

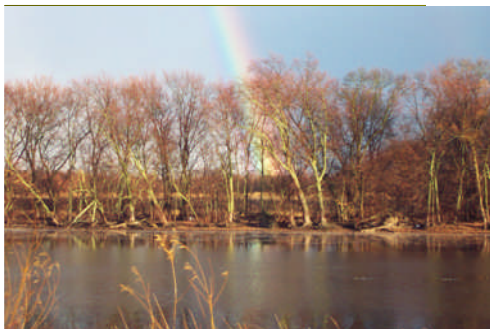
TOWN OF JEFFERSON

COMPREHENSIVE LAND USE PLAN

2010 - 2030

**Town of Jefferson
Town Board
and
Plan Commission**

Adopted June 7, 2010



Acknowledgements

Special acknowledgement and thanks are due a number of people for their long term attention and commitment to the development of this Town of Jefferson Comprehensive Land Use Plan.

Over fifty residents of the Town attended multiple meetings to give the Board and Commission their thoughts on the future of Jefferson. I thank each of those who participated in the development process for their willingness to publicly dedare their opinions. These individuals' input provided the basis for our Town Plan and I hope it honestly reflects their vision for our Town's future.

The Town Plan Commission gave immeasurable hours over a two year period to the process of developing this Plan. Their efforts included research, conducting public sessions, and considerable discussion and decision making to achieve this final Plan. I thank each of them for their efforts. I also thank Bonnie Ames, our Town Clerk, for her final editing of this Land Use Plan. She applied her considerable teaching skills to making this Plan readable and usable for the Board and our residents.

I also thank Professor Steve Grabow of the University of Wisconsin Extension for providing the groundwork to our Board and Plan Commission to undertake this process. He grounded us in our work and provided a framework for our residents to give us the input that is the foundation of the Plan.

Throughout this process, Margaret Burlingham, the Town's consultant from LanDesign, provided her leadership and expertise to ensure the Town achieved its goals in creating this Plan. Ms. Burlingham correlated all the elements that were addressed by our residents and the Commission and skillfully crafted this final Plan. The Town's success in developing and writing our Land Use Plan is due in the largest measure to Ms. Burlingham. Thank you.

Don Bigelow,
Chairman, Jefferson Town Board

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Chapter 1 Introduction, Issues, and Vision

The Town of Jefferson Comprehensive Land Use Plan is the guiding document for zoning and land use in the Town of Jefferson. Elected Town Board members and appointed Plan Commissioners are compelled by state statute to use this *Land Use Plan* in their decision-making process regarding land divisions, conditional uses, and other areas related to zoning. Town officials are also directed through this document by the residents who participated in the process of defining the goals and principles important to them for the use of land in the Town of Jefferson.

This Plan addresses residents concerns about ungoverned development and growth, provides for the preservation of agriculture and open space, and supports their desire for economic growth and an increased sense of community and Town identity.

1.1 State of Wisconsin Requires a Land Use Plan

Wisconsin State Statute 66.1001, commonly known as “Smart Growth”, required each county, city, village, and most Towns in Wisconsin to adopt a comprehensive land use plan by January 1, 2010 that clearly defines land use goals and standards for their municipality.

The Smart Growth statute requires that each municipality conducts its own process of public participation and addresses each element and topic defined by the Statute. The final draft plan must go through a public hearing and be adopted as a Town Ordinance. Once a plan has been adopted, decisions made regarding petitions from landowners must adhere to the plan.

The purpose of the *Comprehensive Land Use Plan* is to serve as a useable guide for the Planning Commission and Town Board in providing consistent, unbiased and equitable decisions on the use of land in their jurisdiction.

This plan addresses the following elements required by State Statute for all comprehensive land use plans:

- Issues & Opportunities
- Housing
- Agricultural, Natural, and Cultural Resources
- Transportation
- Economic Development
- Utilities & Community Facilities
- Intergovernmental Cooperation
- Land Use
- Plan Implementation

Each element includes inventory and background information, forecasts, and trends. Goals were developed to meet local expectations and hopes and provide a basis for Town policies. The nine elements must be consistent with each other and all Town ordinances and land use maps. In addition, the following fourteen planning goals are recommended by the State of Wisconsin and all of them were considered in the development of each element.

- Promote the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.
- Encourage neighborhood designs that support a range of transportation choices.
- Protect natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces and groundwater resources.
- Protect economically productive areas, including farmland and forests.
- Encourage land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state governmental, and utility costs.
- Preserve cultural, historic and archaeological sites.
- Encourage coordination and cooperation among nearby units of government.
- Build community identity by revitalizing main streets and enforcing design standards.
- Provide an adequate supply of affordable housing for individuals of all income levels throughout each community.
- Provide adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.
- Promote the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional, and local levels.
- Balance individual property rights with community interests and goals.
- Plan and develop land uses that create or preserve varied and unique urban and rural communities.
- Provide an integrated, efficient and economical transportation system that affords mobility, convenience and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.

1.2 Coordination with the Jefferson County Agricultural Preservation and Land Use Plan

The Town of Jefferson previously adopted the 1999 *Jefferson County Agricultural Preservation and Land Use Plan*. The County Plan contains the principles, standards, and priorities for land use and preservation that are implemented through County ordinances. These ordinances include the Jefferson County Zoning Ordinance, Land Division and Subdivision Ordinance, Flood Plain Ordinance, and Private Sewage System Ordinance. County staff reviews petitions and applications for conformance to these ordinances. The Town Board has followed the County Plan and Ordinances when making decisions regarding zoning, land division, variances, and conditional uses.

The County's plan was developed cooperatively with county-wide partners in the public and private sector and involved county residents through committees, surveys, listening sessions and hearings. Despite the participation of the public in developing the County Plan, this plan distills diverse needs over a larger geographic area than a Township in its approach and direction to land use.

The Town of Jefferson Board and Plan Commission recognize that the *Jefferson County Agricultural Preservation and Land Use Plan* and ordinances are well developed, reasonable, and provide equity among varied property interests such as residential, agricultural, and commercial.

The County Plan also articulates many of the same values, principles, and goals as those expressed by Town of Jefferson residents during the public review process for the Town's plan. For this reason, the Town Board and Plan Commission have assumed a large portion of the County's plan as a foundation for our Town plan.

Where a more restrictive approach than the County's plan is warranted to preserve the Town's rural and agricultural underpinnings, specific language in Chapter 2 (Land Use) frames our priorities and standards.

The *Town of Jefferson Comprehensive Land Use Plan* and ordinances can only differ from the County plan and ordinances when it intends to be more restrictive; see Table 1.1. The Town Board has adopted more restrictive standards and policies to accomplish the following goals (see Chapter 2 for details).

- To preserve agricultural land for farming and agri-business.
- To preserve open space, natural resource areas and the Town's rural atmosphere.
- To reduce or eliminate discord between residential use and agricultural use.
- To protect properties within the Town from contamination and environmental nuisance.
- To conserve the financial resources of the Town.

Table 1.1

Foundations of Land Parcel Regulation	
Zoning	Land Division
<ul style="list-style-type: none"> Controls the use of land 	<ul style="list-style-type: none"> Controls the division of parcels to smaller new parcels
<ul style="list-style-type: none"> Requires ongoing inspection and verification 	<ul style="list-style-type: none"> Only invoked when owner seeks to divide
<ul style="list-style-type: none"> Legislative (each change is a change of ordinance) 	<ul style="list-style-type: none"> Administrative (owner either follows the rules or is rejected)
<ul style="list-style-type: none"> Consistent with a Plan 	<ul style="list-style-type: none"> Consistent with a Plan
<p>The Town's responsibility for land division review and decisions is minimal under county ordinance but increases if the Town enacts more restrictive ordinances. The Town plan commission is responsible for recommendations to the Town board whenever a land division is sought by a property owner. Under county ordinance, they apply the county's administrative standard. The plan commission has a cooperative role with the county when they apply the more restrictive Town ordinance to a proposed land division. In either case, the plan commission applies the standard of the ordinance, which is based on the comprehensive land use plan, to the review of a land split. There is no discretion in the application of the ordinances.</p> <p style="text-align: right;">Source: Eric Olson, UWEX Center for Land Use Education, UW Stevens Point College of Natural Resources</p>	

The *Jefferson County Agricultural Preservation Plan* expired at the end of 2009. In 2009 the State of Wisconsin passed new eligibility requirements for the state agricultural preservation program and new land division policies for counties that participate in the program. Jefferson County was granted a two-year extension to update its plan to meet the new state requirements. It is understood by the Town Board that these changes may impact County zoning ordinances and procedures and the Board may need to amend its comprehensive plan accordingly.

1.3 How the Town of Jefferson Developed this Plan

The Town Plan Commission was put in place in 2006 in part to take on the challenge of developing our *Comprehensive Land Use Plan*. A five-member commission, with assistance of a consultant (LanDesign) and UW-Extension staff, developed an inventory of population, resources, infrastructure, and economic bases in the Town of Jefferson. This inventory provided the structure for decision making as the process of plan development moved forward.

Town residents provided the vision for decisions that were made to develop, restrain or maintain the various elements of Town makeup. The public process used during the development of the *Comprehensive Land Use Plan* is summarized in the next section.

Public Participation in Plan Development

Residents were provided with several opportunities to participate in development of the *Town of Jefferson Comprehensive Land Use Plan*. Appendix A provides summaries of the public input meetings.

Visioning Sessions

Fifty residents participated in the development of the plan at two open houses and "visioning sessions" conducted by Professor Steve Grabow, Community Resource Educator from UW-Extension, and consultant Margaret Burlingham of LanDesign. Forty three people attended an open house and vision session held in Helenville that was conducted to understand the unique views and concerns of residents in this rural hamlet located within the Town of Jefferson.

The visioning sessions were held on the following dates:

- September 8, 2008 at UW-Extension Jefferson County to gather visions.
- October 13, 2008 at UW-Extension Jefferson County to come to consensus on visions.
- March 18, 2009 at the Helenville Fire Hall to gather visions on Helenville.

Goal Development

Initial visions and goals for the *Comprehensive Land Use Plan* were developed by the Planning Commission from the public input received during these meetings. A Comprehensive Land Use Plan Review Meeting was held on November 16, 2009 (attended by thirty two residents) to gain their response to the goals and priorities identified by Commission members for inclusion in the draft land use plan. Meeting input and comments are summarized and listed in Appendix A.

Plan Adoption

A draft of the *Comprehensive Land Use Plan* was developed following public comment on plan goals and included inventory and background information and goals, objectives, and policies for the nine required elements.

Prior to the public hearing on residents had the opportunity to read and comment on the content and clarity of the Plan.

A public hearing was held on May 3, 2010. The Commission considered the additional comments of residents before finalizing the *Town of Jefferson Comprehensive Land Use Plan*. The Plan was adopted by ordinance on June 7, 2010. See Appendix B for the Resolution and Ordinance adopting the Plan.

1.4 Issues and Opportunities

Discussion and comments received during the public visioning meetings shed light on the community's hopes for the future and the driving issues that the *Town of Jefferson Comprehensive Land Use Plan* seeks to address.

Opportunities

The following visions or opportunities received consensus from the participants during the public visioning meetings:

- A balance of land use that is beneficial economically, aesthetically, and environmentally.
- Retention of the "country feeling": less noise, less pollution, saving wildlife.
- A recognizable identity for the Town of Jefferson and a marketing plan.
- Programs to preserve farmland and explore purchase of agricultural conservation easements and transfer of development rights.
- Promotion of value-added agricultural products that are produced and marketed in the Town and surrounding area.
- Higher density residential in certain areas.
- A strategy to create buffers around cities where a city would have difficulty changing Town policy intentions.
- Cooperation on land use with Fort Atkinson and Jefferson.
- Connectivity through the County during flood times (passable bridges).
- A Town Hall.
- Roads improvement to handle existing and increasing traffic.
- Preserved and valued wetlands.
- Extra shoulders on Town/County roads for bicycling and bike safety.
- High speed electronic access opportunities without environmental and visual impacts.
- Use of green building techniques and renewable energy for new facilities.
- Opportunities to use alternative energy sources without visual and environmental impacts.
- Reliable electrical service.
- A reduction of light pollution and keeping our night skies.

Helenville residents suggested the following visions for the rural hamlet:

- Preserve our rural integrity.
- Improve Helenville by redevelopment, not new development.
- Maintain the good quality of life in Helenville.

Issues

A review of the public comments from the visioning sessions and discussions with the Town Planning Commission and Town Board revealed the following key issues in the Town of Jefferson:

- Asphalt/concrete mix plants in gravel pits, their impact on the environment and neighbors, and monitoring activities in the pits.
- Loss of property tax base due to the purchase of Town land by Jefferson County.

- The direction of future development in Helenville.
- Future development along the STH 26 by-pass interchanges.
- Annexation of land under the jurisdiction of the Town by the Cities of Jefferson and Fort Atkinson.
- Development policies for Helenville and R-2 zoned parcels.
- Appropriate methods of farmland preservation.
- Communications tower permit procedures.
- Where and what type of business development should take place.
- Road maintenance.

This *Comprehensive Land Use Plan* sets forth methods to address community issues and realize the vision of its residents.

1.5 Town of Jefferson Land Use Vision

Goals, objectives, policies, and recommendations were developed for each of the planning elements in order to address the land use issues mentioned at the visioning meetings and to enhance the Town's distinctive features. Specific goals, objectives, and policies for each of the elements are given in the corresponding chapters.

Four overall visions for the *Comprehensive Land Use Plan* emerged through the public visioning process. Reaching for these visions will enhance the distinctive rural character of the Town and improve the quality of life of those who live, work, and visit the Town of Jefferson. All of the elements in the comprehensive land use plan take into consideration each of these four vision statements.



Characteristic farm fields and drumlins in the Town of Jefferson.

Town of Jefferson Vision Statements

- Helenville is an unincorporated community with rural charm. The community will be improved by redevelopment of existing structures and limiting new development. Businesses that serve local residents and recreational trail and wildlife area users will be considered.
- Agriculture and natural areas are important to the economy, heritage, character, ecology, and landscape of the Town of Jefferson. Being supportive of farming as a business and preserving farmland, productive soils, and natural resource areas is a priority.
- The Town of Jefferson will be pro-active in growth management of land along the STH 26 bypass and around and within city urban service areas that are under Town government jurisdiction.
- The Town of Jefferson will develop an identity that spans the Rock and Crawfish Rivers and that reflects its heritage, farming tradition, and large natural resource areas. The Town Board will strive to provide services that join its residents together such as the opportunity to participate in Town government, a Town Hall, and a website.

1.6 Definitions

The definitions of several terms used throughout the Plan are given below.

Town: For the purposes of this Plan, the word Town generally refers to the land and its residents contained within the defined borders of the Town of Jefferson including the rural hamlet of Helenville. The unincorporated minor civil divisions of Counties in Wisconsin are typically called Towns. The geographical area of a Town may also be called a Township. The Town of Jefferson is unique in that it is not the typical square that is six square miles in size composed of 36 one square mile Sections. The Town of Jefferson's boundaries are approximately twelve miles east to west, and four miles north to south. The coordinates of the Town of Jefferson are T.6N-R.14E. Sections 1 through 25 and T.6 N.-R.15E. Sections 1 through 13.

Town Board: The Town Board is the elected governmental decision-making body within the borders of the Town.

Infill: Infill refers to placing new development within or immediately adjacent to existing development to concentrate housing or commercial sites in a smaller area and reduce the impact on agricultural, rural, and/or natural areas. In the Town of Jefferson, infill can only occur within the boundaries of Helenville with a plan approved by Jefferson County.

Open Space: Open space refers to agricultural and natural areas in the Town of Jefferson including parks and State Wildlife Areas where development is at a minimum. Though private land may be considered as "open space" it is not open for public use and permission must be requested from the owner to enter the property.

Parent Parcel: Parent parcels, as defined by Jefferson County refer to all contiguous lands under the same ownership and zoning district that existed on December 13, 1977. A parent parcel is not considered divided by streams or roads under the *Town of Jefferson Comprehensive Land Use Plan*.

A-1 (Exclusive Agricultural) zoned lands created by variance before December 13, 1977 are not considered parent parcels. A parent parcel under the Town of Jefferson Plan must also be a Parcel of Record under the definition of the County Zoning Ordinance No. 11 that implements the 1999 *Jefferson County Agricultural Preservation and Land Use Plan*.

Prime Agricultural Soils: The *Soil Survey of Jefferson County, Wisconsin* classifies all soils into eight capability classes based on "the suitability of soils for most kinds of field crops." The *Jefferson County Agricultural Preservation and Land Use Plan* identifies Class I, Class II, and those Class III soils "that exhibit prime agricultural capabilities based on comparable expected yields of Class I and II" as prime agricultural soils.

Zoning: Zoning classifications refer to the uses of land allowed under the Jefferson County Zoning Ordinance No. 11. Zoning categories and additional restrictions for the Town of Jefferson are covered in Chapter 2 Land use:

A-1 Exclusive Agricultural: Lands best suited to farming. Principle and conditional uses are agricultural. Land must be rezoned out of A-1, usually to A-3 in order to build a dwelling. A-1 is a zoning district, not a soil type.

A-2 Agricultural Business: Manufacturing, storage, marketing, or industrial activities related to agriculture. All uses are conditional.

A-3 Agricultural/Rural Residential: Limited rural residential development in predominantly agricultural areas where the development would have a limited impact on agricultural production.

R-2 Residential Unsewered: Non-farm residential areas not serviced by public sewer. The principle uses are single family detached homes and parks and conservancy areas. Some conditional uses are allowed, but not generally commercial uses.

C Community Zoning: Unincorporated older communities with mixed residential, commercial and farming uses, like Helenville, were zoned community. Single family residential and parks and conservancy areas are the principal uses with many conditional business uses.

I Industrial: Areas best suited to non-agricultural industrial development such as manufacturing, processing, warehousing, wholesale distribution and transportation.

B Business: Non-agricultural commercial use and civic buildings.

Chapter 2 Land Use

2.1 Land Use Overview

The Town of Jefferson is located in central Jefferson County in the Rock and Crawfish River valleys (Figure 2.1). The cities of Jefferson and Fort Atkinson are located along the rivers, essentially dividing the Town into east and west halves. The City of Jefferson is the County seat.

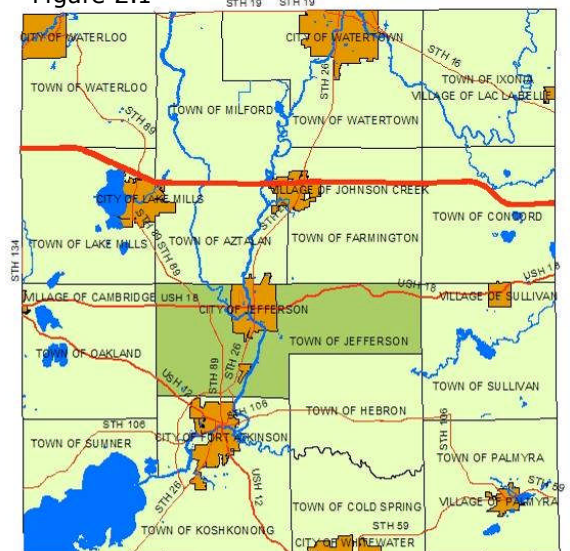
Transportation routes impact land use and population growth in the area. Interstate 94 is located about 3 miles north of the Town, giving commuters easy access to Madison, Waukesha, and Milwaukee. STH 26 connects the north and south parts of the County and cities such as Watertown and Janesville. USH 18 travels along the north side of the Town and connects to Madison and Waukesha. USH 12 crosses the southwest corner of the Town and locally connects Madison, Whitewater, and Elkhorn.

The Land Use Chapter directs future development and the preservation of public and private property. Good land use planning considers how particular land uses impact neighbors, transportation, community services, natural resources, drainage, farming, and community identity. The *Town of Jefferson Comprehensive Land Use Plan* designates appropriate locations for the variety of land uses that take place.

This chapter lists land use goals, objectives, and strategies and illustrates current land use patterns, trends, and appropriate soil types for a variety of uses. This information will be used by the Town Board and Planning Commission when making rezoning and land use decisions. A section in this Chapter addresses land use policies for the unincorporated community of Helenville, which is designated in the Jefferson County plan as a rural hamlet.

The Town of Jefferson has followed the *Jefferson County Agricultural Preservation and Land Use Plan* and Zoning Ordinance since 1999. Most new residential construction in the Town occurs on rural lots that are split off from larger parcels. The Jefferson County Land Division Ordinance allows for a limited number of A-3 zoned rural residential lots. The Jefferson County Zoning Department estimates that there are roughly 500 available splits that could be rezoned into one or two acre A-3 (Rural Residential) lots per Township.

Figure 2.1



The Town of Jefferson would like to provide an alternative to situating new lots on good farmland and encourage clustering of new homes adjacent to existing non-farm residences.

A transfer of development rights (TDR) program may be pursued to facilitate moving lots from rural farming areas to an infill area such as Helenville.

In R-2 (Residential Un-Sewered) zoned areas, the Town's land division ordinances will require a one acre minimum lot size to accommodate primary and replacement septic systems and an adequate building area.

2.2 Demographics

Population

The 2009 estimated population of the Town of Jefferson was 2,186 persons. The population has decreased by 209 people since the year 2000 or by 8.7 percent. This decrease could be due to the annexation of land by the City of Jefferson, which included the St. Coletta's school property and the relocation of the school's residents.

The Town of Jefferson has the lowest population growth rate in Jefferson County, see Table 2.2. If annexation of Town land by the Cities of Jefferson and Fort Atkinson around the new STH 26 by-pass ensues, the Town's population base may continue to erode.

The Wisconsin Department of Administration (DOA) projects a population of 2,074 for 2010 decreasing to 1,537 by 2030. These calculations seem to indicate that the loss of population will continue at a steady rate. In reality many factors such as economic conditions, infrastructure improvements, the rate of land annexation by cities, improvements in communications, changes in State, County, and Town policies, and a myriad of other factors will influence the actual population trend.

Households

Of the 759 households in the Town, 590 were composed of families and 169 were non-family households, according to Census 2000. Children resided in approximately 48 percent of family households. In non-family households, 125 people lived alone and of these 47 householders were 65 and over. In the year 2000, 238 persons were in group homes or facilities such as St. Coletta's. Seventy-two percent of Town residents had lived in the same house for at least five years. People under 18 years of age lived in 242 households or nearly 32 percent of all households.

Wisconsin Department of Administration projections estimate that in 2030 there will be 579 households in the Town of Jefferson, a decrease of 200, assuming population trends continue.

Table 2.2

Jefferson County Population 2000 and 2009

MUNICIPALITY	JEFFERSON COUNTY PORTION	2000 CENSUS	2009 ESTIMATE	NUMERIC CHANGE	PERCENT CHANGE
T AZTALAN		1,447	1,425	-22	-1.5%
T COLD SPRING		766	792	26	3.4%
T CONCORD		2,023	2,146	123	6.1%
T FARMINGTON		1,498	1,532	34	2.3%
T HEBRON		1,135	1,166	31	2.7%
T IXONIA		2,902	3,607	705	24.3%
T JEFFERSON		2,395	2,186	-209	-8.7%
T KOSHKONONG		3,395	3,605	210	6.2%
T LAKE MILLS		1,936	2,060	124	6.4%
T MILFORD		1,055	1,085	30	2.8%
T OAKLAND		3,135	3,362	227	7.2%
T PALMYRA		1,145	1,222	77	6.7%
T SULLIVAN		2,124	2,254	130	6.1%
T SUMNER		904	901	-3	-0.3%
T WATERLOO		832	967	135	16.2%
T WATERTOWN		1,876	1,973	97	5.2%
V CAMBRIDGE	*	87	122	35	40.2%
V JOHNSON CREEK		1,581	2,138	557	35.2%
V LAC LA BELLE	*	-	2	2	0.0%
V PALMYRA		1,766	1,786	20	1.1%
V SULLIVAN		688	670	-18	-2.6%
C FORT ATKINSON		11,621	12,180	559	4.8%
C JEFFERSON		7,208	7,839	631	8.8%
C LAKE MILLS		4,843	5,395	552	11.4%
C WATERLOO		3,259	3,376	117	3.6%
C WATERTOWN	*	13,535	14,580	1,045	7.7%
C WHITEWATER	*	2,611	2,939	328	12.6%
JEFFERSON Total		75,767	81,310	5,543	7.3%
WISCONSIN Total		5,363,715	5,688,040	324,325	6.9%

Age Distribution

The median age of Town residents is 40.9 years according to Census 2000. Forty-seven percent of residents were between the ages of 25 and 54, 27 percent were between 55 and 84 years of age, and 26 percent were between the ages of 0 and 24.

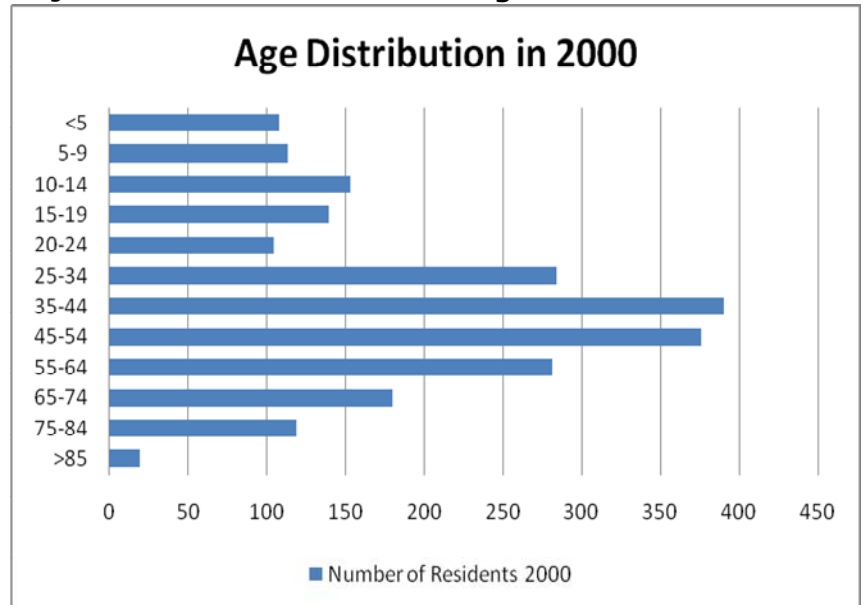
Figure 2.3 shows a peak in the 35-44 and 45-54 age groups with a dip in the 20-24 age group when young people attend college or strike out on their own. A Wisconsin Department of Administration study of population trends through 2030 predicts that the state-wide working age population, ages 18 through 64, will peak in 2015 and then decline slightly by 2030.

State-wide the 65-plus population is expected to increase slowly until 2010 and then grow dramatically, their numbers increasing by 90.2 percent by 2030.

Senior citizens formed 13 percent of the Wisconsin population in 2000. They are projected to account for 21 percent of the population in 2030. The state-wide population of people age 85 and over is projected to increase by nearly 66 percent by 2030. Life expectancy is likely to rise to 78.5 years by 2030 for males and 83.5 years for females.

These statistics may indicate the need for multi-generational family dwellings such as duplexes or mother-in-law apartments in residential homes, more services for mature citizens, universally accessible housing and more assisted living units, accessible public transportation, and the possibility that these citizens may move out of the community to retire elsewhere or retirees from urban areas may move into the Town.

Figure 2.3 **Town of Jefferson Age Distribution**



2.3 Existing Land Uses and Trends

Existing Land Uses

Land uses were mapped in 2000 by Jefferson County, see Figure 2.5. Distinctive features of the Town of Jefferson include the Rock and Crawfish Rivers, which flow through the Township and the Cities of Fort Atkinson and Jefferson, and the rolling glacial landscape with its signature drumlins. While most of the land area is agricultural, extensive wetlands such as the Jefferson Marsh and Rose Lake Marsh mark the countryside.

Acreage in various land uses in the year 2000 is found in Table 2.4.

- Agricultural land and farm buildings comprise 71 percent of the land use in the Town of Jefferson.
- The wetlands, upland woods, surface water and parks make up natural areas and cover about 24 percent of the land. Wetlands covered 19 percent of the land area in 2000. Wetland restoration since 2000 has not been quantified in the wetland calculation, but has added a few thousand acres of wetlands. Parks in this calculation refer to County Parks. Much of the WDNR land is included under wetlands and woodlands.
- Residential areas make up just under 4 percent of total land use.

- Industrial and manufacturing, governmental and institutional, communications and utilities, and retail sales and service comprise less than 1 percent of total Town area.

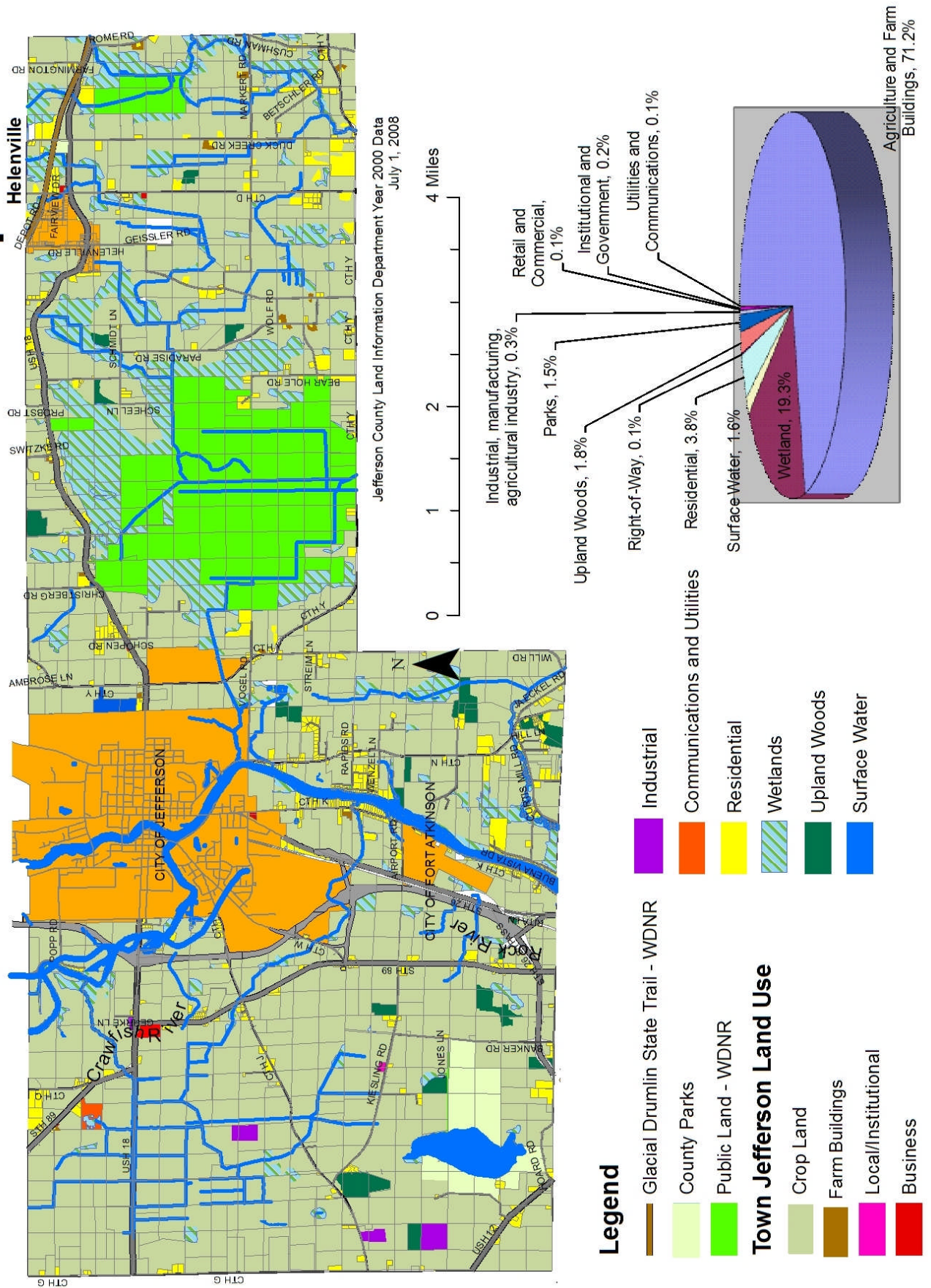
Table 2.4

Town of Jefferson Land Use Categories in 2000		
Town of Jefferson		
Land Use Category	Acres	Percent of Land Area
Agricultural Crop Land	18,044	66.94%
Farm Buildings	39	0.14%
Rural Uncultivated	1113	4.13%
Agricultural Total	19,196	71.21%
Wetland	5206	19.31%
Surface Water	425	1.58%
Upland Woods	483	1.79%
Parks	395	1.47%
Natural Areas Total	6509	24.15%
Multi-Family	7	0.03%
Mobile Home	1	0.00%
Single Family	945	3.51%
Vacant Lots Under 5 Acres	66	0.24%
Residential Areas Total	1019	3.78 %
Industrial and Manufacturing	87	0.32%
Government and Institutional	63	0.23%
Communications and Utilities	25	0. 09%
Retail Sales and Service	22	0.08%
Total Acres	26,955	100.00%

US Census 2000 and 2000 Land Information data

Figure 2.5

Town of Jefferson Land Cover Map



Farmland Trends and Land Values

Because farmland covers such a large portion of the Town of Jefferson, agricultural land values and production are important to long-term viability of local farming operations and the economy of Jefferson County as a whole.

The US Census of Agriculture is conducted every five years with the latest in 2007. Between the 1997 Census of Agriculture and 2007, land in farms in Jefferson County decreased by 5.5 percent (see Table 2.6). The number of farms decreased by 4 percent from 1,493 in 1997 to 1,434 in 2007, despite a slight increase in the number of farms between 2002 and 2007. The average farm size decreased 1.7 percent from 173 acres in 1997 to 170 acres in 2002. The average product sales per farm increased over 62 percent from \$89,948.00 in 1997 to \$145,951.00 in 2007.

Table 2.6 **Jefferson County Land in Farms and Farm Product Sales**

Jefferson County	1997	2002	2007	Change 1997 - 2007	Percent Change
Land in Farms	258,414 acres	247,914 acres	244,238 acres	- 14,176 acres	- 5.5%
Number of Farms	1,493 farms	1,421 farms	1,434 farms	- 59 farms	-4.0%
Average Farm Size	173 acres	174 acres	170 acres	-3 acres	-1.7%
Total Sales per Farm	\$89,948.00	\$97,621.00	\$145,951.00	+ \$56,003	+ 62.2%

Tables 2.7 and 2.8, from the Wisconsin Agricultural Statistical Service, trace the rise in farmland prices for land and improvements sold for agricultural uses and agricultural land diverted to other uses in Jefferson County. From 2002 to 2008 the average price of land without buildings maintained in farming increased by nearly 126 percent.

Agricultural land sold for other uses increased in average price from \$3,098 per acre in 2002 to \$17,517.00 per acre in 2007 and then dropped to \$7,853 per acre in 2008 during a downturn in the economy. The number of agricultural land transactions also dropped by half or more between 2007 and 2008.

Table 2.7 **All Agricultural Land Sold in Jefferson County 2002 through 2008**

Year	Number of Transactions	Acres Sold	Dollars Per Acre
Agricultural Land Continuing in Agricultural Use			
2002	12	1,044	\$2,510
2003	40	2,510	\$4,313
2004	30	2,897	\$3,619
2005	30	1,859	\$5,688
2006	23	1,191	\$6,623
2007	22	1,558	\$5,380
2008	11	658	\$5,791

Table 2.7 Continued

Agricultural Land Being Diverted to Other Uses			
Year	Number of Transactions	Acres Sold	Dollars Per Acre
2002	6	257	\$3,098
2003	6	250	\$9,214
2004	16	820	\$5,797
2005	7	242	\$12,415
2006	5	392	\$12,764
2007	9	433	\$17,517
2008	3	116	\$7,853

Table 2.8 **Agricultural Land Sales without Buildings in Jefferson County**

Year	Ag Land Continuing in Ag Use		Ag Land Diverted to Other Uses		Total of all Ag Land Sold	Range for Land Continuing in Ag Use	
	Acres Sold	Dollars per acre	Acres Sold	Dollars per acre	Dollars per acre	Lowest Price	Highest Price
2002	1,044	\$2,510	257	\$3,098	\$2,626	\$945	\$5,108
2003	1,325	\$2,642	114	\$8,070	\$3,072	NA	NA
2004	1,600	\$2,914	566	\$5,755	\$3,657	\$1,200	\$7,335
2005	802	\$3,377	299	\$12,111	\$5,317	\$2,460	\$5,200
2006	543	\$4,321	91	\$18,500	\$6,356	\$2,940	\$10,525
2007	775	\$4,638	171	\$20,186	\$7,448	\$2,790	\$9,500
2008	287	\$5,682	43	\$7,645	\$7,300	\$5,175	\$7,300

According to the Jefferson County Economic Development Consortium, "While increasing land prices boost land owner equity and provide security and borrowing power, current land prices make it difficult for young farmers to enter the business and established farmers to expand their operations to bring in family members or increase efficiency. It is not cost effective for farmers to compete for land with the rural residential market."

Local land trusts, Jefferson County and the State of Wisconsin are implementing purchase of agricultural conservation easement (PACE) programs and accepting donated conservation easements to protect the valuable land base needed for farming, industries based on agriculture, and agricultural suppliers. The Town of Jefferson is supportive of these efforts.

Residential and Development Trends

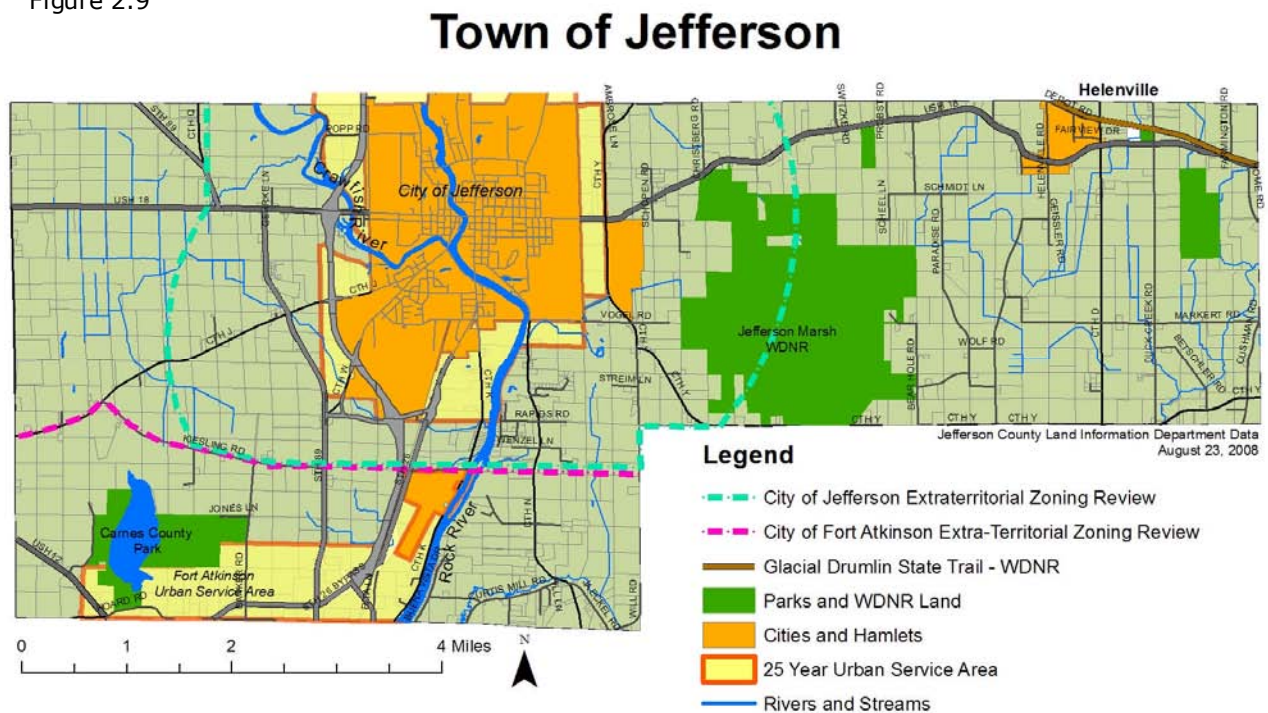
It is expected that the primary increase of population in the near future will take place within the cities of Fort Atkinson and Jefferson, which border the Town of Jefferson. The Town and Jefferson County have jurisdiction over Town land outside city limits but within the cities'



Commercial development adjacent to the Town of Jefferson.

designated future urban service or growth areas. The cities may control density and growth outside the city limits through the use of extraterritorial powers. The cities have the right to review, approve and deny any land use petition by a Town of Jefferson landowner within approximately 1 1/2 miles of their borders (Figure 2.9). We anticipate they will prefer development that is adjacent to the city borders, easily connected to city sewer and water, and that has the potential to be annexed.

Figure 2.9



The cities have the resources, services, and zoning categories to support population growth and dense residential development. The annexation of Town land will become more likely as housing fills the residential and multi-family zones within the city borders.

The STH 26 by-pass under construction around Jefferson and Fort Atkinson will influence land uses in the immediate vicinity of the exits at USH 18, County Road W, and STH 26. Cities may find annexing land between the by-pass and their city limits desirable to expand utilities out to potential commercial development at the exits. The Town of Jefferson plans to take a pro-active position on land use around the by-pass by attending city meetings on land use to represent the Town's interests.

The Town Plan designates those areas within the Township where there are 20 or more contiguous acres in agricultural use, including areas that border the cities, as agricultural preservation priority areas.

A significant portion of the existing housing within the cities' extra-territorial zone is effectively clustered in R-2 residential unsewered zones interspersed with large,

contiguous, and tilled fields and farms. Some of the larger lots zoned R-2 could possibly be split into smaller lots under Jefferson County land division ordinances.

The County and Town's plans both support preserving this agricultural land. The Town plan directs residential lot splits to non-prime soils and uses clustering priorities to reduce loss of agricultural land. The Town will also pursue a Transfer of Development Rights program (TDR) that moves lots from the rural portions of the Town to designated infill areas so that the net number of lots available in the Town will not be increased with the designation of any infill areas.

2.4 Land Use Goals and Plan

The following goals, objectives, and policy recommendations were developed from the public comments received at the visioning session and confirmed by the public at a land use plan review meeting.

Recommendations made for the planning elements address the land use issues mentioned at the visioning meetings and strive to enhance the Town's distinctive features. Specific goals, objectives, and policies for each of the elements are given in the corresponding chapters.

Goals describe the future state of the Town in the twenty-year planning context.

Objectives are actions that the Town of Jefferson will pursue to accomplish the community goals and vision.

Policies are the adopted ordinances, regulations, plans, and projects that enable the Town to reach the twenty-year objectives and ultimately its goals.

Land Use Goal

Provide equity and fairness to owners of land with comparable resources and location characteristics.

- Follow the *Town of Jefferson Comprehensive Land Use Plan*, ordinances, and policies when making land use and zoning decisions.
- Institute policies to inform nearby residents of potential zoning changes.

Land Use Goal

Preserving farmland and rural atmosphere is a primary goal of Town of Jefferson residents. To accomplish this goal the following programs and policies will be followed:

- Partner with land trusts, Jefferson County, the State of Wisconsin and others to preserve agricultural land.
- Approve the purchase of voluntary agricultural conservation easements that enable farmland to remain in production.
- Consider a transfer of development rights program to cluster or move potential rural A-3 lots to a designated infill area so that there is no net increase in the number of lots over the baseline year of 2000.

- Consider enacting policies that would require a developer to purchase development rights to rural lots as a condition of receiving R-2 or Community zoning for housing development in an infill area.
- Provide information on PACE and donated easement programs to all those making rezoning requests.

Land Use Goal

The Town of Jefferson will be proactive in participating in growth management around the STH 26 bypass and within urban service areas of adjoining cities.

- Join and participate in the Chambers of Commerce.
- Participate in City and County planning meetings.
- Participate in Jefferson County Economic Consortium planning and activities.
- Advocate for conservation easements on lands adjacent to cities to prevent changing land uses and discourage annexation.

2.5 Land Use Plan Categories

The following land use categories refer to the Land Use Plan Map, Figure 2.11. The Town of Jefferson Land Use Plan is consistent with that of Jefferson County, however some land division policies are more restrictive than those of the County.

Land use categories are broadly defined in this section. More detailed policies are listed in Section 2.6.

Residential

Residential applies to previously rezoned R-2 Residential Un-Sewered, A-3 Rural Residential, and C-Community zones.

Rural Hamlet

Rural hamlets are defined in the *Jefferson County Agricultural Preservation and Land Use Plan* as clusters of nonagricultural development within rural areas that are not served by public sanitary sewers. Hamlets with soils that can support private septic systems are suitable locations for limited rural development if a plan is prepared and approved by the Jefferson County Zoning Committee. There are 10 rural hamlets in Jefferson County.

Section 2.6 beginning on page 2-16 specifically addresses land use in the Town's rural hamlet of Helenville.

Environmental Corridor

Environmental corridors are environmentally sensitive areas including parks and conservancy lands, waterbodies and wetlands, 100 year floodplains, woodlands over 10 acres in size, and land with slopes over 20%. No buildings may be constructed within 75 feet of wetlands or the high water mark of water bodies. The environmental corridor overlay zone has a density limit of 1 dwelling per 10 acres. Wetland and floodplains are not to be used to calculate the allowable density.

The environmental corridor designation is a Jefferson County overlay zoning district with more restrictive policies than the underlying zoning and a maximum of one dwelling per 10 acres.

Urban Service Area

Urban Service Areas are designated by municipalities as areas where future residential, commercial, institutional, and/or industrial uses are expected to be located.

Agricultural Preservation

The primary uses of this area are farming, agricultural business, and natural areas. Farmland preservation programs will be pursued.

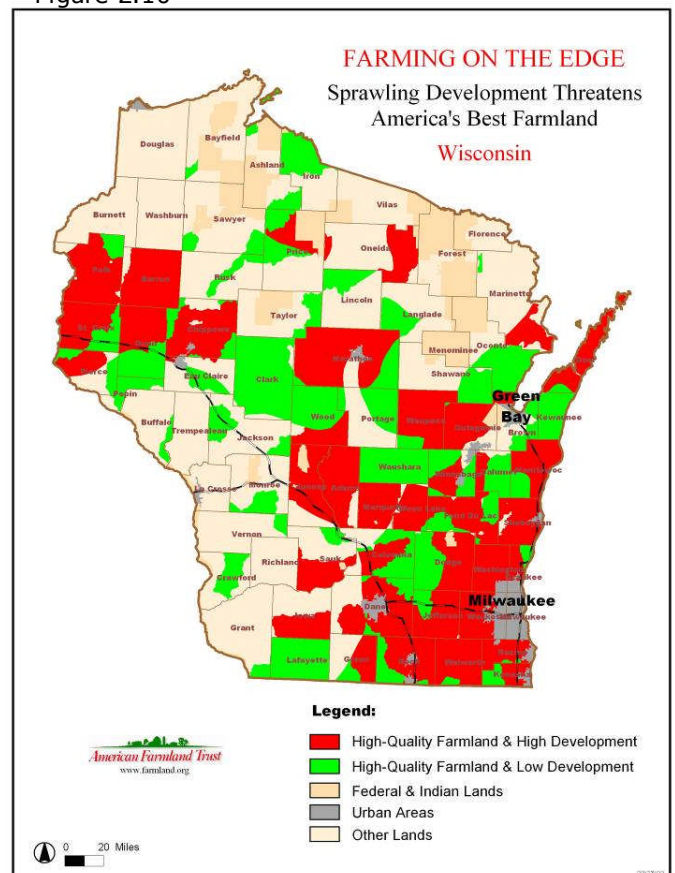
Why Preserve Working Lands?

Agriculture is the predominant land use in the Town of Jefferson and contributes significantly to the economy of the County. Recent studies indicate that we are losing farmland to development at a much faster rate than population growth. The Wisconsin Working Lands Initiative uncovered that Wisconsin is losing 30,000 acres of farmland, the size of a typical Township, each year.

According to the American Farmland Trust the following land use trends are impacting farmland and may, in the future, impact our efficiency and ability to produce food, fiber, and fuel:

- Every state is losing some of its best farmland (Figure 2.10). Almost all of Jefferson County and all of the Town of Jefferson is depicted in red, which means that there is a high rate of development on our best agricultural soils.
- Every single minute of every day, America loses two acres of farmland. From 1992-1997, we converted to developed uses more than six million acres of agricultural land—an area the size of Maryland.
- We lost farm and ranch land 51 percent faster in the 1990s than in the 1980s. The rate of loss for 1992-1997, 1.2 million acres per year, was 51 percent higher than from 1982-1992.

Figure 2.10



- **We're losing our best land—most fertile and productive—the fastest. The rate of conversion of prime land was 30 percent faster, proportionally, than the rate for non-prime rural land from 1992-1997. This results in marginal land, which requires more resources like water, being put into production.**
- Our food is increasingly in the path of development. Eighty-six percent of U.S. fruits and vegetables, and 63 percent of our dairy products, are produced in urban-influenced areas.
- Wasteful land use is the problem, not growth itself. From 1982-1997, U.S. population grew by 17 percent, while urbanized land grew by 47 percent. Over the past 20 years, the acreage per person for new housing almost doubled; since 1994, 10+ acre housing lots have accounted for 55 percent of the land developed.

Agricultural Preservation Adjacent to Cities

Town of Jefferson agricultural preservation areas are generally located outside of areas adjacent to the Cities of Jefferson and Fort Atkinson. Under State Statute, Towns have less influence and control over their land use than cities and villages; therefore they cannot enforce preservation goals when cities or villages have included agricultural areas in their residential or commercial growth areas. The cities of Jefferson and Fort Atkinson have developed comprehensive plans that detail areas they believe to be conducive to orderly and serviceable housing growth for their municipalities.

The City of Jefferson has designated the annexed St. Coletta's property as multi-use development, and adjacent areas for multi-family and single family housing. These designations effectively restrict the Town's ability to achieve optimal preservation of agricultural land and may strain Town-maintained roads and infrastructure.

The Town of Jefferson will encourage permanent protection of large, contiguous parcels of tilled ground 20 acres in size or larger adjacent to the city limits of Jefferson and Fort Atkinson through the following strategies.

- Federal, State and County PACE (purchase of agricultural easements) programs may be utilized outside of the 1999 urban service area designation around cities.
- Within the 1999 urban service area designation land trust programs and voluntary donation of agricultural conservation easements may be utilized.
- In the long term, transfer of development rights from rural areas to Town of Jefferson infill areas in Helenville may be pursued or transfers from rural areas to infill areas within city boundaries may be pursued if agreements between the Town and city to do so are reached.

Agricultural Preservation Tools

Tools, techniques and programs used to protect agricultural land in the Town of Jefferson include those developed by the County, State, and various preservation organizations. These include:

- Exclusive agricultural zoning.
- Cluster ordinances, which will be developed by the Town of Jefferson.
- Voluntary participation in purchase of agricultural conservation easement programs through land trusts, Jefferson County, or the WDNR.
- Voluntary donation of agricultural conservation easements to land trusts, Jefferson County, or other agencies.
- Application to the Wisconsin Agricultural Enterprise Area program, which will provide a larger income tax credit to participating landowners.
- Transfer of development rights from rural areas to designated infill areas. Transfer of development rights (TDR) allows landowners to sell the rights to develop one parcel of land to a different parcel of land in an area more suitable to residential development. Benefits to transferring development rights include private purchase at market rates and government credits.

The Wisconsin Working Lands Initiative was signed into State law in 2009 to stem the yearly loss of 30,000 acres of agricultural working lands to development. Jefferson County has addressed the issue of farm loss through the above mentioned strategies. Towns and villages also have and will continue their responsibility for preservation through land use plans, zoning, and incentives to direct development where it is appropriate in order to preserve our rural future.

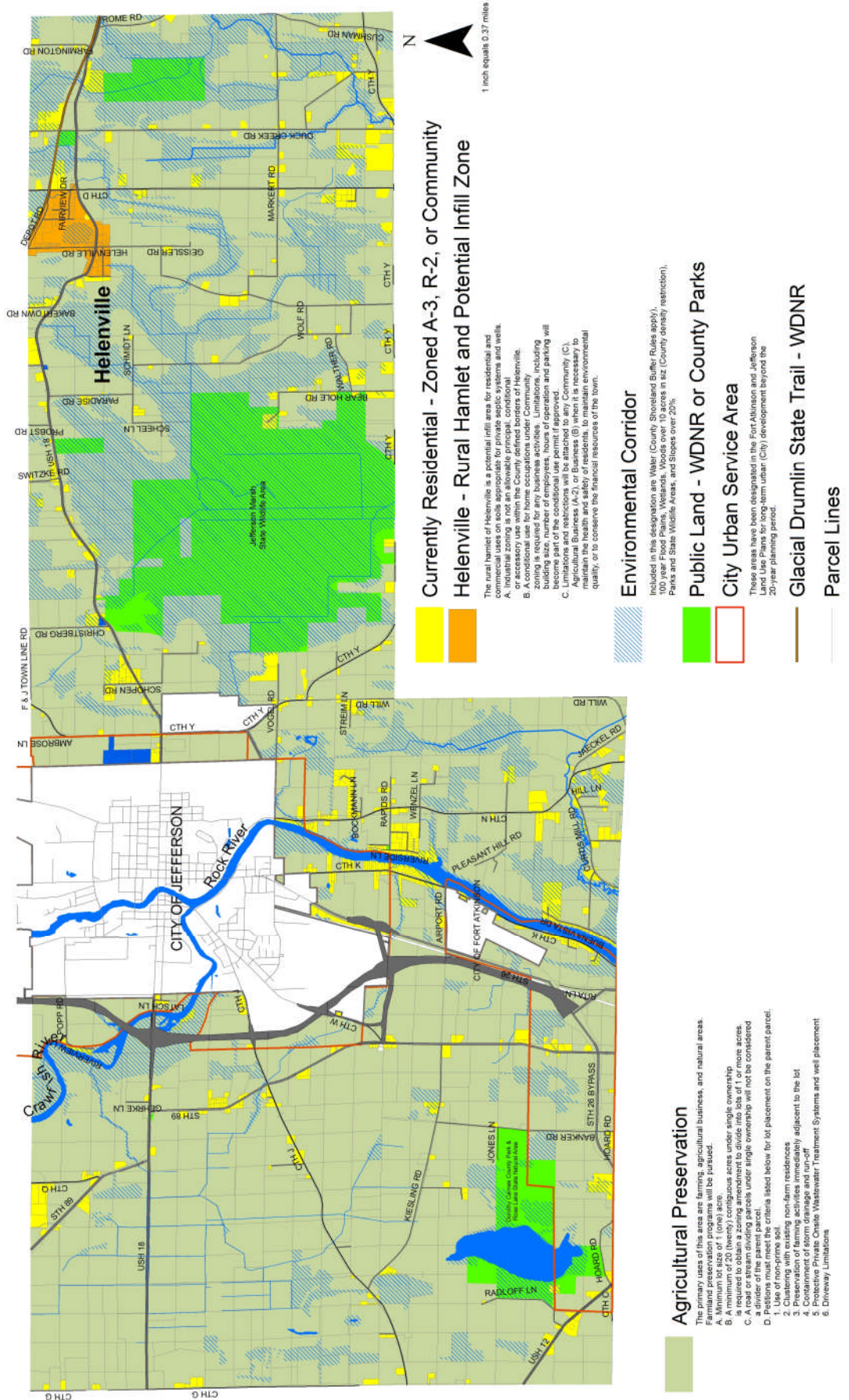
Drainage Districts

State statute provides for Drainage Districts that benefit landowners within the district through mutual agreement and tax assessment to maintain ditches that support efficient and predictable agricultural use of land. District representatives (commissioners) are responsible for the maintenance and repair of district drainage and are responsible directly to the courts and therefore cannot entertain undue influence by any one party.

In the Town of Jefferson there are two Drainage Districts. District 7 is located north of Highway 18 and bisected by Christberg Road. District 16 is located in the north-west corner of the Town and is bordered roughly by USH 18 on the north and CTH J on the south.

Figure 2.11

Town of Jefferson Land Use Plan Map May 3, 2010



2.6 Key Differences between the Town of Jefferson Plan and the Jefferson County Plan

Under State Statute, the Town of Jefferson's plan and zoning ordinances can only differ from the Jefferson County plan and ordinances when it intends to be more restrictive. The Town of Jefferson has adopted more restrictive standards and policies to accomplish the following goals.

- To preserve agricultural land for farming and agri-business.
- To preserve open space, natural resource areas and the Town's rural atmosphere.
- To reduce or eliminate discord between residential use and agricultural use.
- To protect surroundings within the Town from contamination and environmental nuisance
- To conserve the financial resources of the Town.

Parent Parcel: For the purposes of this Plan, parent parcel refers to the total acreage of land under one ownership contained within the defined outlines of the approved Certified Survey Map (CSM) and attendant land description that may in some instances include roadway and right-of-way land. For the purposes of this plan, the acreage that is included in the CSM will be used in determining divisions, buffers, and other siting restrictions. In the case that there is no CSM (typically large acreages under one owner do not have a CSM but utilize a land description on file with Jefferson County) the County definition of a parent parcel will apply.

The following policies and decision-making guidelines are established to respond to the above goals.

Restrictions to Re-zone from A-1 to A-3 in the Agricultural Preservation Area

- A. A minimum lot size of 1 (one) acre.
- B. A minimum of 20 (twenty) contiguous acres under single ownership is required to obtain a zoning amendment to divide into lots of 1 (one) or more acres.
- C. A road or stream dividing parcels under single ownership will not be considered a divider of the parent parcel.
- D. Petitions must meet the criteria listed below for lot placement on the parent parcel.
 - 1. Use of non-prime soil. (Allowable Prime/Non-Prime Use).
 - 2. Clustering with existing non-farm residences (Clustering Priorities).
 - 3. Preservation of farming activities immediately adjacent to the lot (Buffer Requirements).
 - 4. Containment of storm drainage and run-off (Drainage Requirements) .

5. Protective Private Onsite Wastewater Treatment Systems and well placement (Water Supply and Waste Treatment Requirements).
6. Driveway Limitations.

Explanation

1. Allowable Prime/Non-Prime Use-preference basis to be applied through direct site evaluation, engineering or other appropriate methods

- Lot splits to be directed to non-prime soils.
- Lot splits to be directed outside of wetlands, wooded areas and environmental corridors.
- Lot splits may be located on prime soils when criteria 2, 3, 4, 5, or 6 become more important in locating the split.

2. Clustering Priorities – preference basis in descending order for A-3 placement determinations.

- Immediately adjacent to non-farm A-3 lot or an A-1 parcel containing existing home of the owner requesting the split.
- Immediately adjacent to a non-farm A-3 lot with an existing home.
- Immediately adjacent to non-farm A-3 lot(s) – unbuilt, with an existing natural or on-lot provided buffer to farm buildings and farming activities.
- Immediately across the road from an existing residence on an A-3 or A-1 lot with an existing natural or on-lot provided buffer to farm buildings and farming activities.

3. Buffer Requirements

- When warranted, reasonable buffers (distance limitations, constructed barriers or other means) will be required to protect any property from deleterious effects of activities on adjacent properties, including the ability to continue to farm and use common and sustainable farming practices.

4. Drainage Requirements

- Surface water from impervious surfaces, including roofs and pavement, shall be contained within the property boundaries through approved methods such as absorption.
- Surface water flow that is changed from existing patterns as a result of building, landscaping, paving, construction or other activities that change or disrupt previously occurring slopes must be contained within the property boundaries by approved methods.
- Discharges to water courses, ponds, or other natural water bodies shall have the approval of the regulating authority of the water body.

5. Water Supply and Waste Treatment Requirements

- Shall conform to the requirements of State Commercial Code and the Jefferson County Private Sewage System Ordinance Chapter 12.
- Private on-site waste systems and areas reserved for replacement systems shall not impede the proper use of wells, water courses, water bodies, or agricultural activities on adjacent properties.

- A new well shall not be located in a way that existing farming activities on adjacent properties will cause contamination.

6. Driveway Requirements

- Driveways must meet the requirements of County Ordinances including distance, width, turnarounds and the passage of emergency vehicles.
- Driveways to be placed in a way that does not fragment wetlands and wooded areas.
- Portions of driveways located within the road right-of-way shall have clear line of sight in either direction and shall contain driveway drainage.

Restrictions to Re-zone to R-2 or Divide an R-2 Parcel

- A. A minimum lot size of 1 (one) acre.
- B. A minimum of 2 (two) contiguous acres under single ownership is required to divide into R-2 lots of one or more acres.
- C. The maximum number of lots that can be divided from an R-2 parent parcel is one lot per one acre.

Restrictions Related to Mining (Aggregate and Borrow Pits)

The Town of Jefferson places restrictions on conditional uses related to mineral extraction and processing.

- A. Appropriate limitations and restrictions will be attached to conditional uses approved for mineral extraction and processing to maintain environmental quality, the health and safety of residents, and/or to conserve the financial resources of the Town.
- B. Bonding, fees, or other means will be applied to conditional uses to protect the Town's financial and natural resources, to ensure reclamation, and to use for any purposes of mitigation.

2.7 Helenville - A Rural Hamlet

Helenville is designated a "rural hamlet" in the *Jefferson County Agricultural Preservation and Land Use Plan* and defined as clustered homes and businesses in rural areas that are not served by public sewer service. The County further defines rural hamlets as unincorporated areas that fall under Town government. Helenville is one of ten designated rural hamlets in the county Plan. The Jefferson County plan says those hamlets not subject to flooding and that have a low water table are suitable for limited rural development.



Helenville is located on USH 18.

Over 20 percent of all Town residents live in Helenville. There are 270 properties within its zip code area; however the zip code area extends beyond the borders of Helenville. Helenville is unique in the Town of Jefferson in its configuration as a housing and local business center with a post office located at its center. Helenville is governed by the Town of Jefferson Board.

Rural hamlets are considered areas for potential limited development if the Town prepares a detailed plan for the area. A growth boundary for Helenville was established in the 1999 *Jefferson County Agricultural Preservation and Land Use Plan* and clustering of rural development is encouraged in existing hamlets that can sustain unsewered development.

The Town of Jefferson planning process included meetings with Helenville residents to ascertain their interests as property owners and residents. Residents generally agreed that the borders of Helenville should not be expanded. Rehabilitation of existing housing stock within Helenville was stated as the resident's first preference, followed by limited infill development. Agricultural business and business use would be welcome, but industrial use within Helenville boundaries was thought to be at odds with the residential density.

The balance that needs to be found during the resident planning process is between minimizing adverse impacts on agriculture, fiscal resource, and environmentally sensitive areas while providing for growth desired by local residents.

Approved Zoning Districts in Helenville

See Figure 2.12 for a zoning map of Helenville.

C Community Zoning: Unincorporated older communities with mixed residential, commercial and farming uses, like Helenville, were zoned community. Single family residential and parks and conservancy areas are the principal uses with many conditional business uses. The minimum lot size is one acre.

R-2 Residential Unsewered: Non-farm residential areas not serviced by public sewer. The principle uses are single family detached homes, parks, and conservancy areas. Some conditional uses are allowed but no commercial uses. The minimum lot size is one acre.

A-1 Exclusive Agricultural: Lands best suited to farming. Principle and conditional uses are agriculture. Land must be rezoned out of A-1, usually to A-3 in order to build a dwelling or R-2 or C in an infill area like Helenville.

A-2 Agricultural Business: Manufacturing, storage, marketing, or industrial activities related to agriculture. All uses are conditional.

A-3 Agricultural/Rural Residential: Limited rural residential development in predominantly agricultural areas where the development would have a limited impact on agricultural production. The number of lots allowed are dependent upon the soil quality for crop production and the size of the parent parcel. One to three lots may be approved with a one acre minimum and two acre maximum.

I Industrial: Not allowed.

B Business: Non-agricultural commercial use and civic buildings.

Helenville has a mix of residential and small business uses and features Firemen's Park, where summer celebrations and tractor pulls are held.

The Town will develop criteria for selecting businesses that may be suitable for Helenville, that are compatible with the existing land uses and neighbors, and that can operate with a private septic system and well on appropriate soils.

Few areas within Helenville have soils suitable for private sewage disposal systems and most of those are already developed, see Figure 2.13.

Adding more private systems will increase the burden on the existing soils and systems.

Figure 2.12

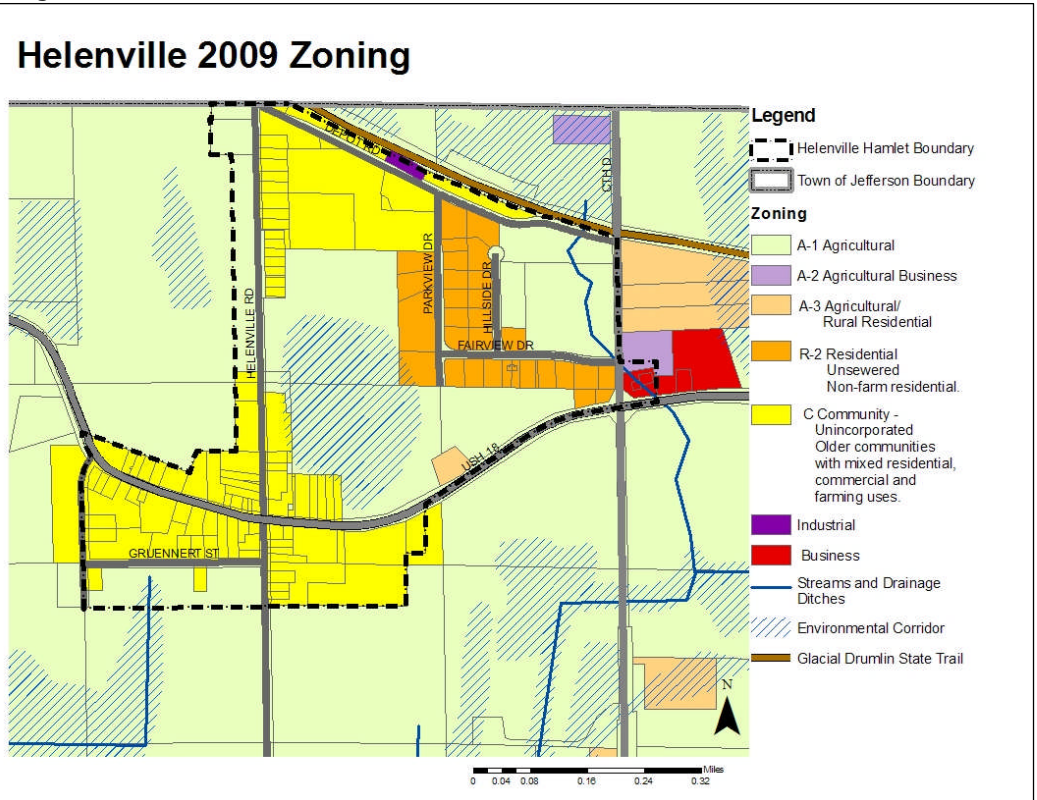
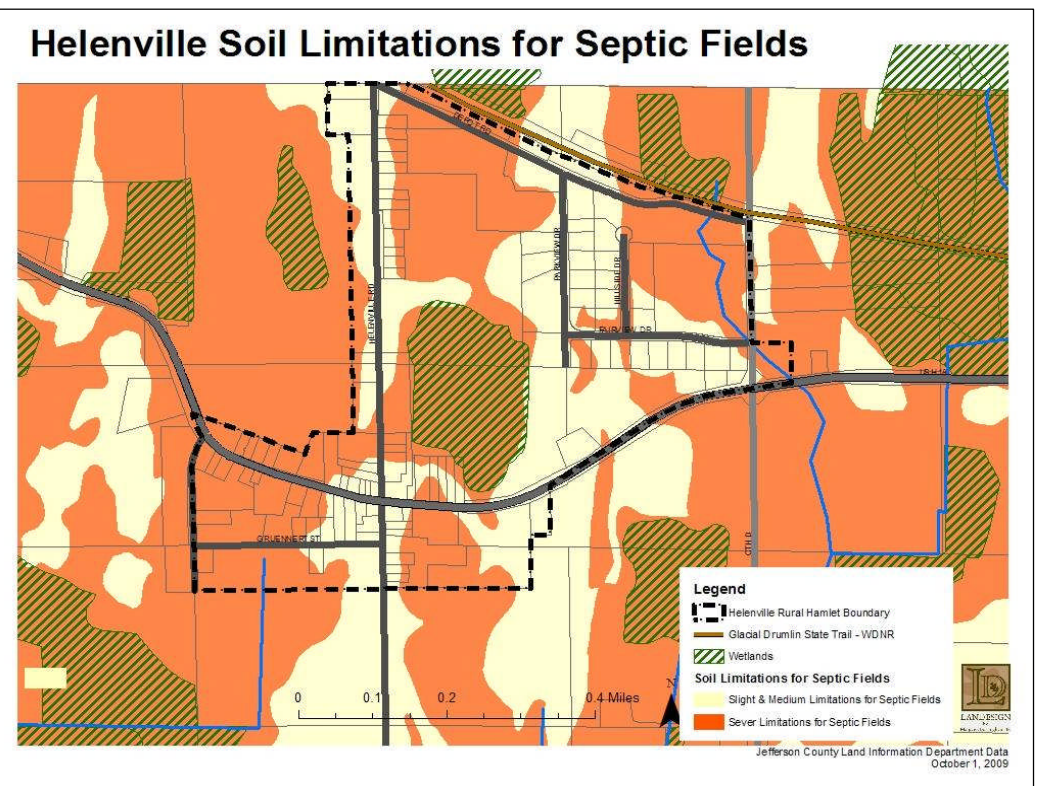


Figure 2.13



Shared or engineered private waste treatment and water supply systems will be encouraged.

Helenville Goals, Objectives, and Policies

The following goals were developed considering the input gathered at a visioning meeting held in Helenville and three other public input meetings.

The rural hamlet of Helenville is a potential infill area for residential and commercial uses on soils appropriate for private septic systems and wells.

- Encourage redevelopment of existing structures and lots in Helenville rather than new development because suitable soils for new development are limited.
- Require site plans for redevelopment or new development of properties that depict adequate parking, septic system, any buried tanks, a contamination removal plan if necessary, drainage, and water infiltration areas.
- Pursue businesses that serve local residents, recreation users, and farmers.
- Retain the rural charm of Helenville by encouraging historic preservation, maintaining Firemen's Park, protecting wetlands, and involving citizens in land use decisions.

Helenville as an Infill Area

The Jefferson County Agricultural Preservation and Land Use Plan designates Helenville as a potential infill area. The borders of Helenville were designated by the Town of Jefferson during the development of the 1999 County plan.

Land divisions in Helenville are subject to all the requirements and restrictions of property re-zoned from A-1 to A-3, R-2, or C.

The Jefferson County Agricultural Preservation and Land Use Plan lists specific requirements for the rezoning from A-1 to an area of higher residential density, such as Helenville, suited for infill due to the development pattern:

1. Criteria

- Rezoned land should be within the growth boundaries or an area of existing higher density designated by an approved Town plan.
- Land proposed for rezoning should have direct access to a public road.
- Access to land proposed for rezoning should not divide farm fields or create parcels that are either difficult or noneconomic to continue in farming. Subsequent development will not adversely impact agricultural production on nearby or adjoining properties.
- Soil conditions on land to be rezoned should be suitable for private septic systems.
- Consistency with adopted Town Land Use Plans.

2. Prepare development or land use plans that show phased expansion areas and establish Town development policies. Jefferson County Zoning Committee will consider Town plans when reviewing zoning petitions in these areas.
3. Land proposed for nonagricultural development under single ownership should have a comprehensive site development plan showing long range use and conceptual site plan for the entire ownership parcel.
4. Minimum lot sizes for unsewered lots must be at least one acre in size.

The following procedure must be followed to expand the boundaries of Helenville:

1. Request an urban service area amendment from the Jefferson County Zoning Committee and County Board.
2. Demonstrate lack of adequate land available for development in the existing urban service area based on the following:
 - Unsuitability of land in the existing urban service area for development based on poor soil conditions, drainage or other physical impediment to development.
 - Lack of feasibility and/or high cost to extending public sanitary service or other public services.
 - Lack of sufficient land suitable for development on the market at competitive prices.
3. In reviewing requests for urban service area expansions the Jefferson County Zoning and Planning Committee and County Board shall take into consideration efforts to establish a boundary agreement and implement a phased growth plan.

Soil conditions within the borders of Helenville may not be suitable for private septic systems, severely limiting the parcels that are suitable for residential or business development. The boundaries of Helenville may be amended to include more suitable soils or parcels by the Jefferson County Board of Supervisors upon the recommendation of the Town of Jefferson and the County Zoning and Planning Committee.

Potential Businesses

Businesses that are complementary to the nature of Helenville, such as bed and breakfast establishments, businesses that serve recreation, small restaurants or shops, a grocery store, and professional services that can maintain private septic systems and wells may be considered.

The Town of Jefferson will implement the following more restrictive policies for zoning changes from A-1 to R-2 or C-Community within the borders of Helenville or in the division of existing R-2 parcels in Helenville.

- A. A minimum lot size of 1 (one) acre.
- B. A minimum of 2 (two) contiguous acres under single ownership is required to obtain a zoning amendment to divide into lots of 1 or more acres.

- C. The maximum number of lots that can be divided from an R-2 parent parcel is one lot per one acre.

Town of Jefferson Restrictions within Helenville

- A. Industrial zoning is not an allowable principal, conditional, or accessory use within the County defined borders of Helenville.
- B. For properties under Community zoning, a conditional use permit is required for home occupations and business activities. Limitations including building size, number of employees, hours of operation, and parking will become part of the conditional use permit if approved.
- C. Limitations and restrictions will be attached to any Community (C), Agricultural Business (A-2), or Business (B) when it is necessary to maintain the health and safety of residents, to maintain environmental quality, or to conserve the financial resources of the Town.

2.8 Physical Properties of Land That Influence Use

Land use possibilities depend to a great extent on existing physical and soil conditions. The *Soil Survey of Jefferson County* maps all soil types and assesses the limitations and capabilities of soils to support various human activities and natural functions. Soil limitations for various uses can be slight, moderate or severe. The soils in the Town of Jefferson are very diverse and range from sandy gravelly hills to deep organic muck and peat soils in river basins.

Prime Agricultural Soils

Some soils are more productive than others and Jefferson County has defined these as “prime”. Prime soils are precious for our supply of food, fiber, and fuel. Development is most easily accomplished at the least financial cost and environmental damage on soils with slight and moderate limitations for septic systems and road and building construction. Sometimes prime agricultural soils also have the least limitations for construction.

The *Soil Survey of Jefferson County, Wisconsin* classifies all soils into eight capability classes based on “the suitability of soils for most kinds of field crops.” The *Jefferson County Agricultural Preservation and Land Use Plan* identifies Class I, Class II, and those Class III soils “that exhibit prime agricultural capabilities based on comparable expected yields of Class I and II” as prime agricultural lands.

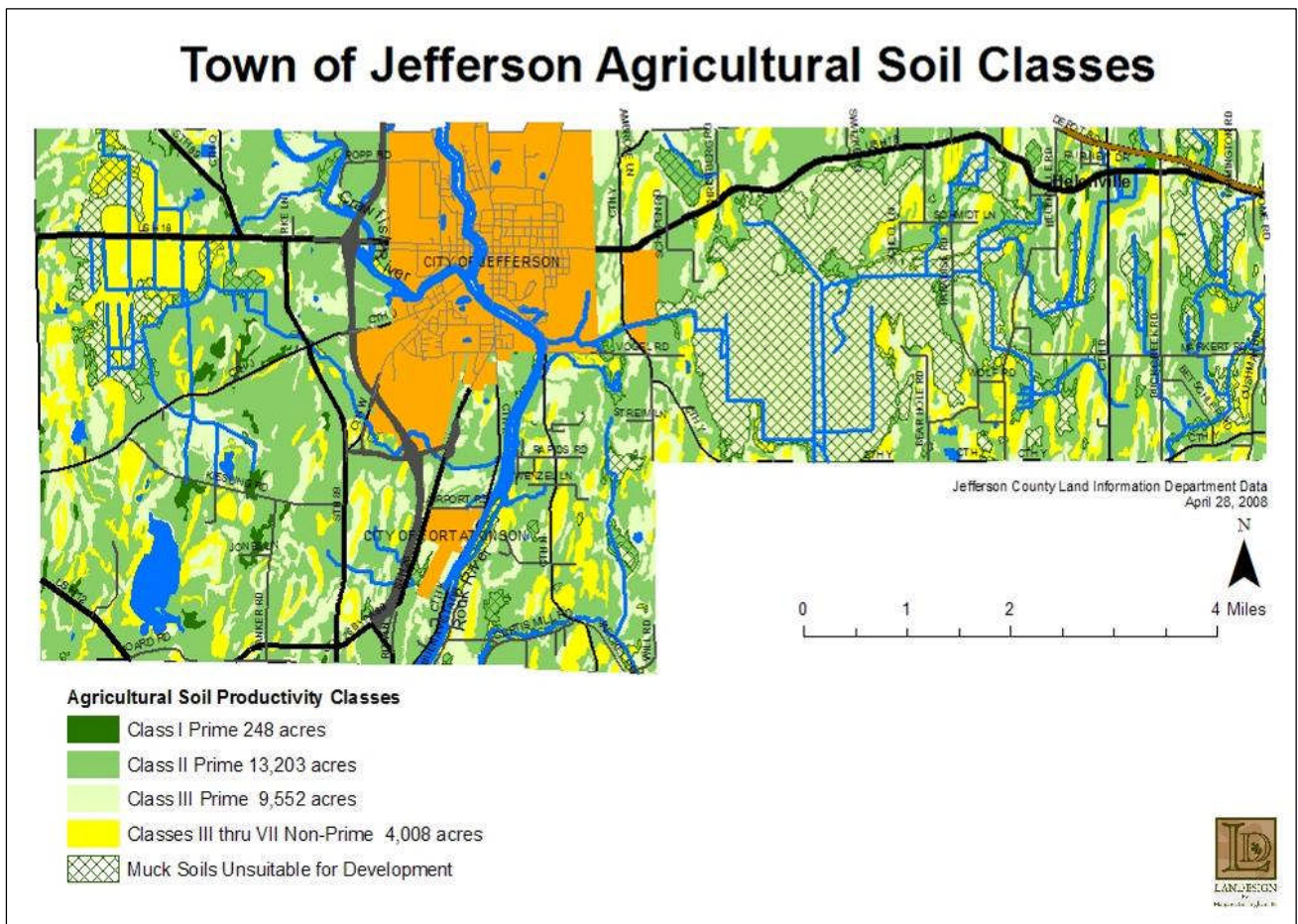
In the Town of Jefferson, prime soils for agriculture are found on 23,003 acres or 85 percent of the land area. Table 2.14 lists the description of the soil classes and number of acres in each class. Figure 2.15 maps the agricultural soil classes.

Table 2.14

Soil Class Descriptions

Agricultural Soil Capability Class	Acres	Description
Class I Prime	248	Soils have few limitations that restrict their use.
Class II Prime	13,203	Soils have moderate limitations that reduce the choice of plants or that require moderate conservation practices.
Class III Prime	9,552	Soils have moderate limitations that reduce the choice of plants or that require moderate conservation practices.
Class III Non-Prime and IV-VII	4,008	Soils that have severe limitations that make them generally unsuitable for cultivation due to steep slope, shallowness, or high water table.

Figure 2.15



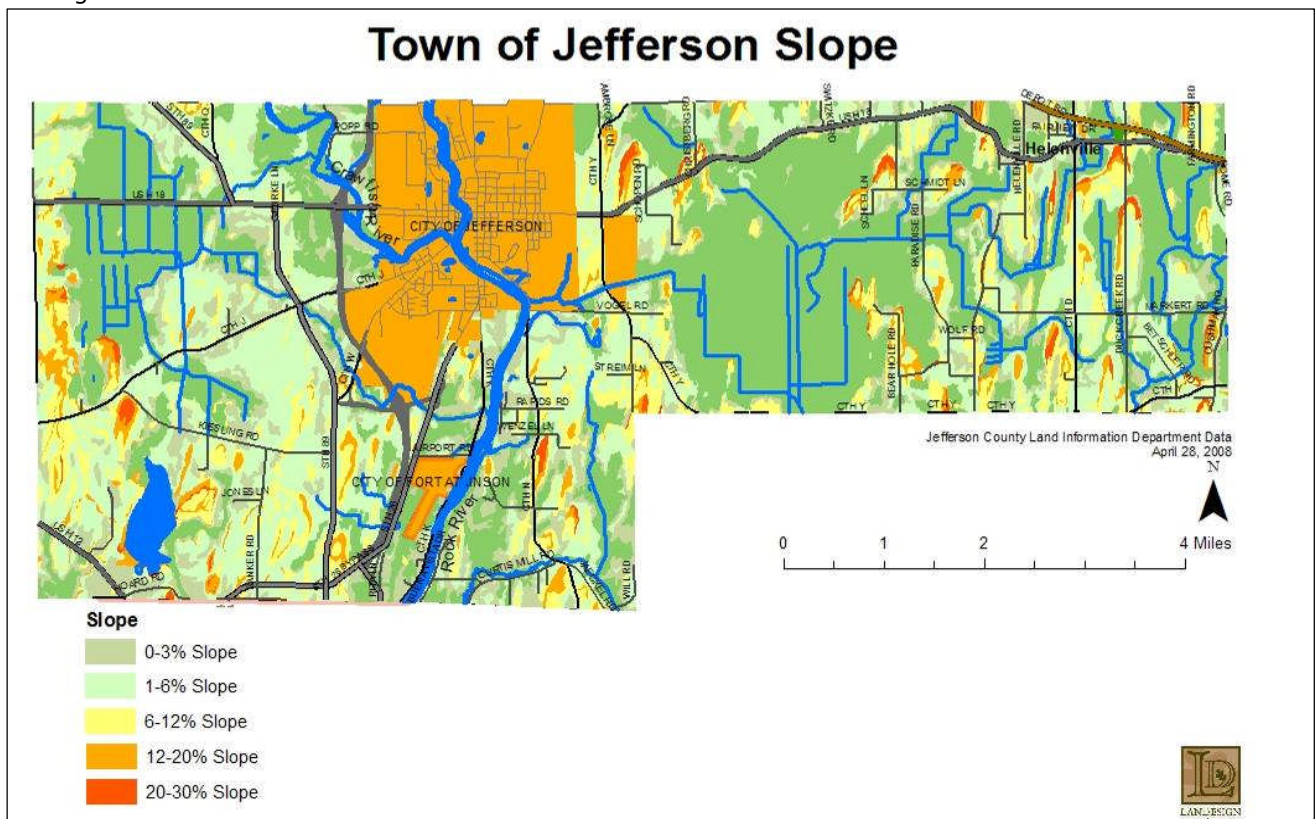
Highly Erodible Soils

Slopes greater than 12 percent are generally considered highly erodible (Figure 2.16).

The *Jefferson County Agricultural Preservation and Land Use Plan* environmental corridor goals include protecting and preserving steeply sloped glacial features and state that “any land with a slope in excess of 20 percent should be considered as an environmental corridor and subject to environmental corridor land use policies”. Building on steep soils can increase erosion and stormwater run-off and add to the cost of construction by requiring more cut and fill. **Building and excavation on slopes over 12 percent is discouraged.**

Muck and peat soils without vegetative cover may also be prone to wind erosion. Large areas of muck and peat soils in the Town of Jefferson have undergone wetland restorations and are no longer exposed to wind erosion.

Figure 2.16



Soils Suitable for Conventional Septic Systems

Favorable soil properties and site conditions are needed for proper functioning of conventional septic tank absorption fields. Soils suitability for conventional septic systems is rated slight, moderate, and severe in the *Soils of Jefferson County*,

Wisconsin, which indicates that many of the soil types in the Town of Jefferson have severe limitations for septic absorption fields.

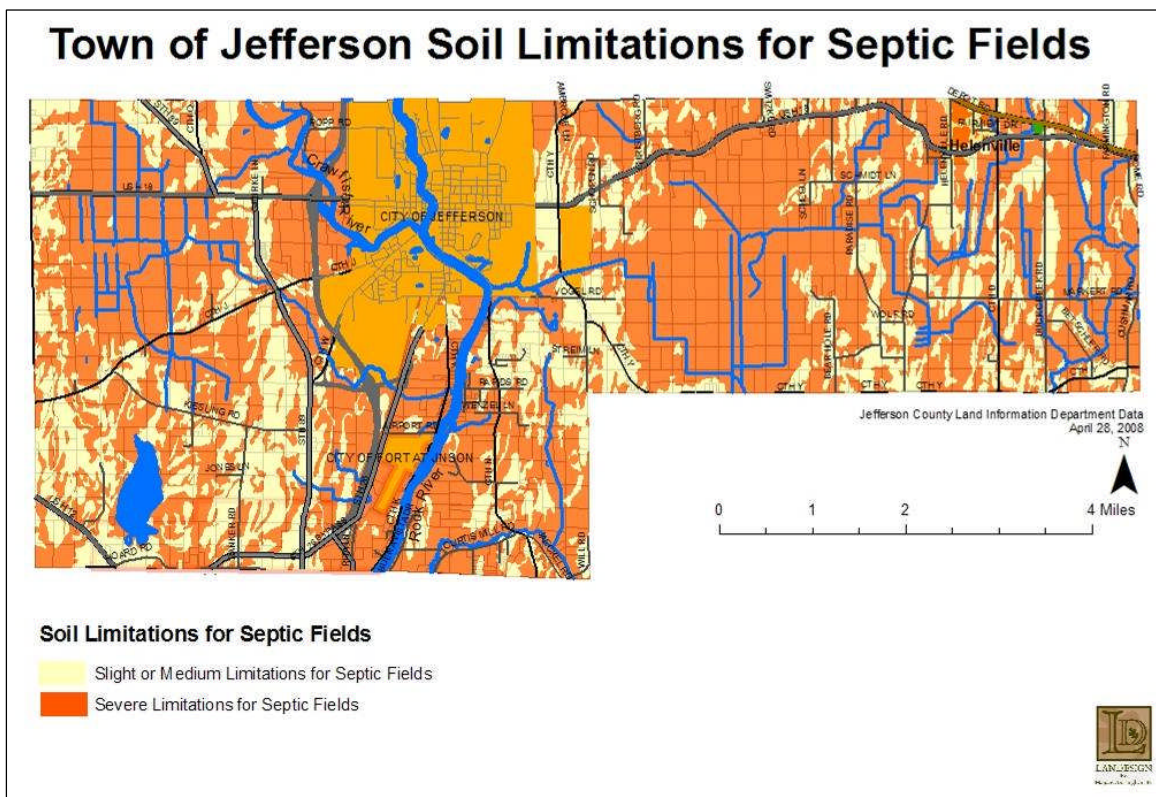
Percolation tests are required to verify the suitability of the soil for private septic systems and the appropriate type of system.

The soils that are suitable for septic systems are generally found in the higher elevations away from rivers and streams. Table 2.17 lists the categories of septic limitations and a description of what the limitations are. Figure 2.18 shows the location of soils that are favorable for conventional septic systems.

Table 2.17 **Soil Limitations for Septic Systems**

Soil Suitability for Septic Systems	Description
Slight Limitations	Soils generally favorable for septic fields and limitations are minor and easily overcome.
Moderate Limitations	Soil properties and site features are unfavorable for septic fields but can be overcome by special design (mound systems).
Severe Limitations	Soil properties and site features are extremely difficult to overcome that major soils reclamation, special design, or intensive maintenance is required.

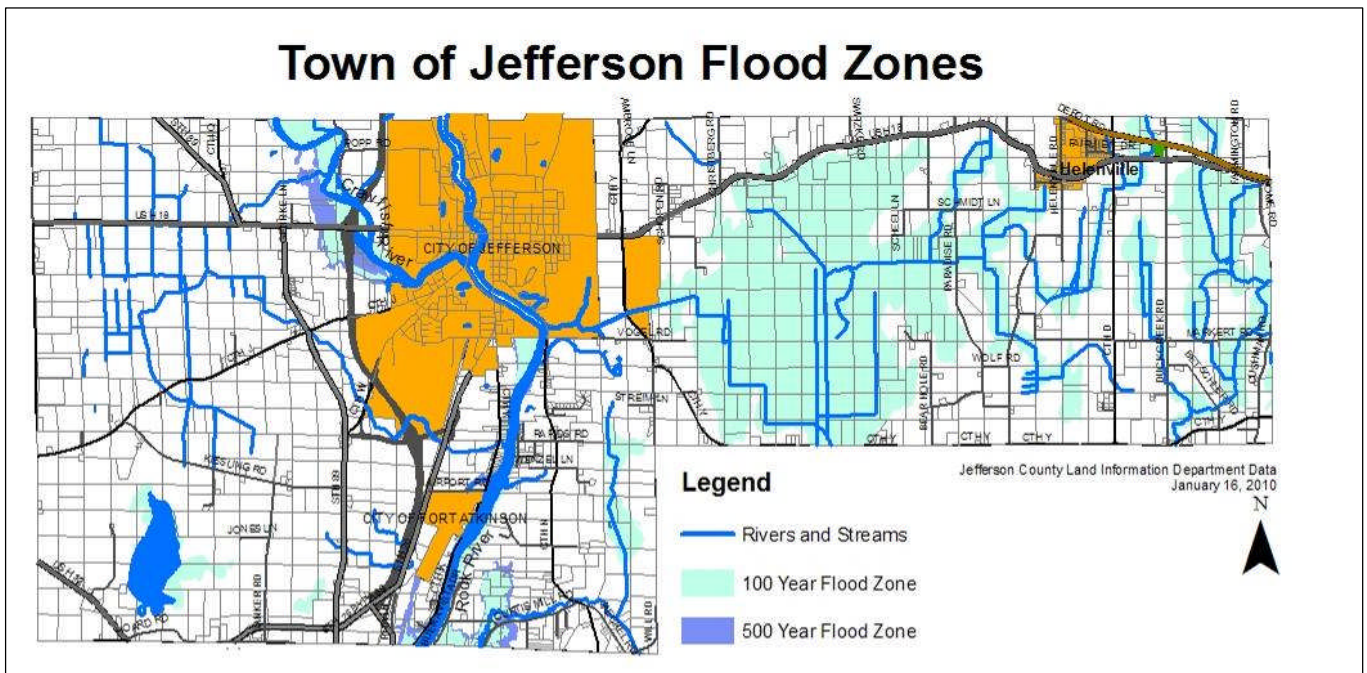
Figure 2.18



Flood Plains

The new 100 year and 500 year FEMA flood plain designations are indicated on Figure 2.19. Flood plains are generally located along rivers and streams and some isolated wetlands. The Jefferson County Flood Plain Ordinance prohibits new building in flood plains. During the floods in June 2008, the City of Jefferson was impassible and Town residents experienced difficulty traveling throughout the County. The Town advocates planning for transportation routes that will remain useable during future floods.

Figure 2.19



Chapter 3 Housing

3.1 Housing Overview

The Housing Chapter includes inventory information on the amount and kinds of housing available in the Town of Jefferson, trends and projections of future housing needs, and goals and policies related to housing.

The Town of Jefferson complies with the *Jefferson County Agricultural Preservation and Land Use Plan* and ordinances and has little influence over the size or affordability of new single family homes.

Much of the Town is farmland with a limited number of single family rural residential units. According to Census 2000, 683 housing units were in rural areas and 110 in urban clusters (subdivision-type development).



A residential area in Helenville.

Some two-family and multi-family dwellings exist in the Town. Under current ordinances and the necessity for private water and septic systems, it is unlikely that multi-family dwellings would receive Town Board or County approval; the Town does not have zones to accommodate apartment houses and mobile home parks. High density housing developments are better suited to areas on municipal sewer and water within city limits.

The Town plans to develop policies for the rehabilitation of existing housing stock in Helenville. Site plans for redevelopment or new development of properties will need to depict adequate parking, septic system sites and alternative sites, any buried tanks, a contamination removal plan if necessary, drainage and run-off plans, and water infiltration areas.

As the average age of the population increases a demand for mother-in-law apartments or duplexes may surface. The Town plans to be prepared with policies that could allow these uses. The Town would also like the County and nearby cities to plan for the needs of an aging urban and rural population with public transportation initiatives, health services, assisted living arrangements, and recreation for our rural seniors.

Most new housing in the Town is located on rural lots that are zoned A-3 Rural Residential. Some lots zoned R-2 Residential Un-Sewered and C-Community before the 1999 County Plan are still available for new housing construction. R-2 lots are generally in clustered subdivision-type areas on Rapids Road, Theisen Lane, Meirkwood Drive, Buena Vista Drive, and along County Road K.

Some subdivision-type plans were also rezoned to R-2 prior to the 1999 County Plan. These areas were grandfathered into the plan and their subsequent development has been controversial, especially for neighbors.

The rural hamlet of Helenville has a small Town feel, though it is unincorporated. Some of the housing is pre-1940 and there are a few small newer subdivisions. Helenville can be designated an infill area according to the Jefferson County Plan, however, wetlands and soils unsuitable for private septic systems limit the expansion of residential areas.



Some subdivision-type developments were platted prior to land use planning in Jefferson County.

Table 3.1 tabulates the number of units per residential structure in the Town of Jefferson. Of the 805 residential structures in 2000, 749 or 94 percent were single family units. There were 22 two-family structures and 9 structures with three or four units. There were 13 mobile homes and 4 residential units listed in boats, RVs or other types of vehicles.

Table 3.1

Units in Structure	Jefferson Town, Jefferson County, Wisconsin
Total:	805
1, detached	749
1, attached	8
2	22
3 or 4	9
5 to 9	0
10 to 19	0
20 to 49	0
50 or more	0
Mobile home	13
Boat, RV, van, etc.	4

U.S. Census Bureau Census 2000

According to Jefferson County zoning data, residential areas zoned A-2, R-2 and C-Community make up 4% of total land use in the Town, see Table 3.2.

In the year 2000, owners occupied 632 housing units (83 percent) and renters occupied 127 (17 percent). In 2000, 34 housing units were vacant and 7 used for seasonal or recreational use.

Table 3.2 **Residential Land Use**

Multi-Family	7 Acres = 0.69%
Mobile Homes	1 Acre = 0.10%
Single Family	945 Acres = 92.73%
Vacant Lots under 5 Acres	66 Acres = 6.48%
Total Residential Area Land Use	1019 Acres = 100.00%

Housing stock ranges in age. In 2000, 41 percent of housing units were built prior to 1939 and 45 percent of units were built between 1940 and 1979, see Table 3.3.

Table 3.3 **Age of Housing Stock**

Year Built	Jefferson Town, Jefferson County, Wisconsin
Total:	805
Built 1999 to March 2000	8
Built 1995 to 1998	43
Built 1990 to 1994	15
Built 1980 to 1989	44
Built 1970 to 1979	114
Built 1960 to 1969	91
Built 1950 to 1959	121
Built 1940 to 1949	38
Built 1939 or earlier	331

The median home value of owner occupied units in 2000 was \$128,100. Sixty-nine percent of homes were valued between \$100,000 and \$300,000, 29 percent were valued below \$100,000 and 3 percent were valued over \$300,000. Median gross rent for units in the Town was \$575. The aggregate value of all owner-occupied residential structures in the year 2000 was \$108,887,500.

3.2 Housing Goals, Objectives or Strategies

The Town of Jefferson does not have control over the size and affordability of newly built housing. Multi-family housing other than duplexes generally will not be approved by Jefferson County. The Town would like to be more pro-active in pursuing violations of the zoning permits.

The following goals were developed through public input and experience of the Town Board and Planning Commission.



A rural farmette with City of Jefferson subdivisions in the background.

Housing Goal

The Town of Jefferson follows Jefferson County Zoning Ordinance and conditional uses for approving new residences in the Town. The housing market and residential site location and characteristics will influence housing styles and affordability.

- A variety of rural A-3 lots (rural residential) and more dense R-2 (residential un-sewered) and C (Community) zoned lots in various sizes are available for new housing construction in the Town.
- Jefferson County, the State of Wisconsin, and the USDA offer a range of housing affordability programs that are available to residents.
- Dense (less than one acre lot size) sub-division type residential housing, multi-family housing, and manufactured housing developments are best suited to areas with existing or proposed municipal sewer service in adjacent cities or areas of the Town designated for higher density development such as Helenville, rather than rural areas of the Town.

Housing Goal

Develop policies and procedures to monitor construction and housing activity in the Town of Jefferson.

- Develop procedures and policies to address occupancy permit violations such as single family homes remodeled to house multiple tenants.
- Develop policies and procedures for multi-family new construction, remodeling, and rehabilitation particularly in Helenville.
- Consider policies and permitting procedures for duplex and mother-in-law apartment construction to assist the aging population in our Town.
- Consider limited term permits for temporary use of recreational vehicles for housing during permanent home construction.
- Communicate with the building inspector on inspection requirements.

Housing Goal

Encourage Jefferson County and the cities within the County to provide a variety of senior and assisted living options accessible to Town residents and to provide low-cost transportation to health services, shopping, activities, and recreation for senior Town residents.

3.3 Current Housing and Residential Policies and Proposed Changes

Presently, the Town has few ordinances and policies governing residential placement of homes and occupancy. County ordinances are used to govern land use and placement of structures within the Town. The Town Driveway Ordinance is substantially similar to the County Ordinance.

The contracted building inspection firm is responsible for enforcing Town policies and ordinances. The Town Board and/or Plan Commission may also inspect for compliance.

Ordinances and policies that provide clear and consistent direction will be developed by the Plan Commission and Town Board to address problems that have occurred periodically or regularly. The areas that will be given attention include:

- Remodeling permits
- Conditional uses
- Construction or conformance timelines
- Non-conforming uses
- Driveway placement
- Slopes
- Materials
- Enforcement
- Penalties and appeals
- Alternative sewerage systems
- Storm water drainage

Chapter 4 Agriculture, Natural Resources and Cultural Resources

4.1 Agricultural Background

The predominant land use in the Town of Jefferson is agricultural, as it is Jefferson County. This area has a long history of agricultural production including beef, dairy, swine, poultry, lamb, horses, elk, grains such as corn, winter wheat, soybeans, alfalfa and grass hay, sod, mint, mushrooms, wool and fiber, timber, fruit and vegetable crops, maple syrup, and ornamental plants.



Fall harvest.

Agricultural land use in the Town of Jefferson covered 19,196 acres, according to the latest data from Jefferson County in the year 2000 (Table 4.1). This is 71 percent of land use overall and includes crop land, farm buildings, and rural uncultivated land. This figure may be reduced today because of wetland restorations on 2,000 – 3,000 acres of the Jefferson Marsh Wildlife Area (former Zeloski Muck Farm) and some sod farms west of Jefferson.

Table 4.1

Total Agricultural Land Use in 2000 19,196 Acres

Agricultural Crop Land	18,044 Acres = 94%
Farm Buildings	39 Acres = 0.2%
Rural Uncultivated	1,113 Acres = 5.8%

Detailed data on agricultural production is not available at the Town level. According to UW-Extension data for 2004, agricultural products and processing are an integral part of the Jefferson County economy accounting for \$1.51 billion in economic activity and providing 10,850 jobs.

According to the 2007 Census of Agriculture (conducted every five years); there were 1,434 farms in Jefferson County on 244,238 acres of farmland. The number of farms in the County increased by thirteen since the 2002 Census of Agriculture.

The average farm size in Jefferson County was 170 acres, down from 174 acres in 2002. The market value of agricultural products sold by Jefferson County producers totaled \$209,294,000, up 51 percent from 2002. Average market value of production per farm in 2007 was \$145,951, up 50 percent from 2002. Thirty percent (432 farms) of all farms reported raising livestock and poultry, down by 16 percent from 2002; and 625 farms (44 percent of all farms) reported harvesting grain, up by 7 farms since 2002.

The market value of farm production in Jefferson County was over \$209 million in 2007, an increase of over 51 percent from 2002. Of that total, 41 percent was from crop sales and 50 percent from the sale of livestock.

In 2007, 44 percent of the principal farm operators reported that farming was their primary occupation and 56 percent reported that their primary occupation was something else.

Top Jefferson County agricultural products:

- On-farm milk production and milk sales total \$41.36 million annually. The total dairy industry contribution is \$43.1 million. One cow generates \$1,818 in direct income to producers and \$15,000-\$17,000 of economic activity. On-farm production and dairy processing account for about 360 jobs.
- Grain sales of \$29.3 million annually.
- Egg sales of \$25.1 million annually.
- Nursery stock and sod produce \$24.7 million annually; horticulture is a growing industry in Jefferson County generating \$10.9 million in economic activity and providing 222 full-time and many seasonal jobs.
- Vegetable sales of \$6.7 million.

Ethanol plants in Jefferson, Milton, and Monroe have increased the local demand for corn and crop prices are at high levels currently nation-wide though the price of milk for producers was very low in 2009.

Local grain elevators, mills, and suppliers are located in Fort Atkinson, Whitewater, Milton, Johnson Creek, Watertown, and Jefferson. Nearby equipment dealers are located in Whitewater, Jefferson, Watertown, Janesville, and Evansville. These businesses are vitally important to maintaining an agricultural economy in Jefferson County.

4.2 Agricultural Goals

Goals for agricultural land use and preservation are stated in Chapter 2 Land Use.

While the Town does not have the resources to provide financial support to the agricultural industry, residents indicated that the industry is necessary to the economic health of the Town of Jefferson.

Preserving farmland, supporting agricultural suppliers, developing agricultural market assistance strategies such as farm tours, harvest festivals, and farmers markets, and providing direct retail markets to promote locally grown products have been identified as ways to meet the needs of residents and foster future economic gains within the Town. The Jefferson County Economic Development Consortium and Jefferson County Tourism Council are best equipped to assist the Town and its residents in these endeavors. Economic goals for the Town are stated in Chapter 7 Economic Element.

4.3 Natural Resources

Overview

The Town of Jefferson is located within the Rock River Basin, a 3,800 square mile area in South Central Wisconsin that was shaped by the last glacial episode. It encompasses Horicon Marsh to the north and Beloit at its southwest corner. The surface waters within the basin include the Rock River and its tributaries.



Rainbow over the Rock River.

The Town of Jefferson lies in several sub-watersheds including Middle Rock River, Lower Crawfish River, Johnson Creek, and Lower Koshkonong Creek.

Both the Crawfish and Rock Rivers pass through the center of the Town with their confluence in the City of Jefferson. The Jefferson Marsh Wildlife Area is about 3,000 acres in size. The large wetland on the property was restored in 2005. This restoration resulted in a diverse habitat including an open water marsh on the south side of County Road Y and a 900-acre tamarack bog that has been designated Jefferson Tamarack Swamp State Natural Area by the WDNR.



Jefferson Marsh Wildlife Area

The tamarack swamp consists of large stands of mature tamarack with extensive patches of sedge meadow and thickets of willow and dogwood along the periphery. Sphagnum moss blankets the ground and poison sumac is abundant throughout the site. Other common shrubs include red osier dogwood, common winterberry, and willows. Bog birch is found in more open areas. Ground layer species include cinnamon, royal, crested shield, sensitive, and spinulose wood ferns, skunk cabbage, and pitcher plant. The size of the marsh makes it an important refuge for many bird and animal species. Located within the site is a 10-acre upland oak island containing one of the largest Native American mounds in Wisconsin.

The primary use of this property is centered on wild game and waterfowl hunting. Secondary uses include hiking and naturalist activities.

In Wisconsin, state law provides for payments from the WDNR that fully replace or exceed the property taxes that would have been collected if the land had not been acquired by the WDNR. The WDNR also provides natural resource protection to these lands and outdoor recreation opportunities for residents and tourists. The large wetlands and adjacent farmlands make the Town of Jefferson a haven for hunters.

Portions of Dorothy Carnes County Park and Rose Lake marsh are located within the Rose Lake State Natural Area just west of Fort Atkinson. The landscape,

archaeology, natural resources, and bird life at the marsh are distinctive, earning the property the Rose Lake State Natural Area (480 acres) designation from the WDNR. Marsh, wetland, prairie, grassland, and savanna habitats provide resting, nesting, and feeding areas for waterfowl and prairie birds. Uncommon species that frequent the parklands include black tern, yellow-headed blackbird, white pelican, bobolink, sedge wren, and even an albino red tailed hawk. Protecting biodiversity in areas such as this is essential for life itself. At this time, hunting is not allowed at Dorothy Cames County Park.

4.4 Natural Resource Goals and Policies

Residents have indicated a desire to preserve and protect the natural resources of the Town of Jefferson. Natural resources are seen as a quality-of-life issue. A community-wide approach that would involve all residents in protection measures was indicated. New initiatives could include education of residents on best practices, proactive Town Board policies, and varying levels of monitoring and enforcement. It was recognized that preserving the Town's natural resources would enhance the opportunity for tourism income to local businesses.

Natural Resource Goal

Protect surface and groundwater resources from pollution.

- Protect natural areas for the ecological functions they provide, groundwater infiltration, preservation of biodiversity, and recreational uses.
- Create a policy concerning the proper disposal of foreign material (i.e. concrete, asphalt, soil, and other materials) on private property to protect ground water resources.
- Provide information on best management practices to protect groundwater and surface water resources in aggregate mining, reclamation, filling situations, and agriculture.
- Require adherence to all regulations related to the protection of groundwater and surface water resources in aggregate mining, reclamation, filling, building, and the maintenance of all residential and commercial properties within the Town.
- Follow Jefferson County Shoreland, Wetland, and Flood Plain Ordinances when making rezoning decisions.
- Utilize State, County and private resources to provide education and protection measures.
- Continue to partner with the County and the Wisconsin DNR to protect areas managed for native plants and wildlife.

Natural Resource Goal

Protect environmental corridors.

- Protect areas located within Jefferson County environmental corridors that include parks, 100-year floodplains, wetlands, woods greater than 10 acres in size, lakes, rivers and streams, and slopes over 20 percent.
- Do not allow construction on slopes over 12 percent.
- Preserve existing wetlands.

- Encourage wetland restoration and participation in the Wetland Reserve Program or other stream-bank buffer programs in flood-prone areas such as the land between the Crawfish River and the STH 26 Jefferson by-pass in order to improve water quality and protect flood plain soils.
- Request the WDNR and USDA Natural Resources Conservation Service to consider the impact of removing pre-existing farm drainage systems for wetland restoration on neighboring farmers and landowners and their ability to continue to farm neighboring fields.
- Request WiDOT and the WDNR to monitor the impact of the STH 26 Jefferson by-pass on Rock and Crawfish River levels and neighboring land owners.
- Encourage property owners to minimize construction and impervious surfaces and to install natural shorelines along rivers, streams and lakes to limit surface water run-off and erosion and improve natural habitat.
- Institute a site plan review for building placement that takes into consideration the impact of run-off and drainage, erosion, neighboring property, traffic patterns, agricultural land, woodlands, wetlands, and native plant communities.
- Develop a policy to reduce fragmentation of woodlands.

Natural Resource Goal

Be supportive of parks and recreation.

- Recognize the importance of existing parks for recreation, exercise, and natural resource preservation, however, the Town Board will not enter into park ownership or maintenance.
- Support the Glacial Drumlin State Trail and County and Glacial Heritage Area off-road trail initiatives.
- Request Jefferson County to consider the condition and width of Town roads for safety before designating County roads as bicycle routes, and where designated, provide adequate cautionary signage and marked bicycle lanes.
- Petition Jefferson County to institute payments in lieu of property taxes to the Towns and schools on County-owned properties.
- Review County conditional use permits on properties where ATVs are used for recreational purposes by persons other than the property owners and their children.
- Recognize County snowmobile trails and private ATV trails for recreation and request riders to respect private property along the trail.

Natural Resource Goal

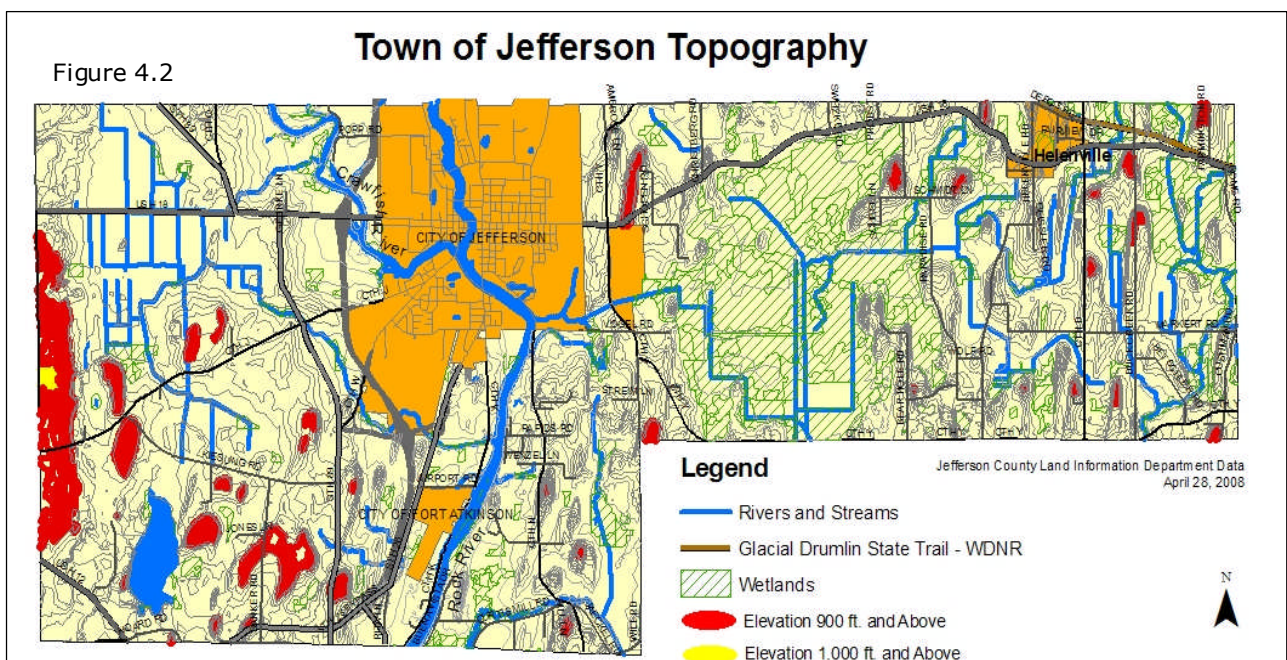
Monitor public projects, aggregate extraction activities and other conditional uses in the Town, and enforce ordinances and rules governing these land uses. Town residents have expressed serious concerns about the lack of County and State monitoring of aggregate extraction permits and lack of timely reclamation of aggregate facilities. As of 2010, the State no longer requires conditional use permits for extraction activities related to State highway construction. Additionally, State highway projects have burdened the Town with significant drainage problems. This goal attempts to mitigate identifiable problems and reduce the drain on Town resources related to extraction activities.

- Request the State of Wisconsin, the WDNR, and Jefferson County to require a conditional use permit and public procedure to approve extraction activities and allow the Town to apply additional restrictions to protect the public and neighboring properties. (Additional restrictions could include no extraction allowed on Class I, II, and III prime soils or environmental corridors, and establishing buffer criteria related to noise, dust and other disturbances.)
- Define and differentiate between borrow pits, mining pits, asphalt plants, and other types of extraction.
- Consider different options for slope limitations and stabilization methods
- Consider history and local knowledge of underground facilities, drain tiles, and other items overlooked in typical WiDOT and WDNR plans and specifications.
- Make property owners aware of WDNR, WiDOT, and utility projects that may affect their drainage.
- Address oversight and enforcement of drainage and other issues that arise out of private or public projects or are related to conditional use permits or other approvals.
- Request and maintain on file a copy of gravel and borrow pit reclamation plans when approving the conditional use permit.
- Consider bonding, monitoring permits, abatement fees, and inspections for public and private projects where appropriate.

4.5 Natural Elements

Topography

The Wisconsin glaciation receded about 10,000 years ago leaving behind a landscape of drumlins and moraines interspersed with wetlands. The topography west of the Crawfish River rises to the second highest point in Jefferson County



(1,040 feet above sea level) along the east side of County Road G. The lowest point in the Town of Jefferson is about 840 feet above sea level along the Rock River and in the Jefferson Marsh. Figure 4.2 depicts the highest elevations in red and yellow.

Environmental Corridors

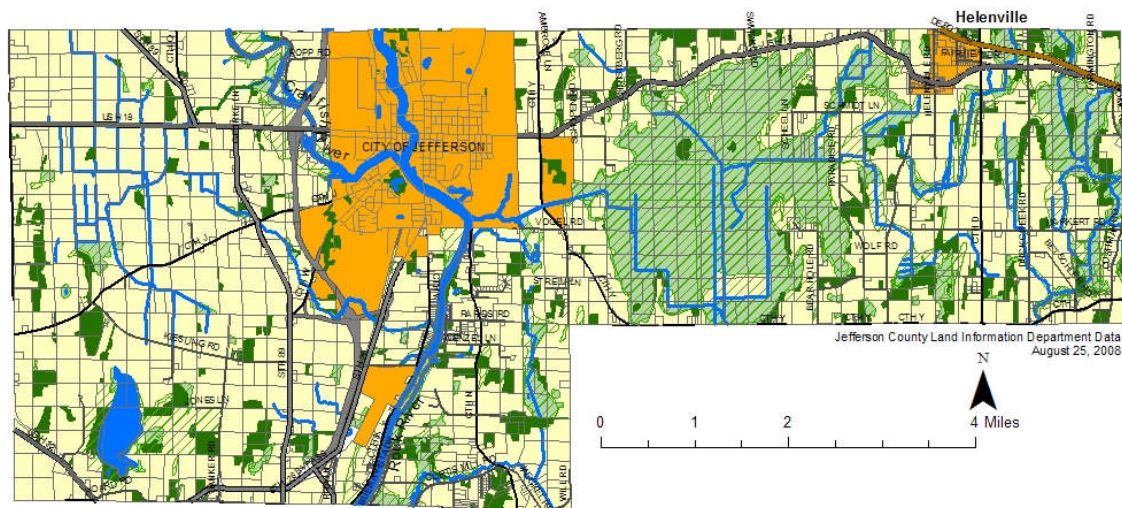
The *Jefferson County Agricultural Preservation and Land Use Plan* (1999) defines environmental corridors as any land that meets any of the following criteria:

- Public-owned park, recreation, and conservancy lands.
- Water bodies and wetlands mapped as part of the WDNR Wetland Inventory.
- 100-year Floodplains based on Federal Emergency Management Administration (FEMA) maps.
- Contiguous woodlands over 10 acres in size.
- In addition, any land with a slope over 20 percent should be considered an environmental corridor.

Large areas designated as environmental corridor (Figure 4.3) are found along the Rock River, Crawfish River, and the extensive wetlands at the Jefferson Marsh Wildlife Area, Rose Lake Marsh and Dorothy Carnes County Park, and other wetland areas. Significant natural resources, cultural sites, and good agricultural land are often found within environmental corridors. Jefferson County suggests that these contiguous areas of environmentally sensitive land should be protected from non-agricultural development.

Figure 4.3

Town of Jefferson Environmental Corridors, Wetlands, and Upland Woods



Legend

- Glacial Drumlin State Trail - WDNR
- Rivers and Streams
- Upland Woods
- Wetlands
- Environmental Corridor - Wetlands, Upland Woods >10 acres, Floodplains, Parks

Wetlands, upland woods, surface water and parks make up natural areas and total 24.15 percent of the land in the Town of Jefferson. Over 19 percent of the land in the Town is wetland, surface water covers 1.6 percent, and upland woods comprise 1.8 percent. County Parks total 1.5 percent of our land area

Upland deciduous woods cover about 483 acres of the Town of Jefferson. Most of the large woodland tracts are found where steep slopes and thin soils were not suitable for cultivation. The environmental corridor map (Figure 4.3) does not depict lowland forests such as the tamarack bog or flood plain forests along the rivers. Typical upland trees include bur, white, black, and red oak, hickory, hackberry, cherry, ash, and sugar maple. Native songbirds and other woodland inhabitants require large expanses of unbroken forest.

Wildlife

Bird life is abundant in the Town of Jefferson particularly waterfowl that frequent the lakes, rivers, and marshes. The Town is located under the Horicon fly-way and accommodates the migration of hundreds of thousands of birds annually. Rose Lake Marsh is one of the most pristine pothole marshes in southern Wisconsin and is a resting, feeding, and nesting place for many uncommon waterfowl and wading birds. Deer herds and wild turkey flocks are commonly seen throughout, as are coyote, fox, raccoon, squirrel, and other typical Midwestern mammals.

Rare Species

Two WDNR State Natural Areas are located in the Town of Jefferson, the Jefferson Tamarack Swamp and Rose Lake, described previously. According to the WDNR, "State Natural Areas (SNAs) protect outstanding examples of Wisconsin's native landscape of natural communities, significant geological formations and archeological sites. Wisconsin's State Natural Areas encompassing 326,000 acres are valuable for research and educational use, the preservation of genetic and biological diversity, and for providing benchmarks for determining the impact of use on managed lands." More than 90 percent of the plants and 75 percent of the animals on Wisconsin's list of endangered and threatened species are protected on SNAs.

The Department of Natural Resources Natural Heritage Inventory notes that rare aquatic and terrestrial species have been found in the Town of Jefferson in and around the wetlands and waters of the Rock and Crawfish Rivers and the large Jefferson Marsh and Rose Lake Marsh wetlands. Detailed species lists are not available to the general public.

Soil Resources

Development is most easily accomplished at the lowest financial cost and with the lowest possibility for environmental damage on soils with slight and moderate limitations. Building on soils with severe limitations due to wetness, slope, erosion potential, or soil low strength could require more expensive engineering solutions or may degrade natural resources.

Crops also grow best on soils with slight to moderate limitations for agricultural production. The Jefferson Marsh, with its peat and muck organic soils was drained

at one time to produce vegetable crops. The Town of Jefferson has 23,003 acres of prime soils (see Figure 2.15 Agricultural Soil Classes in Chapter 2).

Soils in the gently rolling upland portions of the Town and the predominant soil association are of the Kidder-McHenry-Rotamer association. These soils have loamy subsoil and are underlain by gravelly sandy loam. They are well and moderately well drained and gently sloping to steep.

Soils in the Jefferson Marsh area and lowest elevations are of the Houghton-Adrian association, which were formed in decomposed vegetation that accumulated in shallow water. These are very poorly drained, nearly level organic soils that are more than 51 inches thick or underlain by sand.

Adjacent to the Houghton-Adrian soils are soils of the Fox-Casco-Matherton soil association that underlay wetlands and river basins. These soils are somewhat poorly drained, or can be well drained or excessively drained and nearly level to very steep and have a loamy subsoil underlain by sand and gravel. These soils are located in glacial outwash plains and terraces and also found on glacial features such as kames and eskers.

Between the Rock and Crawfish rivers are the Palms-Keowns-Milford soils formed in ancient lake basins. These soils are level and poorly drained with a loamy or clayey subsoil.

The high elevations along County Road G on the west side of the Town feature Whalan-Kidder soils formed on glaciated uplands such as drumlins. These soils are well to moderately well drained, gently sloping to steep soils with a loamy subsoil and are underlain by bedrock or a gravelly sandy loam.

Aggregate Mining

Gravel pits are common in Jefferson County in sandy and gravel areas. The County gravel pit on County Road J remains unused and un-re-claimed at this time. Three other long term pits are presently operating under conditional use permits. Pits used only for short term projects also require a conditional use permit.



A borrow pit for STH 26 bypass construction.

With the construction of the Highway 26 bypass through Jefferson County, the number of borrow pits in the Town has increased. State regulations have recently been put in place that limits the Town Board's control and oversight of the location and operation of pits within our jurisdiction.

4.6 Recreation

Hunting, bicycling on the Glacial Drumlin State Trail and country roads, and snowmobiling in the winter are recreational activities enjoyed by many residents and visitors to the Town of Jefferson.

DNR hunting properties include the Jefferson Marsh Wildlife Area with access from Highway 18 at the north end and Highway Y to the south. Additional access is available through smaller DNR tracts and leased hunting land surrounding the marsh.



Glacial Drumlin State Trail

The Jefferson Marsh Wildlife Area and other tracts of land owned by the WDNR offer hunting in season for deer, turkey, ducks, coyotes, squirrels, doves, fox, beaver, and other species. Hunting occurs on private land as well. The Jefferson Marsh Wildlife Area is open to the public for hiking or running dogs; however there are no marked trails.

The Glacial Drumlin Trail passes through the northeastern edge of the Town and Helenville (see Figure 4.3). Pedestrians and bicyclists enjoy the 51 mile packed gravel multi-use trail that connects the Town of Jefferson and Helenville with Waukesha to the east and Cottage Grove on the west. In the winter the trail is open to snowmobiles and cross-country skiing. Some residents of Helenville think that businesses that appeal to trail users and serve the community would be a good thing near the trail.

Jefferson County has marked County bicycle routes that connect communities for recreation and transportation. At this writing the County is updating their Bicycle/Pedestrian-way Plan. Cyclists may provide some economic return to businesses in the Town and the County.

Parks

Firemen's Park in Helenville is the scene of community celebrations and fund-raisers. The Firemen's Picnic and Helenville Nationals tractor pull are popular community events. The Park also features a baseball diamond and recreational buildings that can be used for numerous community events.

Jefferson County maintains two parks in the Town of Jefferson.

- Pohlmann Park, named after the family who farmed here, is 10 acres in size and is located on USH 18 and Duck Creek Road adjacent to the Glacial Drumlin Trail. It is used for picnicking, as a wayside, and for walking. One unique feature of the park is the remnant of a silo with a mural of the four seasons. Walking trails pass a pine plantation, a fieldstone wall, and wetlands.



This viewing deck was made possible through a donation from the Town's park fund.

- Dorothy Carnes County Park is located just west of Fort Atkinson off USH 12 and Banker Road and nearly surrounds pristine Rose Lake Marsh. The park is 394 acres in size excluding the marsh. Trails, bird watching and cross-country skiing are the featured activities. The Town of Jefferson Board donated \$30,000 of its park impact fee toward a viewing deck at the park.

Glacial Heritage Area

About 30 partner organizations worked with the WDNR on the Glacial Heritage Area Initiative. The Glacial Heritage Area covers all of western Jefferson County, far southwestern Dodge County, far eastern Dane County, and Rock County around Milton. The plan was approved in 2009.

The Glacial Heritage Area (GHA) project will link parks, preserves, wildlife and natural areas, and other conservation lands to nearby cities and villages with different types of trails. This network aims to:

- Connect people to the outdoors – provide readily accessible opportunities for residents and visitors to get outdoors and participate in hiking, biking, wildlife watching, fishing, paddling, hunting, camping, horseback riding, cross-country skiing, and other activities. The project also seeks to help keep kids connected to nature.
- Protect the pearls –protect and restore native grassland, savanna, woodland, and wetland habitats, and improve water quality in area lakes, wetlands, and rivers.

The WDNR also updated the master plans for all the Wildlife Areas in Jefferson County, including the Jefferson Marsh Wildlife Area.

Specific Glacial Heritage Area projects in the Town of Jefferson include possible expansion of the Jefferson Marsh Wildlife Area and Dorothy Carnes County Park and linking the parks via off-road trails and paths to Helenville and the Cities of Jefferson and Fort Atkinson.

ATV and Snowmobile Trails

The state has recorded 3,146 registered ATVs in Jefferson County for the registration years 2007-2009. ATVs can be registered as agricultural use and are used for emergency services within the County. Private trails are maintained by ATV clubs located within the Town and County. Landowners and their immediate relatives can use ATVs on their private property.

Snowmobile trails in the Town include the Glacial Drumlin State Trail that extends in Jefferson County from Sullivan at the east to Lake Mills. The majority of County snowmobile trail miles are located on private lands with the permission of property owners. Snowmobile clubs maintain the trails and signage for this winter sport.

Natural Resources Preserve and Increase Economic Benefits

Natural resources within the Town provide an economic opportunity to residents, entrepreneurs and business. County and non-governmental organization planning for linkages between municipalities and parks and natural resource areas promises to provide a foundation for destination tourism and related income opportunities.

4.7 Cultural and Historical Goals, Objectives, and Policies

Cultural and Historical Goal

Engage resident volunteers in activities to identify and preserve cultural and historical information about the Town of Jefferson.

- Catalogue sites of historical or cultural interest within the Town.
- Provide information on historic preservation programs and cost sharing upon request.
- Coordinate with Jefferson County on a comprehensive historic and archeological inventory of land located in the Town.
- Obtain written and oral histories from Town residents.
- Coordinate with the County and State Historical Society to document and preserve artifacts, histories, photographs and other significant items of interest.

4.8 Community and Cultural Resources

Recent History

According to Hannah Swart in her book *Koshkonong Country – A History of Jefferson County, Wisconsin*, Jefferson Township was first settled by Rodney J. Currier and Andrew Lansing in December 1836 when they built a cabin in the northwest quarter of Section 10. By October 1837 a building that housed a tavern, trading post, and courthouse was built at the present site of the Jefferson County Courthouse.

The earliest record for the Town of Jefferson is a Town meeting held on April 5, 1845 when the population was listed as 75 inhabitants. The topics of discussion were raising funds to support schools, raising \$100 to build bridges across the Rock and Crawfish Rivers, and appropriating \$50 for a free ferry at the fork of the Rock

River. What is now the City of Jefferson operated under Town government until 1857, when the City of Jefferson was incorporated.

The first settlers in the area of Helenville were John Walther, Christian Horn, Bernhard Keller, and "Old Man" Haag. The first general store was opened by Christian Lory in 1849. Helenville was named in honor of the wife of Orgies Bullwinkel who was the first postmaster. The post office was established on February 25, 1851.



St. Peter's Church is a landmark in Helenville.

Helenville is the home of the oldest parochial school under the Wisconsin Synod of the Lutheran Church. Saint Peter's School was established in 1851. The oldest business still operating in Helenville is Helenville Mutual Insurance founded in 1871.

Two locations in the Town of Jefferson have been listed by the Wisconsin Historical Society on its national register: Hoard's Dairyman Farm and the Highsmith Native American Village.

Hoard's Dairyman Farm

W.D. Hoard began publishing Hoard's Dairyman magazine in 1885. The historic and picturesque Hoard's Dairyman farm on Hwy 89 and Hoard Road just to the north of Fort Atkinson has figured prominently in the history of dairy farming in Wisconsin and worldwide. The Hoard Farm buildings are located in the Town of Koshkonong while the majority of the pasture and work land is in the Town of Jefferson.

Former Governor W.D. Hoard is known as the father of dairy farming in Wisconsin. He bought a farm in 1899 to prove that alfalfa was a "practical and desirable forage crop for dairy cattle". The milking herd at the Hoard's Dairyman is the oldest continuously registered Guernsey cattle herd in the United States and the farm became a showcase of new technology for Hoard's Dairyman Magazine. About 1,500 visitors from throughout the world visit the farm annually.



Historic Hoard's Dairyman Farm

Highsmith Native American Village and Effigy Mounds

Hugh Highsmith, an amateur archaeologist, wrote the book *The Mounds of Koshkonong and Rock River* that identifies most of the mounds in the area. The Highsmith prehistoric village site along the Rock River is recognized as part of Wisconsin's historic legacy and is on the National Register of Historic Places. The multi-component Indian village was occupied by up to 5 cultures and located on what is now Highsmith's land along the Rock River north of State Hwy 106.

Native American Mounds

A turtle mound has been identified at Dorothy Carnes County Park overlooking Rose Lake Marsh. Effigy mounds can contain burials and are considered sacred

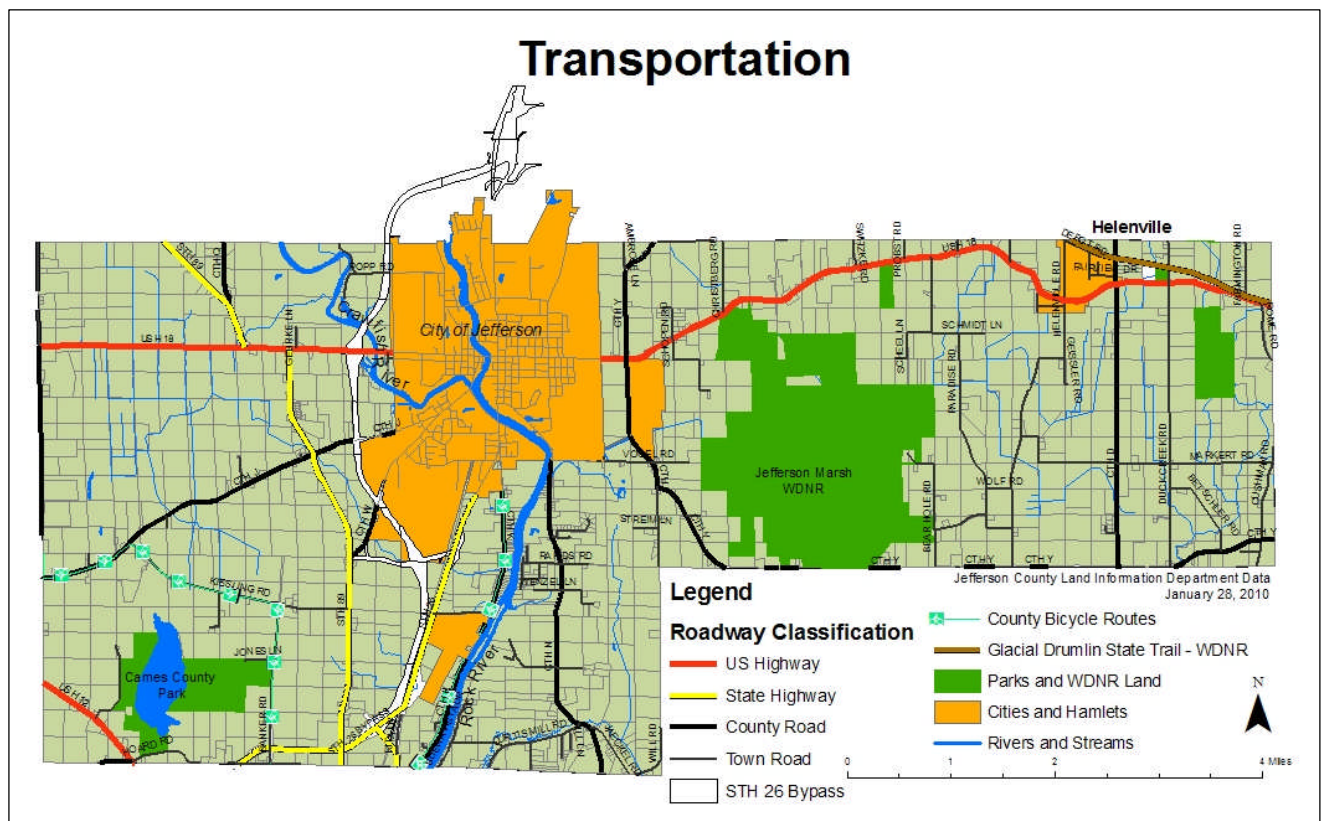
cemeteries. Unfortunately mounds have been looted in the past. Today the Wisconsin Burial Sites Office of the Historical Society of Wisconsin must be contacted if any evidence of a burial is found during any excavation. Land with burial mounds on it is exempt from property tax.

Chapter 5 Transportation

5.1 Overview

Vehicular roads are the primary transportation network in the Town of Jefferson (Figure 5.1). The Town of Jefferson is centrally located in Jefferson County and between Milwaukee and Madison. STH 26 is the main route north and south through the County and connects the southern part of Wisconsin to central Wisconsin and the Fox Valley. USH 18 serves as a direct route between Madison, Waukesha and Milwaukee and as an alternate route to Interstate 94 east and west.

Figure 5.1



The roads that provide major east-west travel through Jefferson County include USH 18, STH 106, STH19/16, and County Road B. STH 89 passes north and south through the Town of Jefferson, connecting Columbus with Whitewater. USH 12 crosses the Town from southeast to northwest and connects the Chicago area with Madison and LaCrosse.

The Town of Jefferson has jurisdiction over 44.5 miles of Town Roads. The County maintains all Federal, State and County highways within the Town's jurisdiction.

Town road maintenance is conducted under contract with three different contractors for winter plowing, summer road repair, and tree trimming. The County provides services under contract for designated road repairs and brush cutting.

A combination of state levy limits and reductions in road and bridge aid have strained the Town's ability to maintain our transportation infrastructure. Winter plowing and salting during prolonged periods of heavy snowfall and icing can reduce funds available for repair and summer maintenance. The Town Board's approach to road and bridge maintenance is to address the most critical failures in pavement, shoulders, culverts, and bridges. Methods recommended by WiDOT to preserve pavement such as preventative seal-coating are secondary to emergency repairs.

During the flooding of the Rock and Crawfish Rivers in 2008 it was nearly impossible to cross the County from east to west due to flooded roadways, unsafe bridge conditions, and road construction on USH 18 in the City of Jefferson. Detours around the City of Jefferson at the height of the flooding were reported in excess of 50 miles and two hours travel. During the aftermath, detours and increased travel time continued for weeks. Town roads used as official and unofficial detour routes sustained significant damage as a result of the increased truck and auto traffic. The Town Board would like to see plans in place for alternate routes crossing the rivers for emergencies such as this.

A STH 26 bypass around the City of Jefferson is under construction at this writing. WiDOT bought private property to construct the bypass, which was removed from the property tax rolls. The proximity of the bypass and highway ramps to the Crawfish and Rock Rivers and the effect ramps and berms will have on flooding locally and downstream is also a concern.



STH 26 bypass of the City of Jefferson under construction in 2009.

The following impacts have been noted by the Town Board of Koshkonong when the STH 26 bypass of Fort Atkinson was also built:

- Loss of tax base due to land being purchased by WiDOT and no payments in lieu of property taxes.
- Increased cost of tax assessment contracts – higher property taxes for remaining property owners due to the cost to assess more parcels caused by the division of land for a highway.
- Increased cost of fire and ambulance contracts due to more calls on the bypass.
- Increased cost for snow removal and maintenance of Town roads due to former state highway sections being designated Town roads and adding miles of roadway.
- Additional deadend and unconnected roads increase road maintenance time and costs.

- Damage to Town roads from construction equipment and truck traffic – failure to use designated routes and hauling to private property.
- Expansion of the Fort Atkinson Urban Service Area to the bypass and perhaps across the bypass.
- Redesign of Town roads due to the construction of the bypass resulted in inadequate turnarounds for school buses and road maintenance equipment.
- Additional environmental impacts to water levels, wildlife, pollutants from roadway runoff, increased noise and lights.
- Severance of existing road access, property access, and farm fields.
- Remnant tracts of land with no access.

The issues identified by Koshkonong have been considered by the Town of Jefferson Board. Residents are also concerned about the annexation of land up to the bypass near the Cities of Jefferson and Fort Atkinson that could result in the loss of tax base and Town influence on planning decisions.

5.2 Transportation Goals and Policies

Goals related to transportation within the Town of Jefferson are directly related to, and sometimes constrained by, the funds available to achieve those goals. Feedback during the public information sessions focused primarily on road safety, especially as it relates to sharing the roads with bicyclists and the need for winter road maintenance. It was also noted that while business development around the bypass could benefit the Town in taxes, developed areas would likely be annexed into the city.

Transportation Goal

Maintain Town roads in a safe driving condition.

- Establish procedures, access standards, and/or fees (as necessary) for Town roads, subdivision roads, and State, Federal, and County road projects.
- Establish bonding procedures to pay for heavy truck or utility installation damage to Town roads.
- Formalize maintenance of Hoard Road with the Town of Koshkonong.
- Formalize maintenance of roads at the north Town border with Farmington.
- Work with farmers, truckers, and heavy equipment operators to minimize heavy equipment damage to Town roads.
- Educate drivers on sharing the road with farm machinery.
- Advocate for adequate funding from the State and County to maintain the Town's transportation infrastructure.

Transportation Goal

Keep transportation routes between both sides of the Town open.

- Coordinate with Jefferson County, the City of Jefferson, the City of Fort Atkinson, and the Village of Johnson Creek to ensure that emergency vehicles and Town residents can access both sides of the Town of Jefferson during flooding of the Rock and Crawfish Rivers.

- Work with WiDOT to maintain open transportation routes during construction on state and federal roads.

Transportation Goal

Create a STH 26 bypass plan that realizes the Town's desire for limited business development, protects adjacent properties from flooding, and preserves the rural and agricultural integrity of areas surrounding the bypass.

- Participate in County and the Cities' planning meetings related to bypass development and zoning.
- Participate in appropriate Jefferson County Economic Consortium planning groups.
- Develop a relationship with WiDOT to improve communications and Town accommodation.

Transportation Goal

Develop policies that relate to bicyclists safety within the Town.

- Communicate with the WiDOT and County regarding the Town's desire for a policy stating that the designation of bicycle routes takes place only when a designated bicycle lane and cautionary signage is provided.
- Communicate with the County and WiDOT that the Town Board and residents be informed of bicycling events that will take place within the Town and that traffic control methods should be provided.

5.3 Town Road Conditions and Plans

The Board of Supervisors conducts two Town road surveys annually to rate the condition of the paving, bridges, culvert structures, and shoulders. Condition reports are submitted to the State for inclusion in WISLR (Wisconsin Information System for Local Roads). The WISLR database is a receptacle for local road information such as width, surface type, surface year, shoulder, curb, road category, functional classification, and pavement condition ratings. WISLR generates the data local municipalities need to plan for future transportation needs.

Significant road and bridge aids from the State would be necessary to improve the road ratings within the Town of Jefferson. Currently only major road safety issues are addressed because of the decreased amount of funds available.



A variety of vehicles use Town roadways daily.

The Pavement Surface Evaluation and Rating (PASER) system is a comprehensive pavement management system used by municipalities statewide to maintain an accurate inventory of roads' physical attributes. The ratings applied to road sections are used by the Town Board to guide improvement and maintenance decisions, and to meet reporting requirements.

The majority of Town of Jefferson roads (not including state and county highways) fall in the Fair to Good rating range (Table 5.2). To maintain these roads, either overlay or sealcoating is recommended to extend their safe and economical use. Pavement sections put in place between 1970 and 1989 makes up 55% of Town roads and between 1990 and 2005, 45%. No pavement sections were put in place since 2005.

Table 5.2

2010 Town of Jefferson Asphalt Pavement Surface Evaluation and Rating (PASER)

Pavement Rating	Description	Summary	2010 Miles of Roadway
1	Failed	Failed. Needs total reconstruction.	0
2	Very Poor	Severe deterioration. Needs reconstruction with extensive base repair	0
3	Poor	Needs patching and major overlay or complete recycling.	1.23
4	Fair	Significant aging and first signs of need for strengthening. Would benefit from recycling or overlay.	5.69
5	Fair	Surface aging, sound structural condition. Needs sealcoat or nonstructural overlay.	11.54
6	Good	Shows signs of aging, sound structural condition. Could extend life with sealcoat.	13.15
7	Good	First signs of aging. Maintain with routine crack filling.	9.16
8	Very Good	Recent sealcoat or new road mix. Little or no maintenance required.	0
9	Excellent	Recent overlay, like new.	0
10	Excellent	New construction.	0

Road Classification in the Town of Jefferson

The Jefferson County Zoning Ordinance Appendix B designates road classifications and the setback limitations that are applied to each class. They are as follows:

Class A – Principal Arterial Highways serve interstate and regional trips and serve all urban areas greater than 5,000 populations. Setbacks must be the most restrictive of 200 feet from road centerline or 100 feet from public road right-of-way.

- USH 12
- STH 26

Class B – Minor Arterial Highways work in conjunction with the principal arterials and serve cities, large communities, and other major traffic generators. Setback requirements are 140 feet from the road centerline or 70 feet from the public road right-of-way, the more restrictive distance shall apply.

- USH18

Class C – Major Collector, Minor Collectors and all Other State Highways not in Class A or B. Major collectors provide service to moderate sized communities and other intra-area traffic generators and link to nearby larger population centers or Class A and B routes. Minor collectors collect traffic from local roads and provide links to smaller communities, local traffic generators, and higher function roads. Setbacks are 110 feet from the road centerline or 50 feet from the public road right-of-way, whichever is greater.

- CTH D CTH B south to STH 106
- CTH K Jefferson City Limits south to STH 26
- CTH Y USH 18 south to CTH D
- CTH J Jefferson City Limits south to CTH C
- CTH N Jefferson City Limits south to Walworth County Line

Class D – Local highways, Town roads and County highways not in Class A, B, or C. Town Roads provide access to adjacent land and provide for travel over relatively short distances. Setbacks are the greatest distance of 85 feet from the road centerline or 50 feet from the public road right-of-way.

- CTH G STH 89 south to USH 12
- All Town roads

Class E – Town Roads in Subdivisions provide access to properties and land in subdivisions. The setback requirements are 63 feet from the road centerline or 30 feet from the public road right-of-way, whichever is further.

Traffic Volume in the Town of Jefferson

Traffic counts are reported as the number of vehicles expected to pass a given location on an average day of the year. This value is called the “annual average daily traffic” or AADT and is represented on traffic count or traffic volume maps. Table 5.3 shows the changes in traffic counts along several State, County and Town

roads in the Town of Jefferson between the years 2000 and 2006. The counts show decreasing traffic volumes on most roads, except for STH 89 between Jefferson and Fort Atkinson.

Table 5.3 **Roadway Traffic Volume**

Location	2000	2006	Change in Annual Average Daily Traffic Volume
Hwy D South of Hwy 18	1,900	1,800	- 100
Hwy D North of Hwy 18	1,500	1,500	0
Hwy 18 at Switzke Road	2,700	2,500	- 200
Hwy 26 Between Jeff. & Fort	11,400	10,900	- 500
Intersect. Hwy 18 & Hwy 89	6,800	6,700	- 100
Hwy 89 Between Jeff. & Fort	4,500	4,800	+ 300
Hwy G South of Hwy J	1,600	1,100	- 500
Hwy G North of Hwy J	1,900	1,200	- 700
Hwy K Between Jeff. & Fort	1,200	1,100	- 100

Traffic Accidents

According to the *WiDOT 2008 Crash Statistics with Comparison to Prior Years* chart, the average number of crashes in Jefferson County between the years 2003 and 2007 was 1,719. In 2008 there were 1,684 crashes

Crash severity statistics are available for 2007 on a County basis. Crashes are categorized by type of transportation involved and the number of crashes that resulted in fatalities, injuries, and property damage in Table 5.4.

Table 5.4

Jefferson County 2007 Crash Severity				
Mode of Transportation	Total Crashes	Fatalities	Injuries	Property Damage
Passenger Vehicles	1,648	19	432	1,197
Bicycles	13	0	13	13
Motorcycle	32	1	28	32
Pedestrians	14	1	13	0
School Buses	7	1	1	5
Deer	323	0	29	318
Local Street/Roads	543	4	136	404
County Highway	312	4	79	229
State Highway	614	8	179	427
Interstate System	178	3	38	137

According to *Wisconsin Safety Facts – Pedestrians*, one pedestrian was killed or injured every 5.8 hours in 2003. The number of pedestrians killed has decreased by 54 percent since 1980. Most pedestrian accidents occur between 3 pm and 7 pm on weekdays, which are the hours immediately after school and during evening rush hour. Street and road crossings are the most likely site of accidents.

STH 26 Bypass Concerns

The future Highway 26 bypass will eliminate some traffic over roads within Town jurisdiction, but will take a significant amount of real estate off the Town tax rolls for right-of-way. The opportunity for development could compensate in some measure for this loss of acreage, but bypass areas are usually annexed by adjacent cities and villages and typically will not allow extension of sewer and water to a Town's jurisdiction beyond the bypass. Zoning changes that would support commercial, industrial or business development can be vetoed by the County or by cities and villages when the bypass area is located in their extra-territorial jurisdiction. The Town can create a moratorium on bypass area rezoning by ordinance with a sunset date.

5.4 Modes of Transportation

Vehicular roadways are used as the primary transportation network in the Town of Jefferson. According to Census 2000, of the 1,179 workers age 16 and over living in the Town of Jefferson, 92.7 percent traveled to work by car, truck or van. Nearly 88 percent of those traveled alone. Nine people or 0.7 percent of the workers took public transportation; and they all took the bus.

Bus Service

Badger Bus serves travelers between Milwaukee and Madison, many of whom are commuters and students. Buses stop in Lake Mills at the intersection of STH 89 and Interstate 94 upon request and a regular stop is scheduled at the Johnson Creek Outlet Mall several times daily. Van Galder Bus, in Janesville at 3120 North Pontiac, provides daily service to Rockford, South Beloit, downtown Chicago, and O'Hare and Midway Airports. Wisconsin Coachlines Bus Service also provides transportation to O'Hare and Midway Airports from the same station.

Van Pool

The Wisconsin Department of Administration Van Pool provides alternate transportation for state and non-state employees commuting to Madison from outside communities. The van pool travels from Fort Atkinson to Jefferson, with a stop at Rotary Park, then to Cambridge and Madison with stops at downtown, the University of Wisconsin, the VA Hospital, Hill Farms State Office Building, and Excelsior Drive.

Taxi Service

Brown Taxi Service is available in the cities of Fort Atkinson and Jefferson and also provides vans for persons with disabilities.

Pedestrians and Bicycles

Pedestrians, bicycles, and snowmobiles utilize the Glacial Drumlin State Trail, a packed gravel multi-use trail that stretches from Waukesha to Cottage Grove. No sidewalks are available in the subdivisions in the Town of Jefferson. Pedestrians often walk, jog, or walk their dogs on the road shoulder.

Jefferson County has marked bicycle routes connecting communities throughout the County, see Figure 5.1. The route between Fort Atkinson and Jefferson is being incorporated into the design of the STH 26 bypass. Future bicycle routes along STH 26 are planned extending north to Watertown and south to Rock County. The inter-municipal bicycle route between Fort Atkinson and Cambridge follows Banker Road to Keisling Road to County Road J in the Town of Jefferson. New routes may be designated in an updated bicycleway/pedestrianway plan under consideration.

The Glacial Heritage Area Plan proposes off-road bicycle, pedestrian, and equestrian trails to connect communities to large, natural resource based parks and wildlife areas such as Dorothy Carnes County Park and the Jefferson Marsh Wildlife Area. Exact locations are not known at this time.

Slow-moving, Wide Loads, and Farm Equipment

Agriculture is a significant business in the Town of Jefferson. Slow moving, wide farm equipment and suburban drivers may be in conflict at times. Farmers use roads to access fields and haul grain to elevators, particularly in the spring and fall. Though all slow moving vehicles must display a slow moving vehicle sign, more public education is needed on its significance. Large farm vehicle and heavy truck use may require more frequent repairs to Town Roads.

Boats

Boats may travel on the Rock River between the dams at Watertown and Jefferson. The City of Jefferson provides two municipal boat ramps and a dock at Rotary Park.

Snowmobile clubs in Jefferson County maintain snowmobile trails. Snowmobile clubs must request permission before marking trails on private property. Current maps are available through the Jefferson County Parks Department.

All-Terrain Vehicles may be used on private property by the property's owner and immediate family. ATV's are not legally used on roadways unless they are registered as agricultural and are used to reach field entrances.

Aviation

The public use airports serving the Town of Jefferson are:

- Fort Atkinson Municipal Airport County Road K.
- Watertown Municipal Airport, 14 miles north.
- Gutzmer's Twin Oaks, about 16 miles south on Hwy N near Whitewater.
- Palmyra, about 17 miles southeast.
- Jana, about 25 miles west near Edgerton.
- Dane County Regional Airport, 37 miles west in the City of Madison.
- Rock County Airport, 25 miles south.
- Milwaukee's General Mitchell International Airport, 57 miles east.
- Greater Rockford Airport, about 65 miles south.
- Chicago's O'Hare International Airport, 130 miles south.

Wisconsin State Airport System Plan

The State Airport System Plan assesses existing Wisconsin Airports and predicts future usage and upgrades. Three airports are located in Jefferson County and all are open to the public.

Fort Atkinson Municipal Airport is located on County Road K and is classified as a General Utility airport that accommodates small general aviation single and twin-engine piston and turbo-prop aircraft. A 3801 ft. x 60 ft. paved runway is available. On average 30 aircraft per day utilize the airfield. 68 percent of the air traffic is local, 30 percent is transient general aviation, and 2 percent is air taxi. 15 aircraft are based at the field.

Watertown Municipal Airport is located about 12 miles to the north on the south side of Watertown. The airport is classified as a Transport/Corporate airport that serves corporate jets, small passenger and cargo jets used in regional service and small piston and turbo-prop commuter planes.

Palmyra Municipal Airport, about 17 miles to the east, is classified Basic Utility-B and serves small single engine piston aircraft for business, charter, recreational, sport, training flights, and crop dusting.

Railroads

The Union Pacific Railroad operates from Fort Atkinson north. Railroad transportation of raw materials, goods, and agricultural products (especially corn, soybeans, and ethanol) is important to the local economy. Three railroads serve Jefferson County freight customers:

- **Union Pacific** runs from Fort Atkinson through Johnson Creek and Watertown to Clyman Junction in Dodge County. Union Pacific is Class I railroad meaning that it had a 2003 operating revenue of at least \$277.7 million.
- **Canadian Pacific** (Soo Line) operates from Milwaukee through Watertown to LaCrosse and is a Class I railroad.
- **Wisconsin & Southern** operates from Watertown through Waterloo to Madison and also from Waukesha through Palmyra, Whitewater, and Janesville to Madison. Wisconsin & Southern is a Regional railroad meaning it operates 350 miles or more of track or has revenues exceeding \$40 million.

Rail Passenger Service

Passenger service is available on Amtrak through Columbus in Columbia County on the Empire Builder, which runs from Milwaukee to Spokane, Washington and Portland, Oregon. From Milwaukee, the Hiawatha runs to and from Chicago with a stop at General Mitchell International Airport. Chicago Metra commuter rail is available from Kenosha and Harvard, Illinois.

5.5 Jefferson County Transportation Plans

Jefferson County Highway Department

The Jefferson County Highway Department plans County roadwork in five year intervals. No projects are planned in the near future in the Town of Jefferson.

Jefferson County Bikeway/Pedestrianway Plan, 1996

The *Jefferson County Bikeway/Pedestrianway Plan* details methods to increase bicycle and pedestrian modes of travel and improve user safety, identifies bicycle and pedestrian routes within Jefferson County and its communities, and recommends links between them.

Since 1996, 30 miles of County road shoulders have been paved, bike route maps produced, and bike route signage was installed on all routes. Cities are implementing the plan as well. The plan is in the process of being updated at this writing. The update may change the classification of roads in the Town of Jefferson for bicycle use that are listed below.

Roadways Suitable for Shared Bicycle/Motor Vehicle Use for cyclists over 18 years of age according to the Plan:

- Will Road
- CTH J west of STH 89
- Keisling Road west of Banker Road
- Banker Road
- STH 18 east of Jefferson
- Hoard Road west of STH 26
- CTH G between CTH J and Scherpert Road

Roadway May be Suitable Depending on Cyclists Skills Operating with Motor Vehicle Traffic:

- CTH D

Multi-Use Trail Separated from Roadway; crushed gravel or paved:

- Glacial Drumlin State Trail

Roadways Not Recommended as Bicycle Route in Current Condition

- CTH Y
- CTH N
- CTH K
- STH 26
- STH 26 bypass
- STH 89
- CTH J east of STH 89
- STH 18 west of Jefferson
- USH 12

5.6 State of Wisconsin Motor Vehicle Transportation Plans

Wisconsin State Highway 2020 Plan, 1999

The State Highway Plan emphasizes pavement and bridge preservation, traffic movement, and safety for the State Trunk Highway System. Goals of the plan are economic development and environmental protection. Travel has increased by 60 percent since 1982, according to the Plan. Vehicle miles are expected to increase at an average rate of 1.5 percent annually through 2020. Traffic growth seems to be slowing compared to the 3.9 percent annual increase between 1970 and 1997.

Wisconsin DOT Southwest Planning Region 2006-2011 Six Year Highway Improvement Project

The Town of Jefferson is in the DOT Southwest Planning Region along with the following counties: Columbia, Crawford, Dane, Dodge, Grant, Green, Iowa, Jefferson, Juneau, La Crosse, LaFayette, Monroe, Richland, Rock, Sauk, and Vernon. No projects in the Town of Jefferson are listed in this document.

Wisconsin Bicycle Transportation Plan 2020

The vision statement for this plan is "*To establish bicycling as a viable, convenient and safe transportation choice throughout Wisconsin*". The primary goals of the plan are to increase levels of bicycling throughout Wisconsin; doubling the number of trips made by bicycle by 2010 and to reduce the number of crashes involving bicycles and motor vehicles by at least 10 percent by 2010. WisDOT is responsible for implementing the plan on the State Trunk Highway System and has an education and enforcement program.

5.7 Federal and State of Wisconsin Transportation Funding

SAFETEA

SAFETEA - Safe, Accountable, Flexible, and Efficient Transportation Equity Act was signed into law on August 10, 2005. The six-year act authorizes federal highway and transit spending to \$286.5 billion. Wisconsin's anticipated highway share will average about \$712 million per year through federal fiscal year 2009. Transit funding for Wisconsin is expected to average \$60.8 million annually.

Transportation Enhancement Program

Transportation Enhancements (TE) are transportation-related activities that strengthen cultural, aesthetic, and environmental aspects of transportation systems. Projects can include bike and pedestrian facilities, landscaping and scenic beautification, mitigation of water pollution from highway runoff, and restoration of historic transportation facilities.

Chapter 6 Community Facilities & Utilities

Town of Jefferson residents who attended the public visioning meetings indicated that they want the Town to have a distinctive and unifying identity. The Town of Jefferson is unique in that it is divided roughly in half by the Rock and Crawfish Rivers and the Cities of Jefferson and Fort Atkinson. The travel east to west within the Town is 12 miles across, which is two times wider than any other Town within the County.

Within the Town there are three zip codes; those of Helenville, Jefferson, and Fort Atkinson. The City of Jefferson annexed 160 acres from St. Coletta (a residential care campus) in 2008 by a 66 foot wide strip of land through the Town to reach the desired annexation property. This has essentially created an island of the City within the Town.

Town government has saved money over the years by using various buildings to hold meetings of the Town Board and the Plan Commission and to conduct elections. The Town has no centralized place to store documents, voting booths and machinery, and hold meetings. However, residents are not all in agreement that a Town Hall should be purchased, leased, or built.

The Town of Jefferson has little definition on a regional level. The City of Jefferson is referenced simply as "Jefferson" in local media and by residents of the County in general. This is likely, in part, because the City of Jefferson is also the County seat. Helenville, which is an unincorporated part of the Town, is often referenced by non-residents and residents alike as the "Town" of Helenville.

No Town Hall or other significant landmark anchors the Town as a stand alone entity.

The Town of Jefferson surrounds the City of Jefferson except for approximately three miles of the City's northern boundary. The City has signage on the main thoroughfares entering the City limits. No highway signage indicates boundaries or entryways to the Town. Helenville is marked as unincorporated by State signage on Highway 18 in its "downtown" area.

6.1 Community Facility and Operational Goals

Community Facility and Operational Goal

Consider buying, leasing, or building a Town Hall structure for a meeting place, document storage, and to provide community identity. (Weigh the costs versus the tangible and intangible benefits to residents.)

Community Facility and Operational Goal

Maintain emergency service agreements and mutual aid agreements for fire protection, police protection, ambulance, EMS, and First Responders.

Ensure emergency response services are available for hazardous material spills and during extreme weather events.

Community Facility and Operational Goal

Streamline procedures and operations to implement the Town Land Use Plan.

Community Facility and Operational Goal

Create an identity for the Town that provides continuity to its brand and operations.

- Develop a Town website and recognizable logo.
- Explore ways to provide internet or WI-FI access for Town residents at a reasonable cost.
- Codify roles, procedures, and operations for the Town Board and Planning Commission.
- Prepare a “user map” of the Town for residents.
- Communicate the visions and goals of the Town Land Use Plan and the Board to residents on an on-going basis.
- Communicate with the media, County officials, and neighboring jurisdiction’s officials on the activities and initiatives of the Town Board.

6.2 Governance and Public Services

Town of Jefferson residents are served by an elected five-member Town Board. Three members are elected in even years and two members in the odd years, each for a two year term. A Town Constable is also elected in odd years for a two year term.

The Chairperson is elected for a two-year term. The Chair appoints a Town Clerk and Town Treasurer, who are subject to approval by the Board. The Clerk and Treasurer positions are classified as part-time. The Chair also appoints five members of a Town Plan Commission. This voluntary Commission has staggered three-year terms. The Town has no public works employees. The Town Board Chair also conducts the Town Annual Meeting in April of each year. Residents advise the Board at this meeting and are also called upon to vote on proposals for direct powers of the Board, grants of authority to the Board, or for appropriations for specific purposes. The Town Chair also presides over special meetings of the Board.

The Town Constable is responsible to secure peace and safety in the Town. He or she can be dispatched by the Town Chair or Board in matters not requiring the immediate response of the County Sheriff. The Constable also attends the Town Board meetings regularly to communicate with Board members and residents.

The Town Assessor conducts an annual “open book” for residents to discuss their property assessments. The Town Board of Review then hears resident objections to property valuations. The Town Board along with the Clerk and/or the Treasurer comprises the Board of Review. The contracted Assessor is present at the Board

of Review meeting. It is the policy of the Board to have as many Board members as possible complete the bi-annual Board of Review training requirement. (Under State Statute it is necessary for only one member to be trained.)

The Town of Jefferson electors have authorized the Board to exercise Village Powers. This allows the Chair and possibly the Clerk and Treasurer to enact ordinances and resolutions that they might not be able to enact under the more limited authority of Chapter 60 of the state statutes which governs Town government actions.

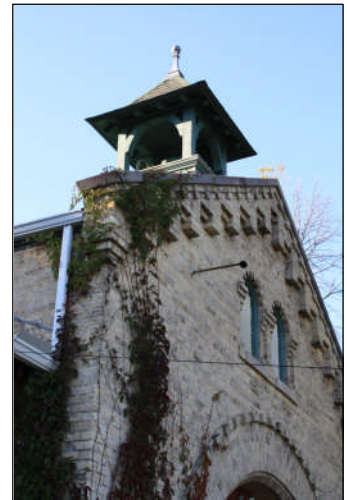
Town Board and Plan Commission meetings and polling are currently conducted at the Jefferson VFW Hall in the City of Jefferson since the Town does not have a Town Hall. Town government business has been conducted over the years at rented facilities including the VFW, the County Highway Shop and St. Coletta's Cabin.

Discussions were held in 2007 regarding purchase of a Town Hall and business office. The costs of renting the VFW and the ability of the Town Clerk to provide services from a home office was found to be the most cost-effective way at that time to provide services to Town residents.

Fire Protection Services are provided by the Helenville, Jefferson, Fort Atkinson and Rome Fire Districts (Figure 6.1). All the Departments are staffed by volunteers who are paid for call responses. Fort Atkinson and Jefferson Departments have paid full time leadership. Helenville's Department leadership is voluntary. The Rome Fire District covers a small portion of the Town and is paid a small annual fee for coverage if it becomes necessary. Contracts are made between the other three departments and the Town and payments are made on a prorated basis for service. The Town provides funding to purchase vehicles and equipment at a rate that reflects the percentage of use within our Town.

The Town Board is also signatory to the Mutual Aid agreement between departments in Jefferson County. Mutual Aid provides the emergency back-up needed by any municipality. The Town Chair appoints members to the Helenville Fire District Board. The Board meets with the Fort and Jefferson Departments and City officials to negotiate the annual contracts.

Emergency Medical Services (EMS) are provided by Sullivan EMS, Jefferson EMS and Ryan Brothers EMS (Figure 6.2). These services are provided primarily by volunteer on-call members. The Town Chair appoints a representative to the Sullivan EMS District Board. Communication with Ryan Brothers EMS and Jefferson EMS is primarily conducted between the Town Chair and the respective EMS Director.



Historic Firemen's Hall in Helenville, the former Fire Station, has been refurbished as a meeting and community event facility owned by the Fire Department.

Figure 6.1

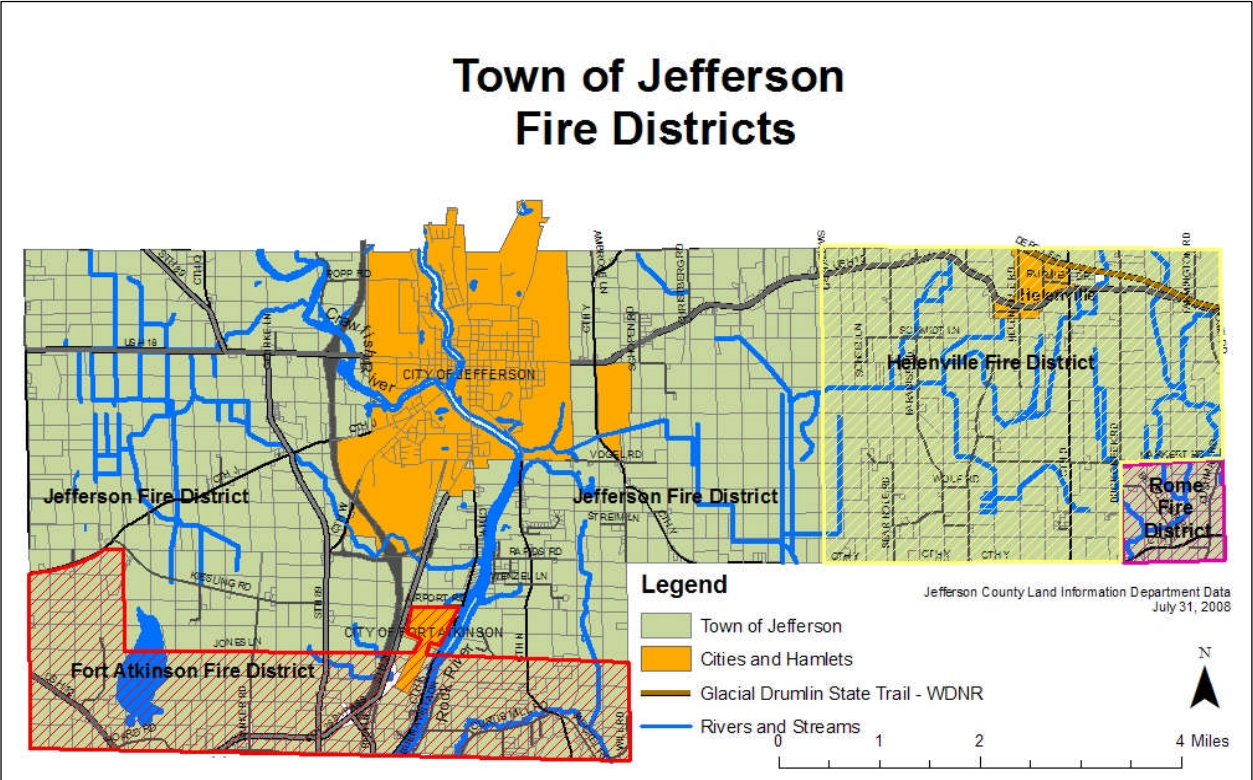
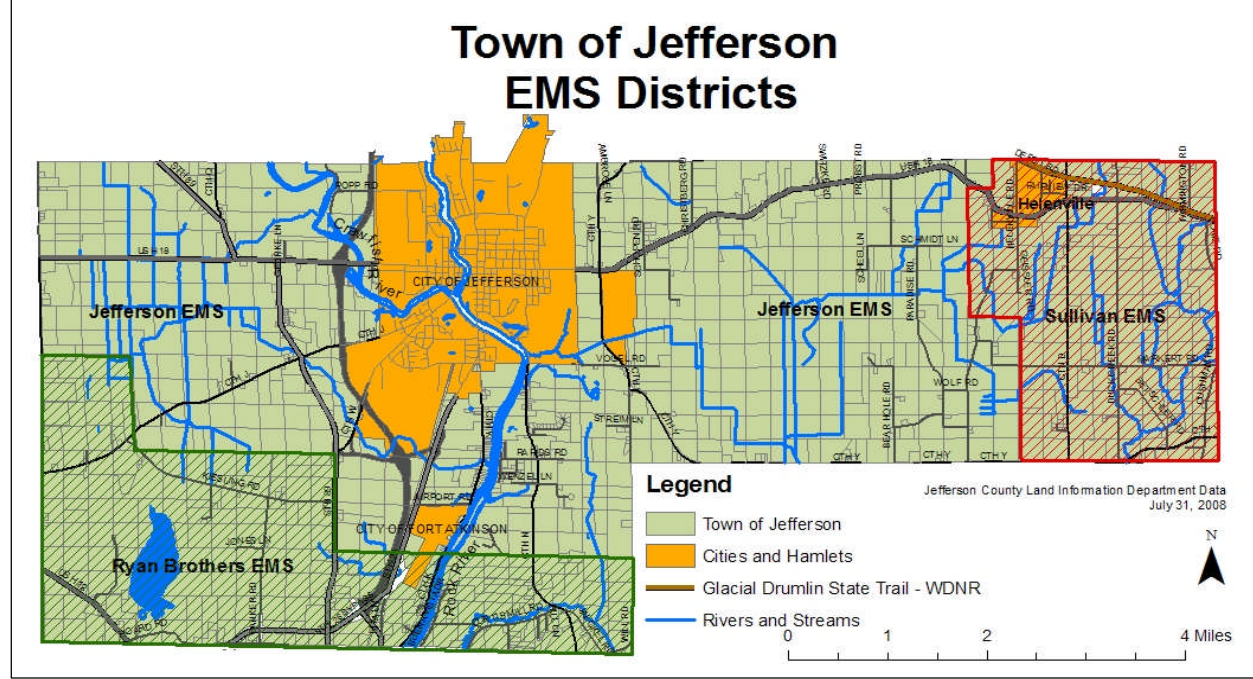


Figure 6.2



Law enforcement is provided by the Jefferson County Sheriff's Department in cooperation with the Jefferson County Emergency Communications office. A representative of the Sheriff's Department attends Town Board meetings to report on matters of policing and safety as well as to hear from Town residents.

The Sheriff's Department also provides specialized services and equipment such as the detective division, dive team, SWAT team, MAIT (Major Accident Investigation), a gang unit, and a K-9 unit.

Jefferson County provides several services to Town residents in addition to Sheriff's protection. Unincorporated areas of Jefferson County fall under County government rules in addition to Town government. Jefferson County's Board consists of thirty elected members, each representing one District. Districts include the incorporated municipalities and unincorporated areas of the County. Supervisor #11 represents Wards 1, 2 & 5 within the Town. Supervisor #17 represents Ward 3, and Supervisor #30 represents Ward 4.

The Town of Jefferson is covered by Jefferson County ordinances on solid waste disposal, air quality, shoreline provisions, animal waste and nutrient storage, wireless communications towers, and bill boards. Non-point source pollution rules are under the jurisdiction of the Wisconsin Department of Natural Resources.

WDNR wardens provide enforcement on DNR lands and are responsible for enforcement related to ATV's, watercraft, fishing, hunting, and other State licensed recreational or harvesting activities.

The Town has coverage from the Hazardous Materials Response Teams (Hazmat) in Racine for incidents involving hazardous materials spills, leaks, explosion, injury or the potential of immediate threat to life, the environment, or property.

Town Roads are maintained under various contracts with private firms and with the County. Efficient and cost effective maintenance and snow removal are paramount to the Town since road expenses are the largest part of the Town's budget. Increasingly larger trucks and farm equipment are causing damage to narrow Town roads, as is utility construction. Utility contractors have been fined for failing to repair road damage. Roads are covered in more detail in Chapter 5 Transportation.

Special Use Districts in the Town of Jefferson include:

- Helenville Light District – an assessment for street lights in Helenville
- Drainage Districts 7 and 16 – an assessment on landowner in those districts to maintain farm drainage systems.
- Rock-Koshkonong Lake District – This special assessment district extends from the Indian Ford dam on the Rock River to the City of Jefferson's south city limits. The purpose of the district is to better manage the resources of the Rock River and Lake Koshkonong. The mission is to protect, preserve and improve the natural resources of Lake Koshkonong and the Rock River for an equal balance of wildlife, habitat and recreation.

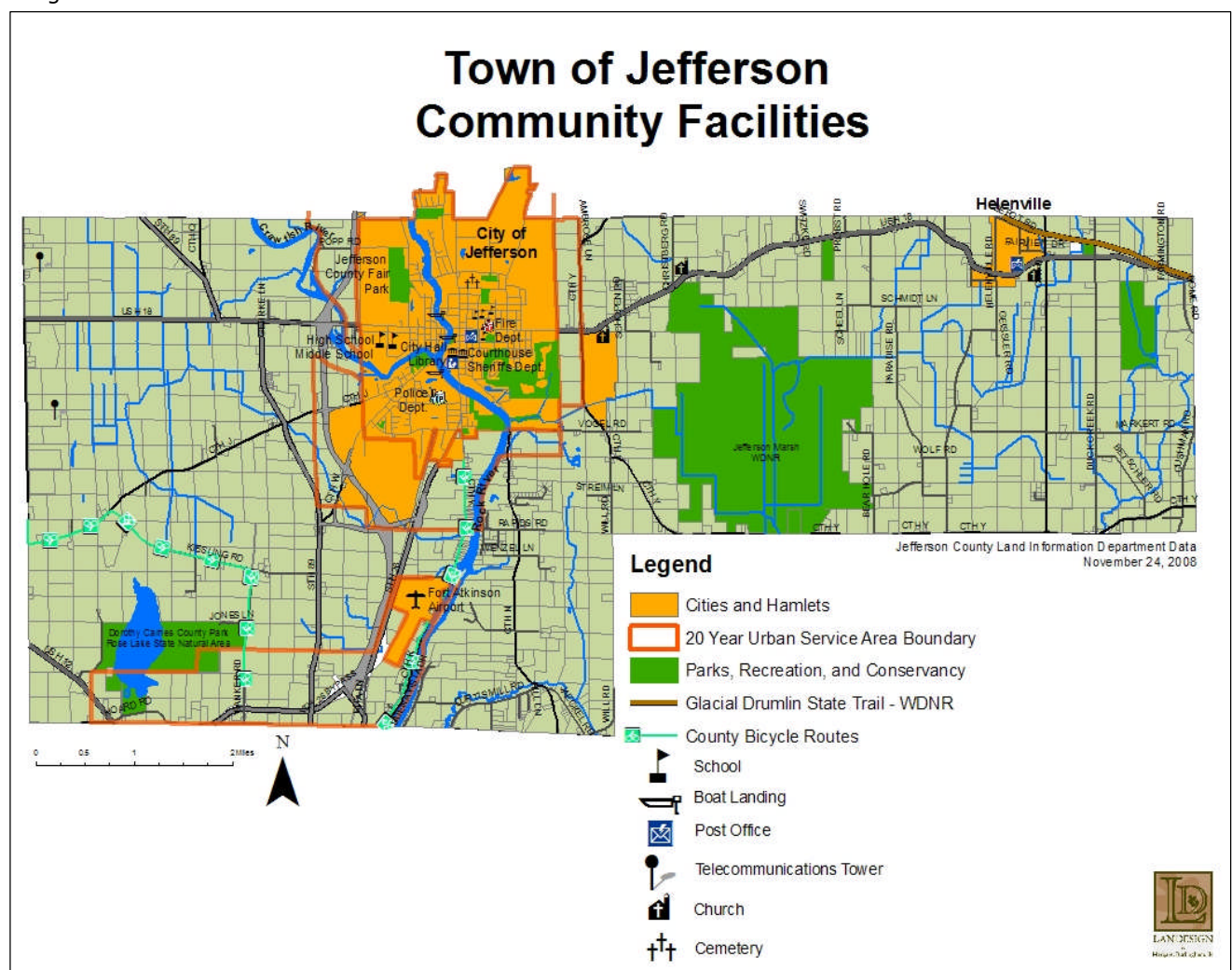
6.3 Community Facilities

Community facilities are mapped in Figure 6.3 and include schools, government offices, churches, utilities, airports, and cemeteries.

Schools

Two school districts, Fort Atkinson and Jefferson, cover the Town of Jefferson (Figure 6.5). Students may also apply to attend the school of their choice outside of their home district and may choose to attend private schools in the area.

Figure 6.3



School enrollment trends show an increase of nine percent over the last seven years in both the Fort Atkinson and Jefferson School Districts (Table 6.4). Ideally, enrollment increases would provide a gain to the Districts due to State aids paid per pupil, but during the 2009-2010 school year these gains have been offset by State reductions in the percentage of aid supplied to school districts. Revenue

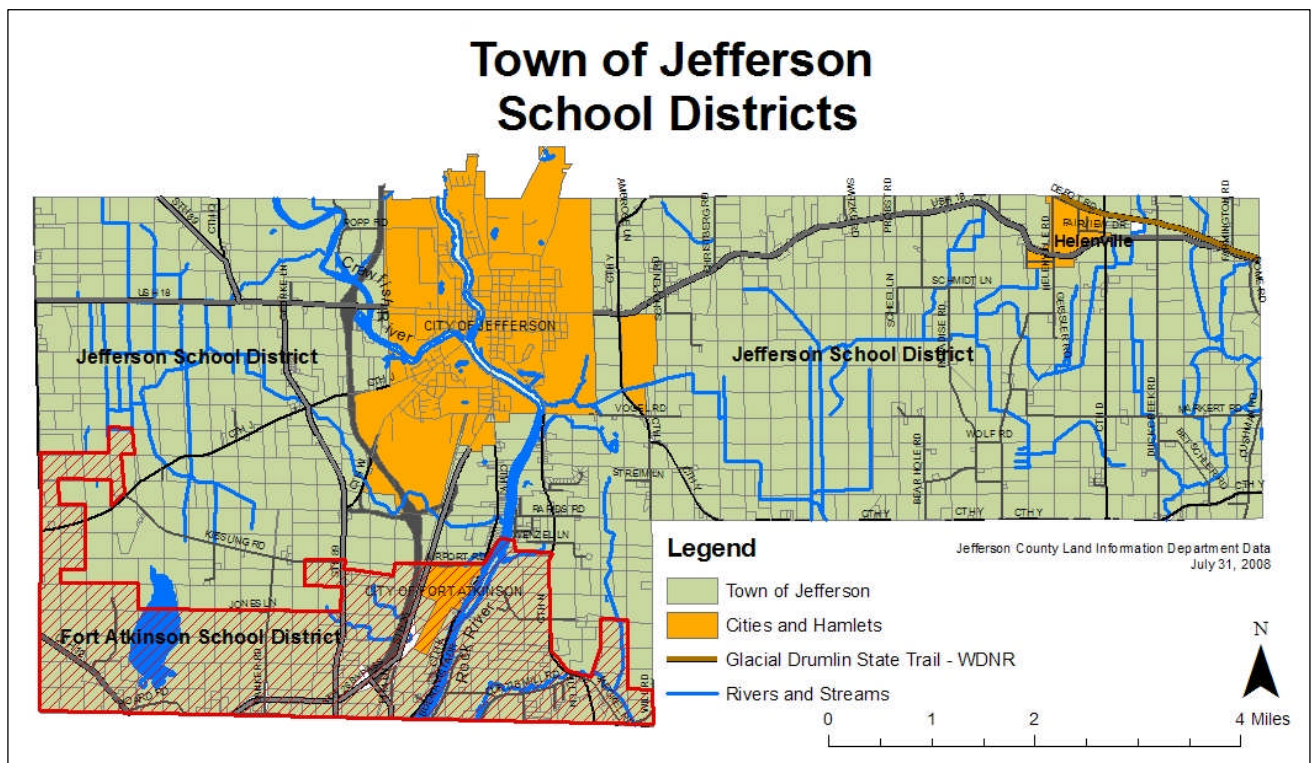
assessments by the Districts have also increased for the 2009 tax year because the State provided leveling mechanisms that allow school districts to exceed the mandated revenue caps for schools. The Town has no authority or negotiating ability related to the school tax levy.

The Fort Atkinson and Jefferson School Districts are both located in CESA 2 and are categorized as rural districts by the Wisconsin Department of Public Instruction. Statewide 68 percent of rural districts have decreasing enrollment figures, while the Jefferson and Fort Atkinson Districts are increasing.

Table 6.4 **September Pupil Count**

School District	2002	2003	2004	2005	2006	2007	2008	2009	Percent Change 2002-2009
Fort Atkinson	2645	2641	2633	2686	2710	2683	2727	2883	9.2%
Jefferson	1715	1693	1728	1762	1772	1816	1798	1884	9.1%

Figure 6.5



The **University of Wisconsin-Whitewater** offers undergraduate and graduate degrees in four colleges: College of Business and Economics, College of Letters and Sciences, College of Education, and the College of Arts and Communication.

The University is well-known for its Business Outreach and Wisconsin Innovation Service Center. Founded in 1848, UW-Whitewater has an enrollment of 10,700 students.

Madison Area Technical College (MATC) is the technical and community college for the greater Madison area. Five campuses provide high quality instruction and technical experience to meet the needs of its students, community and area employers. MATC's regional campuses are located in the communities of Fort Atkinson, Portage, Reedsburg, and Watertown. The Fort Atkinson campus has an enrollment of 2,451.

Libraries

Local libraries are available in Jefferson, Fort Atkinson, and Watertown. Public meetings are often held at libraries and information from municipalities can be distributed or archived there.

University of Wisconsin-Extension

The Extension is a local source of educational resources to Town residents. The primary services offered are related to agriculture, horticulture, 4-H, community planning, and water quality. Staff also provides assistance to local municipalities in strategic planning, public forums, and research.

Post Office

The Town of Jefferson contains four zip code areas. The US Post Offices serving Town residents include Jefferson, Helenville, Fort Atkinson and Lake Mills.

Department of Motor Vehicles (DMV)

Driver licenses and vehicle registration services are provided at facilities in Watertown and Fort Atkinson. The service hours are limited.

Boat Launches

The Town does not provide boat launches on the Rock or Crawfish Rivers. Boat launches are available in the City of Jefferson.

Parks

The Town of Jefferson does not provide parks but it has donated park impact fees to Jefferson County for an overlook deck at Dorothy Carnes County Park, described in Chapter 4. Family recreational activities can be had at County parks and WDNR land in the Town of Jefferson. The Glacial Drumlin State Trail provides opportunities for hiking, jogging, snowmobiles, dog walking and bicycling.

The City of Jefferson offers active recreation facilities and organized activities for youth and adults such as baseball, softball, football, kickball, karate, golf, tennis, and the Jefferson Aquatic Center. Fort Health Care offers exercise and wellness classes to all of Jefferson County. The Farmington Youth Baseball League is available to Town youth because of a nominal annual donation made by the Town Board.

Health

Local hospitals are located in Fort Atkinson, Janesville, and Watertown. Specialized and general clinics are available in Fort Atkinson, Johnson Creek, Watertown, and Lake Mills as well as the surrounding area.

Fort Atkinson Health Care has clinics in 17 specialties in Cambridge, Fort Atkinson, Edgerton, Elkhorn, Jefferson, Johnson Creek, Lake Mills, and Whitewater.

Fort Memorial Hospital is a modern, fully accredited, acute and subacute-care facility with 110 beds. More than 100 physicians are on staff. Fort Medical Group, a subsidiary of Fort HealthCare, employs more than 25 physicians and nurse practitioners. Satellite clinics offering primary and specialty care are located in Cambridge, Fort Atkinson, Johnson Creek, Jefferson, Whitewater, Koshkonong and Palmyra. Other services offered by Fort HealthCare include occupational medicine, rehabilitation and sports medicine, home health care, and urgent care services.

Oconomowoc Memorial Hospital and Aurora Summit Medical Center are located approximately 20 miles east of Jefferson and **Watertown Memorial Hospital** around 30 miles north. Several hospitals are located in Madison, about 35 miles west of the Town of Jefferson including **St. Mary's, Meriter, University of Wisconsin Hospitals and Clinics, and the William F. Middleton Memorial Veteran's Administration Hospital**. Madison hospitals offer all levels of care, specialists, Flight for Life, and trauma units.

Johnson Creek Cancer Clinic opened in 2005 and is a unique partnership between Fort Health Care, Watertown Memorial Hospital, and UW Health. The Clinic provides medical and radiation oncology specialists who provide cancer care, including chemotherapy and access to clinical trials. The center also features support groups, educational programs and complementary medicine.

Jefferson County Health Department is located at N2995 Annex Road in Jefferson and offers free and low cost non-emergency health services to all residents of Jefferson County. Health programs include the Rock River Free Clinic, immunizations, personal in-home long-term care and support, public health care, education, drug and mental health counseling, and health consultation.

Assisted Living and Nursing Homes

Assisted living and nursing homes are available to Town of Jefferson residents in the City of Jefferson and throughout Jefferson County.

- Fort Atkinson Sub-Acute Care Center provides skilled nursing care.
- Fort Health and Rehabilitation Center provides skilled nursing care.
- Fairhaven in Whitewater provides retirement apartments, assisted living units, and skilled nursing care.
- Countryside Nursing Home, Jefferson, (recently sold to the Alden Group of Chicago) provides rehabilitation, short-term respite care, skilled

nursing, and long-term care or terminal care. Countryside Home has a capacity of 120 residents.

- Home health and hospice care is available through private care firms.

Daycare and childcare

Daycare and childcare are available in and around the Town of Jefferson at private facilities and churches.

Radio Station

The WFAW-AM940 and WSJY-FM107.3 radio station is located on Eastern Avenue in the Town of Koshkonong. WFAW broadcasts local news and emergency information.

Newspapers

The Daily Jefferson County Union, published in Fort Atkinson, is the Town's paper of record and prints all official notices. Other area papers that cover the Town of Jefferson are the Watertown Times (daily), and The Advertiser, a weekly available for home delivery or at local businesses.

6.4 Utility Goals

Utility Goal

Be proactive in the siting of utilities and towers.

- Update the Town ordinance concerning private energy production and siting of telecommunications facilities and energy lines.
- Maintain up to date maps of existing and proposed electric and gas lines, wind turbines, and telecommunication towers and antennas.
- Follow the Jefferson County Ordinance for telecommunication towers and provide input to the County as needed.
- Work with Jefferson County and the State of Wisconsin to establish setback regulations for structures such as wind turbines, telecommunication towers, and other utility structures.
- Support private community energy systems that meet resident needs.

Utility Goal

Ensure the availability of high speed internet as it is critical to economic development in the Town of Jefferson and to individual residents for education, consumerism, and income potential.

Utility Goal

Provide recycling and composting alternatives to residents that can be accomplished without cost to the Town.

Utility Goal

Consider a landfill ordinance that addresses proposed landfills and the mitigation of existing unauthorized landfills.

6.5 Utility Overview

Utilities in the Town of Jefferson include the newly installed American Transmission Company substation on Highway 89 at Highway 18 that links a 138 kilovolt line to the substation in Waterloo. The Town receives municipal revenue payments from the state for locating this utility structure within the Town. American Transmission Company projects their electrical grid can power the needs of the Jefferson area through 2035. Increasing demand for energy is sending natural gas pipelines through Jefferson County and wind energy farms are springing up for use by schools and private residences. Large wind farms are beginning to dot the countryside in other counties.

As the regional population and technology increase, more and more utilities are requesting permission to put up telecommunication towers or bury lines.

High speed internet access is sporadic within the Town and can be cost prohibitive. More residents are working from home and want to connect to the world around them. Resident input during the planning process indicated that universal high speed internet is vital for the economic, social, emergency, and day to day living of the Town's residents.

Sanitary Sewer

Residents of the Town of Jefferson have private on-site sewage disposal systems. The Jefferson County Private Sewage System Ordinance Chapter 12 includes new private sewage system rules as a result of changes to State Commercial Code 83 and describes the proper siting, design, installation, management, and inspection of private sewage systems.

Solid Waste Disposal

The Town of Jefferson contracts with John's Disposal for solid waste and recycling pick-up. Pick-ups take place every other week. A change to weekly pick-up was proposed at an annual Town Meeting but was rejected by residents due to the increase in cost. Residents are billed on their property tax bills for the service. The Town has no drop-off sites for recyclables or yard wastes.

Landfill Sites

The Wisconsin Department of Natural Resource previously listed active, inactive, and abandoned sites where solid or hazardous wastes were known, or likely to have been disposed. No sites within the Town of Jefferson are on the official record but, it is likely they exist.

Jefferson County Solid Waste and Air Quality

The Jefferson County Solid Waste/Air Quality Committee addresses solid waste needs by operating hazardous waste removal programs, overseeing the County's interests in landfill siting processes, and promoting recycling and related waste reduction efforts. The County conducts Clean Sweep events where residents can dispose of hazardous substances.

Jefferson County is on the verge of being designated an Ozone Nonattainment Zone. This means that during several days each year high concentrations of ground-level ozone are detected in the air, which can be extremely unhealthy to breathe especially for people who already have respiratory problems. The Jefferson County Air Quality Task Force is promoting voluntary air pollution reduction to maintain or lower ozone levels. Ozone alerts and clean air alerts are or will be issued by Jefferson County Emergency Management.

Use of trash burning barrels and woodstoves is becoming an air quality issue. Jefferson County has a Public Health Hazard and Public Nuisance Ordinance that addresses air quality and several educational brochures available concerning burn barrels and wood stoves. Burn piles are allowed only when windy or dry conditions do not exist and a 24 hour notice is given to the Board Chair or Supervisor and a two hour notice is given to the County Sheriff's office.

Public Water Supply

Residents and businesses have private wells as a water source. All drinking water in the Rock River Basin is pumped from underground aquifers. It is therefore important to protect the quality of groundwater and surface water in the Town of Jefferson.

The United States Geological Survey and the Rock River Coalition have developed the GFLOW computer model that simulates the interaction of ground and surface water in the Rock River Basin, quantifying the flow of water through the system. By using this model, planners and municipalities will be able to predict how land use changes may impact wells and the direction of contaminated water flow.

Water Quality

Storm water run-off into lakes, streams, rivers, and wetlands carries nutrients, sediment, and pollution that can have a negative impact on water quality. Presently the Town has no ordinances regulating run-off. Run-off and site drainage goals are addressed in Chapter 2. Jefferson County discourages the use of lawn fertilizers with phosphorous, which can lead to algae blooms in lakes and rivers.

Nonpoint Source Rules

Wisconsin's Nonpoint Source Administrative Rules went into effect October 1, 2002. The State is in the process of updating these rules at the time of this writing.

Jefferson County Animal Waste and Nutrient Storage Ordinance

This ordinance applies to all unincorporated areas of Jefferson County. The purpose of the ordinance is "to regulate the (a) location, design, construction, and use of all new animal waste storage facilities, (b) modification or closure of all storage facilities, (c) transfer of wastes into storage facilities, and (d) utilization of wastes from storage facilities in order to prevent water pollution, and thereby protect the health and safety of residents and transients, prevent the spread of disease, and promote the prosperity and general welfare of the citizens of

Jefferson County. It also is intended to provide for the administration and enforcement of the ordinance and to provide penalties for its violation.”

The ordinance pertains to all landowners in Jefferson County who build, alter, or close manure storage. A permit is required to ensure that all applicable standards are followed. Along with the permit application, an applicant is required to submit construction plans and a nutrient management plan. This ordinance may change with the new state non-point rules.

Jefferson County Zoning Ordinance No. 11, Section 11.01 Shoreline Provisions regulate land use and development within 1000 ft. of the ordinary high water mark of navigable lakes, ponds and flowages and 300 ft of the ordinary high water mark of rivers or streams or the landward side of floodplains, whichever distance is greater.

Electric Power

Electric power is provided to the Town by WE Energies, which has a service center in Fort Atkinson. Wind farms to generate electricity are being constructed around Wisconsin and two turbines are under construction at the Fort Atkinson Campus of MATC. Large wind farms have been controversial and the Town would like to take a pro-active stance on their construction in the Town.



A telecommunications tower and electric lines near Helenville.

Current interest in “green” energy may lead to requests for private wind generators, solar panels, and other alternative form of energy. Public input ranged from the desire to promote alternative energy sources with streamlined permit applications to concern about wind turbines and solar panels affecting neighboring residences. The Town will consider adopting procedures and policies on the construction of private energy sources.

Wireless Telecommunications Facilities

Wireless telecommunications towers are located in the Town of Jefferson. Some are constructed towers and some are located on church steeples and silos. The Town has no comprehensive list of communications facilities.

Billboards and Large Signs

Billboards are found along State Highway 26 and US Highway 18 in the Town of Jefferson. The Jefferson County Zoning Ordinance No. 11, Section 11.08 controls and regulates the installation of signs and other advertising structures in Jefferson County. The County also regulates signs advertising local businesses.

Chapter 7 Economic Element

The Town of Jefferson is primarily a rural agricultural area. Commercial businesses in the Town are located in Helenville, along USH 18 and STH 26, and on CTH K. Commercial and institutional land uses cover less than one percent of total Town land area.

Farming, agricultural products, and processing, which provide nearly 11,000 jobs and employ 23 percent of Jefferson County workforce according to a 2004 UW-Extension study; are important to the economy of the Town and Jefferson County. Farming tends to have more staying power than other businesses and industries. The land here has been farmed since about 1840. Farmers rely on nearby markets and suppliers to continue their business.

Farms in the Town of Jefferson produce grain, hay, mushrooms, hogs, milk, cattle, sheep, goats, and horses. Other agricultural businesses include retail nurseries, horse boarding and training facilities, and home and farm based businesses.

Natural resources, open spaces, and large parks and wildlife areas in the Town of Jefferson are also economic generators. Recreation and tourism are economically important and based on those natural resources. Summer visitors enjoy biking, hiking, hunting, and viewing wildlife. They impact the economy of Jefferson County by visiting stores, businesses, restaurants, and entertainment venues, most of them found in the cities.

The rural hamlet of Helenville was once a commercial center for local farmers with stores, a bank, a post office, mills, and a farm implement dealer. Today Helenville has a mix of business and residential areas including farms, machine shops, taverns, a bank, an insurance agency, and a gas station. Opportunities exist for redevelopment of buildings along Depot Road and storefronts on USH 18.



Gas station and mini-mart at the intersection of CTH D and USH 18.

USH 18 is the main street of Helenville and well traveled as an alternate scenic route to I-94 between Madison and Milwaukee. This traffic could support business that relates to tourist or travel activities. CTH D, which intersects with USH 18 in Helenville, carries traffic between Watertown and Whitewater. This intersection is a good location for business to service local commuters as well as tourists.

Agro-tourism is also evident in the Town of Jefferson. Historic Hoard's Dairyman Farm is a singular agro-tourism destination. Hoard's state-of-the-art dairy facilities are located in the southern part of the Town and attract thousands of visitors from all over the world, particularly during World Dairy Expo, which is held in Madison.

Town businesses gain some peripheral economic activity from events held at the County Fair Grounds in Jefferson. The largest and most well attended events, the County Fair and the twice annual Car Swap, bring visitors through the Town primarily on USH 18 and STH 26.

While some economic activity is evident in the Town of Jefferson, many residents commute for work to the nearby cities of Fort Atkinson, Jefferson, Whitewater, Janesville, Madison, Milwaukee, and even Chicago.

7.1 Economic Goals

Economic Goal

Recognize the broad range of agricultural land use and the economic opportunities provided by agricultural businesses in the Town of Jefferson.

- Encourage agricultural suppliers to remain in the area to serve local farmers.
- Ensure transportation networks allow farmers to access their fields and markets.
- Communicate with farmers on market conditions and ways to keep agriculture viable in the Town of Jefferson.

Economic Goal

Recognize and support appropriate home occupations and their economic benefit to residents.

- Define "home occupation."
- Encourage adequate off-road parking for customers.
- Pursue high speed internet availability for all residents.
- Catalog home occupations in the Town and explore possibilities for supporting their endeavors.

Economic Goal

Support accessibility and the development of tourist opportunities based on natural resources, recreation, agriculture, and rural community charm.

- Map the Town's attractions, destinations, and events.
- Include Town attractions, destinations and retail locations in county, state and other tourist publications and web-based information sites.
- Develop a Town web-site that provides information on destinations and activities within the Town.
- Participate in the Jefferson County Tourism Council.

Economic Goal

Create a brand for the Town that promotes its business, agriculture, tourist opportunities and rural livability.

- Involve interested residents in a process to create a "brand" for the Town.
- Pursue grant and technical assistance opportunities to develop a Town economic development plan.
- Participate in the Jefferson County Economic Development Consortium.

- Coordinate promotional efforts with the Jefferson and Fort Atkinson Chambers of Commerce.

Economic Goal

Explore ways to promote business redevelopment in Helenville.

- Create a niche “brand” for Helenville.
- Obtain assistance from the Jefferson County Economic Development Consortium and UW-Extension to develop strategies.
- Consider obtaining grants or technical assistance to implement identified strategies.

7.2 Local Economic Conditions

Planning Context

The Town of Jefferson nearly surrounds the City of Jefferson and borders the north side of Fort Atkinson. It is located between the two large economic centers of Madison and the Milwaukee Metropolitan Area. Over 3 million people reside within 100 miles of Jefferson County.



Public lands attract visitors to the Town of Jefferson.

STH 26 crosses the Town of Jefferson from north to south and connects Janesville and Beloit in Rock County to Waupan in Dodge County. A STH 26 bypass is currently under construction on the west side of the City of Jefferson. This construction project coupled with the STH 26 expansion and bypass construction around the cities of Milton, Fort Atkinson, and Watertown could create a climate for more commercial and population growth in Jefferson County. USH 18 crosses the northern portion of the Town from east to west and USH 12 cuts across the southwest corner of the Town, connecting it to Madison. Interstate 94 is only a few minute drive to the north making a quick commute to Madison and Milwaukee.

Town land use is primarily agriculture and natural resources, which provide economic activity through the sale of agricultural products and agricultural service industries, recreation, and tourism.

Jefferson County is formulating an economic development update to the 1999 *Jefferson County Agricultural Preservation and Land Use Plan* at this writing. The vision for that plan is:

- Grow our own businesses and help existing industries compete locally and globally through strong innovation links and local networks.
- Expand agricultural, food, and bio-energy businesses to capture growing regional and national demand.
- Attract top talent by enhancing small Town living, strengthening the natural resource system, and becoming a close-to-home tourism destination.

Although state and county economic development activities are generally directed towards cities and villages, Town of Jefferson agri-business and tourism related business can benefit from Town involvement with these area-wide initiatives. The Town has an opportunity to put itself on the economic development map by creating a plan that ties the Town to the existing and future economic development plans for the County.

Labor Force and Income

According to Census 2000, 1,859 Town of Jefferson residents were of working age, age 16 and over. Of these working age residents 1,237 or 66.5 percent considered themselves in the labor force. Unemployment stood at 2.1 percent of the labor force. Sixty-four percent of females over 16 were employed, and 80 percent of parents with children under 6 years old were both employed.

The median household income was \$52,813. Fifteen percent of households earned less than \$25,000, 77 percent earned between \$25,000 and \$75,000, and 8 percent earned in excess of \$75,000. Mean annual social security income was \$11,519 and mean retirement income was \$39,342.

The per capita income for Town of Jefferson residents was \$24,100. The median 1999 income for full-time year-round male workers was \$46,676.00 and \$26,909.00 for female workers. The largest household income group (34 percent of all households) was in the \$60,000 to \$99,999 range. The average weekly wage in Jefferson County for the second quarter of 2008 was in the \$600-\$699 range. The Wisconsin average weekly wage was \$730.00.

One percent of families and 2.3 percent of individuals in the Town of Jefferson were below the poverty level in 2000, compared to 3.7 percent in Jefferson County.

In the year 2000, 79 percent of residents were high school graduates or higher including equivalency diplomas, associate degrees, or some college. Twelve percent had attained a bachelor's degree or higher.

Most Town of Jefferson workers, 78.7 percent, were private wage and salary workers. Government workers comprised 12.4 percent of the workforce and self-employed workers accounted for 8.6 percent.

Census 2000 data indicates that of 1,179 workers who live in the Town, 13.9 percent work in the Town of Jefferson, 71 percent worked in Jefferson County, 28.5 percent worked outside the County, and 0.5 percent worked outside of Wisconsin. Local highways, including STH 26, USH 12, USH 18, I-90 and I-94, give residents easy access to adjacent counties and to Illinois for work. Travel time to work was less than 30 minutes for 76 percent of the workers who worked away from home.

Table 7.1 Workforce Statistics

Occupation in 2000	Percent of Town of Jefferson Workforce	Percent of Jefferson County Workforce
Production, transportation, and material moving occupations	23.0%	26.4%
Management and professional occupations including farm owners/managers	22.9 %	26.1%
Sales and office occupations	20.0%	23.4%
Construction, extraction, and maintenance occupations	16.6%	9.2%
Service occupations	12.3%	14.0%
Farming, fishing, and forestry work	1.6%	2.8%
Employment Industry	Percent of Town of Jefferson Workforce	Percent of Jefferson County Workforce
Manufacturing	28.5%	30.0%
Education, health, and social services	15.9%	18.0%
Construction	12.4%	6.1%
Retail trade	11.4%	11.6%
Agriculture, forestry, fishing and hunting, and mining	5.1%	2.8%
Arts, entertainment, recreation, accommodation, and food service	4.3%	6.5%
Transportation, warehousing, and utilities	4.6%	3.9%
Subject	Town of Jefferson	Jefferson County
Median Family Income in 2000	\$58,350.00	\$46,901.00
Per Capita Income	\$23,370.00	\$21,236.00
Families below poverty level in 1999	1.0 percent	3.7 percent

Employment, Occupations, and Industry

Almost 3,000 business organizations and business establishments operate in Jefferson County. According to the Jefferson County Economic Development Consortium, over one half of these businesses reported employing 19 or fewer employees. Small businesses, farming and industries related to agriculture are the heart of Jefferson County's economy.

The unemployment rate for November 2009 was 7.0 percent in Jefferson County, an increase from 5.9 percent in December 2008 and 4.5 percent in December 2007. State-wide the not-seasonally-adjusted unemployment rate for November 2009 was 7.8 percent.

In the Town of Jefferson production, transportation, and material moving were listed by 23 percent of workers as their occupation. Management, professional, and related occupations (including farm owners and managers) was the occupation listed by 22.9 percent of workers; followed by sales and office occupations (20 percent). Occupations and top industries are listed in Table 7.1.

Nearly one third of workers in the Town of Jefferson were employed in the manufacturing industry, 16 percent in education, health and social services, 12 percent in construction, 11 percent in retail, and 5 percent in agriculture.

Jefferson County executives believe that quality of life, the K-12 education system and the cost of living are the most important positive factors in attracting new employees.

7.3 Economic Development Resources

Growth is measured at a County level with the majority of measures in the areas of tourism and agriculture. Tourism was estimated to supply \$75.4 million in local county income in 2005. Agriculture generates \$1.51 billion in economic activity in the County, and other businesses generate 33 percent of total economic activity.

Many resources are available to assist businesses in Jefferson County:

The Jefferson County Economic Development Consortium (JCEDC)

The JDEDC serves as the lead economic development organization in Jefferson County. The Consortium is located in the Workforce Development Center in Jefferson. Current projects include writing an economic development plan for Jefferson County as part of an update to the *Jefferson County Agricultural Preservation and Land Use Plan*. JDEDC has the following goals:

- To improve the competitiveness and profitability of existing businesses.
- To encourage formation of new businesses and expansion of existing business in the County.
- To encourage businesses and industries to locate in Jefferson County.
- To enhance economic development activities in local communities and foster the development of physical infrastructure to support future economic development.
- To maintain the desired quality of life of each community through managed growth.
- To improve opportunities for agribusiness.

Jefferson County Workforce Development Center

The mission of the Workforce Development Center is to advance the economic well being of the region by developing and maintaining a quality workforce. The Workforce Development Center of Jefferson County has been able to meet the requests of both job seekers and employers alike through strong partnerships.

University of Wisconsin Small Business Development Center

The UW-Whitewater SBDC provides free guidance to small business owners and entrepreneurs in Dodge, Jefferson, Rock, Walworth and Waukesha Counties with business training and consulting services. Specialists work with business owners and entrepreneurs to provide them with the information and resources they need in marketing and sales, finance and accounting, human resources, general business, and continuous innovation.

Capital Ideas Technology Zone

Eight Technology Zones have been designated in Wisconsin. Five million in income tax credits are available to high-technology businesses locating or expanding in each Technology Zone. The Capital Ideas Technology Zone includes the counties of Jefferson, Dane, and Rock. The Capital Ideas Technology Zone targets the following industries: biotechnology, business services, food processing, industrial machinery automation, information technology, instrument manufacturing, plastics, and transportation equipment.

The Jefferson Chamber of Commerce works "to develop and promote an economically and socially vibrant historic downtown business district." Jefferson continues to grow, including expansion on the south side adjacent to the Town. The Chamber promotes and organizes many local events such as the famed Gemuetlichkeit Days celebration of German heritage.

The Wisconsin State Working Lands

Initiative through the Department of Agriculture, Trade, and Consumer Protection received the first round of applications for the **Agricultural Enterprise Areas (AEA)** pilot program in May 2010. In this program, groups of farmers voluntarily applied to protect their land from development for 15 years to continue farming in an efficient manner or to supply a local processor or agri-industry. Participation within a mapped AEA is voluntary. Landowners who participate will receive property tax credit incentives and may be eligible for agri-business loans. Rural TIFF districts could be a possibility within this program and funding for infrastructure could be available to the local jurisdiction. Statewide up to 2 million acres may ultimately be entered in this program.



Agriculture is an economic generator in the Town of Jefferson.

Tourism and Recreation

Tourists spent \$1.39 million in Jefferson County in 2008, down 1.47 percent from 2007. Jefferson County is ranked 25th in the State for tourism spending. Total impact from traveler spending supported 3,818 full-time equivalent jobs in 2008, up 4.36 percent from the previous year. Tourism contributed \$86.9 million in resident income and \$7.21 million in local tax revenue, up 1.6 percent from 2007. (*The Economic Impact Of Expenditures By Travelers On Wisconsin Calendar Year 2008 County By County Report*. April, 2009)

Seasonal tourist spending peaks in the summer:

June through August spending	42 percent of total
September through November spending	24 percent
March through May spending	20 percent
December through February spending	14 percent

The Jefferson County Tourism Council promotes events, businesses, municipalities, parks and trails in all of Jefferson County and publishes a county-wide guide to places to see, restaurants, and businesses. Participation in the Tourism Council is critical to implementing the Town's Economic Goal to support accessibility and the development of tourist opportunities

Chapter 8 Intergovernmental Relationships

The Town of Jefferson shares common borders with the cities of Jefferson and Fort Atkinson and the Towns of Hebron, Farmington, Koshkonong and Aztalan. The only border agreement the Town has is with the City of Jefferson that provides for payment of taxes to the Town for five years after property is annexed from the Town. This agreement is essentially the same as the requirements under state statutes. The Town also procures fire protection and EMS services from the cities of Jefferson and Fort Atkinson and has periodic joint meetings to discuss contracts and services.

The Town has varying levels of interaction with bordering Towns. Fire protection services provided by cities are contracted with the surrounding Towns and must be jointly approved. Each Town participates in Mutual Aid fire protection agreements. The Town of Jefferson has a Mutual Aid agreement with the Town of Farmington for winter road maintenance to provide efficient plowing and sanding on the Town roads that overlap jurisdictions.

Town residents are represented in the U.S. Congress by Senators Russ Feingold and Herb Kohl and Representative Tammy Baldwin in the 2nd District and Jim Sensenbrenner in the 5th District. In the Wisconsin Legislature the Town of Jefferson is represented by State Senator Scott Fitzgerald in the 13th District and State Representative Andy Jorgensen in the 37th District. County Board elected officials include Supervisors Jim Mode in District 30, Donald Reese in District 11, and Carol Ward Knox in District 17.

Intergovernmental cooperation involves programs for joint planning and decision making with other jurisdictions to plan land use and provide services such as school districts, fire districts, police protection, recreation, utility corridors, siting and building public facilities, and shared public services. Plans or agreements to which the local governmental unit is a party are listed in this chapter.

The first section of this chapter lists the existing and potential conflicts between the Town of Jefferson and other governmental units. The goals and actions for intergovernmental cooperation are a guide to resolving the issues between units of government.

8.1 Existing and Potential Issues Between the Town of Jefferson and Other Units of Government

The Town form of government gives Town of Jefferson residents the opportunity to decide for themselves how Town infrastructure will be maintained and what ordinances, policies, and rules will govern the Town.

The Town is in Jefferson County and County ordinances and policies also apply. In addition to County considerations, the Cities of Jefferson and Fort Atkinson have

extra-territorial plat review over portions of the Town and their mapped urban service areas extend into the Town (see Figure 2.9 in Chapter 2).

The Cities, as well as Jefferson County, must approve re-zoning requests within their extraterritorial zones. The cities also have the power to annex Town land at the request of landowners if the annexation is complementary to the city's land use plan.

These multiple jurisdictional layers can lead to unresolved issues and conflicts between units of government. Issues noted by residents during vision sessions and the Plan Commission during drafting included:

- Annexation of Town land by the cities without regard to agricultural preservation.
- County veto powers over land use decisions of the Town.
- Lack of communication between the Town and cities.
- Lack of communication and response from State agencies, specifically the Departments of Transportation and Natural Resources.
- Loss of tax base due to WIDOT projects within the Town.
- Increased Town responsibility and costs for "unfunded mandates" and provision of services that have been historically provided by the state.
- Reductions in State funding for services provided within the Town such as mowing State and County highways.
- Reductions in shared revenue (municipal aids).
- Levy limits.

8.2 Intergovernmental Relationship Goals

The following goals were developed from discussions with the Town Board, Plan Commission, and public input meetings.

Intergovernmental Relationship Goal

Develop boundary agreements and revenue sharing policies with the Cities of Jefferson and Fort Atkinson for future phased development that also respects the Town's position on agricultural preservation. Communicate our land use goals to the County, the Cities, and adjoining Towns.

Intergovernmental Relationship Goal

Negotiate beneficial service and mutual aid agreements for fire, police, sheriff, emergency, recycling, and hazardous substance removal as necessary in coordination with adjacent Townships. Appoint representatives to district boards and committees to advance Town goals for efficient and cost effective resident protective services.

Intergovernmental Relationship Goal

Coordinate with the Jefferson County Emergency Management Department during extreme weather events and other emergency situations on public safety, transportation routes, and emergency communications. Provide

public communication and training programs to Town residents on emergency safety measures.

Intergovernmental Relationship Goal

Pursue payments-in-lieu-of property taxes for Jefferson County-owned park land to pay for Town road maintenance and services to the parks.

Intergovernmental Relationship Goal

Participate in the Chamber of Commerce of adjacent cities and designate a representative to attend city council meetings and provide monthly reports to the Town Board.

8.3 Intergovernmental Actions

The statements in this section are the positive actions that the Town of Jefferson will take to address intergovernmental conflicts and disagreements.

- Participate in the upcoming Jefferson County Bicycle and Pedestrian Plan process.
- Use the GFLOW model to determine the effects of proposed developments in the Town of Jefferson and areas adjacent to the Town on ground and surface water resources.
- Communicate with WiDOT, the County, and adjacent cities and Towns on the STH 26 expansion process and the planning related to Town of Jefferson land use and zoning.
- Support the efforts of FEMA and Jefferson County to remove dwellings from habitually flooded areas and participate in the County's Emergency Management planning.
- Participate in planning for the Glacial Drumlin State Trail and other state recreational programs, such as the Glacial Heritage Area, located within the Town.
- Support the County's continued participation in the State Farmland Preservation Program and support the Jefferson County PACE Program.
- Participate with Jefferson County on the development of County land located within the Town.
- Participate with developers of the St. Coletta property to protect Town interests during the development of the multi-use complex.
- Participate in the Jefferson County Economic Development Consortium and the Jefferson County Tourism Bureau.

8.4 Intergovernmental Plans and Agreements

The Town of Jefferson is a party to the following Jefferson County Plans and Ordinances:

Jefferson County Agricultural Preservation and Land Use Plan

The Jefferson County Agricultural Preservation and Land Use Plan of 1999 includes County-wide policies for agricultural preservation areas, rural hamlets, urban service areas, environmental corridor overlay districts, interim transition area land use policies, a park, open space, and environmental protection plan, and a "right to farm statement."

All Towns in Jefferson County are covered by this plan and accompanying zoning ordinance. This plan also qualifies farmers and landowners for participation in the State of Wisconsin Farmland Preservation program, which provides income tax credits for landowners who maintain their land in agriculture.

Implementation of the plan includes efforts to "continue to support cooperative planning between local units of government in Jefferson County."

The Agricultural Preservation Plan must be updated by the County by 2011 to comply with new State rules enacted in 2009 and may have some impact on Town rezoning policies.

Jefferson County Zoning Ordinance, Amended September 1, 2006 and Land Division Ordinance and Sub-Division Ordinance, Amended June 1, 2005

Land division in the Town of Jefferson occurs under the Jefferson County Zoning Ordinance and both the County Board and the Town Board must approve zoning changes and land divisions. Towns may enact zoning ordinances that have the same or more restrictive zoning regulations.

The Jefferson County Zoning Ordinance includes Shoreline Provisions that apply to streams and shorelines within the Town. In addition, the County enforces a Flood Plain Ordinance and Private Sewage System Ordinance.

The Fowl and Feedlot Facilities Conditional Use Permit procedure was updated in 2006 to comply with the new State of Wisconsin Livestock Facilities Siting Law. The Town of Jefferson takes exception to this new livestock siting rule and voted against the Jefferson County rules because members felt that the County was taking local control away from the Town and not leaving the Town recourse if there were any problems. The new rules state that a conditional use permit for a large livestock facility cannot be denied if certain conditions are met.

The Solid Waste Management Department has prepared a Solid Waste Management Plan for Jefferson County and a Solid Waste and Recycling Plan.

Some zoning ordinances may change in the future to enact a revision to the County's Farmland Preservation Plan expected in 2011.

Fire, Rescue, and Emergency Service Agreements

The Town of Jefferson works cooperatively with the services and jurisdictions listed below for fire, rescue, emergency services, and mutual aid. The services and agreements are detailed in Chapter 6

- Fort Atkinson Fire Department and Ryan Brothers EMS
- City of Jefferson Fire Department and EMS
- Helenville Fire District and First Responders
- Rome Fire Department
- Sullivan EMS and First Responders

School Districts

Two school districts and several private schools serve the Town of Jefferson. School details are given in Chapter 6. The school districts are:

- Jefferson School District
- Fort Atkinson School District

Intergovernmental Agreements

The Town has a boundary agreement with the City of Jefferson to recoup a portion of the taxes that are diverted to the City after annexations. Informal agreements exist with Farmington, Hebron, and Fort Atkinson for winter road maintenance where it is mutually beneficial.

Wisconsin Department of Natural Resources

The Wisconsin Department of Natural Resources owns about 2,000 acres of land within the Town of Jefferson. Approximately 1,800 acres are in the Jefferson Marsh and an additional 190 acres of other parcels of land within the Town. The Town works cooperatively with the WDNR to provide access to public properties and support conservation programs and policies. The WDNR also provides wardens to police the wildlife areas and rivers.

Chapter 9 Implementation

The *Town of Jefferson Comprehensive Land Use Plan* presents goals, objectives, policies, programs, and maps in each of the required elements to strengthen planning objectives and balance new residential and business development with protection for agriculture and farmers, natural resources, water quality, and recreation.

The Town operates under the provisions of the *Jefferson County Agricultural Preservation and Land Use Plan*, County Zoning, and County Land Division Ordinances as well as its own Land Division Ordinance, which may be more restrictive. The Town of Jefferson Plan Commission takes an active role in applying both Town and County Plans and ordinances to landowner petitions at monthly meetings and makes recommendations to the Town Board.

This Plan is composed of eight chapters in addition to the Implementation Chapter. The Implementation Chapter is a summary of the actions proposed throughout the document and integrates all the elements with each other.

9.1 Implementation Goals and Strategies

Implementation Goals

1. The Town of Jefferson makes land use decisions that are consistent with the *Town of Jefferson Comprehensive Land Use Plan* and that further the goals and objectives of the plan.
2. Town ordinances and mapping maintain consistency with the *Town of Jefferson Comprehensive Land Use Plan*.
3. Town residents, adjoining jurisdictions, and Jefferson County are informed of land use plans and mapping.
4. Residents of the Town of Jefferson are encouraged and empowered to participate in Town government.

Implementation Strategies

1. The Jefferson Town Board utilizes the *Town of Jefferson Comprehensive Land Use Plan*, the Soil Survey of Jefferson County, aerial photographs, and other tools to make decisions consistent with the Plan.
2. All new mapping, ordinances, and policies are in compliance with the *Town of Jefferson Comprehensive Land Use Plan*.
3. The *Town of Jefferson Comprehensive Land Use Plan* is distributed to all adjoining jurisdictions and local libraries.
4. Residents are informed of Town meetings through the designated Town webpage, local newspaper, local radio, and postings and are encouraged to participate in Town government.
5. Residents are encouraged to run for public office, volunteer for the Plan Commission, and volunteer for community enhancement activities.

9.2 Consistency of Plans, Elements, and Ordinances

All land use decisions made by the Town Board and all zoning ordinances and permit procedures must be consistent with the goals, objectives, policies, maps and programs of the *Comprehensive Land Use Plan* as required by the Wisconsin Comprehensive Planning Law.

This Land Use Plan is a living document to be referenced at each Plan Commission and Town Board meeting when making land use decisions. The maps, tables, charts and background information provide additional documentation to support the land division ordinance and monthly planning decisions. Proposed plats or land divisions may be denied if they are not consistent with the Comprehensive Plan. The plan may be amended if changing conditions warrant.

The State of Wisconsin requires the following Town government actions to be consistent with the comprehensive land use plan beginning on January 1, 2010:

- Official mapping established under s.236.45 or s.236.46.
- Local subdivision regulation under s. 236.45 or s.236.46.
- Town zoning ordinances enacted or amended under s.60.61 or s.60.62.
- Zoning of shorelands or wetlands in shorelands under s.59.692, s.61.351 or s.62.231.

If a rezoning petition is inconsistent with the Town Comprehensive Plan it must be denied unless conditions warrant a change to the comprehensive Plan. The Comprehensive Plan must be changed using formalized procedures that include public input prior to an approval of the proposed zoning change.

The Town of Jefferson is governed by the Jefferson County Zoning and Land Division Ordinances but it may be more restrictive. The list of County Ordinances that may impact the Town of Jefferson is given below. Not all Jefferson County Ordinances pertain to Towns. County ordinances should be reviewed by the Plan Commission. The Town of Jefferson may consider enacting similar ordinances that are consistent with the Town's *Comprehensive Land Use Plan*.

Jefferson County Ordinances

2005-38	Review of Condominium Instruments
18	Jefferson County Alarm Systems Ordinance
24	Rabies Control Ordinance
83-16	Traffic Ordinance
84-11	Uniform Numbering Ordinance
87-24	Emergency Management Ordinance
96-14	Parcel Identification Numbers
96-36	Regulated Boating on the Rivers and Streams of Jefferson County
98-46	Public Health and Public Nuisance Ordinance
342.40	Regulate the Disposal of Abandoned Motor Vehicles
2001-26	Environmental Sanitation
2004-27	Animal Waste Storage and Nutrient Management

Jefferson County Ordinances (Continued)

2001-03	Nonmetallic Mining Reclamation Ordinance
1998-27	Parks Ordinance
1978-14	Flood Plain Ordinance
Chapter 21 2001-6	Private Sewage System Ordinance
Chapter 15	Subdivision Ordinance
Chapter 11	Zoning Ordinance
Chapter 11.10	Shoreline Provisions & Shoreline-Wetland District
2008-31	Regulating Use of Ice Bound Waters
2009-03	Fair and Open Housing

All elements of the Plan respond to the four planning visions that were reiterated during the public visioning process. Integrating these opportunities into each element creates consistency throughout the plan. The goals of all elements focus on these four visions:

- Helenville is an unincorporated community with rural charm. The community will be improved by redevelopment of existing structures and lots with limited new development. Businesses that serve local residents and recreational trail and wildlife area users will be considered.
- Agriculture and natural areas are important to the economy, heritage, character, ecology, and landscape of the Town of Jefferson. Being supportive of farming as a business and preserving farmland, productive soils, and natural resource areas is a priority.
- The Town of Jefferson will be pro-active in growth management of land along the STH 26 bypass and around and within city urban service areas that are under Town jurisdiction.
- The Town of Jefferson will develop an identity that spans the Rock and Crawfish Rivers and that reflects its heritage, farming tradition, and large natural resource areas. The Town will strive to provide services that join its residents together such as the opportunity to participate in Town government, a Town Hall, and a Town website.

9.3 Recommended Ordinance and Policy Updates

The Town of Jefferson will review the existing Town of Jefferson Land Division Ordinance for consistency with the *Comprehensive Land Use Plan* and make the necessary changes. Enforcement of existing ordinances will also be evaluated.

The following ordinance revisions or amendments may be considered:

- Maintain consistency between all intergovernmental and boundary agreements (the Town enters into) and the *Town of Jefferson Comprehensive Land Use Plan*.

- Update the Land Division Ordinance to reflect that only one A-3 split may be allowed on parcels 20 acres or less in size that are not contiguous with other parcels under the same ownership.
- Create an ordinance regulating and monitoring mineral extraction activities.
- Research implementing a transfer of development rights (TDR) program.
- Review the Town impact fee policy.
- Consider a historic and archaeological preservation ordinance and incentives.
- Research and consider a dark skies/light pollution ordinance.
- Review State wind power policies and their application to the Town of Jefferson.
- Review the County telecommunications facility ordinance and consider a Town ordinance.
- Consider incentives for green and sustainable development.
- Explore protecting viewsheds and hilltops and requiring underground utility placement in scenic areas.
- Enforce existing street, driveway, and culvert ordinances and support efficient multi-modal transportation networks.
- Require the use of best management practices for erosion control during all construction including roads and utilities.
- Review the conditional use policy for home-based businesses and update.
- Explore a landfill ordinance.
- Review the Town of Jefferson Land Division Ordinance section on Stormwater Management Plan and Facilities.
- Research and consider residential and commercial deep well, well head, and aquifer protection ordinances.
- Research and consider alternative private wastewater treatment and reclamation facilities.

9.4 Intergovernmental Agreement Recommendations

The Town of Jefferson has existing boundary agreement with the City of Jefferson. The Town may continue to pursue such agreements with surrounding communities and Towns. Policies that may be considered in intergovernmental agreements include:

- Boundary changes
- Sanitary Sewer Service boundaries
- Future land use recommendations
- Consistency with adopted plans
- Extraterritorial jurisdiction provisions
- Joint economic development efforts
- Revenue sharing
- Road maintenance and upgrades
- Shared services
- Selected common design standards
- Intergovernmental planning committees
- Joint open space initiatives

9.5 Special Local Initiatives

The Town of Jefferson often works with other entities to protect and improve natural resources and the quality of life. These local initiatives are on-going or are proposed in the Comprehensive Land Use Plan:

- Investigate the use of PDR, TDR and/or Agricultural Enterprise Area (AEA) programs within the Town of Jefferson as methods to protect agricultural areas or interests so the future of agriculture remains active and strong.
- Explore a regional water policy and protect open space in the Town of Jefferson in order to maintain groundwater recharge and aquifers.
- Explore the potential protection of environmentally sensitive properties.
- Develop ordinances for aggregate mining activities and remediation.
- Participate in transportation planning with WisDOT.
- Formally evaluate changes in the state impact fee law and enact appropriate policy for its use.
- Establish a local volunteer committee to prepare an inventory of historical and cultural significant properties.
- Work with other groups and agencies to create a variety of passive recreational opportunities in and around the Town of Jefferson and create tourism opportunities.

9.6 Scheduled Plan Review and Amending the Plan

This Plan looks forward twenty years to 2030. Forces that drive land use are not static but constantly changing. This document is meant to be amended as conditions change. The Plan Commission or a designated committee will formally review the plan and recommend changes on a regular basis. Changes to one part of the plan may require changes to several of the elements and to the land division ordinances as all land use is interconnected and all must be consistent.

Amending the Comprehensive Land Use Plan

The following procedure will be followed to amend the Plan:

1. The Town Board will adopt a resolution outlining the procedures that will be undertaken to ensure public participation during every stage of the plan amendment process.
2. The Town Plan Commission will notify all concerned individuals and conduct a public meeting to gather and present information.

3. Following the public meeting, the Plan Commission shall make a recommendation to the Town Board.
4. The recommended Plan Amendment shall be sent to all adjacent and surrounding jurisdictions as required under Section 66.1001 (4), Wisconsin Status.
5. The Town Board shall hold a public hearing on the recommended Plan Amendment. The public hearing will follow the notification requirements listed under Section 66.1001 (4).
6. The Town Board shall act on the Plan Commission's recommendation and approve, deny, or amend any proposed change to this Plan by ordinance.
7. The Town will forward any amendment to the County and request its incorporation into the County Comprehensive Plan.

The following criteria should be considered before changing the Comprehensive Plan:

- The change is consistent with the goals and objectives and other elements of this Comprehensive Plan.
- The change does not create an adverse impact on public facilities and services. Public facilities and services include roads, drainage, schools, emergency services, parks, and wildlife areas.
- Development resulting from the change does not create an undue impact on surrounding properties including agricultural land. Such development should be consistent with the physical character of the surrounding areas.
- The change does not have a significant adverse impact on working farms, the Town's rural character, archaeological resources, or the natural environment including woodlands, slopes and groundwater.
- A change occurs in Town policies or area characteristics that would justify a change in the Comprehensive Plan.
- The change corrects an error made in the original Plan.
- A community or regional need identified in the Comprehensive Plan for the proposed land use or service.
- The change helps the Town implement its overall goals.
- The change retains consistency among Plan elements.
- The amendment is in compliance with Wisconsin State Laws.

Appendix 1

Public Input Meeting Summaries

Community Visioning Sessions

September 8, 2008 A-2

October 13, 2008 A-4

Helenville Public Input & Visioning Meeting

March 18, 2009 A-7

Public Review Meeting

November 16, 2009 A-9

**Town of Jefferson Visioning Workshop
Monday, September 8, 2008
UW Extension, 864 Collins Road, Jefferson
Rooms 8 and 9 7:00-9:30 pm**

- 6:30 Informal Open House to Review Background Resources and Graphics by Planning Consultant
- 7:00 Welcome: Don Bigelow, Town Board Chair and Tom Beane,
Town Plan Commission Chair
- 7:05 Presentation on Community Placemaking Principles:
Steve Grabow, U.W. Extension, Jefferson County Office
- 7:45 Visioning Workshop: Facilitated by Steve Grabow
"Concerns and Hopes Exercise"- Town of Jefferson residents and officials will share perspectives
on what they would like to see in the future for the Town of Jefferson.

Questions to think about and respond to (questions to prompt your thinking):

- *How would you like to see the Town grow and develop?*
- *What is important to you as the community helps guide the Town's future?*
- *What should agricultural areas in the Town look like in the future?*
- *What is your vision for how the Town of Jefferson should look and function near Fort Atkinson's and the City of Jefferson's edge?*
- *Describe how future bypasses and expressway interchanges should function and look in the future?*
- *What are your thoughts on the importance of land preservation and preservation tools such as conservation easements?*
- *What are your hopes for the provision of parks, recreation and trails?*
- *Do you have other ideas that should be included in the Town of Jefferson's vision for its future?*

9:00 Adjourn

Workshop Objectives:

- To provide an overview of principles of community placemaking and characteristics of quality places.
- To provide an opportunity for the productive sharing, by citizens and officials, of perspectives, concerns and hopes for the future of the Town of Jefferson.

Source: Steve Grabow, Professor and Community Development Educator, U.W. Extension, Jefferson County Office (steve.grabow@ces.uwex.edu)

**INITIAL RESULTS FROM TOWN OF JEFFERSON
"CONCERNS AND HOPES EXERCISE"**

Participants responded to the prompting questions with the following statements about concerns and hopes for what they would like to see in the future of the Town of Jefferson. This report attempts to directly capture each idea as expressed. At this point, there may be disagreement or general agreement on these statements. There will be an opportunity to test the level of agreement for these ideas at the next workshop. The ideas have been organized and grouped around general theme areas.

Concerns

PHYSICAL CONFIGURATION

Growth/Costs

- a. Concerned about how people feel about population growth (more population? stay the same?)
- b. Concern that many people don't want growth (concerned about not having job growth).

- c. Concern that Helenville as a growth area was tried ten years ago and this was voted down by the Town Board.
- d. Concern about costs associated with new facilities.
- e. Concerned about non-taxable properties requiring spending tax money for servicing them.

Agricultural Preservation

- a. Concern about building on good ag land (need restrictions).
- b. Concern about sprawl on farmland.
- c. Concern about seeing houses along country roads (i.e. County G – too many houses); need to preserve land.

Transportation

- a. Concern about by-pass and business possibilities along it.
- b. Concerned about “high speed”, blind corner and hills (need speed control)

Innovation and Technology

- a. Concern about not getting internet access (high speed).

Community Focus/Configuration

- a. Concern about unstoppable annexation.

Natural Resources

- a. Concern about worker use and waste of water and dumping back into the river (especially in City of Jefferson); need to preserve water.

Sense of Place/Rural Character

- a. Concern about keeping a rural feeling (concern about a “mix-plant” that would increase truck traffic/concern about impact to bike trail). Also pollution/water quality.

Biking, Parks, Recreation

- a. Need to continue bike events, routes, low volume roads to keep safe. (Concerned about bicyclists/pedestrians on rural bike path roads.)

OPERATING CONSIDERATIONS

Operations

- a. Need to enforce existing land use regulations.
- b. Concern about cities of Fort and Jefferson to regulate too much the interests of the Town.
- c. Concerned that Cities of Jefferson and Fort are not working for the benefit of the Town (need better working relationships).

Hopes/Opportunities

Innovation and Technology

- a. Hope for Jefferson County and the Town to be a “haven” for electronic work opportunities (and telecommuting).

Green/Energy/Light

- a. Hope that “Green Building”/“Green Energy” be considered for new County, Town, and City facilities.
- b. Hope to reduce “light pollution” and keep our “night skies”.
- c. Hope that there are not barriers to new energy production (private/commercial?)

Facilities/Infrastructure

- a. Hope for a “Town Hall” (don’t have one).
- b. Hope for better utilities (sewers, water).
- c. Hope to get through the County during flood times (i.e. bridges, routes).

Agricultural Preservation

- a. Hope to preserve every piece of farmland that we can.
- b. Hope to actually encourage better soil, and erosion controls on farms.
- c. Hope to see the town work towards the purchase/and or transfer of development rights.
- d. Hope that use of PDR avoids growth surrounding those districts (i.e. impacts on adjoining land).
- e. Hope for a strategy to be more preemptive in creating buffers where a City would have difficulty changing Town intentions. (Hope to identify pockets of land for preservation.)
- f. Hope that land is retained for farmland (and not parks/hunting grounds).

Community Focus/Configuration

- a. Hope that the Town allows higher density residential in certain areas (i.e. ¼ acre lots).
- b. Hope for some higher density areas including a business district (such as in Helenville) for less traveling for small businesses.
- c. Would like to see residential growth steered to Helenville and maybe Helenville could be a village in 20 years.

Sense of Place/Rural Character

- a. Hope to preserve the “country feeling”, less noise, less pollution, saving wildlife.
- b. Hope that the Town of Jefferson has an “identity” that is recognized in this area.
- c. Hope that the Town promotes more “community-based” ag (for more markets), and use this for Town identity.
- d. Hope for a new Town “farmer's market” and/or work with cities' farm markets.

Transportation

- a. Would like to see some of the roads improved to handle existing and increasing traffic.
- b. Hope that someone repairs Hoard Road between Hwy. 26 and 89.

Growth/Costs

- a. Hope for some building to support the tax base.

Natural Resources

- b. Hope that wetlands are preserved, valued and not filled.

Biking, Parks, Recreation

- a. Hope to find ways to gain cooperation on land use with Fort Atkinson and Jefferson.

OPERATING CONSIDERATIONS

Operations

- a. Hope for a “marketing plan” to determine the Town's identity.
- b. Hope for extra shoulder on Town/County roads for bicycling and bike safety.

**Town of Jefferson Visioning Workshop
Monday, October 13, 2008
UW Extension, 864 Collins Road, Jefferson
Rooms 8 and 9 7:00-9:30 pm**

- 6:30 Informal Open House
- 7:00 Welcome
- 7:05 Review "Proceedings" from September 8
- 7:45 Workshop to Move Toward Consensus
- Definitions of Consensus (p. 26)
 - "We Agree Exercise"
- 9:00 Adjourn

Town of Jefferson
Vision Statements with Consensus

The following report documents the "Vision Statements with Consensus" based on the "We-Agree Exercises" on October 13, 2008. Also included are the "Statements without Consensus" along with the rationale for the objections. For several items, consensus statements were developed from the Statements without Consensus.

Innovation and Technology

Vision Statement with Consensus

- b. Hope for high speed electronic access opportunities without the visual/environmental impacts.

Green/Energy/Light

Vision Statements with Consensus

- d. Hope that "Green Building"/"Green Energy" be considered for new County, Town, and City facilities.
- e. Hope to reduce "light pollution" and keep our "night skies".
- f. Hope for local home opportunities for alternative energy sources (without environmental/visual impacts).

Facilities/Infrastructure

Vision Statements with Consensus

- a. Hope for a "Town Hall" (don't have one).
- b. Hope to get through the County during flood times (i.e. bridges, routes).
- c. Hope for reliable electrical service.

Statement without Consensus and Rationale for Objecting

- a. Hope for affordable waste water treatment and water supply.

New Vision Statements Not Formally Considered

- d. Hope for enhanced recycling and reuse
- e. Hope for centralized recycling

Agricultural Preservation

Vision Statements with Consensus

- a. Hope to preserve farmland.
- b. Hope to actually encourage better soil, and erosion controls on farms.
- c. Hope to explore Purchase of Development Rights/T Development Rights (purchase of agricultural conservation easements)
- d. Hope to establish farmland preservation districts and buffers.
- e. Hope for a strategy to be more preemptive in creating buffers where a City would have difficulty changing Town intentions. (Hope to identify pockets of land for preservation.)

Statement without Consensus and Rationale for Objecting

- g. Hope that land is retained for farmland (and not parks/hunting grounds).
- Covered in a. and others

Community Focus/Configuration

Vision Statement with Consensus

- a. Hope that the Town allows higher density residential in certain areas.
- b. Hope to have area(s) with a business cluster with business types that are appropriately scaled for a rural town and rural atmosphere. (For example: green house; agriculturally-based business; non-polluting industry; garden center; implement dealer.)

Statement without Consensus and Rationale for Objecting

- a. Would like to see residential growth steered to Helenville and maybe Helenville could be a village in 20 years.
- Several issues related to growth and sensible growth in Helenville area.
 - Strong concerns about losing the tax base of Helenville if it was incorporated into a Village.
 - A “focus group”/“task force” has been established among Helenville residents to address growth issues and determined an appropriate vision.

Sense of Place/Rural Character

Vision Statements with Consensus

- a. Hope to preserve the “country feeling”, less noise, less pollution, saving wildlife.
- b. Hope that the Town of Jefferson has an “identity” that is recognized in this area.
- c. Hope for a new Town “farmer’s market” and/or work with cities’ farm markets.

Statement without Consensus and Rationale for Objecting

- e. Hope that the Town promotes more “community-based” ag and use this for Town identity.

Transportation

Vision Statement with Consensus

- c. Would like to see some of the roads improved to handle existing and increasing traffic.

Growth/Costs

Vision Statement with Consensus

- b. Hope to establish a balance of land use that is beneficial economically and aesthetically to the Town and its residents.

Note: The participants suggested that this is a good overall statement to guide future growth.

Natural Resources

Vision Statement with Consensus

- a. Hope that wetlands are preserved, valued and not filled.

Biking, Parks, Recreation

Vision Statement with Consensus

- b. Hope to find ways to gain cooperation on land use with Fort Atkinson and Jefferson.

Operations

Vision Statements with Consensus

- c. Hope for a “marketing plan” to determine the Town’s identity.
- d. Hope for extra shoulder on Town/County roads for bicycling and bike safety.

Helenville Land Use Ideas Heard

Residents of Helenville and the surrounding area in the Town of Jefferson met on March 18, 2009 at Firemen's Hall to express their ideas and visions for local land use.

Helenville was designated an unincorporated rural hamlet in the 1999 Jefferson County Agricultural Preservation and Land Use Plan and a growth boundary was established at that time. Helenville is governed by the Town of Jefferson Board of Supervisors. The Jefferson County plan encourages clustering of residential development in existing hamlets that can sustain private septic systems.

Inventory maps of the Town of Jefferson and Helenville were on display during an open house before the meeting.

A presentation by Tom Beane, Planning Commission Chairman, and Margaret Burlingham, LanDesign, focused on the planning process and the current zoning and soil conditions in Helenville.

A sanitary district was proposed for Helenville at one time. It is the intent of the new land use plan to plan for the future Helenville, not to bring back discussion of the sanitary district.

Concerns about Helenville expressed at the meeting included the need for road repair and timely snow plowing, the lack of businesses that serve residents such as a grocery store, junk being stored around homes, and trimming needed on the Glacial Drumlin State Trail that goes through the north edge of Helenville.

Some residents stated they love Helenville the way that it is. The Glacial Drumlin State Trail was thought to be an amenity as long as users did not clog up the trail crossing at Hwy D.

Wishes for Helenville included a nicer park with tennis courts and activities for kids such as a merry-go-round, businesses that could serve the bike trail and local residents such as an ice cream shop, the availability of high speed wireless internet, natural gas service, grocery and hardware stores, redevelopment of the Universal Electronics building on Hwy D, a monitoring program for water quality due to all residences and businesses having wells and septic systems or holding tanks, and taking care of water runoff. A Town website and office or a Town Hall were also thought to be desirable.

During the visioning session most comments reflected a desire for Helenville to stay the same as it is though some residents thought more development would be desirable to increase the Town's tax base. Tracie Stammer, a local business owner, hoped that Helenville "could open the door of opportunity for residential and small business growth, but not at the expense of our rural lifestyle."

Ideas put forth for land use changes in Helenville and the rest of the Town included the need for good communication on land use changes in the community, more flexibility in zoning if something proposed is good for the community, a proposal that zoning rules at the time of a property's purchase should stay with the title until the property is sold and then the zoning would change to the current zoning rules, and a written checklist or procedure for development approvals.

Reuse of existing structures or redevelopment of existing properties into new uses has been occurring in Helenville. The group thought this should be encouraged due to the lack of suitable land for new development in the hamlet. They suggested that a redevelopment policy and procedure be adopted by the Town in order to expedite reuse and redevelopment requests and to ensure that risks such as existing fuel tanks, existing contamination, and threats to water quality are all taken care of in the redevelopment plan.

Additional development within Helenville could further stress the existing septic systems and wells due to the lack of suitable soils for conventional septic systems. The soil map for septic system suitability indicates that a small area south of Hwy 18 is the only area with suitable for expansion of the hamlet.

The suggestion to expand the growth boundaries for Helenville was met with mixed response from the attendees. Expanding the boundaries Helenville would require changing the Jefferson County Land Use Plan Map and approval by the County Board.

Consensus points among those attending the meeting emerged through the discussion. Those points included preserve our rural integrity, improve Helenville by redevelopment, not new development; and maintain our good quality of life.

Helenville Land Use Vision Meeting

March 18, 2009

Concerns in Helenville

- Helenville road repair.
- Timely snowplowing.
- Lack of businesses that serve residents such as a grocery store.
- Bike trail needs trimming.

Hopes and Likes about Helenville

- Glacial Drumlin State Bike Trail (if users stay on the trail).
- Nicer park with tennis courts, merry-go-round for kids.
- Bike trail businesses like an ice cream shop.
- Keep Pohlman Park (County).
- Love Helenville the way it is.
- No more residential development.
- Need high speed wireless internet (high speed is available on some phone lines)
- Natural gas service.
- Grocery and hardware stores.
- Town website.
- Town Hall or small office.

Zoning and Land Use Ideas

- If something is good for the community then zoning should be more flexible.
- Zoning should stay with the title, if the property is sold, then zoning changes to current zoning rules.
- Monitor & maintain water quality.
- Not really anymore room for houses.
- Take care of water run-off.
- Need redevelopment policies that address:
 - Buried tanks (DNR and Fire Dept. have locations)
 - Existing contamination
 - Water quality.
- Need systematic procedure for development approvals.
- Need good communication on proposed land use changes.
- Redevelop Universal Electronics on Hwy D.
- WDNR wetland restorations are backing up water onto neighboring land.

Proposed Helenville Vision Statements

- Preserve our rural integrity
- Improve Helenville by redevelopment, not new development
- Maintain the good quality of life in Helenville.

Town of Jefferson Land Use Plan Public Meeting Questionnaire Summary
November 16, 2009

The Town of Jefferson held a public review meeting on November 16, 2009 at the Jefferson VFW to give the public an opportunity to comment on draft goals for the comprehensive land use plan. About 28 people attended the meeting, including the Planning Commission and the Town Board, and 26 comment sheets were returned. Town Chairman Don Bigelow welcomed the group and Margaret Burlingham of LanDesign gave a presentation on the draft land use plan map and goals. The public was invited to comment during the presentation, fill out a questionnaire, and take the draft goals home with them and submit comments.

During the presentation the following issues were brought up:

- How long is the plan in effect? The plan must be updated every 10 years; some communities look at it annually. There will be an amendment process in the plan that can be used at any point.
- Will the plan be in keeping with other communities? The state wants plans of neighboring jurisdictions to be consistent with each other and all neighboring towns and cities must receive a plan. In reality the towns and cities are usually at odds with each other over annexation. All Towns in Jefferson County have adopted the County plan and county zoning. Towns may be somewhat more restrictive when rezoning property so there may be some small differences between towns. The cities have power over the land in and adjacent to their urban service areas and extra-territorial jurisdiction.
- What are the annexation rules when adjacent property owners want to annex? The landowner has to petition for annexation but if over 50% of the land area wants to be annexed other landowners may be forced into annexation. A resident said they were successful in avoiding annexation.
- Why is the Town interested in the bypass area? Cities usually want to spread out to a bypass and annex land, which will go off the Town tax rolls.
- Some of the goals and questions are at odds with each other, such as wanting denser development adjacent to cities and also proposing to do PACE adjacent to cities to hem them in and prevent annexation.
- What is the impact of the Glacial Heritage Area? If the land is purchased by the DNR they continue to make payments in lieu of taxes, which could be higher than the property tax that was collected from farmland. If the County buys the land there are no property taxes paid to the Town. The County, Town, and cities may benefit economically from visitors to the GHA and trails and environmental benefits.
- One resident had a situation with Diggers Hotline who told them they had to call the City of Jefferson to have approval for a truck delivering trees to go through Jefferson.
- Could Helenville be incorporated? Helenville probably could petition for incorporation but would have to provide its own services, police, administration, zoning, taxing authority, and so on, which would be very expensive.
- The County had the opportunity to get out of the state farmland preservation program and avoid the new state rezoning fee of about \$1000 per acre and didn't take it. Jefferson County is still assessing the new program and rules, which have not been completed by the state. County landowners get about \$500,000 in tax credits through the program that would be lost if Jefferson County doesn't participate.
- How is the DNR going to take care of all the land they have and wildlife is getting out of control. Invasive species are spreading from the DNR lands onto private land.
- If the Town's rezoning and permit policies are more restrictive than the County, it will require more personnel.

Appendix 2

Plan Commission Resolution to Recommend Adoption of the Plan

June 3, 2010 B-2

Ordinance to Adopting Comprehensive Land Use Plan

June 7, 2010 B-3

**Resolution by Plan Commission of the Town of Jefferson
to Recommend Adoption of Comprehensive Land Use Plan**

STATE OF WISCONSIN
Town of Jefferson
Jefferson, County

The Plan Commission of the Town of Jefferson, Jefferson County, Wisconsin, by this resolution, adopted by a majority of the Town Plan Commission on a roll call vote with a quorum present and voting and proper notice having been given, resolves and recommends to the Town Board of the Town of Jefferson as follows:

Adoption of the Town of Jefferson Comprehensive Land Use Plan.

The Plan Commission of the Town of Jefferson by this resolution, further resolves and orders as follows:

All maps and other materials noted and attached as exhibits to the Town of Jefferson Comprehensive Land Use Plan are incorporated into and made a part of the Town of Jefferson Comprehensive Land Use Plan.

The vote of the Town Plan Commission in regard to this resolution shall be recorded by the secretary of the town plan commission in the official minutes of the Plan Commission of the Town of Jefferson.

The town clerk shall properly post or publish this resolution as required under s. 60.80, Wis. stats.

Adopted this 3rd day of June, 2010.

Thomas Beane, Chairman

John Brower, Commissioner

Nancy Emons, Commissioner

Deborah Lundy, Commissioner

Suzanne Marx, Commissioner

Attest To:

Suzanne Marx, Commission Secretary

**OF THE TOWN OF JEFFERSON, WISCONSIN
ORDINANCE TO ADOPT THE COMPREHENSIVE LAND USE PLAN
ORDINANCE NO. 6-10**

STATE OF WISCONSIN
Town of Jefferson
Jefferson County

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

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

SECTION 2. The Town Board of the Town of Jefferson has adopted and followed procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by section 66.1001(4)(a) of Wisconsin Statutes.

SECTION 3. The Plan Commission of the Town of Jefferson by a majority vote, with a quorum present, recorded in its official minutes, has adopted a resolution recommending to the Town Board the adoption of the document entitled "Town of Jefferson Comprehensive Land Use Plan 2010-2030," containing all the elements specified in section 66.1001(2) of Wisconsin Statutes.

SECTION 4. The Town of Jefferson has held at least one public hearing in compliance with the requirements of section 66.1001(4)(d) of Wisconsin Statutes, and provided numerous other opportunities for public involvement per its adopted public participation strategy and procedure.

SECTION 5. The Town Board of the Town of Jefferson, Jefferson County, Wisconsin, does by enactment of this ordinance, formally adopt the document entitled, "Town of Jefferson Comprehensive Land Use Plan 2010-2030," pursuant to section 66.1001(4)(c) of the Wisconsin Statutes.

SECTION 6. This ordinance shall take effect upon passage by a majority vote of the Town Board, on a roll call vote with a quorum present and proper notice by publication or posting as required by law.

Adopted this 7th day of June, 2010.

Donald Bigelow, Chairperson

Tyson Barnes, Supervisor

Nancy Emons, Supervisor

Jeffrey Larson, Supervisor

Tracie Stammer, Supervisor

ATTEST TO:

Bonnie L. Ames, Clerk

Date Adopted: June 7, 2010

Date Published: _____

Effective Date: _____