

A COMPREHENSIVE PLAN FOR THE VILLAGE OF JACKSON: 2050 WASHINGTON COUNTY, WISCONSIN



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COMMUNITY ASSISTANCE PLANNING REPORT
NUMBER 334

**A COMPREHENSIVE PLAN FOR THE VILLAGE OF JACKSON: 2050
WASHINGTON COUNTY, WISCONSIN**

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This report was prepared in conjunction with the Washington County Multi-Jurisdictional Comprehensive Plan Update.

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PART 1**A COMPREHENSIVE PLAN FOR THE VILLAGE OF JACKSON: 2050..... 1**

BACKGROUND.....	3
POPULATION AND HOUSEHOLD PROJECTIONS.....	3
VILLAGE OF JACKSON LAND USE PLAN UPDATE.....	4
Land Use Plan Map Overview.....	4
Land Use Plan Map Updates.....	6
Land Use Plan Categories.....	6
IMPLEMENTATION.....	12

PART 1: APPENDIX A

RESOLUTIONS AND ORDINANCE ADOPTED DURING THE PLANNING PROCESS.....	13
--	----

PART 2**VILLAGE OF JACKSON COMPREHENSIVE PLAN: 2035 27**

CHAPTER 1 – INTRODUCTION: ISSUES AND OPPORTUNITIES.....	29
State Planning Enabling Legislation.....	29
History and Description of Planning Area.....	30
Community Comprehensive Planning Process.....	30
Public Participation.....	30
Final Vision Statement, Goals, Objectives, Policies, and Programs.....	30
Background Information and Summary of Existing Conditions.....	34
Population, Demographics, Education, Income, and Employment.....	34
Forecasts.....	37
CHAPTER 2 – HOUSING.....	39
Introduction.....	39
Chapter Summary.....	39
Population Characteristics.....	40
Historical Population Levels.....	40
Population Trends.....	40
Seasonal Population.....	41
Housing Inventory.....	41
Housing Units, Occupancy, and Tenure.....	41
Housing Types - Units in Structure.....	41
Age of Housing.....	42
Condition of Housing Stock.....	42
Housing Values.....	42
Housing Costs - Rent and Mortgage.....	43
Historic and Projected Household Size.....	43
Housing Permits.....	43
Projected Housing Units.....	44
Housing for the Elderly.....	44
Housing for People with Disabilities.....	46
Analysis and Development of Community Policies and Programs.....	46
Village/Town Agreement.....	46
Affordable Housing.....	47
Property Maintenance Code.....	47
Federal, State, and Regional Housing Programs.....	47
CHAPTER 3 – TRANSPORTATION.....	49
Introduction.....	49
Chapter Summary.....	49

Inventory of Transportation Facilities.....	50
Highways	50
Roads/Streets	50
Park and Ride	51
Washington County Commuter Express (WCCE) Bus System	51
Washington County Shared-Ride Taxi System	51
Medical Related Transportation Services	51
Electric Personal Assistive Mobility Devices (EPAMD)	52
Rail Transportation	52
Air Service.....	52
Trucking.....	53
Waterborne Transportation	53
Bike & Pedestrian	53
Official Map	54
Evaluation of Current Internal Traffic Circulation System	55
Functional Class	55
Traffic Counts	55
Traffic Crashes.....	57
Access Controls.....	57
Speed Limit Controls.....	57
County Functional and Jurisdictional Studies.....	57
State Airport Plans	58
State Railroad Plans.....	58
Integration of Village Plan with Other Transportation Plans	58
Transportation Funding Programs	61
 CHAPTER 4 – UTILITIES AND COMMUNITY FACILITIES	 63
Introduction	63
Chapter Summary.....	63
Utilities, Facilities, and Services Inventory	64
Electric Service	64
Natural Gas	64
Water Supply.....	64
Sanitary Sewer Service.....	65
Stormwater Management System	67
Solid Waste and Recycling Facilities.....	67
Telecommunications Service.....	67
Village Hall	70
Postal Services	70
Cemeteries	70
Law Enforcement.....	70
Fire / Rescue	71
Insurance Service Office (ISO) Grading.....	72
Libraries.....	72
Schools	74
Child Care Facilities.....	74
Elder Care Facilities	75
Health Care Facilities.....	75
Community Center.....	75
Park, Recreation, and Open Space Facilities.....	76
 CHAPTER 5 – INTERGOVERNMENTAL COOPERATION.....	 77
Introduction	77
Chapter Summary.....	77
Existing Activities	78
Adjacent Governmental Units	78
School Districts.....	78

County	79
Region.....	79
State.....	79
Other	79
Inventory of Plans and Agreements.....	80
Boundary Agreement and Revenue Sharing	80
Annexation.....	80
Extraterritorial Platting Jurisdiction (ETP).....	80
Extraterritorial Zoning Jurisdiction (ETZ)	80
Existing Or Potential Conflicts.....	81
Existing or Potential Conflicts.....	81
Conflict Resolution Process	81
CHAPTER 6 – AGRICULTURAL, NATURAL AND CULTURAL RESOURCES.....	83
Introduction To This Element	83
Chapter Summary.....	84
Physical Geography	84
Climate.....	84
Geology and Topography	85
Soils.....	85
Agriculture.....	85
Possible Impacts of Agriculture	85
Natural Resources.....	88
Groundwater	88
Watersheds.....	88
Lakes.....	91
Rivers and Streams.....	91
Floodplains.....	92
Wetlands.....	92
Shorelands	94
Woodlands.....	94
Threatened and Endangered Species.....	96
Environmental Corridors.....	96
Natural Areas	97
Conservation Easements	97
Parks, Recreation, and “Open Space”	97
Metallic and Non-Metallic Mining Resources.....	97
Air Quality.....	98
Cultural Resources.....	98
Historic and Archeological Resources.....	98
Community Design.....	99
Landmarks.....	99
Highway Entryways.....	99
CHAPTER 7 – ECONOMIC DEVELOPMENT	101
Introduction	101
Chapter Summary.....	101
Labor Force Characteristics.....	102
Place of Work.....	102
County to County Workflow	102
Occupation.....	103
Unemployment Rate	104
Employment Forecast.....	105
Median Household Income.....	105
Economic Base Analysis	105
Economic Sectors	105
Location Quotient Analysis.....	106

Threshold Analysis	106
Major Employers within the Village of Jackson and the Town of Jackson	107
Strengths and Weaknesses	107
Village of Jackson Economic Development Strengths.....	107
Village of Jackson Economic Development Weaknesses.....	108
Village of Jackson Targeted Businesses and Industries	109
New Sites Planned for Business and Industrial Development in the Village of Jackson	109
Economic Development Programs and Assistance	110
Local	110
County	110
Regional	110
State.....	111
 CHAPTER 8 – LAND USE	 115
Introduction	115
Existing Land Use	115
Projected Land Use.....	115
Chapter Summary.....	116
Inventory of Existing Land Use Controls – Village	116
Official Map	119
Highway Access	119
Extraterritorial Jurisdiction	119
State of Wisconsin Administrative Rules that Control Land Use in the Village	119
Current Land Use Inventories	121
Future Land Use Projections and Maps	121
Projected Land Use Map Comments and Policies - Village.....	121
Compatibility Between Projected Land Use Maps/Plan & Zoning Maps	125
Development / Design Standards	127
 CHAPTER 9 – IMPLEMENTATION.....	 129
Introduction	129
Role of Local Officials.....	129
Elected Officials.....	129
Plan Commissions	129
Role of Local Controls.....	130
Zoning.....	130
Other Controls.....	130
Impact of Economic Development	130
Government Economic Development Initiatives.....	130
Non-Government Economic Development Activities	130
Role of Public Investment.....	131
Capital Improvements Program (CIP).....	131
Impact Fees and Land Dedications	131
Special Assessments.....	131
Development Review Cost-Recovery.....	131
Comprehensive Plan Internal Consistency.....	131
Implementation Schedule – Village.....	132
Plan Review Timeline.....	133
Process for Adopting or Amending the Plan.....	133
Joint Approval Considerations	134
 APPENDIX 4A	
GROUNDWATER USAGE AND AQUIFER RECHARGE ESTIMATES	137
 APPENDIX 9A	
GOALS, OBJECTIVES, POLICIES, AND PROGRAMS FOR THE VILLAGE OF JACKSON	141

PART 1 – LIST OF FIGURES

Figure 1	Historical and Alternative Future Population Levels in the Village of Jackson: 1970-2050	4
----------	---	---

PART 1 – LIST OF MAPS

Map 1	Land Use Plan for the Village of Jackson: 2050	5
-------	--	---

PART 1 – LIST OF TABLES

Table 1	Planned Land Uses in the Village of Jackson Planned Sewer Service Area: 2050	6
Table 2	Guidelines for Development Considered Compatible with Primary Environmental Corridors and Isolated Natural Resource Areas.....	9

PART 2 – LIST OF EXHIBITS**Chapter 1**

Exhibit 1.1	General Location Map of Village and Town of Jackson Within Washington County	31
Exhibit 1.2	Project Area	32
Exhibit 1.3	Orthophoto.....	33
Exhibit 1.4	Historical Population Levels	34
Exhibit 1.5	Gender Makeup of Residents	34
Exhibit 1.6	Median Age of Residents	35
Exhibit 1.7	Age Distribution.....	35
Exhibit 1.8	Educational Attainment (residents 25 years and over).....	36
Exhibit 1.9	Household Annual Income Levels, 1999	36
Exhibit 1.10	Population / Forecasts.....	37
Exhibit 1.11	Total Households in 2000 and Households Projected to 2035	38
Exhibit 1.12	Industry Projections for the Milwaukee and WOW Wisconsin Workforce Development Areas, 2004-2014.....	38

Chapter 2

Exhibit 2.1	Housing Density Dodge, Washington, Ozaukee, Jefferson, Waukesha, Milwaukee, Walworth, Racine, and Kenosha Counties	40
Exhibit 2.2	Housing Occupancy and Tenure.....	41
Exhibit 2.3	Total Units in Structure: 2000.....	41
Exhibit 2.4	Year Structure Built	42
Exhibit 2.6	Housing Conditions by Type Village of Jackson	42
Exhibit 2.7	Median Home Values.....	43
Exhibit 2.8	Historic and Projected Household Sizes	43
Exhibit 2.9	Total Housing Permits Issued.....	44
Exhibit 2.10	Locations of Subdivisions.....	45

Chapter 3

Exhibit 3.2	Functional Road Classifications.....	56
Exhibit 3.6	Recommended Year 2035 Washington County Jurisdictional Highway System Plan	59
Exhibit 3.7	Capacity Improvements Recommended in the Year 2035 Washington County Jurisdictional Highway System Plan.....	60

Chapter 4

Exhibit 4.3	Wireless Telecommunications Facilities Within and Adjacent to the Village and Town of Jackson.....	69
Exhibit 4.5	Fire and Rescue Vehicles, Jackson Fire Department	71

Exhibit 4.6	Area School District Boundaries	73
Exhibit 4.8	Child Care Centers in the Village and Town of Jackson	74
Chapter 6		
Exhibit 6.1	Local Weather Data	84
Exhibit 6.2	Generalized Depth to Bedrock.....	86
Exhibit 6.3	General Soil Associations	87
Exhibit 6.8	High Capacity Wells Located in the Jackson Planning Area and Proximity to WDNR Remediation Sites.....	89
Exhibit 6.9	Watersheds and Surface Water in the Jackson Area	90
Exhibit 6.10	Wetlands and Floodplain.....	93
Exhibit 6.11	Shoreland Zoning.....	95
Exhibit 6.17	High Ozone Days in Washington County	98
Chapter 7		
Exhibit 7.1	Place of Work, 1990 & 2000, Jackson and Nearby Communities.....	102
Exhibit 7.2	County to County Workflow in Wisconsin, Census 2000.....	103
Exhibit 7.3	Percentage of Employed Persons by Occupation, 2000 Village of Jackson, Town of Jackson, and Nearby Communities	104
Exhibit 7.5	Average Unemployment Rates, Washington County and Wisconsin	104
Exhibit 7.6	Median Household Income, Jackson and Nearby Communities.....	105
Exhibit 7.7	Employment by Industry Group, 1990 and 2000 Washington County and U.S., LQ Analysis	106
Exhibit 7.9	Major Employers, Village of Jackson, 2009	107
Chapter 8		
Exhibit 8.2	Generalized Zoning	117
Exhibit 8.3	Current Zoning Districts, Village of Jackson	118
Exhibit 8.4	Village of Jackson Official Map.....	120
Exhibit 8.5	Current Village of Jackson Land Use Inventory by Acreage.....	121
Exhibit 8.7	Generalized Land Use.....	122
Exhibit 8.8	Natural Limitations for Building Site Development in the Town and Village of Jackson	123
Exhibit 8.10	Residential Balance, Village of Jackson.....	125
Exhibit 8.11	Projected Land Use: 2035.....	126

A COMPREHENSIVE PLAN FOR THE VILLAGE OF JACKSON: 2050

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(3)), 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 Village of Jackson partnered with Extension Washington County¹ to address the comprehensive planning requirements. This process resulted in the Village’s adoption of a comprehensive plan that satisfies the *Wisconsin Statutes*. The resulting year 2035 comprehensive plan for the Village of Jackson, adopted by the Village Board on August 10, 2009, is an extensive document set forth in Part 2 of this report.² The year 2035 plan includes the nine comprehensive planning elements and corresponding goals, objectives, policies, and programs required by the comprehensive planning law³ 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.

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 Village officials and Southeastern Wisconsin Regional Planning Commission (SEWRPC) staff, this comprehensive plan report focuses on updating the land use plan map to the year 2050. This section of the report features an updated land use plan map as well as population and household projections for the year 2050. The resolutions and ordinance adopted during this planning process are included in Part 1: Appendix A of this report.

POPULATION AND HOUSEHOLD PROJECTIONS

The Village Plan Commission and Board selected a probable 2050 design year population level for the Village’s year 2050 comprehensive plan to ensure that adequate and suitable land is available to accommodate anticipated future population growth in the Village. Three alternative population projections were developed for the Village Board to consider in an effort to lessen the uncertainty associated with forecasting a future population level. Two of the three projections were 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 Village from 1990 to 2015 and 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.

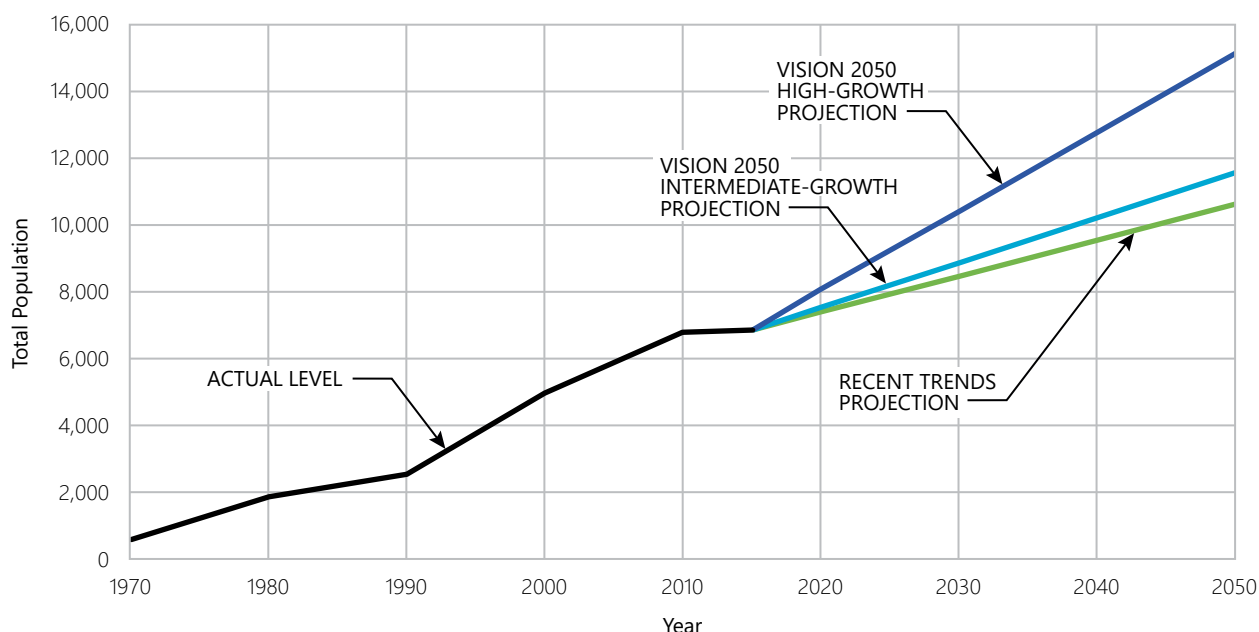
VISION 2050 envisions a future population of 11,570 residents under an intermediate-growth scenario to 15,160 residents under a high-growth scenario within the Village of Jackson planned sewer service area. Assuming no change in Village boundaries, a continuation of recent trends would result in about 10,600 Village residents in 2050. Compared to an estimated 6,850 residents in 2015, the Village’s population would increase by 4,720 residents, or about 69 percent, under VISION 2050’s intermediate-growth projection and by 8,310 residents, or about 121 percent, under VISION 2050’s high-growth projection (assuming all lands within the planned sewer service area are annexed into the Village). The Village’s population would increase by about 3,750 residents, or about 55 percent, under the recent trends projection. A comparison of the three projections, in relation to changes in the Village’s population between 1970 and 2015, is presented in Figure 1.

¹ Formerly the University of Wisconsin Extension-Washington County.

² The year 2035 plan was a joint plan with the Town of Jackson entitled Village and Town of Jackson Comprehensive Plan: 2035. Part 2 of this report contains extensive excerpts from the year 2035 plan specific to the Village.

³ The nine elements include the following: Issues and Opportunities; Land Use; Housing; Transportation; Utilities and Community Facilities; Agricultural, Natural, and Cultural Resources; Economic Development; Intergovernmental Cooperation; and Implementation.

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



Source: U.S. Census Bureau and SEWRPC

The three alternative projections provide a reasonable range for the Village's year 2050 population. The Village Plan Commission and Village Board considered the projection range, past trends, and local knowledge and expectations regarding anticipated future growth and development in choosing the Village's population projection for 2050. The Village Plan Commission and Village Board chose to adopt the intermediate-growth projection of 11,570 for the year 2050 that was established under VISION 2050.⁴ The selected population projection would result in approximately 5,030 households in 2050, based on an anticipated household size of 2.3 people per household (the anticipated number of households and average household size are based on VISION 2050).

VILLAGE OF JACKSON LAND USE PLAN UPDATE

Land Use Plan Map Overview

The 2050 land use plan for the Village of Jackson is shown on Map 1, which is the update to Map 8.11 of the Village's 2035 plan included in Part 2 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.

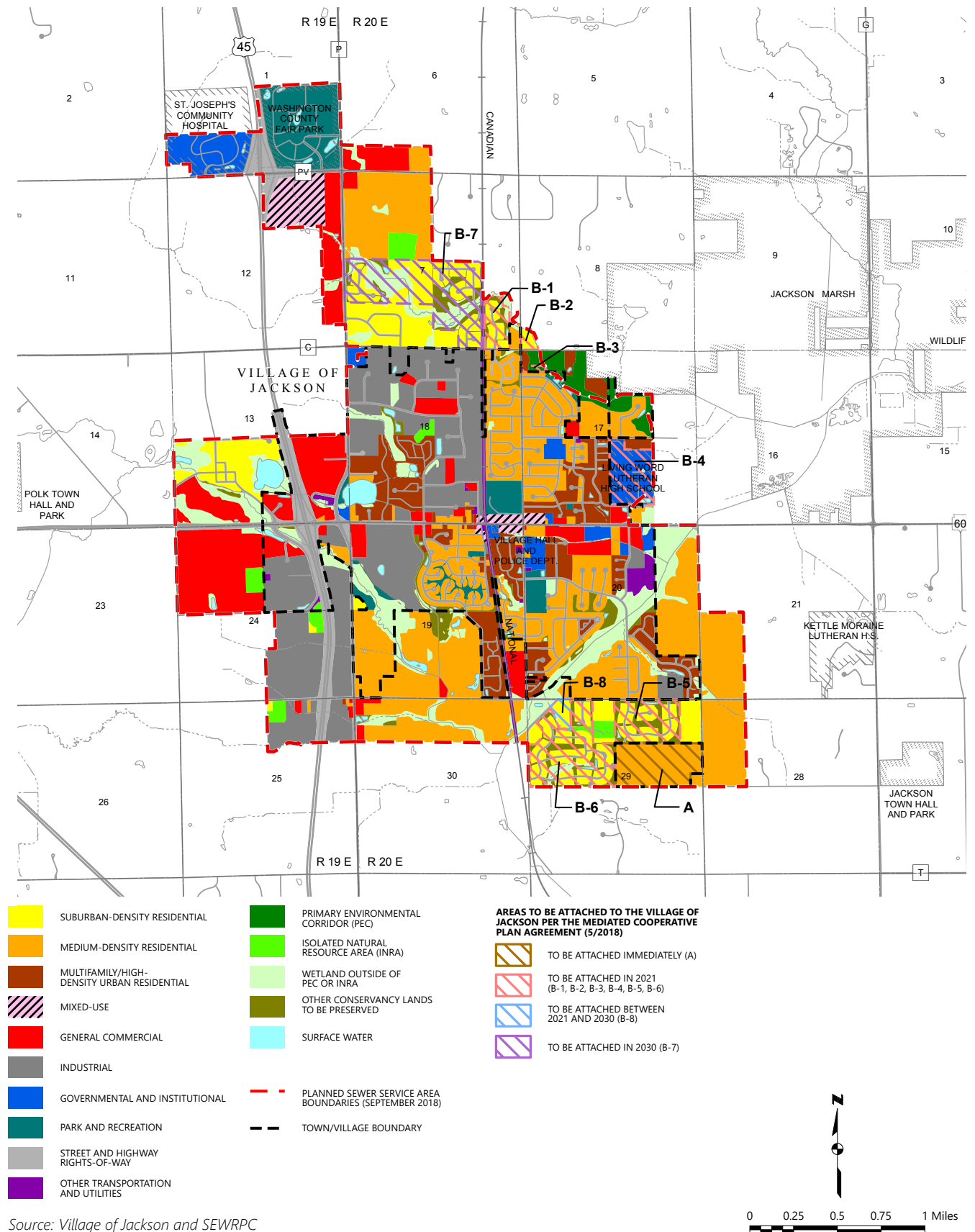
The conceptual framework for the Village's 2050 land use plan update is the same as that used to design the 2035 plan. Both the 2035 and 2050 land use plans seek to accommodate new urban development within the Village of Jackson's planned sewer service area. In addition, both plans discourage intensive and incompatible urban development from occurring in primary environmental corridors and other environmentally significant lands.

It is anticipated that development within the Village's planned sewer service area will be served by an extension of utility systems from the Village of Jackson. Areas to be attached to the Village of Jackson as determined by the *Mediated Cooperative Plan Agreement Between the Village of Jackson, Wisconsin and the Town of Jackson, Wisconsin* approved May 2018, which will include the extension of utilities from the Village, are shown on the 2050 land use plan map.

⁴ The Village's population projection for 2050 takes into account areas to be attached to the Village as established by the Mediated Cooperative Plan Agreement Between the Village of Jackson and the Town of Jackson approved by the Wisconsin Department of Administration in 2018.

Map 1

Land Use Plan for the Village of Jackson: 2050



Land Use Plan Map Updates

The following is a list of updates made to the land use plan map as part of the Village's year 2050 comprehensive plan based on discussion between Village officials and SEWRPC staff:

- Updates to the Village boundary to reflect most current available (January 2019)
- Updates to planned sewer service area boundaries to reflect most current available (September 2018)
- Updates to reflect the Village of Jackson's planned land uses for areas to be attached to the Village per the 2018 mediated cooperative plan agreement between the Village of Jackson and the Town of Jackson
- Updates to reflect planned urban growth based upon input from Village officials, including changes to planned land uses in accordance with the *Opportunity Analysis & Redevelopment Plan*, adopted by the Village of Jackson on March 14, 2017

- Updates to include current information on primary environmental corridors and isolated natural resource areas
- Updates to the Wetland Outside of Primary Environmental Corridor and Isolated Natural Resource Area land use category to reflect current wetland information
- Updates to include current parcel lines and street and highway rights-of-way

Land Use Plan Categories

The land use plan categories describe the range of development designated on the Village's year 2050 land use plan map (Map 1). A description of the land use plan categories follows.

Suburban-Density Residential

Suburban-density residential development is primarily located within areas to be attached to the Village from the Town of Jackson, including residential areas in the Town that were developed at a one-acre per dwelling density. New development would be of a similar character.

Medium-Density Residential

The Medium-Density Residential land use category encompasses more acreage than any of the Village's other land use plan categories. Medium-density residential development consists primarily of single-family residential development at a density of up to 5.4 dwelling units per net acre on lots of at least 8,000 square feet.

Multifamily/High-Density Urban Residential

The Multifamily/High-Density Urban Residential land use category consists primarily of multifamily residential development and mobile homes. Multifamily residential development has a minimum lot size of 16,000 square feet, a minimum lot area of 3,000 square feet for each one bedroom dwelling unit, or a

Table 1

Planned Land Uses in the Village of Jackson Planned Sewer Service Area: 2050

Land Use Category ^a	Planned 2050 Land Uses	
	Acres	Percent
Suburban-Density Residential	356	7.5
Medium-Density Residential	1,224	26.0
Multifamily/High-Density Urban Residential	307	6.5
Mixed-Use	76	1.6
General Commercial	461	9.8
Industrial	610	12.9
Governmental and Institutional	165	3.5
Park and Recreation	185	3.9
Street and Highway Rights-of-Way	563	11.9
Other Transportation and Utilities	56	1.2
Primary Environmental Corridor	60	1.3
Isolated Natural Resource Area	54	1.1
Wetland Outside of Primary Environmental Corridor and Isolated Natural Resource Area	390	8.3
Other Conservancy Lands to be Preserved	137	2.9
Surface Water	74	1.6
Total	4,718	100.0

^a Parking is included in associated use.

Source: Village of Jackson and SEWRPC

minimum lot area of 3,500 square feet for each dwelling unit with two or more bedrooms—whichever is larger. Mobile home park developments have a minimum park size of 20 acres while the minimum lot area for a single module mobile home is 5,000 square feet and the minimum lot area for a double-wide mobile home is 7,200 square feet. Two-family residential development in this land use category could occur on lots of at least 8,000 square feet at a density of up to 7.2 dwelling units per net acre.

Mixed-Use

The Mixed-Use land use category includes development with physically and functionally integrated residential and commercial uses. Mixed-use development may, for example, feature commercial uses at street level or on lower floors and residential uses on upper floors. Areas designated for mixed-use are primarily located along the Village's downtown corridor along Main Street (STH 60). The Village's zoning code, which includes a planned unit development (PUD) overlay, allows for flexibility in mixed-use development. Mixed-use lands within the Village's planned sewer service area may accommodate a mix of multifamily residential uses with business, institutional, and open space uses.

General Commercial

Areas classified as General Commercial consist primarily of individual and small groups of retail and customer service establishments. General commercial development is generally located outside of a traditional central business district and provides amenities such as open space, off-street parking, and loading areas.

Industrial

The Industrial land use category is intended to provide for manufacturing, industrial, and related uses. Industrial uses encompass more acreage than any other nonresidential land use in the Village.

Governmental and Institutional

Areas classified as Governmental and Institutional include buildings and grounds for governmental and institutional uses whose primary function involve activities such as public administration, assembly, or education. 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.

Street and Highway Rights-of-Way

All existing street and highway rights-of-way as of 2015 are shown on the land use plan map as a separate land use category. Land devoted to street and highway rights-of-way may be expected to fluctuate over the life of this plan due to expansion of the Village and the construction of streets to serve new development.

Other Transportation and Utilities

Areas classified as Other Transportation and Utilities include transportation uses such as railroad rights-of-way, park and ride facilities, and facilities for private and public utilities, including communications facilities and services.

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 Village and will also help to avoid costly development 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 Village, 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 SEWRPC'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 outside of 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 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.

Isolated Natural Resource Area

Isolated natural resource areas consist of important natural resources that are separated geographically from primary environmental corridors. Most of the isolated natural resource areas in the Village of Jackson planning area consist of wetlands or woodlands at least 200 feet wide and five acres in area. This plan recommends that, whenever possible, the Village give careful consideration to the potential preservation of isolated natural resource areas—which sometimes serve as the only available wildlife habitat in an area and provide natural diversity to the landscape. Isolated natural resource areas may be well-suited for use for such public purposes as parks, drainageways, or stormwater detention or retention areas.

Wetland Outside of Primary Environmental Corridor and Isolated Natural Resource Area

Most wetlands are located within primary environmental corridors or isolated natural resource areas. Wetlands that are located outside of primary environmental corridors and isolated natural resource areas are designated in a separate land use category on Map 1.

Wetlands are regulated under State and Federal laws. 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. As wetlands and their boundaries are continuously changing in response to changes in drainage patterns and climatic conditions, an onsite field investigation should be conducted on all proposed development sites to precisely identify the presence and boundaries of wetlands prior to preparing and approving site plans, certified survey maps, and preliminary plats.

Other Conservancy Lands to be Preserved

Areas classified as Other Conservancy Lands to be Preserved include common open space lands, often associated with residential development. Such open space lands may serve to preserve the character of the area and are owned by a cooperative or property owners' association.

Surface Water

Surface water on the land use plan map includes lakes and creeks. Surface water should be protected to maintain water quality.

Areas to be Attached to the Village of Jackson

Map 1 shows an overlay for areas to be attached to the Village per the 2018 mediated cooperative plan agreement between the Village of Jackson and the Town of Jackson. The overlay reflects a general timeline for attachment of each area.

Table 2
Guidelines for Development Considered Compatible with Primary Environmental Corridors and Isolated Natural Resource Areas

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

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 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 and isolated natural resource areas.

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.
- 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 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.

Table continued on next page.

Table 2 (Continued)

- 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.

- 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

^a 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 200 feet in depth around lakes; and a band 75 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 Areas 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.

^b Includes such improvements as stream channel modifications and such facilities as dams.

^c 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.

Table continued on next page.

Table 2 (Continued)

^d 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.

^e Certain transportation facilities such as bridges may be constructed over such resources.

^f Utility facilities such as sanitary sewers may be located in or under such resources.

^g Electric power transmission lines and similar lines may be suspended over such resources.

^h 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.

ⁱ Bridges for trail facilities may be constructed over such resources.

^j 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).

^k Consistent with Chapter NR 116 of the Wisconsin Administrative Code.

^l 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.

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

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

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

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

^q Only if no alternative is available.

^r Only appropriately designed and located hiking and cross-country ski trails should be permitted.

^s Only an appropriately designed, vegetated, and maintained ski hill should be permitted.

Source: SEWRPC

IMPLEMENTATION

In addition to updating the design year of the land use plan map from 2035 to 2050, Part 1 also updates the Implementation Element to remove the joint approval considerations from the Village's comprehensive plan. The Village's year 2035 plan included joint approval procedures involving the Joint Village/Town Planning Group for comprehensive plan amendments, which are documented in the Implementation Element in Part 2 of this report. The Joint Village/Town Planning Group between the Village of Jackson and Town of Jackson was established to discuss cooperative planning and boundary matters between the two communities in conjunction with entering into the *Village of Jackson and Town of Jackson Revenue Sharing Agreement and Cooperative Boundary Plan* in 1999 (which was subsequently amended in 2005 and 2008). As a result, both the Village and Town Boards adopted a joint year 2035 comprehensive plan in 2009.

In 2018, the Village and Town entered into a mediated cooperative plan agreement, which supersedes the prior agreement between the Village and Town. As part of the negotiations for the mediated cooperative plan agreement, the Village and Town agreed to prepare and adopt separate comprehensive plans. Because the Joint Village/Town Planning Group is no longer necessary, the Village Board has discontinued participation in the Joint Planning Group through adoption of a resolution in August 2019 and through adoption of the Village's year 2050 comprehensive plan. New Village comprehensive plan adoption and amendment procedures are set forth in the Village of Jackson's public participation plan for plan updates and amendments (see Part 1: Appendix A of this report).

RESOLUTIONS AND ORDINANCE ADOPTED DURING THE PLANNING PROCESS

PART 1: APPENDIX A

RESOLUTION #19-23

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

THE VILLAGE BOARD of the Village 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; and

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; and

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; and

WHEREAS, in 1999 the Village and Town established an effective agreement known as the Village of Jackson/Town of Jackson Revenue Sharing Agreement and Cooperative Boundary Plan ("Agreement") which adopted the structure of the Group for the duration of the Agreement; and

WHEREAS, in 2014 the Town, along with certain property owners in the Town identified as Jackson Town Residents Against Attachment, began litigation against the Village.

WHEREAS, the lawsuit, settled in 2018, resulted in a new court-ordered Mediated Cooperative Plan Agreement between the Village and Town which was approved by the State of Wisconsin; and

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

WHEREAS, the Southeastern Wisconsin Regional Planning Commission ("SEWRPC") has requested information relating to the continuation of the Group. Because the Village and Town have embarked upon new and separate comprehensive plans, nullifying the necessity of the Group;

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

Introduced by: President Schwab

Seconded by: Tr. Hippel

Vote: 5 Aye 0 Nay

Passed and Approved: Sept. 10, 2019

Michael E. Schwab
Michael E. Schwab – Village President

Attest: Jillene S. Dobratz
Jillene S. Dobratz – Village Clerk

Proof of Posting:

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

Jillene S. Dobratz
Village Official

September 11, 2019
Date

RESOLUTION #19-24

ADOPTING PUBLIC PARTICIPATION PROCEDURES FOR AMENDING THE COMPREHENSIVE PLAN FOR THE VILLAGE 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 Village of Jackson adopted a comprehensive plan under the authority of and procedures established by Section 66.1001 of the *Wisconsin Statutes* on November 5, 2009; and

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

WHEREAS, the Village Board of the Village 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 Village Board of the Village 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*.

Introduced by: President Schwab

Seconded by: Ta. Kneppke

Vote: 5 Aye 0 Nay

Passed and Approved: Sept. 10, 2019

Michael E. Schwab
Michael E. Schwab – Village President

Attest: Jilline S. Dobratz
Jilline S. Dobratz – Village Clerk

Proof of Posting:

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

Jilline S. Dobratz
Village Official

September 11, 2019
Date

EXHIBIT A

PUBLIC PARTICIPATION PROCEDURES FOR AMENDING THE COMPREHENSIVE PLAN: VILLAGE OF JACKSON

Introduction

On August 10, 2009, the Jackson Village Board adopted a Village comprehensive plan under Section 66.1001 of the *Wisconsin Statutes*, which is documented in a report titled "Village of Jackson and Town of Jackson Comprehensive Plan: 2035." The comprehensive plan was prepared in accordance with a public participation plan adopted by the Village Board on June 9, 2009 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 Village Board, designed to foster public participation in the amendment process. The balance of this document describes the process to be followed by the Village 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 Village 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 Village Hall.
- Electronic copies of materials describing a proposed plan amendment may be posted on the Village website. *(This is suggested for your consideration, but not a requirement.)*

2. *Optional Public Informational Meeting*

The Village 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 Village 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 Village will hold a public hearing on each proposed amendment to the comprehensive plan. The hearing may be held by the Plan Commission, Village Board, or jointly by the Plan Commission and Village 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 Village Plan Commission and Village Board will consider public testimony provided at the hearing and any written comments submitted to the Village 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 Village 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 Village may charge a fee to cover the cost of providing such notice. In accordance with Section 66.1001(4)(e), the Village Clerk will also provide notice to nonmetallic mining operators within the Village; to persons who have registered a marketable nonmetallic mineral deposit within the Village; or to persons who own or lease property on which nonmetallic minerals may be extracted, if such person has requested notification in writing. The Village 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 Village 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. *Village Board Action*

Following Plan Commission action, the Village 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, the Village Board approval will be in the form of an ordinance adopted by a majority of the full membership of the Village Board.

8. *Distribution of Plan Amendment*

If approved by the Village Board, printed or electronic copies of the amendment will be sent by the Village 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 Village 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 Village 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 Village will also notify parties-in-interest as required by the Village 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 Village Board on the plan amendment, followed by a motion to make a recommendation to the Village Board on the rezoning.

The Village 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 Village 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.

Resolution #19-27

A RESOLUTION TO APPROVE AN AMENDMENT TO THE VILLAGE OF JACKSON COMPREHENSIVE PLAN TO CREATE A YEAR 2050 VILLAGE OF JACKSON COMPREHENSIVE PLAN

WHEREAS, the Village of Jackson, Wisconsin, pursuant to Sections 60.10(2)(c), 62.23, 61.35, 60.22(3), and 66.1001(4)(b) of the Wisconsin Statutes, on August 10, 2009, adopted a comprehensive plan as referenced in Chapter 38 of the Village Code of Ordinances; and

WHEREAS, the Village of Jackson is hereby amending the Village comprehensive plan to create a year 2050 comprehensive plan for the Village, as set forth in Amendment No. One (1) to the Village comprehensive plan; and

WHEREAS, the Village Plan Commission finds that the Village of Jackson comprehensive plan, with the proposed amendment, addresses all of the required elements specified in Section 66.1001(2) of the Statutes and that the comprehensive plan, with the proposed amendment, is internally consistent; and

WHEREAS, the Village will duly notice and hold a public hearing before the Village Board on the proposed amendment, following the procedures in Section 66.1001(4)(d) of the Statutes and the public participation procedures for comprehensive plan amendments adopted by the Village Board through Resolution #19-24;

NOW, THEREFORE, BE IT RESOLVED, that pursuant to Section 66.1001(4)(b) of the Statutes, the Village of Jackson Plan Commission hereby adopts this Resolution approving Amendment No. One (1) to create a year 2050 comprehensive plan for the Village of Jackson as the 10-year update to the Village comprehensive plan.

BE IT FURTHER RESOLVED that the Plan Commission does hereby recommend that the Village Board enact an ordinance adopting Comprehensive Plan Amendment No. One (1).

Adopted by the Village of Jackson Plan Commission this 26th day of September 2019.

Introduced by: Pres. Schwab

Seconded by: Tr. Emmich

Vote: 5 Ayes 0 Nays

Passed and Approved: Sept. 26, 2019

Michael E. Schwab
Michael E. Schwab, Chairperson
Village of Jackson Plan Commission

Attest: Jilline S. Dobratz
Jilline S. Dobratz - Village Clerk

Proof of Posting:

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

Jilline S. Dobratz
Village Official

September 27, 2019
Date

ORDINANCE #19-04

AN ORDINANCE TO ADOPT AN AMENDMENT TO THE VILLAGE OF JACKSON COMPREHENSIVE PLAN TO CREATE A YEAR 2050 VILLAGE OF JACKSON COMPREHENSIVE PLAN

THE VILLAGE BOARD OF THE VILLAGE OF JACKSON, WASHINGTON COUNTY, WISCONSIN, does ordain as follows:

Section 1. Pursuant to Sections 60.10(2)(c), 62.23, 61.35, and 60.22(3) of the Wisconsin Statutes, the Village of Jackson is authorized to prepare, adopt, and amend a comprehensive plan as defined in Sections 66.1001(1)(a) and 66.1001(2) of the Statutes.

Section 2. The Village Board, by the enactment of an ordinance, formally adopted a comprehensive plan, entitled, "*Village of Jackson and Town of Jackson Comprehensive Plan: 2035*," on August 10, 2009 as Chapter 38 of the Village code of ordinances.

Section 3. The Village Plan Commission, by a majority vote of the entire Plan Commission at a meeting held on September 26, 2019, adopted a resolution approving the amendment and recommending adoption of Amendment No. One (1) by the Village Board to create a year 2050 comprehensive plan for the Village of Jackson as the 10-year update to the Village comprehensive plan required by Section 66.1001(2)(i) of the Wisconsin Statutes.

Section 4. The Village published a Class 1 public notice and held a public hearing on November 12, 2019 to obtain public comments regarding the comprehensive plan amendment.

Section 5. The Village Board hereby adopts this Ordinance adopting Amendment No. One (1) to create a year 2050 comprehensive plan for the Village of Jackson as the 10-year update to the Village of Jackson comprehensive plan.

Section 6. The Village Clerk is directed to send a copy of the plan to the parties listed in Section 66.1001(4)(b) of the Statutes.

Section 7. This Ordinance shall take effect upon passage by a majority vote of the full membership of the Village Board and publication or posting as required by law.

Adopted by the Village of Jackson Village Board this 12th day of November 2019.

Introduced by: Trustee

Seconded by: Trustee Emmrich

Vote: 7 aye 0 nay 0 absent

Passed and approved November 12, 2019

By: Michael E. Schwab
Michael E. Schwab, Village President

Attest:

Jilline S. Dobratz
Jilline S. Dobratz, Village Clerk

Proof of Posting:

I, the undersigned, certify that I posted copies of this Ordinance on bulletin boards at the Village Hall, Post Office and one other location in the Village.

Jilline S. Dobratz
Village Official

November 13, 2019
Date

RESOLUTION #20-02

A RESOLUTION REAFFIRMING PLAN COMMISSION APPROVAL OF AN AMENDMENT TO THE VILLAGE OF JACKSON COMPREHENSIVE PLAN TO CREATE A YEAR 2050 VILLAGE OF JACKSON COMPREHENSIVE PLAN

WHEREAS, the Village of Jackson, Wisconsin, pursuant to Sections 60.10(2)(c), 62.23, 61.35, 60.22(3), and 66.1001(4)(b) of the Wisconsin Statutes, adopted a comprehensive plan on August 10, 2009, as referenced in Chapter 38 of the Village Code of Ordinances; and

WHEREAS, pursuant to Section 66.1001(2)(i) of the Wisconsin Statutes, a comprehensive plan shall be updated no less than once every 10 years; and

WHEREAS, pursuant to Section 66.1001(4)(a) of the Wisconsin Statutes, future amendments to the comprehensive plan must also be carried out in accordance with public participation procedures adopted by the Village Board designed to foster public participation in the amendment process; and

WHEREAS, the Village Board adopted such participation procedures to amend the comprehensive plan by means of Resolution #19-24 on September 10, 2019; and

WHEREAS, Part 1(6) of the procedures states "Following the public hearing", the Plan Commission will make a recommendation to the Village 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; and

WHEREAS, the Village Plan Commission finds that the Village of Jackson comprehensive plan, with the proposed amendment, addresses all required elements specified in Section 66.1001(2) of the Statutes and that the comprehensive plan, with the proposed amendment, is internally consistent; and

WHEREAS, the Village Plan Commission, by a majority vote of the entire Plan Commission at its regular meeting held on September 26, 2019, adopted Resolution #19-27 approving the amendment, and recommended adoption of Amendment No. One (1) by the Village Board to create a year 2050 comprehensive plan for the Village of Jackson as the 10-year update to the Village comprehensive plan required by Section 66.1001(2)(i) of the Wisconsin Statutes; and

WHEREAS, the Village duly noticed and held a public hearing before the Village Board on the proposed amendment following the procedures in Section 66.1001(4)(d) of the Wisconsin Statutes, and the public participation procedures for the comprehensive plan amendments adopted by the Village Board pursuant to Resolution #19-24; and

WHEREAS, the Village Board of the Village of Jackson adopted Ordinance #19-04 on November 12, 2019 approving Amendment No. One (1) to create a year 2050

comprehensive plan for the Village of Jackson as the 10-year update to the Village of Jackson comprehensive plan;

NOW, THEREFORE, BE IT RESOLVED, that pursuant to Section 66.1001(4)(b) of the Statutes, the Village of Jackson Plan Commission hereby reaffirms Resolution #19-27 approving Amendment No. One (1) to create a year 2050 comprehensive plan for the Village of Jackson as the 10-year update to the Village comprehensive plan.

Adopted by the Village of Jackson Plan Commission this 27th day of February 2020.

Introduced by: Trustee Kruepke

Seconded by: Trustee Emmrich

Vote: 7 Ayes 0 Nays

Passed and Approved: February 27, 2020

Michael E. Schwab
Michael E. Schwab, Chairperson
Village of Jackson Plan Commission

Attest: Jill S. Dobratz
Jill S. Dobratz - Village Clerk

Proof of Posting:

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

Jill S. Dobratz
Village Official

February 28, 2020
Date

VILLAGE OF JACKSON COMPREHENSIVE PLAN: 2035*
***CONTENT SPECIFIC TO THE VILLAGE OF JACKSON**

PART 2

CHAPTER 1 – INTRODUCTION: ISSUES AND OPPORTUNITIES

NOTE: Exhibits in this chapter are carried forward from the Joint Village and Town of Jackson comprehensive plan and are not in consecutive order

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 AREA

The Village of Jackson is located near the center of Washington County at the intersection of STH 60 and USH 45 in the historic Kettle Moraine Area. Jackson's incorporated neighbors are: Germantown, (8 miles to the south); Slinger, (4 miles to the west); West Bend, (8 miles to the north), and Cedarburg, (10 miles to the east).

Direct access to the interchange of USH 45 and STH 60 makes Jackson an ideal location for manufacturers and distributors. As stated in the Town description, the location and access to USH 45 (the interchange is located on the western end of the Village and has enabled an easy commute to the Milwaukee area and offers a more rural setting for our residents.

Jackson residents enjoy the conveniences of a full service incorporated community, with curbside trash and recycling pickup, 24/7 police operations, water and sanitary sewer service, while still providing Village residents with a small town "feel."

COMMUNITY COMPREHENSIVE PLANNING PROCESS

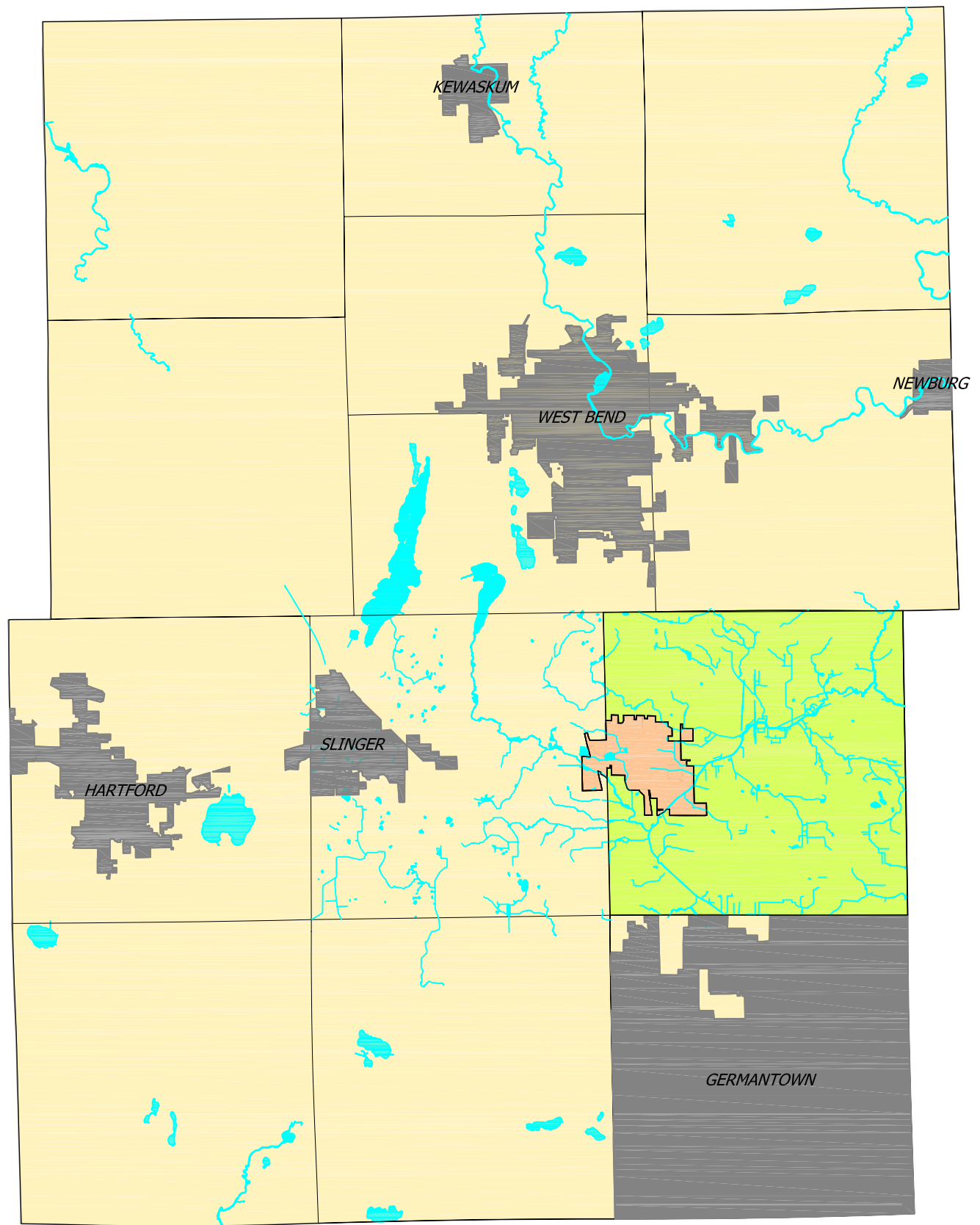
In the mid-1990s the Village and Town formed a joint extraterritorial zoning committee. This effort eventually led to the establishment of the Joint Village/Town Planning Group, which worked to create the *Village of Jackson/Town of Jackson Revenue Sharing Agreement and Cooperative Boundary Plan*, last 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."

Public Participation

The Village adopted its Public Participation Plan on June 9, 2009. Its plan uses many of the same tools as the Town's plan, and in some cases shares resources.

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

The Village of Jackson welcomes carefully managed growth while retaining its attractive appearance and "small town" feel. Businesses are concentrated in commercial nodes and office parks, which enables Main Street to maintain its residential character. Up-to-date technology



- EXISTING VILLAGE OF JACKSON LIMITS
- EXISTING TOWN OF JACKSON LIMITS

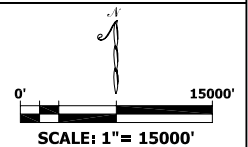
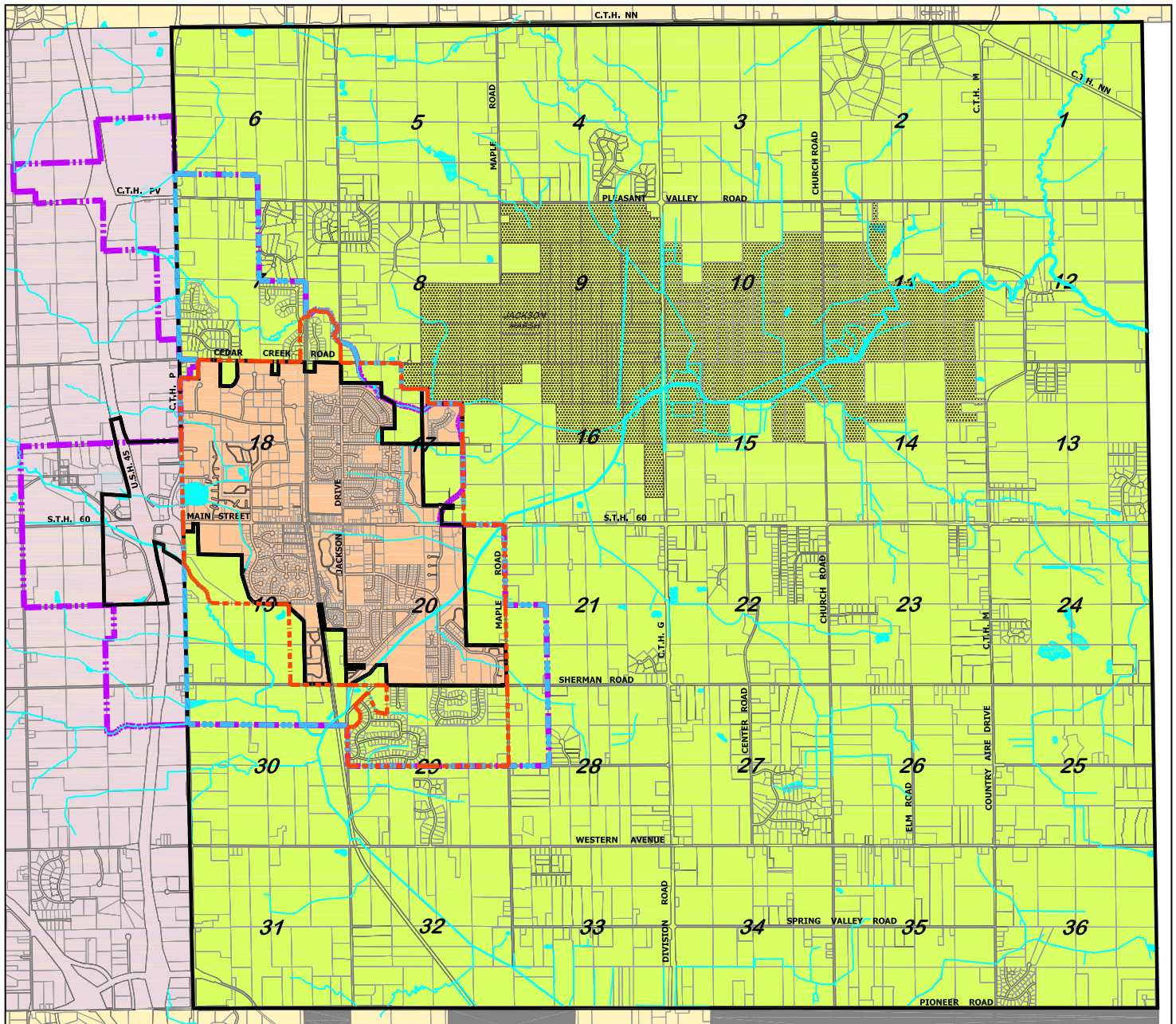


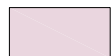
EXHIBIT 1.1 GENERAL LOCATION MAP OF VILLAGE AND TOWN OF JACKSON WITHIN WASHINGTON COUNTY



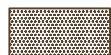
VILLAGE OF JACKSON



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

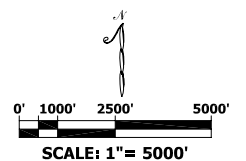
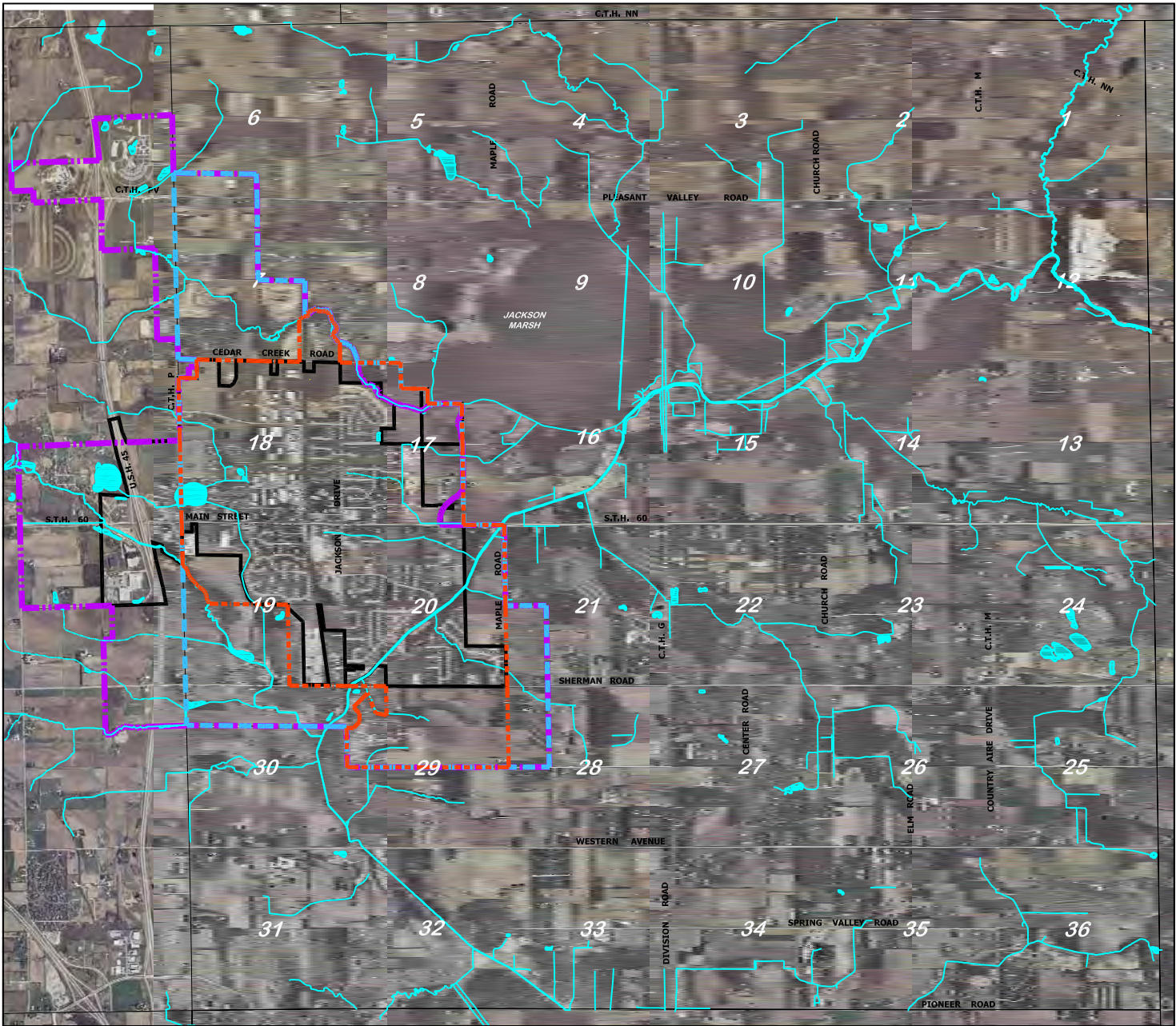


EXHIBIT 1.2

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**

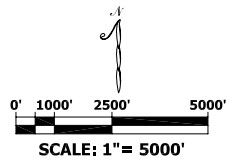


EXHIBIT 1.3

ORTHOPHOTO

infrastructure helps businesses be competitive and increases the efficiency of Village government. The Village recognizes the importance of a robust transportation system; at the same time the Village is pedestrian friendly and offers a variety of recreational opportunities for area residents. Cooperation with the Town of Jackson and other nearby communities promotes the sharing of services and sound land use policies.

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

BACKGROUND INFORMATION and SUMMARY OF EXISTING CONDITIONS

Population, Demographics, Education, Income, and Employment

The Village of Jackson's population rose dramatically after the opening of the USH 45/STH 60 interchange in 1988. The Village experienced rapid growth throughout the 1990s and the following decade. From the 1990 Village of Jackson Census of 2,486, the population increased to 4,938 with the 2000 Census. Subsequent annual population estimates by the Wisconsin Department of Administration (WisDOA) suggest the January 1, 2007 population of the Village to be 6,152, increasing at a rate of over 238% since 1980.

Exhibit 1.4 – Historical Population Levels						
Year	Town of Jackson	Town of Hartford	Town of Polk	Town of Trenton	Village of Jackson	Washington County
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
Increase 1990-2008	23.3%	23.1%	13.6%	22.4%	153.8%	36.9%

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

Gender

As shown in Exhibit 1.5, 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.

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

Exhibit 1.6 – Median Age of Residents		
Geographic Area	1990	2000
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. Because the Village’s overall population grew so substantially during this period, it is difficult to draw conclusions about increases or declines among age groups without additional data.

Exhibit 1.7 – Age Distribution								
Age Group	Town of Jackson				Village of Jackson			
	MALES		FEMALES		MALES		FEMALES	
	1990	2000	1990	2000	1990	2000	1990	2000
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 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%.

Exhibit 1.8 – Educational Attainment (residents 25 years and over)						
Attainment Level	1990			2000		
	Town of Jackson	Village of Jackson	Washington County	Town of Jackson	Village of Jackson	Washington County
Less than 9 th 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 shows household income levels for the Town of Jackson, three nearby towns, the Village of Jackson, and Washington County.

Exhibit 1.9 – Household Annual Income Levels, 1999						
Annual Income	Town of Jackson	Town of Hartford	Town of Polk	Town of Trenton	Village of Jackson	Washington County
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.

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.

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.

Exhibit 1.11 – Total Households in 2000 and Households Projected to 2035		
Year	Town of Jackson	Village of Jackson
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

NOTE: Exhibits in this chapter are carried forward from the Joint Village and Town of Jackson comprehensive plan and are not in consecutive order

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 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 Village began to grow in the late 1980s and has been experiencing a major growth spurt since the opening of U.S. 45 and the interchange at STH 60.

The housing in the Village is relatively new, as is the water and sanitary sewer mains serving the residents of the Village, with most of the housing in the Village (66.6%) being constructed after 1990.

With the growth, the Village has approved several single-family residential housing subdivisions having a range of affordability. Single-family detached housing has been the standard, but single-family detached condominiums, two-family condominiums, eight-family condominiums, and sixteen-family condominiums have been approved for development. In addition, various senior housing projects have been approved and implemented, ranging from independent living condominiums to assisted living apartments to CBRF's (Community Based Residential Facilities).

POPULATION CHARACTERISTICS

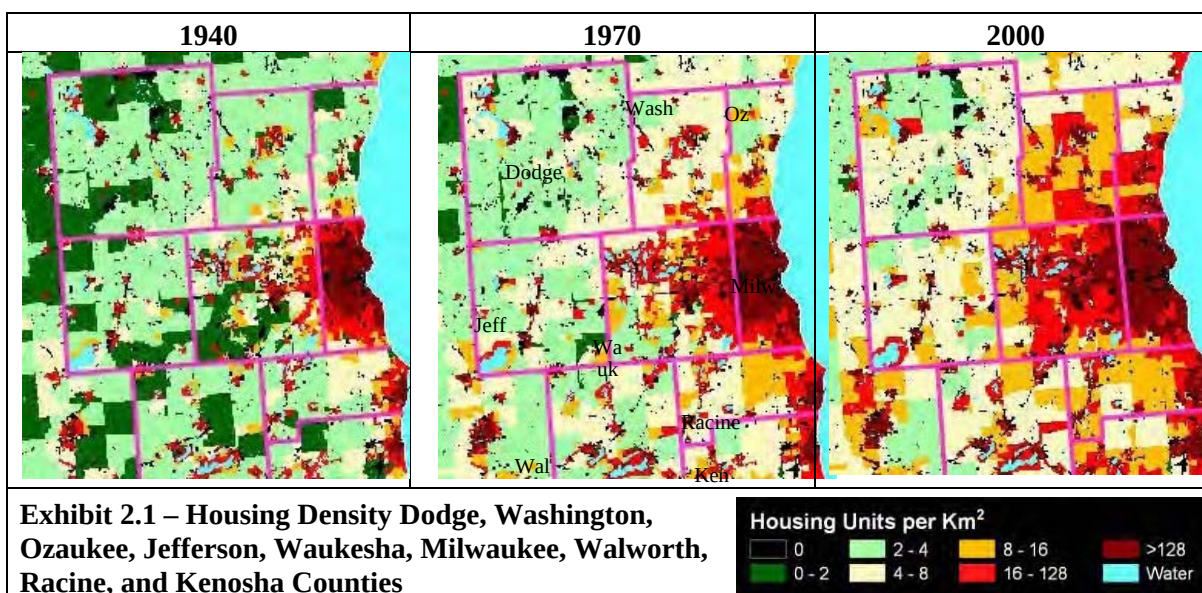
Historical Population Levels

The Village has grown dramatically during the same period,¹ in large part due to the expansion of 45 to four lanes and the opening of an interchange at STH 60.

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 Exhibit 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.



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

¹ The time period referenced is from 1970 to 2008 as shown in Exhibit 1.4.

Seasonal Population

The Village has no seasonal population of any significance. In any northern municipality, there are “snowbirds” that spend some of the winter in warmer climes, but the numbers are not significant.

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.

Housing Units, Occupancy, and Tenure

The Village of Jackson had 69.9% owner occupied units. All of the incorporated areas in Washington County in 2000 had lower owner occupancy rates except Germantown. In 2000, homes sold within weeks of their listing on the market. Housing was tight and the selection was narrow. Since 2000, more units in a variety of structures are being built, giving new home buyers and renters greater choice.

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.
Occupied	995	98.3%	1,201	97.6%	96.4%	953	97.2%	1,865	96.9%	95.7%
Owner	885	87.5%	1,094	91.1%	91.6%	621	63.3%	1,346	69.9%	76.0%
Renter	110	10.9%	107	8.9%	8.4%	332	33.8%	519	27.0%	24.0%
Vacant	17	1.7%	29	2.4%	3.6%	28	2.9%	60	3.1%	4.3%
All Units	1,012		1,230			981		1,925		

Source: U.S. Census Bureau

Housing Types - Units in Structure

Exhibit 2.3 – Total Units in Structure: 2000						
	Town of Jackson 2000		Towns of Hartford, Polk, Trenton 2000	Village of Jackson 2000		Washington County 2000
Structure	Units	Percent	Percent	Units	Percent	Percent
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%
Totals	1,279			2,721		

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

Exhibit 2.4 – Year Structure Built				
Year Structure Built	Number of Units Town of Jackson	Percentage of Town of Jackson Housing	Number of Units Village of Jackson	Percentage of Village of Jackson Housing
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%
TOTALS	1,511	100%	2,696	100%

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

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 2.6 shows the Condition-Desirability-Utility (CDU) rating assigned by the Village Assessor for various structures in the Village of Jackson. The Village had only 0.2% of its housing units rated “Poor, Very Poor, or Unusable,” which is commendable. The housing rated “Good,” however was only 3.6%, which was substantially lower than the 31% rating for Washington County as a whole. This was due to a much higher percentage in the Village being rated in the “Fair or Average” category.

Condition	Exhibit 2.6 – Housing Conditions by Type Village of Jackson						Total	
	Single-Family		Two-Family		Other*			
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Poor, Very Poor, or Unusable	3	0.3%	0	0%	0	0%	3	0.2%
Fair or Average	1,097	95.4%	79	89.8%	724	97.3%	1,900	95.9%
Good	46	4.0%	7	8.0%	20	2.7%	73	3.6%
Very Good or Excellent	3	0.3%	2	2.2%	0	0%	5	0.3%

Source: Grotta Appraisals, 2009. (*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).

Among cities and villages in Washington County, the Village of Jackson had the second highest median home value in 2000. This still held true in 2007 and can be partly attributed to the relative ages of the structures, the increased infrastructure development costs, increased building costs, and escalating land prices.

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).

Historic and Projected Household Size

Exhibit 2.8 – Historic and Projected Household Sizes				
Geographic Area	1990	2000	2010	2035
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 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.

Exhibit 2.9 – Total Housing Permits Issued				
Year	New Construction		Remodeling or Addition	
	Town	Village	Town	Village
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)

Projected Housing Units

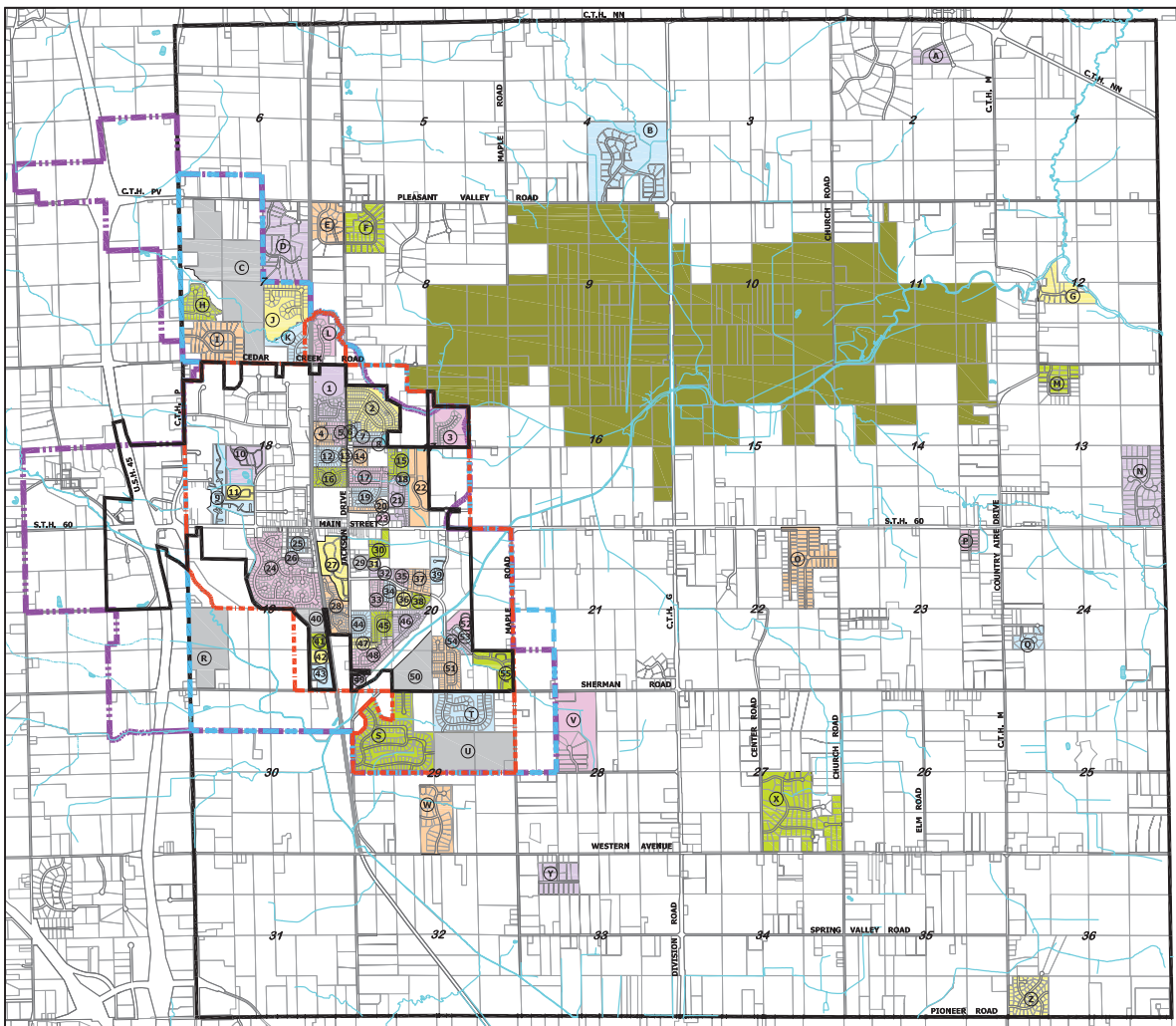
Housing unit forecasts for a particular community are subject to a large variety of factors, including highway expansions, plant relocations, economic conditions, and the attractiveness of surrounding communities, over which the Village and Town of Jackson have little or no control.

According to WisDOA, the projected number of households for the Village of Jackson by the year 2035 is 4,152. As of the end of 2006, according to the U.S. Census and Village of Jackson building permit data, there were 2,696 total housing units in the Village. This means that between 2007 and 2035 the Village will require approximately 1,456 new housing units. Since there were approximately 285 vacant housing lots available as of early 2009, the number of additional lots needed would be about 45 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.



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 |

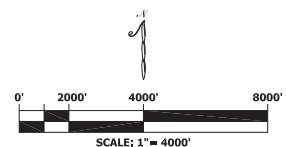


EXHIBIT 2.10

LOCATIONS OF SUBDIVISIONS

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

7/1/2009

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. This includes the Jackson Bay Apartments in the Village.
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.

Housing for People with Disabilities

Facilities in Washington County 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.

In addition, the Village has permitted the construction of a CBRF (Community Based Residential Facility) - the Legacy.

ANALYSIS AND DEVELOPMENT OF COMMUNITY POLICIES AND PROGRAMS

Village/Town Agreement

The Joint Village of Jackson/Town of Jackson Smart Growth Comprehensive Plan is based on the work begun between the Village and the Town of Jackson which resulted in the adoption and amendment of the *Revenue Sharing Agreement and Cooperative Boundary Plan*.² This agreement and boundary plan sets forth a number of basic planning areas the Village and the Town have agreed to and which address many of the Smart Growth Planning Elements, including the Housing Element as follows.

The Village of Jackson, through its adoption of the *Revenue Sharing Agreement and Cooperative Boundary Plan* has set its borders, per the adoption of the 2015 Boundary, as a part of that Agreement and has placed limits on its future corporate boundary relative to the Town of Jackson until after January 1, 2015, thus limiting development within the corporate boundary to filling in those areas of the Village that can support more housing.

The Village has determined through its visioning and planning process that the Village's residential growth over the next decades will occur both west of Maple Road and in parts south

² *The Town of Jackson and the Village of Jackson adopted the Revenue Sharing Agreement and Cooperative Boundary Plan in 1999 and amended it in 2005 and 2008.*

across Sherman Road. As per the *Revenue Sharing Agreement and Cooperative Boundary Plan*, the Village has agreed to permit water and sanitary sewer facilities to permitted development at densities of one unit per gross acre with the understanding that, if the Village chooses, they would be annexed after January 1, 2015, or January 1, 2030 per the Developers Agreement and the adopted *Revenue Sharing Agreement and Cooperative Boundary Plan*.

The Village has determined its future corporate limits using the establishment of a 2015 and 2030 Boundary and the extension of the water and sanitary sewer services to serve Town properties upon amendment of the sanitary service district with the cooperation of the Southeastern Wisconsin Regional Planning Commission.

To receive water and sanitary sewer services, the developer must develop acceptable Developers Agreements with the Town for the design and development of the subdivision infrastructure with the Village for water and sanitary sewer, including the requirements for annexation at the Village's choosing after January 1, 2015 or 2030, as applicable.

Thus, through the *Revenue Sharing Agreement and Cooperative Boundary Plan*, the approvals of the sanitary service area by the Southeastern Wisconsin Regional Planning Commission, the Town subdivision approval process, and the Village's water and sanitary sewer service extension requirements, the residential expansion planning for the Village is in place.

Affordable Housing

Efforts in the Village have been made with developers to integrate a percentage of their single-family housing development with housing that is more affordable but does not draw attention to itself. It is not a requirement, but was a handshake agreement by the developer to create such housing options.

Property Maintenance Code

The Village of Jackson has a Property Maintenance Code that is unique to Washington County. An interior and exterior inspection for life/safety issues is required prior to closing the sale on any residential or commercial property in the Village. This effort keeps the housing stock up to code and maintains housing values, thus minimizing the deterioration of the housing stock.

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. 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 Village and Town of Jackson are 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 Village has a seat on the Board. 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

NOTE: Exhibits in this chapter are carried forward from the Joint Village and Town of Jackson comprehensive plan and are not in consecutive order

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

Approximately 2.25 miles of STH 60 runs east-west through the Village of Jackson; 1.0 miles of USH 45, a limited access four-lane freeway runs north-south; and 1.0 miles of CTH P runs north-south through the Village.

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

Within the Village of Jackson are approximately 25.7 miles of local streets. Private streets have also been approved for otherwise local streets per PUD (Planned Unit Development) agreements. The Village contracts for and maintains all of the streets within its jurisdiction except for the designated arterials (US 45, STH 60, and CTH P).

The Village of Jackson, because of its rapid growth and relative age of its infrastructure has completed street and utility improvements in the oldest sections of the Village:

- Parkside Subdivision
- The original Village plat (located south of Main Street and west of Center Street to Western Avenue (including both sides of South Center Street from Reynolds Street south.
- Georgetown Drive.

This will allow a less costly timetable for required maintenance without major street reconstruction.

There are a number of streets and roads that cross jurisdictional boundaries between the Village and the Town. For the most part, the Village has either entered into or will enter into appropriate agreements as set forth under §66.0301 Wis. Stats. for the maintenance and reconstruction of such roads and streets, which will not be a part of this plan.

Park and Ride

A Park and Ride Lot is located in the Village at the intersection of STH 60 (Main Street) and CTH P. With the rapid growth of the Village the lot has been shown to be too small and does not meet the demand for paved parking spaces.

Washington County has been assisting in the location and planning for a new Park and Ride facility and has received a Congestion Mitigation Air Quality (CMAQ) grant for the construction of an expanded lot west of CTH P on the south side of Apple Lane that will accommodate over 200 vehicles and allow the efficient circulation of commuter busses (Washington County Express) within the lot. In the future, the lot could also serve as a location for parking for commuter rail users, with a shuttle pickup.

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

The CN Railway runs through the Village of Jackson and delivers rail service from two rail spurs to the Jackson Northwest Business Park. These rail spurs were constructed through matching private funds and Wisconsin Department of Transportation (WisDOT) TEA Grants. The Southeastern Wisconsin Regional Planning Commission has designated the CN track system for commuter rail with Jackson as a terminus due to the removal of tracks in West Bend, which developed a "Rails to Trails" project. A future commuter rail station has been planned for on a parcel south of the Village Hall on the east side of the CN Railroad tracks.

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 Village and 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.

Local

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

A number of Village businesses use the West Bend Airport for charter services for both passenger and “just in time” delivery of manufactured products from Jackson area businesses. The Village has passed a resolution supporting the City of West Bend’s effort in its plans to expand the airport facility.

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

Trucking

The Village of Jackson has taken advantage of the interchange on USH 45, a limited access freeway, with STH 60 (Main Street). The interchange with its links to USH 41, also a limited access freeway less than four miles west, makes the Village an ideal location for businesses that depend on efficient trucking distribution for their success. SYSCO Foods of Eastern Wisconsin chose to locate in Jackson for this very reason. SYSCO serves eastern Wisconsin from Milwaukee to Green Bay and to Michigan’s Upper Peninsula from its Jackson location.

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 through the *Village and Town of Jackson Joint Park and Open Space Plan* 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.

Constructed pathways are located as follows:

- East side of Jackson Drive to Sherman Road
- East side of Glen Brooke Drive from Glencoe to Sherman Road
- North side of Main Street from Industrial Drive to WDNR-owned fishing pier area.

Planned pathways are as follows:

- Extend the main Street multi-use pathway north to Rosewood Lane
- Construct a new multi-use pathway along Eagle Drive from Hickory Lane to Main Street
- Construct a multi-use pathway along Main Street from Ridgeway to Eagle Drive
- Construct a multi-use pathway on the north side of Cedar Creek Road to Jackson Drive and south to Creekside on the west side of Jackson Drive
- Improve a planned multi-use pathway along Cedar Creek that would eventually extend to Jackson Marsh
- An additional multi-use pathway is under consideration for extending the pathway along Main Street, west to Tillie Lake Drive
- Construct a railroad overpass for pedestrian use from Glencoe to the Cranberry Creek Development.

Pedestrian

The adopted policies of the Village make safe pedestrian travel accessible to all parts of the Village. Policies include a requirement for sidewalks on all public streets within the Village, except for all streets in the Business/Industrial Parks and except for the multi-use pathway along Main Street from Industrial Drive to the fishing pier. This replaced the need for a five-foot sidewalk on both sides of the highway with the eight-foot wide multi-use pathway and serves the residents along the highway. Five-foot sidewalks are required separated by a terrace unless they are replaced by a multi-use pathway in a similar situation.

Official Map

The Village of Jackson has adopted an Official Map to guide development in the Village and its surrounding extraterritorial jurisdiction and responsibility. (See Exhibit 8.4). The Official Map establishes the required rights-of-way for all of the street types unless modified through Planned Unit Development (PUD) approvals.

The adopted Official Map will require updating due to the growth of the Village and the recognition of how several streets will have to be addressed for classification.

- CTH P within the Village
- Stonewall Drive
- Highland Road (part)
- Ridgeway Drive (extended)
- Glen Brooke Drive
- Glencoe Drive

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

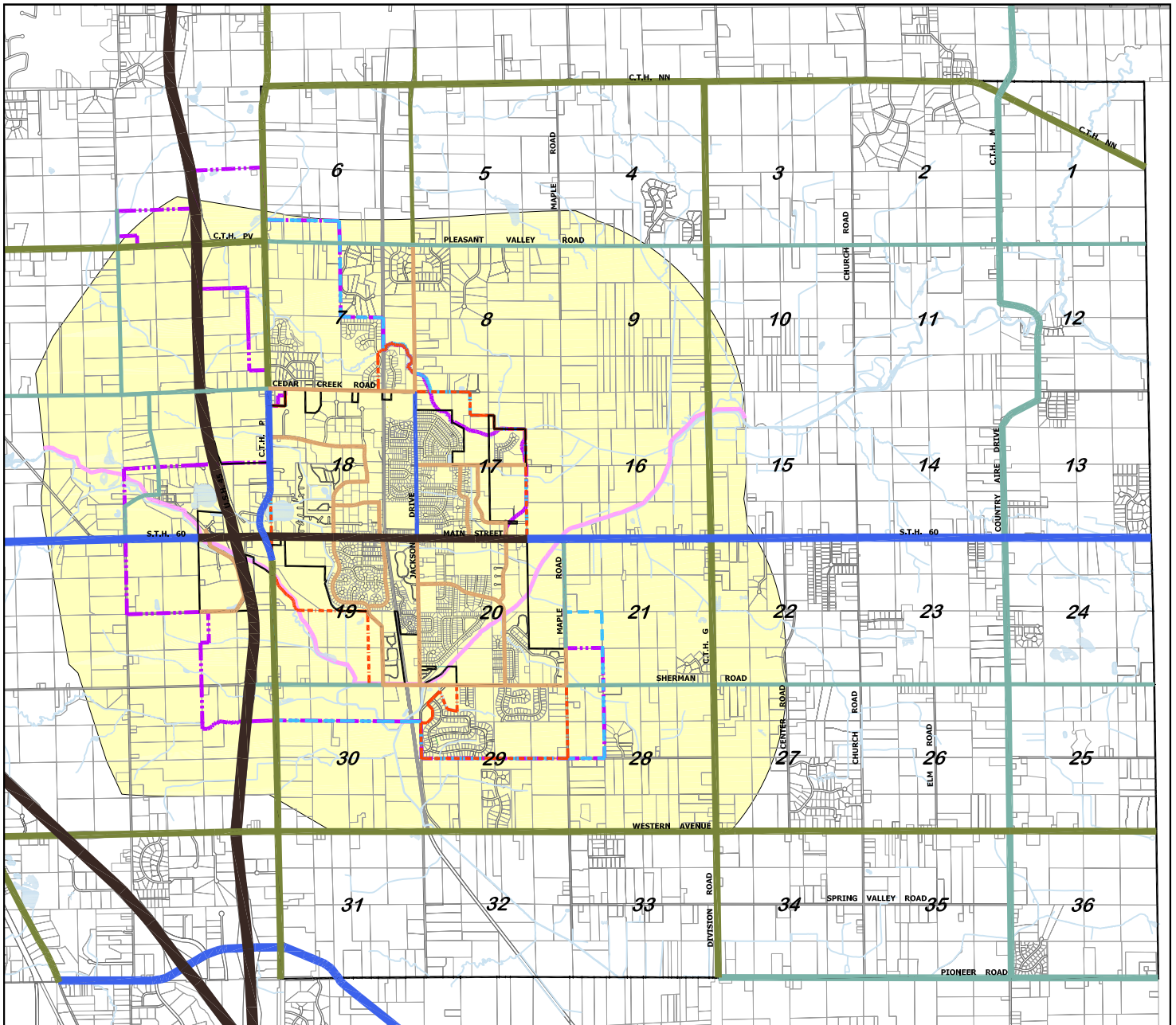
Roads classified as collectors primarily provide general area-to-area routes for low to moderate volumes of local traffic at moderate speeds. Collector roads take traffic from the local roads (and the land-based activities adjacent to the local roads) and provide relatively efficient routes to farm markets, 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



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

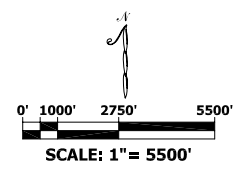


EXHIBIT 3.2

FUNCTIONAL ROAD CLASSIFICATIONS

Wisconsin Department of Transportation (WisDOT) provides counts for a community once every three years.

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.

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.

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 85th 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 85th 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.

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.

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 or Village 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.*

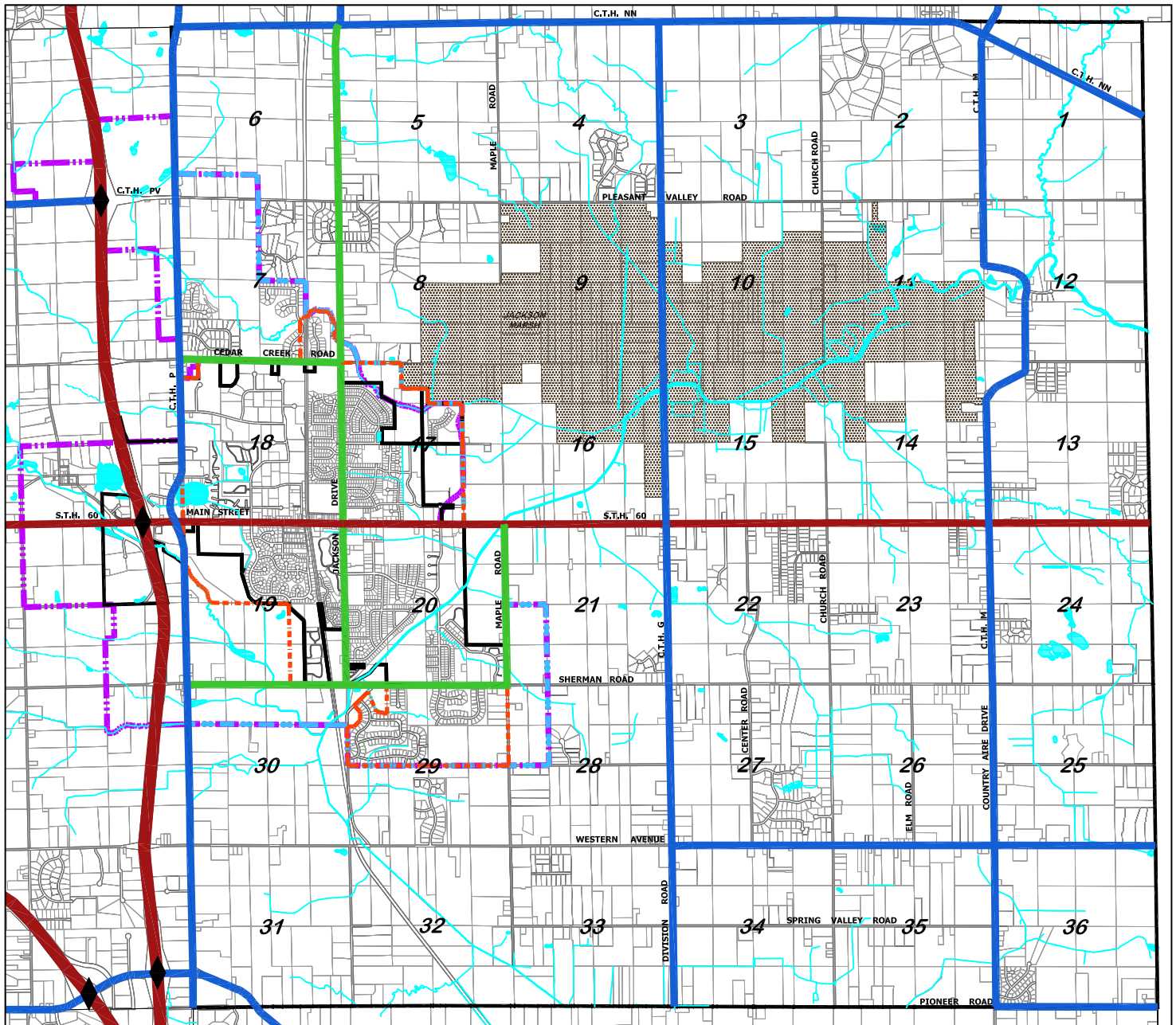
**Per emails from Frank Huntington, Bureau of Rails and Harbors, June 2008.*

INTEGRATION OF VILLAGE PLAN WITH OTHER TRANSPORTATION PLANS

The Village of Jackson is implementing many of the plans created by SEWRPC that affect the Village.

All of the Village transportation planning use the following adopted planning documents:

- *Washington County Highway Improvement Plan*
- *Southeastern Wisconsin Planning Report #49 "A Regional Transportation System Plan for Southeastern Wisconsin: 2035"*
- *Connections 2030: Wisconsin's Long-Range Transportation Plan*



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

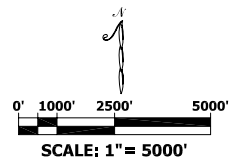
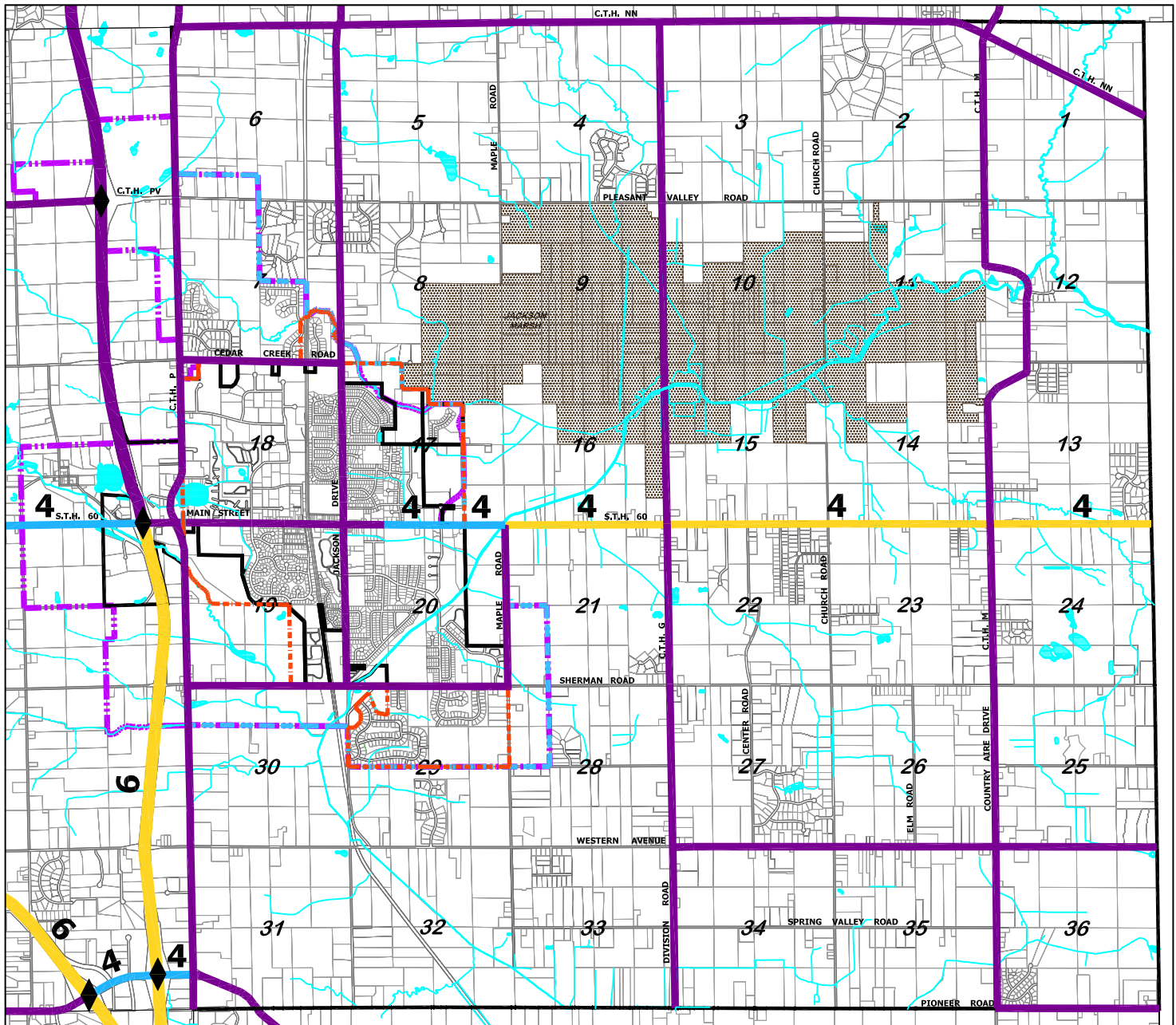


EXHIBIT 3.6 RECOMMENDED YEAR 2035 WASHINGTON COUNTY JURISDICTIONAL HIGHWAY SYSTEM PLAN

11/03/2008

SOURCE: SEWRPC



- RESURFACING OR RECONSTRUCTION TO PROVIDE ESSENTIALLY THE SAME CAPACITY
- WIDENING AND/OR OTHER IMPROVEMENT TO PROVIDE SIGNIFICANT ADDITIONAL CAPACITY
- RESERVE RIGHT-OF-WAY TO ACCOMMODATE FUTURE IMPROVEMENT(ADDITIONAL LANES OR NEW FACILITY)
- ◆ INTERCHANGE
- 4** NUMBER OF LANES
- - - - - VILLAGE OF JACKSON SANITARY SEWER SERVICE AREA
- - - - - 2015 - MAXIMUM VILLAGE LIMITS WITHIN JACKSON TOWNSHIP
- - - - - 2030 - MAXIMUM VILLAGE LIMITS WITHIN JACKSON TOWNSHIP
- VILLAGE OF JACKSON

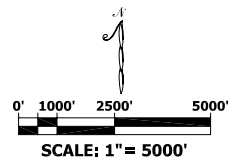


EXHIBIT 3.7
CAPACITY IMPROVEMENTS RECOMMENDED IN THE YEAR 2035
WASHINGTON COUNTY JURISDICTIONAL HIGHWAY SYSTEM PLAN

WisDOT planning for STH 60 includes a widening of the highway to four lanes and the creation of roundabouts at Tillie Lake Road and at the exit/access points for STH 60 to/from USH 45. Currently, the timetable is for the implementation of these plans beginning in 2011. The amount of money provided by the Wisconsin gasoline tax is highly dependent on the cost of gasoline at the pump and whether the price will curb some automobile use, which would affect the accrual of funds for transportation projects.

Washington County is planning to construct a roundabout at the intersection of CTH P and CTH PV southeast of the Washington County Fair Park. In addition, plans to improve CTH P also include intersectional improvements at Sherman Road and on CTH P access points to the Aurora medical facility, which will be constructed in 2009, and to further industrial/tech park developments in the Jackson Northwest Business Park on the east side of CTH P, north of Rosewood Lane.

The planned construction and the location noted with assistance from a CMAQ Grant have previously been documented in this Chapter.

Village of Jackson planning includes the extension of Spruce Street from Hemlock to Eagle Drive and the Ridgeway connection from Main Street (STH 60) to a future extension of Spruce Street. Rosewood Lane has been engineered for improvements and is on a 2009 timetable. South Center Street is in the process of being engineered and will be scheduled for improvement in 2009. This improvement will set the stage for improving the center of the Village and may require a traffic signal to help address the following situation.

A critical situation the Village has been experiencing, which has been growing in conjunction with the population growth, is an unsafe traffic situation during what would be considered the “rush hour.” The existing “on demand” signals, rather than timed signals at Main Street and Industrial/Glen Brooke Drive and at the Jackson/Main Street intersections, create a situation that makes it very difficult for people to get in and out of the driveways to access Main Street in either direction due to the continuous flow of traffic. Signal timing will be requested, but due to the distance between the existing signal locations, a signal may be required at the Center Street/Main Street intersection, which is also an offset intersection.

Speed limits have also been discussed at the west end of the Village along STH 60 to Industrial Drive and on CTH P between STH 60 and the access point to the Aurora medical facility and the southerly access to the Jackson Northwest Business Park. Both will reduce the type of improvements that will be required to address a growing community with an expanding business and industrial base.

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
 - o TDM Grant Program
 - o Wisconsin Employment Transportation Assistance Program (WETAP)
- Transportation Economic Assistance (TEA Grant) Program
- Federal Highway Administration Programs
 - o 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

NOTE: Exhibits in this chapter are carried forward from the Joint Village and Town of Jackson comprehensive plan and are not in consecutive order

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 village and rural town is a continual challenge.

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.

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.

Both the Village and Town remain 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 Village and Town of Jackson are 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.

Industrial use needs are being adequately met in the Village of Jackson, which also requires the burying of all electric and telephone lines serving new business, industry, and residential developments.

Natural Gas

Businesses, industries, and residents of the Village 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.

Water Supply

The Jackson Water Utility provides water service to the residences and businesses in the Village of Jackson, some subdivisions in the Town of Jackson in accordance with the 1999 *Revenue Sharing Agreement and Cooperative Boundary Plan*, the Washington County Fair Park, and St. Joseph's Community Hospital in the Town of Polk.

The Jackson Water Utility Analysis was completed by Bonestroo, Rosene, Anderlik & Associates in 2005. The Village's water system consists of two pressure districts: one for the Village's incorporated area and most of the surrounding subdivisions, and another for the Washington County Fair Park, St. Joseph's Community Hospital, and the northernmost part of the Valleywood Subdivision (which has yet to be built out).

Water is supplied from five groundwater wells, with a sixth well that once belonged to Northland Cranberry and was subsequently donated to the Jackson Water Utility to be added to the system in the future. The Water Utility has two above-ground storage tanks (500,000 gallons and 200,000 gallons). In 2004, the 200,000 gallon tank was raised to the same elevation as the 500,000 gallon tank to avoid a third pressure district. A booster station and a hydro-pneumatic pressure tank system are located at the Washington County Fair Park. The distribution system consists of approximately 34 miles of transmission and distribution water mains ranging in size from four inches to 16 inches.

Users range from the hospital and three major industrial users to numerous smaller commercial, industrial, and residential users. Approximately 48% of the water sold in the Village is attributed to residential customers.

Recommended capital improvements in the 2005 Analysis were as follows:

- Improvements to the S. Center Street relay project (Main Street to Reynolds Street).
- Parkside Subdivision/Jackson Drive. (Project has been completed.)
- Green Valley Phase I (Scheduled for 2008)
- Water Main extension from Glen Brooke Drive to Well #4 along Sherman Road.
- Water main extensions within Tax Incremental Financing District #4.
- Water main bore and extension under the Canadian National tracks to the Laurel Springs Subdivision.
- Water main under the Canadian National tracks from the Twin Bridges Subdivision to the Cranberry Creek Subdivision (completed)
- Water main looping from west of County "P" to Rosewood Lane. (scheduled for 2008)
- Dallmann Village Phase II water main along Sherman Road.
- Supply improvements – Well #6.
- Future high pressure water storage tower.
- Future low pressure water storage tower.

Sanitary Sewer Service

The Village's sanitary sewer waste is processed by a wastewater treatment plant (WWTP) for the Jackson Sewer Utility and is located at the southeastern corner of the Village. It treats waste that is Village generated and from contracted waste haulers. The treated wastewater is discharges to

Cedar Creek, a tributary of the Milwaukee River. Waste sludge, or biosolids, produced at the WWTP are recycled as fertilizer to agricultural land.

The original WWTP, constructed in 1978, consisted of preliminary treatment, primary clarification, secondary treatment by rotating biological contactors (RBCs), chemical phosphorous removal using aluminum sulfate (alum), effluent filtration by traveling bridge sand filters, and disinfection by chlorination. Primary and secondary sludge was gravity thickened, stabilized through anaerobic digestion and dried on drying beds. The facility has been upgraded several times since beginning operation and now consists of the following steps:

- Preliminary Treatment, consisting of fine screening and vortex grit removal.
- Advanced Secondary Treatment through nitrifying activated sludge, configured to also achieve biological phosphorous and nitrogen removal. The activated sludge facilities include two continuous flow, complete mix aeration basins, two secondary clarifiers, and appurtenant facilities. The plant has two additional, older secondary clarifiers which are not normally operated, but can be put in service for peak flows or for future flow/loading increases. These standby clarifiers, which are smaller and shallower than the in-service clarifiers, previously served the RBC plant which has been decommissioned.
- Tertiary treatment including chemical phosphorous removal using alum and effluent filtration using traveling bridge sand filters.
- Disinfection through chlorination/dechlorination.
- Gravity thickening of waste activated sludge (WAS).
- Anaerobic digestion of the thickened WAS.
- Biosolids storage of digested sludge prior to application as a liquid to agricultural land.

The WWTP provides service to the Village of Jackson, some adjacent subdivisions in the Town of Jackson, the Washington County Fair Park, and St. Joseph's Community Hospital. It has a nominal average day design capacity of 1.25 million gallons per day (mgd), with current average day flows typically falling in the range of 0.8 to 1.1 mgd.

Donohue & Associates completed a master plan for the future needs of the Jackson WWTP in July of 2007. Projected improvements include a new secondary clarifier in a 2008/2010 timeframe; increasing the raw wastewater pumping capacity (2011); sludge digestion improvements (2011); adding a third aeration basin and another secondary clarifier (2014); disinfection facility improvements (2016); and influent screening and a grit removal upgrade (2019).

Capacity has been calculated that would allow the extension of service to parts of the Village of Richfield. This possible extension of service and any necessary upgrades to the plant would be at Richfield's expense. If an additional interceptor sewer is needed, that too would be at Richfield's expense.

Stormwater Management System

The Village of Jackson follows the regulations and guidelines as set forth by the Wisconsin Department of Natural Resources (WDNR) and acknowledges the Storm Water Management Requirements for Washington County’s unincorporated communities.

To avoid duplication of facilities and better manage stormwater, which does not conform to municipal boundaries, it might be in the mutual interest of the Village and Town of Jackson to explore the formation of a “regional” stormwater district (see 9.03(3) of Title IX, Appendix 9A¹).

Solid Waste and Recycling Facilities

The Village contracts with Veolia for weekly curbside pickup for solid waste and biweekly pickup for recycling. A transfer station on River Road north of STH 33 in West Bend is available to residents needing to dispose of large items. Veolia uses their landfill near Mayville for trash disposal. The Village has, over the years, through various contractors, provided curbside pickup service since 1999.

To qualify for the WDNR Recycling Grant without being required to resort to volume-based trash collection fees, the Village has had to demonstrate a ratio greater than one fourth of the total trash tonnage landfilled to the total tonnage of recycled materials. The Village has consistently demonstrated to have recycled more than the required 25% of recycled material to solid waste, thus avoiding the requirement to go to a volume-based trash collection system.

Commercial, industrial, and most multi-family structure developments contract individually for solid waste pickup service. Some contractors use the Orchard Ridge landfill site in Menomonee Falls.

Telecommunications Service

Telephone

The land line systems in the Village are in a well maintained condition due to the Village’s rapid growth and new construction. AT&T intends to roll out a new bundled service that is fiber optic based. Their fiber optic installations will not permit other land line providers, as has been required with copper based service.

Village residents and businesses enjoy excellent cellular telephone service with antennas on the white water tower and via cellular towers located along USH 45 in the Town of Polk.

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

¹ Appendix 9A, which was numbered to reflect its association with Chapter 9, is the only appendix to the Village of Jackson 2035 comprehensive plan.

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

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.

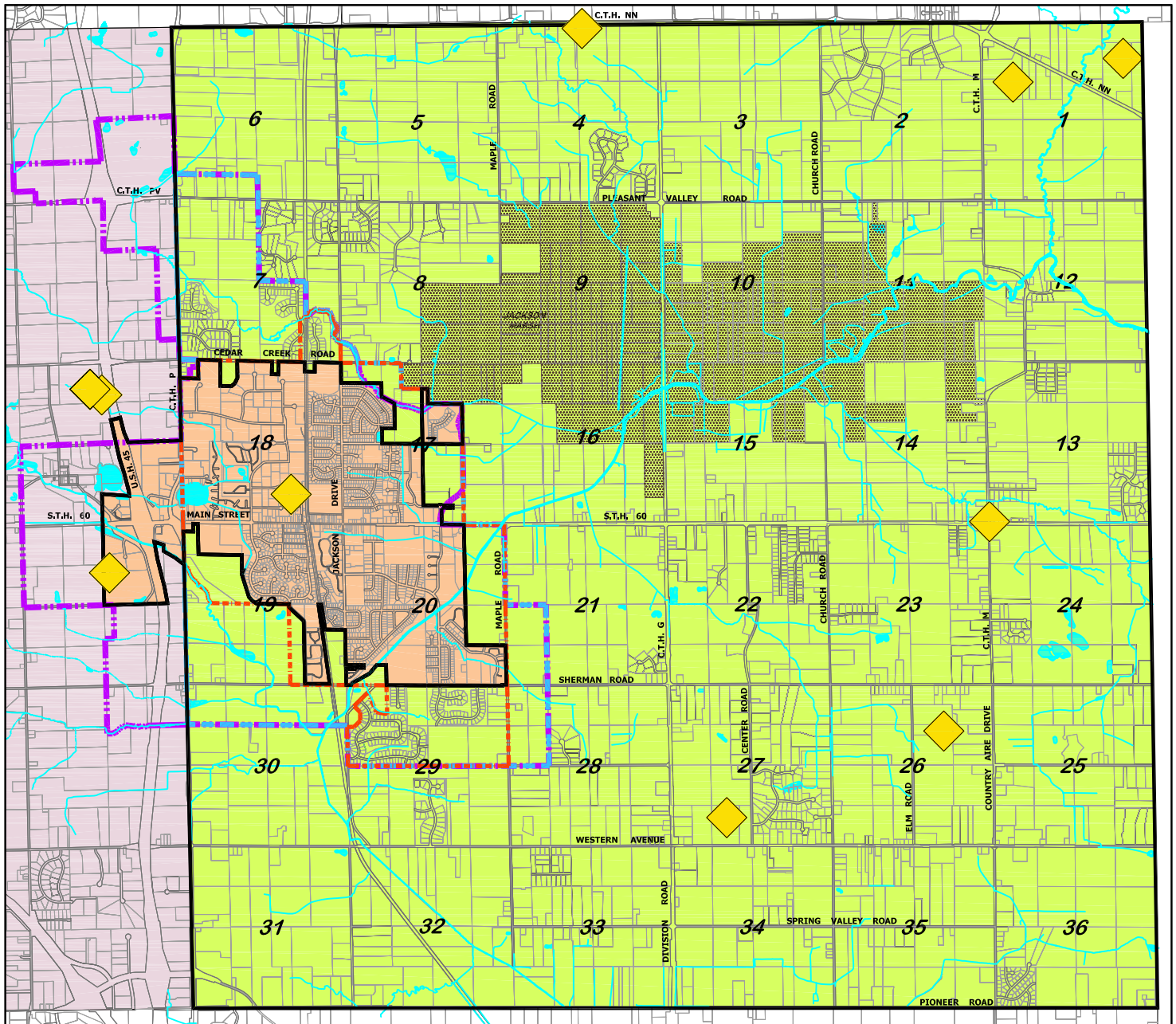
It is also possible to construct fixed wireless networks from standard equipment of the WiFi or WiMAX variety, the latter of which is eventually scheduled to transmit as far as 45 miles from an antenna base station. So far such networks have been limited to the small coverage areas of WiFi equipment, 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.

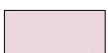
In November of 2004, the Village of Jackson created the Jackson Telecommunications Utility and applied for and received a competitive local exchange carrier (CLEC) designation from the state. A firm was hired to perform a WIFI analysis and that was followed by a feasibility study for the provision of WIFI on a Village-wide basis in the summer of 2005. After running into several roadblocks from some legislators, We Energies' policies, some bandwidth issues, and a redeployment of the radios, the system was finally put in place in 2008.

In addition to offering WIFI as a quality of life service by the Village Board, point-to-point wireless is offered to business and industry because of the bandwidth that can be supplied and to some remotely located residences in the Village and in the Town of Jackson with "line of sight" views to either of the Village's water towers.

In the summer of 2007, the Jackson Telecom Utility negotiated bandwidth from Time-Warner Cable in Germantown for a fiber optic installation that will be paid for by the Tax Incremental Financing Districts whose project plans were amended to accommodate the expenditure in November 2005. The fiber optic installation will enable the Village to market itself to technology based firms requiring the highest bandwidth capability. It will also enable a high priority in the Village's visioning process to retain and expand the industrial base of the Village. The fiber optic bandwidth, together with Voice over Internet Protocol (VoIP), will enable any firm to do business with and communicate by voice to any place in the world. It puts the Village in a unique position, particularly as a small rural community, to attract a technology based industrial center.

The installation of the fiber optic cables will also enable the Jackson Telecom Utility to lease bandwidth to video providers and other telephonic service providers. Due to the location of the fiber optic cable, service to one of the Germantown industrial parks is also possible.



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

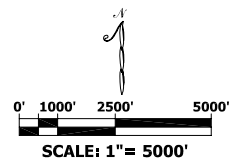


EXHIBIT 4.3
WIRELESS TELECOMMUNICATION FACILITIES WITHIN AND
ADJACENT TO THE VILLAGE AND TOWN OF JACKSON

Television

The Village has a franchise agreement with Charter Communications for cable television services. In addition to video, cable Internet and a telephonic package has been offered. When fiber optic capability is offered to a sufficient number of residential areas, other video providers will be solicited to see if they have an interest in providing video over the FTTH (fiber to the home) network.

Village Hall

The Jackson Village Hall is located on Main Street/STH 60. Originally constructed in 1931, the Village Hall also housed the Jackson Fire Department until 1974 when it moved to its current location on Jackson Drive. In 2001, a new annex was constructed on Main Street that adjoins the original Village Hall. The original building now houses the Jackson Police Department and the Village Engineering offices, while the annex provides the offices for Village Administration, the 50- seat meeting room for the Village Board, committees, commissions, and the election poll for Village residents. There are about 35 off-road parking spaces. This facility is generally adequate for the needs of the Village; no expansion is currently planned. The original building is not as energy efficient as it could be nor is it in full compliance with the Americans with Disabilities Act, and several repairs typical of older structures are needed.

Postal Services

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

There are no cemeteries located in the Village of Jackson.

Law Enforcement

The Village of Jackson provides “round-the- clock” police services to its businesses and residents. In 1989, the Village hired its first full- time police chief and employed part-time officers to address the demand of a growing population. In 1992, the first full-time officers were hired in addition to the police chief. The department has grown to include a chief, lieutenant, detective, and eight patrol officers. The police department is unique among area agencies in that it offers federal-level motor carrier enforcement and a police K9 unit.

The department’s seven squad cars are equipped with mobile data terminals with the capability of querying state Department of Justice and Department of Transportation files directly.

The Village of Jackson has passed mutual aid agreements with surrounding police departments and the Washington County Sheriff’s Department.

Planning to construct a new police/fire headquarters is underway at the fire station site on South Jackson Drive.

The Village and Town are 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

The Jackson Fire Department was created in 1892 and acted independently until 1992 when the Village of Jackson assumed responsibility for control of the finances and hired the first full-time employee of the department. In 1995, the Village hired its first full-time fire chief. In 1996, the Village, through attrition, hired a Director of Public Safety, who was the chief of both Police and Fire Departments. In 2000, the department administrations were separated, and a full-time fire chief was hired once again. The department currently has three full-time employees, including a chief, a fire marshal, and a full-time firefighter/EMT, all of whom are also assigned rescue squad responsibilities. The department consists of 41 paid on-call firefighters with rescue squad training, which includes 18 IV Techs.

Exhibit 4.5 is a list of the operational equipment in addition to the two rescue squads of the Jackson Fire Department.

Exhibit 4.5 – Fire and Rescue Vehicles, Jackson Fire Department	
Year Purchased	Vehicle
2008	Rescue / Pumper
2008	Utility Truck
2005	Pumper
2004	Grass Fire Truck
2002	Administrative Vehicle (Chief)
2002	Ambulance
2000	Command Vehicle
1999	Aerial Quint
1996	Administrative Vehicle (Fire Inspector)
1995	Ambulance
1992 and 1980	2 Tankers

In addition to the Village of Jackson, the Jackson Fire Department serves all of the Town of Jackson and approximately 25% of the Town of Polk. The department is funded by a formula that addresses population and land value served.

As the Village grows and the rescue needs increase accordingly, there will be a need for EMT level training. With St. Joseph's Community Hospital two miles north of the USH 45/STH 60

interchange, and a new Aurora ambulatory care clinic located at the interchange within the Village of Jackson, the Village will become a medical center for Washington County. Emergency access to St. Joseph's Community Hospital from the south half of Washington County must come through the USH 45/STH 60 interchange. As the south half of Washington County continues to grow disproportionately to the north half of the County, the Village of Jackson is strategically situated to be the medical center of Washington County, particularly in view of the aging Aurora hospital facility in Hartford.

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:

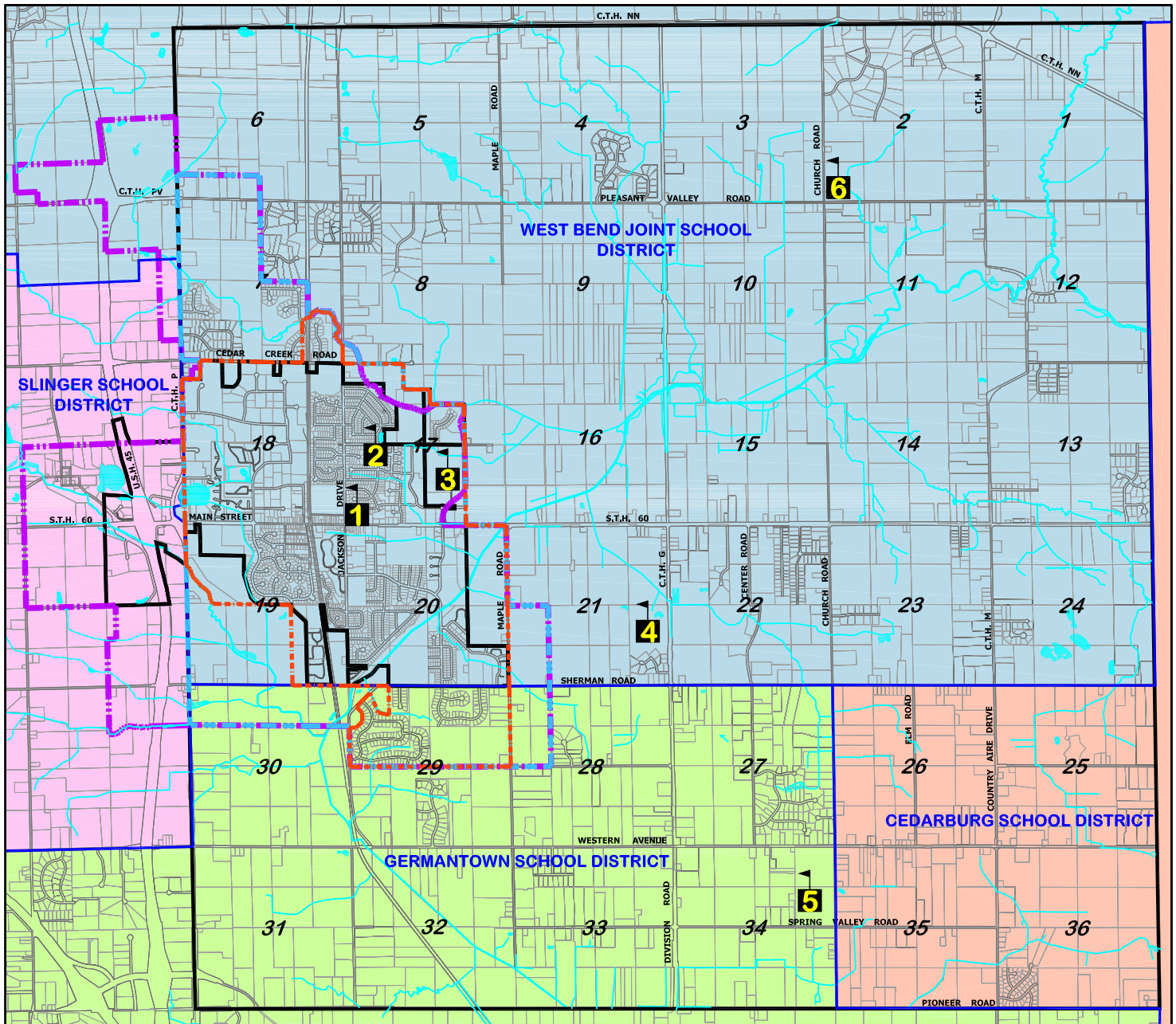
- Fire department equipment;
- Alarm systems;
- Water supply system;
- Fire prevention programs;
- Building construction;
- Distance of potential hazard areas from a fire station.

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 neither the Town of Jackson nor the Village of Jackson has 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.



- 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

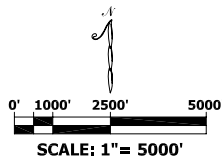


EXHIBIT 4.6

AREA SCHOOL DISTRICT BOUNDARIES

Town and Village residents pay for library services through a county levied surtax. Discussions have included a joint Village/Town Library. As the picture of what a library is and what it will look like evolves as technology changes, this discussion is expected to be revisited.

Schools

The Village school age population is served by the West Bend Joint School District. East and West High School, Badger Middle School, and Silverbrook Middle Schools are located in West Bend. The Village of Jackson is served by a K-5 Elementary School located at the intersection of Jackson Drive and Main Street (STH 60). See Exhibit 4.6 delineating the area school district boundaries. Adjacent boundaries are located on Sherman Road and on CTH P. South of Sherman Road is the Germantown School District and west of CTH P is the Slinger School District.

It is likely that individual schools and districts will continue to have periodic facility needs. The West Bend Joint School District, for example, has recently done a facilities plan and has identified the Jackson Elementary School as being overcrowded (522 students in a facility built for 464) and in poor condition. The District is taking action to place a funding referendum for infrastructure improvements that have been long overdue. Though programs have been superior as evidenced by the test scores, the infrastructure needs have been postponed. A new, larger elementary school (650 students) in the Village of Jackson has been planned for on an identified 22-acre site, as the current 6-acre site is too small for an adequate expansion.

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 and 445 living in the Village 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.

Exhibit 4.8 – Child Care Centers in the Village and Town of Jackson		
Child Care Center	Location	Capacity
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
TOTAL		300

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 and 468 living in the Village 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 Village of Jackson and the Town of Jackson through the Joint Recreation and Parks Committee will be offering expanded senior programs when the planned Community Building/Recreation Offices/Boys and Girls Club facility is completed 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.

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

Plans call for construction in 2009 of 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. The proposed building will have a gymnasium, meeting and computer rooms, and office space for the Joint Village/Town Park and Recreation Department. It will house 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 *Village/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 Village and 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 Village and 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 Village and Town of Jackson interact with a number of other governmental entities. Existing relationships with these entities is generally positive. Most notable, however, is the intergovernmental cooperation that exists between the Village and the Town. In addition to a boundary agreement and revenue sharing between the two, they also share recreation programs, fire protection services, and the joint financing of the new Jackson Community Building.

EXISTING ACTIVITIES

Adjacent Governmental Units

The Village of Jackson borders the Towns of Polk and Jackson.

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, water and sanitary services, and telecommunication services are also shared from the Village of Jackson. *The Village/Town Joint Parks, Recreation and Open Space Plan* also addresses shared public facilities the Village and Town residents enjoy. Town and Village residents use a number of additional public facilities, including schools, libraries, and post offices.

Sharing Public Services

The Village of Jackson has developed mutual aid agreements with the Washington County Sheriff, the Village of Slinger Police Department, the Richfield Fire Department, the Slinger Fire Department, the West Bend Fire Department, the Newburg Fire Department, the Germantown Fire Department, and the St. Lawrence Fire Department.

Mutual Plans and Agreements

The Town and Village of Jackson created a Joint Village/Town Planning Group to work on issues of mutual concern. Efforts by this group have led to the *Village of Jackson/Town of Jackson Revenue Sharing Agreement and Cooperative Boundary Plan as amended* and a *Joint Village and Town of Jackson “Smart Growth” Comprehensive Plan*. The Town and Village have also created *A Joint Parks & Open Space Plan for the Village of Jackson and the Town of Jackson*.

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

The Village of Jackson is served by the Slinger School District and the West Bend School District.

Relationships

There were approximately 907 school age children in the Village according to the Census. Due to the presence of the Jackson Elementary School, there has been significant interaction between the Village and the West Bend School District. For the most part, this interaction has been positive and productive. As of the writing of this document, the Village of Jackson had successfully assisted

the West Bend School District in negotiating the purchase of a prime parcel of land in the Village for the future siting of the new Jackson Elementary School.

Siting School Facilities

The Village of Jackson has been designated as a high priority need through the planning of the West Bend School District. Land acquisition efforts are in progress to replace the K-5 Jackson Elementary School in the Village.

Sharing School Facilities

The Village has shared Morning Star and Living Word School facilities as a part of the Joint Recreation programming efforts.

County

The Village works closely with the Washington County Highway Department on County Highway improvements and on implementing safety improvements resulting from new development impacting the County Trunk System. The Village also contracts with the Washington County Highway Department for salt and annual highway marking.

Region

The Town and Village of Jackson are 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 Village's relationship with the State of Wisconsin is much more extensive than that of the Town. The Village operates a wastewater treatment facility, which is governed by the WDNR and a water distribution utility, which is governed by the Wisconsin Public Service Commission (WPSC). In addition, the Hasmer Lake WDNR ownership has been special assessed for participation in a shared use path from their ownership back to the Industrial Drive/Main Street intersection. Compliance with non-point pollutants from stormwater runoff and state approved building codes through the Wisconsin Department of Commerce are also required. Industrial land and improvements are also assessed by the Wisconsin Department of Revenue, which also provides the review and inspection of Village businesses for compliance with Weights and Measures regulations.

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 1999, the Town of Jackson entered into a formal boundary plan and revenue sharing agreement with the Village of Jackson using the procedures outlined in 66.0305 and 66.0301 Wisconsin Statutes. This document was amended in March, 2005, and again in February, 2008, and is in effect until January 1, 2030. Only boundary changes provided for in this plan may occur within the plan area during this period. See *Village of Jackson/Town of Jackson Revenue Sharing Agreement and Cooperative Boundary Plan* for more details.

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. Joint facilities and/or services.

Conflict Resolution Process

In 1994, the Village and Town of Jackson established the Joint Village/Town Planning Group to negotiate a revenue sharing and cooperative boundary agreement. The group is comprised of three appointed non-elected Town members and three appointed non-elected Village members. This Group has become an effective forum for discussing issues of mutual concern and identifying possible solutions. It is expected that this process will continue to be used throughout the Smart Growth planning period and beyond in accordance with the amended Revenue Sharing and Cooperative Boundary Plan amendment. The Group can also serve as a model for conflict resolution between the Town of Jackson and other adjacent communities, if necessary.

In addition to the process described above, it is expected that the Town and Village will continue to share plans and similar documents in a timely manner with any governmental entities that might be affected.

To ensure continued consistency and compatibility between plans, ordinances, regulations, and policies, an official Comprehensive Plan amendment procedure will be mutually established by the Town and Village of Jackson and resolved through the Joint Planning Group.

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

NOTE: Exhibits in this chapter are carried forward from the Joint Village and Town of Jackson comprehensive plan and are not in consecutive order

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.

The Village of Jackson is a case in point. Because of the location of the Village in Washington County and its proximity to the Milwaukee metroplex, the only land being farmed in the Village is on property zoned for other uses; however, due to use/value assessment requirements, the property is being farmed while it waits for development to a higher and more productive use by its owners. Farming in an urban area is essentially an alternative to paying a higher tax rate on land not zoned for agricultural use.

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 *not* a significant land use within the Village of Jackson. The Village's location relative to major highways and the Milwaukee metroplex make it an ideal place for growth. There may be a few acres being farmed until development occurs, but this is essentially an alternative to paying a higher property tax on land not zoned for agricultural use.

Natural resources are a major concern in the Village of Jackson, particularly in areas of wetlands and floodplain encroachment by development and the protection of watersheds within the Village, particularly for Lake Hasmer and Cedar Creek. Stormwater management is conducted as per WDNR directives to minimize pollutants in these water bodies. It is imperative that the Village protect its potable water sources as well as the water quality in Cedar Creek and Hasmer Lake. It is also imperative that the Village and Town of Jackson develop a long-range cooperative effort to address future development and farming practices to protect these areas and ensure the quality of water from private wells in the Town and in proximity to the Village.

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.

Exhibit 6.1 – Local Weather Data												
Climate Normals	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
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 alternative energy

Climate is also a key factor in whether certain alternative energy sources are viable. While a detailed site assessment for the Town or Village 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.

The Village of Jackson has additional alternative energy options that include in-line impeller generator potential with the Jackson Water and Jackson Sewer Utilities as such equipment becomes more adaptable and efficient. Such equipment is now being used in Third World locations. Solar battery charging is being explored for the low wattage demands of the WIFI radios.

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, to 896 feet in the heart of the Village of Jackson.

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

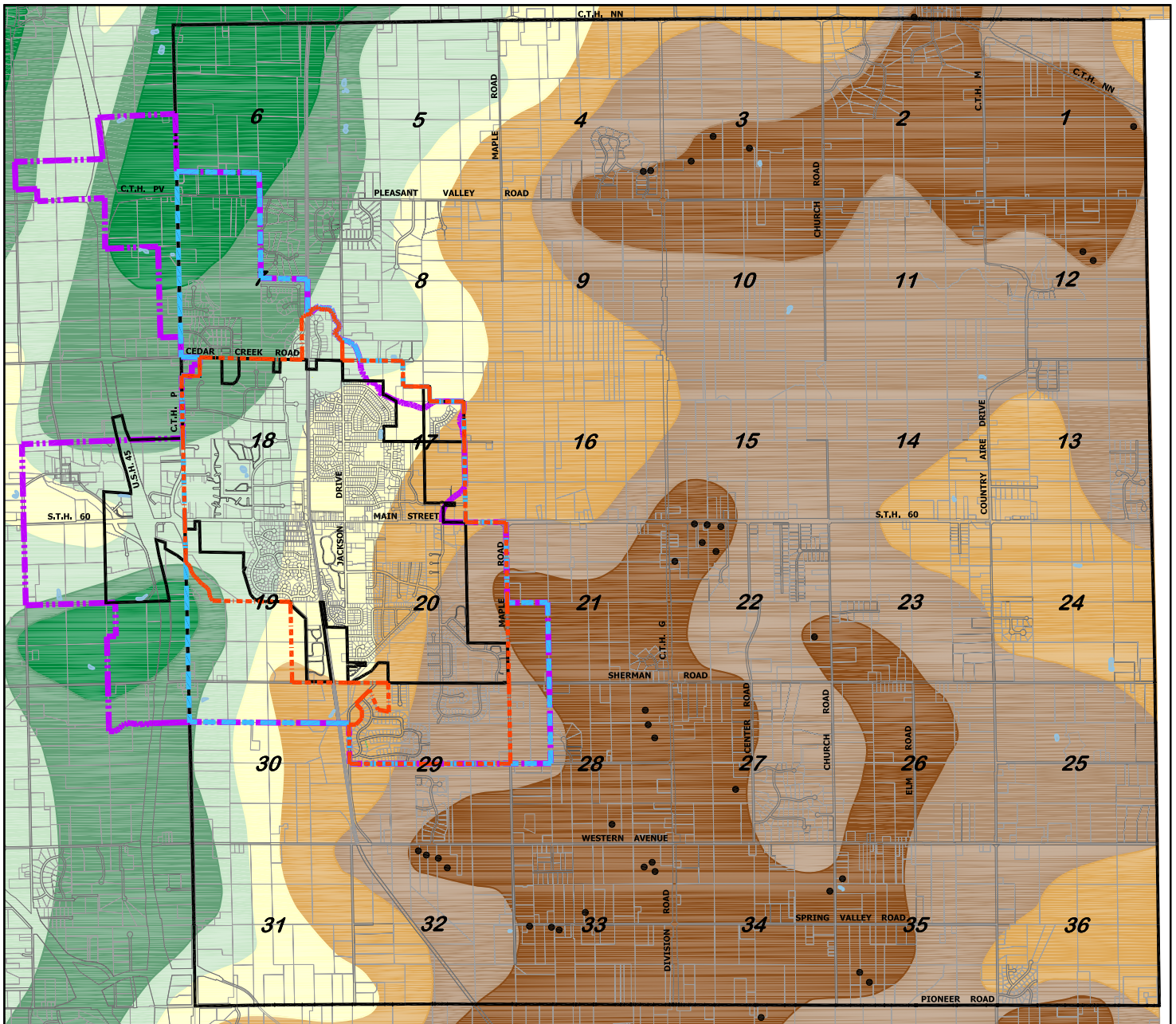
Suitability for septic systems

The Village of Jackson does not permit development to occur on septic systems when sanitary sewer is in proximity to the dwelling unit. There are but a very few homes on operating septic systems only because of the expense in getting sanitary sewer to the premises. In the event of failure, the homeowner would be required to connect to the Jackson Sewer Utility system.

AGRICULTURE

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



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

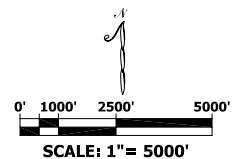


EXHIBIT 6.2

GENERALIZED DEPTH TO BEDROCK

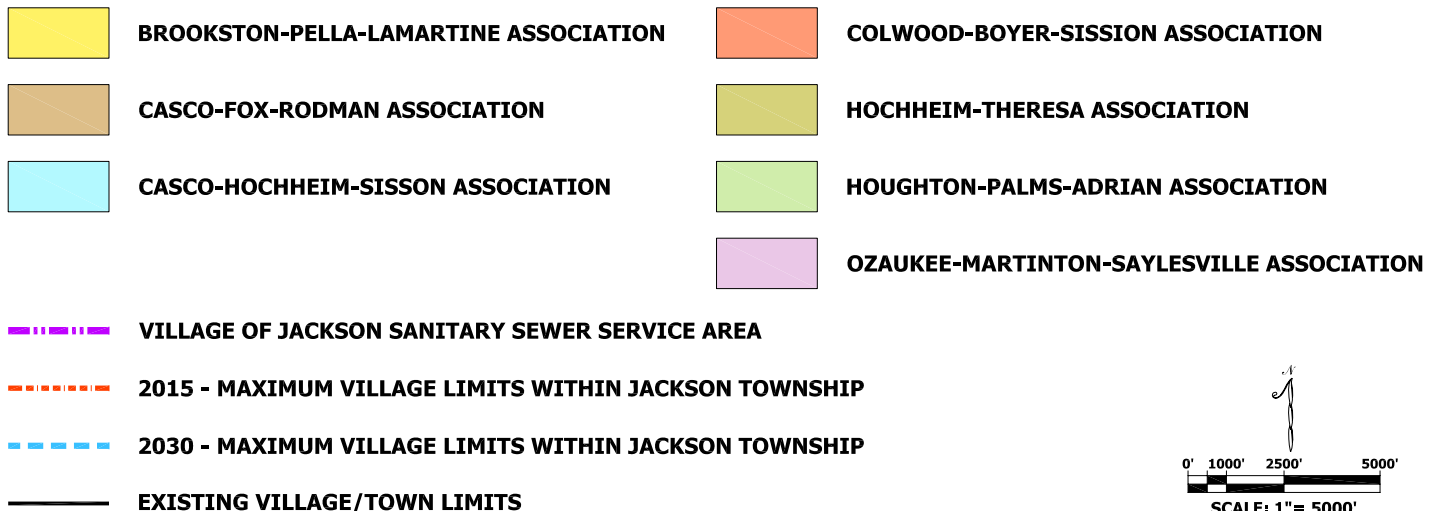
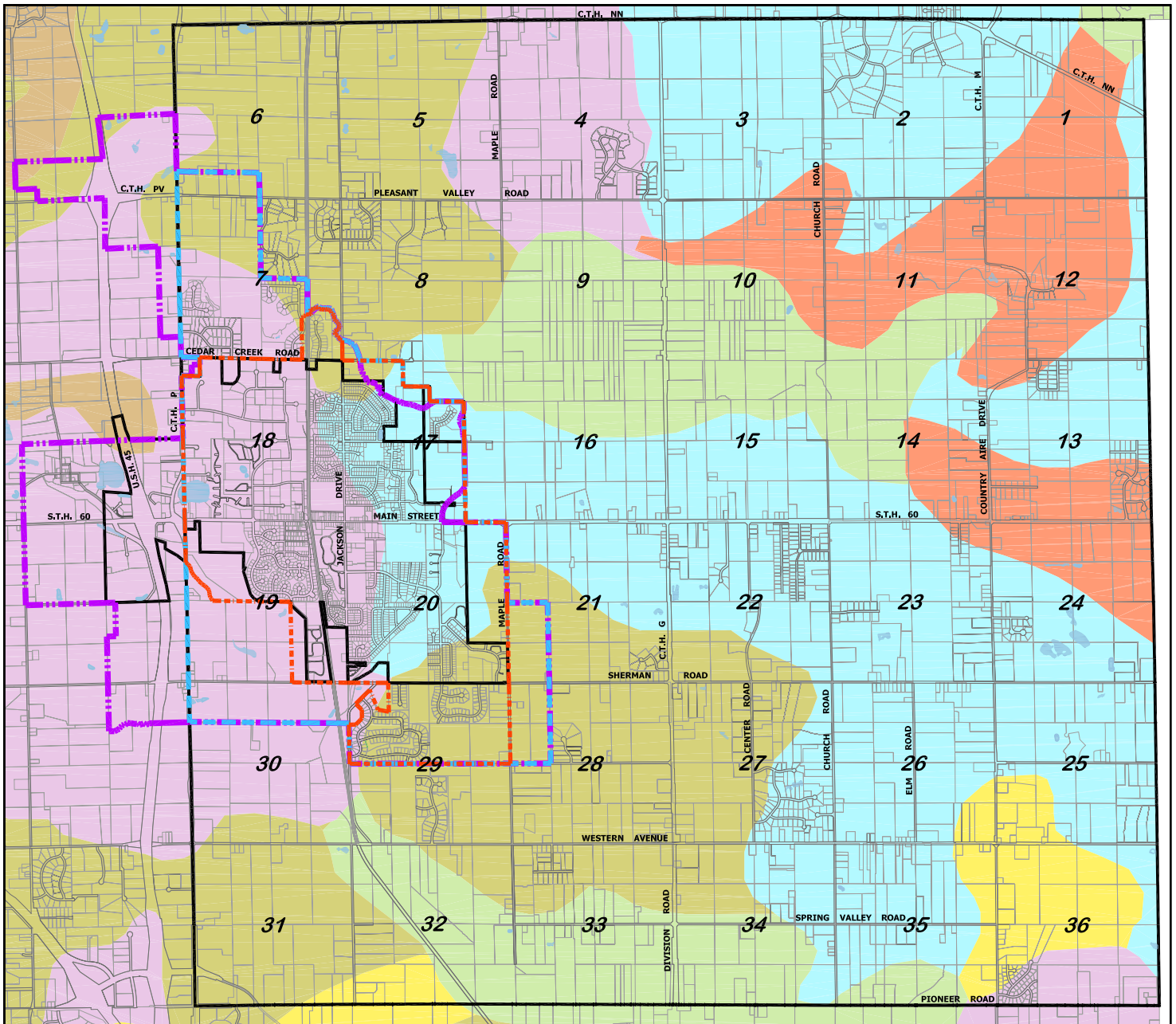


EXHIBIT 6.3

GENERAL SOIL ASSOCIATIONS

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

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

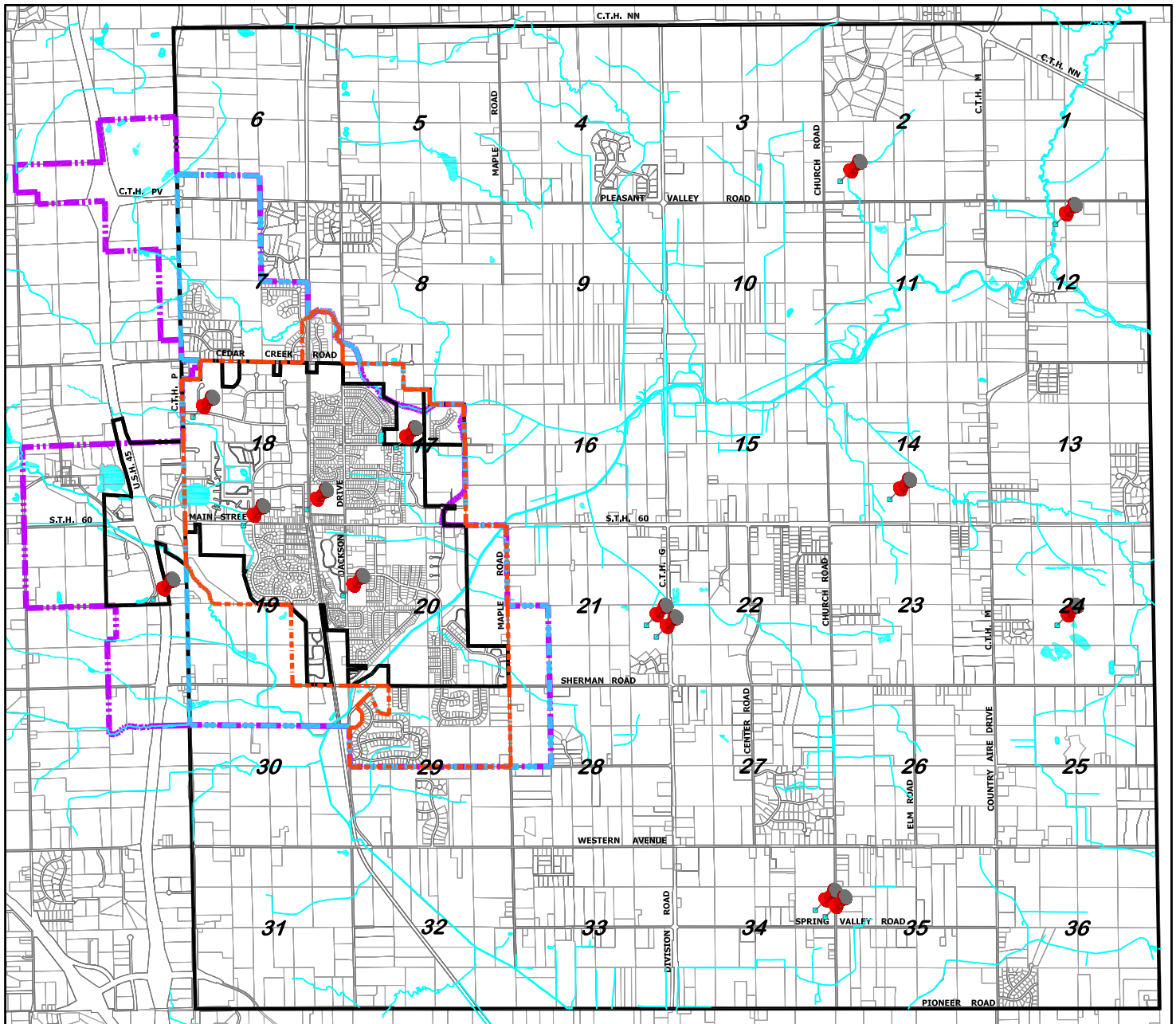
A watershed can be defined as an interconnected area of land draining from surrounding ridge tops to a common point such as a lake or stream confluence with a neighboring watershed. All lands and waterways contribute drainage to one watershed or another. Each watershed is comprised of one main-stem of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

Cedar Creek Watershed

The Village and Town of Jackson are 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



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

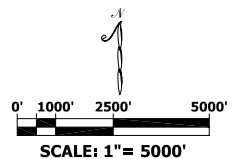
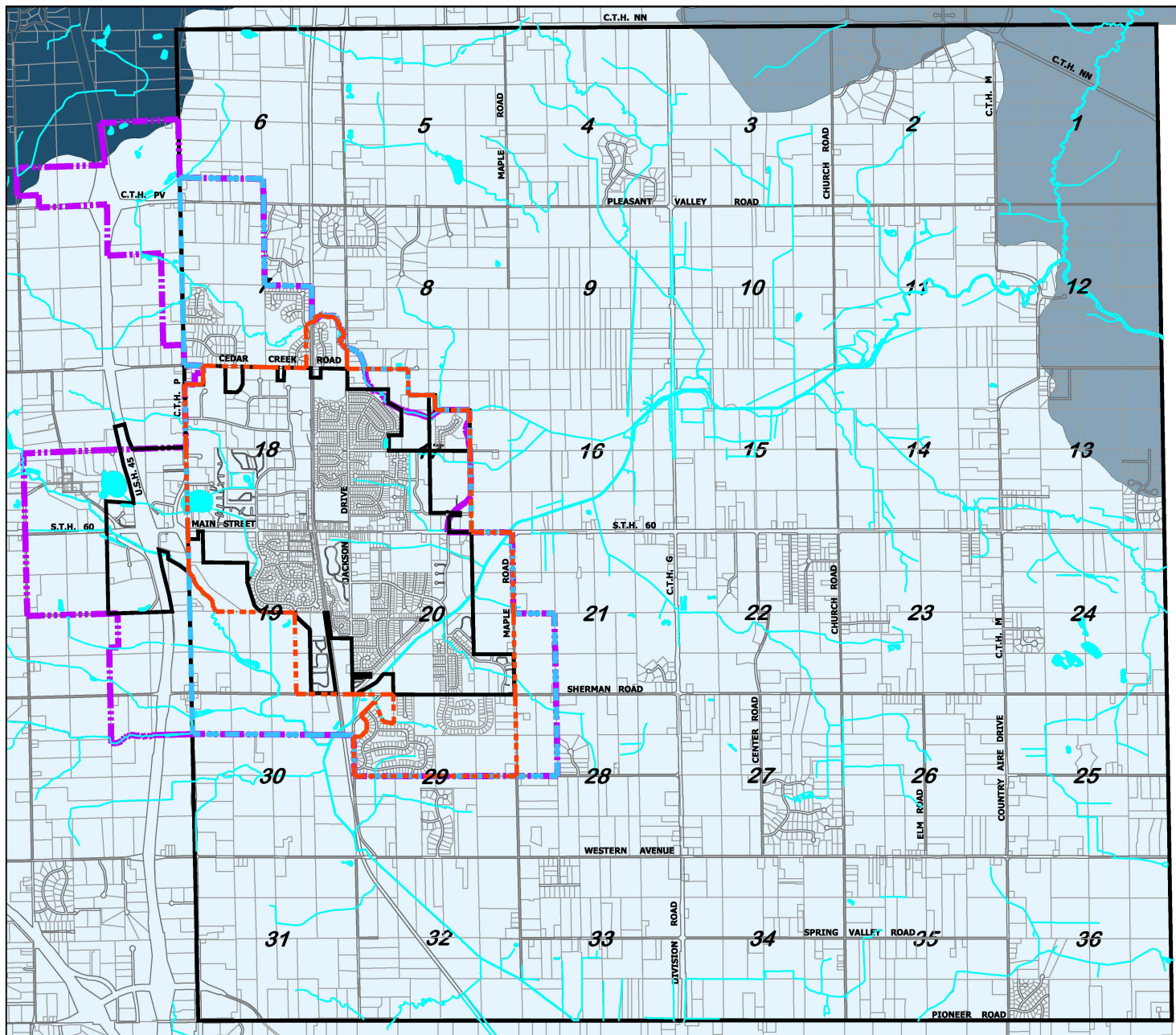


EXHIBIT 6.8

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

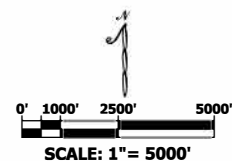


EXHIBIT 6.9 WATERSHEDS AND SURFACE WATER IN THE JACKSON AREA

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 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

Hasmer Lake is a 15-acre lake located in the Village of Jackson with a WDNR owned parcel of 2.2 acres on the west side of the lake that includes a fishing pier.

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, even the portion within the Village of Jackson. 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.

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.

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.

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.

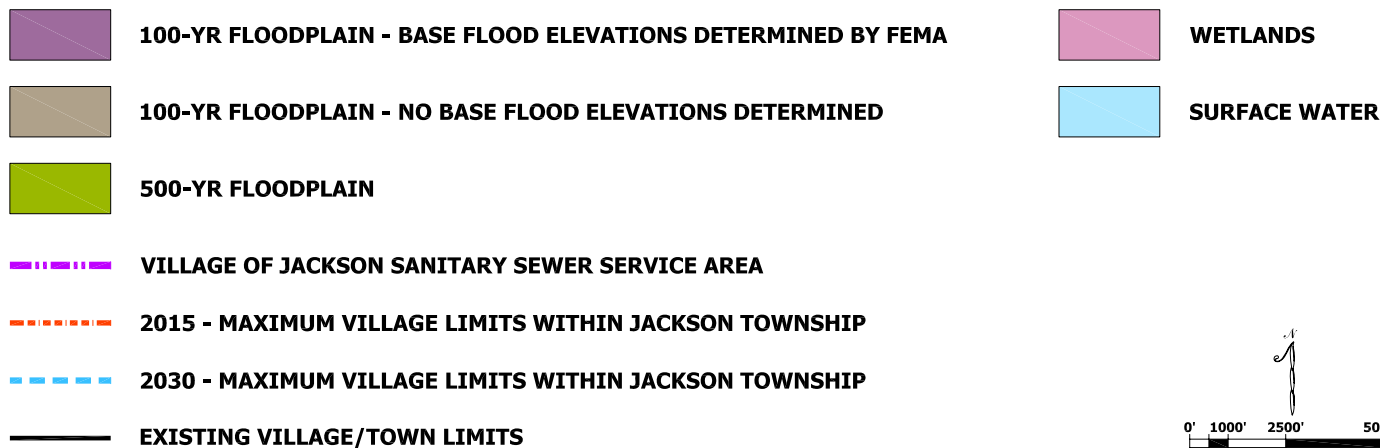
Wetlands

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. There are about 129 acres of mapped wetlands in the Village of Jackson.

Wetlands act as natural pollution filters, making 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.



WETLANDS AND FLOODPLAIN

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.

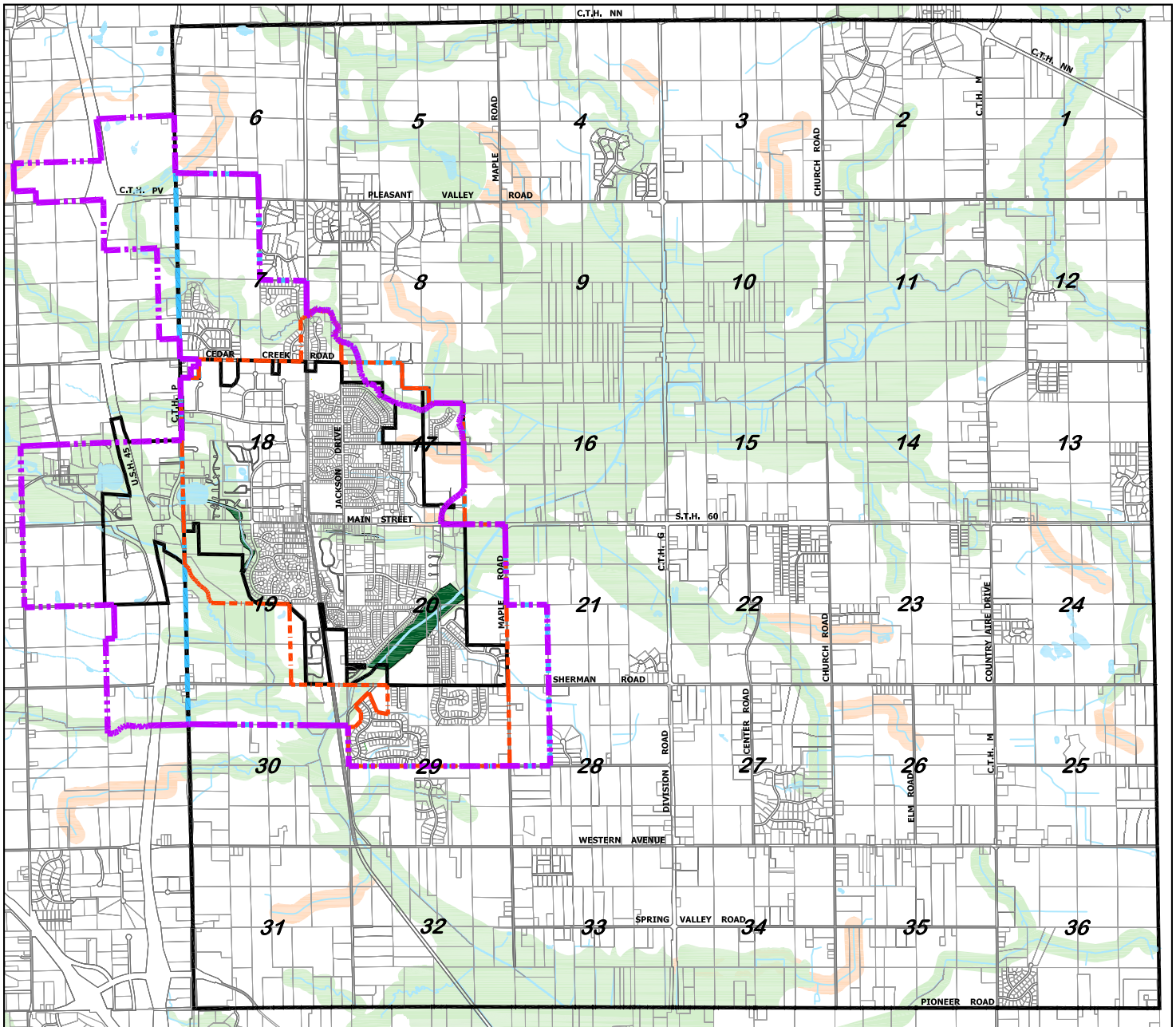
Shorelands

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. 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.

Under Chapter NR 117 of the Administrative Code, cities and villages are required to restrict uses in wetlands located in the shoreland area. The provisions of NR 115, which regulate uses in unincorporated portions of the shoreland, apply in cities and villages only in shoreland areas annexed to a city or village after May 7, 1982. The same floodplain regulations set forth in NR 116 for unincorporated areas also apply within cities and villages. Each city and village administers the floodplain regulations within its corporate limits.

Woodlands

Woodlands throughout the Town of Jackson include major tree species such as willow, cottonwood, ash, 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 and along Cedar Creek in the Village, about 750 acres are assessed as Managed Forest or Forest (about 4% of the assessed area of the Town). There are no major woodland tracts in the Town or the Village; small and medium sized tracts are scattered throughout the Town, except within the borders of the Jackson Marsh.



- SHORELAND DISTRICT**
- LAND TO BE ADDED TO THE SHORELAND DISTRICT WHEN LAND USE CHANGES FROM AGRICULTURAL**
- FLOODWAY**
- SURFACE WATER**
- VILLAGE OF JACKSON SANITARY SEWER SERVICE AREA**
- 2015 - MAXIMUM VILLAGE LIMITS WITHIN JACKSON TOWNSHIP**
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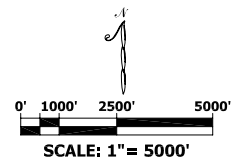


EXHIBIT 6.11

SHORELAND ZONING

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.

Threatened and Endangered Species

SEWRPC and WDNR have identified several sites where threatened and endangered species live within Washington County, including one 25-acre site in the Village of Jackson (Jackson Woods, home to the American gromwell) and 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.

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 Village of Jackson.

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.

Parks, Recreation, and “Open Space”

A Joint Parks Recreation and Open Space Plan for the Village of Jackson and the Town of Jackson is made a part of this element and the Utilities and Community Facilities element and is included under separate cover as a part of the Village/Town Comprehensive Smart Growth Plan. Any amendments thereto shall comply with the same requirements as any other part of this plan.

Metallic and Non-Metallic Mining Resources

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.

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 Village and Town of Jackson find themselves in a similar (though not as severe) situation.

Exhibit 6.17 – High Ozone Days in Washington County					
AQI*	2003	2004	2005	2006	2007
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 Village and 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 or Village of Jackson listed on the Registry as of 2005, there are still numerous sites of significance.

The AHI listed 22 structures in the Village of Jackson, including the Hoge & Gumm Building, the Village Hall, Christ Lutheran Church, and the Samuel Frank House on Main Street.

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.

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.

Landmarks in the Village of Jackson include the elementary school, Village Hall, and the Hoge & Gumm building on Main Street.

Highway Entryways

The Village of Jackson has made the appearance of major entryways a point of emphasis and has put in place landscaped signs near the east and west gateways to the Village on STH 60.

CHAPTER 7 - ECONOMIC DEVELOPMENT

NOTE: Exhibits in this chapter are carried forward from the Joint Village and Town of Jackson comprehensive plan and are not in consecutive order

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.

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 Village and Town of Jackson has established that more residents than ever before work outside the Village and 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 Village and Town have many strengths from an economic development perspective.

The Village, through its visioning process, has identified strategies for its economic development future. This has been evidenced by a number of decisions that have been made, going back to the development of the Jackson Northwest Business Park and the Cedar Creek Business Park through the establishment of Tax Increment Financing Districts as the first step.

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

Exhibit 7.1 – Place of Work, 1990 & 2000, Jackson and Nearby Communities				
Communities	Place of Work	1990	2000	Percentage Change
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

Exhibit 7.2 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.

Exhibit 7.2 – County to County Workflow in Wisconsin, Census 2000					
	Washington	Ozaukee	Dodge	Waukesha	Milwaukee
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
Net flow of workers	-15,138	-4,418	-6,602	+16,466	+36,294

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 Village of Jackson and 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).

Exhibit 7.3 – Percentage of Employed Persons by Occupation, 2000 Village of Jackson, Town of Jackson, and Nearby Communities					
Occupation	Village of Jackson	Town of Jackson	Town of Hartford	Town of Polk	Town of Trenton
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

Unemployment Rate

From 1994 to 2004, the civilian labor force in Washington County increased by 16.8%, compared to 8.3% for Wisconsin.

Exhibit 7.5 – Average Unemployment Rates, Washington County and Wisconsin				
Year	Washington County Civilian Labor Force	Washington County Unemployed	Washington Co. Unemployment Rate	Wisconsin Unemployment Rate
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.

Median Household Income

The Village of Jackson had by far the highest household income and percentage increase of the cities and villages compared.

Exhibit 7.6 – Median Household Income, Jackson and Nearby Communities			
Community	1989	1999	Percentage Increase
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.)

Exhibit 7.7 – Employment by Industry Group, 1990 and 2000 Washington County and U.S., LQ Analysis								
Item	Washington County		United States		Percent Change 1990-2000		Wash. Co. Location Quotient	
	1990	2000	1990	2000	Wash.	U.S.	1999	2004
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

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.

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 Village of Jackson and the Town of Jackson

No employers with 500 or more employees were located in the Village or Town of Jackson; however, Saint Joseph's Community Hospital is less than a mile away (see Exhibit 7.9).

Exhibit 7.9 – Major Employers, Village of Jackson, 2009		
Company, Entity	Product or Service	Employees
Sysco Food Service	Food & Kindred Products	425
Universal Strap, Inc.	Apparel & Textiles	120
Kerry Ingredients	Food & Kindred Products	100
Rytec Corp	Fabricated Metal Products	90
Quincy Resource Group	Packaging Solutions	85
Willer Tool Corp	Plastic Molding Dies	60
Kettle Moraine Coatings	Fabricated Metal Products	50
Wisconsin Pharmacal	Pharmaceuticals	50
Accord Mfg.	Metal Stamping	50
Frabill, Inc.	Fishing Tackle	50
Germantown Iron & Steel	Steel Fabrications	45
Quality Stamping & Tube	Metal Stamping	40
Master Wholesale Vending Supply Co.	Vending Supplies	30

Source: Contacts made to listed companies/entities in June, 2009. Seasonal and part-time employees included.

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.

Village of Jackson Economic Development Strengths

- Jackson Water Utility with capacity.
- Jackson Sewer Utility with capacity (sanitary sewer).
- Zoning that supports performance rather than restricts by location, setbacks, and use.
- Centrally located in Washington County with a primary interchange at STH 60 and USH 45.
- Freight rail service (Canadian National).

- On a rail line (Canadian National) that is designated in long range transportation plans by SEWRPC for a commuter rail corridor.
- State of the art telecommunications from the Jackson Telecommunications Utility for both fiber optic to business and industry and Village-wide WIFI.
- A reputation for decision-making without delays to facilitate development when the developer has made a proper application.
- Medical center for Washington County.
- A variety of housing types and price ranges for management and employees.
- A reputation for using creativity to attracting business and industry.
- Adequate expansion that has been planned for and reserved for future business and industry development.
- Transportation planning and implementation to keep truck and residential traffic conflict to a minimum, making Jackson an ideal distribution center.

Village of Jackson Economic Development Weaknesses

One “weakness” in achieving the Village’s vision is one that is rapidly disappearing. Community size doesn’t matter much any more due to high speed telecommunications, which the Village is developing to offset this disadvantage. In addition, proximity to the Milwaukee metroplex, being a small, safe, community with many amenities for raising families, and an excellent transportation system for distribution (SYSCO Foods chose Jackson for their distribution of product from Michigan to Illinois), contribute to minimizing the “size” weakness.

Another weakness is the lack of a cohesive business based organization. Until 2006, the Village and Town were served by the Jackson Area Business Association. Though it served as a public service organization, raising funds for local scholarships, holding blood drives, and participation in the Action in Jackson celebration, and serving in a peer interaction function, it was not structured to assist in business and industry attraction.

An effort is being made to develop an Economic Development Organization. This structure has more of an emphasis on economic development than social events. The businesses and industries in Jackson are predominantly run by leaders in their 40’s and 50’s who are more attracted to an organization that will address their needs, keep them informed, and create a working relationship with the Village to enable them to be as successful as possible.

The Village looks at the relationship with the businesses and industries that are located in and around the Village as one of a partnership as opposed to the gulf that sometime exists between the public and the private sector. The quotes made by industry leaders in the “Do something Big in a Small Town” CD is a testament to the relationship that has developed between the Village and the private sector.

VILLAGE OF JACKSON TARGETED BUSINESSES AND INDUSTRIES

To create an environment for local economic development, the Village, through the visioning process and the development of strategies to attract the kind of development the Village desires, has formed a Jackson Telecommunications Utility and has received a CLEC (competitive local exchange carrier) approved by the state of Wisconsin that gives the Utility additional options relative to telephone communications.

Through the Jackson Telecommunications Utility, a village-wide WIFI system has been developed. Though some businesses are expected to avail themselves of this opportunity for their communication needs, it is primarily focused on the residents as a “quality of life” service which can support voice over internet protocol (VoIP).

When new technologically based businesses and industries are looking at sites for relocation or development, the homes of their personnel will also be connected to broadband Internet. This creates an additional incentive to have their personnel locate in the Village.

Since 2007, businesses and industries have also had the option of growing globally through fiber optic connections from the Jackson Telecommunications Utility. This project, to be paid for through an amendment of the Project Plans for TID #2, TID #3, and TID #4, will not only make Jackson the Telecommunications Center of Washington County, but it will also attract other firms needing this connectivity.

Through steps taken by the Village to attract Aurora for an ambulatory surgery clinic, the proposed medically based development in Tax Increment District #4, and the location of Synergy Health’s St. Joseph’s Community Hospital (one mile north of the Village on Hwy 45), Jackson has positioned itself to become the medical center of Washington County.

Though the Jackson Water utility and the Jackson Sewer Utility has capacity and long range plans to increase capacity, high water users and high effluent producers are not encouraged to develop in or around the Village that would be served with sanitary sewer and water.

NEW SITES PLANNED FOR BUSINESS AND INDUSTRIAL DEVELOPMENT IN THE VILLAGE OF JACKSON

In accordance with the steps taken to develop economic incentives through the development of policies, telecommunications, and the approval process, the Village has developed a plan for future industrial sites. These sites would be served with public water and sanitary sewer and lie along USH 45 and west of CTH P (see Exhibit 8-7). The development of these sites will not require public streets due to the depth of the parcels, and will be highly visible to USH 45 traffic. The fiber optic telecommunications project will bring that service right past the sites in the CTH P right-of-way, making them highly desirable for development. In addition, the property is slightly rolling, without wetland concerns, making it ideal for development.

Approximately 80 acres has yet to be developed in Tax Incremental District #4 (TID #4). A reimbursement agreement has been signed with the developer which will result in the development of a shopping center at the same location when WPC Brands (formerly Wisconsin Pharmacal) relocates to new offices in TID #4 (see Exhibit 8.7).

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 or Village with loans, grants, and/or support services.

Local

The Village also has a **Community Development Authority**, established in 1994 to perform the same functions as described for the Town.¹

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.

The Village is an active member of the WCEDC. The WCEDC is committed to coordination, marketing, and promotion of economic development in the County by passing along economic development opportunities to communities and administering a revolving loan fund program to assist new and expanding businesses.

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

¹ *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.*

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)

In the current culture in the State of Wisconsin, the use of **Tax Increment Financing Districts** (TIF or TID) is one of the few economic development tools local governments have at their disposal. The Village of Jackson has used economic development incentives within its TIF districts if the industrial or commercial development warranted it. Incentives are used sparingly and are based on performance. First and foremost, the development must achieve the per square foot equalized values determined as necessary to retire the debt incurred to finance the infrastructure. The Village has developed formulas for reimbursement that share in this success and create an incentive for over-performance. Such reimbursement must be used by the developer on TIF-eligible aspects of their project. Residential projects are not eligible. (Not every industrial or business development is treated in this manner. The Village's policy is to use such incentives on development that is likely to spin off other economic development projects. Retention and expansion of local business and industry is one of the highest priorities of the use of this policy, and the Village has benefited greatly through the use of it.

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.

As previously acknowledged, the primary economic development tool created by the state is the ability to create Tax Incremental Financing Districts. Double tax-exempt Community Development bonds offer some options, but restrictions in the disposition of property that may be purchased, minimize their ability to be an effective tool. Although Industrial Revenue Bonds are not an obligation on the part of the Village, Village participation in the creation of the IRBs also offers a financing tool that can be used by a business.

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.

Although the Village is not a member of all of these statewide organizations, participation by Village staff has included Forward Wisconsin and Wisconsin Innovation network events.

CHAPTER 8 - LAND USE

NOTE: Exhibits in this chapter are carried forward from the Joint Village and Town of Jackson comprehensive plan and are not in consecutive order

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 Village of Jackson is current and is updated as changes occur.

Projected Land Use

The input of Town and Village 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 Village and Town elected Boards and Plan Commissions in their decision making process.

CHAPTER SUMMARY

The **Village of Jackson** has not completed a comprehensive plan since 1980. It has, however nearly completed comprehensive plans twice since 1990. Each time a major occurrence has interrupted the completion of the plans.

In 1994, the attraction of SYSCO Foods of Eastern Wisconsin triggered a significant annexation which required additional planning and regulation of lands which would add significant commercial and industrial acreage to the Village as well as infrastructure improvements which redrew the maps relative to water and wastewater services.

In 1998, Washington County developed plans to extend water and sanitary sewer services from the Village to the Washington County Fair Park, which opened up property for development to be served by water and sanitary sewer between the northern Village boundary at Cedar Creek Road and one mile north to Pleasant Valley Road. It also provided the infrastructure for the relocation of St. Joseph's Community Hospital.

Though the growth within the Village and growth in the Town adjacent to the Village had dramatically increased as a result of the *Village of Jackson and Town of Jackson Revenue Sharing Agreement and Cooperative Boundary Plan* (the Village would permit single family residential development on densities of one unit per gross acre if there was capacity available from the Jackson Water and Jackson Sewer Utilities), there were growth policies adhered to that were developed through the visioning processes the Village had engaged in.

Briefly, the development of retail commercial uses would be generally located in nodes: 1) at the CTH P/STH 60/USH 45 intersections; 2) at the Industrial/Glen Brooke/Main Street intersection area; 3) at the Center Street/Main Street intersection area; and 4) at the Eagle Drive/Main Street intersection area.

The residential character between these nodes would be retained as possible regardless of adaptive reuse to offices or home occupations. This goal has not changed.

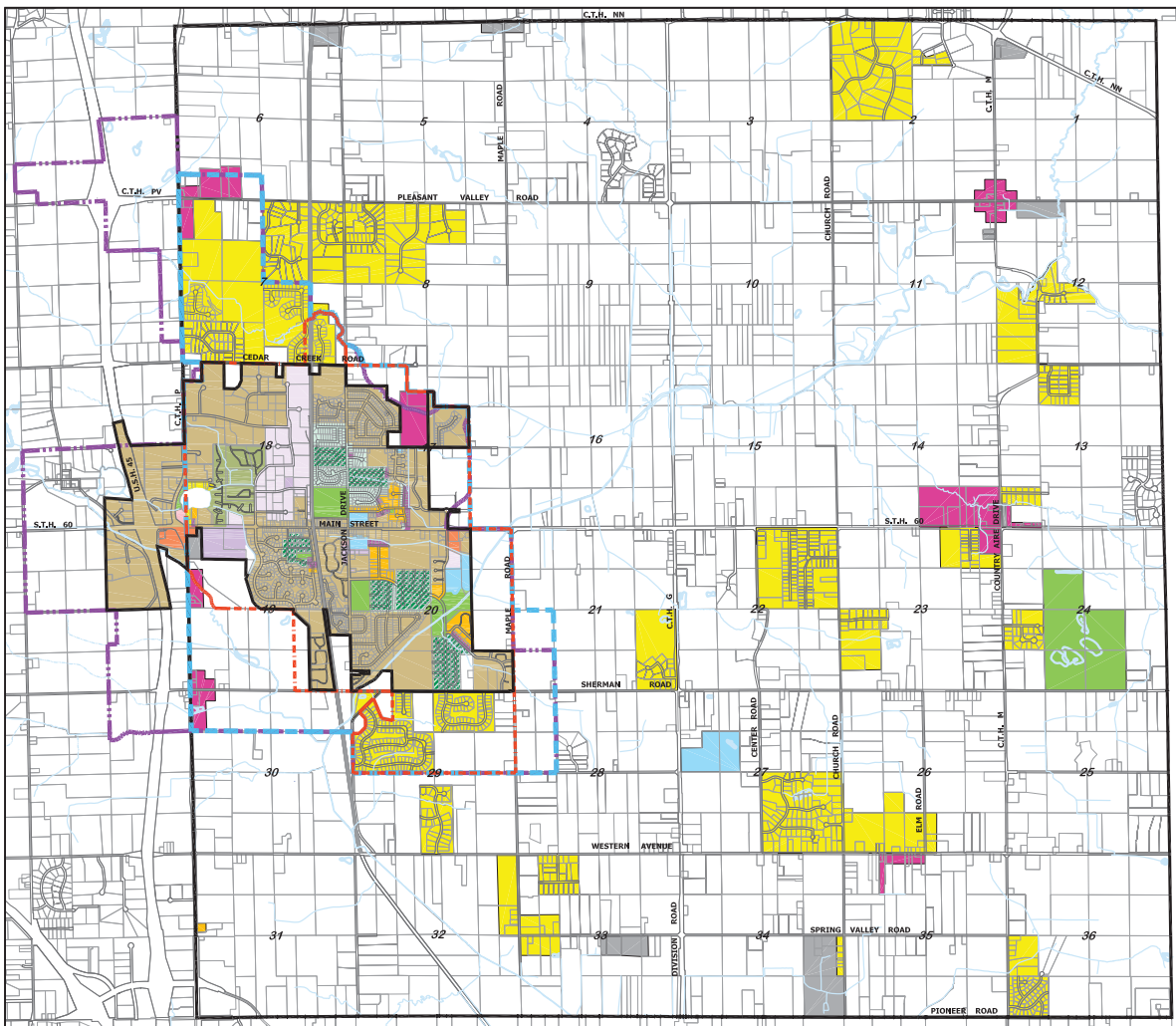
Generally, residential development will continue to be located east of the Canadian National tracks. Residential development west of the tracks will generally be limited to the original plat of the Village, the Glen Brooke subdivision, and those properties within the Village located south of the Glen Brooke subdivision.

Industrial development has been planned north of Main Street and west of the Canadian National tracks, and future development along CTH P and USH 45 has been planned for in order to offer high visibility and quick access to USH 45 and USH 41.

INVENTORY OF EXISTING LAND USE CONTROLS – VILLAGE

The Village adopted a Comprehensive Plan of sorts, through the assistance of SEWRPC in 1980. The existing land uses and the proposed land uses dictated the conventional zoning categories that provided the framework for the regulatory zoning codes used today.

The Village has evolved from a very small community with an agricultural economic base to a rapidly growing community with the relocation and opening of the new USH 45 (a limited access four-lane



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

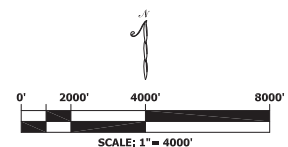


EXHIBIT 8.2

GENERALIZED ZONING

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

7/1/2009

highway) and the interchange at STH 60. This development and the location of the Village near the center of Washington County, together with the ability to provide both municipal water and sanitary sewer services made the Village of Jackson a highly desirable location for residential and industrial development.

As the Village began to grow, connection fees and development policies were enacted to address issues that were created from these development pressures. Who should pay for the loss of capacity of the water and wastewater utilities, and the increased pressure on streets, sidewalks, and stormwater drainage were questions the Village Board had to address.

Some mistakes were made as a result of these growth opportunities and pressures by following the recommendations of consulting engineers for a waste treatment process that the Village had to correct and developers that took advantage of the Village's naiveté in the approval of development proposals. This realization and frustration led to the hiring of a full-time professional staff (police chief, village engineer, and village administrator with a city planning background) in 1999.

The engineer and administrator instituted new policies to address many of these issues. An interactive visioning process was conducted in February of 2003 and has provided the guide for the development of regulatory tools and the subsequent development in the Village. This vision has been reinforced twice more by the Plan Commission and Village Board. It has been used in lieu of having an adopted comprehensive plan. The Village has come close to considering the adoption of a comprehensive plan twice, only to pull back to address new growth issues: 1) the creation of Tax Increment Financing District #3 in 1994 to accommodate SYSCO Foods of Eastern Wisconsin, which formed the cornerstone for the commercial and industrial development at the interchange of USH 45 and STH 60, and 2) in 1998 when the Village was selected to provide the water and wastewater treatment to the Washington County Fair Park. Both situations required a huge expansion of the sanitary service area, committing services to many acres of unincorporated lands that would require consideration in any comprehensive planning effort.

The Village, due to its incorporated status, is guided by a different set of state statutes governing the regulation of development and annexation than is the Town. There are fewer differences between the Village and the Town governing the statutory subdivision and zoning regulations. The Village is not governed by County development ordinances unless designated floodplain lands are annexed or attached to the Village.

Exhibit 8.3 – Current Zoning Districts, Village of Jackson			
ZONE(S)	DESCRIPTION	ACREAGE	%
A	Agriculture	14.57 ac.	0.7%
R-1, R-2, R-3	Single-Family Residential Zones with varying densities.	19.39 ac.	1.0%
R-4, R-5	R-4 and R-5 the predominant conventional single family residential zones with the highest densities.	196.09 ac.	10.0%
R-6	Two Family Residential	14.78 ac.	0.8%
R-8	R-8 Multi Family Residential	59.76 ac.	3.1%
R-9	Mobile Home Park District	64.42 ac.	3.3%
B-1, B-2	Community and Downtown Business Districts	30.24 ac.	1.5%
M-1, M-2	Manufacturing Districts	189.45 ac.	9.7%
I-1	Institutional (schools, churches, governmental)	29.90 ac.	1.5%
P-1	Parks and Open Space	74.73 ac.	3.8%
PUD	Planned Unit Development (mixed negotiated uses ranging from industrial to residential uses)	1,085.43 ac.	55.4%
FW, FC, FF, GFP	Floodway, Floodplain Conservancy, Flood Fringe, and General Floodplain Districts	179.67 ac.	9.2%
Totals		1,959.30	100.0%

Source: Village of Jackson, September 2008

Official Map

The Village has adopted an Official Map (**Exhibit 8.4**) which sets forth the classification of streets for the future rights-of-way in the Village for development and circulation and dictate the minimum needs of the community and to authorize the taking of certain rights-of-way to ensure the orderly growth of the Village and to comply with WisDOT requirements.

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.

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.

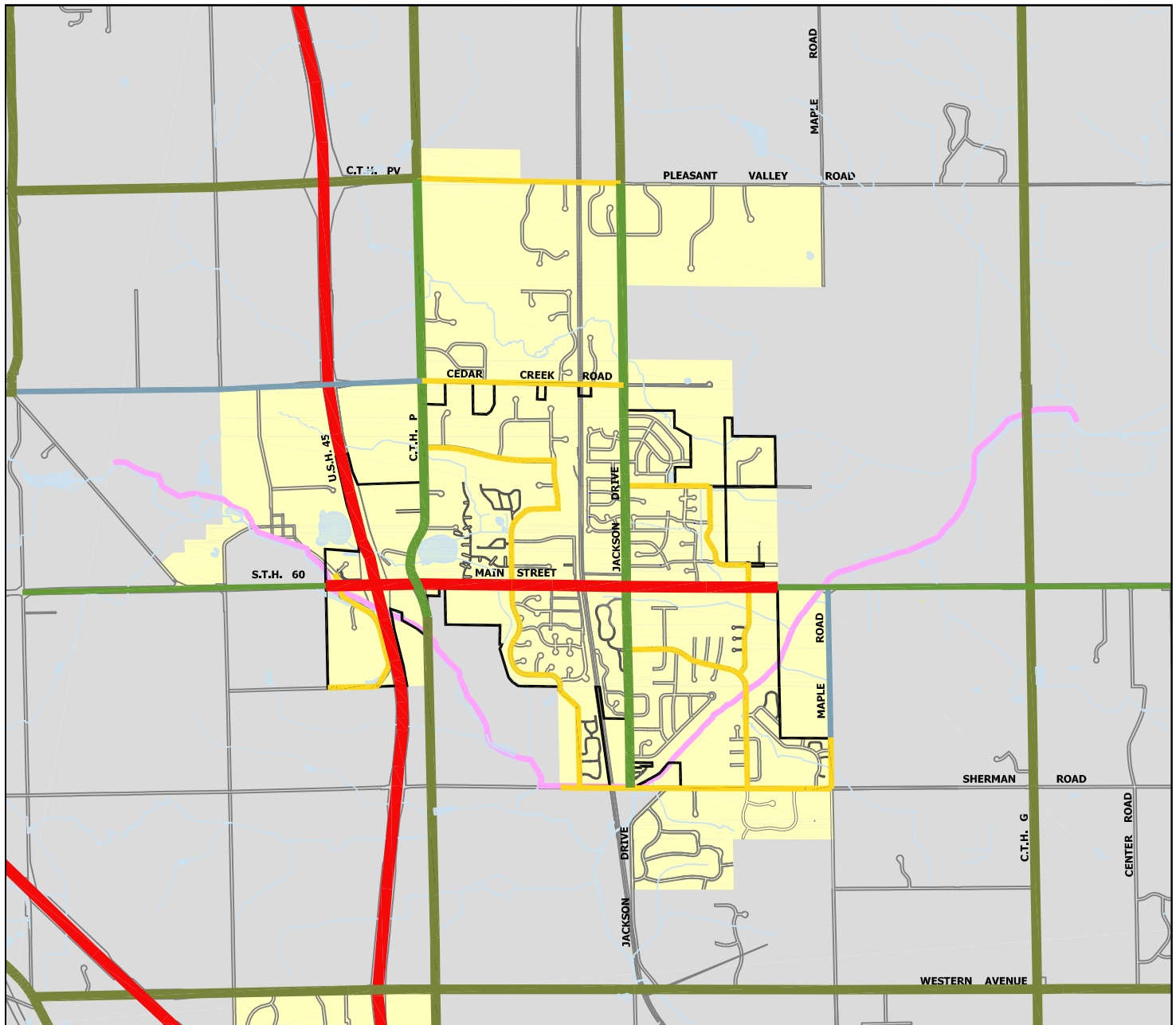
The Village is subject to the same highway access restrictions the Town is subject to. However, because of the more compact development patterns of a city or village, waivers can be requested if sufficient rights-of-way exist. As in the Town, the access control along STH 60 is guided by Trans 233. Trans 233 is part of the Wisconsin Administrative Code and defines requirements that must be met when subdividing lands abutting the state highway system and is more fully explained in the Town's section on highway access.

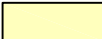
Extraterritorial Jurisdiction

Wisconsin statutes allow cities and villages to impose certain extraterritorial jurisdictions on unincorporated areas. This authority exists to prevent unincorporated jurisdictions from thwarting the circulation and growth plans of a city or village. Extraterritorial jurisdiction is a major consideration that can influence and dictate planning on the adjacent jurisdictions. Towns cannot impose extraterritorial preferences unless they have entered cooperative boundary agreements such as the type of agreement the Town of Jackson has with the Village of Jackson, where development plans and rights-of-way can be discussed, possibly modified, and jointly agreed upon.

State of Wisconsin Administrative Rules that Control Land Use in the Village

In addition to the local land use regulations, State of Wisconsin regulations, both statutory and administrative rules that enable the various state agencies to enforce adopted statutes, affect the regulation and development of land uses within jurisdictions.



- | | | | |
|---|----------------------------------|---|----------------------------------|
|  | PRINCIPAL ARTERIAL |  | VILLAGE OF JACKSON LIMITS |
|  | MINOR ARTERIAL |  | URBANIZED AREA |
|  | RURAL MAJOR COLLECTOR |  | RURAL AREA |
|  | RURAL MINOR COLLECTOR | | |
|  | URBAN COLLECTOR | | |
|  | PROPOSED OFF-STREET TRAIL | | |

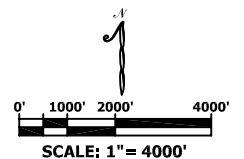


EXHIBIT 8.4 VILLAGE OF JACKSON OFFICIAL MAP

8/10/2009

Chapter 66 of the Wisconsin statutes sets forth the provisions for incorporation, annexation, intergovernmental cooperation, utility and telecommunication regulation, financing local government, and the powers of local government. There are separate chapters that further define city, village, town, and county statutory functions.

Administrative rules set forth standards, policies, and enforcement procedures in the event the standards and policies are violated. Those directly affecting land use are the aforementioned WisDOT regulations, such as Trans 233.

The WDNR has the responsibility of enforcing the Wisconsin Environmental Protection laws. These laws include the regulation of safe water supply and distribution, water quality standards for surface waters, sanitary sewage systems, floodplain and shoreland management, metallic mineral mining, groundwater and well monitoring, and brownfield assessment and regulation. Though these regulations apply to all cities, villages, and towns, many of the more recent amendments to these regulations affect cities and villages to a greater extent. This is due in part to the history and relative density of urban development and the tightening of such controls. Applying new tighter regulations to older sites that may have contained service stations, manufacturing buildings, or development close to water edges, now are faced with different compliance requirements than were their predecessors, which can dictate a change in use. Such regulations have also given more standing for those who wish to oppose certain developments that are now regulated to a greater degree, such as brownfield remediation and development, gravel extraction, and wind farms.

CURRENT LAND USE INVENTORIES

Exhibit 8.5 – Current Village of Jackson Land Use Inventory by Acreage		
DESCRIPTION OF LAND USE	ACREAGE	% OF TOTAL
Agricultural Use*	95.84 ac.	4.9%
Single Family Residential	473.96 ac.	24.3%
Two Family Residential	95.75 ac.	4.9%
Multi Family Residential	105.83 ac.	5.4%
Manufactured Housing	64.42 ac.	3.3%
Retail Business and Service Uses	67.72 ac.	3.5%
Industrial Uses	298.75 ac.	15.3%
Institutional Uses	35.28 ac.	1.8%
Parks	75.74 ac.	3.9%
Undeveloped Land	167.28 ac.	8.5%
Floodway, Floodplains, Waterways	179.67 ac.	9.2%
Rights-of-way and Utilities	299.04 ac.	15.3%
Totals	1,959.30 ac.	100%

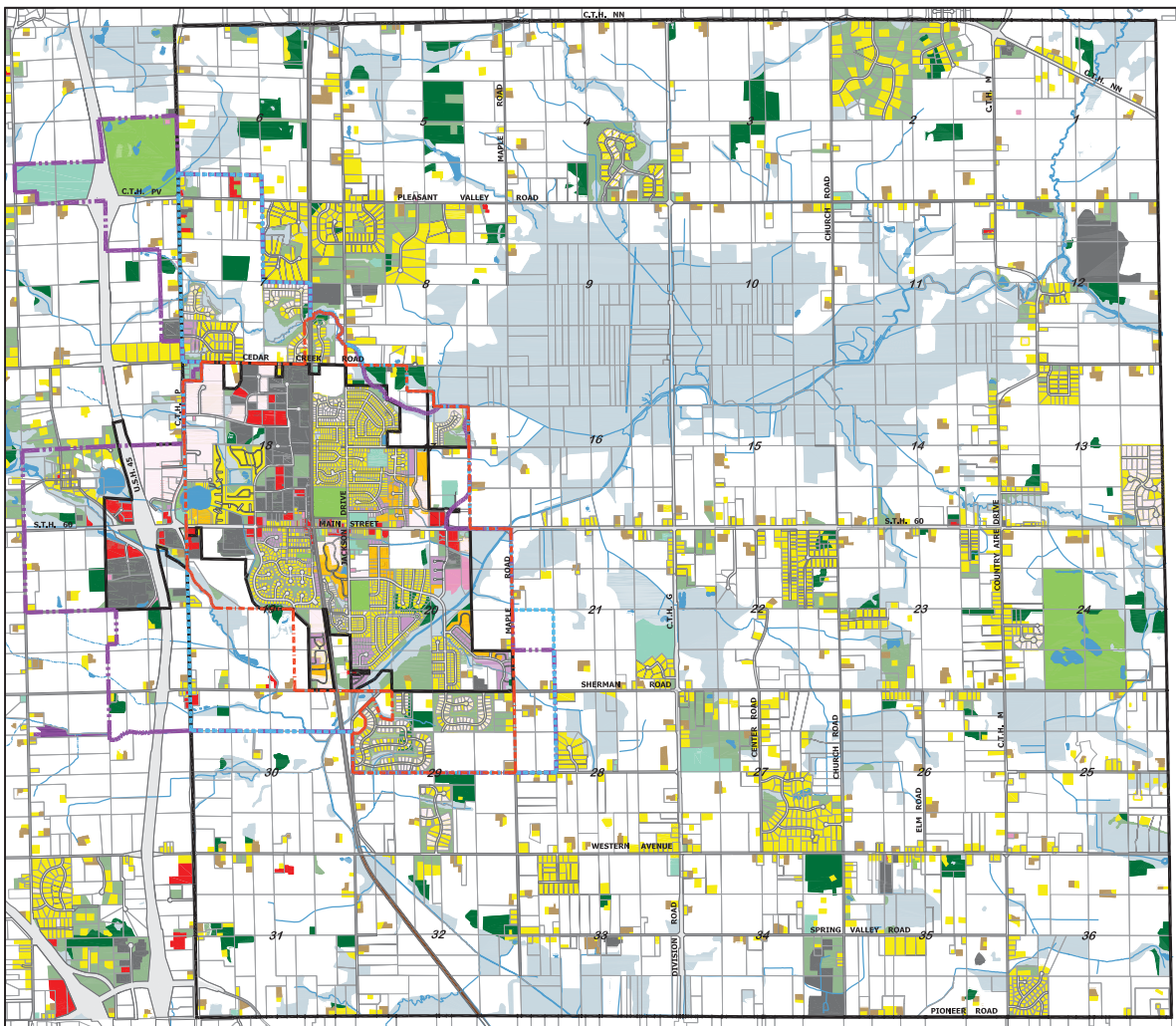
Source: Village of Jackson, September 2008

*With the exception of approximately 46 acres of property, the balance of the acreage devoted to agricultural use is cropped for purposes of use/value property tax assessment purposes.

FUTURE LAND USE PROJECTIONS AND MAPS

Projected Land Use Map Comments and Policies - Village

Exhibit 8.11 is the official projected future land use map for the Village of Jackson and takes precedence over any other projected land use mapping in this Comprehensive Plan.



- | | | | |
|--|---|--|----------------------------|
| | 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 | | WOODLANDS |
| | 2-FAMILY RESIDENTIAL | | SURFACE WATER |
| | MULTI-FAMILY RESIDENTIAL | | VACANT |
| | RETAIL | | |
| | INDUSTRIAL | | |
| | COMMUNICATION & UTILITIES | | |

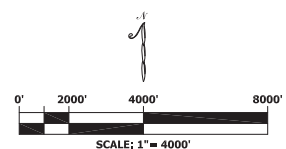


EXHIBIT 8.7

GENERALIZED LAND USE

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

7/1/2009

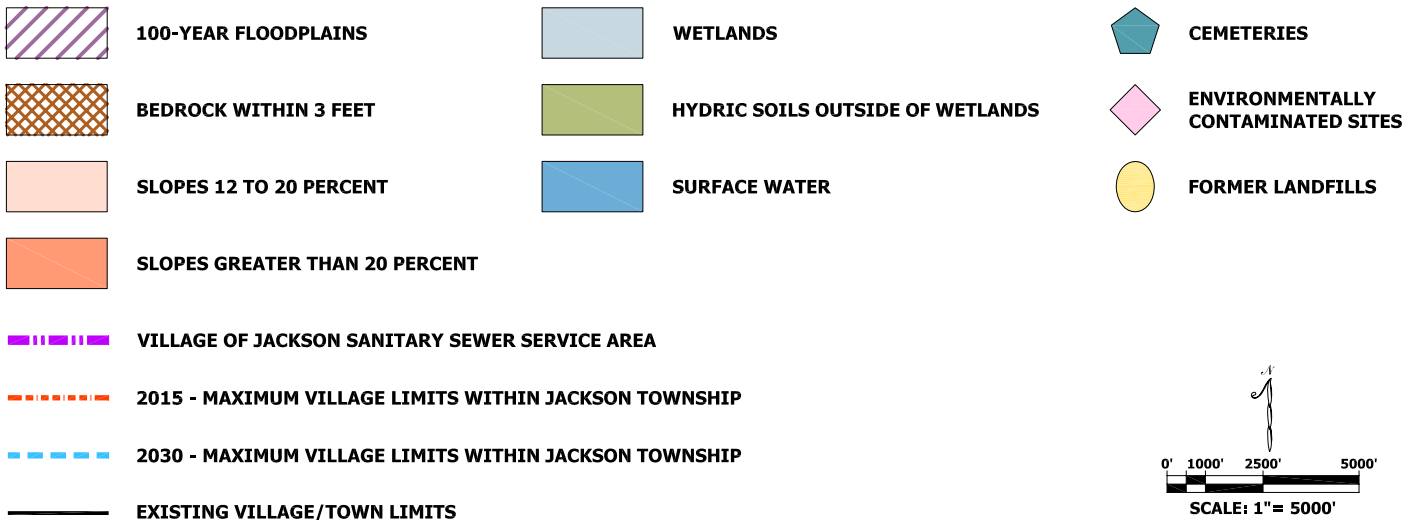
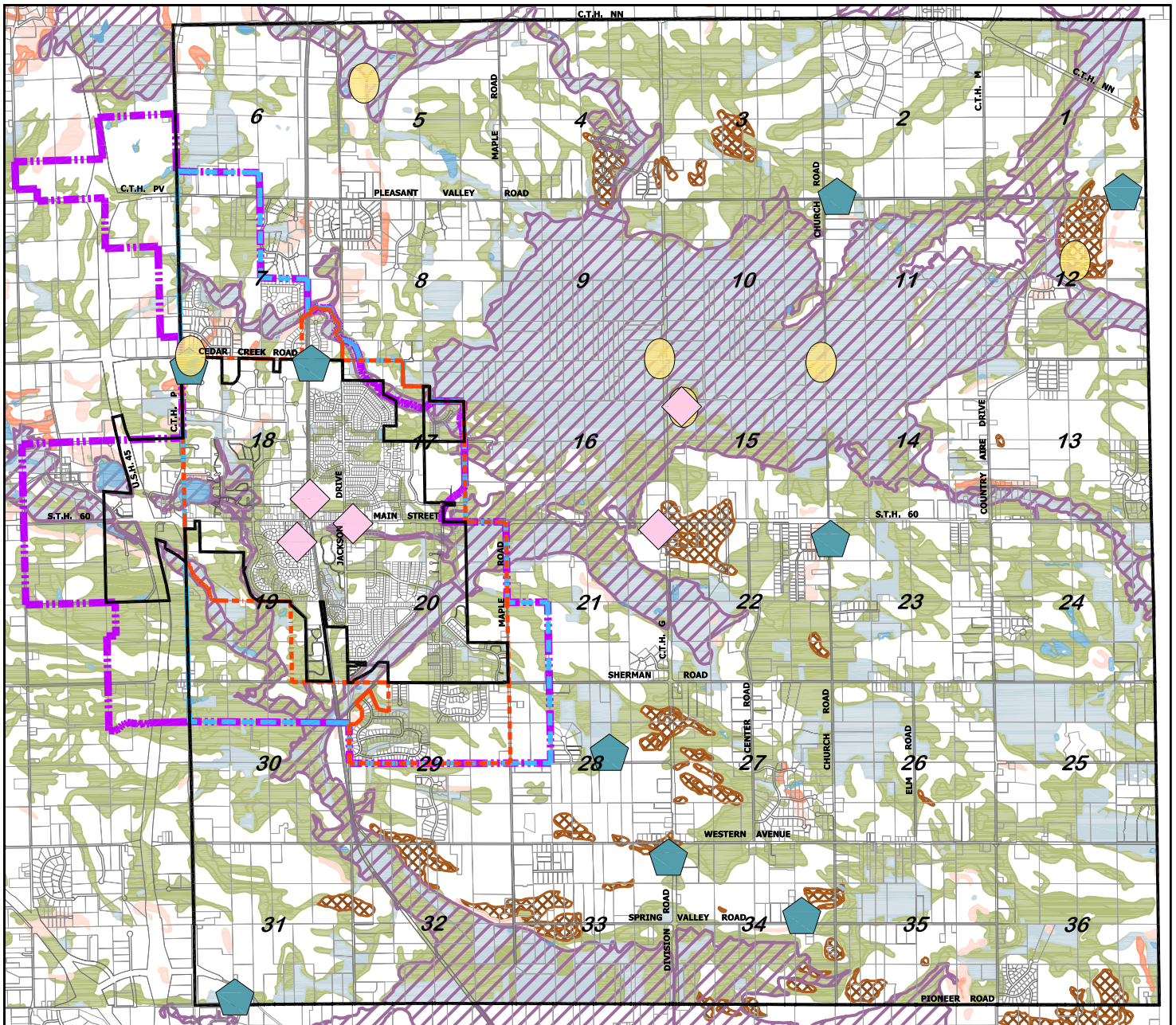


EXHIBIT 8.8

NATURAL LIMITATIONS FOR BUILDING SITE DEVELOPMENT IN THE TOWN AND THE VILLAGE OF JACKSON

The **commercial** projections in the Village should follow the adopted vision that has been developed to guide retail and service business and commercial to the four nodes as previously described (USH 45/STH 60/CTH P area; Industrial Drive/Glen Brooke Drive/Main Street area; Main Street/Center Street area; and the Eagle Drive/Main Street area.

Office commercial may be permitted as both adaptive reuse and visible areas along Main Street if deemed compatible with the existing uses, including the existing residential development. All business and commercial uses located outside of the four described nodes or areas projected for development shall be evaluated for compatibility and retention of the existing small town character of the Village without converting of Main Street to a strip commercial character.

Industrial development in the Village will continue to be a high priority goal. Generally, the industrial development within the Village will be located west of the Canadian National railroad tracks and north of the commercial and manufactured housing located on Main Street.

Additional areas planned for industrial or non-retail commercial are planned for the area between USH 45 and CTH P, east of USH 45 and south to Western Avenue. Lands west of USH 45 and south of Mill Road to Sherman Road are also projected for industrial or non-retail commercial uses.

Regarding **governmental** and **institutional** uses, the Village projects a need for a new Public Safety building for both police and fire services. The Town of Jackson, as well as a part of the Town of Polk, is in the Fire Service area; these towns are growing, as is the Village. As the Jackson area grows and service demands increase, together with additional mandated services by the state, buildings and space needs will need to be addressed.

Institutional uses, including public and parochial schools, medical facilities, and community based residential facilities for assisted living are included in this use category.

The Village and most of the Town are part of the West Bend School District. Although the plans of the West Bend School District do not include the siting of either elementary or middle schools in the Town, a new elementary school is planned for the Village. A parcel has been secured directly north of the new Jackson Area Community Center. The existing Jackson elementary school is located on approximately 6 acres and includes the use of Jackson Park for parking (0.35 acres). Established standards call for about 10 acres for the existing and projected student population.

As the country, state, and local area demographics indicate an aging society, more and more attention will be necessary to site assisted living housing.

An Aurora Healthcare medical facility is expected to be under construction on 60 acres, west of CTH P and north of Apple Road in 2009.

Generally, all new **residential** development is planned to be located east of the CN railroad tracks on property zoned for Planned Unit Development, which due to the characteristics of this zoning, can create a mixed use environment with a variety of housing types, and where appropriate, retail and office commercial uses. The goal for the residential balance is shown in Exhibit 8.10.

Exhibit 8.10 – Residential Balance, Village of Jackson	
TYPE OF STRUCTURES	APPROVED COMPOSITION
Single-Family	45%
Two-Family	15%
Four-Family	(Included in 3- Family or More Percentage)
Mobile Homes	15%
Five-Family Or More**	(Included in 3- Family or More Percentage)
Three-Family Or More***	25%

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.

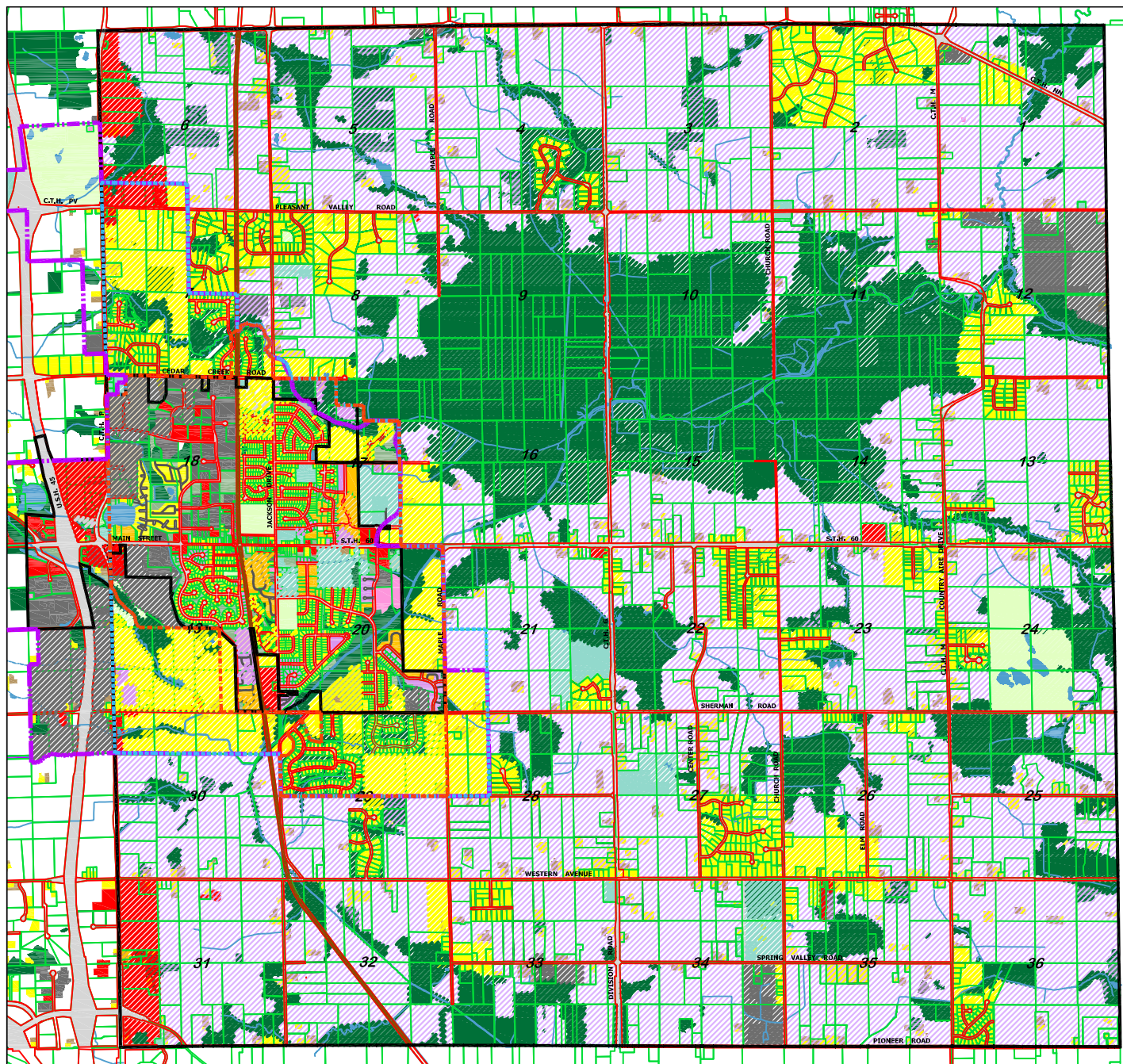
All requests for development in areas designated on the Projected Land Use Map as park or natural areas must be evaluated in the context of this Comprehensive Plan and the *Joint Parks, Recreation and Open Space Plan*, as well as all nine plan elements, especially the vision, goals, objectives, and policies/programs described in Appendix 9A of this Plan, publicly heard, debated, and approved through the statutory plan amendment process.

There are no plans to protect or continue planning for **agricultural** uses within the Village. Except for a 10+ acre farmstead, and a 35+ acre farm that was attached by the Village via the Cooperative Boundary Plan to avoid the creation of a Town island, the balance of the existing agricultural activity is primarily located on industrial property for purposes of taking advantage of the Use/Value assessed valuation permitted by the Wisconsin tax code.

As in the Town, no land is specifically allocated on the projected land use map for **transportation**, **communication**, or **utility** uses. But the Village has been authorized as a CLEC (Competitive Local Exchange Carrier) by the State of Wisconsin, which permits the use of any jurisdiction's rights-of-way for the construction and distribution of telephonic services. The Jackson Telecommunication Utility has extended fiber optic cable from Germantown to the Village and could provide unlimited high speed Internet and Voice over Internet Protocol (VoIP) to any user between the Village of Germantown and the Village of Jackson, without jurisdictional permission. The Village is also considering the assumption of that part of Main Street (STH 60) between the intersection of CTH P and the east boundary of the Village on Main Street.

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.



EXISTING LAND USE			PROJECTED LAND USE		
	1-FAMILY RESIDENTIAL		AGRICULTURAL/FARM BUILDING		1-FAMILY RESIDENTIAL
	2-FAMILY RESIDENTIAL		WETLANDS, WOODLANDS		2-FAMILY RESIDENTIAL
	MULTI-FAMILY RESIDENTIAL		OPEN LANDS		MULTI-FAMILY RESIDENTIAL
	RETAIL		SURFACE WATER		RETAIL
	INDUSTRIAL		VACANT		INDUSTRIAL
	COMMUNICATION & UTILITIES		TRANSPORTATION		SURFACE WATER
	GOVERNMENT & INSTITUTIONAL		RAILROAD		GOVERNMENT & INSTITUTIONAL
	PARK & RECREATIONAL				RAILROAD
					PARK & RECREATIONAL
					AGRICULTURAL, RURAL RESIDENTIAL, OPEN SPACE
					PRIMARY ENVIRONMENTAL CORRIDOR, WETLANDS, AND WOODLANDS
					SURFACE WATER
					TRANSPORTATION
					RAILROAD
					EXISTING VILLAGE/TOWN LIMITS
					2015 - MAXIMUM VILLAGE OF JACKSON LIMITS WITHIN JACKSON TOWNSHIP
					2030 - MAXIMUM VILLAGE OF JACKSON LIMITS WITHIN JACKSON TOWNSHIP
					VILLAGE OF JACKSON SANITARY SERVICE AREA

THIS LAND USE MAP INCLUDES PROJECTIONS OF ANTICIPATED FUTURE USES. THIS MAP DOES NOT ALTER THE CURRENT ZONING CLASSIFICATION OF ANY PROPERTY AS DESIGNATED BY THE VILLAGE OF JACKSON ZONING ORDINANCE AND MAP OR THE TOWN OF JACKSON ZONING ORDINANCE AND MAP.

EXHIBIT 8.11 PROJECTED LAND USE: 2035

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 Plan Commission and the Town Board, or the Village Plan Commission and Village 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. Any amendment must be recommended by the Joint Village/Town Planning Group prior to being heard by the recommending and decision making authorities within both the Town and Village.

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, and the Village adopted standards for the establishment of rights-of-way (Official Map), public street construction, water distribution facilities, sanitary sewer collection facilities, and storm water management facilities, as appropriate in each jurisdiction.

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.

This chapter also provides information on the Comprehensive Plan amendment/update process and its overall use by the Town and Village of Jackson.

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.

Plan Commissions

Plan 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 and Village plan commissions will likely need to make appropriate amendments to the Plan from time to time in order to adapt to changing circumstances. The Commissions should also ensure that existing and future ordinances (or other land regulatory controls) are consistent with the *Village and Town of Jackson Comprehensive Plan: 2035*. Finally, the Commissions will need to be sure that the Plan is updated at least once every 10 years.

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 and Village's zoning maps to determine compatibility and realignment within various districts. Town and Village 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 and the *Village of Jackson/Town of Jackson Revenue Sharing Agreement and Cooperative Boundary Plan* that 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 either the Town or Village may significantly change the character of the other — 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 or Village 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

The Village's vision was developed and substantiated three times over a period of 15 years. In two of the three instances, University of Wisconsin Extension personnel assisted in the double

checking of that vision. The Village has been using this vision as a guide whether the Village and Town of Jackson Comprehensive Plan existed or not, and the development within the Village has been following the vision for over 15 years.

IMPLEMENTATION SCHEDULE -VILLAGE

1. The Village's **Official Map** shall be updated prior to the adoption of this Comprehensive Plan.
2. The **Zoning Code** shall be made compatible with this Comprehensive Plan as soon as possible.
3. **Sign regulations** shall be adopted but are not made a part of this Comprehensive Plan. **(Timetable: amend as necessary.)**
4. Amendments necessary to comply with the state and county **storm water management** regulations shall be implemented as soon as possible.
5. **Historic Preservation** ordinances shall be created and amended as needed to ensure compliance with this Comprehensive Plan. **(Timetable: amend as necessary.)**
6. **Site Plan Regulations** shall reflect the vision, goals, and objectives set forth for the Village to ensure compliance with this Comprehensive Plan and the *Village of Jackson and Town of Jackson Revenue Sharing Agreement and Cooperative Boundary Plan*. **(Timetable: to amend as necessary – no specific timetable.)**
7. **Design Review ordinances, policies, and/or amendments** shall reflect the vision, goals, and objectives set forth in this Comprehensive Plan.
8. **Building Codes** shall be in compliance with the UBC (Uniform Building Code) as dictated by the State of Wisconsin and comply with any amendment deadlines imposed by the state.
9. Both the Town and the Village **Sanitary Codes** shall comply with their respective codes. The Town has adopted the Village sanitary code and water code to enable the Village to limit misuse of the systems outside the Village's corporate boundary. The Town shall continue to comply with State and Washington County Codes for the storage and treatment of sanitary waste. The Village shall enforce their sanitary codes to remain in compliance with Wisconsin Department of Natural Resources requirements for operating a wastewater treatment plant.
10. The Village's Subdivision Codes shall be reviewed periodically to ensure compliance with zoning and vision and goal statements as set forth in Appendix 9A of this Comprehensive Plan. **(Timetable: to amend as necessary – no specific timetable.)**
11. The Village shall cite that part of the vision statement, goals, and/or objectives as set forth in Appendix 9A of this Comprehensive Plan when development proposals are to be acted upon.
12. The Village shall continue to seek revenue sharing and cooperative boundary agreements with the Town of Polk and with the Village of Richfield if the Village wants to be served with Jackson water and sanitary sewer utilities.

13. Jurisdictions with mutual aid agreements with the Village of Jackson for Public Safety and Public Works shall continue and additional areas of opportunity shall continue to be explored.

PLAN REVIEW TIMELINE

Approximately five years after the initial adoption of this Comprehensive Plan, the Town Park and Plan Commission and the Village Plan Commission will review the vision, goals, objectives, policies, and programs in the Plan to determine whether they are still applicable, and if so whether progress has been made in accomplishing them. The Commissions, Town Board, and Village Board will consider adjustments as necessary.

No more than ten years after the initial adoption of this Comprehensive Plan, the Town Park and Plan Commission and the Village Plan 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 or the Village of Jackson.
2. The clerk of every local governmental unit that is adjacent to the Town of Jackson or the Village 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.

Joint Approval Considerations

Because this Comprehensive Plan represents two separate governmental entities in a single document, amendments to the Plan proposed by either the Town or the Village will require action by both entities. There are three categories of possible amendments: A) those that affect the Village but not the Town, B) those that affect the Town but not the Village, and C) those that affect both the Town and Village. Whenever an amendment is proposed, the Joint Village/Town Planning Group shall determine which one of the three categories applies to the amendment, after which the appropriate set of procedures described below shall be followed:

A) When an amendment affects the Village but not the Town

1. A joint meeting to conduct a Joint Public Hearing by both the Village and Town Boards shall be convened to consider the proposed amendment.

2. Testimony will be taken from residents and property owners, after which the public hearing will be concluded.
3. The entire Village Plan Commission and Village Board, in separate actions, shall vote to either approve or reject the proposal.
4. If the Village votes to approve, the Town must also vote to approve. If the Village rejects the amendment, the Town must also reject it.

Guidelines for determining category “A” amendments

The proposed amendment is applicable only within the corporate limits of the Village, or the proposed amendment is applicable to those lands where water and/or sanitary sewer has been permitted to serve, and will subsequently be attached to the Village after January 1, 2015.

B) When an amendment affects the Town but not the Village

1. A joint meeting to conduct a Joint Public Hearing by both the Village and Town Boards shall be convened to consider the proposed amendment.
2. Testimony will be taken from residents and property owners, after which the public hearing will be concluded.
3. The entire Town Park and Plan Commission and Town Board, in separate actions, shall vote to either approve or reject the proposal.
4. If the Town votes to approve, the Village must also vote to approve. If the Town rejects the amendment, the Village must also reject it.

Guidelines for determining category “B” amendments

The proposed amendment is applicable only to those areas outside the extra-territorial boundary (as defined by state statutes) of the Village of Jackson.

C) When an amendment affects both the Town and the Village

1. A joint meeting to conduct a Joint Public Hearing by both the Village and Town Boards shall be convened to consider the proposed amendment.
2. Testimony will be taken from residents and property owners, after which the public hearing will be concluded.
3. The entire Town and Village Plan Commissions and Boards, in separate actions, shall vote to either approve or reject the proposal.
4. Favorable majority votes from all four bodies shall be required for the amendment to be adopted.

Guidelines for determining category “C” amendments

The proposed amendment is applicable only to those lands where water and/or sanitary sewer has been permitted and will subsequently be attached to the Village after January 1, 2030; or the proposed amendment is applicable to all lands in the Town within the extra-territorial boundary (as defined by state statutes) of the Village of Jackson; or the proposed

amendment is applicable to those lands where water and/or sanitary sewer has been permitted to serve, and will subsequently be attached to the Village after January 1, 2015.

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
TOTAL	733,557,840	

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
TOTAL	473,993,784	

Aquifer Recharge Per Year

The formula to compute recharge is as follows:

$$(\text{Acres}) \times (\text{Annual precipitation}) \times (\text{Volume}^1) \times (\text{Percolation percentage}^2)$$

¹ This is a constant equal to the number of gallons produced by 1 inch of precipitation on 1 acre of land.

² 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.

APPENDIX 9A

Goals, Objectives, Policies, and Programs for the Village of Jackson

VILLAGE OF JACKSON

Goals, Objectives, Policies, Programs

1. The Village works to retain and promote the feeling of a “small town” atmosphere.

Once a slow-growing farming community, Jackson has become one of the fastest-growing communities in Wisconsin; in population, housing, and in value. Many of the residents in the Village of Jackson have remained in the Village or have relocated to the Village because of its small town feel.

- a) *Policy/program:* The Plan Commission and Village Board shall work to improve the central “downtown” South Center Street district to design and provide areas for community participation, such as performances and farmers’ markets in a “Village Square” environment.
- b) *Policy/program:* Efforts will continue to maintain Tree City USA status.
- c) *Policy/program:* The Village will develop and keep updated a “branding” and promotional package consistent with the small town philosophy.

2. The Village will continue to work with the Town of Jackson in promoting shared-services for efficient government.

The Village of Jackson and the Town of Jackson have created a rare relationship by entering into a Revenue Sharing Agreement and Cooperative Boundary Plan. This agreement has been the impetus for an enhancement of a relationship between a Village and Town to provide efficiency in government and quality of life for their citizens.

- a) *Policy/program:* A Joint Village/Town Community Center will be constructed to provide citizens of both Village and Town with community and recreational activities for all age groups.
- b) *Policy/program:* The Village will continue to develop joint park plans with the Town of Jackson and determine funding options based on uses.
- c) *Policy/program:* Develop the Cedar Creek Trail with the Town of Jackson and Washington County.
- d) *Policy/program:* Develop a hike/bike trail along Cedar Creek Road with the Town.
- e) *Policy/program:* Work with the Town of Jackson to create a Stormwater Management system, whether through a Village Stormwater Utility or a Stormwater Drainage District.

3. The Village will work to enhance “Quality of Life” issues for its citizens.

Whether improving community safety issues for pedestrian friendly passage or providing citizens with telecommunication technology, the Village will work to provide community enhancements to improve the quality of life of its citizens.

- a) *Policy/program:* The Village will continue to pursue public/private partnerships in expanding and enhancing its telecommunications utility providing for the information technology and telecommunications requirements of its citizens and businesses through fiber optic infrastructure and wireless Internet technologies.
- b) *Policy/program:* The Joint Village/Town Recreation Department will continue to offer recreational programs promoting health and fitness of its citizens while efficiently utilizing Village and Town facilities.
- c) *Policy/program:* The Village will work with the State of Wisconsin in planning for a safe access pedestrian bridge for students crossing the railroad tracks to arrive safely at a new elementary school planned for the future, as well as allowing citizens to safely navigate the trails and walkways parks throughout the Village.

4. Developing and maintaining a high quality robust transportation system is important to the Village.

Conservation of natural resources, limiting the use of fossil fuels, and development and use of alternative energy sources is the way of the future. The Village will work to discover more effective innovations in utilizing resources more efficiently.

- a) *Policy/program:* The Village will work with the Wisconsin Department of Transportation in planning for a high-speed rail station to be located within the downtown area.
- b) *Policy/program:* The Village will work together with the Wisconsin Department of Transportation in securing a Congestion Mitigation and Air Quality (CMAQ) grant in relocating the Park and Ride Lot, to provide for greater capacity and allow for more efficient use of automobile and commuter bus transportation, as well as future high-speed rail.
- c) *Policy/program:* Traffic breaks shall be created to enable residents and customers to enter Main Street safely.
- d) *Policy/program:* Improvements on STH 60 at CTH P and at Tillie Lake Rd shall be implemented to promote a safe environment.

5. Continued enhancement and expansion of the commercial nodes in the Village will offer more opportunities for its citizens.

The Village will work to develop and enhance retail business areas in nodes to retain a residential character on Main Street. The locations of the nodes are:

USH 45/STH 60/CTH P and Main Street
 Industrial/Glen Brooke Drives and Main Street
 Center Street and Main Street
 STH 60/Main Street and Eagle Drive

- a) *Policy/program:* Through the relocation of the Park and Ride Lot, the USH45/STH 60/CTH P and Main Street commercial node will provide more future retail development options.
- b) *Policy/program:* The Village will continue its attempt to attract businesses to locate within the community commercial nodes to provide citizens with more local options in specialty groceries, restaurant dining, and other retail products and services.

6. The Village will continue to pursue policies and strategies that are intended to achieve economic development success in the Village.

- a) *Policy/program:* The Village will continue to consider the use of economic development incentives within the Tax Increment Financing Districts if the industrial or commercial development warrants. Incentives will be used sparingly and are based on performance. The development must achieve the per square foot equalized values determined as necessary to retire the debt incurred to finance the infrastructure. The Village has formulas for reimbursement that share in this success and create an incentive for over-performance. Such reimbursement must be used by developers on TIF eligible aspects of their project. Residential projects are not eligible.
- b) *Policy/program:* The Village will continue to be a member of the Washington County Economic Development Corporation and has worked with Forward Wisconsin to bring the “Wisconsin Story” to prospective businesses considering locating in Wisconsin.
- c) *Policy/program:* Business and industry retention are high priorities of the Village. This was endorsed by the Village’s visioning process.
- d) *Policy/program:* Support an organizational strategy to create a forum for interaction and to develop a public sector/private sector working relationship.

7. The Village will provide for more effective planning and maintenance to ensure a safe, informed, and attractive community.

Developing and maintaining healthy neighborhoods, properties, and structures within the community will continue to be a priority in order to allow the continued status of the Village of Jackson as “small town USA.”

- a) *Policy/program:* Use of property maintenance inspections that are health/safety related, based upon home sales, to maintain housing stock; ensuring neighborhoods to be kept up to codes and standards.
- b) *Policy/program:* Utilities shall be buried whenever possible.
- c) *Policy/program:* Street trees shall be required in all areas (residential, commercial, and industrial developments).
- d) *Policy/program:* The residential character on Main Street shall be retained either through residential occupancy or adaptive reuse of non-retail uses.

- e) *Policy/program:* The Village will develop as much of a “paperless” e-government effort as possible.
- f) *Policy/program:* The Village will enhance its website to keep its citizens informed.

