplains are often viewed as valuable recreational and environmental resources. These areas provide for stormwater retention, groundwater recharge, and habitat for various kinds of wildlife unique to the water. For planning and regulatory purposes, the floodplain is normally defined as those areas, excluding the stream channel, that are subject to inundation by the 100-year recurrence interval flood event. This event has a one percent chance of occurring in any given year. Because of this chance of flooding, residential, commercial and similar development in the floodplain should not be allowed, and instead park and open space should be encouraged.

As of 2002, there were 5,089 acres of floodplains in the Town of Jackson (about 23% of the total land area); this figure was exceeded only by the Town of Wayne in Washington County. Exhibit 6.10 shows the floodplain areas as mapped by SEWRPC and the Federal Emergency Management Agency (FEMA). FEMA is currently conducting a Map Modernization Program for Washington County that will result in updated floodplain maps for both incorporated and unincorporated areas. Final maps were expected to be available in 2008. The map modernization project will result in new digital and paper floodplain maps. Depending on the extent of the changes, the new floodplain mapping may require the County and each community to update their floodplain zoning maps. Regardless, an on-site review of the floodplain elevation performed by a registered land surveyor is necessary to determine the most accurate location of the floodplain boundary for new development or expansions in areas near established or suspected floodplains.

## **Wetlands**

According to a definition shared by the U.S. Army Corps of Engineers, the U.S. Environmental Protection Agency (EPA), and SEWRPC, wetlands are areas that are inundated or saturated by surface water or groundwater at a frequency, and with a duration to sufficient to support, and that under normal circumstance do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. As of 2000, there were about 4,383 acres of wetlands in the Town of Jackson (about 20% of the total land area); this figure was exceeded only by the Town of Wayne in Washington County. Exhibit 6.10 shows wetlands in the Town of Jackson.

Wetlands act as natural pollution filters, makings many lakes and streams cleaner and drinking water safer. They act as groundwater discharge areas and retain floodwaters. Filling or draining of wetlands can adversely affect surface water quality and drainage. Additionally, wetlands provide valuable and irreplaceable habitat for many plants and animals.

Because of their importance, there are strict regulations regarding wetlands. Wisconsin Administrative Codes NR 115 and NR 117 fall under the jurisdiction of the WDNR and mandate that shoreland wetlands be protected in both the rural and urban areas of the State. In the unincorporated areas, NR 115 provides the legislation to protect wetlands of five acres or more that are within the jurisdiction of county shoreland zoning ordinances. Wetlands not in the shoreland zone are protected from development by the federal government and the WDNR through Section 404 of the Clean Water Act, and NR 103, respectively. All wetlands, no matter how small, are subject to WDNR and possibly federal regulations, if they meet the State definition.

Wetlands and their boundaries are continuously changing in response to changes in drainage patterns and climatic conditions. While wetland inventory maps provide a basis for areawide planning, detailed field investigations are often necessary to precisely identify wetland boundaries on individual parcels. Field investigations are generally conducted at the time a parcel is proposed to be developed or subdivided.

### **Ephemeral (Seasonal) Ponds**

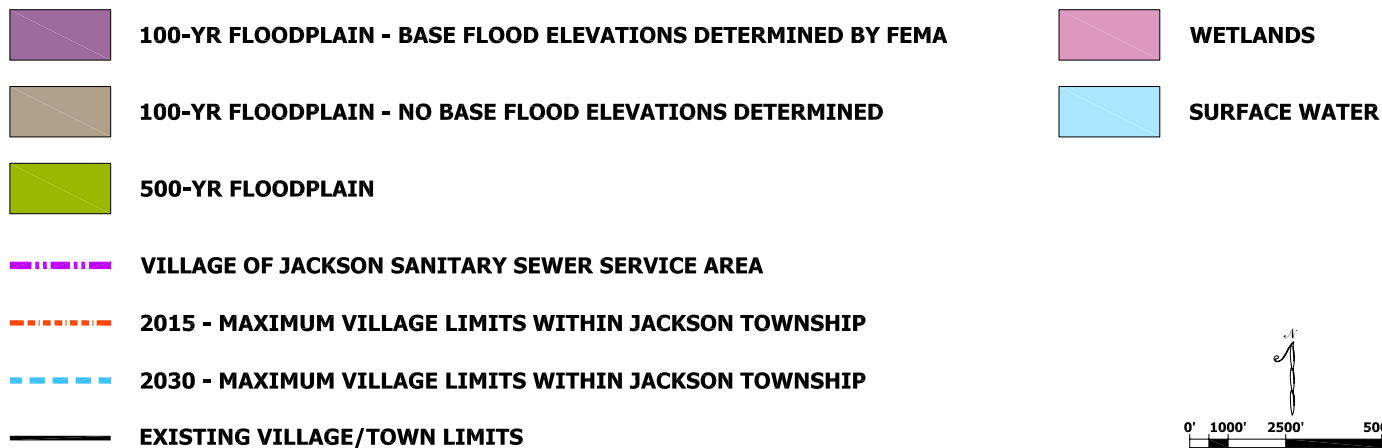
Ephemeral ponds are hard to identify and protect because they tend to be isolated, as small as 10 feet across, and at certain times of the year do not hold water. They warm quickly in spring and produce abundant quantities of food for developing amphibians, reptiles, and migrating birds, especially waterfowl. These ponds can also be important for flood control and water quality.

### **Wetland Reserve Program**

The Wetland Reserve Program (WRP) aims to protect wetlands on private property. This is typically done by providing a financial incentive to landowners to restore wetlands that have been drained for agricultural use. Landowners who choose to participate in the program may sell a conservation easement to the USDA or enter into a cost-share restoration agreement with the USDA to restore wetlands. The landowner retains private ownership of the wetland area but limits future uses. In 2005, there were two WRP agreements encompassing about 11 acres of land in Washington County.

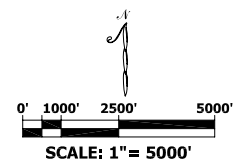
## **Shorelands**

Shorelands are defined by the Wisconsin Statutes as lands within the following distances from the ordinary high water mark of navigable waters: 1000 feet from a lake, pond, or flowage; and 300 feet from a river or stream, or to the landward side of the floodplain, whichever distance is greater.



## WETLANDS AND FLOODPLAIN





In accordance with the requirements in Chapters NR 115 (shoreland regulations) and NR 116 (floodplain regulations) of the Wisconsin Administrative Code, the Washington County shoreland and floodplain zoning ordinance restricts uses in wetlands located in the shorelands, and limits the uses allowed in the 100-year floodplain to prevent damage to structures and property and to protect floodwater conveyance areas and the storage capacity of floodplains. The ordinance also limits the removal of vegetation and other activities in shoreland areas and requires most structures to be set back a minimum of 75 feet from navigable waters. Additional setbacks may be required based on the lake and stream classification study conducted by the County. State law requires that counties administer shoreland and floodplain regulations in unincorporated areas.

### **Woodlands**

Woodlands throughout the Town of Jackson include major tree species such as willow, cottonwood, maple, American elm, basswood, oak, hickory, and various conifers. Woodlands provide an aesthetic and natural purpose, providing habitat to many animals. In the Town of Jackson, about 750 acres are assessed as Managed Forest or Forest (about 4% of the assessed area of the Town). Small and medium sized tracts of woodlands are scattered throughout the Town and a large woodland tract is located in Jackson Marsh.<sup>1</sup>

### **Managed Forest Law (MFL) Program**

The MFL Program allows woodland owners who wish to manage their woodlands to pay property taxes at a reduced rate. The MFL program is open to all private landowners with at least 10 acres of woodland, provided that 80% of the land is productive and capable of producing wood products (can grow at least 20 cubic feet of wood per acre per year) and the minimum average width of the enrolled land is no less than 120 feet. Participation in the MFL program requires an approved, written forest management plan and the landowner must allow limited public access to get the lowest annual property tax rate.

### **Wildlife Habitat**

Wildlife habitat can be defined as areas that provide enough food, cover, and water to sustain a species. Major wildlife species using local habitats within the Town of Jackson may include songbirds, white-tailed deer, squirrels, and small mammals. Several species of geese and ducks inhabit the open water areas in the Town. Some of the old fields, agricultural land, and wetlands provide habitat for turkeys, pheasants, raccoon, coyotes, skunk, muskrats, red fox, and mink.

Washington County lies within an important migratory corridor for songbirds, shorebirds, waterfowl, and raptors. These birds, possibly including some threatened or endangered species, use wooded and wetland areas for food and shelter during migration.

The Wildlife Habitat Incentive Program, available through the Washington County Land & Water Conservation Department in partnership with the Natural Resource Conservation Service (NRCS), shares costs with landowners who develop or improve fish and wildlife habitat.

---

<sup>1</sup> The Jackson Marsh Wildlife Area, which consists mainly of green ash and red and silver maples with smaller inclusions of white cedar, features a large forest interior that is invaluable for a number of native breeding birds.

## **Threatened and Endangered Species**

SEWRPC and WDNR have identified several sites where threatened and endangered species live within Washington County, including the Jackson Marsh. Potential impacts should be discussed before development occurs so as not to disturb potential habitats for flora and fauna.

## **Environmental Corridors**

SEWRPC is the source for the documentation and mapping of environmental corridors in the region. The corridor concept identifies and delineates those areas in which concentrations of natural resource elements occur. It is recognized that preservation of these natural resource elements, especially where these elements are concentrated in identifiable areas, is essential to the overall environmental quality of the area and to the provision of the amenities required to maintain the quality of life for the resident population (see Exhibit 6.12).

The following seven elements of the resource base have been considered essential to the maintenance of both the ecological balance and the overall quality of life in the area:

1. Lakes, rivers, and streams, and the associated shorelands and floodlands
2. Wetlands
3. Woodlands
4. Prairies
5. Wildlife habitat areas
6. Wet, poorly drained, and organic soils
7. Rugged terrain and high relief topography

In addition, there are other features which, though not a part of the resource base, are closely related to, or centered on that resource base, and are a determining factor in identifying and delineating areas with recreational, aesthetic, ecological, and cultural value. These features include:

1. Existing park and open space sites
2. Potential park and open space sites
3. Historic sites
4. Scenic areas and vistas
5. Natural and scientific sites

Those lands with the *Primary Environmental Corridor* designation are deemed to have the best remaining wetlands, woodlands, and wildlife habitat areas. Major lakes and streams, and associated floodlands, are also identified with Primary Environmental Corridors. The Jackson Marsh is the major area in the Jackson vicinity with the Primary Environmental Corridor designation.

*Secondary Environmental Corridors* are typically located along small perennial and intermittent streams within the region. Secondary corridors also contain a variety of resource elements, as they are often remnants of primary environmental corridors that have been partially converted to intensive urban or agricultural uses. Secondary environmental corridors facilitate surface water drainage and

maintain pockets of natural resource features. Cedar Creek and its branches lie within a Secondary Environmental Corridor.

### **Natural Areas**

The Wisconsin State Natural Area program was established to formally designate sites in natural or near natural condition for scientific research, the teaching of conservation biology, and most of all, preservation of their natural values and genetic diversity for the future. As of the date of this planning process, there are no State Natural Areas within the Town of Jackson, but there are three areas of regional or local significance (see Exhibit 6.13).

<b>Exhibit 6.13 – Natural Areas in Town of Jackson</b>		
<b>Designation; Significance</b>	<b>Ownership; Acreage</b>	<b>Description</b>
Jackson Swamp regional	WDNR and private; 1,571	Large forested wetland, consisting mainly of disturbed lowland hardwood swamp with green ash and red and silver maples. There are smaller, higher-quality inclusions of white cedar-dominated northern wet-mesic forest. Changes in hydrology have allowed reed canary grass to invade canopy gaps. The large forest interior is invaluable for a number of native breeding birds.
Kowalske Swamp local	private; 83	Young to medium-aged northern wet-mesic hardwoods, disturbed by past selective cutting and windthrow. The ground flora is relatively diverse. A knoll at the northeast corner supports upland mesic woods. Located in Section 22.
Sherman Road Swamp local	private; 96	A lowland hardwood swamp dominated by red maple, green ash, and American elm on level terrain. Located in Section 25.

*Source: WDNR, Wisconsin Geological and Natural History Survey, and SEWRPC. Inventory conducted in 1994. Ownership information updated in 2005.*

### **Conservation Easements**

Several open space and environmentally sensitive sites in Washington County are protected under conservation easements. These easements are typically voluntary contracts between a private landowner and a land trust (e.g., Ozaukee Washington Land Trust) or government agency that limit, or in some cases prohibit, future development of the parcel. With the establishment of a conservation easement, the property owner sells or donates the development rights for the property to a land trust or government agency, but retains ownership. The owner is not prohibited from selling the property, but future owners must also abide by the terms of the conservation easement. The holder of the easement is responsible for monitoring and enforcing the easement agreement for the property. Conservation easements do not require public access to the property, although public access is generally required if Wisconsin stewardship funds or other WDNR grants are used to acquire the property. There is one conservation easement in the Town of Jackson, held by WDNR on three acres of land within the Jackson Marsh.

### **Parks, Recreation, and “Open Space”**

As of 2000 SEWRPC data, approximately 85% of the land (about 20,100 acres) within the current Town of Jackson borders could be described as undeveloped “open space,” characterized primarily by a mixture of farmland, woodlands, wetlands, and floodplain. For comparison’s sake, the Town of Polk, directly to the west, was approximately 79% “open space” in 2000; the Town of Trenton,

directly north, was 87%; and the Town of Cedarburg, directly east, was 66%. See Exhibit 8.5 for locations of parks and publicly owned lands within the Town.

### **Metallic and Non-Metallic Mining Resources**

Currently there is no metallic mining occurring in the Town of Jackson or anywhere in Washington County. Non-metallic mining, however, does occur and could include sand and gravel, peat, clay, and limestone or dolomite. Sand and gravel resources are often referred to as “pits.” The term “quarry” is most appropriate for limestone, because such operations require controlled blasting to remove material. Sand and gravel is used for structural concrete, road building, septic systems, etc.; peat for gardening and horticulture; and stone for use in buildings, landscaping, and monuments.

As Exhibits 6.15 and 6.16 show, there are substantial potential non-metallic source areas in the Town of Jackson. The majority of these areas are zoned A-1 Agricultural/Rural Residential District, which provides little or no protection from residential development.

<b>Exhibit 6.14 – Non-Metallic Mining Sites in Town of Jackson, 2005</b>					
<b>Owner/Operator</b>	<b>Operational</b>	<b>Planned</b>	<b>Reclaimed</b>	<b>Active but no plan needed</b>	<b>Inactive and no plan on file</b>
Mill Valley/Dawson NE¼ Section 12	72 acres	95 acres	--	--	--
Steve & Sherri Albinger SW¼ Section 8	--	--	--	--	7 acres
Edward Bublitz E½ Section 35	--	--	--	--	3 acres

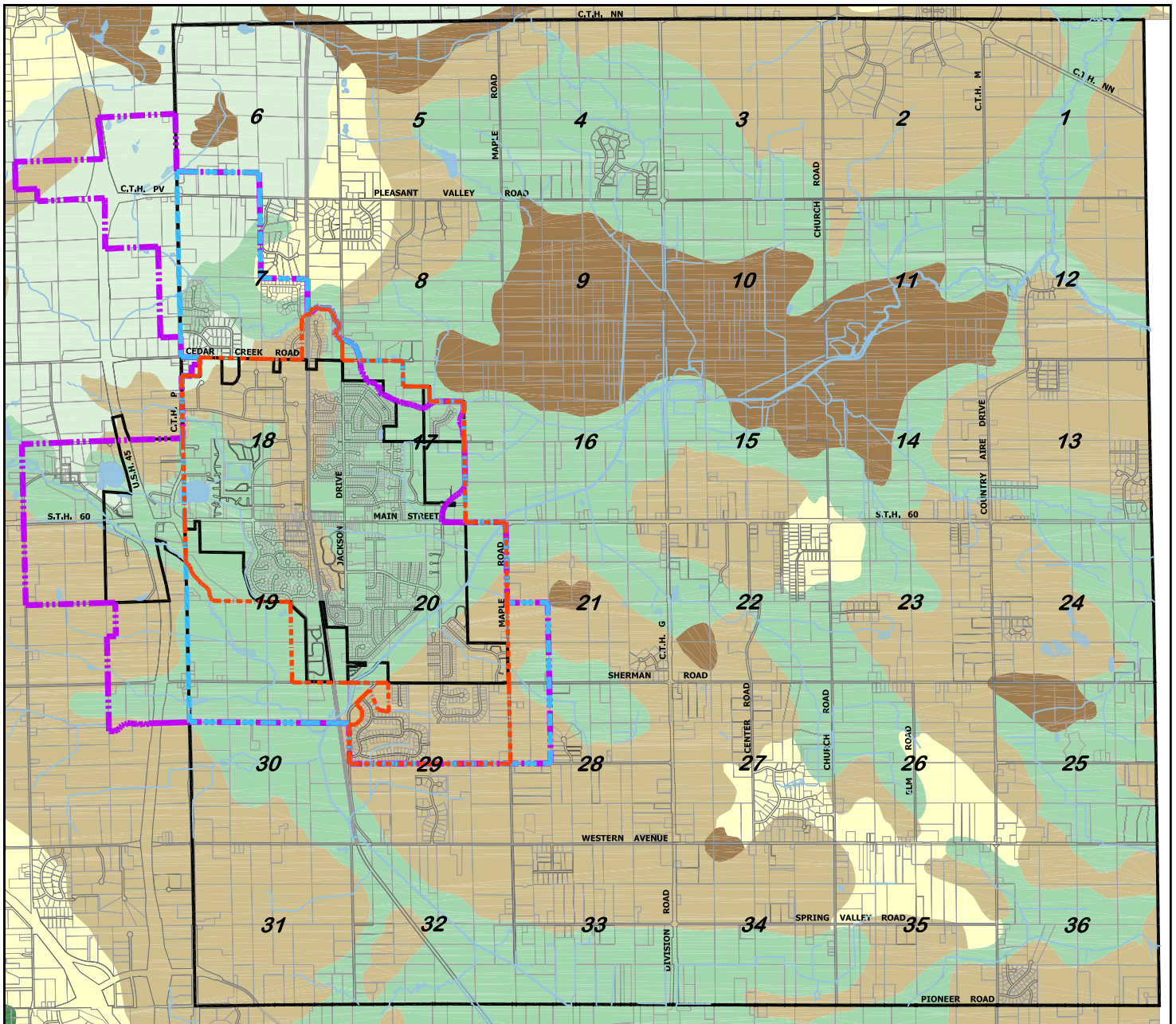
*Source: Washington County and SEWRPC*

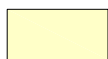

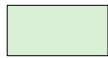








As the region undergoes further growth, there will be greater demands for non-metallic resources. According to the Wisconsin Geological Survey, one new home and its proportional share of the associated schools, libraries, shopping centers, recreational facilities, etc. requires over 325 tons of aggregate. Approximately 20,000 tons are used per lane-mile for an interstate highway. Construction costs increase significantly as the distance from the source of sand, gravel, and crushed stone increases, to the point that transportation costs may exceed production costs. Importing this resource from even 50 miles away can triple the cost, so it is important to identify potential local resource sites and protect them from development before they can be mined.

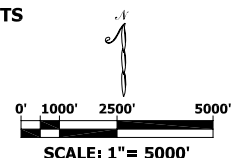
The Town of Jackson has a mineral extraction district (Q-1 Quarrying) that is intended to provide for the conduct of quarries limited to extraction of onsite materials, to provide for related operations, and for the proper restoration of the quarried areas in a manner that will not deteriorate the natural environment. This district also covers sand and gravel, and clay and peat. All uses in the District are conditional. The minimum lot size is 3 acres and the minimum property line setback is 200 feet.

While mining has economic value, it also has the ability to degrade natural resources. New mines need to have a permit granted by the WDNR, which includes a reclamation plan. Wisconsin State Administrative Code NR135 gave this authority to the counties. Washington County adopted





- |   |  |   |  |
|---|--|---|--|
|  | <b>OUTWASH DEPOSITS - HIGHEST POTENTIAL FOR SIGNIFICANT DEPOSITS OF GRAVEL AND COARSE TO MEDIUM SAND</b>                         |  | <b>MODERN STREAM SEDIMENT - MAY CONTAIN LOCAL CONCENTRATIONS OF SAND AND GRAVEL, BUT ENVIRONMENTAL ISSUES MAKE DEVELOPMENT IMPRACTICAL. NOT CONSIDERED A SIGNIFICANT FUTURE RESOURCE</b> |
|  | <b>SANDY GLACIAL LAKE SEDIMENTS - POTENTIAL SOURCE OF FINE SAND BUT LOW POTENTIAL FOR GRAVEL</b>                                 |  | <b>SURFACE WATER</b>   |
|  | <b>GLACIAL TILL - MAY CONTAIN LOCAL ECONOMIC DEPOSITS OF SAND AND GRAVEL. RESOURCE POTENTIAL MEDIUM TO LOW</b>                   |  | <b>VILLAGE OF JACKSON SANITARY SEWER SERVICE AREA</b>  |
|  | <b>GLACIAL LAKE DEPOSITS - NOT A POTENTIAL SOURCE FOR SAND AND GRAVEL, BUT MAY CONTAIN CLAY DEPOSITS USEFUL FOR CONSTRUCTION</b> |  | <b>2015 - MAXIMUM VILLAGE LIMITS WITHIN JACKSON TOWNSHIP</b>   |
|  | <b>PEAT AND ORGANIC SEDIMENT - NOT A POTENTIAL SOURCE FOR SAND AND GRAVEL, BUT MAY CONTAIN ECONOMIC DEPOSITS OF PEAT</b>         |  | <b>2030 - MAXIMUM VILLAGE LIMITS WITHIN JACKSON TOWNSHIP</b>   |
|   |  |  | <b>EXISTING VILLAGE/TOWN LIMITS</b>  |

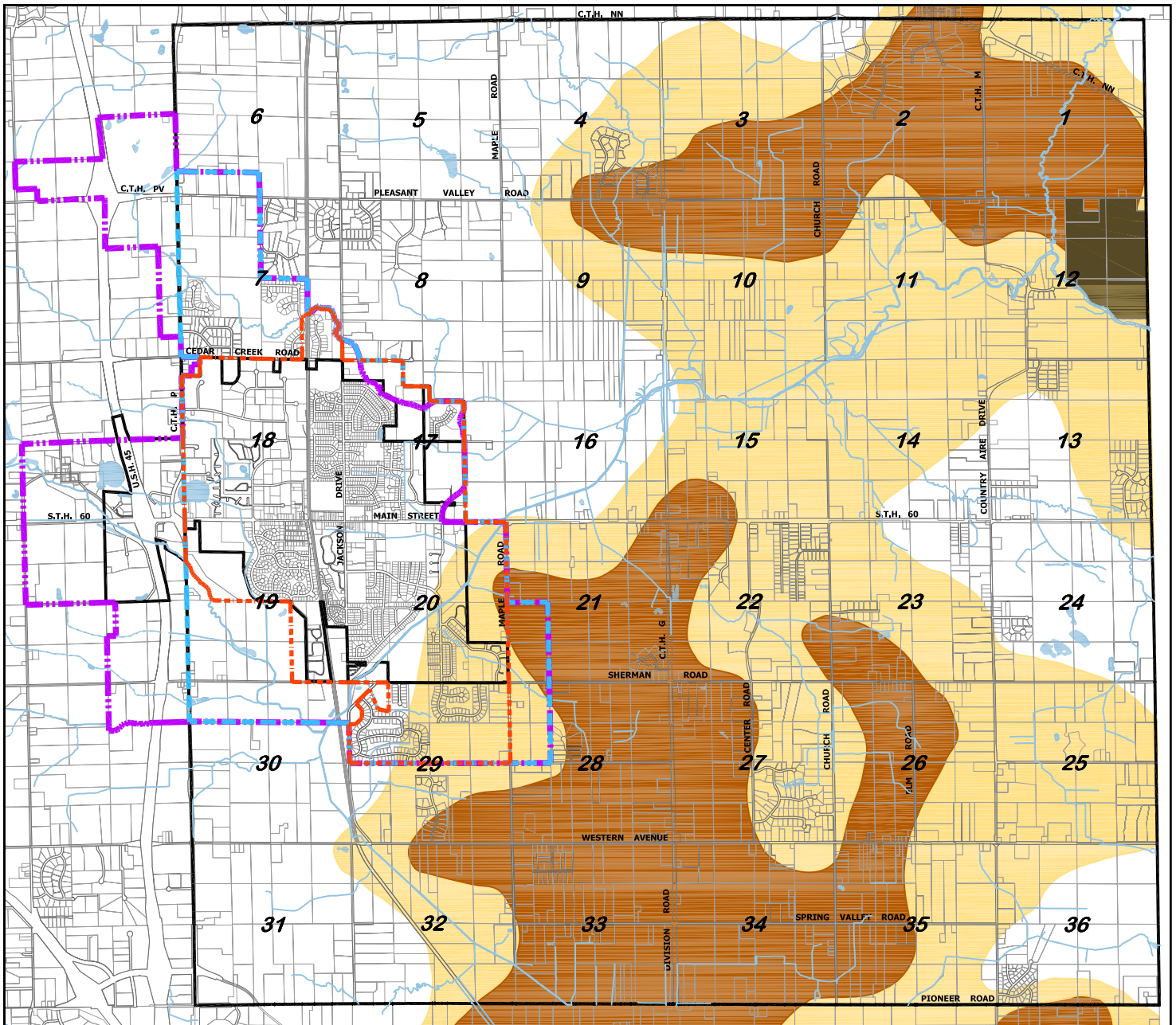


## EXHIBIT 6.15

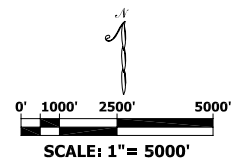
# POTENTIAL SOURCES OF SAND, GRAVEL, CLAY, AND PEAT

SOURCE: WISCONSIN GEOLOGICAL AND NATURAL HISTORY SURVEY

7/1/2009



- AREA UNDERLAIN BY SILURIAN DOLOMITE/LIMESTONE WITHIN 25 FEET.  
HIGH QUALITY MATERIAL FOR CRUSHED OR BUILDING STONE
- AREA UNDERLAIN BY SILURIAN DOLOMITE/LIMESTONE BETWEEN 25 AND 50 FEET.  
HIGH QUALITY MATERIAL FOR CRUSHED OR BUILDING STONE
- EXISTING QUARRY: 2006
- SURFACE WATER
- VILLAGE OF JACKSON SANITARY SEWER SERVICE AREA
- 2015 - MAXIMUM VILLAGE LIMITS WITHIN JACKSON TOWNSHIP
- 2030 - MAXIMUM VILLAGE LIMITS WITHIN JACKSON TOWNSHIP
- EXISTING VILLAGE/TOWN LIMITS



## EXHIBIT 6.16

# POTENTIAL SOURCES OF CRUSHED OR BUILDING STONE

County Code Chapter 18 to comply with the requirements of NR 135. Chapter 18 requires operators to have an approved reclamation plan on file prior to operating a new mine. The Town of Jackson has adopted the County's Code but will administer the Code locally. This program, however, will not improve sites that have discontinued mining operations prior to December 1, 2000.

### **Air Quality**

Washington County is one of six counties within a designated "Severe Non-attainment Area" by the EPA, together with Milwaukee County, Kenosha County, Racine County, Waukesha County, and Ozaukee County. The primary reason for this designation is the level of ozone concentrations. Periodic high ozone levels occur in summer in the late afternoon and are usually associated with hot, humid weather and southerly winds. Ozone is a "secondary" air pollutant, forming downwind of large urban areas where primary pollutants (i.e., ozone precursors) are emitted. Ozone precursors (VOCs: volatile organic compounds) and oxides of nitrogen are emitted by vehicles in the dense urban area and are added to the air mass moving through the area.

There is a growing consensus that ozone is a regional problem and that the Clean Air Act may not properly address this issue. It was originally thought that ozone was produced in large urban areas and that by controlling emissions there, ozone would be reduced. However, poor air quality in non-urban areas such as Door and Kewaunee Counties is very likely the result of emissions produced hundreds of miles away. The Town of Jackson finds itself in a similar (though not as severe) situation.

<b>Exhibit 6.17 – High Ozone Days in Washington County</b>					
<b>AQI*</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>
Orange	8	8	9	6	1
Red or higher	0	0	0	0	0

*Source: American Lung Association State of the Air reports. \*Air Quality Index of Orange, Red or higher is considered progressively unhealthy.*

Reducing ozone levels in non-attainment counties may not alleviate the problem. Until the EPA reevaluates its policies, the Town of Jackson will continue to be subject to the restrictions.

## **CULTURAL RESOURCES**

### **Historic and Archeological Resources**

The term cultural resource encompasses historic buildings and sites; archeological sites; and museums. Cultural resources have important recreational and educational value, and they help to provide a community with a distinct sense of heritage, identity, and civic pride. Historical and archeological sites can also provide economic opportunities through tourism.

A building or site listed on the National and State Registers of Historic Places has an increased measure of protection against degradation and destruction; however, the property owner must also abide by certain standards and restrictions when considering certain changes or improvements to the building or site. While there are no historic sites or districts in the Town of Jackson listed on the Registry as of 2005, there are still numerous sites of significance.



The lone Washington County Landmark designated in the Town is the Jackson Historical Society site, which includes a museum housed in an 1850s church with artifacts dating back to the community's earliest days, along with local family histories, census records, photos, and genealogical material. Additionally, the site has a 19th century styled one-room schoolhouse and an 1850s log house.

As of 2007, the State of Wisconsin's Architecture and History Inventory (AHI) listed 90 structures in the Town of Jackson, including houses, barns, silos, churches, bridges, and others that were noteworthy because of their architectural style, building materials, or historical significance (see Appendix 6A). One example is the old Koepsel house on the Butt farm in Section 25; this structure is perhaps the most impressive "Fachwerk" house still in existence.

The Wisconsin Historical Society's Historic Preservation Database listed 16 sites of archaeological significance in the Town, including prehistoric and Indian sites (see Appendix 6A).

### **Community Design**

Community design addresses the "look" and "feel" of a community. A variety of features contribute to community design, and these are identified below.

#### **Signage**

This includes signs that identify businesses; billboards and similar advertising signs; municipal signs; yard signs; and others. Section 6.00 of the Town of Jackson Zoning Ordinance provides extensive regulation of signage but does not provide design guidelines for aesthetic purposes.

#### **Landscaping**

Parks, medians, and areas around public buildings often contain landscaping that can set a particular tone for a community. The Town Hall/Community Center has been landscaped in a manner that is neat, clean, and tasteful, which sets a good example. Although there is a "Site Plan Review and Architectural Control" section within the Town Zoning Ordinance, there are no specific standards for landscaping in the Ordinance except for nominal vegetative screening requirements for certain land uses.

#### **Districts**

Districts encompass easily delineated areas within a community, such as a historic district or a central business district. Special regulations may apply in such districts. The Town of Jackson does not currently have any special districts.

#### **Landmarks**

Landmarks are well-known reference points, prominent features, or meaningful locations within an area. Care should be taken to preserve landmarks, or enhance them, as necessary, if public opinion is supportive and funds are available. Some of the prominent features within the Town of Jackson are:

- Town Hall/Community Center
- Jackson Historical Society site
- David Star Evangelical Lutheran Church

**Highway Entryways**

Also known as “front doors” to a community, these are often the first view visitors and residents have of a community upon arrival. Many communities dress up these entryways with special signage, lighting, and landscaping in order to create a favorable impression. Nothing of this nature has been done in the Town of Jackson, but STH 60, CTH G, and CTH P are entryways that might warrant discussion in the future.

## **CHAPTER 7 - ECONOMIC DEVELOPMENT**

---

### **INTRODUCTION**

Comprehensive planning recognizes the connection between economic development and quality of life. New growth and redevelopment can improve a community. The reason is quite simple: economic development helps pay the bills. Economic development is about working together to maintain a strong economy by creating and retaining desirable jobs, which provide a good standard of living for individuals. Increased personal income and wealth increases the tax base, so a community can provide the level of services residents expect. Even though the private sector is the primary source of economic activity, the public sector plays an important and, ideally, complementary role. Economic development expenditures are an investment in the community.

Influencing and investing in the process of economic development allows a community to determine its future direction and guide appropriate types of development according to its own values. Economic development planning is the process by which a community organizes, analyzes, plans, and then applies its energies to the tasks of improving the economic well-being and quality of life for those in the community.

Even though the Town of Jackson is a small, rural community with limited businesses and industries, it is still important for local officials to review the economic factors listed in this chapter to understand the community's strengths and weaknesses (in economic terms) so that the Town can work toward promoting its identified goals.

#### 66.1001(2)(b)

*Economic development element.* A compilation of objectives, policies, goals, maps and programs to promote the stabilization, retention or expansion, of the economic base and quality employment opportunities in the local governmental unit, including an analysis of the labor force and economic base of the local governmental unit. The element shall assess categories or particular types of new businesses and industries that are desired by the local governmental unit. The element shall assess the local governmental unit's strengths and weaknesses with respect to attracting and retaining businesses and industries, and shall designate an adequate number of sites for such businesses and industries. The element shall also evaluate and promote the use of environmentally contaminated sites for commercial or industrial uses. The element shall also identify county, regional and state economic development programs that apply to the local governmental unit.

### **CHAPTER SUMMARY**

The economic development inventory conducted for the Town of Jackson has established that more residents than ever before work outside the Town and in many cases outside Washington County. The unemployment rate has been relatively low, with about 25% of workers being employed in manufacturing related jobs. Manufacturing is the primary sector exporting goods/services out of the County and thereby bringing wealth and investment into the area. Agriculture also plays a significant role in the County and Town economy.

With excellent access to USH 45 and a rail line, the Town has many strengths from an economic development perspective. The tax base has grown steadily in the recent past, although most of this growth in the Town has been residential, which has created a less balanced tax base than most

towns in Wisconsin, but it is typical for towns in the southeastern part of the state. The Town of Jackson's debt is \$0 and consequently its debt service is also \$0.

The Town would like to continue to foster a strong agricultural base. Small-scale and home-based business development that is sensitive to the environment and the Town's rural atmosphere is preferred, with most larger development types focused near the villages of Jackson and Germantown. The Town of Jackson has its own Community Development Authority, and there are also a variety of County, regional, state, and federal programs that might suit the Town as the right opportunities arise.

## **LABOR FORCE CHARACTERISTICS**

The labor force is comprised of employed persons and those seeking employment, and excludes persons in the armed forces or under age 16. Variations in the number of persons in the labor force are the result of many factors, such as shifts in the age and gender characteristics of the population, changes in the number of residents aged 16 and over, the proportion of this group (16 and over) working or seeking employment, and seasonal factors. An understanding of the local and regional labor force is an important consideration when planning an economic development strategy, since businesses and industries require an adequate supply of qualified workers.

### **Place of Work**

Due to the rural nature of towns, it is not surprising that only 16% of workers living in the Town of Jackson worked within the Town, and that, further, only 43% of workers living in the Town of Jackson worked somewhere within Washington County. (See Exhibit 7.1.)

While the low percentage of Town of Jackson residents remaining near their homes to work is mirrored in other nearby towns and is therefore not a trend unique to Jackson, local officials should keep in mind that an increasingly higher percentage of residents commuting to work outside the Town and even outside the County often means they are also probably doing their shopping at stores near where they work and will not be as likely to need/support local stores. Long commutes also leave less time for family, community, and entrepreneurial activities.

<b>Exhibit 7.1 – Place of Work, 1990 &amp; 2000, Jackson and Nearby Communities</b>				
<b>Communities</b>	<b>Place of Work</b>	<b>1990</b>	<b>2000</b>	<b>Percentage Change</b>
Jackson (Village) residents	Within the Village	14%	15%	+1%
	Within Washington County	44%	42%	-2%
Jackson (Town) residents	Within the Town	-	16%	-
	Within Washington County	34%	43%	+9%
Hartford (Town) residents	Within the Town	-	12%	-
	Within Washington County	68%	58%	-10%
Polk residents	Within the Town	-	10%	-
	Within Washington County	53%	49%	-4%
Trenton residents	Within the Town	-	5%	-
	Within Washington County	57%	55%	-2%

*Source: U.S. Census Bureau sampling data*

## **County to County Workflow**

Figure 7.2 on the next page illustrates several concerns that impact the economic development picture of Washington County.

The first concern is the out-migration of employees to other counties. This can be attributed to a number of factors, the first of which is the out-migration of people from other areas into Washington County for various reasons. Some of the reasons are lower tax rates; rural settings; quality of education; small town living and atmosphere; proximity to Milwaukee cultural opportunities; and easy commuting.

The employment options in Washington County have not kept pace with other counties in terms of pay for comparable skills in the Milwaukee area. The other factor is that in Washington County there have not been sufficient employment opportunities developed that would enable residents to work within the County without having to commute.

When compared to neighboring counties in the Milwaukee metroplex, Washington County shows the highest out-migration of employees working in other counties. This can be summarized as follows: pay scales, employment opportunities, and an easy commute are reasons for the workforce working elsewhere. This situation reinforces the need to develop economic development strategies to create jobs in Washington County that require post-high school training, pay well, and offer good benefits. Efforts must be made to create an employment base whose employees can afford homes and have medical benefits without having to commute.

It must be noted that though the goal might be to develop such an employer base, there will always be a certain percentage of employees who will be working in the Milwaukee/Waukesha area while residing in Washington County. Economic development planning must consider transportation system and options beyond freeway expansion and commuter buses. SEWRPC has designated the Village of Jackson to be on a rail system for the future development of a commuter rail option. This would not only provide Jackson with an economic development boost (as shown by economic development studies associated with commuter rail stations), it would offer a safer commute, with access to airports in Milwaukee and Chicago. WIFI access could also be made available to commuters, enabling additional options that could not be taken advantage of in your personal vehicle.

<b>Exhibit 7.2 – County to County Workflow in Wisconsin, Census 2000</b>					
	<b>Washington</b>	<b>Ozaukee</b>	<b>Dodge</b>	<b>Waukesha</b>	<b>Milwaukee</b>
Total workers age 16+ in labor force by place of residence	63,620	43,544	42,598	192,602	427,620
Workers who resided and worked in county of residence	32,066	22,469	25,483	119,602	345,163
Percent of workers who resided and worked in county of residence	50.4%	51.6%	59.8%	62.0%	80.7%
Workers who resided in county but worked elsewhere	31,554	21,075	17,115	73,141	82,457
Workers who resided elsewhere but worked in county	16,416	16,657	10,513	89,607	118,751
<b>Net flow of workers</b>	<b>-15,138</b>	<b>-4,418</b>	<b>-6,602</b>	<b>+16,466</b>	<b>+36,294</b>

*Source: County to County Workflow files, U.S. Census Bureau. (Prepared by the Demographics Services Center, Wisconsin Department of Administration.)*

## **Occupation**

In 2000, the majority of employed persons in the Town of Jackson worked in “Management, professional, and related occupations.” There were, however, significant numbers in at least two other categories, indicating a fairly diverse employment base. (See Exhibit 7.3.)

<b>Exhibit 7.3 – Percentage of Employed Persons by Occupation, 2000 Village of Jackson, Town of Jackson, and Nearby Communities</b>					
<b>Occupation</b>	<b>Village of Jackson</b>	<b>Town of Jackson</b>	<b>Town of Hartford</b>	<b>Town of Polk</b>	<b>Town of Trenton</b>
Management, professional, and related occupations	32% (846)	38% (781)	29% (721)	32% (710)	33% (856)
Service occupations	7% (196)	12% (248)	7% (186)	10% (221)	12% (305)
Sales and office jobs	24% (651)	20% (398)	29% (701)	24% (537)	24% (600)
Farming, fishing, and forestry occupations	0.6% (17)	2% (44)	1% (32)	1% (30)	0.3% (8)
Construction, extraction, and maintenance jobs	9% (237)	11% (216)	11% (274)	15% (334)	8% (215)
Production, transportation, and material moving jobs	27% (735)	17% (353)	22% (548)	17% (377)	22% (571)

*Source: U.S. Census Bureau sampling data*

## **Class of Worker**

Exhibit 7.4 shows classified workers living in the Town of Jackson by the type of company or organization they worked for. For whatever reason, a somewhat lower percentage of workers in the Town of Jackson were employed in the private sector than in other nearby towns. Many of these workers were employed in not-for-profit organizations.

<b>Exhibit 7.4 – Class of Worker, 1990 &amp; 2000, Town of Jackson and Nearby Towns</b>								
<b>Class of Worker</b>	<b>Jackson</b>		<b>Hartford</b>		<b>Polk</b>		<b>Trenton</b>	
	<b>1990</b>	<b>2000</b>	<b>1990</b>	<b>2000</b>	<b>1990</b>	<b>2000</b>	<b>1990</b>	<b>2000</b>
Private For-Profit Company	77.7%	73.9%	74.5%	82.2%	80.2%	82.0%	80.9%	82.2%
Private Not-for-Profit Organization, Entity, etc.	6.7%	10.1%	4.7%	4.2%	7.6%	5.3%	5.4%	3.8%
Local Government	4.8%	5.2%	6.3%	5.1%	2.9%	4.3%	4.5%	5.8%
State Government	1.0%	1.4%	3.3%	0.7%	0.8%	1.1%	1.9%	0.7%
Federal Government	0.8%	1.7%	2.0%	1.4%	1.3%	0.0%	0.6%	0.9%
Self-Employed	8.6%	7.6%	7.2%	6.0%	6.8%	6.7%	6.4%	6.1%
Unpaid Family	0.3%	0.0%	2.1%	0.4%	0.3%	0.6%	0.3%	0.5%

*Source: U.S. Census Bureau sampling data*

## **Unemployment Rate**

From 1994 to 2004, the civilian labor force in Washington County increased by 16.8%, compared to 8.3% for Wisconsin.

<b>Exhibit 7.5 – Average Unemployment Rates, Washington County and Wisconsin</b>				
<b>Year</b>	<b>Washington County Civilian Labor Force</b>	<b>Washington County Unemployed</b>	<b>Washington Co. Unemployment Rate</b>	<b>Wisconsin Unemployment Rate</b>
1996	65,900	1,750	2.7%	3.6%
1997	66,696	1,846	2.8%	3.5%
1998	67,534	1,806	2.7%	3.3%
1999	67,092	1,499	2.2%	3.1%
2000*	67,942	1,844	2.7%	3.4%
2001*	70,826	2,682	3.8%	4.4%
2002*	70,760	3,364	4.8%	5.3%
2003*	71,215	3,700	5.2%	5.6%
2004*	71,611	3,180	4.4%	4.9%
2005*	71,254	2,967	4.2%	4.7%

Source: Wisconsin Department of Workforce Development, Civilian Labor Force Estimates, for years cited.

\*Not seasonally adjusted.

Consideration should be made as to what types of jobs are being developed in Washington County, and specifically in the Village of Jackson. In some communities there is little focus on developing jobs that will support a family with an adequate income to own a home, have medical and retirement benefits, and so forth. Retail and service jobs generally do not support these family needs; therefore there must be an emphasis on developing quality jobs that will address these needs.

### **Employment Forecast**

The Wisconsin Department of Workforce Development created the *WOW Wisconsin Workforce Development Area Profile, 2004-2014*, a projection for industries, occupations, and the labor force. These regional projections are for the total number of non-farm jobs in the four-county Milwaukee, Ozaukee, Washington, and Waukesha area (see Exhibit 1.12). According to the profile, overall employment is projected to grow over 13% between 2004 and 2014. The Education and Health Services sector is projected to show the largest numeric employment growth adding 39,420 jobs, over one-third of the total employment growth. Information/Professional Services/Other Services is currently the largest industry sector in the region and will remain near the top in 2014. Manufacturing is projected to hold steady, posting a slight loss of approximately one percent of its jobs by 2014.

Specific forecasts for the Town of Jackson are not compiled. Referring back to Exhibit 7.1 - Place of Work, only 16% of workers living in the Town of Jackson worked within the Town. Since the Town of Jackson is a rural community and since 80% of respondents to the 2006 Comprehensive Planning Community Survey would like it to remain that way, it is expected that most employment opportunities for Town residents will remain outside of the Town itself.

### **Median Household Income**

In 1989, the median household income in the Town of Jackson was \$48,504. This was the highest in the immediate area (Exhibit 7.6). By 1999, the median household income for the Town had increased to \$64,070, placing it third out of the four towns compared.

<b>Exhibit 7.6 – Median Household Income, Jackson and Nearby Communities</b>			
<b>Community</b>	<b>1989</b>	<b>1999</b>	<b>Percentage Increase</b>
Jackson (Village)	\$30,858	\$53,990	75%
Hartford (City)	\$28,111	\$46,561	66%
Slinger	\$30,965	\$47,125	52%
West Bend (City)	\$34,337	\$48,315	41%
Jackson (Town)	\$48,504	\$64,070	32%
Hartford (Town)	\$42,437	\$69,896	65%
Polk	\$42,425	\$62,933	48%
Trenton	\$41,448	\$66,213	60%

Source: U.S. Census Bureau sampling data

## **ECONOMIC BASE ANALYSIS**

### **Economic Sectors**

To understand the future employment trends in the Town of Jackson, an understanding of the local and county economy is required as detailed in the following *Location Quotient Analysis and Threshold Analysis* findings. The Economic Base Analysis technique divides the economy into basic and non-basic sectors. The basic sector is made up of local businesses that are dependent on external factors. Manufacturing and local resources-oriented firms (like logging or mining) are usually considered to be basic sector firms because their fortunes depend largely upon non-local actors, and they usually export their goods. The non-basic sector, in contrast, is composed of those firms that depend largely upon local business conditions. Economic Base Theory asserts that the means of strengthening and growing the local economy is to develop and enhance the basic sector, because it brings in wealth from outside the community.

### **Location Quotient Analysis**

Location Quotient Analysis compares the local economy, Washington County, to the United States. This allows for identifying specializations in the Washington County economy. If the Location Quotient (LQ) is less than 1.0, all employment is considered non-basic and that industry is not meeting local demand for a given good or service. An LQ equal to 1.0 suggests that the local employment is exactly sufficient to meet the local demand for a given good or service; employment is still considered non-basic. An LQ greater than 1.0 suggests that local employment produces more goods and services than the local economy can use, therefore, these goods and services are exported to non-local areas, which makes them basic sector employment. (See Exhibit 7.7 on the following page.)

### **Threshold Analysis**

#### **Export Base (Basic Employment)**

There were six areas within the Washington County economy that could be considered basic employment areas (Exhibit 7.7). These sectors had location quotients higher than 1.0, indicating they likely produce more goods and services than the local economy can use. When Location Quotients increase over time, this suggests that the economy is getting closer to reaching and exceeding the local demand. Having basic employment also suggests that if a downturn in the local economy occurs, these sectors will not be strongly affected because they are more dependent on non-local economies. Having strong basic sector employment and industry will strengthen the local economy.



<b>Exhibit 7.7 – Employment by Industry Group, 1990 and 2000 Washington County and U.S., LQ Analysis</b>								
<b>Item</b>	<b>Washington County</b>		<b>United States</b>		<b>Percent Change 1990- 2000</b>		<b>Wash. Co. Location Quotient</b>	
	<b>1990</b>	<b>2000</b>	<b>1990</b>	<b>2000</b>	<b>Wash.</b>	<b>U.S.</b>	<b>1999</b>	<b>2004</b>
Total full-time and part-time employment	46,574	61,179	139,380,900	166,758,800	31.4	19.6		
Farm employment	1,511	1,227	3,153,000	3,113,000	-18.8	-1.3	-	1.12
Nonfarm employment	45,063	59,952	136,227,900	163,645,800	33.0	20.1	-	-
Private employment	39,761	54,306	114,995,900	140,701,800	36.6	22.4	-	-
Ag. Services, forestry, fishing and other	439	992	1,454,000	2,121,100	126.0	45.9	-	-
Mining	66	63	1,044,100	784,200	-4.5	-24.9	0.40	-
Construction	2,960	3,714	7,261,800	9,446,300	25.5	30.1	1.12	1.13
Manufacturing	12,928	17,304	19,694,200	19,114,800	33.8	-2.9	2.22	2.53
Transportation & public utilities	1,659	2,308	6,550,600	8,244,400	39.1	25.9	0.94	-
Wholesale trade	1,644	2,946	6,720,500	7,584,100	79.2	12.9	1.21	1.39
Retail trade	7,900	10,094	22,885,500	27,222,300	27.8	18.9	0.95	1.11
Finance, insurance, and real estate	2,878	3,732	10,714,600	13,193,800	29.7	23.1	0.88	-
Services	9,287	13,153	38,670,600	52,990,800	41.6	37.0	1.08	1.07

(D) Not shown to avoid disclosure of confidential information, but the estimates for this item are included in the totals. Sources: U.S. Dept of Commerce, Bureau of Economic Analysis, 2007 and SEWRPC, 2004

### **Non-Basic Employment Industry**

Industries with location quotients of less than 1.0 are not meeting local demand for a given good or service. It is, therefore, reasonable to believe that an area's economy could support more of these industry types.

### **Major Employers within the Town of Jackson**

No employers with 500 or more employees were located in the Town of Jackson.

<b>Exhibit 7.8 – Major Employers, Town of Jackson, 2007</b>		
<b>Company, Entity</b>	<b>Product or Service</b>	<b>Employees</b>
Schreiber Foods – Pleasant Valley Rd.	Food processing	100-249
Kettle Moraine Lutheran High School – CTH G	Education	50-99
Liesener Soils, Inc.	Nursery, landscaping	50-99
Hidden Glen Country Club	Recreation	50-99
United Building Centers	Construction	20-49
Lammscapes – Sherman Rd.	Nursery, landscaping	20-49
Living Word Lutheran Church, Child Center, High School	Education	20-49
Heidel's Restaurant	Restaurant	20-49
Town of Jackson	Government	20-49
Spring Valley Turf Products	Nursery, landscaping	20-49

Source: Companies/entities that responded to information request in August, 2007. Numbers include seasonal and part-time employees.

## **Agricultural Economy**

Agriculture (\$630 million) and horticulture (\$53 million) together make up about 15% of the economy in Washington County. There are over 6,000 jobs tied to agriculture and horticulture, about 10% of the County's total workforce. Although specific numbers are not readily available for the Town of Jackson, the high percentage of land use in the Town dedicated to farming and nurseries indicates agriculture and horticulture are major components of the Town's economy.

## **STRENGTHS AND WEAKNESSES**

Certain factors about a community, some of which are beyond its control, may influence the economic climate over the next two decades and thus are important to identify as part of this Plan. This helps residents understand their community's economic viability and future drawing power for new businesses. This portion of the chapter gives a perspective from a business owner's point of view. It reflects concerns, issues, and questions that current and future business owners might ask about a community when formulating a plan or expanding their business.

### **Town of Jackson Economic Development Strengths**

- Community Development Authority established in 2006
- Four-lane STH 45 runs along Town's western border and STH 60 bisects the Town.
- Proximity to several different growing market/population centers.
- High quality of life.
- Abundance of open, vacant land in the Town.
- Stable and fiscally healthy local government.
- Town residents comprise a relatively skilled and educated workforce.
- Low crime rate.
- Canadian National Railway corridor runs through the Town.

### **Town of Jackson Economic Development Weaknesses**

- No public sewer or water provided by the Town.
- Lack of high-speed Internet in many areas of the Town.
- Must go elsewhere for business support services.
- Lack of public transportation options.
- "NIMBY" (Not In My Back Yard) stance in some cases.
- Washington County is a non-attainment area from an air quality standpoint.

## **SITES FOR BUSINESS AND INDUSTRIAL DEVELOPMENT – TOWN OF JACKSON**

### **Existing Site Inventory and Analysis**

The Town of Jackson has a small amount of scattered commercial lands, primarily west of the rail line. Future commercial sites would most likely be along CTH P north and/or south of the Village of Jackson. These locations provide the best visibility and access within the Town.

There are an unknown number of home-based businesses scattered throughout the Town on parcels typically zoned residential or agricultural. Future locations of such businesses could be almost anywhere.

The major economic land use in the Town is agriculture, which is found throughout the Town, especially on well-drained soils and moderate or low sloping lands. While farms and nurseries might expand their operations over the course of this Plan, the overall use is not expected to increase.

There are also a small number of industrial uses on scattered sites and one active and two inactive non-metallic mining sites in the Town. Future locations will depend on the availability of resources and/or compatibility with neighboring land uses. See pages 29 through 32 of Chapter 6 for more details.

### **Evaluation of Environmentally Contaminated Sites**

The Wisconsin DNR and the EPA encourage the clean-up of contaminated commercial or industrial sites so they can be used more productively. According to the 2007 WDNR Remediation and Redevelopment Tracking System, there is one Leaking Underground Storage Tank (LUST) site and one Environmental Repair (ERP) site in the Town of Jackson still classified as “Open.” See Exhibit 6.8 for approximate locations of these sites. Neither would appear to be appropriate for redevelopment.

### **Designation of Business and Industrial Development**

#### **Commercial Uses**

The Town of Jackson will seek to steer most commercial activities toward the Village of Jackson and the USH 45 corridor. New business development elsewhere in the Town will continue to have safe access and use setbacks and landscaping to help buffer it from neighboring uses and preserve the Town’s rural character. The Town will continue to allow home-based businesses as long as they remain compatible with the Town’s vision and goals.

#### **Industrial Uses**

Due to a lack of municipal utilities and services, the Town does not see itself as attracting industrial uses, since such uses would be better located in communities where the infrastructure is more supportive. Possible exceptions might include non-metallic mining, agricultural or horticultural related industries, and expansions of operations near Kirchhayn.

### **Acreage Projections**

The Town does not plan to designate additional lands for industrial during the 20-year planning period; however, under appropriate conditions lands might be rezoned for expansions or specialized uses such as non-metallic mining and agricultural or horticultural related industries. The Town plans to allocate limited tracts of land for commercial development during the period, in keeping with the Town’s rural atmosphere. For detailed information see Chapter 8 - Land Use.

### **COMMUNITY FINANCES**

A community must be concerned about its ability to generate sufficient public revenues to provide the types and levels of services expected by its citizens. Overall, the Town’s tax base has continued to show steady growth, although the Town’s share has fluctuated.

<b>Exhibit 7.10 – Recent History of Property Taxes Levied, Town of Jackson</b>			
<b>Year Levied</b>	<b>Total Property Tax</b>	<b>Town Share of Property Tax</b>	<b>State Tax Credit</b>
2006	\$6,177,960	\$677,897	\$484,471
2005	\$5,692,472	\$632,300	\$374,236
2004	\$5,449,848	\$599,999	\$364,983
2003	\$5,005,504	\$600,000	\$357,276
2002	\$4,808,213	\$625,002	\$356,510
2001	\$4,548,679	\$625,001	\$364,041

Source: Wisconsin Department of Revenue, Town, Village, and City Taxes, for years cited

Exhibit 7.11 breaks down the total property value in the Town into proportions of residential, commercial, industrial, agricultural, and forest. This is an important breakdown because many studies have shown industrial and commercial properties typically generate more in tax revenues than they require back in public expenditures, while residential properties are generally just the opposite. (Agricultural and forest properties are usually about even.) Therefore, a community that experiences an increase in residential value as a proportion of its full property value may actually be seeing a decline in its revenues-to-expenditures ratio, which is the opposite of what a community desires. The Town of Jackson has had a higher proportion of residential property values than other towns statewide, but a lower proportion than other towns in the region.

Of potential concern, however, is the upward trend in residential from 2002 to 2006. While changes in valuation are sometimes the result of state assessment practices or policies rather than land use and development, the trends shown in Exhibit 7.11 should cause the Town of Jackson to at least consider policies to maintain (or perhaps increase) its non-residential proportion in order to promote a more balanced tax base.

<b>Exhibit 7.11 – Partial Breakdown of Full Value, 2002 &amp; 2006</b>						
	<b>Town of Jackson</b>		<b>Towns in SE Wis.</b>		<b>All Towns in Wis.</b>	
	<b>2002</b>	<b>2006</b>	<b>2002</b>	<b>2006</b>	<b>2002</b>	<b>2006</b>
Percentage of Property Values that were Residential	82.4%	86.3%	85.7%	88.5%	76.4%	79.6%
Percentage of Property Values that were Commercial	7.1%	4.5%	7.4%	5.9%	6.1%	5.6%
Percentage of Property Values that were Industrial*	1.2%	0.7%	1.4%	0.7%	1.1%	0.8%
Percentage of Property Values that were Agricultural or Other	8.7%	8.1%	5.0%	4.5%	8.5%	7.1%
Percentage of Property Values that were Forest	0.7%	0.3%	0.5%	0.3%	6.8%	6.0%

Source: Wisconsin Department of Revenue, Town, Village, and City Taxes, Statement of Equalized Values, and Statistical Report of Property Values. Note: Table does not include all possible property assessment classifications. SE Wisconsin includes Jefferson, Kenosha, Ozaukee, Racine, Washington, and Waukesha Counties.

\* Classified as "Manufacturing" by WisDOR

As shown in Exhibit 7.12 on the next page, the full equalized value of property within the Town increased 71% for the period 2001 to 2006, from \$262,748,100 to \$450,220,300 (about 14% per year). For comparison's sake, the average increase over this same period for all towns in Wisconsin was 47%, and the average increase over the period for all towns in Washington County was 49%.

<b>Exhibit 7.12 – Recent History of Full Value and Public Indebtedness Town of Jackson</b>				
<b>Year</b>	<b>Full Value</b>	<b>Debt Limit</b>	<b>Existing Debt</b>	<b>Debt Margin</b>
2006	\$450,220,300	\$22,511,015	\$0	\$22,511,015
2005	\$394,884,000	\$19,744,200	\$0	\$19,744,200
2004	\$353,153,200	\$17,657,660	\$0	\$17,657,660
2003	\$307,730,900	\$15,386,545	\$0	\$15,386,545
2002	\$283,800,800	\$14,190,040	\$0	\$14,190,040
2001	\$262,748,100	\$13,137,405	\$0	\$13,137,405

*Source: Wisconsin Department of Revenue, Town, Village, and City Taxes and County and Municipal Revenues and Expenditures, for years cited.*

The ability to finance community projects is measured in general obligation debt capacity. According to the Wisconsin Constitution, there are limits on how much a municipality may borrow. Municipalities are limited to an amount equal to 5% of the equalized value, or full value, of the unit of government. As indicated by Exhibit 7.12, the Town of Jackson's total general obligation debt as of December 31, 2006 was \$0, which would allow the Town to legally borrow \$22,511,015. Since WisDOR statistics for 2005 show that on average towns in the state borrow only about 0.2% of their legally authorized maximum, the Town of Jackson has been even more conservative in its borrowing, which is a sound and legitimate financial strategy. However, it could also be said that the Town has the capacity to more assertively invest in itself by taking advantage of its substantial debt margin to upgrade local infrastructure, provide additional services, or create improvement programs if needed or desired.

## **ECONOMIC DEVELOPMENT PROGRAMS AND ASSISTANCE**

This section contains a brief description of resources that could potentially help existing or start-up businesses in the Town with loans, grants, and/or support services.

### **Local**

In 2006, the Town of Jackson established a **Community Development Authority** to prepare redevelopment plans, enter into contracts or issue bonds as needed to carry out redevelopment activities, and help area schools and businesses receive financial aid.

### **County**

The **Washington County Economic Development Corporation** (WCEDC) seeks to improve and enhance the economic vitality of the County by serving as the central voice on economic development issues, retaining and expanding the current manufacturing and commerce sectors, attracting and creating new family-supporting jobs, and supporting quality of life issues. The WCEDC has drafted an economic development strategic plan for Washington County that sets goals for business retention, business attraction, and workforce quality and availability.

A major goal of the WCEDC is to support Washington County business retention in a number of ways. Professional mentoring, the revolving loan program, promotion of Washington County, tourism development, membership in the Milwaukee 7, contacts with Wisconsin Department of Commerce personnel and familiarity with the Department's economic development programs are some of the ways the WCEDC has been organized to assist in creating a stronger economic development base in the County.

### **Regional**

Through membership in the **Milwaukee 7**, (which includes Milwaukee, Racine, Kenosha, Waukesha, Washington, Ozaukee, and Walworth Counties), the WCEDC represents Washington County's interests in a number of areas, including transportation, technology based development, post-high school education, promotion, and social issues that play a role in business attractiveness to the area.

Wisconsin's **Technology Zone** program offers tax credit incentives to new and growing businesses in the State's high-technology sectors. High technology businesses planning to expand existing operations in a designated Technology Zone area, individuals planning to start a new business in a Technology Zone area or businesses considering relocation to a Technology Zone area from outside Wisconsin may be eligible for Technology Zone tax credits. Washington County is part of the Metropolitan Milwaukee Technology Zone. Beneficiaries of the Technology Zone program include the Signicast Corporation in Hartford. Contact the Department of Commerce for more information on the Technology Zone program.

The **UW-Milwaukee Small Business Development Center** offers a variety of educational services, including seminars, workshops, and customized training, for new and growing businesses. A free Answerline staffed by experienced business counselors is also available.

### **State**

Specialists at the **Wisconsin Manufacturing Extension Partnership** (WMEP) provide technical expertise and business assistance to help small and mid-size manufacturers improve their competitiveness and grow. WMEP's services include tools to help companies identify their strategic competencies, gain insights about their customers and competitors, generate leads, build a culture of innovation, create new products, and develop strategic business plans. WMEP has worked directly with more than 1,000 Wisconsin manufacturers, helping to increase sales and retain jobs. ([www.wmep.org](http://www.wmep.org))

The **Wisconsin Department of Commerce** has several grant programs that may be available to communities. The federally funded **Community Development Block Grant** (CDBG) program can be used for housing, economic development and public facility improvements. The program is designed to assist economically distressed smaller communities with improvements to such things as utilities and streets, fire stations, community centers, and housing rehabilitation, as well as many other improvements needed by a community. Specifically, the CDBG-Public Facilities for Economic Development (PFED) program is designed to assist communities with expanding or upgrading their infrastructure to accommodate businesses that have made a firm commitment to create jobs and invest in the community.

The Department has also created incentives for the development of technology based firms in an effort to attract certain businesses through tax credit incentives to ultimately lead to the

development of bio-medical research facilities, which would provide an attraction for additional technology based development.

**Forward Wisconsin** works to boost the state's image, to project the state's positive business climate, and to attract industry and workers to Wisconsin. It provides business cost comparisons, financial information, and a variety of other business consulting services to prospective expanding businesses. Forward Wisconsin services are provided on a confidential, no-cost basis.

Forward Wisconsin is a 501(c)(3) not-for-profit corporation financed through both the public and private sectors for the purpose of coordinating these efforts. The corporation's success in implementing its mission statement depends in large part upon its close working relationship with the Wisconsin Department of Commerce.

Forward Wisconsin is responsible for out-of-state marketing and business attraction, while the Department of Commerce is responsible for existing business retention, expansion, financial programs and international development.

The WEDA (**Wisconsin Economic Development Association**) is a statewide non-profit organization dedicated to expanding the economy of the State of Wisconsin. Since 1975, WEDA has successfully represented the collective economic development interests of both the private and public sectors by providing leadership in defining and promoting statewide economic development initiatives. WEDA maintains Executive and Legislative Directors to administer and direct WEDA's ambitious activities and programs.

**WEDA** provides a variety of membership benefits, including but not limited to the following:

- Professional Development/Continuing Education Opportunities
- Legislative Affairs
- Resources & Networking

The impacts of legislative and regulatory policies on Wisconsin's economic development climate are of the highest priority to WEDA and its members. It is critical that the collective voice of economic development professionals is heard as public policy matters affecting the economy and workforce are debated and acted upon.

The **Wisconsin Technology Council** has three main functions:

1. It provides policy guidance to lawmakers, the governors, state agencies and other institutions in Wisconsin. It has most notably done so through "Vision 2020: A Model Wisconsin Economy" and white papers that have served as background for the Governor, the Legislature, state agencies and other public bodies.
2. It serves an important in-state networking role through **Wisconsin Innovation Network (WIN)**, a community-based economic development organization dedicated to fostering innovation and entrepreneurship. It also works with other statewide and local affiliates. And it provides out-of-state networking through the I-Q Corridor and national events such as the international BIO conference.

3. It serves as an economic catalyst through programs such as:

- **Wisconsin Innovation Network (WIN)**, community-based economic development organization dedicated to fostering innovation and entrepreneurship.
- **Wisconsin Entrepreneurs' Conference** A program focused on stimulating more entrepreneurial activity in Wisconsin across all segments of our economy.
- **Wisconsin Early Stage Symposium (formerly Life Sciences and Venture Conference)** Open to technology companies seeking all capital.
- **Monthly WIN Events** Brings together entrepreneurs, business owners and related high tech professionals in a collaboration-rich environment.
- **Governor's Business Plan Contest (BPC)** An opportunity to compete for cash and in-kind prizes — but it's also a chance to get constructive feedback on your business plan and to help move it from “virtual business” to reality.
- **Wisconsin Angel Network** mission is to build angel network capital capacity throughout Wisconsin in order to increase the number and amount of seed-stage equity investments in Wisconsin companies, creating jobs and improving our economy.
- **Wisconsin Security Research Consortium** This consortium of research institutions in Wisconsin is dedicated to delivering world-class science and technology solutions in response to our nation's homeland security requirements.

### **Federal**

Some examples of federal programs that could assist the Town of Jackson in economic development include:

#### **USDA Wisconsin Rural Development Programs**

- *Rural Business Opportunity Grants Program*

Zero interest loans may be made to any Rural Utilities Service (RUS) to promote economic development and/or job creation projects including, but not limited to, project feasibility studies, start-up costs, incubator projects, and other reasonable expenses. Grants can be provided to rural communities through RUS borrowers to be used for revolving loan funds for community facilities and infrastructure and for assistance in conjunction with rural economic development loans.

- *Rural Business Enterprise Grants Program (RBEG)*

The Rural Business-Cooperative Service makes grants available under the RBEG Program to public bodies, private nonprofit corporations, and federally-recognized Native American Tribal groups to finance and facilitate development of small and emerging private business enterprises located in areas outside the boundary of a city or unincorporated areas of 50,000 people or more and its immediately adjacent urbanized or urbanizing area. The small or emerging business to be assisted must have less than 50 new employees, less than \$1 million in gross annual revenues, have or will utilize technological innovations and commercialization of new products and/or processes to be eligible for assistance. Funds can be used for a variety of things including, but not limited to: construction of buildings and plants, equipment, access streets and roads, parking areas, utility and service extensions, and a variety of other costs. **In 2005, the Town of Jackson received \$99,000 from this program.**



## **CHAPTER 8 - LAND USE**

---

### **INTRODUCTION**

The land use element is one of the most important elements of the comprehensive planning process because it visually depicts many of the other interrelated elements as determined through the public input/visioning process.

66.1001(2)(h)

*Land Use Element.* A compilation of objectives, policies, goals, maps and programs to guide the future development and redevelopment of public and private property. The element shall contain a listing of the amount, type, intensity, and net density of existing uses of land in the local governmental unit, such as agricultural, residential, commercial, industrial, and other public and private uses. The element shall analyze trends in the supply, demand and price of land, opportunities for redevelopment and existing and potential land-use conflicts. The element shall contain projections, based on the background information specified in par. (a), for 20 years, in 5-year increments, of future residential, agricultural, commercial and industrial land uses including the assumptions of net densities or other spatial assumptions upon which the projections are based. The element shall also include a series of maps that shows current land uses and future land uses that indicate productive agricultural soils, natural limitations for building site development, floodplains, wetlands and other environmentally sensitive lands, the boundaries of areas to which services of public utilities and community facilities, as those terms are used in par. (d), will be provided in the future, consistent with the timetable described in par. (d), and the general location of future land uses by net density or other classifications.

### **Existing Land Use**

The land use within the Town of Jackson was last inventoried by the Southeastern Wisconsin Regional Planning Commission (SEWRPC) in 2006 and forms the basis of the land use planning in the Town.

### **Projected Land Use**

The input of Town officials and residents, along with the data, vision, goals, objectives, policies, and programs found throughout this Plan document, have been used to develop projected land uses and guide the location of specific types of land uses. Existing land use controls are also inventoried to assist in the development of the projected land use maps.

This Comprehensive Plan and maps provide a basis for the development of regulatory tools to assist residents, the business community, and government officials in the implementation of this Plan and provide information relative to future development to any interested party. Specifically, the projected land use maps will serve as a practical guide to the Town elected Board and Park and Planning Commission in their decision-making process.

### **CHAPTER SUMMARY**

Although the **Town of Jackson** has not previously had a comprehensive land use plan, it has had a fairly extensive zoning ordinance in place since 1971, a land division ordinance since 1974, and a revenue sharing agreement and cooperative boundary plan with the Village of Jackson since 1999.

The current land use inventory for the Town shows approximately 17% of the Town as being developed and 83% as undeveloped. The major developed use is single-family residential, with just under two-thirds of the developed land in this use; the major undeveloped use is agriculture, which accounts for almost 70% of all undeveloped land.

Public support for farmland preservation, as well as the presence of substantial areas of floodplain and wetlands, may constrain the supply of land in the future. The preferred lands for development are located within the cooperative boundary extents surrounding the Village of Jackson. There may also be limited opportunities along the STH 60 and CTH P corridors.

Demand for developable land was moderate to high in the early part of the decade, but beginning in 2006 demand diminished due to an abundance of vacant lots in the Town and the general slowdown in the economy and in the housing market in particular. WisDOA projections of anticipated growth do not see significant increases in population over the planning period. Consequently, land allocations for residential, commercial, and industrial uses are fairly moderate.

Recommendations for land use and development are consistent with policies stated elsewhere in this Plan and place a high priority on preservation of farmlands and open space, limiting conflicts between different land uses, and avoiding harm to important natural areas.

## **INVENTORY OF EXISTING LAND USE CONTROLS – TOWN**

This section lists and briefly describes the state, county, and local land use plans, ordinances, and controls that currently impact the Town of Jackson, and which may affect or restrict the way land can be developed.

### **Existing Comprehensive Plan or Land Use Plan**

Prior to this effort, the Town has not had a comprehensive or land use plan in the past. However, SEWRPC adopted an initial regional land use plan in 1966, with major reevaluations of the plan completed in 1977, 1992, 1997, and 2006. This *advisory* regional plan together with the adoption of the Revenue Sharing Agreement and Cooperative Boundary Plan has promoted compact settlement patterns, with urban development recommended to occur within, and along the periphery of, existing urban centers. The regional plan has also sought to preserve environmentally sensitive lands and the most productive farmlands in the Southeast Region. Implementation of the regional plan has varied from community to community.

### **Farmland Preservation Plan/Program (FPP)**

Although the Town of Jackson attempted in the 1980s to participate in Wisconsin's FPP, most local farmers had too many doubts about the program to participate; consequently, there was not a sufficient block of contiguous farmers for the Town to qualify. As a result, the Town does not have a zoning ordinance that has been certified by the Land and Water Conservation Board for the purposes of participating in the FPP. However, the State allowed landowners in local governments without certified ordinances to enter into agreements during the years 1989 to 1991. In 2005, there remained one Wisconsin Farmland Preservation Agreement encompassing about 150 acres of farmland in the Town of Jackson.

### **Town of Jackson Zoning Ordinance**

The Town of Jackson Zoning Ordinance was adopted in 1971 and has been amended several times in an effort to remain up to date. Refer to the Zoning Ordinance itself for detailed information on the permitted uses and restrictions within each of the zoning districts listed in Exhibit 8.1. See Exhibit 8.2 for mapped locations of districts.

<b>Exhibit 8.1 –Town of Jackson Zoning Districts</b>	
A-1 Agricultural/Rural Residential District A-2 Exclusive Agricultural District	M-1 Limited Manufacturing District M-2 Heavy Manufacturing District
R-1 Single Family Residential District R-2 Two-Family Residential District R-3 Multi-Family Residential District	Q-1 Quarrying District L-1 Landfill District
B-1 Shopping Center Business District B-2 Highway Business District	I-2 Institutional District P-1 Park District
PUD Planned Unit Development District	C-1 Lowland Conservancy District C-2 Upland Conservancy District

*Source: Town of Jackson, September 2008*

### **Town of Jackson Land Division Ordinance**

The Town of Jackson Land Division Ordinance was adopted in 1974 to, in part, prevent the overcrowding of land and to avoid undue concentration of population. The Ordinance contains a substantial Land Suitability provision that discourages land divisions under certain environmental circumstances (e.g., floodlands, recently filled lands, steep slopes, bedrock near the surface, etc.).

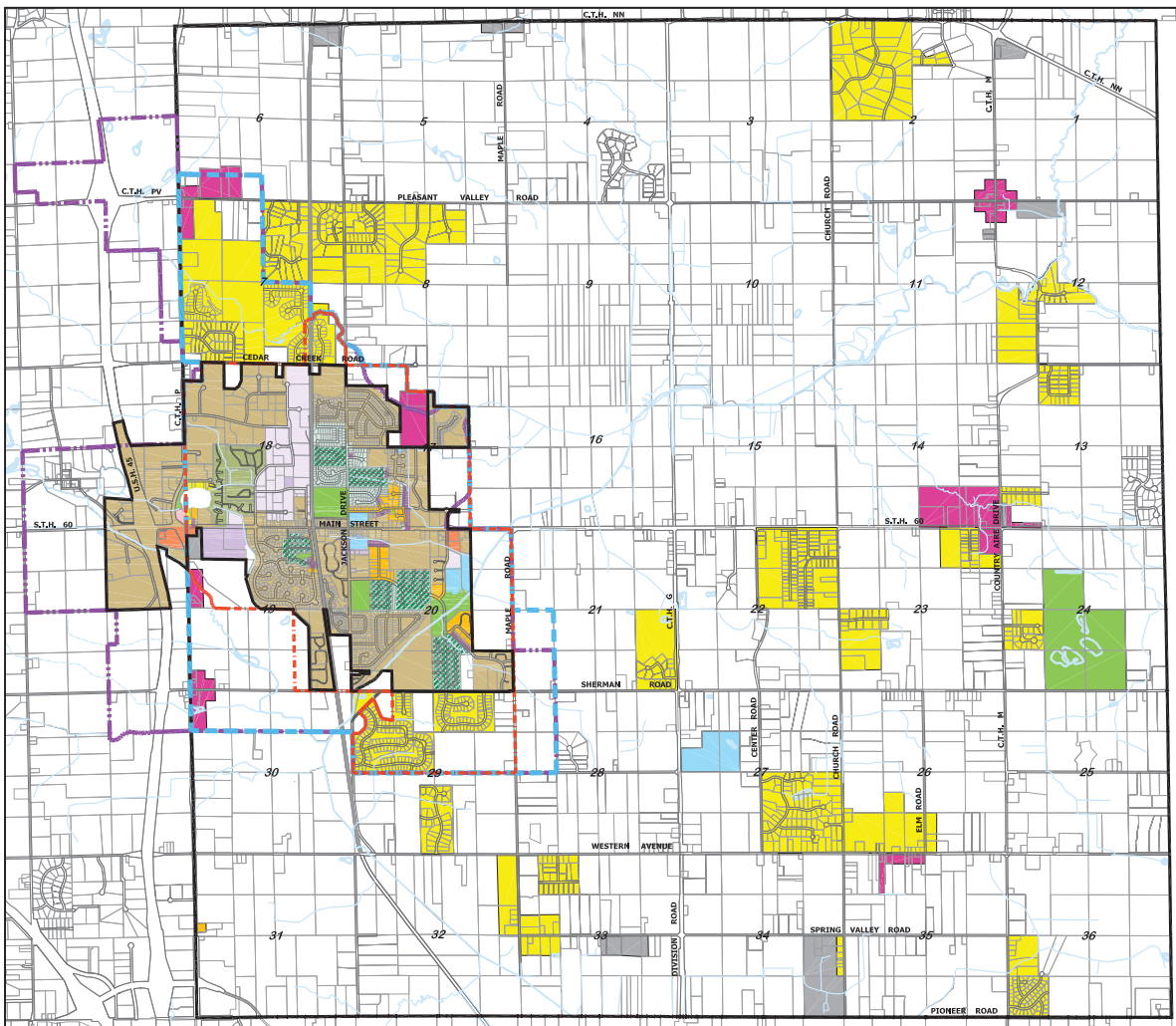
### **Washington County Land Division Ordinance**

Chapter 24 of the Washington County Code contains the County Land Division Ordinance, which is intended to further the orderly layout and use of land in unincorporated areas. Where a town has adopted a subdivision control ordinance, the provisions of the county ordinance shall apply where they are more restrictive than the town ordinance.

The County Ordinance contains a Land Suitability provision that states “No land shall be subdivided for residential use which is deemed by the County or the town unsuitable for such use for reason of flooding, inadequate drainage, adverse soil or rock formations, unfavorable topography or any other feature likely to be harmful to the health, safety or welfare of the future residents of the proposed subdivision of the community. In applying the provisions of this section, the County or the town shall, in writing, recite the particular facts upon which it bases its conclusions that the land is not suitable for residential use and afford the subdivider an opportunity to present evidence regarding such unsuitability if he or she so desires. Thereafter, the County or the town may affirm, modify or withdraw its determination of unsuitability.”

### **Washington County Sanitary Ordinance**

Chapter 25 of the Washington County Code contains the County Sanitary Ordinance, which promotes the proper siting, design, installation, inspection, management, and maintenance of private on-site wastewater systems. The ordinance requires the preparation and approval of sanitary permits for the location, design, construction, alteration, installation and use of all private



#### ZONING DISTRICTS (VILLAGE)

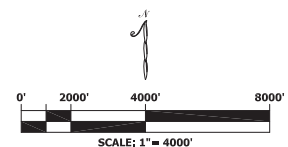
	PUD - PLANNED UNIT DEVELOPMENT		B1 - COMMUNITY BUSINESS
	R1 - SINGLE-FAMILY RESIDENTIAL		B2 - DOWNTOWN BUSINESS
	R2 - SINGLE-FAMILY RESIDENTIAL		M1 - LIMITED MANUFACTURING
	R3 - SINGLE-FAMILY RESIDENTIAL		M2 - GENERAL MANUFACTURING
	R4 - SINGLE-FAMILY RESIDENTIAL		I1 - INSTITUTIONAL & PUBLIC SERVICE
	R5 - SINGLE-FAMILY RESIDENTIAL		A1 - AGRICULTURAL
	R6 - TWO-FAMILY RESIDENTIAL		P1 - PARK & RECREATION
	R8 - MULTI-FAMILY RESIDENTIAL		
	R9 - MOBILE HOME RESIDENTIAL		

#### VILLAGE/TOWN LIMITS

- 2015 - MAXIMUM VILLAGE LIMITS WITHIN JACKSON TOWNSHIP
- 2030 - MAXIMUM VILLAGE LIMITS WITHIN JACKSON TOWNSHIP
- SANITARY SEWER SERVICE AREA

#### ZONING DISTRICTS (TOWN)

	A1- AGRICULTURE/RURAL RESIDENTIAL
	R1 - SINGLE-FAMILY RESIDENTIAL
	R3 - MULTI-FAMILY RESIDENTIAL
	B2 - HIGHWAY BUSINESS
	M1 - LIMITED MANUFACTURING
	I1 - INSTITUTIONAL
	P1 - PARK



## EXHIBIT 8.2

## GENERALIZED ZONING

SOURCE: VILLAGE OF JACKSON, TOWN OF JACKSON, AND WASHINGTON COUNTY

7/1/2009

sewage and septic systems of residential, commercial, industrial, and governmental uses within unincorporated areas.

The availability of mound systems and COMM 83 experimental systems has allowed more properties to support a private on-site wastewater system. Proper maintenance and siting is essential in limiting negative effects on neighboring land uses and the environment.

### **Washington County Shoreland, Wetland and Floodplain Ordinance**

Chapter 23 of the Washington County Code contains the Washington County Shoreland, Wetland and Floodplain Zoning Ordinance. In the shoreland zone, which is generally within 1,000 feet of a lake or pond, and 300 feet of a navigable river or stream, the ordinance limits structures to those areas where soil and geological conditions will provide a safe foundation; separates conflicting land uses; prohibits certain uses detrimental to the shoreland, wetland, and floodplain areas; protects natural resource-based recreational opportunities; sets minimum lot sizes and widths; regulates side yards and structure setbacks from waterways; discourages development in a floodplain if there is any practicable alternative to locate the activity, use, or structure outside of the floodplain. Exhibit 6.11 in Chapter 6 illustrates the shoreland zone in the Town of Jackson.

### **Wetland Regulations**

Due to their importance, there are strict regulations regarding wetlands. Wisconsin Administrative Codes NR 115 and NR 117 fall under the jurisdiction of the WDNR, and mandate that shoreland wetlands be protected in both the rural and urban areas of the State. In the unincorporated areas, NR 115 provides the legislation to protect wetlands of five acres or more that are within the jurisdiction of county shoreland zoning ordinances. Wetlands not in the shoreland zone are protected from development by the federal government and the WDNR through Section 404 of the Clean Water Act, and NR 103, respectively. It should be noted that all wetlands, no matter how small, are subject to WDNR and possibly federal regulations, if they meet the State definition.

### **Historic Preservation**

There may be some areas within the Town of Jackson where development is either not desired or should be carefully designed due to the special historic character of the location.

### **Conservation Easements**

Conservation easements are voluntary contracts between a private landowner and a land trust (e.g., Ozaukee Washington Land Trust) or government agency that limit, or in some cases prohibit, future development of the property. With the establishment of a conservation easement, the property owner sells or donates the development rights for the property to a land trust or government agency, but retains ownership. The owner is not prohibited from selling the property, but future owners must also abide by the terms of the conservation easement. There is one conservation easement in the Town of Jackson, held by WDNR, on three acres of land within the Jackson Marsh.

### **Official Map**

As of this time, the Town of Jackson does not have an Official Map.

### **Extraterritorial Jurisdiction**

Wisconsin statutes do not allow towns to invoke extraterritorial jurisdictions. However, extraterritorial jurisdictions can still be a major factor in planning, since a town can be impacted by the jurisdiction of a city or village. The majority of the Town of Jackson is under the extraterritorial platting jurisdiction of the City of West Bend, the Village of Jackson, the Village of Germantown, the Village of Richfield, the City of Mequon, or the City of Cedarburg. This means that most land divisions in the Town would also be subject to review by one of these municipalities. If a land division in the Town proposed a change in land use that was in conflict with the future land use plan of a municipality having extraterritorial review, the municipality could reject the land division.

The Town of Jackson is not currently under extraterritorial zoning by any municipality.

### **Boundary Agreement**

In May of 2018, The Town of Jackson entered into a mediated cooperative plan agreement with the Village of Jackson. This agreement completely supplants and deletes in its entirety the former *Village of Jackson and Town of Jackson Revenue Sharing Agreement and Cooperative Boundary Plan* dated 1999 as amended in 2005 and 2008.

### **Highway Access**

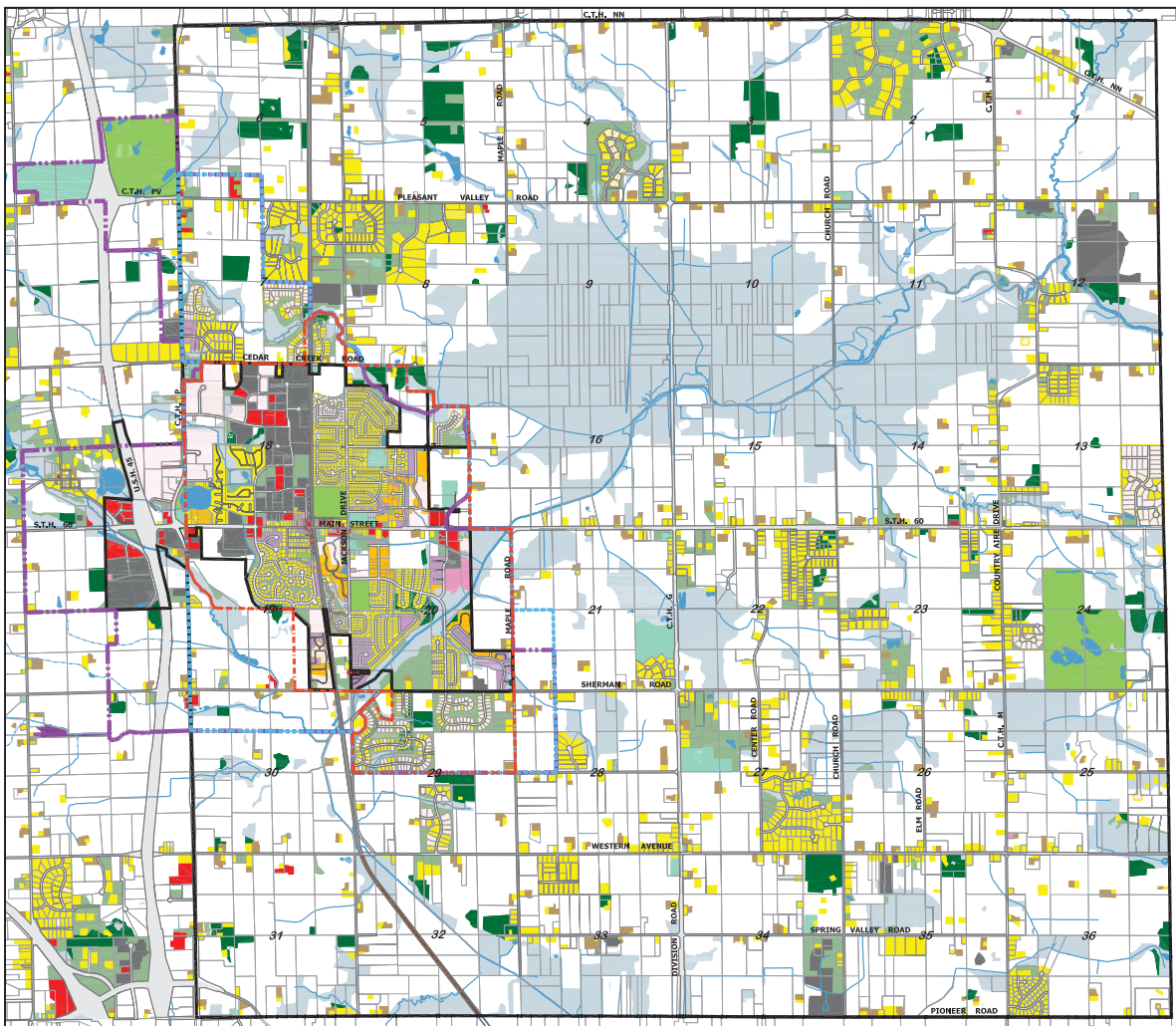
Highway access restrictions can impact development patterns by making it difficult — or not feasible — to site buildings along highways. The State has an access control ordinance along STH 60 known as Trans 233. Trans 233 is part of the Wisconsin Administrative Code and defines requirements that must be met when subdividing lands abutting the state highway system. WisDOT is responsible for enforcing Trans 233 to preserve traffic flow, enhance public safety, and ensure proper highway setbacks and stormwater drainage. The rule applies to landowners who intend to divide land abutting a state highway into five or more lots that are each 1.5 acres or less in size within a five-year period. The major components of Trans 233 can be found in this Plan in Chapter 3 - Transportation.

Washington County has a policy and procedure to regulate and control access to County Highways in accordance with Section 12.05 of the Washington County Code. No person shall construct an access to a County Trunk Highway or substantially change the use of an existing access without a permit. Before any parcel of land is subdivided, the subdivider shall demonstrate that access can be provided to each proposed parcel in compliance with all the requirements and conditions of the County's policy and procedure. The Town of Jackson has similar regulations for town roads.

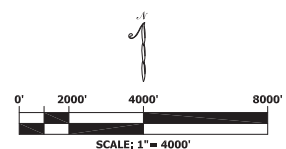
## **CURRENT LAND USE INVENTORIES**

<b>Exhibit 8.6 – Town of Jackson Land Use Amount and Intensity, 2006</b>			
<b>Land Use Type</b>	<b>Acres</b>	<b>Percentage of Developed Land</b>	<b>Percentage of Total Land</b>
<b>DEVELOPED</b>	<b>3,741.2</b>	<b>100%</b>	<b>17.2%</b>
Residential	2,424.0	64.8%	11.2%
single-family	2,236.0	59.8%	10.3%
high density (0.15 acre lots or smaller)	0.0	0.0%	0.0%
medium density (0.16 - 0.44 acre lots)	26.8	0.7%	0.1%
low density (0.45 - 1.43 acre lots)	1,830.6	48.9%	8.4%
suburban density (1.44 - 5.0 acre lots)	378.6	10.1%	1.7%
two-family	0.8	0.02%	0.004%
multi-family and mobile homes	0.0	0.0%	0.0%
land under residential development	187.2	5.0%	0.9%
Commercial	22.0	0.6%	0.1%
Industrial	215.2	5.8%	1.0%
manufacturing	20.3	0.5%	0.09%
wholesaling and storage	69.2	1.8%	0.3%
extractive	125.7	3.4%	0.6%
Transportation	884.1	23.6%	4.1%
streets and highways	767.4	20.5%	3.5%
parking (off-street)	38.7	1.0%	0.2%
recreational	2.4	0.06%	0.01%
rail related	75.6	2.0%	0.3%
Communication or Utilities	2.3	0.06%	0.01%
Institutional or Governmental	193.6	5.2%	0.9%
administration / safety / assembly	56.4	1.5%	0.3%
educational	118.1	3.2%	0.5%
cemeteries	19.1	0.5%	0.09%
	<b>Acres</b>	<b>Percentage of Undeveloped Land</b>	<b>Percentage of Total Land</b>
<b>UNDEVELOPED</b>	<b>17,986.9</b>	<b>100%</b>	<b>82.8%</b>
Outdoor Recreation (e.g., golf course)	204.0	1.1%	0.9%
Agricultural	12,339.2	68.6%	56.8%
Natural Areas	5,443.7	30.3%	25.1%
wetlands	4,382.8	24.4%	20.2%
unused rural land	330.9	1.8%	1.5%
woodlands	504.2	2.8%	2.3%
water	62.8	0.3%	0.3%
other	162.9	0.9%	0.7%
<b>TOTAL LANDS</b>	<b>21,728.1</b>	<b>n/a</b>	<b>100%</b>

Source: Southeastern Wisconsin Regional Planning Commission, 2006



- |  |   |  |                            |
|--|---|--|----------------------------|
|  | VILLAGE/TOWN LIMITS                                   |  | GOVERNMENT & INSTITUTIONAL |
|  | 2015 - MAXIMUM VILLAGE LIMITS WITHIN JACKSON TOWNSHIP |  | RECREATIONAL               |
|  | 2030 - MAXIMUM VILLAGE LIMITS WITHIN JACKSON TOWNSHIP |  | AGRICULTURAL/FARM BUILDING |
|  | SANITARY SEWER SERVICE AREA                           |  | WETLANDS                   |
|  | SINGLE-FAMILY RESIDENTIAL                             |  | OPEN LANDS                 |
|  | 2-FAMILY RESIDENTIAL                                  |  | WOODLANDS                  |
|  | MULTI-FAMILY RESIDENTIAL                              |  | SURFACE WATER              |
|  | RETAIL  |  | VACANT                     |
|  | INDUSTRIAL  |  |                            |
|  | COMMUNICATION & UTILITIES                             |  |                            |



## EXHIBIT 8.7

## GENERALIZED LAND USE

SOURCE: VILLAGE OF JACKSON, TOWN OF JACKSON, AND WASHINGTON COUNTY

7/1/2009



## **ANTICIPATED LAND USE TRENDS / LAND SUPPLY**

It is anticipated that over the next 10-20 years the Town of Jackson will grow at a slow to moderate, managed rate and that most new development will be primarily single-family residential near the Village of Jackson. Some small-scale commercial development may take place along the STH 60 and CTH P corridors. Existing agricultural uses will likely continue to decrease, although individual operations may expand through the process of consolidation of smaller operations. The demand for aggregate (e.g., gravel) could potentially lead to new or expanded mining operations in the Town.

Possible external impacts on local land use in the future are expected to include 1) the overall aging population, which may drive more diverse housing options, 2) the increasing ability due to technological innovations to telecommute or start a home-based business, 3) the desire for passive recreation options, such as biking and walking trails, and 4) increasing emphasis on renewable energy options.

### **Redevelopment Opportunities**

There are no brownfields or sizable tracts of land within the Town that need redevelopment. There are, however, scattered parcels and structures that could be improved, converted to other uses, or redeveloped entirely. Any improvement, conversion, or redevelopment should be done in a way that maintains the rural character of the Town, including scale, architectural styles, etc.

### **Land Supply**

At first glance, with 83% of the land in the Town of Jackson categorized as “undeveloped,” there would appear to be an over-abundance of developable vacant land within the Town; however, in one sense, agriculture is an “industry” and could be considered a type of development since the land now used for farming has undergone a change from its natural, truly vacant state of 200+ years ago. Further, a significant amount of undeveloped land lies in wetlands and floodplains and would therefore be difficult to develop, even if such activity were permitted by the WDNR. The Town discourages residential development in its rural open space areas, primarily due to the potential conflicts with agriculture, the vulnerability of the shallow aquifer to contamination, and the wishes of residents as indicated in the recent community-wide survey; nevertheless, in certain situations limited residential development might be allowable. Limited commercial development, manufacturing, and regulated non-metallic mining are somewhat more compatible with agriculture and lands might be available for such uses if they do not significantly harm the natural resources and rural character of the Town.

### **Price and Demand**

The dynamic and often unpredictable nature of the factors that have influenced price and demand in the Jackson area make this difficult if not impossible to forecast in a meaningful way. Nevertheless, there are some observations that can be made.

According to the 2000 U.S. Census, the median value of an owner-occupied home in the Town of Jackson was \$166,900, compared to an average value for nearby towns of \$179,033. There are at least two possible reasons for this lower average value: 1) although there are substantial natural areas in the Town, there is no significant lake frontage to drive up the average value in the Town, and 2) there is a larger percentage of older homes in the Town of Jackson than in nearby towns.

During the 1990s and early 2000s, a number of factors came together to spur an unprecedented level of residential development in rural areas like the Town of Jackson: 1) affluent and numerous “Baby Boomers” desiring rural living, 2) relatively inexpensive energy costs for commuting and housing, 3) less expensive building costs than in urban areas, and 4) historically low mortgage interest rates. The development landscape, however, has changed. As of June 1, 2007, there were approximately 230 vacant lots in the Town of Jackson. While many area real estate analysts expect the downturn to reverse itself, the demand over this Plan’s design period (2005-2025) will probably not approach the levels seen in the 1990s and early 2000s.

There has not been any significant demand for substantial new tracts of commercial, industrial, institutional, or other types of land. However, there is an ongoing demand for agricultural land for those farm owners who might like to expand their operations in the future.

## **DEVELOPMENT CONSIDERATION AND CONSTRAINTS**

### **Environmental, Transportation, and Public Utility Considerations and Constraints**

A significant amount of environmental corridors (e.g., wetlands, floodplain) weave through the Town (see Figure 8.5), and these features have constrained development in the past and will probably continue to do so. In most cases, this is an appropriate constraint.

While a basic transportation network of collector and arterial roads is already in place within or adjacent to the Town to serve future traffic flows generated from new growth, there could be a need in some circumstances for roadway upgrades, pavement and shoulder widening, and/or the addition of turning lanes. The Town’s subdivision ordinance makes adequate provision for the construction of local roads to serve new development.

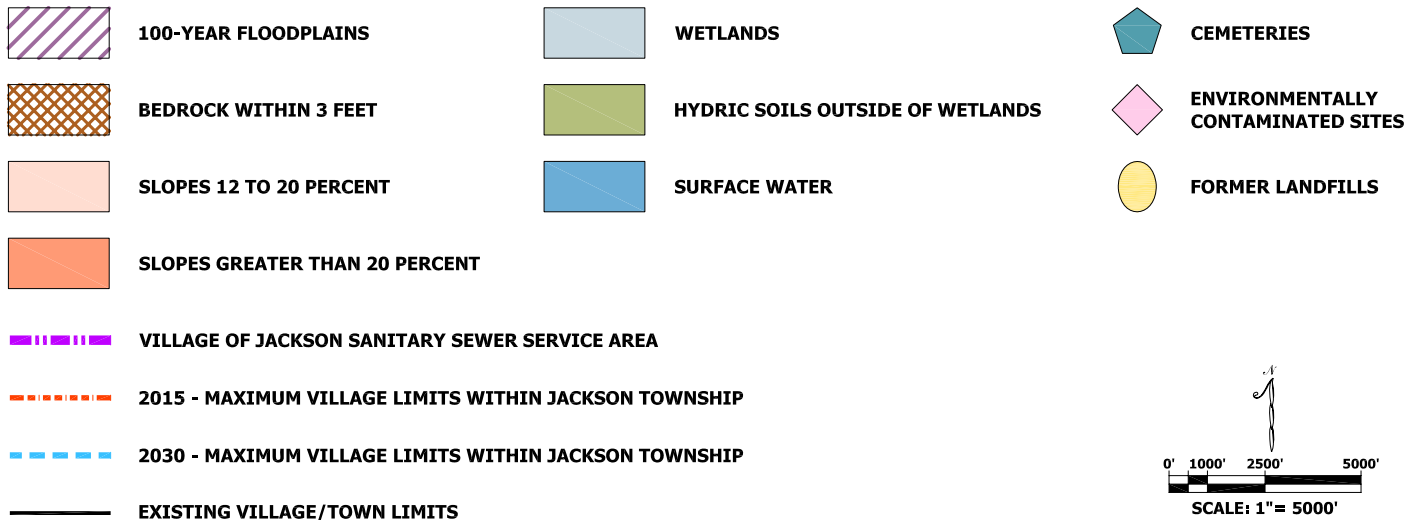
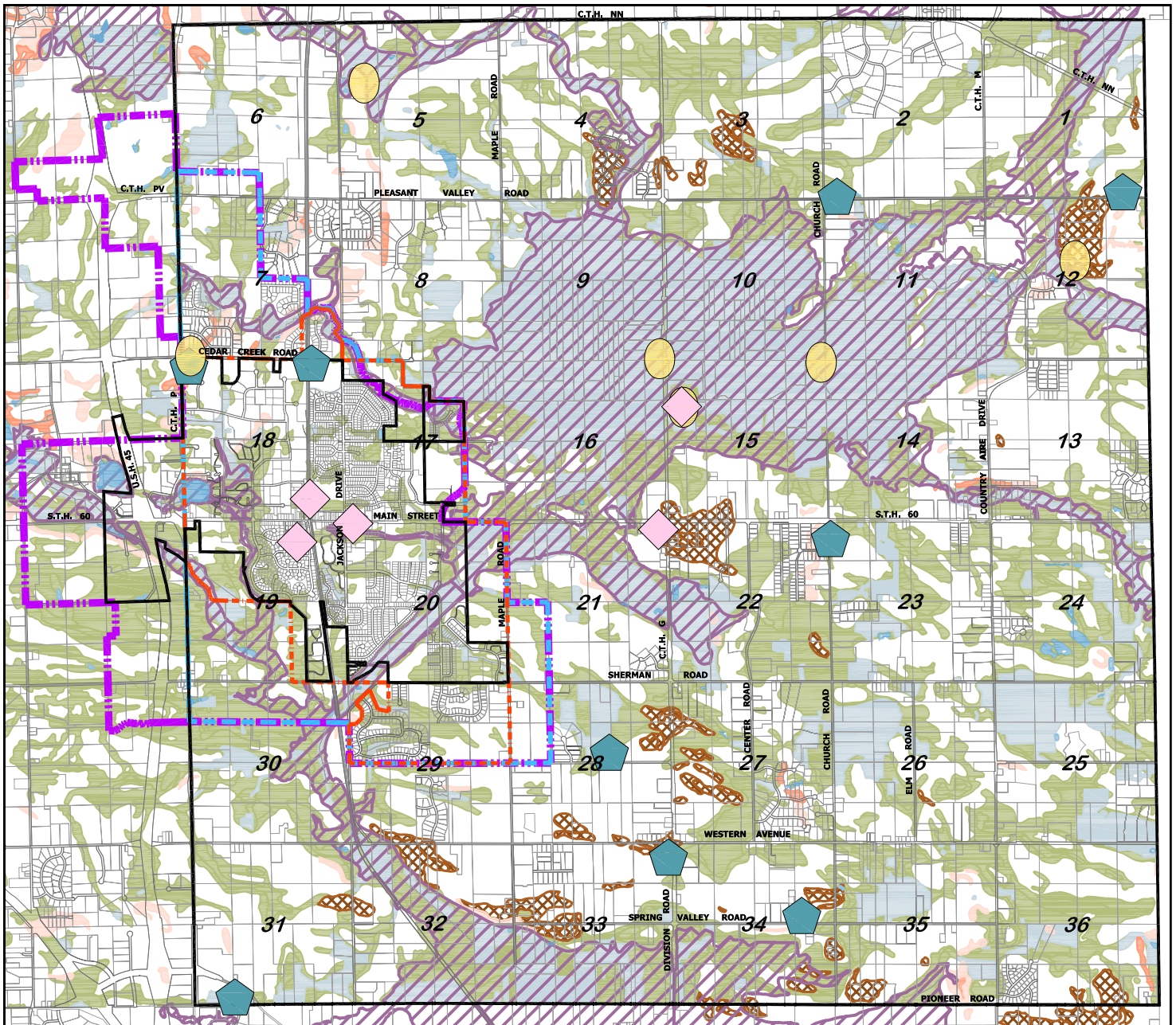
No official hydrological study has been performed to determine the inventory, consumption, and ongoing supply of acceptable groundwater in the Town of Jackson, but no significant problems have been reported with groundwater *quantity* to date. Given the general abundance of this resource in the area, it is not anticipated that water supply will be a constraint. Given the geology of the Town, however, it is possible that groundwater could be susceptible to *quality* issues if development is not carefully managed in portions of the Town dependent on private wells. Some Town residents in specific areas, referenced as “Other Areas” in the mediated cooperative plan agreement (see Appendix 2050-A of this report), receive water supply service from the Village of Jackson due to groundwater supply contamination that occurred in July 2012.

Soils vary considerably in the Town and may or may not be adequate for low density development on conventional, mound, or newer technology on-site private waste disposal systems. Any intense or high density development would be better suited to sites adjacent to the Village of Jackson and its public utilities.

Gas and electrical supply continues to be upgraded by We Energies as necessary and is not considered to be a constraint to moderate development.

## **LAND USE ISSUES AND CONFLICTS WITHIN THE TOWN**

Some agricultural areas within the Town have been in proximity to residential areas for several years. Although noise and odors have been occasional issues, landscaping and buffering between uses has helped to limit conflicts. These situations will continue to be monitored, and opportunities



## EXHIBIT 8.8

### NATURAL LIMITATIONS FOR BUILDING SITE DEVELOPMENT IN THE TOWN AND THE VILLAGE OF JACKSON

for improving awareness and understanding between farmers and non-farmers will be encouraged, as will continued landscaping and buffering.

Noise, dust, vibration, and aesthetic impacts all potentially come into play when non-metallic mining operations are opened or expand near residences. Conditional use permits and reclamation permits will continue to address such impacts.

Currently, there is very little commercial development along STH 60 or CTH P. Any future development is likely to increase the traffic, lighting, and noise in the immediate area and should be buffered from any residential development.

## **FUTURE LAND USE PROJECTIONS AND MAPS**

In May of 2018, the Town of Jackson entered into a mediated cooperative plan agreement with the Village of Jackson. This agreement completely supplants and deletes in its entirety the former *Village of Jackson and Town of Jackson Revenue Sharing Agreement and Cooperative Boundary Plan* dated 1999 as amended in 2005 and 2008.

The following is provided for historical reference: This section of the chapter is based on 1) the *Village of Jackson/Town of Jackson Revenue Sharing Agreement and Cooperative Boundary Plan* (2008) and input from Village officials, 2) the consensus map compiled by Washington County UW-Extension following a visioning/mapping workshop for Town of Jackson residents held in 2006, 3) results from the Comprehensive Planning Community Survey conducted in 2006, 4) discussions with the Town of Jackson Comprehensive Community Planning Advisory Group and Town officials, 5) the Land Assessment and Site Evaluation study/map produced by Washington County, 6) the groundwater recharge map created by the Wisconsin Geological and Historical Survey, 7) the preliminary future land use map created by the Southeastern Wisconsin Regional Planning Commission, 8) background information and data about the Town of Jackson contained in earlier chapters of this Plan, and 9) the factors described in the previous sections of this chapter.

Exhibit 8.12 is the official projected future land use map for the Town of Jackson and takes precedence over any other projected land use mapping in this Comprehensive Plan.

### **Projected Land Use Map Comments and Policies - Town**

**Industrial** development is generally not compatible with the rural atmosphere Town residents value. However, it is conceivable that there could be future expansions of existing businesses or that a few new businesses might be proposed, especially along the railroad corridor.

**Commercial** development is generally not compatible with the rural atmosphere Town residents value. However, it is conceivable that there could be future expansions of existing businesses or that a few new businesses might be proposed, especially along the CTH P corridor.

Commercial or business areas the Village will agree to be served with water and sanitary sewer services shall be limited to the following:

1. The area around the intersection of Sherman Road and CTH P, but no further south than the wetlands south of Heidel's (Domans).

2. The area around the intersection of CTH P and CTH PV, east to the Fitness Center and south to the commercial properties that existed in 2008, and north to property that is located in the Town opposite the entrance to the Washington County Fair Park on CTHP.

Utility services to any other commercial or business property in the Town beyond those as described, shall require an amendment to the Revenue Sharing Agreement and Cooperative Boundary Plan. It may also require an amendment to the Sanitary Service Area, which would require the Village to approve that request to the Southeastern Wisconsin Regional Planning Commission as well.

While no land is specifically allocated on the Projected Land Use Map for **transportation, communication, or utility** uses, the Town is not opposed to approving small parcels or corridors of land for these purposes if they are essential to providing quality services to the Town and do not have significant negative impacts on rural character.

Existing **governmental and institutional** uses within or near the Town are considered adequate to meet future needs during the planning period; therefore, no such uses are shown on Exhibit 8.12. Due to the number of vacant lots in the Town, the high potential for negative impacts on groundwater, and other factors noted throughout this Plan, there is only a moderate amount of land allocated for **residential** development on the Projected Land Use Map. Most of these areas are immediately adjacent to the Village of Jackson and would be served by public sewer and water as per the adopted Revenue Sharing Agreement and Cooperative Boundary Plan.

**Agriculture** influences the character of the Town more than any other land use. Nevertheless, it is anticipated that during the planning period small amounts of agricultural land within certain parts of the Town will gradually transition to some sort of development.

In the interest of intergovernmental cooperation, it has been deemed to be more appropriate to share **recreational** facilities than develop separate ones in both the Village and the Town. Needs and projections are set forth in the *Joint Parks, Recreation and Open Space Plan*.

It is the Town's goal, which is also supported by the Village to preserve **natural areas** as separate, healthy ecosystems, or, when appropriate, encourage their integration as a valued amenity into surrounding development.

### **Five-Year Incremental Land Use Projections - Town**

The primary rationale used to project the Town's future residential land use acreage relied on the projected housing unit needs presented earlier in this Plan, which concluded that the Town of Jackson has already exceeded the total WisDOA projected housing units for 2025, even without adding in the number of platted lots in the Town that are still vacant. Therefore, theoretically, no additional land for residential use should be allocated for the purposes of this projection.

Commercial land use projections were calculated by comparing the current ratio of commercial land use acreage in the Town to the commercial land use acreage in Washington County (1:106) and then using this ratio and interpolated 20-year County projections to calculate the 20-year Town projections. Industrial land use projections in the Town were estimated in the same manner as the commercial lands, with the ratio calculated at 1:14. Agricultural land use projections were estimated in the same manner as the commercial lands, with the ratio calculated at 1:11. Land use projections for "Other" (all uses not categorized as Residential, Commercial, Industrial, or

Agricultural) were estimated in the same manner as the commercial lands, with the ratio calculated at 1:16.

<b>Exhibit 8.9 – Land Use Projections for the Town of Jackson in Five-Year Increments</b>					
<b>Use</b>	<b>2006 Total acres &amp; % of total land</b>	<b>2011 Total acres &amp; % of total land</b>	<b>2016 Total acres &amp; % of total land</b>	<b>2021 Total acres &amp; % of total land</b>	<b>2026 Total acres &amp; % of total land</b>
Residential	2,424 (11%)	2,424 (11%)	2,424 (12%)	2,424 (12%)	2,424 (12%)
Commercial	22 (0.1%)	28 (0.1%)	35 (0.2%)	42 (0.2%)	54 (0.2%)
Industrial	215 (1.0%)	240 (1.1%)	265 (1.3%)	290 (1.4%)	316 (1.6%)
Agricultural	12,339 (57%)	11,928 (56%)	11,517 (55%)	11,106 (54%)	10,696 (53%)
Other	6,728 (31%)	6,689 (31%)	6,650 (32%)	6,611 (32%)	6,573 (33%)
<b>TOTALS</b>	<b>21,728 (100%)</b>	<b>21,309 (100%)</b>	<b>20,891 (100%)</b>	<b>20,473 (100%)</b>	<b>20,058 (100%)</b>

*Important Note: The projections in Exhibit 8.9 are made to satisfy Ch. 66.1001(2)(h) of Wisconsin Statutes. These are estimates only and the Town is not required to meet these projections.*

### **COMPATIBILITY BETWEEN PROJECTED LAND USE MAPS/PLAN & ZONING MAPS**

A comprehensive plan and its accompanying projected land use maps are meant to be used as a guide for making decisions about rezonings and future land development.

Since it would be impractical to analyze in detail every individual parcel within the Town of Jackson and the Village of Jackson, the projected land use maps in this chapter are somewhat general in nature. When a request for rezoning or development comes before the Town Park and Planning Commission and the Town Board, these bodies should refer to the projected land use maps for initial guidance in responding to the request.

If the request is in harmony with the projected land use maps and this Comprehensive Plan, and further investigation and input does not uncover impediments, the rezoning and/or development can likely proceed. If, on the other hand, the request is *not* in harmony with this Plan and the projected land use maps, the rezoning and/or development should be rejected until compatibility with this Plan can be achieved, if that proves to be possible.

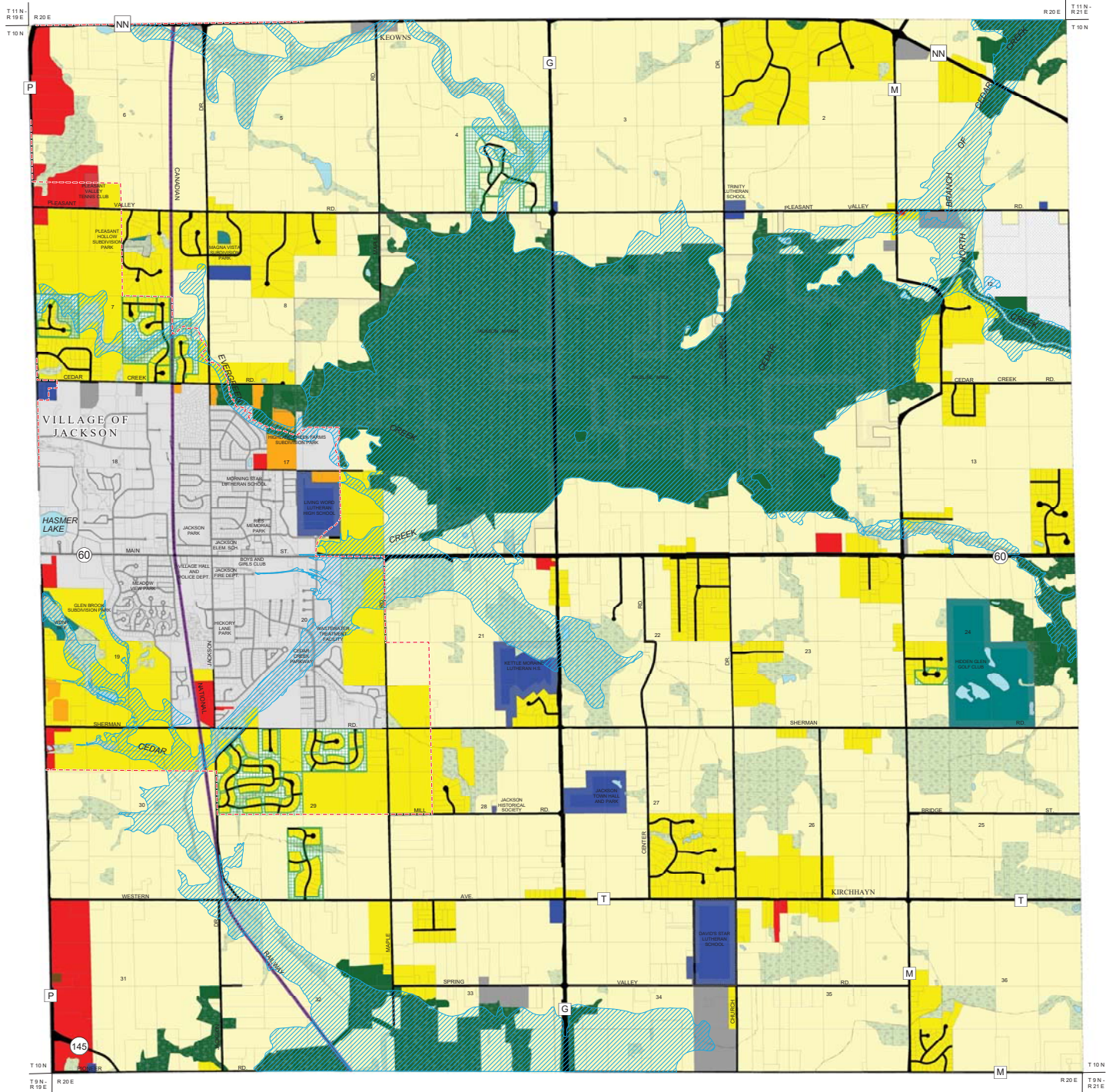
Since the projected land use maps and this entire Comprehensive Plan are primarily a guide and not parcel specific, it is possible the applicant could present compelling reasons why his/her proposal is appropriate and compatible. In such a case, it might make sense for the Comprehensive Plan and projected land use maps to be amended to allow the proposal.

Any amendments to this Comprehensive Plan must be evaluated in the context of all nine plan elements, especially the vision, goals, objectives, and policies, and programs described in this Plan. The amendment process includes a formal public hearing and distribution according to the requirements of Wisconsin's Comprehensive Planning Law.

### **DEVELOPMENT / DESIGN STANDARDS**

Development shall adhere to the standards laid out in both the Town of Jackson Zoning Ordinance and the Town of Jackson Land Division Ordinance.





## LAND USE PLAN FOR THE TOWN OF JACKSON: 2035

- |  |                                     |  |
|--|-------------------------------------|--|
| AGRICULTURAL AND RURAL<br>SINGLE - FAMILY RESIDENTIAL (A-1 ZONING) | MANUFACTURING                       | RAILROAD RIGHT-OF-WAY                                |
| URBAN SINGLE - FAMILY RESIDENTIAL<br>(R-1 ZONING)                  | GOVERNMENTAL AND INSTITUTIONAL      | PRIMARY ENVIRONMENTAL<br>CORRIDOR                    |
| TWO - FAMILY RESIDENTIAL<br>(R-2 ZONING)                           | PARK AND RECREATION                 | WETLAND OUTSIDE OF PRIMARY<br>ENVIRONMENTAL CORRIDOR |
| MULTI-FAMILY RESIDENTIAL<br>(R-3 ZONING)                           | EXTRACTIVE                          | SURFACE WATER  |
| OPEN SPACE IN CONSERVATION<br>SUBDIVISION                          | STREET AND HIGHWAY<br>RIGHTS-OF-WAY | 100 - YEAR FLOODPLAIN                                |
| BUSINESS   |                                     |  |
| PLANNED SEWER SERVICE AREA BOUNDARIES (DECEMBER 2008)              |                                     |  |

SOURCE: TOWN OF JACKSON, UNIVERSITY OF WISCONSIN EXTENSION, AND SEWRPC.

**SOUTHEASTERN WISCONSIN  
REGIONAL PLANNING COMMISSION**  
1020 N. 10th Street  
P.O. Box 1687  
Wausau, WI 54981-1687  
Phone: (715) 247-1121  
Fax: (715) 247-1101  
www.wisconsinrpc.org

The preparation of this map was financed in part through a comprehensive planning grant from the Wisconsin Department of Transportation and in part through planning funds provided by the Wisconsin Department of Transportation, and the U.S. Department of Transportation, Federal Highway and Federal Transit Administrations.

## TOWN OF JACKSON

Base map compiled by the Southeastern Wisconsin Regional Planning Commission from U.S.G.S. topographic maps, Wisconsin Department of Transportation maps, Wisconsin Department of Natural Resources information, and Southeastern Wisconsin Regional Planning Commission aerial photography. Map compiled on the Wisconsin State Plane Coordinate System grid, South Zone, North American Datum of 1983. Based on the Latest Confirmed Core Projection.  
Date of Censorship: Municipal Incorporation - January 1, 2000.  
Property boundaries obtained from Washington County - January 1, 2000.  
Transportation features - April / May 2000; Water - related features - April 2000.

0 0.25 0.5 0.75 Miles  
0 1,000 2,000 3,000 4,000 Feet  
SCALE: 1 INCH = 1,000 FEET





## **CHAPTER 9 – IMPLEMENTATION**

---

### **INTRODUCTION**

It is important that elected officials quickly understand the connection between planning and land use controls (e.g., zoning and subdivision ordinances). Planning by itself accomplishes little; only when the recommendations made in the plan are *implemented* through actions — such as amending a map, adopting a new policy, or revising an ordinance, for example — does real change come about.

#### **66.1001(2)(i)**

*Implementation element.* A compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to any applicable zoning ordinances, official maps, or subdivision ordinances, to implement the objectives, policies, plans and programs contained in pars. (a) to (h). The element shall describe how each of the elements of the comprehensive plan will be integrated and made consistent with the other elements of the comprehensive plan, and shall include a mechanism to measure the local governmental unit's progress toward achieving all aspects of the comprehensive plan. The element shall include a process for updating the comprehensive plan. A comprehensive plan under this subsection shall be updated no less than once every 10 years.

### **ROLE OF THE COMPREHENSIVE PLAN – TOWN**

Wisconsin Statute 66.1001 (3) stipulates that the land controls governing a community be consistent with the community's adopted comprehensive plan. The Town of Jackson Park and Plan Commission's primary responsibility is to implement this Comprehensive Plan and to ensure that all supporting Town ordinances are consistent with the Plan. When reviewing any petition or when amending any land controls within the Town, the Plan shall be reviewed, and a recommendation will be derived from its vision statement, goals, objectives, policies, programs, and 20-Year Projected Land Use Map. If a decision needs to be made that is inconsistent with the Comprehensive Plan, then the Comprehensive Plan must be amended to include this change in policy before the decision can take effect.

### **ROLE OF LOCAL OFFICIALS**

#### **Elected Officials**

Elected officials should strive to become familiar with the contents of this Comprehensive Plan. It should be their primary guide, although not their only guide. Board members must make their decisions from the standpoint of overall community impact — tempered by site specific factors. In this task, board members must balance the recommendations made in this Plan with the objectives of developers and residents, the technical advice of staff, and the recommendations of advisory boards, along with their own judgment on the matter at hand.

Both elected boards must also see that community support and resources are maintained to ensure this Comprehensive Plan stays current and viable.

#### **Park and Planning Commission**

Park and Planning commissioners need to become very familiar with this Plan's maps and text, as well as its stated visions, goals, objectives, policies, and programs. The Town Park and Planning

Commission will likely need to make appropriate amendments to the Plan from time to time in order to adapt to changing circumstances. The Commission should also ensure that existing and future ordinances (or other land regulatory controls) are consistent with the May of 2018 mediated cooperative plan agreement that the Town of Jackson entered into with the Village of Jackson. This agreement completely supplants and deletes in its entirety the former *Village of Jackson and Town of Jackson Revenue Sharing Agreement and Cooperative Boundary Plan* dated 1999 as amended in 2005 and 2008. Finally, the Commission will need to be sure that the Plan is updated at least once every 10 years.

### **Board of Appeals**

Like the recommendations of the Town Park and Plan Commission and the decisions of the Town Board, the decisions of the Town of Jackson Board of Appeals need to be consistent with the land regulatory codes as they relate to the Town's portion of the Comprehensive Plan.

## **ROLE OF LOCAL CONTROLS**

### **Zoning**

Several of the projected land use recommendations may ultimately need re-zoning in order to take place. This Comprehensive Plan recognizes the preferred land use has a horizon year of 15 to 20 years in the future, while zoning's authority is immediate upon adoption and posting. Therefore, instances of current use and planned use may conflict, yet it would *not* be prudent to immediately make a current use non-conforming to meet the preferred land use. Much of the timing of re-zoning will depend heavily on market forces, the current political climate, and the accuracy of this Plan's assumptions.

This Comprehensive Plan's preferred land uses need to be compared to the Town's maps to determine compatibility and realignment within various districts. Town officials will need to judge when re-zoning is appropriate, for it is not the intent that a zoning ordinance become a direct reflection of a plan in all instances. A comprehensive plan looks out to the future while an ordinance deals with present day.

### **Other Controls**

There are a number of other controls, such as the land division ordinances. In May of 2018, the Town of Jackson entered into a mediated cooperative plan agreement with the Village of Jackson. This agreement completely supplants and deletes in its entirety the former *Village of Jackson and Town of Jackson Revenue Sharing Agreement and Cooperative Boundary Plan* dated 1999 as amended in 2005 and 2008. This agreement will impact planning in both the Town and Village of Jackson. Since this Comprehensive Plan includes a number of specific implementation activities directly related to some of these controls, it will be important to periodically review existing controls to ensure consistency with this Plan's vision, goals, objectives, policies, and programs.

Changes in standards and policies administered by the state, Washington County, and other municipalities may also affect the implementation of this Plan and should, therefore, be monitored in order to allow adjustments to be made as necessary.

## **IMPACT OF ECONOMIC DEVELOPMENT**

### **Government Economic Development Initiatives**

Economic development programs and initiatives are often a primary means of implementing goals in a comprehensive plan. The implementation of most, if not all, of these economic development initiatives will be planned in advance by local officials; therefore, there should be ample opportunity to make sure the impacts of these initiatives will be in harmony with the Comprehensive Plan. It is important that such a comparison takes place. Usually, the impacts are positive, but there may also be downsides. If it is anticipated that an economic development program or initiative being considered for the Town may significantly change the character and therefore run counter to the vision and goals of this Comprehensive Plan, the economic development program should either be reconsidered, or the Plan should be revisited and amended to allow for the change in character.

### **Non-Government Economic Development Activities**

Sometimes, economic development takes place unexpectedly. A small business might greatly expand seemingly overnight, a highway interchange might be constructed, or a similar economic catalyst may occur. It is difficult to stop the momentum generated by such activities, and indeed it is often best to encourage such activities. Nevertheless, it is once again possible that this type of development can change community character. Further, since it is unplanned by the local government, this kind of development frequently outstrips the community's existing infrastructure and begins a sometimes never-ending cycle of "catching up," as the community tries to provide adequate services.

If it becomes increasingly apparent that a privately initiated economic development "boom" is underway, the Town must analyze whether the character of the community will be significantly altered and then decide how to respond in a proactive rather than reactive way. It is likely that at least some of the elements in this Comprehensive Plan would have to be revisited and amended.

## **ROLE OF PUBLIC INVESTMENT**

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

A CIP is a tool used to ensure a community regularly budgets for and schedules the construction and maintenance of infrastructure. This is typically a major tool in implementing the recommendations made throughout a comprehensive plan — especially the "Transportation" and "Utilities and Community Facilities" chapters.

### **Impact Fees and Land Dedications**

Impact fees and land dedications are an appropriate mechanism for financing improvements directly related to new development. For example, a recommendation in a comprehensive plan calling for improved pedestrian facilities can be partially implemented by new walkways resulting from land dedications.

### **Special Assessments**

Special assessments are a tool that local governments have commonly used in Wisconsin for financing public facilities since the late nineteenth century. Special assessments are important because unlike impact fees, special assessments can be applied to existing development and can be used to fund existing deficiencies.

### **Development Review Cost-Recovery**

Many communities can begin to achieve some of their goals and carry out associated policies by requiring developers to reimburse the community for expenses related to ensuring a quality development is constructed. For example, while a community may strongly support the preservation of critical habitat areas, it may not have the means to follow through. However, by requiring a developer to pay for an independent study identifying these areas prior to breaking ground, the community is able to take the first step toward realizing a goal and implementing a policy without having to allocate funding or personnel.

### **COMPREHENSIVE PLAN INTERNAL CONSISTENCY**

This Comprehensive Plan was developed as a unified whole under a single vision statement with supportive goals, objectives, policies, and programs. UW-Extension Washington County and the Town of Jackson Park and Plan Commission participated in a nominal group session to identify key issues within each of the nine elements of the Plan and created community survey questions regarding these issues. Using the survey results, along with information regarding natural features, past population and housing data, and infrastructure information, the Town and UW-Extension used the identified vision, goals, and strategies expressed within this Plan to determine the Projected 20- Year Land Use Map as well as the implementation actions the Town will undertake throughout the 20-year planning period.

In some instances, a single goal applies to more than one element of the Plan and is restated in more than one chapter. Therefore, when preparing any amendments to this Comprehensive Plan or its individual elements, the Parks and Planning Commission should undertake an overall review of all nine elements, along with their identified goals, objectives, policies, and programs, in order to ensure consistency within and between elements before any amendment that might affect more than one element is approved.

### **IMPLEMENTATION SCHEDULE - TOWN**

“Ongoing” indicates the activity has likely been underway and should continue to be carried out as necessary; “Immediate” indicates the Town should strive to initiate the activity before 2011 if possible; “Mid-Term” generally indicates the activity should be initiated sometime before 2015 if possible; and “Long-Term” generally indicates the activity should be initiated some time toward the latter half of the 20-year planning period if it is still appropriate. Detailed step-by-step instructions on how to accomplish each of the activities are beyond the scope of this Plan. It is recommended, however, that local officials develop their own “plan of action” to ensure the activities listed above have a chance to be accomplished.

In May of 2018, the Town of Jackson entered into a mediated cooperative plan agreement with the Village of Jackson. This agreement completely supplants and deletes in its entirety the former *Village of Jackson and Town of Jackson Revenue Sharing Agreement and Cooperative Boundary Plan* dated 1999 as amended in 2005 and 2008.

## Exhibit 9.1 – Town of Jackson Implementation Activities

<b>Housing</b>	
<b>ACTIVITY</b>	<b>LAUNCH DATE</b>
1- The Town's 2025 Projected Land Use Map will favor single-family housing. Developers with proposals for non-single-family housing will generally be referred to nearby cities and villages, but some provision may be made for a limited number of other housing types under the existing R-2 Two-Family Residential District or the R-3 Multi-Family Residential District of the Town of Jackson Zoning Ordinance.	Ongoing
2- The Town may allow limited higher density single-family development adjacent to the Village of Jackson.	Ongoing
3- To encourage future growth to be concentrated in or adjacent to the Village, the Town will continue to abide by the policies within the mediated cooperative plan agreement that the Town of Jackson entered into with the Village of Jackson in May of 2018. This agreement completely supplants and deletes in its entirety the former <i>Village of Jackson and Town of Jackson Revenue Sharing Agreement and Cooperative Boundary Plan</i> dated 1999 as amended in 2005 and 2008.	Ongoing
4- Since infrastructure is already in place, and services such as snowplowing must be done even though there may be only a handful of houses on a street, it makes sense to encourage the build-out of existing subdivisions to reduce the number of vacant lots in the Town. Therefore, the Town should consider requiring that the construction of housing in new subdivisions be done in phases.	Immediate
5- Because WisDOA population and household projections for the Town in 2025 have already been exceeded, and 230 lots are still unbuilt upon, the Town should generally discourage additional new subdivisions until it is sure the resources of the Town and other affected entities, such as local school districts, can adequately provide for additional growth.	Immediate
6- In light of the findings regarding groundwater contamination potential by septic systems referred to in this plan, the Town supports policies that favor low residential growth and generally encourages future development to be on a public sewer system.	Immediate
7- The Town of Jackson will explore and generally give precedence to incentive based growth management tools over restriction based tools.	Mid-Term
8- The Town of Jackson will avoid using its powers of eminent domain to condemn land unless there are no other reasonable alternatives.	Ongoing
9- The Town may provide an incentive to developers of well-designed conservation subdivisions that make preservation of on-site amenities a priority.	Mid-Term
10- The Town will not generally discourage sustainable development practices (e.g., natural landscaping, permeable surfaces, and "green" building materials.)	Mid-Term
11- Generally be supportive of entities with existing or proposed senior housing within nearby cities and villages.	Ongoing
12- Generally be supportive of appropriate County, private, and church efforts and consider new programs that provide needed assistance for elderly and disabled residents who wish to stay in their own homes.	Ongoing
13- Be supportive of appropriate efforts to utilize the "in-law suite" conditional use provision of the Town of Jackson Zoning Ordinance.	Ongoing
14- Be supportive of appropriate efforts to utilize the "community living arrangements" provision of the Town of Jackson Zoning Ordinance, which permits a capacity of up to eight persons (a higher capacity is possible as a conditional use).	Ongoing
15- The Town's zoning ordinance and building code will strive to include a variety of carefully considered options regarding lot sizes, accessory structures, in-law suites, setbacks, building materials, and related items to allow builders and remodelers flexibility in meeting the reasonable needs and preferences of residents.	Mid-Term
16- The Town will strive to work with developers in an effort to discourage restrictive covenants that are contrary to the beneficial purposes of the preceding policy.	Mid-Term
17- Strive to have materials available at the Town Hall and occasionally mention in the Town newsletter the home rehabilitation assistance programs outlined in Chapter 10 of A Multi-Jurisdictional Comprehensive Plan for Washington County: 2035.	Mid-Term
18- Continue to participate in the HOME Consortium, which uses federal HOME funding and oversees several programs in the four-county area, including home rehabilitation assistance.	Ongoing
19- In cooperation with neighboring communities, generally encourage initiatives to provide an appropriate number of quality low and moderate income housing options.	Mid-Term

<b>Economic Development</b>	
<b>ACTIVITY</b>	<b>LAUNCH DATE</b>
20- The Town of Jackson will only approve zoning changes and/or building permits for major commercial development within the STH 60 and CTH P corridors or within or adjacent to available public sewer and water services.	Immediate
21- New or expanded commercial uses will be considered on their merits and with regard to the Vision Statement of this Comprehensive Plan.	Immediate
22- New commercial uses and expansions of existing commercial uses will require a conditional use permit.	Ongoing
23- The Town will strongly consider steering large commercial, industrial, and institutional development to nearby communities better suited to such development.	Immediate
24- New economic development or expansions should not adversely threaten critical natural or historic resources.	Ongoing
25- The Town will continue to work with developers to approve compatible hours of operation, signage, lighting, parking, and landscaping requirements to meet the Town's desire for well-planned growth and rural character preservation.	Ongoing
26- The Town, and its Community Development Authority, will generally support appropriate initiatives and programs to assist local businesses and institutions.	Ongoing
27- The Town will require conditional use permits for home-based businesses (as defined in the Town's Zoning Ordinance) that exceed certain impact thresholds identified by the Town.	Ongoing
28- The Town will generally encourage home-based businesses undergoing substantial expansion to relocate to a location in harmony with Goals 1 and/or 2 of this Chapter or to a nearby village.	Immediate
29- The Town will share costs with other entities for improvements, facilities, equipment, and services when feasible.	Ongoing
30- The Town will strive to look for grants and alternative forms of funding to help meet the needs of the Town.	Ongoing
31- Consider user fees when appropriate to help defray the costs of certain public improvements, facilities, and services.	Mid-Term

<b>Utilities and Community Facilities</b>	
<b>ACTIVITY</b>	<b>LAUNCH DATE</b>
32- Continue to cooperate with and rely upon the Washington County Sheriff's Department for primary law enforcement services.	Ongoing
33- Continue to provide appropriate support to the Jackson Fire Department.	Ongoing
34- Evaluate the status (as to whether appointed or elected), duties, and enforcement authority of the Town Constable position.	Mid-Term
35- Continue to fill the position of Town Emergency Management Director with a qualified individual and to provide appropriate training and financial resources as the Town is able.	Ongoing
36- Continue to consider opportunities to share equipment and facilities between the Town and neighboring communities.	Ongoing
37- When new development requests are submitted to the Town, consider submitting plats and site plans to the Jackson Fire Department for review.	Immediate
38- Consider pursuing recommendations within SEWRPC's Regional Wireless Antenna Siting and Related Infrastructure Plan that are appropriate for the Town.	Immediate
39- Be prepared to revise the Town's zoning ordinance to encourage, accommodate, and properly regulate infrastructure related to new communication technologies that are appropriate for the Town.	Immediate
40- Strive to explore grants that help small communities upgrade local facilities and infrastructure.	Ongoing
41- Work with the Village of Jackson, adjacent communities, the County, and the private sector when practical to find innovative solutions and avoid duplication.	Ongoing
42- Continue to require developers to pay for improvements needed to support new development requests.	Ongoing
43- Be flexible in the Town's zoning regulations and land use decision making process to possibly allow for child care, health care, and elder care facilities in the Town if the operation of such facilities will not significantly alter the Town's rural character.	Ongoing
44- Encourage recycling and continue to offer a transfer station within the Town as an option for recycling and waste disposal.	Ongoing
45- Continue to apply for funding, if appropriate, from one or more of WDNR's recycling funding programs, which include Basic Grant for Responsible Units; Recycling Efficiency Grants for Responsible Units; and Waste Reduction and Demonstration Grant.	Ongoing
46- The Town generally prefers centralized park facilities rather than small parks scattered throughout the Town where they might not be appropriate. Therefore, if it becomes an option the Town will ask residential developers to contribute parkland impact fees in lieu of land dedications, except in cases where a land dedication would be in the best interests of the Town.	Ongoing
47- Support the recommendations made in the <i>Mediated Cooperative Plan Agreement between the Village of Jackson, Wisconsin and the Town of Jackson, Wisconsin</i> of May 2018. This agreement completely supplants and deletes in its entirety the former <i>Village of Jackson and Town of Jackson Revenue Sharing Agreement and Cooperative Boundary Plan</i> dated 1999 as amended in 2005 and 2008.	Ongoing
48- Provide a list of Town recreational needs to Washington County whenever requested as part of the County's Park and Open Space Plan updates.	Ongoing
49- Consider applying for state recreation facility funds when needed.	Mid-Term
50- Strive to establish a capital improvement program to ensure the Town Hall and Park are properly maintained, conform to building codes, and eventually meet ADA requirements.	Mid-Term
51- Consider applying for one or more of the following programs established to help communities with public projects: Rural Development, Department of Agriculture Community Facilities Loans and Grants (10.766); State Trust Fund Loan Program; State Administered Community Development Block Grant.	Mid-Term
52- The Town will strive to work with private educational institutions when requests are made regarding changes to facilities, access, parking, lighting, or any issues requiring Town approval.	Ongoing
53- Continue to provide a "public comment" opportunity at all Town meetings.	Ongoing
54- Strive to regularly publish a Town newsletter.	Immediate
55- Consider creating and maintaining a Town Website.	Mid-Term
56- Periodically work with Washington County UW-Extension and willing residents to monitor the quality of water in private residential wells.	Mid-Term
57- Communicate with developers and home builders to make sure they are aware of and following applicable erosion control and stormwater runoff regulations.	Ongoing

<b>Utilities and Community Facilities (continued)</b>	
<b>ACTIVITY</b>	<b>LAUNCH DATE</b>
58- Work with the Washington County Planning and Parks Department to promote proper installation and ongoing maintenance of on-site sanitary systems.	Ongoing
59- Generally support the public hook-up options described in the <i>Mediated Cooperative Plan Agreement between the Village of Jackson, Wisconsin and the Town of Jackson, Wisconsin</i> of May 2018 for properties within the Town with failing septic systems or wells. This agreement completely supplants and deletes in its entirety the former <i>Village of Jackson and Town of Jackson Revenue Sharing Agreement and Cooperative Boundary Plan</i> dated 1999 as amended in 2005 and 2008.	Ongoing
60- To avoid duplication of facilities and better manage stormwater, the Town and Village of Jackson will explore the formation of a “regional” stormwater district.	Mid-Term



<b>Intergovernmental Cooperation</b>	
<b>ACTIVITY</b>	<b>LAUNCH DATE</b>
61- Cooperate with Washington County on its comprehensive planning efforts and other appropriate plans.	Ongoing
62- Continue to work with County and adjacent highway departments for the maintenance, improvement, and snowplowing of appropriate Town roadways.	Ongoing
63- Continue to work with state agencies such as WisDOT and WDNR to promote wise management of State Highway 60, the railroad corridor, the Jackson Marsh, and the proper stewardship of natural resources such as groundwater and environmental corridors.	Ongoing
64- Strive to keep the surrounding municipalities informed of any significant development proposals or changes to the Town of Jackson Projected Land Use Map.	Immediate
65- Continue to work with County and nearby municipalities to provide quality fire, police, and rescue services for Town residents.	Ongoing
66- Continue to contribute appropriate resources to the Jackson Joint Parks & Recreation Department and to plan cooperatively with the Village for the benefit of the entire area.	Ongoing

<b>Agricultural, Natural and Cultural Resources</b>	
<b>ACTIVITY</b>	<b>LAUNCH DATE</b>
67- Strive to create awareness of the importance of agriculture through a variety of methods that may include lower speed limits; a “buyer/seller beware” conflict policy protecting the right to farm in the Town of Jackson.	Mid-Term
68- Consider distributing, either directly or through area realtors, a “Rural Code of Conduct” that outlines the traditional community norms and expectations for residents.	Mid-Term
69- Discourage additional new subdivisions in agricultural areas by supporting a low growth scenario in which most residential construction occurs within or adjacent to the Village of Jackson or within pre-existing subdivisions in the Town.	Immediate
70- Consider requiring new residential developments to provide a vegetative buffer between the development and adjacent non-residential uses.	Immediate
71- Strive to periodically review the Town of Jackson Zoning Ordinance to ensure that the specialized and sometimes changing needs of hobby farm operations are considered.	Mid-Term
72- Strive to help landowners become aware of potentially tax deductible options for land preservation offered by the Ozaukee Washington Land Trust.	Mid-Term
73- Strive to help landowners become aware of the Managed Forest Law as a tax incentive for keeping land as woodlands.	Mid-Term
74- Continue encouraging clustering and conservation designs for future residential developments in order to preserve open space and natural areas.	Ongoing
75- Consider maximum driveway lengths or maximum front yard setbacks for new residential and commercial development in order to limit fragmentation of lands.	Mid-Term
76- Encourage the use of vegetative buffers along the streams and tributaries throughout the watersheds within the Town of Jackson. Financial incentives like the Conservation Security Program and others may be available through the Washington County Land & Water Conservation Department in partnership with the Natural Resource Conservation Service.	Mid-Term
77- The Town will strive to support state and county nonpoint pollution source controls and best management practices (BMPs) to enhance surface water quality within the Cedar Creek Watershed.	Ongoing
78- Support efforts by UW-Extension and similar agencies to help local farmers and/or horticulturists become more aware of Best Management Practices (BMPs) for pesticide and fertilizer storage and application, runoff, environmentally friendly tilling strategies, etc.	Ongoing
79- Work with landowners to help ensure understanding of and compliance with the Town of Jackson’s Erosion Control and Stormwater Management regulations.	Ongoing
80- Due to the local geology and the heightened potential for groundwater contamination, the Town should, within or near its borders, 1) discourage the siting of landfills, or at the very least support stringent conditional use requirements for any proposed waste disposal sites; 2) encourage best management practices for fuel storage tanks, animal feed lots, sludge spreading, and road salt storage; 3) promote proper well abandonment; and 4) be cautious in approving a high concentration of on-site sewage disposal systems.	Immediate
81- Land use development patterns and practices should be designed to preserve important groundwater recharge areas and should support maintaining the natural surface and groundwater hydrology to the extent practicable.	Immediate
82- When appropriate, continue to work with the Village of Jackson to provide non-motorized transportation options where biking and/or walking could reduce vehicle trips.	Ongoing
83- Encourage site plans to include layouts and designs that buffer important natural resources and habitats from development.	Ongoing
84- Carefully use the Lowland and Upland Conservancy Districts in the Town of Jackson Zoning Ordinance to protect critical natural resources and habitats.	Mid-Term
85- The lakes, rivers, and downhill recreational facilities located elsewhere in the region are considered adequate to meet the recreational needs of most Town residents. Nevertheless, the Town may consider private proposals for such facilities (e.g., fishing pond) if they are located appropriately and are in harmony with the Town’s Vision.	Ongoing
86- Consider enhancing Town entryways with special signage, lighting, and/or landscaping.	Mid-Term

<b>Agricultural, Natural and Cultural Resources (continued)</b>	
<b>ACTIVITY</b>	<b>LAUNCH DATE</b>
87- The Town will steer incompatible uses away from current mining sites and areas where the development of new mining is highly likely.	Ongoing
88- Since the Town has chosen to administer the Washington County Code Chapter 18 – Nonmetallic Mining Reclamation, local officials should strive to be familiar with Chapter 18 and consult it when necessary.	Ongoing
89- The Town recognizes the value of non-metallic resources and will strive to notify local non-metallic mining interests for input before making any rezoning decision that would affect an area of significant potential gravel resources identified on Figures 6.14 and 6.15.	Ongoing (required by statute)
90- Upon request and submittal of appropriate fees for time and materials, strive to forward relevant Town records of historical value to interested organizations.	Ongoing
91- Strive to work with the Jackson Historical Society as appropriate.	Ongoing
92- Strive to be aware of the locations of historic and archaeological sites within the Town and to evaluate nearby development proposals with appropriate caution.	Ongoing

<b>Transportation</b>	
<b>ACTIVITY</b>	<b>LAUNCH DATE</b>
93- In order to promote traffic safety and maintain the efficiency of arterials, the Town should work within WisDOT and County policies to minimize, as much as possible, direct access to arterials. This can be achieved by requiring adequately spaced access points, frontage roads for access to numerous properties, connections between adjacent parking lots, and driveway accesses that are able to serve more than one property.	Ongoing
94- Continue to uphold the design standards for new streets as set forth in the Town of Jackson Land Division Ordinance.	Ongoing
95- Strive to keep vision triangles at intersections clear of obstructions.	Ongoing
96- Work with the County to ensure that adequate right-of-way is dedicated for safe access to new development along County highways in the Town.	Ongoing
97- Continue to participate in the annual bridge inspection program conducted by Washington County.	Ongoing
98- Support County and State efforts to improve or replace aging pavements and bridges.	Ongoing
99- Support County and State efforts related to highway safety education and enforcement of traffic laws.	Ongoing
100- Strive to periodically monitor accident rate data compiled by the Washington County Sheriff's Department and support improvements to curtail abnormally high accident rates at problem locations.	Mid-Term
101- Continue to utilize the Wisconsin Information System for Local Roads (WISLR) pavement management system to monitor the physical condition of roadways. Strive to tie this data into a long-term maintenance schedule, using a capital improvement program and outside funds to address ongoing needs.	Ongoing
102- The Town should strive to obtain copies of State, Regional, and County transportation plans in order to become aware of future projects that could impact the Town.	Immediate
103- As the need arises, the Town should strive to share its comprehensive plan with appropriate transportation agencies in order to encourage future transportation improvements to be consistent with the Town's vision and land use goals.	Immediate
104- The Town will continue to communicate with State, County, and municipal transportation officials as needed regarding maintenance and upgrades of existing roadways and rail lines within the Town.	Ongoing
105- The Town will strive to provide input on the need for the designs, engineering, and construction of any proposed roundabouts or similar facilities to accommodate truck traffic and the vehicles and equipment of the businesses operating in the Town.	Mid-Term
106- Strive to work with Washington County to implement the specific Washington County Jurisdictional Highway System Plan recommendations for the Town, which include widening STH 60 to four lanes near the eastern border of the Village and reserving right-of- way elsewhere along the corridor; and resurfacing or reconstructing (same capacity) CTH G, CTH M, CTH T, CTH NN, CTH P, and STH 145 before 2035.	Long-Term
107- When feasible and where appropriate, work with SEWRPC to implement the specific Regional Transportation System Plan recommendations for the Town, which include prior to 2035, 1) considering bicycle accommodations whenever arterial streets and highways are resurfaced or reconstructed, especially CTH P, CTH G, CTH T, CTH M, CTH NN, STH 145, Sherman Road from Maple Road to CTH P, and Jackson Drive from the Village limits to CTH NN; 2) providing sidewalks in certain situations; and 3) encouraging centralized urban development within planned urban service areas, which can be more economically served by transportation facilities and services than outlying and low density development.	Long-Term
108- Continue to rely on services provided by West Bend and Hartford Municipal Airports, Milwaukee Mitchell International Airport, and the Port of Milwaukee to meet the needs of Town residents and businesses for air and water transportation.	Ongoing
109- Support continued operation of the Washington Co. Shared Ride-Taxi Service and Commuter Express Bus System, especially the accommodations offered for the disabled.	Ongoing
110- Pay attention to the level and location of electric personal assistive mobility device usage within the Town, and, if appropriate, consider infrastructure improvements and/or regulations to ensure public safety.	Mid-Term

<b>Transportation (continued)</b>	
<b>ACTIVITY</b>	<b>LAUNCH DATE</b>
111- Bicycling and walking in the Town should include a combination of facilities such as low traffic streets, paved shoulders, sidewalks or paths in appropriate areas, stand-alone trails, etc.	Ongoing
112- As appropriate, follow SEWRPC's recommendations as documented in the Regional Bicycle and Pedestrian Facilities System Plan for Southeastern Wisconsin: 2020.	Long-Term
113- Support the appropriate efforts of Washington County to continue the development, enhancement, and management of a Countywide bikeway system.	Long-Term
114- Consider including facilities for walking and biking during the review and approval of all development projects.	Mid-Term
115- The total amount of land used for transportation facilities should be minimized as much as possible.	Ongoing
116- The dislocation of households, businesses, industries, and institutional buildings as caused by construction or reconstruction of transportation facilities should be minimized.	Ongoing
117- The destruction of, or negative impacts to, historic buildings and historic, scenic, scientific, archaeological and cultural sites as caused by the construction or reconstruction of transportation facilities should be minimized.	Ongoing
118- The location of transportation facilities in or through environmental corridors should be avoided if possible.	Ongoing

<b>Land Use</b>	
<b>ACTIVITY</b>	<b>LAUNCH DATE</b>
119- In the white area designated as “Agricultural/Open Space” on the projected land use map, deny <u>rezoning</u> requests for non-agricultural development unless an amendment to this Plan is adopted. A limited number of new or expanded non-agricultural uses may be allowed if the developer submits compelling evidence that the proposed use is in harmony with the vision, goals, policies, and programs of this Plan.	Immediate
120- Add a clause to Section 4.01 of the Town of Jackson Zoning Ordinance that requires the issuance of permits for conditional uses to be consistent with the vision, goals, objectives, policies, and programs of the Town’s adopted 20-Year Comprehensive Plan.	Immediate
121- The Town will continue to take compatibility between adjacent land uses into consideration when reviewing requests for development and rezoning.	Ongoing
122- The Town will continue to include provisions in its conditional use permits that help to mitigate possible incompatibilities between adjacent land uses.	Mid-Term

## **PLAN REVIEW TIMELINE**

No more than ten years after the initial adoption of this Comprehensive Plan, the Town Park and Planning Commission will update and amend the Plan as required by Ch. 66.1001(2)(i) of the *Wisconsin Statutes*.

## **PROCESS FOR ADOPTING OR AMENDING THE PLAN**

As directed by 66.1001, *Wisconsin Statutes*, a plan commission may recommend by resolution the adoption or amendment of a comprehensive plan only by majority vote of the entire commission. The vote shall be recorded in the official minutes of the plan commission. The resolution shall refer to maps and other descriptive materials that relate to one or more elements of a comprehensive plan. One copy of an adopted or amended comprehensive plan shall be sent to all of the following:

1. Every governmental body that is located in whole or in part within the boundaries of the Town of Jackson.
2. The clerk of every local governmental unit that is adjacent to the Town of Jackson.
3. The Wisconsin Department of Administration.
4. The Southeastern Wisconsin Regional Planning Commission.
5. The local public library.

No comprehensive plan that is recommended for adoption or amendment may take effect until the political subdivision enacts an ordinance that adopts the plan or amendment. The political subdivision may not enact an ordinance unless the comprehensive plan contains all of the elements specified in ch. 66.1001. An ordinance may be enacted only by a majority vote of the members-elect, as defined in 59.001 (2m), *Wisconsin Statutes*, of the governing body. An ordinance that is enacted, and the plan to which it relates, shall be filed with at least all of the entities specified in the list numbered 1-5 above.

No political subdivision may enact an ordinance unless the political subdivision holds at least one public hearing at which the proposed ordinance is discussed. That hearing must be preceded by a class 1 notice under ch. 985 that is published at least 30 days before the hearing is held. The political subdivision may also provide notice of the hearing by any other means it considers appropriate. The class 1 notice shall contain at least the following information:

1. The date, time and place of the hearing.
2. A summary, which may include a map, of the proposed comprehensive plan or amendment to such a plan.
3. The name of an individual employed by the local governmental unit who may provide additional information regarding the proposed ordinance.
4. Information relating to where and when the proposed comprehensive plan or amendment to such a plan may be inspected before the hearing, and how a copy of the plan or amendment may be obtained.

At least 30 days before the hearing is held, a local governmental unit shall provide written notice to all of the following:

1. An operator who has obtained, or made application for, a permit that is described under s.295.12 (3) (d).
2. A person who has registered a marketable nonmetallic mineral deposit under s.295.20.
3. Any other property owner or leaseholder who has an interest in property pursuant to which the person may extract nonmetallic mineral resources, if the property owner or leaseholder requests in writing that the local governmental unit provide the property owner or leaseholder notice of the hearing.

A political subdivision shall maintain a list of persons who submit a written request to receive notice of any proposed comprehensive plan ordinance that affects the allowable use of the property owned by the person. At least 30 days before the public hearing is held, a political subdivision shall provide written notice, including a copy of the proposed ordinance, to all such persons. The notice shall be by mail or in any reasonable form that is agreed to by the person and the political subdivision. The political subdivision may charge each person on the list who receives a notice a fee that does not exceed the approximate cost of providing the notice to the person.



# APPENDICES



# **APPENDIX 1A**

## **Results of Town of Jackson Citizen Opinion Survey**



*The Town of Jackson, in cooperation with the Washington County University of Wisconsin-Extension Office, has developed this survey to obtain your opinions and input about the future of the Jackson area. Your input is important! Results from this survey will help guide the Town as the Town's comprehensive land use plan is created. After you have answered the questions, please return the survey by following the instructions on the last page. To ensure that your input is tabulated, please return by December 12. Thank you!*

## COMMUNITY VISION

1. From 1990 to 2005 the Town of Jackson's population grew from 3,172 to about 3,767 or 19% (Washington County as a whole grew 32%). What size population would you like to see the Town 15 years from now? (check one)

24% 3,767 (no change)  
44% 4,125 (+9.5% - half the growth rate since 1990)  
22% 4,483 (+19% - same as the growth rate since 1990)  
5% 5,198 (+38% - double the growth rate since 1990)  
3% Other \_\_\_\_\_  
2% NO RESPONSE

2. If you could control the future, which one phrase would you select to describe the Town of Jackson?

11% Mixed residential/business area  
56% Mixed agricultural/residential area  
5% Predominantly residential "bedroom" community  
24% Predominantly open space, agricultural area  
2% Other \_\_\_\_\_  
2% NO RESPONSE

3. What do you like most about the Town of Jackson? (check up to three)

<u>40</u> Good community services	<u>252</u> Quietness
<u>145</u> Low cost of living	<u>276</u> Small-town atmosphere
<u>239</u> Location	<u>211</u> Low crime rate/safety
<u>35</u> Effective government	<u>198</u> Scenic appearance

## UTILITIES AND COMMUNITY FACILITIES

4. The Town currently has a constable, regular patrols by the County Sheriff's Department, and trash collection at the transfer station. Which new facilities or services would you like to see the Town of Jackson consider offering? (check one column in each row)

FACILITY / SERVICE	YES — FOR TOWN OF JACKSON RESIDENTS ONLY	YES — BUT SHARE WITH VILLAGE OF JACKSON	NOT NEEDED	NO RESPONSE
Local police force	3%	28%	69%	
Library	1%	31%	61%	7%
Curb-side trash and recycling pickup	4%	18%	70%	8%
Other (specify) _____				

5. How would you rate each of the following in the Town of Jackson? (check one column in each row)

SERVICE	NO RESPONSE	VERY SATISFIED	SATISFIED	NEUTRAL	UNSATISFIED	VERY UNSATISFIED
Police protection	2%	19%	56%	20%	2%	1%
Fire protection	3%	21%	51%	21%	2%	1%
Ambulance service	5%	19%	48%	25%	2%	1%
Waste disposal	4%	26%	43%	17%	8%	2%
Recycling program	2%	31%	44%	15%	6%	2%
Recreational Opportunities	5%	15%	41%	33%	5%	1%
Cable television	10%	6%	12%	41%	14%	17%
High-speed (broadband) Internet	12%	6%	10%	40%	13%	18%
Snow removal	2%	34%	51%	8%	4%	1%
Roads	4%	21%	54%	11%	7%	3%

6. The Town of Jackson currently has about 50 acres of improved park land at the town hall site. Do you agree or disagree that there is a sufficient amount of improved park land in the Town? (check one)

66% Agree

17% Disagree

11% No opinion

6% No Response

7. In the future, what new recreational facilities/activities would you like to see developed in the Town of Jackson? (check the appropriate columns, if any)

FACILITY	YES — WITHIN THE TOWN OF JACKSON AND PRIMARILY FOR TOWN RESIDENTS	YES — BUT SHARE COST AND USE WITH VILLAGE OF JACKSON	NOT NEEDED	NO RESPONSE
Tennis courts	8%	20%	56%	16%
Basketball courts	8%	24%	51%	16%
Soccer fields	6%	29%	48%	17%
Baseball / softball fields	9%	30%	44%	16%
Volleyball courts	7%	25%	51%	17%
Picnic areas / scenic areas	24%	32%	33%	11%
Sledding hill	13%	31%	43%	13%
Band shell	4%	15%	65%	16%
Dog park	7%	15%	63%	15%
Swimming pool	6%	27%	56%	11%
Children's playground	13%	30%	42%	15%
Splash pool	5%	19%	61%	15%
Hiking trails	21%	31%	38%	10%
Other _____				

## TRANSPORTATION

8. As you travel the roads and highways within the Town of Jackson, which of the following are of concern to you? (check all that apply)

	VERY CONCERNED	SOME CONCERN	NOT CONCERNED	NO OPINION	NO RESPONSE
Excessive speeds	20%	31%	40%	4%	5%
Poor visibility (hills, curves, brush)	4%	0	94%	4%	0
Traffic congestion	12%	23%	56%	3%	6%
Conflicts with farm machinery	3%	14%	74%	4%	7%
Conflicts with truck traffic	8%	25%	57%	4%	6%
Condition of pavement	9%	38%	43%	4%	6%
Other (specify)					

9. Do you agree or disagree that a bypass for State Highway 60 is needed around the Village of Jackson?

32% Agree      50% Disagree      14% No opinion      4% No Response

If you agree, where should the bypass be located?

---



---

## AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

10. Do you agree or disagree that the Town of Jackson should encourage the Jackson Historical Society in the preservation of historic places within the Town (e.g., Octagon Barn, blacksmith's shop, etc.)?

22% Strongly Agree      39% Agree      28% Neutral      6% Disagree      3% Strongly Disagree      2% Response      No

11. I would pay additional taxes or a special fee to preserve prime farmland and critical open spaces in the Town of Jackson (through public purchases of land, easements, development rights, etc.). (check one)

24% Yes, up to \$50 per year

13% Yes, up to \$150 per year

3% Yes, up to \$300 per year

30% I would only support preservation if paid for by outside funding sources (grants, county sales tax percentage, etc.)

25% Under no circumstances would I want to pay extra for this purpose

5% No response

12. Rank the following goals in the order the Town of Jackson should implement policies to achieve each one. (write 1-4, with 4 being highest, in the "RANK" column or 0 if not at all)

GOAL	0	1	2	3	4	No Response
Farmland preservation	38%	6%	16^	12%	15%	13%
Historic features / landmarks preservation	38%	23%	10%	6%	10%	13%
Natural resources preservation	37%	10%	13%	16%	11%	13%
Open space preservation	36%	10%	12%	17%	12%	13%

13. If the Town of Jackson should continue to grow, what types of growth would you prefer to see encouraged? (check one column for each type)

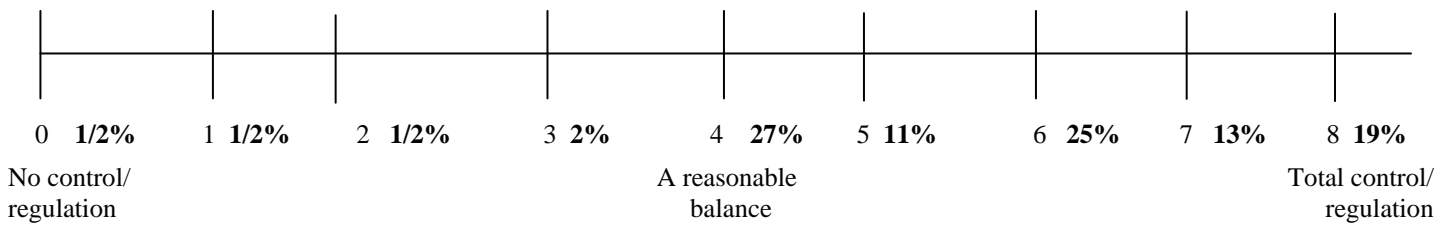
TYPE OF GROWTH	YES	NO	NO OPINION	NO RESPONSE
Single-family residential	86%	7%	2%	5%
Duplexes	18%	67%	6%	9%
Multi-family rental apartments	2%	90%	2%	6%
Condominiums	25%	61%	7%	7%
Home-based businesses	46%	27%	20%	7%
Businesses that attract out-of-town visitors	31%	51%	12%	6%
Businesses that serve primarily local residents	62%	19%	12%	7%
Office parks	25%	58%	11%	6%
Light industrial / manufacturing	42%	43%	9%	6%
Agriculture	79%	7%	8%	6%
Other (specify) _____				
Don't feel the Town of Jackson should continue to grow	19%	17%	11%	53%

14. If the Town of Jackson should continue to grow, where are your preferences for the various types of growth to be located? (check one column for each type, if any)

TYPE OF GROWTH	TOWN OF JACKSON	WITHIN VILLAGE OF JACKSON	NO OPINION	NO RESPONSE
Single-family residential	61%	21%	7%	11%
Duplexes	9%	60%	12%	19%
Multi-family rental apartments	2%	63%	14%	21%
Condominiums	14%	55%	12%	18%
Home-based businesses	31%	29%	22%	18%
Businesses that attract out-of-town visitors	14%	53%	16%	17%
Businesses that serve primarily local residents	24%	49%	13%	14%
Office parks	15%	52%	17%	16%
Light industrial / manufacturing	20%	52%	13%	15%
Agriculture	73%	4%	11%	12%
Other (specify) _____				



15. In light of increasing urban development pressures from the Milwaukee-Waukesha metropolitan area, circle the level of control/regulation local officials in the Town of Jackson should use to manage growth pressures. **NO RESPONSE = 5%**



16. What do you feel should be the density of lots in residential subdivisions in the Town of Jackson that are not served by public sewer and water? Keep in mind that density refers to the number of lots allowed, not necessarily the lot size. For example, 4-acre density on a 40-acre parcel would allow a total of 10 lots, but some or all of the actual lot sizes could be smaller than 4 acres if the zoning ordinance allows. (**check one**) **NO RESPONSE 5%**

12% 1-acre density (40 lots on a 40-acre parcel)  
 19% 3-acre density (13 lots on a 40-acre parcel)  
 30% 5-acre density (8 lots on a 40-acre parcel)  
 8% 10-acre density (4 lots on a 40-acre parcel)  
 4% Other density \_\_\_\_\_  
 20% Density should be determined based on individual site characteristics rather than a single number  
 2% No opinion

17. Which residential development strategy should the Town of Jackson support? (**check one**) **NO RESPONSE = 8%**

13% Traditional subdivisions with full-size lots (see Diagram A below)  
 23% Conservation subdivisions with clustered lots (see Diagram B below)  
 16% Mostly traditional but some clustered developments  
 13% Mostly clustered but some traditional developments  
 27% No subdivisions; only scattered estate-size lots (5 acres or larger)  
 \_\_\_ Other \_\_\_\_\_

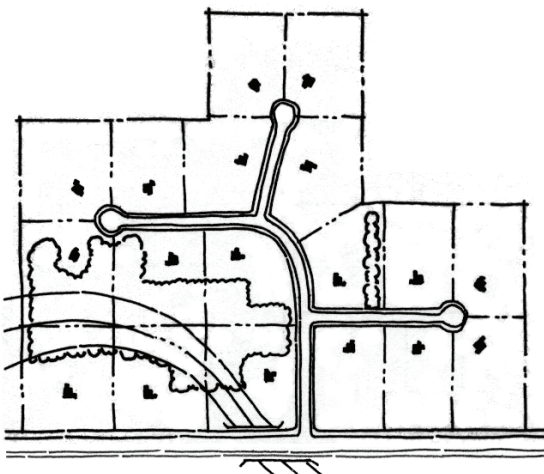


Diagram A — Traditional design  
(18 full-size lots, no open space)

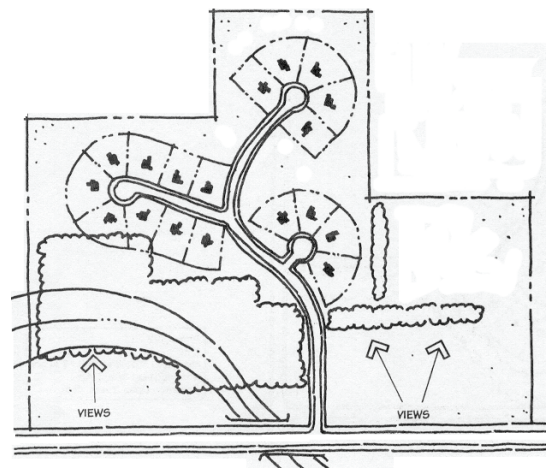


Diagram B — Conservation design  
(18 clustered lots, 40% open space or more)

## INTERGOVERNMENTAL COOPERATION

18. Rate the importance of intergovernmental cooperation between the Town of Jackson and the Village of Jackson in the following areas. (check one column for each item)

	VERY IMPORTANT	IMPORTANT	NOT IMPORTANT	NO OPINION	NO RESPONSE
Land use / zoning	49%	36%	7%	3%	5%
Police protection	41%	37%	15%	2%	5%
Fire protection	59%	33%	1%	1%	6%
Ambulance / EMS	55%	37%	2%	2%	4%
Building inspection	18%	40%	30%	7%	5%
Recreation Department	17%	45%	26%	6%	5%
Road maintenance	29%	48%	15%	3%	5%
Road snow plowing	31%	45%	17%	2%	5%
Boundary agreement	48%	36%	5%	5%	6%
Other (specify)					

### OPTIONAL QUESTIONS — The following questions are intended for statistical purposes only.

19. Please specify the number of school-age children, if any, in your household:

Pre-school 55

K-12 302

20. What is your age?

#		%
0	Under 18	0
1	18-24	0
33	25-34	6%
144	35-44	26%
119	45-54	22%
101	55-64	18%
93	65-74	17%
34	75 or older	6%
	NO RESPONSE	5%

21. How many years have you lived in the Town of Jackson? No response: 6%

22 average years

1% I own property but don't live in the Town of Jackson

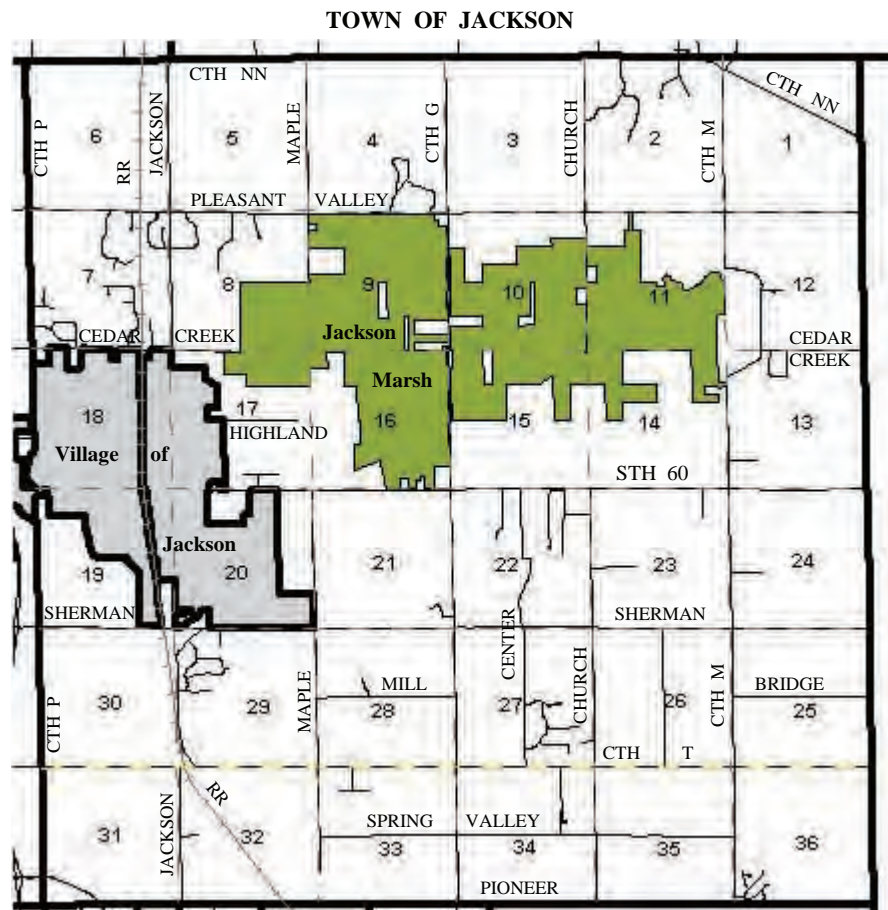
22. Do you have access to email or the Internet? (check all that apply)

212 No personal access

126 Yes, at work

287 Yes, at home

23. Referring to the map, please list the section number where you live



**If you have any additional comments you would like to make, you may add them on this page:**

*The Jackson Town Board and Park & Plan Commission thank you for your input and cooperation!*

Note: Additional surveys for other members of your household are available from the Jackson Town Deputy Clerk, April Kunick, 1309 Sandy Lane, Cedarburg, WI 53012; phone (262) 677-2534.

**Please phone Bob Retko at (262) 677-3584 or April Kunick at (262) 677-2534 if you would like to serve on the Town of Jackson's Citizens' Smart Growth Advisory Committee**

***PLEASE return the survey for processing by January 16, 2006***

*Fold at dotted line, tape top (do not staple), and mail to UW-Extension. No stamp needed.*

-----

Kevin Struck, Growth Management Educator  
Washington County UW-Extension Office  
Public Agency Center  
333 East Washington Street, Suite 1200  
West Bend WI 53095-2586

Presorted  
First Class Mail  
U.S. Postage  
PAID  
Sample, WI  
Permit No. 108

# **APPENDIX 1B**

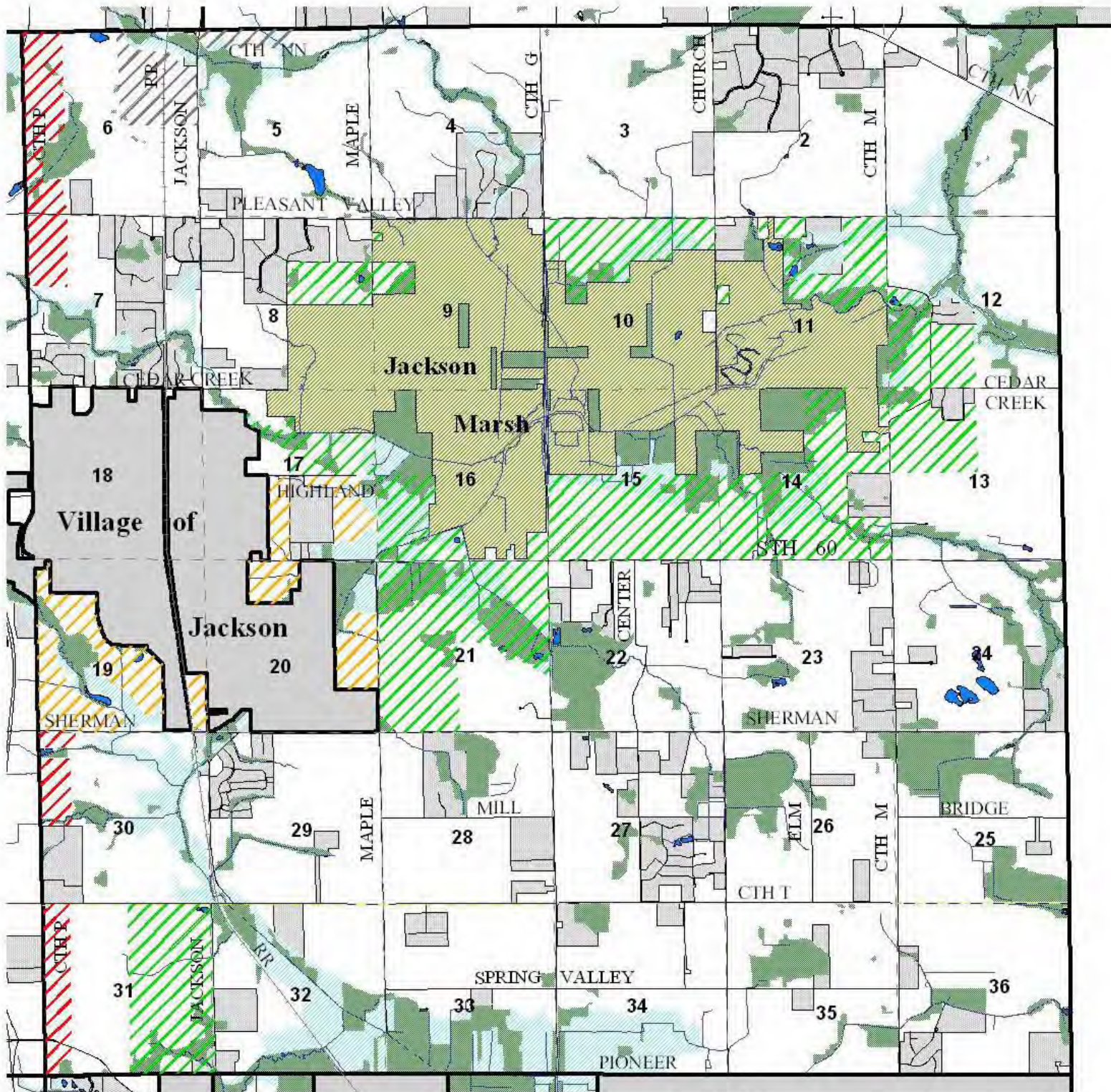
**Consensus Map from Town of Jackson 2006 Public Visioning Workshop**





# POTENTIAL FUTURE LAND USES (PRIMARY)

~ TOWN OF JACKSON ~



## Legend

- |             |                    |
|-------------|--------------------|
| Commercial  | Wetlands_all       |
| Industrial  | 100-yr. Floodplain |
| Residential | Platted lots       |
| Preserved   |                    |

2000 0 2000 Feet



These potential future land uses are based on the majority preferences as indicated by Town of Jackson residents who participated in the October 2006 Visioning workshop. Areas left "white" indicate that either residents were in favor of the current land use or they had no preference.







# **APPENDIX 1C**

## **Results of Town of Jackson Vision and Goals Survey**



Surveys distributed = 1,550

Survey Responses = 342

Response Rate = 22%

**COMMUNITY VISION**

In 2025, the Town of Jackson is a community offering a safe, high quality of life for all ages. The Town strives to keep pace with changing technology and local transportation needs while protecting the quiet areas and distinctive open spaces residents value. Measured growth, concentrated in designated locations, occurs in ways respectful of natural habitats, agricultural productivity, and the Town's rural character. Town government is fiscally responsible, encourages citizen involvement, and cooperates with other public entities for the benefit of all.

68% Agree (234)4% Disagree (15)8% No opinion (29)19% No response (64)**GOAL STATEMENTS****AGRICULTURAL, NATURAL AND CULTURAL RESOURCES**

- 1) The Town supports productive agricultural activities.

85% Agree (290)5% Disagree (15)10% No opinion (34)

- 2) Hobby farms are appropriate in designated districts.

86% Agree (295)4% Disagree (12)9% No opinion (31)

- 3) Distinctive open space/green space is very important in the Town of Jackson.

90% Agree (307)7% Disagree (23)4% No opinion (12)

- 4) The Town will work with surrounding communities, Washington County, and the State of Wisconsin to maintain or improve air and water quality.

88% Agree (303)4% Disagree (14)7% No opinion (24)

- 5) Development in the Town will occur in a way that is respectful of natural resources and habitats.

92% Agree (316)3% Disagree (11)5% No opinion (15)

- 6) Future non-metallic mining activities will not negatively impact the environmental features within the Town or its existing developments; current mining sites will limit negative impacts by complying with existing ordinances and carrying out reclamation plans.

60% Agree (204)19% Disagree (66)21% No opinion (72)

- 7) The Town encourages the preservation of historic places within the Town.

83% Agree (284)5% Disagree (18)12% No opinion (40)

## **HOUSING AND POPULATION**

- 1) The Town prefers low-density, owner-occupied housing.

89% Agree (304)

5% Disagree (17)

6% No opinion (21)

- 2) The Town favors a low growth scenario in which most residential development occurs adjacent to the Village of Jackson or existing subdivisions.

78% Agree (265)

14% Disagree (49)

8% No opinion (28)

- 3) The Town will continue to explore ways of managing growth that are respectful of private property rights.

91% Agree (310)

3% Disagree (11)

6% No opinion (21)

- 4) The Town strongly encourages quality residential development that maintains the natural amenities of the Town.

89% Agree (303)

5% Disagree (17)

5% No opinion (17)

- 5) The Town will work with the Village of Jackson and nearby communities to meet the growing need for senior housing.

76% Agree (260)

11% Disagree (38)

13% No opinion (44)

- 6) The Town will encourage a range of housing styles and types to support the lifestyle needs and preferences of residents. *(This goal required by statute.)*

78% Agree (265)

11% Disagree (38)

11% No opinion (39)

- 7) The Town will inform residents about programs to maintain or rehabilitate existing housing. *(This goal required by statute.)*

85% Agree (291)

5% Disagree (17)

10% No opinion (34)

- 8) The Town will work with the Village of Jackson and nearby communities to meet the need for low and moderate income housing. *(This goal required by statute.)*

53% Agree (181)

28% Disagree (95)

19% No opinion (66)

## **ECONOMIC DEVELOPMENT**

- 1) Major business development within the Town should be concentrated near high volume roadways or adjacent to available sewer and water services.

86% Agree (296)

8% Disagree (29)

6% No opinion (17)

- 2) The Town supports small-scale economic development that is compatible with the Town's rural atmosphere.

86% Agree (297)

6% Disagree (19)

8% No opinion (26)

- 3) The Town supports home-based businesses that do not negatively impact their neighborhoods.

83% Agree (285)

8% Disagree (26)

9% No opinion (31)

- 4) Town government is fiscally responsible and strives to keep costs to taxpayers low.

87% Agree (296)

6% Disagree (21)

7% No opinion (25)

## **TRANSPORTATION**

- 1) The Town strives to provide well-maintained, safe roads.

88% Agree (301)

8% Disagree (28)

4% No opinion (13)

- 2) The Town will make its concerns known regarding transportation activities (state, county) that impact the Town.

89% Agree (304)

3% Disagree (10)

8% No opinion (25)

- 3) The Town will seek to do its part to meet the transportation needs of its residents and local businesses.

80% Agree (273)

9% Disagree (30)

11% No opinion (39)

- 4) The Town will work with surrounding communities to develop a plan for a safe and accessible multi-use trail network through the Town of Jackson.

68% Agree (231)

15% Disagree (53)

17% No opinion (58)

- 5) The Town of Jackson will plan for a transportation system that limits negative impacts on the Town's rural amenities.

78% Agree (266)

10% Disagree (34)

12% No opinion (42)

## **UTILITIES & COMMUNITY FACILITIES**

- 1) The Town works to ensure the provision of adequate public safety personnel, facilities, and equipment.

90% Agree (311)

4% Disagree (12)

6% No opinion (19)

- 2) The Town will work with the public and private sectors to make necessary services and up-to-date technologies available to local residents and businesses.

83% Agree (284)

8% Disagree (28)

9% No opinion (30)

- 3) The Town supports the availability of adequate facilities for educational, recreational, and cultural purposes.

79% Agree (272)

9% Disagree (30)

12% No opinion (44)

- 4) The Town strives to serve its residents in an open, accessible manner that values public input.

84% Agree (287)

8% Disagree (28)

8% No opinion (27)

- 5) The Town of Jackson will support county and state standards for stormwater management, private wells, on-site sanitary systems, and similar regulations.

83% Agree (284)

6% Disagree (22)

11% No opinion (36)

## **INTERGOVERNMENTAL COOPERATION**

- 1) The Town of Jackson cooperates with other public entities for the benefit of all.

76% Agree (259)

5% Disagree (16)

19% No opinion (67)

- 2) The Town supports the *Village of Jackson and Town of Jackson Revenue Sharing Agreement and Cooperative Boundary Plan*

63% Agree (216)

6% Disagree (21)

31% No opinion (105)

- 3) The Town supports *A Joint Parks & Open Space Plan for the Village of Jackson and the Town of Jackson*.

77% Agree (262)

8% Disagree (30)

15% No opinion (50)

## **LAND USE**

- 1) Agricultural productivity and distinctive open space within the Town shall be a high priority in land use decision-making.

81% Agree (276)

11% Disagree (36)

8% No opinion (27)

- 2) Compatibility between adjacent land uses is important.

87% Agree (298)

5% Disagree (16)

8% No opinion (26)

- 3) Land use decisions will incorporate the data, principles, goals, and policies found throughout the *Cooperative Boundary Plan* and the *Town of Jackson 2025 Comprehensive Plan* in order to ensure all of the elements are integrated into a consistent decision-making approach.

74% Agree (253)

6% Disagree (20)

20% No opinion (65)

**OPTIONAL QUESTIONS — The following questions are intended for statistical purposes only.**

1. What is your gender?                      64% Male (220)                      32% Female (108)                      4% No response (14)
2. What is your age?
- 0% Under 18 (0)  
    0% 18-24 (0)  
    5% 25-34 (18)  
    19% 35-44 (65)  
    23% 45-54 (78)  
    24% 55-64 (81)  
    19% 65-74 (66)  
    7% 75 or older (23)
3. How many years have you lived in the Town of Jackson?
- 32% 1-10 years (109)                      21% 11-20 years (73)                      17% 21-30 years (57)                      8% 31-40 years (28)  
    6% 41-50 years (21)                      4% 51-70 years (15)                      2% 71-80 years (7)                      2% No response (8)  
    7% I own property but don't live in the Town of Jackson (24)
4. If you own a house in the Town of Jackson, approximately when was it built?
- 24% 1999 or later (83)  
    7% 1995-1998 (24)  
    6% 1990-1994 (22)  
    6% 1980-1989 (21)  
    21% 1970-1979 (72)  
    15% 1960-1969 (51)  
    4% 1940-1959 (13)  
    16% 1939 or earlier (56)
5. If currently employed, in what category is your occupation?
- |                                    |   |
|------------------------------------|---|
| <u>6%</u> Agriculture/farming (21) | <u>1%</u> Wholesale trade (2)                     |
| <u>7%</u> Construction (25)        | <u>4%</u> Retail trade (13)                       |
| <u>11%</u> Manufacturing (39)      | <u>6%</u> Finance, insurance, or real estate (19) |
| <u>1%</u> Utilities (5)            | <u>8%</u> Other service occupation (26)           |
| <u>4%</u> Government (14)          | <u>4%</u> Education (13)                          |
| <u>5%</u> Homemaker (16)           | <u>14%</u> Other professional (49)                |
| <u>16%</u> Other (specify) (55)    | <u>13%</u> No response (45)                       |





# **APPENDIX 4A**

## **Groundwater Usage and Aquifer Recharge Estimates**



### Groundwater Usage Per Year – High Estimate

User	Gallons per year	Notes
Village of Jackson Water Utility	216,055,000	2004 data from Wisconsin Public Service Commission and SEWRPC
Town of Jackson	133,887,840	Based on SEWRPC estimate of 96 gallons per day per person, which includes commercial and industrial. 2006 population estimate of 3,821.
High capacity wells in or directly adjacent to Town of Jackson	383,615,000	Based on <u>maximum</u> pumping capacity as reported in WDNR High Capacity Well database
<b>TOTAL</b>	<b>733,557,840</b>	

### Groundwater Usage Per Year – Low Estimate

User	Gallons per year	Notes
Village of Jackson Water Utility	216,055,000	2004 data from Wisconsin Public Service Commission and SEWRPC
Town of Jackson	13,388,784	Based on SEWRPC estimate of 96 gallons per day per person, which includes commercial and industrial. 2006 population estimate of 3,821. Adjustment made for water that returns to aquifer via onsite sewage disposal systems, estimated to be approximately 90%.
High capacity wells in or directly adjacent to Town of Jackson	244,550,000	Based on <u>normal</u> pumping capacity as reported in WDNR High Capacity Well database
<b>TOTAL</b>	<b>473,993,784</b>	

## Aquifer Recharge Per Year

The formula to compute recharge is as follows:

$$(\text{Acres}) \times (\text{Annual precipitation}) \times (\text{Volume}^1) \times (\text{Percolation percentage}^2)$$

<sup>1</sup> This is a constant equal to the number of gallons produced by 1 inch of precipitation on 1 acre of land.

<sup>2</sup> Based on estimates by SEWRPC, only about 10% of precipitation actually reaches the aquifer. The vast majority of the precipitation is lost to evapotranspiration and surface runoff.

For the Village and Town of Jackson study area, the calculation would be:

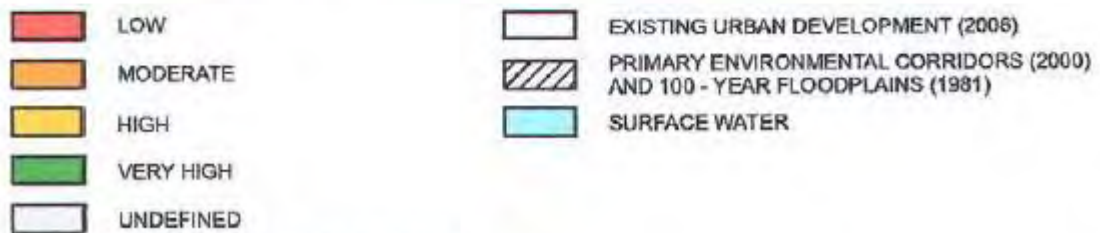
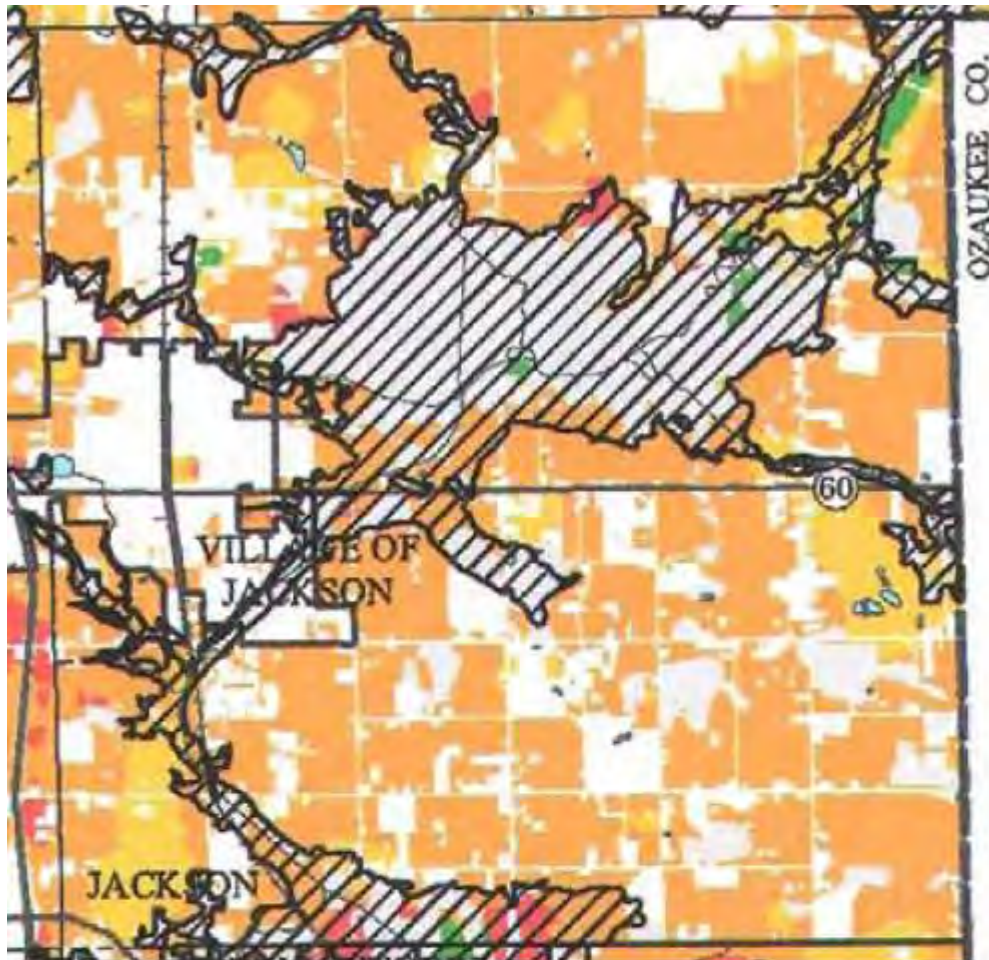
$$22,854 \times 32 \times 27,000 \times 0.1 = \mathbf{1,974,585,600} \text{ gallons per year}$$

The High Usage estimate of 733,557,840 gallons per year is 37% of the total recharge volume (1,974,585,600 gallons) that is replenishing the aquifer.

The Low Usage estimate of 473,993,784 gallons per year is 24% of the total recharge volume (1,974,585,600 gallons) that is replenishing the aquifer.

Data compiled and computations by Kevin Struck, Growth Management Educator, UW-Extension, Washington & Sheboygan Counties. Sources: Washington County Comprehensive Plan, Chapter V – Inventory of Existing Utilities and Community Facilities; WDNR High Capacity Well database. High capacity wells include wells located at the following sites: Trinity Evangelical Lutheran Church and School, Schreiber Foods, Kettle Moraine Lutheran High School, St. Joseph's Hospital, Hidden Glen Golf Club, and David's Star Evangelical Lutheran Church and School.

## Groundwater Recharge Potential in the Town of Jackson



SOURCE: WISCONSIN GEOLOGICAL AND  
HISTORICAL SURVEY AND SEWRPC.



# **APPENDIX 6A**

## **Historic Preservation Database and Architecture and History Inventory for the Town of Jackson**





## Significant Archaeological Sites in the Town of Jackson

Site # / Burial Code	Site Name / Type	Cultural Study Unit	Section #
SB-0274	WASHINGTON COUNTY (?) HISTORICAL MARKER 1. Campsite/village	1. Historic Indian	5
SB-0065	HAAG 1. Campsite/village	1. Unknown Prehistoric	8
SB-0190	GOETSCH 1. Campsite/village	1. Unknown Prehistoric	23
BSB-0001	PILGRIM REST CEMETERY 1. Cemetery/burial	1. Historic Euro-American	7
BSB-0003	ST. PAUL EVANGELICAL LUTHERAN CHURCH CEMETERY 1. Cemetery/burial	1. Historic Euro-American	30
BSB-0004	Unnamed Cemetery 1. Cemetery/burial	1. Historic Euro-American	30
BSB-0015	JACKSON UNION CEMETERY 1. Cemetery/burial	1. Historic Euro-American	5
BSB-0081	ST. PATRICK CATHOLIC CEMETERY 1. Cemetery/burial	1. Historic Euro-American	1
BSB-0083	ST. MARY'S CATHOLIC CEMETERY 1. Cemetery/burial	1. Historic Euro-American	28
BSB-0084	ST. PAUL'S LUTHERAN CEMETERY 1. Cemetery/burial	1. Historic Euro-American	24
BSB-0085	ST. JOHN'S EVANGELICAL LUTHERAN CEMETERY 1. Cemetery/burial		15
SB-0283	BABS I 1. Isolated finds	1. Middle Archaic	18
SB-0284	BABS II 1. Isolated finds	1. Late Woodland	17
BSB-0180	Unnamed Burial Site 1. Cemetery/burial	1. Historic Euro-American	17
BSB-0187	Unnamed Cemetery 1. Cemetery/burial	1. Historic Euro-American	33
SB-0373	GOETSCH 1. Lithic scatter	1. Early Woodland 2. Late Woodland	27

Source: Wisconsin Historic Preservation Database

## Significant Architectural Structures in the Town of Jackson

Source: Architecture and History Inventory

Ahi#	County	City/Village	TRS	Civil Township	Unincorporated Community	Location	Historic Name	
13943	WASHINGTON		1020E-06	JACKSON		4802 US HIGHWAY 45	HENRY ROGGE HOUSE	<a href="#">View</a>
13944	WASHINGTON		1020E-06	JACKSON		4720 US HIGHWAY 45	J SPAETH HOUSE	<a href="#">View</a>
13947	WASHINGTON		1020E-07	JACKSON		4136 STATE HIGHWAY 45	PETER HOFFMAN HOUSE	<a href="#">View</a>
13994	WASHINGTON			JACKSON		SPRING VALLEY RD AND MAPLE RD, SW OF KIRCHHAYN	KRAUSE HOUSE	<a href="#">View</a>
13995	WASHINGTON		1020E-05	JACKSON		2380 PLEASANT VALLEY DR		<a href="#">View</a>
13996	WASHINGTON		1020E-35	JACKSON		1187 WESTERN AVE	Herman Butzke Building	<a href="#">View</a>
13997	WASHINGTON			JACKSON		STATE HIGHWAY 60, 2 MI E OF JACKSON	GOTTLIEB KRUEGER HOUSE	<a href="#">View</a>
13998	WASHINGTON			JACKSON		JACKSON VICINITY	LENZ HOUSE	<a href="#">View</a>
14000	WASHINGTON		1020E-01	JACKSON		E SIDE OF COUNTY AIRE DR, .5 MI S OF STATE HIGHWAY 143		<a href="#">View</a>
14001	WASHINGTON		1020E-01	JACKSON		E SIDE OF COUNTY AIRE DR, .5 MI S OF STATE HIGHWAY 143		<a href="#">View</a>

Ahi#	County	City/Village	TRS	Civil Township	Unincorporated Community	Location	Historic Name	
14002	WASHINGTON		1020E-01	JACKSON		E SIDE OF COUNTY AIRE DR, .5 MI S OF STATE HIGHWAY 143		<a href="#">View</a>
14003	WASHINGTON		1020E-01	JACKSON		4874 COUNTY AIRE DR		<a href="#">View</a>
14004	WASHINGTON		1020E-02	JACKSON		1225 STATE HIGHWAY 143		<a href="#">View</a>
14005	WASHINGTON		1020E-02	JACKSON		1268 PLEASANT VALLEY RD	TRINITY EVANGELICAL LUTHERAN CHURCH	<a href="#">View</a>
14006	WASHINGTON		1020E-03	JACKSON		1672 PLEASANT VALLEY DR		<a href="#">View</a>
14007	WASHINGTON		1020E-03	JACKSON		4630 S CHURCH RD		<a href="#">View</a>
14008	WASHINGTON		1020E-05	JACKSON		2380 PLEASANT VALLEY DR		<a href="#">View</a>
14009	WASHINGTON		1020E-05	JACKSON		2380 PLEASANT VALLEY DR		<a href="#">View</a>
14010	WASHINGTON		1020E-05	JACKSON		2380 PLEASANT VALLEY DR		<a href="#">View</a>
14011	WASHINGTON		1020E-05	JACKSON		2380 PLEASANT VALLEY DR		<a href="#">View</a>

Ahi#	County	City/Village	TRS	Civil Township	Unincorporated Community	Location	Historic Name	
14012	WASHINGTON		1020E-05	JACKSON		4727 MAPLE RD		<a href="#">View</a>
14013	WASHINGTON		1020E-06	JACKSON		JACKSON DR, W SIDE		<a href="#">View</a>
14014	WASHINGTON		1020E-06	JACKSON		4831 JACKSON DR		<a href="#">View</a>
14015	WASHINGTON		1020E-07	JACKSON		SW CNR OF JACKSON DR AND PLEASANT VALLEY DR		<a href="#">View</a>
14016	WASHINGTON		1020E-09	JACKSON		1715 PLEASANT VALLEY DR		<a href="#">View</a>
14017	WASHINGTON		1020E-12	JACKSON		465 PLEASANT VALLEY DR		<a href="#">View</a>
14018	WASHINGTON		1020E-12	JACKSON		4495 S WAUKESHA RD		<a href="#">View</a>
14019	WASHINGTON		1020E-12	JACKSON		4251 WAUSAUKEE RD		<a href="#">View</a>
14020	WASHINGTON		1020E-13	JACKSON		3998 COUNTRY AIRE RD	Wilhelmine and H. Graese Residence	<a href="#">View</a>
14021	WASHINGTON		1020E-17	JACKSON		2390 HIGHLAND DR		<a href="#">View</a>

Ahi#	County	City/Village	TRS	Civil Township	Unincorporated Community	Location	Historic Name	
14022	WASHINGTON		1020E-17	JACKSON		2390 HIGHLAND DR		<a href="#">View</a>
14023	WASHINGTON		1020E-17	JACKSON		HIGHLAND DR, BOX 153		<a href="#">View</a>
14024	WASHINGTON		1020E-18	JACKSON		2779 CEDAR CREEK RD		<a href="#">View</a>
14025	WASHINGTON		1020E-18	JACKSON		2779 CEDAR CREEK RD		<a href="#">View</a>
14026	WASHINGTON		1020E-18	JACKSON		4092 US HIGHWAY 45	EVANGELICAL FREIDENS CHURCH	<a href="#">View</a>
14027	WASHINGTON		1020E-19	JACKSON		3696 US HIGHWAY 45	PEACE CHURCH	<a href="#">View</a>
14028	WASHINGTON		1020E-20	JACKSON		SHERMAN RD, .1 MI E OF JACKSON DR		<a href="#">View</a>
14029	WASHINGTON		1020E-20	JACKSON		S SIDE OF WESTERN AVE .2 MI E OF JACKSON LIMITS		<a href="#">View</a>
14030	WASHINGTON		1020E-20	JACKSON		3360 JACKSON DR		<a href="#">View</a>
14031	WASHINGTON		1020E-21	JACKSON		SHERMAN RD .2 MI W OF DIVISION RD		<a href="#">View</a>

Ahi#	County	City/Village	TRS	Civil Township	Unincorporated Community	Location	Historic Name	
14032	WASHINGTON		1020E-21	JACKSON		SHERMAN RD .2 MI W OF DIVISION RD		<a href="#">View</a>
14033	WASHINGTON		1020E-21	JACKSON		SHERMAN RD .2 MI W OF DIVISION RD		<a href="#">View</a>
14034	WASHINGTON		1020E-25	JACKSON		COUNTY HIGHWAY T .25 MI E OF COUNTY HIGHWAY M		<a href="#">View</a>
14035	WASHINGTON		1020E-25	JACKSON		751 BRIDGE ST		<a href="#">View</a>
14036	WASHINGTON		1020E-25	JACKSON		751 BRIDGE ST		<a href="#">View</a>
14037	WASHINGTON		1020E-25	JACKSON		N SIDE OF COUNTY HIGHWAY T .25 MI E OF COUNTY HIGHWAY M		<a href="#">View</a>
14038	WASHINGTON		1020E-25	JACKSON		N SIDE COUNTY HIGHWAY T .25 MI E OF COUNTY HIGHWAY M		<a href="#">View</a>
14039	WASHINGTON		1020E-26	JACKSON		COUNTY HIGHWAY M AND BRIDGE ST		<a href="#">View</a>
14040	WASHINGTON		1020E-26	JACKSON		1/2 MI W OF KIRCHHAYN		<a href="#">View</a>
14041	WASHINGTON		1020E-26	JACKSON		3030 CHURCH RD	RUSCH COTTAGE	<a href="#">View</a>

Ahi#	County	City/Village	TRS	Civil Township	Unincorporated Community	Location	Historic Name	
14042	WASHINGTON		1020E-26	JACKSON		WESTERN AVE		<a href="#">View</a>
14043	WASHINGTON		1020E-26	JACKSON		WESTERN AVE		<a href="#">View</a>
14044	WASHINGTON		1020E-26	JACKSON		WESTERN AVE		<a href="#">View</a>
14045	WASHINGTON		1020E-27	JACKSON		NW CNR OF WESTERN AVE AND CHURCH ST		<a href="#">View</a>
14046	WASHINGTON		1020E-28	JACKSON		1268 MILL RD	EVANGELICAL LUTHERAN EMMANUEL'S CHURCH	<a href="#">View</a>
14047	WASHINGTON		1020E-28	JACKSON		1268 MILL RD	Immanuel Lutheran Church	<a href="#">View</a>
14048	WASHINGTON		1020E-26	JACKSON		3095 ELM RD		<a href="#">View</a>
14049	WASHINGTON		1020E-30	JACKSON		2540 WESTERN AVE		<a href="#">View</a>
14050	WASHINGTON		1020E-30	JACKSON		2540 WESTERN AVE		<a href="#">View</a>
14051	WASHINGTON		1020E-31	JACKSON		2809 JACKSON DR		<a href="#">View</a>

Ahi#	County	City/Village	TRS	Civil Township	Unincorporated Community	Location	Historic Name	
14052	WASHINGTON		1020E-31	JACKSON		2809 JACKSON DR		<a href="#">View</a>
14053	WASHINGTON		1020E-31	JACKSON		2809 JACKSON DR	ORCHARD HOUSE	<a href="#">View</a>
14054	WASHINGTON		1020E-31	JACKSON		2800 PIONEER RD	ST. PETER'S UNITED CHURCH OF CHRIST	<a href="#">View</a>
14055	WASHINGTON		1020E-31	JACKSON		STATE HIGHWAY 145 .1 MI E OF US HIGHWAY 45		<a href="#">View</a>
14056	WASHINGTON		1020E-31	JACKSON		STATE HIGHWAY 145 .1 MI E OF US HIGHWAY 45		<a href="#">View</a>
14057	WASHINGTON		1020E-33	JACKSON		W SIDE COUNTY HIGHWAY G .3 MI S OF COUNTY HIGHWAY T		<a href="#">View</a>
14058	WASHINGTON		1020E-34	JACKSON		2750 DAVID STAR RD	David Star Evangelical Lutheran Kirche	<a href="#">View</a>
14059	WASHINGTON		1020E-34	JACKSON		1350 SPRING VALLEY RD		<a href="#">View</a>
14060	WASHINGTON		1020E-34	JACKSON		1350 SPRING VALLEY RD		<a href="#">View</a>
14061	WASHINGTON		1020E-34	JACKSON		1350 SPRING VALLEY RD		<a href="#">View</a>



Ahi#	County	City/Village	TRS	Civil Township	Unincorporated Community	Location	Historic Name	
14062	WASHINGTON		1020E-36	JACKSON		200 N PIONEER RD		<a href="#">View</a>
14063	WASHINGTON		1020E-36	JACKSON		200 N PIONEER RD		<a href="#">View</a>
14064	WASHINGTON		1020E-36	JACKSON		200 N PIONEER RD		<a href="#">View</a>
14065	WASHINGTON		1020E-36	JACKSON		200 N PIONEER RD		<a href="#">View</a>
14066	WASHINGTON		1020E-36	JACKSON		200 N PIONEER RD		<a href="#">View</a>
14067	WASHINGTON		1020E-34	JACKSON		2860 DIVISION RD		<a href="#">View</a>
14068	WASHINGTON		1020E-34	JACKSON		2860 DIVISION RD		<a href="#">View</a>
14069	WASHINGTON		1020E-34	JACKSON		2860 DIVISION RD		<a href="#">View</a>
14070	WASHINGTON		1020E-35	JACKSON		PIONEER RD .2 MI W OF COUNTY AIRE RD		<a href="#">View</a>
14071	WASHINGTON		1020E-35	JACKSON		1238 PIONEER RD	John Kressin House	<a href="#">View</a>

Ahi#	County	City/Village	TRS	Civil Township	Unincorporated Community	Location	Historic Name	
14072	WASHINGTON		1020E-35	JACKSON		SPRING VALLEY RD .1 MI W OF COUNTY HIGHWAY M		<a href="#">View</a>
14073	WASHINGTON		1020E-35	JACKSON		SPRING VALLEY RD .1 MI W OF COUNTY HIGHWAY M		<a href="#">View</a>
14074	WASHINGTON		1020E-35	JACKSON		SPRING VALLEY RD .1 MI W OF COUNTY HIGHWAY M		<a href="#">View</a>
14757	WASHINGTON		1020E-35	JACKSON		SPRING VALLEY RD .2 MI E OF CHURCH RD	KRESSIN BARN	<a href="#">View</a>
14758	WASHINGTON		1020E-12	JACKSON		4251 WAUSAUKEE RD		<a href="#">View</a>
14759	WASHINGTON		1020E-06	JACKSON		4802 US HIGHWAY 45	HENRY ROGGE BARN	<a href="#">View</a>
14908	WASHINGTON			JACKSON		over Cedar Creek	POPLAR GROVE ROAD BRIDGE	<a href="#">View</a>
114504	WASHINGTON		1020E-35	JACKSON		1125 WESTERN AVE	William Tischer Building	<a href="#">View</a>
131998	WASHINGTON		1020E-13	JACKSON		3998 COUNTRY AIRE RD	Wilhelmine and H. Graese Residence	<a href="#">View</a>
131999	WASHINGTON		1020E-13	JACKSON		3998 COUNTRY AIRE RD	Wilhelmine and H. Graese Residence	<a href="#">View</a>

# **APPENDIX 9A**

## **Goals, Objectives, Policies, and Programs for the Town of Jackson**

# TOWN OF JACKSON

## **HOUSING Goals, Objectives, Policies, Programs**

### **1) The Town prefers low-density, owner-occupied housing.**

In the 2007 Vision Statement and Goals Survey, 89% of respondents agreed with this goal in favor of single-family housing. While there was some small support for other housing types in the 2006 Comprehensive Planning Community Survey, the Town is rural and in most areas lacks public water and sewer. In general, multi-family and specialized housing types are better suited to nearby cities and villages.

- a) *Policy/program:* The Town's 2025 Projected Land Use Map will favor single-family housing. Developers with proposals for non-single-family housing will generally be referred to nearby cities and villages, but some provision may be made for a limited number of other housing types under the existing R-2 Two-Family Residential District or the R-3 Multi-Family Residential District of the Town of Jackson Zoning Ordinance.
- b) *Policy/program:* The Town may allow limited higher density single-family development adjacent to the Village of Jackson.

### **2) The Town favors a low growth scenario in which most residential development occurs adjacent to the Village of Jackson or within pre-existing subdivisions in the Town.**

In the 2006 Comprehensive Planning Community Survey, 68% of respondents favored growth at a slower rate than it had occurred from 1990 to 2005. This preference would appear to be justified by the fact that WisDOA population and household projections for the Town of Jackson in 2025 have already been exceeded as of January 1, 2007; further, there were still approximately 230 vacant lots in existing subdivisions within the Town as of mid-2007.

- a) *Policy/program:* Since infrastructure is already in place, and services such as snowplowing must be done even though there may be only a handful of houses on a street, it makes sense to encourage the build-out of existing subdivisions to reduce the number of vacant lots in the Town. Therefore, the Town should consider requiring that the construction of housing in new subdivisions be done in phases.
- b) *Policy/program:* In light of the findings regarding groundwater contamination potential by septic systems, referred to on page 6-15 of this Plan, the Town supports policies that favor low residential growth and generally encourages future development to be on a public sewer system

### **3) The Town will continue to explore ways of managing growth that are respectful of private property rights.**

About 91% of respondents to the 2007 Vision Statement and Goals Survey agreed with this goal.

- a) *Policy/program:* The Town of Jackson will explore and generally give precedence to incentive based growth management tools over restriction based tools.
- b) *Policy/program:* The Town of Jackson will avoid using its powers of eminent domain to condemn land unless there are no other reasonable alternatives.

**4) The Town strongly encourages quality residential development that maintains the natural amenities of the Town.**

Approximately 89% of respondents to the 2007 Vision Statement and Goals Survey were in agreement with this goal.

- a) *Policy/program:* The Town may provide an incentive to developers of well-designed conservation subdivisions that make preservation of on-site amenities a priority.
- b) *Policy/program:* The Town will not generally discourage sustainable development practices (e.g., natural landscaping, permeable surfaces, and “green” building materials.)

**5) The Town will work with nearby communities to meet the growing need for senior housing.**

The Town recognizes it has a growing elderly population, but at the same time it may not have the infrastructure to support specialized living options within the Town.

- a) *Policy/program:* Generally be supportive of entities with existing or proposed senior housing within nearby cities and villages.
- b) *Policy/program:* Generally be supportive of appropriate County, private, and church efforts and consider new programs that provide needed assistance for elderly and disabled residents who wish to stay in their own homes.
- c) *Policy/program:* Be supportive of appropriate efforts to utilize the “in-law suite” conditional use provision of the Town of Jackson Zoning Ordinance.
- d) *Policy/program:* Be supportive of appropriate efforts to utilize the “community living arrangements” provision of the Town of Jackson Zoning Ordinance, which permits a capacity of up to eight persons (a higher capacity is possible as a conditional use).

**6) The Town will encourage a range of housing styles and types in support of Goal #1.**

This goal could cover several items. For example, *needs* could have to do with residents aging or becoming less able to get around. *Preferences* might mean exploring alternative energy options or looking for more affordable building materials. Without compromising quality, it is possible to allow a variety of housing styles and types if standards are clearly defined in local ordinances.

- a) *Policy/program:* The Town’s zoning ordinance and building code will strive to include a variety of carefully considered options regarding lot sizes, accessory

structures, in-law suites, setbacks, building materials, and related items to allow builders and remodelers flexibility in meeting the reasonable needs and preferences of residents.

- b) *Policy/program:* The Town will strive to work with developers in an effort to discourage restrictive covenants that are contrary to the beneficial purposes of the preceding policy.

**7) The Town will inform residents about programs to maintain or rehabilitate existing housing.** *(This goal required by statute.)*

Since 27% of the Town of Jackson's housing units were built before 1940 (a substantially higher percentage than other nearby towns), it is likely that many homeowners will have maintenance and/or rehabilitation considerations in the future.

- a) *Policy/program:* Strive to have materials available at the Town Hall and occasionally mention in the Town newsletter the home rehabilitation assistance programs outlined in Chapter 10 of *A Multi-Jurisdictional Comprehensive Plan for Washington County: 2035*.
- b) *Policy/program:* Continue to participate in the HOME Consortium, which uses federal HOME funding and oversees several programs in the four-county area, including home rehabilitation assistance.

**8) The Town will work with nearby communities to meet the need for low and moderate income housing.** *(This goal required by statute.)*

The first dwellings for young families are seldom high-end homes. Such families typically rely on apartments, condominiums, or modest homes on small lots. None of these housing options are well suited to a rural area like the Town of Jackson with large lots and little or no public water or sewer.

- a) *Policy/program:* In cooperation with neighboring communities, generally encourage initiatives to provide an appropriate number of quality low and moderate income housing options.

## **TRANSPORTATION Goals, Objectives, Policies, Programs**

### **1) The Town of Jackson strives to provide well-maintained, safe roads.**

- a) Policy/program:* In order to promote traffic safety and maintain the efficiency of arterials, the Town should work within WisDOT and County policies to minimize, as much as possible, direct access to arterials. This can be achieved by requiring adequately spaced access points, frontage roads for access to numerous properties, connections between adjacent parking lots, and driveway accesses that are able to serve more than one property.
- b) Policy/program:* Continue to uphold the design standards for new streets as set forth in the Town of Jackson Land Division Ordinance.
- c) Policy/program:* Strive to keep vision triangles at intersections clear of obstructions.
- d) Policy/program:* Work with the County to ensure that adequate right-of-way is dedicated for safe access to new development along County highways in the Town.
- e) Policy/program:* Continue to participate in the annual bridge inspection program conducted by Washington County.
- f) Policy/program:* Be supportive of County and State efforts to improve or replace aging pavements and bridges.
- g) Policy/program:* Be supportive of County and State efforts related to highway safety education and enforcement of traffic laws.
- h) Policy/program:* Strive to periodically monitor accident rate data compiled by the Washington County Sheriff's Department and support improvements to curtail abnormally high accident rates at problem locations.
- i) Policy/program:* Continue to utilize the Wisconsin Information System for Local Roads (WISLR) pavement management system to monitor the physical condition of roadways. Strive to tie this data into a long-term maintenance schedule, using a capital improvement program and outside funds to address ongoing needs.

### **2) The Town will make its concerns known regarding transportation activities (state, county) that impact the Town.**

Transportation systems cross many municipal boundaries and are managed by multiple layers of government. This is an on-going reality that must be acknowledged and worked with.

- a) Policy/program:* The Town should strive to obtain copies of State, Regional, and County transportation plans in order to become aware of future projects that could impact the Town.
- b) Policy/program:* As the need arises, the Town should strive to share its comprehensive plan with appropriate transportation agencies in order to encourage future transportation improvements to be consistent with the Town's vision and land use goals.

- c) *Policy/program:* The Town will continue to communicate with State, County, and municipal transportation officials as needed regarding maintenance and upgrades of existing roadways and rail lines within the Town.
- d) *Policy/program:* The Town will strive to provide input on the need for the designs, engineering, and construction of any proposed roundabouts or similar facilities to accommodate truck traffic and the vehicles and equipment of the businesses operating in the Town.

**3) The Town will seek to do its part to meet the transportation needs of its residents and local businesses.**

- a) *Policy/program:* Strive to work with Washington County to implement the specific *Washington County Jurisdictional Highway System Plan* recommendations for the Town, which include widening STH 60 to four lanes near the eastern border of the Village and reserving right-of-way elsewhere along the corridor; and resurfacing or reconstructing (same capacity) CTH G, CTH M, CTH T, CTH NN, CTH P, and STH 145 before 2035.
- b) *Policy/program:* When feasible and where appropriate, work with SEWRPC to implement the advisory *Regional Transportation System Plan* recommendations for the Town, which include prior to 2035, 1) considering bicycle accommodations whenever arterial streets and highways are resurfaced or reconstructed, especially CTH P, CTH G, CTH T, CTH M, CTH NN, STH 145, Sherman Road from Maple Road to CTH P, and Jackson Drive from the Village limits to CTH NN; 2) providing sidewalks in certain situations; and 3) encouraging centralized urban development within planned urban service areas, which can be more economically served by transportation facilities and services than outlying and low density development.
- c) *Policy/program:* Continue to rely on services provided by West Bend and Hartford Municipal Airports, Milwaukee Mitchell International Airport, and the Port of Milwaukee to meet the needs of Town residents and businesses for air and water transportation.
- d) *Policy/program:* Be supportive of continued operation of the Washington County Shared Ride-Taxi Service and Commuter Express Bus System, especially the accommodations offered for disabled persons.
- e) *Policy/program:* Pay attention to the level and location of electric personal assistive mobility device usage within the Town, and, if appropriate, consider infrastructure improvements and/or regulations to ensure public safety.

**4) The Town will work with surrounding communities to plan for a safe and accessible multi- use trail network through the Town of Jackson.**

- a) *Policy/program:* Bicycling and walking in the Town should include a combination of facilities such as low traffic streets, paved shoulders, sidewalks or paths in appropriate areas, stand-alone trails, etc.



- b) *Policy/program:* As appropriate, follow SEWRPC's recommendations as documented in the *Regional Bicycle and Pedestrian Facilities System Plan for Southeastern Wisconsin: 2020*.
- c) *Policy/program:* Support the appropriate efforts of Washington County to continue the development, enhancement, and management of a Countywide bikeway system.
- d) *Policy/program:* Consider including facilities for walking and biking during the review and approval of all development projects.

**5) The Town of Jackson will plan for a transportation system that limits negative impacts on the Town's rural amenities.**

- a) *Policy/program:* The total amount of land used for transportation facilities should be minimized as much as possible.
- b) *Policy/program:* The dislocation of households, businesses, industries, and institutional buildings as caused by the construction or reconstruction of transportation facilities should be minimized.
- c) *Policy/program:* The destruction of, or negative impacts to, historic buildings and historic, scenic, scientific, archaeological and cultural sites as caused by the construction or reconstruction of transportation facilities should be minimized.
- d) *Policy/program:* The location of transportation facilities in or through environmental corridors should be avoided if possible.

## **UTILITIES & COMMUNITY FACILITIES Goals, Objectives, Policies, Programs**

### **1) The Town works to ensure the provision of adequate public safety personnel, facilities, and equipment.**

Providing adequate community facilities and public services in a rural Town with a limited tax base is a continual challenge. From a practical and fiscal standpoint, many of the needs of the Town's residents are more appropriately met by area or regional facilities in other communities with more population and resources. Nevertheless, there are still several steps the Town can take to further its goals.

- a) *Policy/program:* Continue to cooperate with and rely upon the Washington County Sheriff's Department for primary law enforcement services.
- b) *Policy/program:* Continue to provide appropriate support to the Jackson Fire Department.
- c) *Policy/program:* Evaluate the status (as to whether appointed or elected), duties, and enforcement authority of the Town Constable position.
- d) *Policy/program:* Continue to fill the position of Town Emergency Management Director with a qualified individual and to provide appropriate training and financial resources as the Town is able.
- e) *Policy/program:* Continue to consider opportunities to share equipment and facilities between the Town and neighboring communities.
- f) *Policy/program:* When new development requests are submitted to the Town, consider submitting plats and site plans to the Jackson Fire Department for review.

### **2) The Town will work with the public and private sectors to make necessary services and up- to-date technologies available to local residents and businesses.**

Many of today's services and technologies are becoming ever more complex and costly. This makes coordinating projects with industry professionals and public and private sector partners essential.

This goal was supported by 83% of respondents to the 2007 Vision Statement and Goals Survey.

- a) *Policy/program:* Consider pursuing recommendations within SEWRPC's *Regional Wireless Antenna Siting and Related Infrastructure Plan* that are appropriate for the Town.
- b) *Policy/program:* Be prepared to revise the Town's zoning ordinance to encourage, accommodate, and properly regulate infrastructure related to new communication technologies that are appropriate for the Town.
- c) *Policy/program:* Strive to explore grants that help small communities upgrade local facilities and infrastructure. (See U&CF Policy 3f.)

- d) *Policy/program:* Work with adjacent communities, the County, and the private sector when practical to find innovative solutions and avoid duplication.
- e) *Policy/program:* Continue to require developers to pay for improvements needed to support new development requests.
- f) *Policy/program:* Be flexible in the Town's zoning regulations and land use decision making process to possibly allow for child care, health care, and elder care facilities in the Town if the operation of such facilities will not significantly alter the Town's rural character.
- g) *Policy/program:* Encourage recycling and continue to offer a transfer station within the Town as an option for recycling and waste disposal.
- h) *Policy/program:* Continue to apply for funding, if appropriate, from one or more of WDNR's recycling funding programs, which include Basic Grant for Responsible Units; Recycling Efficiency Grants for Responsible Units; and Waste Reduction and Demonstration Grant.

**3) The Town supports the availability of adequate facilities for educational, recreational, and cultural purposes.**

A total of 79% of respondents to the 2007 Vision Statement and Goals Survey agreed with this goal.

- a) *Policy/program:* The Town generally prefers centralized park facilities rather than small parks scattered throughout the Town where they might not be appropriate. Therefore, if it becomes an option the Town will ask residential developers to contribute parkland impact fees in lieu of land dedications, except in cases where a land dedication would be in the best interests of the Town.
- b) *Policy/program:* Provide a list of Town recreational needs to Washington County whenever requested as part of the County's *Park and Open Space Plan* updates.
- c) *Policy/program:* Consider applying for state recreation facility funds when needed.
- d) *Policy/program:* Strive to establish a capital improvement program to ensure the Town Hall and Park are properly maintained, conform to building codes, and eventually meet ADA requirements.
- e) *Policy/program:* Consider applying for one or more of the following programs established to help communities with public projects: Rural Development, Department of Agriculture Community Facilities Loans and Grants (10.766); State Trust Fund Loan Program; State Administered Community Development Block Grant.

In addition to the three public school districts serving the Town, there are a number of private educational institutions.

- f) *Policy /program:* The Town will strive to work with private educational institutions when requests are made regarding changes to facilities, access, parking, lighting, or any issues requiring Town approval.

**4) The Town of Jackson strives to serve its residents in an open, accessible manner that values public input.**

The governmental structure of towns is the most democratic in the U.S. system. A total of 84% of respondents to the 2007 Vision Statement and Goals Survey agreed with this goal.

- a) *Policy/program:* Continue to provide a “public comment” opportunity at all Town meetings.
- b) *Policy/program:* Strive to regularly publish a Town newsletter.
- c) *Policy/program:* Consider creating and maintaining a Town Website.

**5) The Town of Jackson will support county and state standards for private wells, stormwater management, on-site sanitary systems, and similar regulations.**

Environmental protection often requires a partnership among government agencies.

- a) *Policy/program:* Periodically work with Washington County UW-Extension and willing residents to monitor the quality of water in private residential wells.
- b) *Policy/program:* Communicate with developers and home builders to make sure they are aware of and following applicable erosion control and stormwater runoff regulations.
- c) *Policy/program:* Work with the Washington County Planning and Parks Department to promote proper installation and ongoing maintenance of on-site sanitary systems.

## **INTERGOVERNMENTAL COOPERATION Goals, Objectives, Policies, Programs**

### **1) The Town of Jackson strives to, when possible, cooperate with other public entities for the benefit of all.**

Approximately 76% of Town respondents to the 2007 Vision Statement and Goals Survey agreed with this goal. When asked to be specific, at least 75% of respondents to the 2006 Comprehensive Planning Community Survey indicated that fire protection, police protection, land use/zoning, ambulance/EMS, road maintenance, and snowplowing were all either “important” or “very important” areas for intergovernmental cooperation.

- a) *Policy/program:* Strive to cooperate with Washington County on its comprehensive planning efforts and other appropriate plans.
- b) *Policy/program:* Continue to work with County and adjacent highway departments for the maintenance, improvement, and snowplowing of appropriate Town roadways.
- c) *Policy/program:* Strive to continue to work with state agencies such as WisDOT and WDNR to promote wise management of State Highway 60, the railroad corridor, the Jackson Marsh, and the proper stewardship of natural resources such as groundwater and environmental corridors.
- d) *Policy/program:* Strive to keep the surrounding municipalities informed of any significant development proposals or changes to the Town of Jackson Projected Land UseMap.
- e) *Policy/program:* Continue to work with County and nearby municipalities to provide quality fire, police, and rescue services for Town residents.
- f) *Policy/program:* Continue to provide four Town representatives to the Village and Town of Jackson Joint Park and Recreation Committee.

## **AGRICULTURAL, NATURAL AND CULTURAL RESOURCES**

### **Goals, Objectives, Policies, Programs**

#### **1) The Town supports productive agricultural activities.**

Despite its location on the fringe of a major metropolitan area, the Town of Jackson benefits from a vibrant agricultural sector and an open farm landscape. Farm products and the processing of farm products can still be a significant local source of income and employment. When Town residents were asked on the 2006 Comprehensive Planning Community Survey how they would like to describe the Town in the future, a total of 80% of respondents chose either “Mixed agricultural/residential area” or “Predominantly open space, agricultural area.”

- a) *Policy/program:* Strive to create awareness of the importance of agriculture through a variety of methods that may include a “buyer/seller beware” conflict policy protecting the right to farm in the Town of Jackson.
- b) *Policy/program:* Consider distributing, either directly or through area realtors, a “Rural Code of Conduct” that outlines the traditional community norms and expectations for residents. (See Appendix 6B for a copy of the form used by the Realtors Association of South Central Wisconsin.)
- c) *Policy/program:* Discourage additional new subdivisions in agricultural areas by supporting a low growth scenario in which most residential construction occurs within or adjacent to the Village of Jackson or within pre-existing subdivisions in the Town.
- d) *Policy/program:* Consider requiring new residential developments to provide a vegetative buffer between the development and adjacent non-residential uses.

#### **2) Hobby farms are appropriate in designated districts.**

This goal does not mean the Town is encouraging hobby farms. Nevertheless, hobby farms would be preferred over non-farm development in certain agricultural areas of the Town.

- a) *Policy/program:* Strive to periodically review the Town of Jackson Zoning Ordinance to ensure that the specialized and sometimes changing needs of hobby farm operations are considered.

#### **3) Distinctive open space/green space is very important in the Town of Jackson.**

Such lands help create the Town’s rural character and also provide outdoor recreation, vegetative buffers, flood and stormwater management, habitat preservation, air and surface water quality improvement, aesthetics and community focal points.

- a) *Policy/program:* Strive to help landowners become aware of potentially tax deductible options for land preservation offered by the Ozaukee Washington Land Trust.
- b) *Policy/program:* Strive to help landowners become aware of the Managed Forest Law as a tax incentive for keeping land as woodlands.
- c) *Policy/program:* Continue encouraging clustering and conservation designs for future residential developments in order to preserve open space and natural areas.

- d) *Policy/program:* Consider maximum driveway lengths or maximum front yard setbacks for new residential and commercial development in order to limit fragmentation of lands.

**4) The Town will work with surrounding communities, Washington County, and the State of Wisconsin to maintain or improve air and water quality.**

Because air and water are not restricted to municipal boundaries, the Town of Jackson will remain open to initiatives from other communities and agencies that strive to address air and water quality.

- a) *Policy/program:* Encourage the use of vegetative buffers along the streams and tributaries throughout the watersheds within the Town of Jackson. Financial incentives like the Conservation Security Program and others may be available through the Washington County Land & Water Conservation Department in partnership with the Natural Resource Conservation Service (NRCS).
- b) *Policy/program:* The Town will strive to support state and county nonpoint pollution source controls and best management practices (BMPs) to enhance surface water quality within the Cedar Creek Watershed. (Examples of BMPs include contour farming, reduced tillage, grassed waterways, sediment basins, etc. – see pages 137-138 of *Nonpoint Source Control Plan for the Cedar Creek Priority Watershed Project*.)
- c) *Policy/program:* Support efforts by UW-Extension and similar agencies to help local farmers and/or horticulturists become more aware of Best Management Practices (BMPs) for pesticide and fertilizer storage and application, runoff, environmentally friendly tilling strategies, etc.
- d) *Policy/program:* Work with landowners to help ensure understanding of and compliance with the Town of Jackson’s Erosion Control and Stormwater Management regulations.
- e) *Policy/program:* Due to the local geology and the heightened potential for groundwater contamination, the Town should, within or near its borders, 1) discourage the siting of landfills, or at the very least support stringent conditional use requirements for any proposed waste disposal sites; 2) encourage best management practices for fuel storage tanks, animal feed lots, sludge spreading, and road salt storage; 3) promote proper well abandonment; and 4) be cautious in approving a high concentration of on-site sewage disposal systems.
- f) *Policy/program:* Land use development patterns and practices should be designed to preserve important groundwater recharge areas and should support maintaining the natural surface and groundwater hydrology to the extent practicable.
- g) *Policy/program:* When appropriate, work with the Village of Jackson to provide non- motorized transportation options where biking and/or walking could reduce vehicle trips.

**5) Development in the Town will occur in a way that is respectful of natural resources and habitats.**

The preservation, protection, and enhancement of natural resources and habitats serves to maintain safe and healthful conditions; maintain and improve water quality; protect stream banks from erosion; protect groundwater recharge areas; promote wildlife and plant diversity; and so forth.

- a) *Policy/program:* Encourage site plans to include layouts and designs that buffer important natural resources and habitats from development.
- b) *Policy/program:* Carefully use the Lowland and Upland Conservancy Districts in the Town of Jackson Zoning Ordinance to protect critical natural resources and habitats.
- c) *Policy/program:* The lakes, rivers, and downhill recreational facilities located elsewhere in the region are considered adequate to meet the recreational needs of most Town residents. Nevertheless, the Town may consider private proposals for such facilities (e.g., fishing pond) if they are located appropriately and are in harmony with the Town's Vision.
- d) *Policy/program:* Consider enhancing Town entryways with special signage, lighting, and/or landscaping.

**6) Future non-metallic mining activities will not have a long-term negative impact on the environmental features within the Town or its existing developments; current mining sites will limit negative impacts by complying with existing ordinances and carrying out reclamation plans.**

Non-metallic mining produces a needed resource for construction projects through the region. The Town's community issue identification and visioning process did not identify any urgent concerns in this area. Nevertheless, truck traffic, noise, dust, and vibration associated with non-metallic mining can introduce conflicts into a neighborhood, and the activity of mining can damage the landscape if improperly managed.

- a) *Policy/program:* The Town will steer incompatible uses away from current mining sites and areas where the development of new mining is highly likely.
- b) *Policy/program:* Since the Town has chosen to administer the Washington County Code Chapter 18 – Nonmetallic Mining Reclamation, local officials should strive to be familiar with Chapter 18 and consult it when necessary.
- c) *Policy/program:* The Town recognizes the value of non-metallic resources and will strive to notify local non-metallic mining interests for input before making any rezoning decision that would affect an area of significant potential gravel resources identified on Exhibits 6.15 and 6.16. (required by statute)

**7) The Town encourages the preservation of historic places within the Town.**

No significant historical, archeological, or other cultural resources concerns arose during the community issue identification and visioning process. The Town Plan Commission and Board support worthy private efforts to preserve historic and archeological resources or initiate cultural activities.



- a) *Policy/program:* Upon request and submittal of appropriate fees for time and materials, strive to forward relevant Town records of historical value to interested organizations.
- b) *Policy/program:* Strive to work with the Jackson Historical Society as appropriate.
- c) *Policy/program:* Strive to be aware of the locations of historic and archaeological sites within the Town and to evaluate nearby development proposals with appropriate caution.

## **ECONOMIC DEVELOPMENT Goals, Objectives, Policies, Programs**

### **1) Major business development within the Town should be concentrated near high volume roadways or adjacent to available sewer and water services.**

Approximately 86% of respondents to the 2007 Vision Statement and Goals Survey were in agreement with this goal. Upsides to major business development include jobs and an increased tax base. For these reasons, such opportunities deserve thoughtful consideration, which includes locating such development where it is most appropriate.

- a) Policy/program:* The Town of Jackson will only approve zoning changes and/or building permits for major commercial development within the STH 60 and CTH P corridors *or* within or adjacent to available public sewer and water services.
- b) Policy/program:* New or expanded commercial uses will be considered on their merits and with regard to the Vision Statement of this Comprehensive Plan.
- c) Policy/program:* New commercial uses and expansions of existing commercial uses will require a conditional use permit.

### **2) The Town supports economic development that is compatible with the Town's rural atmosphere.**

While some major economic development may be beneficial, 80% of respondents to the 2006 Comprehensive Planning Community Survey preferred a mixed agricultural, residential, and open space landscape. Future economic development (i.e., similar to the types and sizes listed in Exhibit 7.8) would likely be compatible with this preference.

- a) Policy/program:* The Town will strongly consider steering large commercial, industrial, and institutional development to nearby communities better suited to such development.
- b) Policy/program:* New economic development or expansions should not adversely threaten critical natural or historic resources.
- c) Policy/program:* The Town will continue to work with developers to approve compatible hours of operation, signage, lighting, parking, and landscaping requirements to meet the Town's desire for well-planned growth and rural character preservation.
- d) Policy/program:* The Town, and its Community Development Authority, will generally support appropriate initiatives and programs to assist local businesses and institutions.

### **3) The Town supports home-based businesses that do not negatively impact their neighborhoods.**

While most home-based businesses make little, if any, impact on the surrounding area, some businesses outgrow their original homesite and begin to generate excessive noise, traffic, clutter, odor, etc. that can become detrimental to the welfare of neighbors and property values. Approximately 83% of respondents to the 2007 Vision Statement and Goals Survey were in agreement with this goal.

- a) *Policy/program:* The Town will require conditional use permits for home-based businesses (as defined in the Town's Zoning Ordinance) that exceed certain impact thresholds identified by the Town.
- b) *Policy/program:* The Town will generally encourage home-based businesses undergoing substantial expansion to relocate to a location in harmony with Goals 1 and/or 2 of this Section or to a nearby village.

**4) Town government is fiscally responsible and strives to keep costs to taxpayers low.**

The portion of a landowner's property tax bill that was allocated to the Town of Jackson in 2006 was only 11%. (Elementary/secondary schools received 53.9%, the County received 22.7%, technical colleges received 11.2%, and "other" received 1.3%.) The Town's debt obligation as of 2006 was \$0. These are positive indicators that the Town is committed to fulfilling this goal.

- a) *Policy/program:* The Town will share costs with other entities for improvements, facilities, equipment, and services when feasible.
- b) *Policy/program:* The Town will strive to look for grants and alternative forms of funding to help meet the needs of the Town.
- c) *Policy/program:* Consider user fees when appropriate to help defray the costs of certain public improvements, facilities, and services.

## **LAND USE Goals, Objectives, Policies, Programs**

### **1) Agricultural productivity and distinctive open space within the Town shall be a high priority in land use decision-making.**

When asked about their preference for the future of the Town of Jackson, 80% of respondents to the 2006 Comprehensive Planning Community Survey favored either a “Mixed agricultural/residential area” or a “Predominantly open space, agricultural area.” Further, 81% of respondents to the 2007 Town of Jackson Vision Statement and Goals Survey agreed with this goal. This is not surprising, since agriculture is significant part of the economy of the Town and influences the character of the Town as much as any other land use. Further, these responses are supported by the findings in this Plan related to vacant subdivision lots and groundwater contamination susceptibility.

- a) *Policy/program:* In the white area designated as “Agricultural/Open Space” on the Projected Land Use Map, deny rezoning requests for non-agricultural development unless an amendment to this Plan is adopted. A limited number of new or expanded non-agricultural uses may be allowed if the developer submits compelling evidence that the proposed use is in harmony with the vision, goals, policies, and programs of this Plan.
- b) *Policy/program:* Add a clause to Section 4.01 of the Town of Jackson Zoning Ordinance that requires the issuance of permits for conditional uses to be consistent with the vision, goals, objectives, policies, and programs of the Town’s adopted Comprehensive Plan.

### **2) Compatibility between adjacent land uses is important.**

This goal was supported by 87% of respondents to the 2007 Town of Jackson Vision Statement and Goals Survey. Because compatible land uses often require the same types of infrastructure and services, it can be more efficient and cost-effective to cluster similar uses. Incompatible uses sometimes lead to conflicts between neighbors who have different expectations for traffic volume, noise, etc.

- a) *Policy/program:* The Town will continue to take compatibility between adjacent land uses into consideration when reviewing requests for development and rezoning.
- b) *Policy/program:* The Town will continue to include provisions in its conditional use permits that help to mitigate possible incompatibilities between adjacent land uses.

### **3) Land use decisions will incorporate the findings, principles, goals, and policies found throughout this Comprehensive Plan in order to ensure all of the elements are integrated into a consistent decision-making approach.**

These references include but are not limited to:

- The Town prefers low-density, single-family, owner-occupied housing. Some provision may be made for a limited number of other housing types under the Town’s existing R-2 and R-3 zoning districts and/or directly adjacent to the Village of Jackson. (Ch. 2)
- Encourage most future growth to be concentrated in or adjacent to the Village.

- Encourage the build-out of existing subdivisions to reduce the number of vacant lots in the Town. (Ch. 2)
- Due to the higher than normal potential for groundwater contamination by septic systems, the Town supports policies that favor low residential growth and encourage future development to be on a public sewer system. (Ch. 2 and Ch. 6)
- The total amount of land used for transportation facilities should be minimized as much as possible. (Ch. 3)
- The location of transportation facilities in or through environmental corridors should be avoided if possible. (Ch. 3)
- The Town generally prefers centralized park facilities rather than small parks scattered throughout the Town where they might not be appropriate. (Ch. 4)
- The Town supports productive agricultural activities. (Ch. 6)
- Hobby farms are appropriate in designated districts. (Ch. 6)
- Distinctive open space/green space is very important in the Town of Jackson. (Ch. 6)
- Due to the local geology and the heightened potential for groundwater contamination, the Town should, within or near its borders, discourage the siting of landfills and be cautious in approving a high concentration of on-site sewage disposal systems. (Ch. 6)
- Land use development patterns and practices should be designed to preserve important groundwater recharge areas and should support maintaining the natural surface and groundwater hydrology to the extent practicable. (Ch. 6)
- Development in the Town will occur in a way that is respectful of natural resources and habitats. (Ch. 6)
- The Town will steer incompatible uses away from current mining sites and areas where the development of new mining is highly likely. (Ch. 6)
- Strive to be aware of the locations of historic and archaeological sites within the Town and to evaluate nearby development proposals with appropriate caution. (Ch. 6)
- The Town will seek to steer most commercial activities toward the Village of Jackson and the USH 45 corridor. New business development elsewhere in the Town will continue to have safe access and use setbacks and landscaping to help buffer it from neighboring uses and preserve the Town's rural character. (Ch. 7)
- Due to a lack of municipal utilities and services, the Town does not see itself as attracting industrial uses, since such uses would be better located in communities where the infrastructure is more supportive. Possible exceptions might include non-metallic mining, agricultural or horticultural related industries, and expansions of operations near Kirchhayn. (Ch. 7)
- The Town supports home-based businesses that do not negatively impact their neighborhoods. (Ch. 7)