

TOWN OF JEFFERSON

COMPREHENSIVE PLAN

2022-2042

Town of Jefferson Town Board
and Plan Commission

DRAFT 1 – May 24, 2022



ACKNOWLEDGEMENTS

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EXECUTIVE SUMMARY

The Town of Jefferson Comprehensive Plan establishes a long-term vision for the future of the Town that will be used to guide Town decision making. The process built on past planning activities undertaken by the Town, including the completion of a Community Survey, to develop an updated set of visions, goals, and objectives for a 20-year planning horizon. The plan includes seven topic elements and an implementation chapter. Each topic element includes an overarching vision statement:

- ✓ **Land Use:** The Town of Jefferson is a livable community, that provides a high quality of life to current and future residents, through the protection of environmentally sensitive areas and agricultural land, proactive growth management, and the implementation of land use policies that maintain the Town's character.
- ✓ **Housing:** The Town of Jefferson has high quality and varied housing options that meet the needs of and provide housing choices for all Town residents.
- ✓ **Agricultural, Natural, and Cultural Resources:** The Town of Jefferson serves as a steward of the Town's agricultural, natural, and cultural resources, by preserving its vibrant environmentally sensitive areas, protecting an abundance of high-quality agricultural land, maintaining and promoting the Town's heritage, character, and history, and providing connections between Town residents and resources.
- ✓ **Transportation:** The Town of Jefferson has a well-maintained and connected transportation system that provides safe and efficient transportation options for all users and all transportation modes; connects the Town to surrounding communities; and facilitates the movement of goods.
- ✓ **Community Facilities and Utilities:** The Town of Jefferson operates and provides community facilities and utilities that ensure the health and safety of the Town's residents, promote economic vitality, and meet the needs of the community and its businesses.
- ✓ **Economic Development:** The Town of Jefferson fosters an economic environment that supports the long-term sustainability of the local economy, strengthens opportunities for small and local businesses to thrive, and protects agricultural operations as a key aspect of the Town's overall economy.
- ✓ **Intergovernmental Relationships:** The Town of Jefferson coordinates with other governmental agencies to ensure sensible growth patterns and the efficient and cost-effective provision of vital infrastructure, community services, emergency management, and first response to provide a safe, healthy community for all Town residents.

Building from each vision statement are goals, which describe element specific future conditions for Town over the next 20-years, and objectives, which provide specific actions that the Town of Jefferson will pursue to accomplish the community goals and vision. Objectives include items for the Town to pursue, such as collaboration activities, policies, ordinances, regulations, plans, and projects. Each element also includes background information and data that is intended to serve as a guide for existing conditions, other planning efforts, best practices, and other considerations.

The Introduction, Issues, and Opportunities Chapter includes a review of issues and opportunities, which build upon the findings from the 2010-2030 Comprehensive Land Use Plan and provide key topic areas that this plan looks to address over the 20-year planning period. It also includes a comprehensive review of the Town's demographics, including population, age distribution, education and income, and household characteristics. Finally, the chapter includes projections for population growth through 2045.

The Land Use Chapter varies slightly from the structure of the other elements. It includes a land use plan, with a future land use map, and a plan for the rural hamlet of Helenville. The Future Land Use Map identifies agricultural preservation areas, environmental corridors, urban services area, and areas for more traditional land uses, such as residential, commercial, industrial, and public land.

The final chapter outlines implementation strategies, providing a guide for the implementation of this plan. For each objective, a timeframe for implementation, supporting agencies, and plan tools are identified to assist the Town in executing the plan.



LAND USE



HOUSING

AGRICULTURAL,
NATURAL, AND
CULTURAL
RESOURCES

TRANSPORTATION

COMMUNITY
FACILITIES
AND
UTILITIESECONOMIC
DEVELOPMENTINTERGOVERNMENTAL
RELATIONSHIPS

1 INTRODUCTION, ISSUES, AND OPPORTUNITIES

The Town of Jefferson Comprehensive Plan is the guiding document for zoning and land use in the Town of Jefferson. Elected Town Board members and appointed Plan Commissioners are required by state statute to use this Plan to direct decisions on land divisions, conditional uses, zoning, and other topics related to land use. Also, considering input of town residents through the plan development process, this document outlines and defines priorities to help define the future goals and principles over the next 20 years. This Plan addresses residents' concerns about development and growth, prioritizes the preservation of agriculture, open space, and other natural resources, supports the desire for local economic growth, and encourages the development of an increased sense of community and Town identity.

1.1 ABOUT THE TOWN OF JEFFERSON

The Town of Jefferson is located in central Jefferson County in the Rock and Crawfish River valleys (see **Figure 1-1**). 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, and the Town of Jefferson holds the distinction of being the largest township in Jefferson County as of 2020. Each of the Cities and Villages in and near the Town have adopted growth maps showing potential future annexation areas (see **Figure 1-2**).

The Town's earliest known records span back to a Town meeting that was held in 1845, where participants discussed funding the Town's schools and building bridges and establishing a free ferry across the Rock River. The City of Jefferson was a part of the Town until 1857, when the area was incorporated and later became a city in 1878.

Prior to official Town records, and according to *A Brief History of Jefferson County Wisconsin and Its Towns, Villages and Cities*, which was compiled and edited by W.F. Jannke III in 1998, Jefferson Township was initially settled in December 1836 when Rodney J. Carrier and Andrew Lansing arrived from Milwaukee. The following year, Enoch G. Darling and his family moved to the Town from Bark River and constructed a house that also served as a tavern, trading post, and a courthouse.

The Town of Jefferson is home to the rural hamlet of Helenville, which is located about eight miles east of the City of Jefferson. Helenville was founded by Ortiges Bullwinkel, who named the place after his wife, Helen. The first store in Helenville was built in 1849 and the Helenville Post Office opened in 1851.

Figure 1-1: Town of Jefferson Location Map

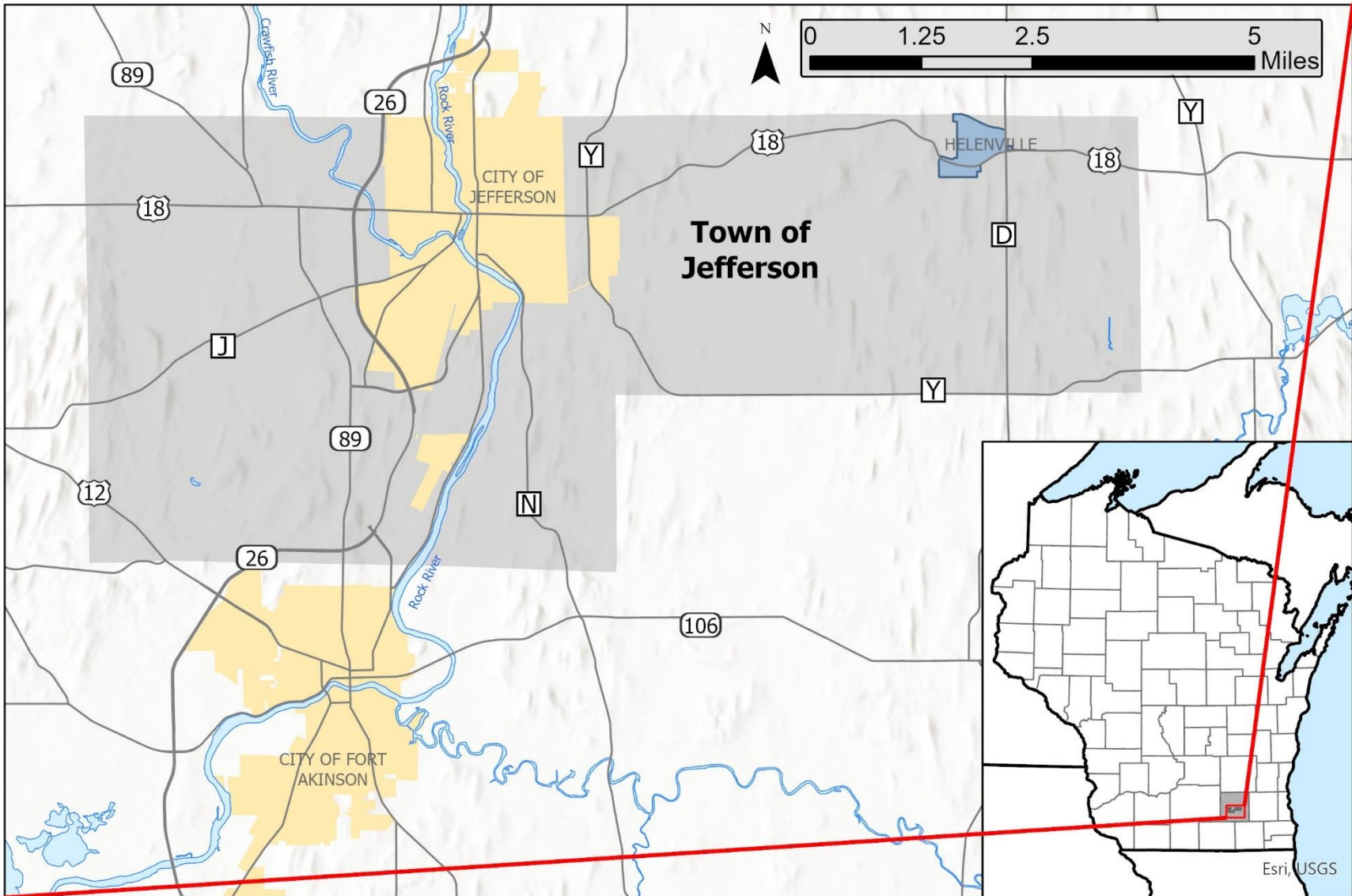
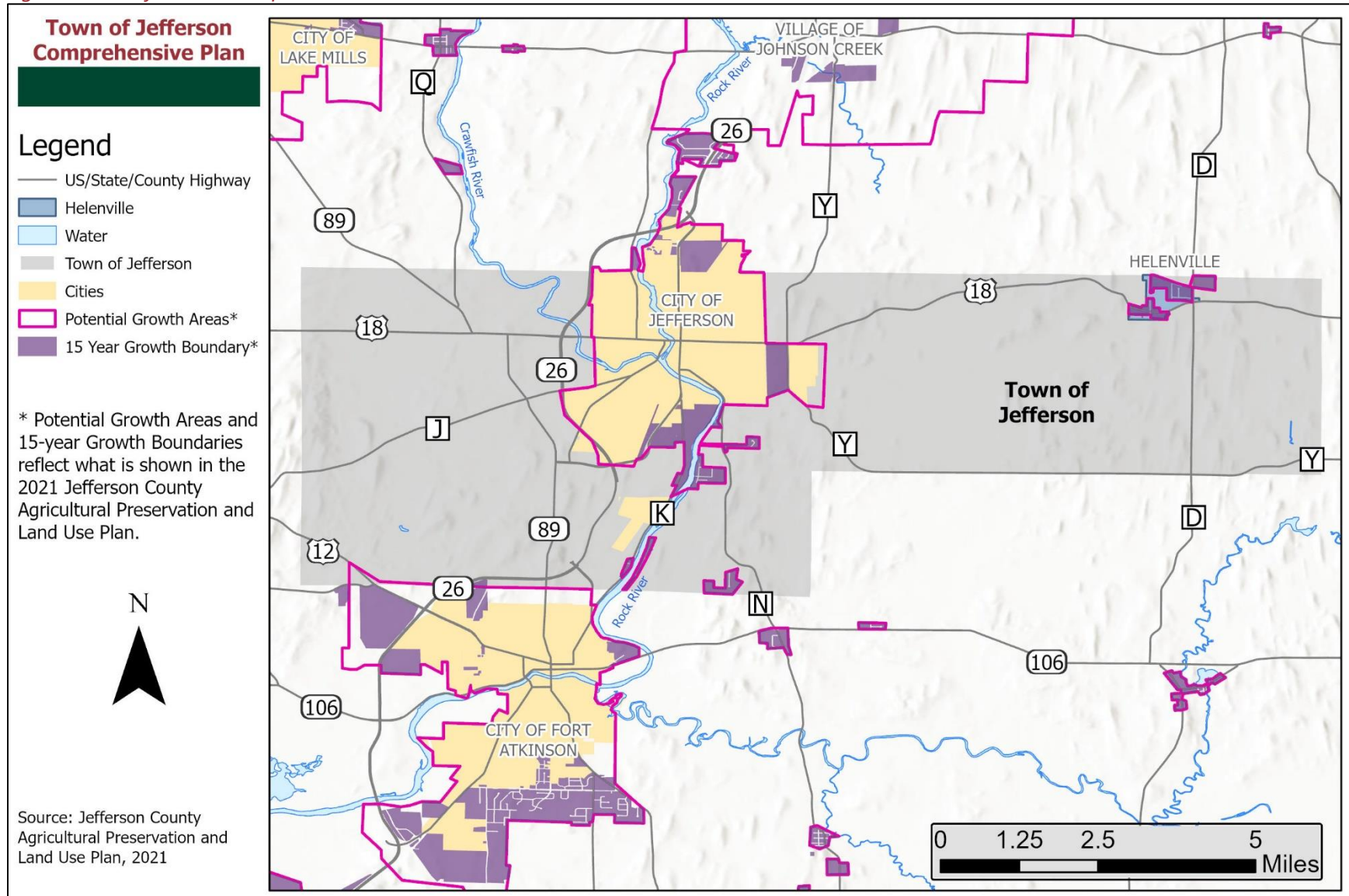


Figure 1-2: City Growth Map



1.2 WHAT IS A COMPREHENSIVE PLAN?

A comprehensive plan is a visioning document that guides the development of the town over the next 20 years. It evaluates existing conditions, defines issues and opportunities, and uses community input to develop a vision, and a set of goals and objectives that will allow the Town to meet its vision. Included is an implementation plan that the Town can act upon to achieve its vision.

1.2.1 State of Wisconsin Smart Growth Statute

According to Wisconsin State Statute 66.1001, commonly known as “Smart Growth”, the Town of Jefferson is required to have a comprehensive plan that acts as “a guide to the physical, social, and economic development of a local governmental unit” The Smart Growth statute requires that comprehensive planning includes a public participation component and addresses at least nine prescribed elements (see **Figure 1-3**). The final draft plan must include a public hearing and be adopted as a Town Ordinance. Once a plan has been adopted, decisions in response to petitions from landowners must adhere to the plan.

1.2.2 How to Use the Comprehensive Plan

The Town of Jefferson Comprehensive Plan has seven topical elements: Land Use; Housing; Agricultural, Natural, and Cultural Resources; Transportation; Community Facilities and Utilities; Economic Development; and Intergovernmental Relationships. These elements are consistent with the topics identified

Figure 1-3: Comprehensive Planning Required Elements



by the State in the Smart Growth Legislation. Issues and opportunities are included in the introduction chapter and the final chapter includes implementation strategies.

Each element has an inventory of existing conditions, including background information, forecasts, and trends, and element specific vision, goals, and objectives. The visions and corresponding goals and objectives were developed based on feedback from the community and are intended to meet local expectations and serve as a basis for Town investment and decision making during the 20-year planning period.

The forward-looking planning framework is broken down into three categories of statements that provide guidelines for the future implementation of this plan. They begin at a very high level and get more specific in defining the Town's desired outcome, providing guidance for Town decision making, and outlining specific actions for the Town to take. The categories are as follows:

VISION	Illustrates the desired outcome(s) in the Town over the 20-year planning period.
GOAL	Describes future element specific conditions for Town over the 20-year planning context.
OBJECTIVE	Provides actions that the Town of Jefferson will pursue to accomplish the community goals and vision, which can include ordinances, regulations, plans, and projects.

1.3 PLANNING PROCESS

The Town of Jefferson Comprehensive Land Use Plan 2010-2030 served as the starting point for this plan update. However, updates have been made to address changing conditions, evolving community opinions in the Town of Jefferson, and new technologies. This update includes input from the Town's Plan Commission through periodic updates at Commission meetings and feedback from many Town of Jefferson residents who participated in a community survey.

1.3.1 Timeline and Schedule

Task	Date
Plan Commission Meeting #1 – Presentation	August 30, 2021
Town Board Meeting #1 – Presentation	December 6, 2021
Plan Commission Meeting #2 – Kickoff Meeting	December 27, 2021
Plan Commission Meeting #3	January 31, 2021
Community Survey	March 1 – March 23, 2022
Plan Commission Meeting #4 – Present Community Survey Results	March 28, 2022
Plan Commission Meeting #5 – Present Vision, Goals, and Objectives	April 25, 2022
Plan Commission Meeting #6 – Recommendation	May 23, 2022
Town Board Meeting #2 – Adoption	June 6, 2022

1.3.2 Existing Conditions and Data Collection

This phase of the planning process focused on laying the foundation for the plan by getting a baseline understanding of demographic, economic, and geographic conditions in the Town. Throughout this portion of the planning process, data was collected from various reputable sources and used to build a community profile for the Town. The profile includes population, employment commuting, and other data, a comparison to historic conditions, and the conditions within surrounding cities and towns.

1.3.3 Community Survey

A community survey was used to gather broad input from the Town of Jefferson Community that was used to identify issues and opportunities, understand community priorities, and inform community vision and goals. Questions in the survey ranged from specific topics to broad experiences and covered issues such as community character, development, transportation, recreation, housing, goods and services, community needs, and others.

The survey was open between March 1 and March 23, 2022. Respondents could participate in the survey online or return a paper copy that was mailed to each residence in the Town. In total, 138 responses were collected. A full summary of responses can be found in [Appendix A](#). (Note: 14 additional responses were received after the deadline).

Figure 1-4 shows a word cloud, depicting the words that were most frequently used by survey respondents when answering the question: “Why do you live in the Town of Jefferson?”

Figure 1-4: Example Word Cloud



1.4 ISSUES AND OPPORTUNITIES

Building upon the findings from the 2010-2030 Comprehensive Land Use Plan, the following key topic areas represent issues and opportunities that this plan looks to address over the 20-year planning period. These topics are presented in no particular order and are reflected in the visions, goals, and objectives that are presented by this plan.

Issue/Opportunity	Description	Applicable Element(s)
Balanced Land Use	The Town of Jefferson has abundant natural resources, agricultural, and environmentally sensitive land which provides an opportunity to plan for land use patterns that balance benefits the economic factors, with environmental protection, and aesthetics. Residents have expressed concerns about potential urban sprawl and the managing development along the WIS 26 Bypass interchanges.	Land Use; Agricultural, Natural, and Cultural Resources; Transportation
Rural Character	Many survey respondents stated their preference to live in the Town of Jefferson because of its rural character, small town feel, and the country lifestyle that it provides. Maintaining and enhancing those features is important to community residents.	Land Use; Housing
Town Identity	The Town has a strong sense of history and community, which presents an opportunity to create a recognizable Town identity and marketing plan.	Economic Development
Farmland Preservation	Agriculture has long been a key part of the Town's economy and lifestyle. Protecting farmland and agricultural uses is of key importance to the Town. Opportunities exist for the Town to explore policies and programs that will protect farmland, such as purchase of agricultural conservation easements and transfer of development rights.	Land Use; Agricultural, Natural, and Cultural Resources; Economic Development
Business Development	The Town needs to determine where and what type of business development should take place.	Land Use; Economic Development

Issue/Opportunity	Description	Applicable Element(s)
Value Added Agricultural	Promotion of value-added agricultural products that are produced and marketed in the Town and surrounding area.	Economic Development, Agricultural, Natural, and Cultural Resources
Higher Density Housing	Portions of the Town may be appropriate for higher density housing, including Helenville and areas adjacent to cities.	Land Use; Housing
Urban Buffering	As cities continue to grow, the Town could develop a strategy to create buffers around cities to Town policy intentions.	Land Use; Intergovernmental Relationships
Land Use Coordination	Communication with the Cities of Jefferson and Fort Atkinson on land use issues and growth to ensure coordination between land use priorities and policies.	Land Use; Intergovernmental Relationships
Transportation Resiliency	Consider the resiliency of the transportation system when improving roads, including flood patterns to ensure transportation routes are passable during flooding events.	Transportation
Road Improvements and Maintenance	As infrastructure ages, maintenance needs increase, creating pressure on the Town to keep up with needs. Further, as the Town looks to update and complete maintenance, opportunities exist to ensure that updates will support existing and increasing traffic levels.	Transportation; Intergovernmental Relationships
Bicycle and Pedestrian Infrastructure	Many residents have expressed that they bicycle, walk, or run for recreation. Opportunities exist to improve multimodal facilities, including the widening of shoulders and construction of new connections to existing trail facilities.	Transportation
Town Hall	The Town has the opportunity to construct or lease space for town hall facilities, meeting space, and for the community to interface with Town leadership.	Community Facilities and Utilities

Issue/Opportunity	Description	Applicable Element(s)
Telecommunications Infrastructure	As high-speed internet becomes more of a necessity for telework, virtual school, and telehealth, the Town has the opportunity to work with telecommunications providers to expand high-speed internet services to the portions of the Town that are under served. Further, concerns exist regarding the development impacts of communications towers.	Economic Development; Community Facilities and Utilities; Intergovernmental Relationships
Environmental Protection	The Town has an abundance of environmental features that provide recreational opportunities, ecosystem services, and natural beauty. The opportunity exists to preserve these valued lands, including the Town's wetlands, wooded areas, and water resources.	Land Use; Agricultural, Natural, and Cultural Resources
Renewable Energy Sources	Much discussion in the Town has revolved around the installation of solar facilities within the Town's boundaries. This provides an opportunity for the Town to balance the installation of these facilities with the need to protect and preserve valued farmland.	Land Use; Agricultural, Natural, and Cultural Resources; Economic Development
Redevelopment and Development	New technologies have improved the access and cost of alternative energy sources and green building techniques. This presents an opportunity for new development and redevelopment to include these technologies in construction.	Land Use; Housing
Helenville	The rural hamlet of Helenville provides numerous opportunities for growth for the Town while preserving rural character, prioritizing redevelopment over new development, and maintaining the high quality of life in the hamlet.	Land Use; Housing, Economic Development
Asphalt/Concrete Plants and Gravel Quarries	There is concern in the Town about the impact that these facilities have on the surrounding environment and nearby neighbors.	Land Use; Agricultural, Natural, and Cultural Resources

Issue/Opportunity	Description	Applicable Element(s)
Property Tax Revenue	Potential loss of tax revenue due the annexation of property into adjacent cities making it difficult for the Town to provide all services without increasing taxes on remaining residents.	Community Facilities and Utilities; Intergovernmental Relationships, Land Use
Annexation	The Town faces the potential threat of continued annexation by the Cities of Jefferson and Fort Atkinson. The opportunity exists for the Town to work with the cities to enter agreements to provide for mutually beneficial outcomes of annexation.	Intergovernmental Relationships; Land Use; Community Facilities and Utilities
Shared Services	Many local governments face challenges in providing some services within their own jurisdictions. Opportunities exist to work with other jurisdictions to share services across jurisdictional boundaries.	Community Facilities and Utilities; Intergovernmental Relationships

1.5 TOWN OF JEFFERSON DEMOGRAPHICS

This plan evaluates historic, current, and projected demographics for the Town of Jefferson. To accomplish this, the following data sources are used to show the economic and demographic trends in the Town over time:

- United States Census Bureau - Decennial census counts captured every 10-years are utilized throughout this chapter to provide historic count data. American Community Survey (ACS) estimates and Longitudinal Employer-Household Dynamics (LEHD) data is also used to provide annual estimates.
- Wisconsin Demographics Services Center – The Demographic Services Center provide population projections by age cohort for counties and jurisdictions twice every decade.
- U.S. Bureau of Labor Statistics – The Bureau provides current employment industry data.

Demographic and employment data are presented in three forms – counts, estimates and projections. Each of these data presentations provides important information in telling the story of the Town of Jefferson. Counts represent current or historical data that is the result of gathering information from a source. The U.S. Census Bureau collects counts every ten years through the census

data gathering process. Estimates represent a calculated estimate of current or historic demographics based on a sample of the population. Finally, projections provide predictions for future totals for population and other demographic conditions.

1.5.1 Population

The Town of Jefferson has experienced a decline in its overall population since the turn of the century. The Town's population declined approximately nine percent between 2000 and 2010 and an additional five percent between 2010 and 2020. The Town population as of the 2020 census was 2,067, down from 2,178 in 2010 and 2,395 in 2000.

Jefferson County saw only a slight population increase between 2010 and 2020, growing by 1,214 people or about 1.5 percent. Similarly, Fort Atkinson grew by 1.7 percent during that same timeframe. **Table 1-1** provides population figures over the last three decennial censuses.

Table 1-1: Population Change, 2000-2020

Year	Town of Jefferson		City of Jefferson		City of Ft. Atkinson		Jefferson County	
	Total	% Change	Total	% Change	Total	% Change	Total	% Change
2000	2,395	--	7,388	--	11,621	--	74,012	--
2010	2,178	-9.1%	7,973	7.9%	12,368	6.4%	83,686	13.1%
2020	2,067	-5.1%	7,793	-2.2%	12,579	1.7%	84,900	1.5%

Source: United States Census Bureau

Other towns in the Jefferson County are seeing similar population trends to the Town of Jefferson. The Towns of Aztalan and Hebron declined in population by 5.1 percent and 4.7 percent between 2010 and 2020, respectively. However, the Towns of Koshkonong, Oakland, and Sumner saw modest population growth over that same period. **Table 1-2** shows population changes for surrounding towns between 2010 and 2020.

Table 1-2: Surrounding Town Population Change, 2010-2020

	Town of Jefferson		Town of Aztalan		Town of Hebron		Town of Koshkonong		Town of Oakland		Town of Sumner	
	Count	% Change	Count	% Change	Count	% Change	Count	% Change	Count	% Change	Count	% Change
2010	2,178	--	1,457	--	1,094	--	3,692	--	3,100	--	832	--
2020	2,067	-5.1%	1,382	-5.1%	1043	-4.7%	3,763	1.9%	3,231	4.2%	846	1.7%

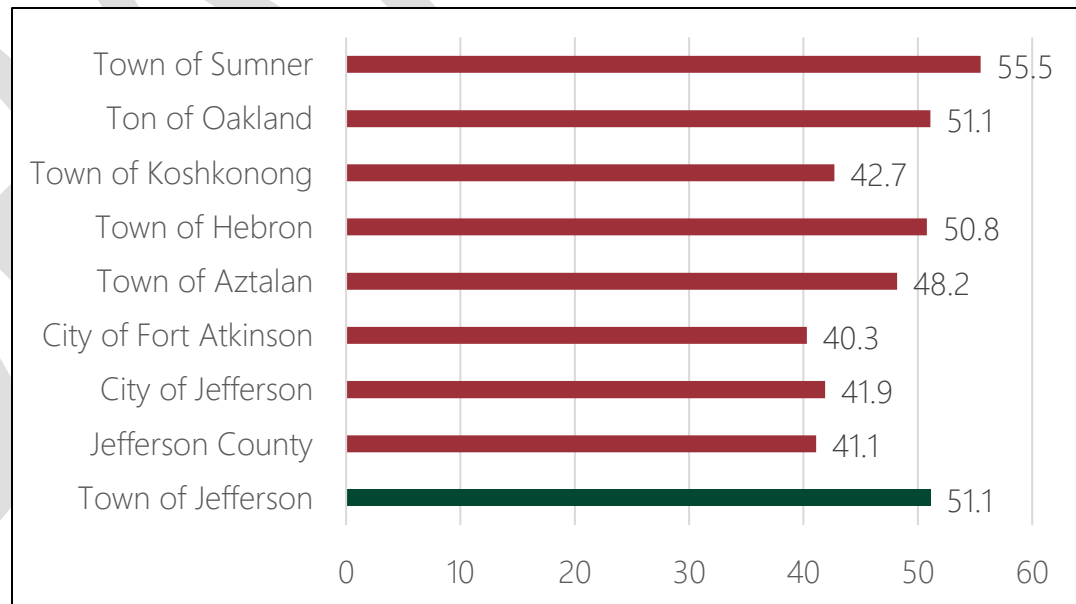
Source: United States Census Bureau

1.5.2 Age Distribution

Some of the population decline in the Town of Jefferson may be due to the annexation of land into the Cities of Jefferson and Fort Atkinson. The Town of Jefferson’s population is older than many surrounding communities, which often contributes to declining populations in a rural community. The median age in the Town is the second highest of Jefferson County communities at 51.1 years. For reference, the median age in Jefferson County is ten years younger at 41.1 years. See **Figure 1-5** for details.

The largest population group in the town is between 55 and 74 years old, with those age groups making up 38 percent of the total Town population. Relatedly, there is a low number of working age residents, with only 37 percent of

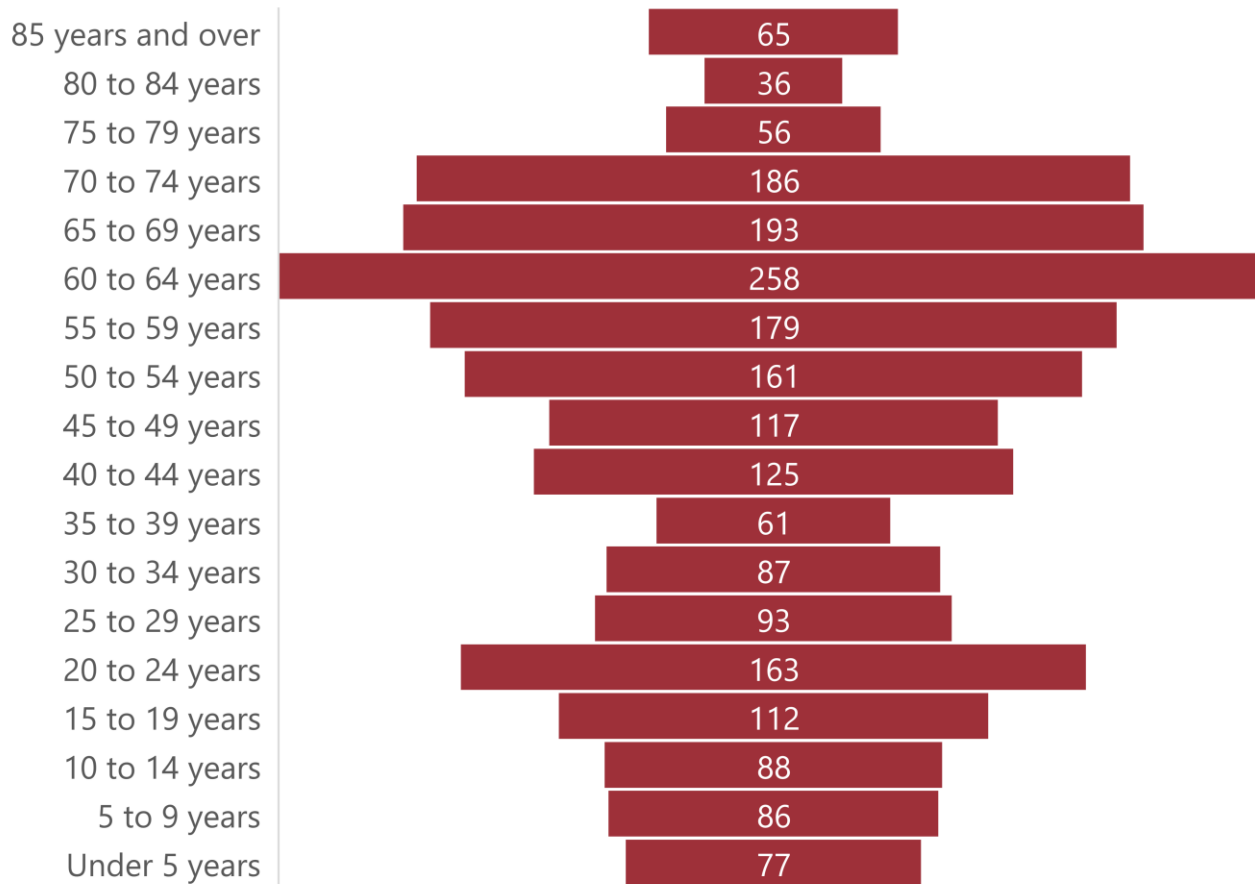
Figure 1-5: Median Age, 2019



Source: American Community Survey, 2019 5-year Estimates

the population being between the ages of 20 and 55. Consistent with that, there are few children under 20 years old, with those age groups only making up approximately 17 percent of the total population. In comparison, Jefferson County is considerably younger, with 25 percent of the population under 20 years old, 44 percent between 20 and 55 years old, and 27 percent between 55 and 74 years old (see **Figure 1-6**).

Figure 1-6: Town of Jefferson Population Pyramid, 2019



The Town of Jefferson Population Pyramid for 2019 is top heavy, with the largest population groups in the 55 to 74 age groups. This characteristic indicates a declining population.

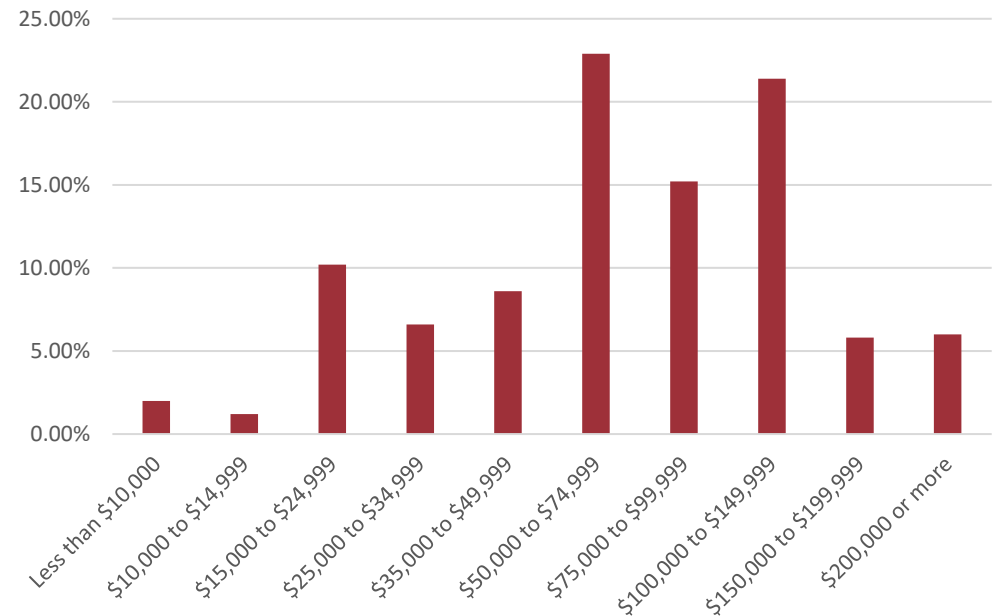
Source: American Community Survey, 2019 5-year Estimates

1.5.3 Education and Income

In general, the Town of Jefferson has high income levels as compared to its neighbors. In 2019, the Town of Jefferson’s median household income was over \$71,000. In comparison, the City of Jefferson and City of Fort Atkinson’s median household income was under \$60,000 per year. Further, 59 percent of the Town’s households have an annual income between \$50,000 and \$150,000, with relatively low percentages below \$25,000 (13 percent) and over \$150,000 (12 percent). See **Table 1-3** for details.

Table 1-3: Town of Jefferson Household Income, 2019

Town of Jefferson	
Median income (dollars)	\$71,364
Mean income (dollars)	\$93,890
Household Income by Bracket	
Less than \$10,000	2.0%
\$10,000 to \$14,999	1.2%
\$15,000 to \$24,999	10.2%
\$25,000 to \$34,999	6.6%
\$35,000 to \$49,999	8.6%
\$50,000 to \$74,999	22.9%
\$75,000 to \$99,999	15.2%
\$100,000 to \$149,999	21.4%
\$150,000 to \$199,999	5.8%
\$200,000 or more	6.0%



Source: American Community Survey, 2019 5-year Estimates

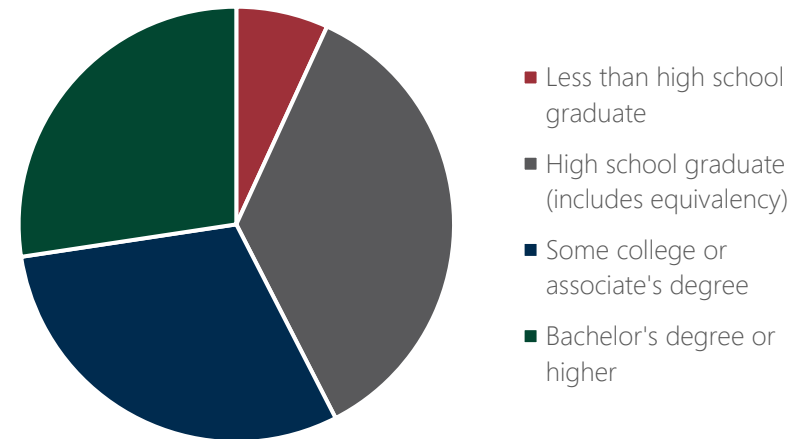
Approximately 57.4 percent of the Town of Jefferson population (aged 25-64) have completed some college coursework, or obtained an Associate’s degree, Bachelor’s degree, or higher. Thirty-six percent of residents has obtained a high school degree as their highest

level of educational attainment. While 57 percent have some college or an associate's degree. Less than seven percent of the Town of Jefferson's population aged 25-64 has less than a high school degree (see **Table 1-4**).

Table 1-4: Town of Jefferson, Educational Attainment, 2019

Highest level of education	Total	Percent
Population 25 to 64 years	1,081	--
Less than high school graduate	74	6.8%
High school graduate (includes equivalency)	385	35.6%
Some college or Associate's degree	326	30.1%
Bachelor's degree or higher	296	27.3%

Source: American Community Survey, 2019 5-year estimates



1.5.4 Household Characteristics

According to the American Community Survey 2019 5-year estimates, there are 931 total housing units in the Town of Jefferson. 95 percent of those are occupied, with an occupancy rate of about five percent. A vast majority of the units are occupied by the owner, with 86-percent of the units being owner occupied and eight percent occupied by renters (see **Table 1-5**).

Table 1-5: Town of Jefferson Housing Units, 2019

	Total	Percent
Total Housing Units	931	--
Occupied Housing Units	882	94.7%
Vacant Housing Units	49	5.3%
Owner Occupied	804	86.4%
Renter Occupied	78	8.4%

Source: American Community Survey, 2019 5-year estimates

The average household size for the Town is 2.4, which is larger than for the City of Jefferson, but smaller than the Towns of Koshkonong and Hebron and the City of Fort Atkinson. There are 560 married couple families, 55 cohabiting couple households, and 107 householders living alone in the Town of Jefferson (see **Table 1-6**).

Table 1-6: Housing Occupancy Characteristics for the Town of Jefferson and Surrounding Communities

	Town of Jefferson	City of Jefferson	Town of Koshkonong	Town of Hebron	City of Fort Atkinson
Total households	882	3,250	1,410	449	5,009
Average household size	2.40	2.32	2.63	2.42	2.43
Average family size	2.81	2.89	2.96	2.79	2.90
Married-couple family	560	1,646	962	310	2,205
Cohabiting couple household	55	232	80	23	530
Householder living alone	107	480	132	61	528

Source: American Community Survey, 2019 5-year estimates

1.6 TOWN OF JEFFERSON POPULATION PROJECTIONS

Population projections are an important aspect of comprehensive planning, as they can assist in getting an understanding of the amount of growth that is expected throughout the planning period. Two projections are included in this plan, projecting growth in the Town of Jefferson between the 2020 census and 2045.

The first projection is adjusted population estimate based on the State of Wisconsin Department of Administration projections that were issued in 2013. The State Population Projections estimate population growth through 2040 through an analysis of in and out migration and birth and death rates. The report includes population predictions by county, city, town, and village. The adjusted population shows increasing population between 2020 and 2035 and declining population between 2035 and 2045, for a total population growth of five-percent between 2020 and 2045.

The second projection is a straight-line projection based on the 2010 to 2020 growth rate for the Town of Jefferson. That rate assumes a 5.1 percent decline in population every ten years, resulting in a total population decline of twelve percent by 2045. See **Table 1-7** for full details.

Table 1-7: Town of Jefferson Population Projections, 2020-2045

Projection Type	U.S. Census		Population Projection				
	2010	2020	2025	2030	2035	2040	2045
Wisconsin DOA Adjusted Projection*	2,178	2,067	2,121	2,166	2,180	2,176	2,171
2010 to 2020 Growth Rate**	2,178	2,067	2,014	1,963	1,913	1,864	1,817
Average	2,178	2,067	2,068	2,065	2,047	2,020	1,994

*The Wisconsin DOA Adjusted Projection was created by applying the DOA's 2013 5-year growth rates for 2025 to 2040 to the 2020 Census Total, and then applying the 2035 to 2040 growth rate to 2040 to calculate the 2045 projection

**The Census Growth Rate utilized the average annual rate of change between the 2010 and 2020 Census totals to calculate population changes

2 LAND USE

Land use is one of the more significant aspects of comprehensive planning. This chapter provides the tools that will shape the future of the Town of Jefferson. It incorporates feedback from the community to identify goals, objectives, and a comprehensive land use vision for the Town. 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.

Since 1999, the Town of Jefferson has followed the *Jefferson County Agricultural Preservation and Land Use Plan* and Zoning Ordinance. Most new residential construction occurs on rural lots that are split off from larger parcels. The Jefferson County Land Division Ordinance allows for a limited number of agriculturally zoned residential lots.

Land Use Planning Framework

The State of Wisconsin's Comprehensive Planning Law (enacted in 1999) requires that adoption or amendment to city, village, town, or county zoning, shoreland/wetland zoning, subdivision regulation, or official mapping ordinance must be consistent with the jurisdictions adopted comprehensive plan. The overall vision and guiding principles for Town of Jefferson should guide decisions regarding zoning development and land use. However, Wisconsin counties do have significant land use authority in unincorporated areas outside cities and villages. This authority can include the implementation of agricultural preservation plans, zoning regulations, subdivision ordinances, and rural development planning, which this plan must be consistent with.

Applicable Issue/Opportunity

Balanced Land Use

Rural Character

Farmland Preservation

Business Development

Higher Density Housing

Urban Buffering

Land Use Coordination

Environmental Protection

Renewable Energy Sources

Development and Redevelopment

Asphalt/Concrete Plants and Gravel Quarries

2.1 EXISTING CONDITIONS

This section provides an overview of existing land use conditions within the Town of Jefferson, including mapping existing land use, over-viewing existing zoning, and evaluating other factors that should be considered when evaluating land use.

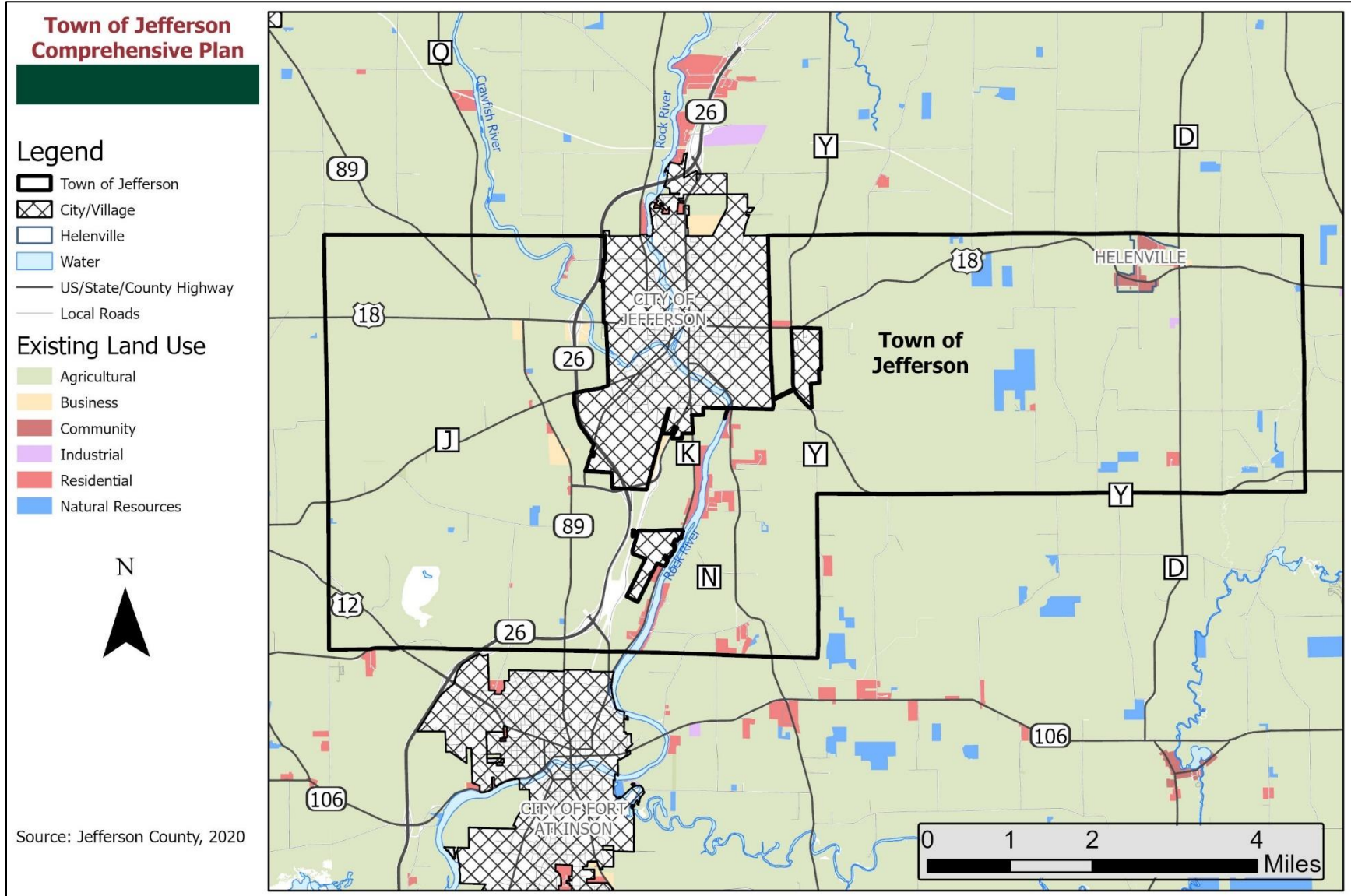
2.1.1 Existing Land Use

The dominant land use in the Town of Jefferson is agricultural, accounting for 97 percent of the 26,079 total acres in the Town. Beyond that, residential and natural resources make up about one and a third percent of the total land area in the Town. Everything else, business, community and industrial make up 11, 77 and nine acres respectively (see **Table 2-1** and **Figure 2-1**)

Table 2-1: Existing Land Use Categories

Existing Land Use Category	General Definition	Acres	Percent of Total
Agricultural	Lands used to produce agricultural goods and services. Uses include farmsteads, crop lands, and pasture lands.	25,191	96.60%
Business	Lands used for commercial sales and services. Uses include retail stores, offices and other commercial development.	111	0.43%
Community	Uses that provide a community service or function for the surrounding area.	77	0.30%
Industrial	High intensity uses that include manufacturing and warehousing uses.	9	0.03%
Residential	Lands that provide housing uses, from large lot residential uses to multiple family developments.	341	1.31%
Natural Resources	Natural resources within the county, including open spaces and forested areas.	350	1.34%
Total		26,079	100.00%

Figure 2-1: Existing Land Use, 2020



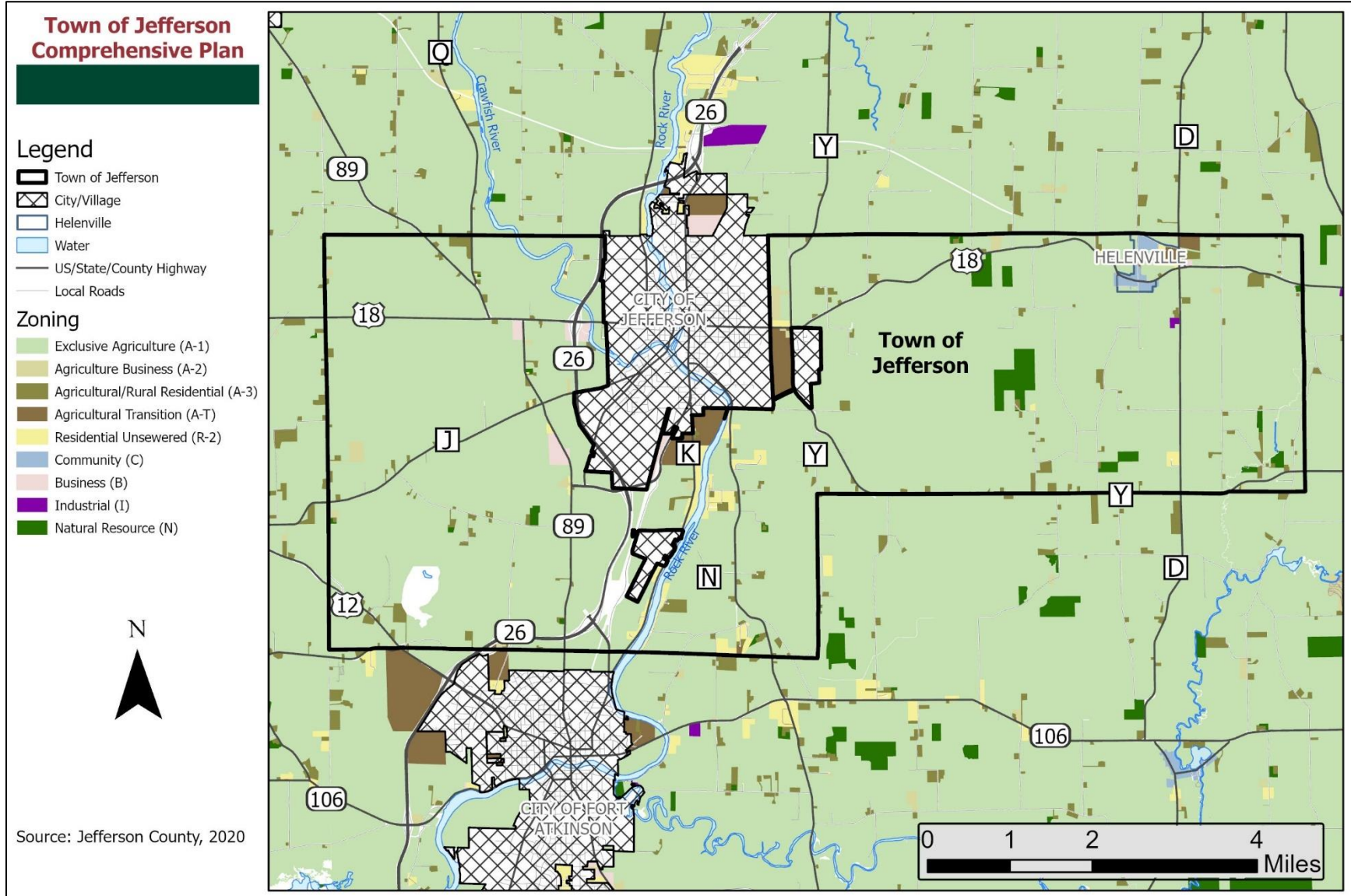
2.1.2 Zoning

Most land within the Town of Jefferson is dedicated exclusively to agricultural use (see **Table 2-2** and **Figure 2-2**). However, the smaller proportion of land designated as other zoning classifications have significant impacts on this vital farmland. Understanding the use and current size of each district is important in identifying existing and future threats to agricultural conversion.

Table 2-2: Zoning Classifications in the Town of Jefferson

Zone	Abbr.	Description	Acres	Percent of Total
Exclusive Agriculture	A-1	This district promotes the continued agricultural uses on the best quality agricultural land. This district may only be used in areas designated as Agricultural Preservation Areas.	23987	92.51%
Agricultural and Rural Business	A-2	This zoning district provides for manufacturing, storage warehousing, marketing or industrial activities that are related to the agricultural industry.	147	0.57%
Agricultural/Rural Residential	A-3	This zoning district allows limited rural residential development on lands which are predominantly agricultural areas.	582	2.24%
Agricultural Transition	A-T	Agricultural Transition zones are meant to preserve agricultural lands near developed areas for appropriate future growth.	324	1.25%
Residential Unsewered	R-2	Non-farm single-family residential areas not serviced by public sewer. Some conditional uses are allowed, but not generally commercial uses.	350	1.35%
Community	C	The Community district identifies areas which traditionally serviced nearby farms and residences but were not legally incorporated into villages or cities.	77	0.30%
Business	B	Business zoning district identifies areas that are appropriate for non-agricultural commercial land.	111	0.43%
Industrial	I	Industrial district identifies areas suited for non-agricultural industrial development – often due to location, topography, streets, utilities, and relationship to other land uses.	9	0.03%
Natural Resource	N	The Natural Resource zoning district prohibits development due to ground water, significant wildlife habitat, natural vegetation, or the need to protect water quality.	341	1.32%

Figure 2-2: Zoning in the Town of Jefferson



2.1.3 Physical Characteristics of Land

Land use possibilities depend to a great extent on the existing and natural characteristics of the land. The Natural Resource Conservation Services (NRCS) 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.

Additional information about is this provided in the Agricultural, Natural, and Cultural Resources chapter. Prime agricultural soil types are described in **Section 4.1.3** and shown in **Figure 4-3**. Floodplains are described in **Section 4.1.5** and shown in **Figure 4-6**.

Slopes

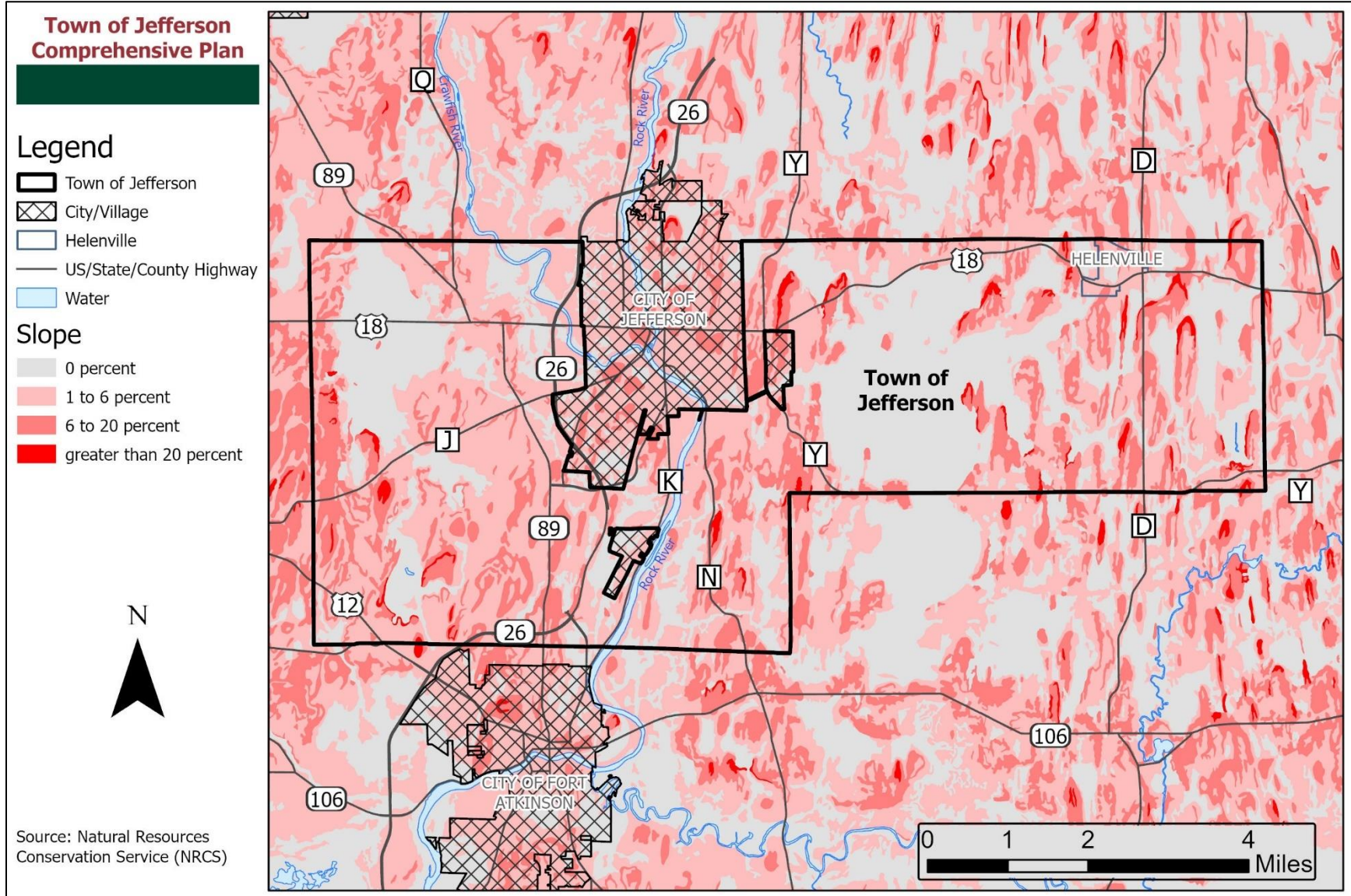
Slopes have a significant impact on how land can sustainably be used. Slopes affect erosion, drainage, and types of uses than can occur on site. In particular, slopes greater than twelve percent are generally considered highly erodible. Additionally, building on steep soils can increase erosion and stormwater 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.

The *Jefferson County Agricultural Preservation and Land Use Plan* environmental corridor goals includes “prohibit buildings, road construction, or land disturbance associated with nonagricultural development on slopes in excess of 20 percent as determined by the USDA Soil Survey GIS map when area is grassed or wooded. Buildings, road construction, or land disturbance is allowed on slopes in excess of 20 percent when land has been previously cultivated.”

Large portions on the Town have slopes between one and six percent and significant areas exceeding six percent. See **Figure 2-1** for a map of slopes within the Town of Jefferson.



Figure 2-3: Slopes in the Town of Jefferson



Conventional Septic Suitability

Soil properties impact the suitability of a site to have a conventional septic system. While newer technologies allow for siting of alternate types of septic systems that are less dependent on the soil types, they are often more expensive than conventional systems.

According to the Environmental Protection Agency (EPA), a conventional system is “a decentralized wastewater treatment system consisting of a septic tank and a trench or bed subsurface wastewater infiltration system (drainfield). Effluent filters through the stone and is then further treated by microbes once it reaches the soil below the gravel/stone trench.”¹

Favorable soil properties and site conditions are needed for proper functioning of conventional septic tank absorption fields. Percolation tests are required to verify the suitability of the soil for private septic systems and the appropriate type of system. Soils suitability for conventional septic systems is rated slight, moderate, and severe in the Town, which indicates that many of the soil types in the Town of Jefferson have severe limitations for septic absorption fields.

The soils that are suitable for septic systems are generally found in the higher elevations away from rivers and streams. **Figure 2-4** shows the location of soils that are favorable for conventional septic systems.

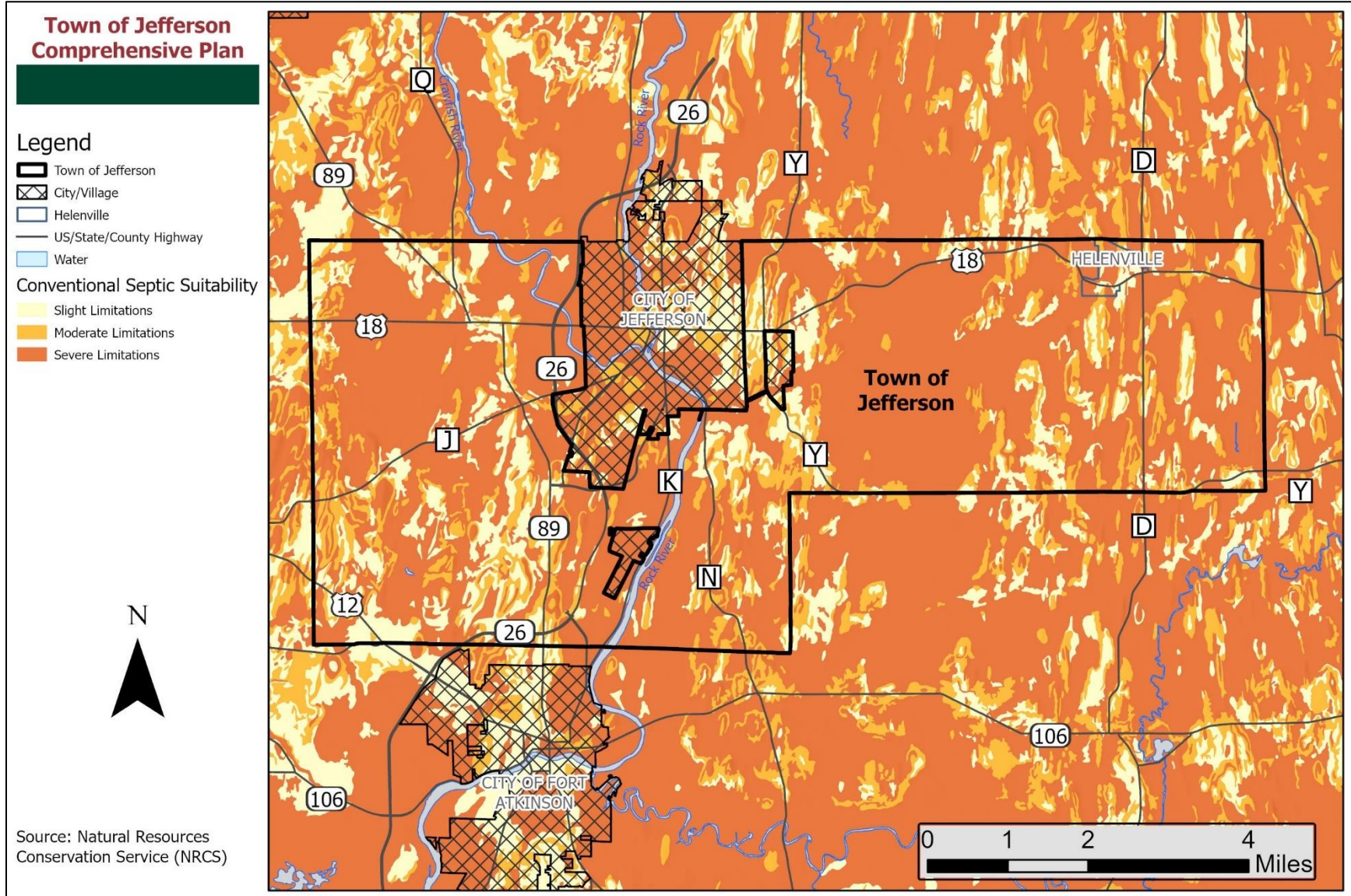
Non-conventional septic systems:

Numerous non-conventional septic systems have been developed, which include:

- Chamber System
- Drip Distribution System
- Aerobic Treatment Unit
- Mound Systems
- Recirculating Sand Filter System
- Evapotranspiration System
- Constructed Wetland System

¹ Types of Septic Systems, Environmental Protection Agency. <https://www.epa.gov/septic/types-septic-systems#:~:text=treatment%20and%20dispersal.-,Conventional%20System,family%20home%20or%20small%20business.>

Figure 2-4: Conventional Septic System Suitability



2.1.4 Agricultural Preservation

Agricultural preservation was identified by the Town of Jefferson Community as high importance as a part of this plan. As a part of the Community Survey, residents were asked what the largest challenge that the Town will encounter over the next 20 years. The most popular response was the threat of urban growth creating sprawl into the rural areas and the third most common response was the loss of farmland. Additionally, the topic of farmland preservation was addressed as a part of almost every question that was asked.

Jefferson County Agricultural Preservation and Land Use Plan

The [*Jefferson County Agricultural Preservation and Land Use Plan*](#) (adopted in 2021) address agricultural preservation in the Town of Jefferson and the county as a whole. The plan includes specific methods, policies, and guidance for guiding appropriate growth. Those tolls include:

- Agricultural Preservation Areas
- Agricultural Enterprise Areas
- Agricultural Transition Zoning Regulations
- Defined town, village, and rural development area 15-year growth boundaries

The ***Jefferson County Agricultural Preservation and Land Use Plan***, states:

Jefferson County connects with its strong history of agricultural heritage, identity and economic future. There are over 220,000 acres of land identified as in use by a farm according to the 2017 Agricultural Census. The county is ranked among the top Wisconsin counties for production of poultry and eggs in 2017, recording sales of over \$110 million.

Jefferson County is committed to agricultural preservation. Beginning in the mid-1970's the county was an early leader in farmland preservation efforts in the state. The program was strengthened through administration and additional planning in the 1990's and 2000's. Current efforts have continued to reinforce the strong desire for active preservation of farmland. The county continues to use the Purchase of Agricultural Conservation Easement (PACE) program, among other activities, to preserve land for agricultural use.

Farmland Preservation Programs and Tools

A variety of programs and tools exist to support the Town of Jefferson’s agricultural preservation goals and vision.

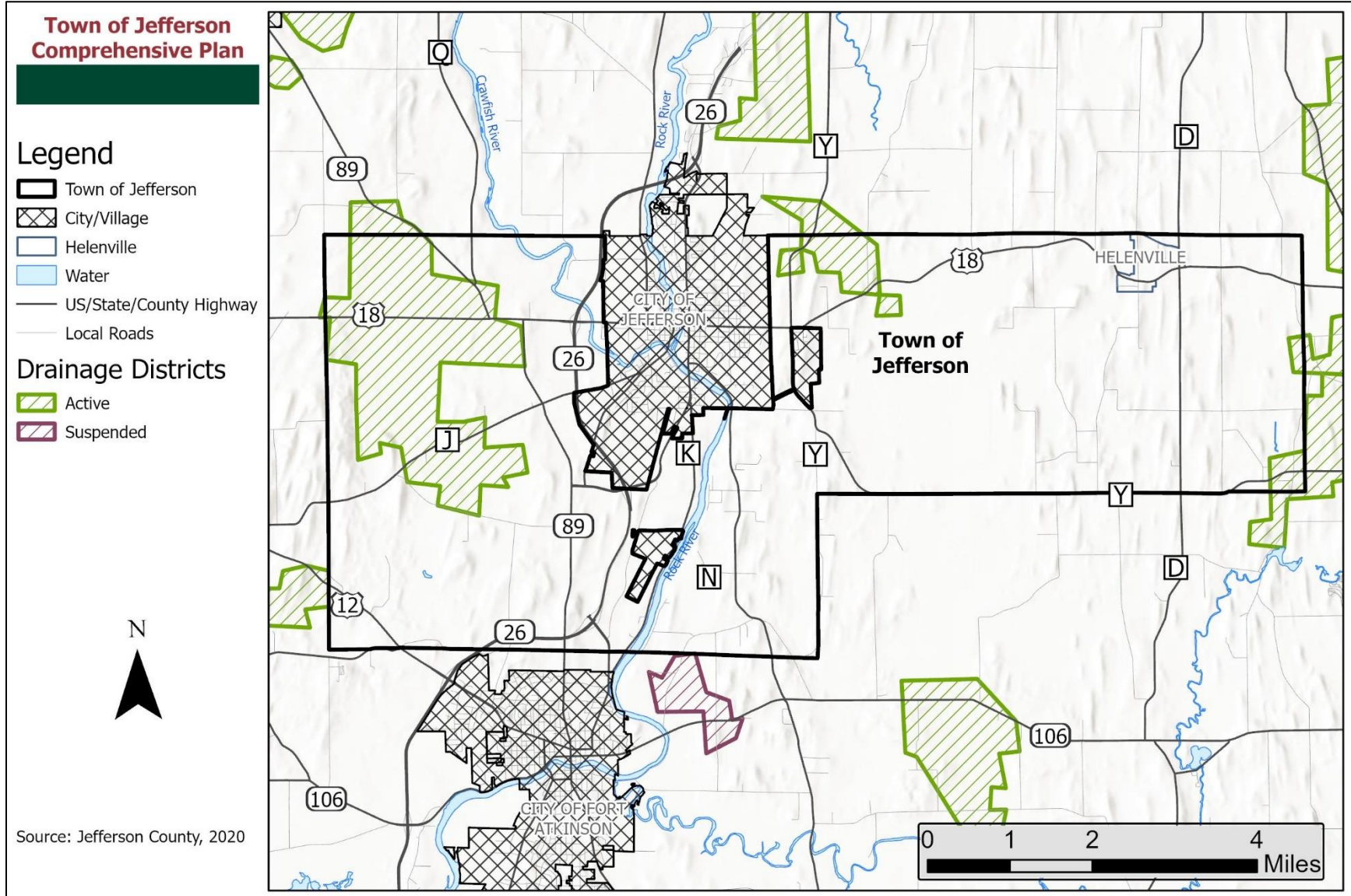
Program/Tool	Description
<p>Agricultural Enterprise Areas</p>	<p>Agricultural Enterprise Areas (AEA) are designated contiguous land areas devoted primary to agricultural use. When designated as an AEA, landowners have access to specific tax benefits. To have land designated as an AEA, owners must submit a petition explaining the current and future agricultural use and value. Applications are approved through a competitive evaluation process and selected by the Department of Agriculture, Trade and Consumer Protection.</p> <p>As agricultural land is often under pressure for development, the county utilizes AEAs to support preservation of the most valuable agricultural lands. This program provides economic incentive for current landowners to maintain agricultural use of the land. Land located within agricultural preservation zoning and an AEA currently qualify for \$10.00 in income tax credits per acre through the Wisconsin Working Lands Initiative. The State of Wisconsin is authorized to designate up to one million acres of AEA.</p>
<p>Land and Water Resources Management Plan</p>	<p>The Land and Water Resources Management Plan works to restore, improve, and protect land and water resources in Jefferson County so that residents have access to productive farmland, healthy natural areas, and clean water to use and enjoy. The plan includes information on the county’s soil and water resources, implementation, applicable laws and ordinances, and goals, objectives, and actions related to land and water management. With an extensive and detailed list of existing resources and programs, this plan is a valuable resource for any land and water activities. The plan identifies five goals that frame the objectives and activities that the county can work towards.</p>
<p>American Farmland Trust</p>	<p>The American Farmland Trust released a “Farms Under Threat” report which displayed converted farmland and quality of agricultural land across the country. The converted farmland maps, which show agricultural land which was converted to highly developed (UHD) and low-density residential (LDR) uses, revealed almost 250,000 acres in the state were converted between 2001-2016. The quality of agricultural land was mapped using productivity, versatility, and resiliency (PVR) ratings, and found Jefferson County has a significant amount of high-quality agricultural land susceptible to conversion.</p> <p>The data supplied by the American Farmland Trust can guide Jefferson County preservation strategies to protect agricultural land at high risk of conversion and measure the effectiveness of the county’s preservation model.</p>

Program/Tool	Description
<p>Transfer of Development Rights</p>	<p>Transfer of development rights (TDR) allows landowners to sell the rights to develop a parcel of land in the rural areas the owner of a different parcel that is located in an area more suitable to residential development. TDR promotes preservation of agricultural land while allowing land owners to take advantage of the development right that exists on the property.</p>
<p>Cluster Subdivision</p>	<p>Cluster subdivision ordinances encourage the grouping of lots within a larger development in such a way that large tracts of agricultural or natural land is set aside to remain in its current state.</p>
<p>Other Tools</p>	<p>Numerous other tools exist, including the following:</p> <ul style="list-style-type: none"> • Exclusive agricultural zoning. • 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.

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 drainage of stormwater throughout the district. 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. There are currently three drainage districts that cross into the Town of Jefferson (see **Figure 2-5**).

Figure 2-5: Drainage Districts in the Town of Jefferson



2.1.5 Energy Production Facilities

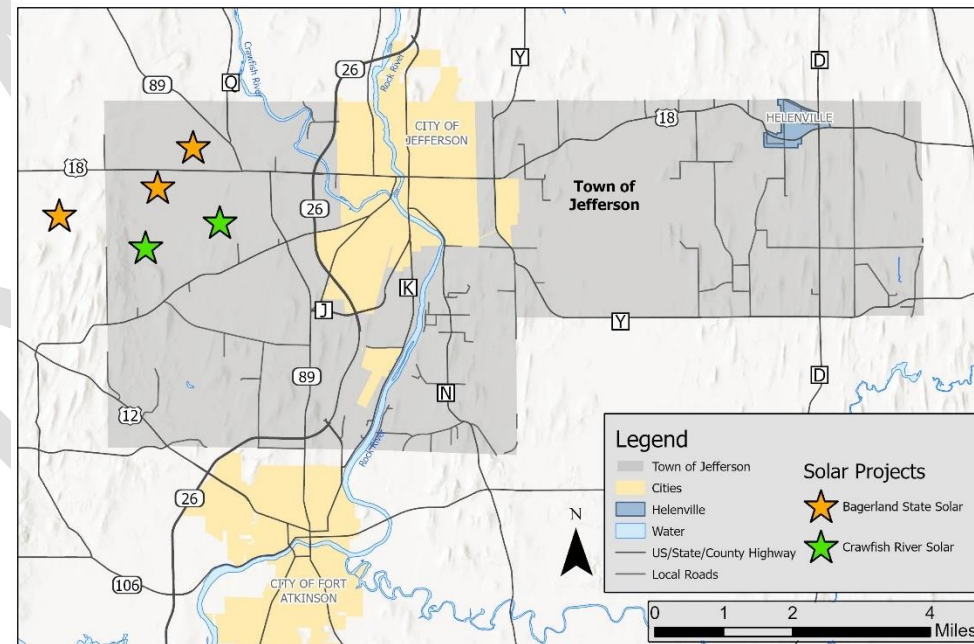
As solar and wind technologies have improved over time, the demand for land to build decentralized energy production facilities, such as solar and wind farms, has increased. The Town of Jefferson has seen that play out in recent years. Two solar energy production facilities are planned or under construction within the Town. The Crawfish River Solar Project is a 500-acre project, and the Badgerland State Solar Project is about 1,200 acres, both located west of the City of Jefferson (see **Figure 2-6**).

Respondents were asked if they supported the construction of these types of systems in the Town as a part of the Community Survey. There was a mixed response, with 37 comments in support, 22 comments neutral, and 30 comments opposed. The majority of those opposed expressed concern over the potential loss of farmland as a result.



Source: www.badgerstatesolar.com

Figure 2-6: Solar Projects



2.2 LAND USE VISION, GOALS, AND OBJECTIVES

This plan provides three categories of land use statements that provide guidelines for the future implementation of this plan. They begin at a very high level and get more specific in defining the Town's desired outcomes, providing guidance for Town decision making, and outlining specific actions for the Town to take. The categories are as follows:

VISION	Illustrates the desired outcome(s) in the Town over the 20-year planning period.
GOAL	Describes future element specific conditions for Town over the 20-year planning context.
OBJECTIVE	Provides actions that the Town of Jefferson will pursue to accomplish the community goals and vision, which can include ordinances, regulations, plans, and projects.

Land Use Vision: The Town of Jefferson is a livable community, that provides a high quality of life to current and future residents, through the protection of environmentally sensitive areas and agricultural land, proactive growth management, and the implementation of land use policies that maintain the Town's character.

Land Use Goal 1 – Ensure that regulations and governmental decision making provides equity and fairness to all Town residents.

Objective LU 1.1 – Utilize the *Town of Jefferson Comprehensive Plan*, ordinances, and policies when making land use and zoning decisions.

Objective LU 1.2 – Institute policies to inform Town residents of potential zoning or land use changes, updates to

planning documents, and other governmental actions.

Land Use Goal 2 – Preserve the Town of Jefferson’s agricultural land and atmosphere.

Objective LU 2.1 – Partner with land trusts, Jefferson County, the State of Wisconsin, and others to preserve agricultural land.

Objective LU 2.2 – Approve the purchase of voluntary agricultural conservation easements that enable agricultural land to remain in production.

Objective LU 2.3 – Consider implementing a transfer of development rights program to cluster or move potential development sites from agricultural land to a designated infill area.

Objective LU 2.4 – 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.

Objective LU 2.5 – Provide information on the State of Wisconsin’s Purchase of Agricultural Conservation Easement (PACE) program and donated easement programs to all those making rezoning requests.

Land Use Goal 3 – Participate in growth management efforts to limit urban sprawl; maintain the Town’s rural character; and protect and preserve agricultural and natural resources.

Objective LU 3.1 – Encourage infill and redevelopment as the preferred method of development rather than converting agricultural, natural, and other resource land.

Objective LU 3.2 – Focus growth management efforts in the portions of the Town that have increased development pressure, with an emphasis on urban service areas of adjoining cities.

Objective LU 3.3 – Advocate for conservation easements on lands adjacent to cities to prevent changing land uses and discourage annexation.

Objective LU 3.4 – Participate in local and regional planning meetings, including, but not limited to cities, the County, and the Jefferson County Economic Consortium.

Land Use Goal 4 – Accommodate appropriate residential and commercial infill and redevelopment opportunities within the rural hamlet of Helenville, while maintaining its rural charm and preserving its historic properties.

Objective LU 4.1 – Ensure that development and redevelopment within Helenville is consistent with the standards set out in **Section 2.4 The Rural Hamlet of Helenville**.

Objective LU 4.2 – Encourage infill and redevelopment of existing properties as the preferred form of development within Helenville.

Objective LU 4.3 – Support the location of businesses within Helenville that serve residents, recreation users, and farmers.

Objective LU 4.4 – Retain the rural charm of Helenville by encouraging historic preservation, maintaining public parks and spaces, protecting wetlands, and involving residents in land use decisions.

Objective LU 4.5 – Require site plans for redevelopment and new development within Helenville that shows adequate parking, septic system, buried tanks, a contamination removal plan if necessary, and drainage and infiltration areas.

2.3 FUTURE LAND USE PLAN

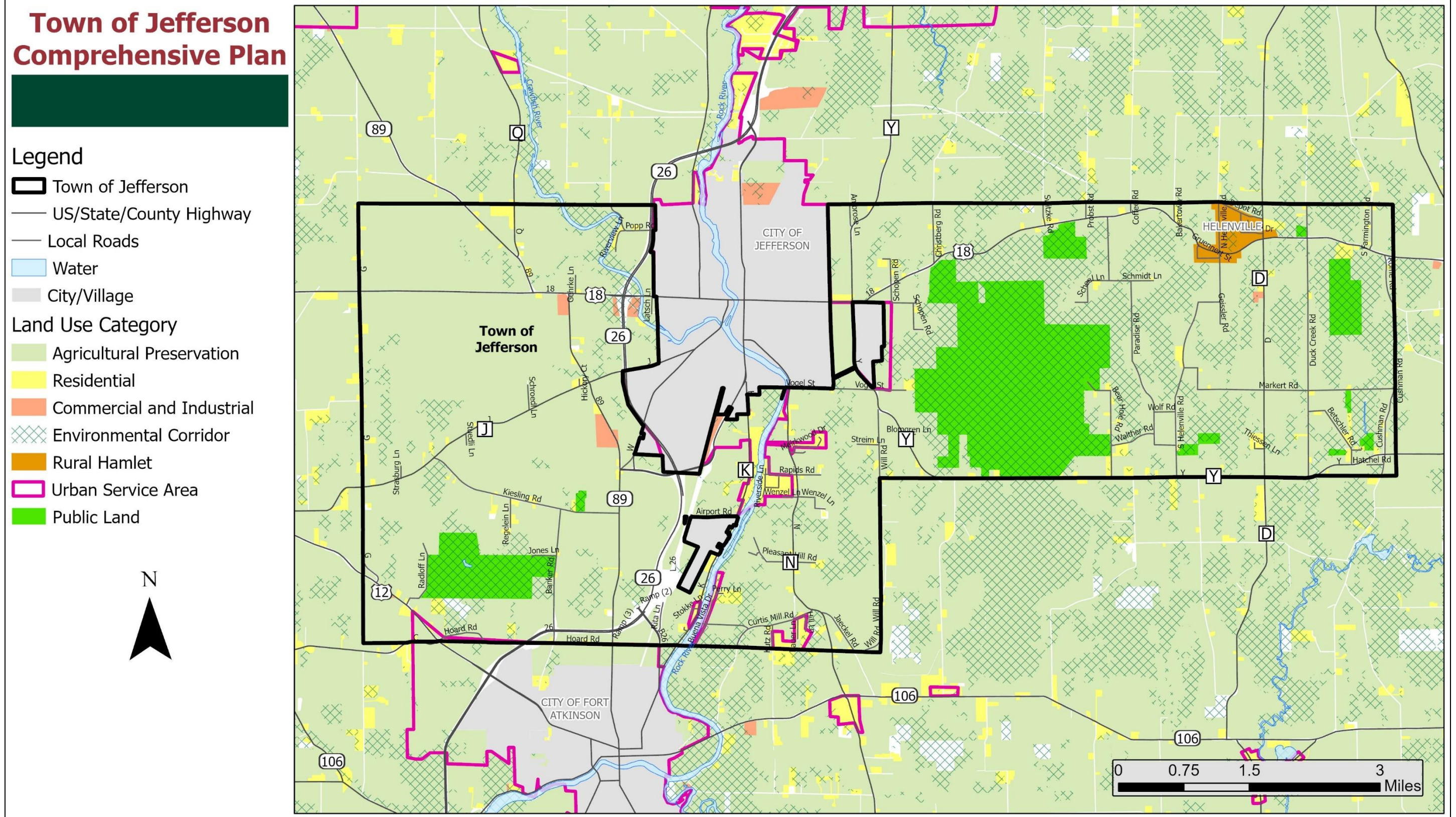
The following information should guide future land use and zoning in the Town of Jefferson. The primary goal of the policies included here are to protect and preserve agricultural land consistent with the *Jefferson County Agricultural Preservation and Land Use Plan*.

2.3.1 Land Use Plan Categories

The following land use categories refer to the Land Use Plan Map, **Figure 2-7**. 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.

Category	Description
Agricultural Preservation	The agricultural preservation land use category is primarily for farming, agricultural business, and natural areas. Section 2.1.4 Agricultural Preservation includes tools for the preservation of agricultural land.
Residential	Areas identified as residential are those parcels that are located within the Residential Unsewered (R-2), Rural Residential (A-3), or Community (C) zoning districts.
Rural Hamlet	Rural hamlets are defined in the <i>Jefferson County Agricultural Preservation and Land Use Plan</i> "a collection of small-scale, usually older buildings in a town, often located at or near the crossroads of two rural highways, and typically including some mix of residential and non-residential uses." Section 2.4 The Rural Hamlet of Helenville specifically addresses land use in the Town's rural hamlet of Helenville.
Environmental Corridor	Key elements of the county's natural resources system including Wisconsin Department of Natural Resources (WDNR) delineated wetlands, one percent annual chance floodplains, publicly owned parks, upland woods, areas of greater than 20 percent slopes, and wildlife habitat areas.
Commercial/Industrial	Commercial/Industrial areas are those parcels that are located within the Business (B) or Industrial (I) zoning districts.
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.
Public Land	Public land is land owned and/or operated by the Wisconsin Department of Natural Resources or Jefferson County, typically used for parks and preservation areas.

Figure 2-7: Town of Jefferson Future Land Use Map



2.3.2 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. In certain instances, the Town of Jefferson has adopted more restrictive standards and policies where it can work to accomplish the following goals:

- To preserve agricultural land for farming and agribusiness.
- 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.

The following policies and standards shall guide land use decision making by the Town Board:

A parcel that is located in the Agricultural Preservation land use category on the Future Land Use Map and the Exclusive Agricultural (A-1) zoning district may only be rezoned to Agricultural/Rural Residential (A-3) when the following restrictions are met:

- A. A minimum lot size of one (1) acre.
- B. A minimum of 35 contiguous acres under single ownership is required to obtain a zoning amendment to divide into lots of one (1) or more acres.
- C. The size, location, and dimensions of lots on the parent parcel shall meet the following criteria:
 1. *Soil Type* – Lot splits shall be located on non-prime soils and outside of wetlands, wooded areas, and environmental corridors. Lot splits may be located on prime soils when one of the other criteria (NAMES) more important.
 2. *Clustering Priorities* – The preferred location of the lot split on the parent parcel shall follow the following preference order:
 - Adjacent to a non-farm A-3 or A-1 parcel with an existing home.

- Adjacent to an unbuilt A-3 parcel with a natural buffer for farming buildings or activities.
 - Across the road from a A-3 or A-1 parcel with an existing home, with a natural buffer for farming buildings or 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* – Sites shall be designed such that:
 - 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.

The following standards must be met for dividing a Residential Unsewered (R-2) parcel or rezoning a parcel to Residential Unsewered (R-2):

- A. A minimum lot size of one (1) acre.
- B. A minimum of two (2) 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.

The following restrictions apply to the establishment of any mining operations (aggregate or borrow pits):

- 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.

2.4 THE RURAL HAMLET OF HELENVILLE

Helenville is designated a “rural hamlet” in the [Jefferson County Agricultural Preservation and Land Use Plan](#) (Agricultural Preservation Plan), with clustered homes and businesses located in a rural area that is not served by public sewer service. The County defines rural hamlets as:

“A collection of small-scale, usually older buildings in a town, often located at or near the crossroads of two rural highways, and typically including some mix of residential and non-residential uses. Rural hamlets are not served with public sewer or water systems. Some rural hamlets are appropriate for additional growth, while others are not, often as a result of environmental conditions or local preferences.”



Helenville is one of ten designated rural hamlets in the county. Rural hamlet are areas under the jurisdiction of town governments that may have the potential for limited development if the Town prepares a detailed plan for the area. Further, the Agricultural Preservation Plan states that the purpose of rural hamlets is to:

- Design and locate housing in rural areas in a manner that minimizes adverse impacts on agriculture and maintains the rural character in Jefferson County.
- Provide sites in the rural parts of Jefferson County that are suitable for limited rural residential development.
- Provide areas for limited growth and development for rural towns.
- Acknowledge the presence of historic hamlet communities within towns.

This section of the plan outlines development priorities for Helenville and incorporates feedback from the Town of Jefferson Community to create a goal and set of objectives for the rural hamlet.

2.4.1 Helenville Existing Conditions

Helenville has a mix of residential and small business uses and features a local park, where summer celebrations and tractor pulls are held. An initial growth boundary for Helenville was established in the 1999 *Jefferson County Agricultural Preservation and Land Use Plan* and has been maintained to this day. Throughout the Town of Jefferson's planning processes, meetings have been held with Helenville residents to find out their interests as property owners and residents.

Generally, residents have agreed that the borders of Helenville should not be expanded. That rehabilitation of existing housing stock within Helenville should be the first priority, with allowing and encouraging infill and redevelopment as a secondary option. The residents expressed welcoming to agricultural businesses and other commercial type uses, but do not believe that industrial uses within Helenville would be appropriate.

Current zoning within Helenville is dominated by the Community (C) zoning district, followed by the Residential Unsewered (R-2) and Agricultural Transition (A-T) zones (see **Figure 2-8**).

The majority of the land within Helenville has severe limitations for the installation of conventional septic systems (see **Figure 2-9**). With the soil quality in the area, the addition of additional conventional septic systems may increase the burden on existing soils. Due to that, shared or engineered private waste treatment and water supply systems will be encouraged.

Figure 2-8: Zoning within the Rural Hamlet of Helenville

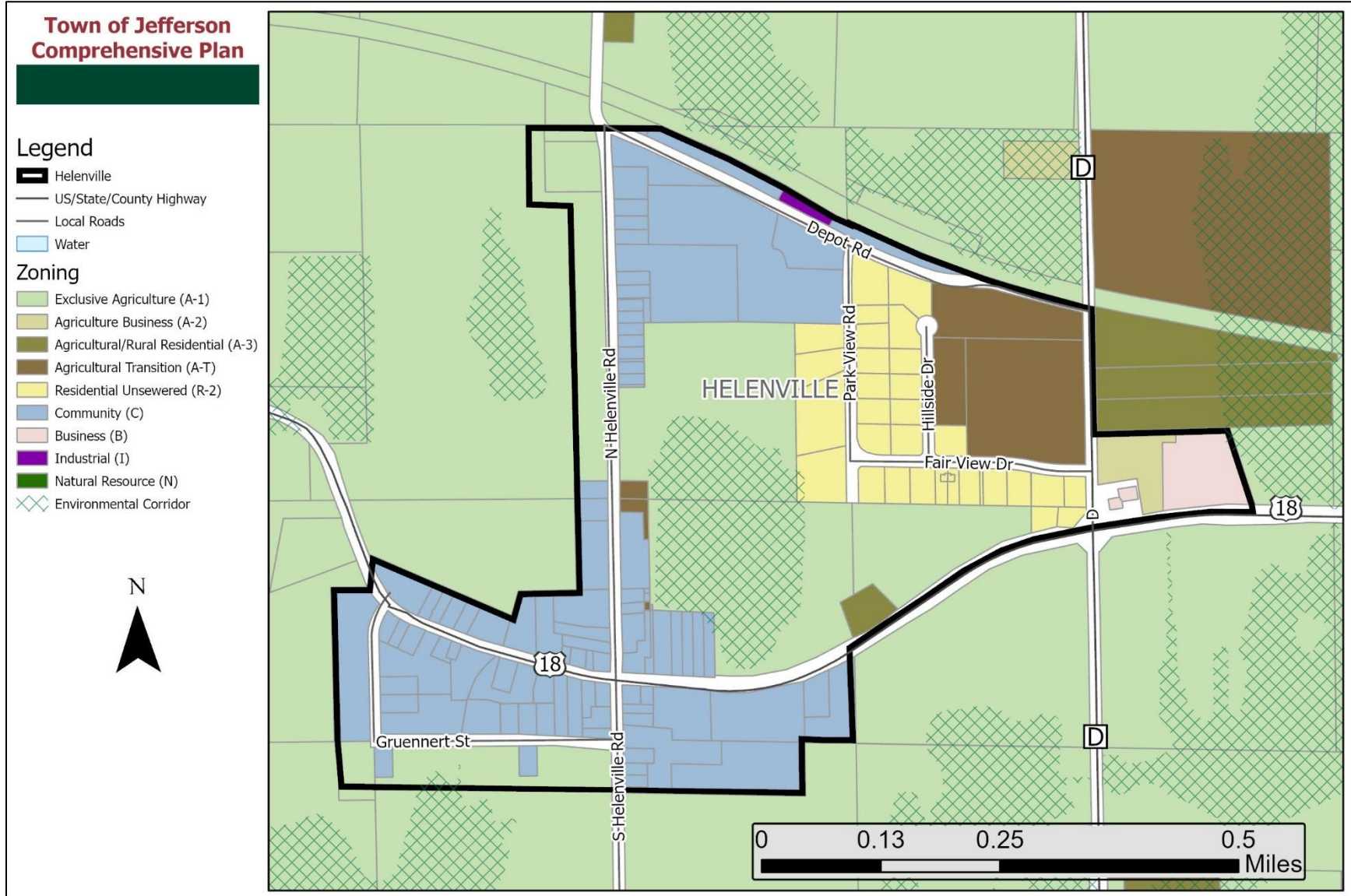
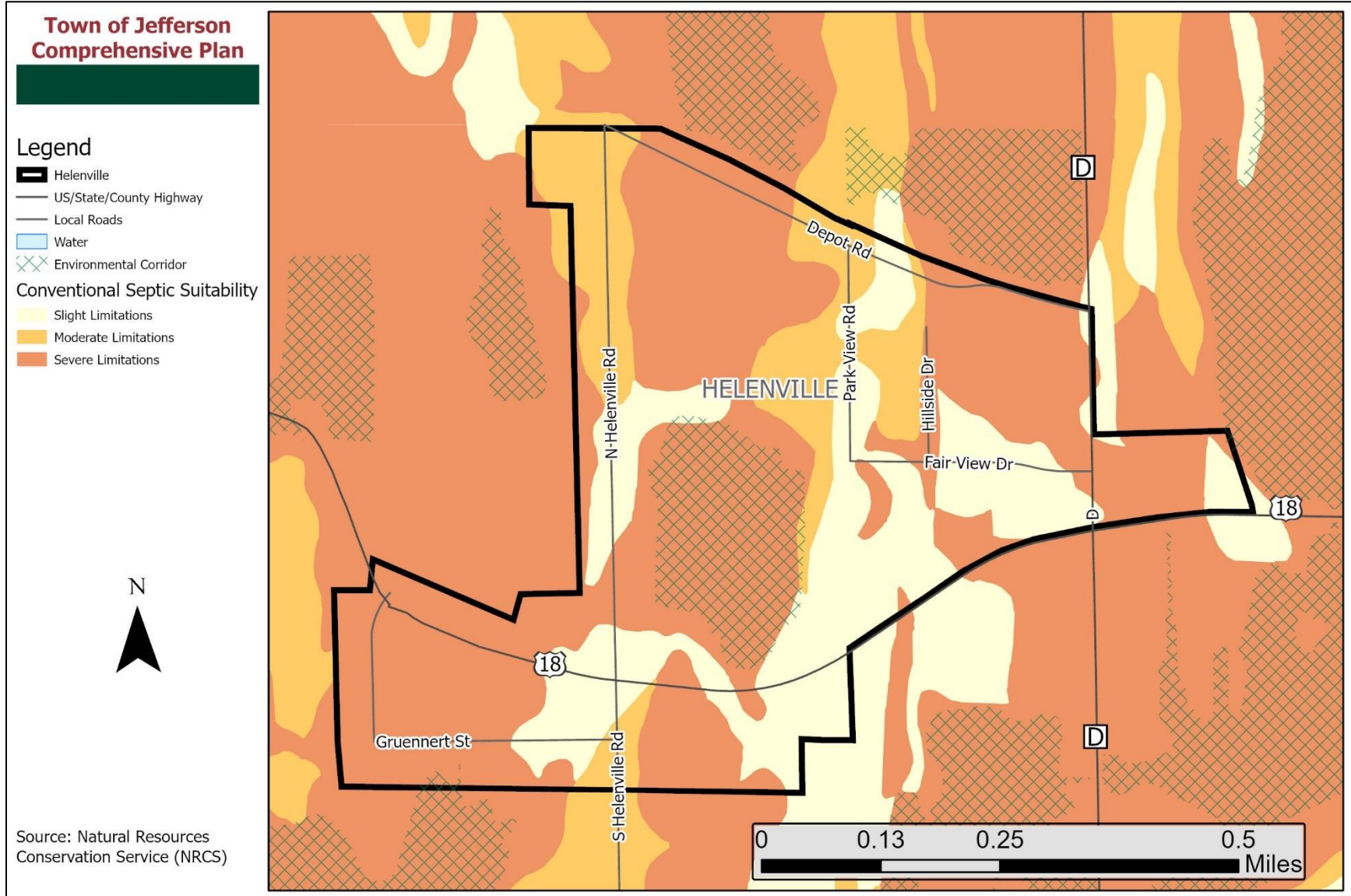


Figure 2-9: Conventional Septic Suitability within the Rural Hamlet of Helenville



2.4.2 Allowed Zoning Districts in Helenville

The following zoning districts are allowed within the rural hamlet of Helenville. No requests to rezone property to other districts should be approved.

Allowed Zone	Description
Community (C)	Many older unincorporated communities that have mixed residential, commercial and farming uses, such as Helenville, were zoned Community (C) in Jefferson County. Single family residential and parks and conservancy areas are the principal uses with many conditional business uses. The minimum lot size is one acre.
Residential Unsewered (R-2)	The Residential Unsewered (R-2) zoning district is intended for non-farm residential uses that are not serviced by public sewer. The principal 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.
Exclusive Agricultural (A-1)	Lands best suited for farming and agricultural purposes. Principle and conditional uses are agriculture. In order to construct a dwelling, land must be rezoned out of A-1, to A-3, R-2, or C in an infill area such as Helenville.
Agricultural Business (A-2)	Manufacturing, storage, marketing, or industrial activities related to agriculture. All uses are conditional.
Agricultural/Rural Residential (A-3)	Limited rural residential development in predominantly agricultural areas. Development should not impact 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 acres maximum.
Business (B)	Non-agricultural commercial use and civic buildings.

2.4.3 Helenville Development Standards

The rural hamlet of Helenville is identified as an area to located potential infill. All development within the Helenville boundaries shall comply with standards outlined in the Jefferson County Agricultural Preservation Plan and the following additional standards, as applicable:

The following restrictions apply to all development within the rural hamlet of Helenville:

- A. Development should comply with the intent of Land Use Goal 4 and corresponding objectives.
- B. Industrial zoning is not an allowable principal, conditional, or accessory use within the County defined borders of Helenville.
- C. 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.
- D. 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.
- E. Land divisions in Helenville shall be subject to all the requirements and restrictions of property re-zoned from Exclusive Agriculture (A-1) to Agricultural/Rural Residential (A-3), Residential Unsewered (R-2), or Community (C).

The following standards must be met for dividing a Residential Unsewered (R-2) parcel or for rezoning a parcel from Exclusive Agriculture (A-1), Residential Unsewered (R-2), or Community (C) within the rural hamlet of Helenville:

- A. A minimum lot size of one (1) acre.
- B. A minimum of two (2) 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.

2.4.4 Helenville Boundary Expansion

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

- A. Request an urban service area amendment from the Jefferson County Zoning Committee and County Board.
- B. Demonstrate lack of adequate land available for development in the existing urban service area based on the following:
 - a. Unsuitability of land in the existing urban service area for development based on poor soil conditions, drainage or other physical impediment to development.
 - b. Lack of feasibility and/or high cost to extending public sanitary service or other public services.
 - c. Lack of sufficient land suitable for development on the market at competitive prices.
- C. 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.
- D. 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.

3 HOUSING

Evaluating existing housing conditions, expected population growth, and current housing stock is an important aspect of comprehensive and land use planning. The Town of Jefferson is committed to maintaining a housing stock that provide residents housing choice, allows older residents to age in place, and is affordable for working families. This means that the Town, with the support of Jefferson County and surrounding communities, will work to protect and preserve the existing housing stock and explore opportunities for senior housing and affordable housing to be built in appropriate locations, while protecting the existing rural character of the Town.

This chapter seeks to create a framework for housing that explores the current conditions of the Town’s housing stock and identifies policy guidance to help meet the evolving needs of Town of Jefferson residents. Key features of this plan include identifying ways to create additional housing for aging adults, preserving aging housing stock, and addressing affordability.

3.1 EXISTING CONDITIONS

As has been discussed in detail in this plan, the Town of Jefferson is a rural community with agriculture as its dominant land use and a population that has decreased in recent years. Most farms and farmsteads have only a single-family dwelling (SFD), so few two-family and multi-family dwellings exist in the Town. Zoning is primarily controlled by Jefferson County, so the Town has little control over the size and affordability of newly built housing units. Most dwellings in the Town are served by a well and septic system. Because of that, most multi-family housing is sited near or within cities, where access to municipal services is available (water and sanitary sewer).

Applicable Issue/Opportunity

Rural Character

Higher Density Housing

Redevelopment and Development

Rural Hamlet of Helenville



Housing within the rural hamlet of Helenville

3.1.1 Population, Household, and Other Demographic Trends

Understanding the current housing market within the Town of Jefferson helps in identifying future needs and in setting a vision, goals, and objectives for the Town. In recent years, the Town has seen declining or stagnant population, which should play a role in setting housing policies. In 2020, the US Census recorded a total of 919 housing units within the Town to support its 2,178 residents and in 2020 there were 881 units to support 2,067 residents. Based on the population projections presented in the Introduction Chapter (see **Table 1-7**), the population in the Town is expected to decline slightly between 2020 and 2045, from 2,067 to 1,994 (see **Error! Reference source not found.**). Assuming a consistent household size of 2.4 people, the number of households in the Town is expected to decrease consistent with population. The number of households in the Town is expected to decrease from 861 in 2020 to 831 in 2045 (see **Figure 3-1**).

Figure 3-2: Population Growth and Projection (2000-2045)

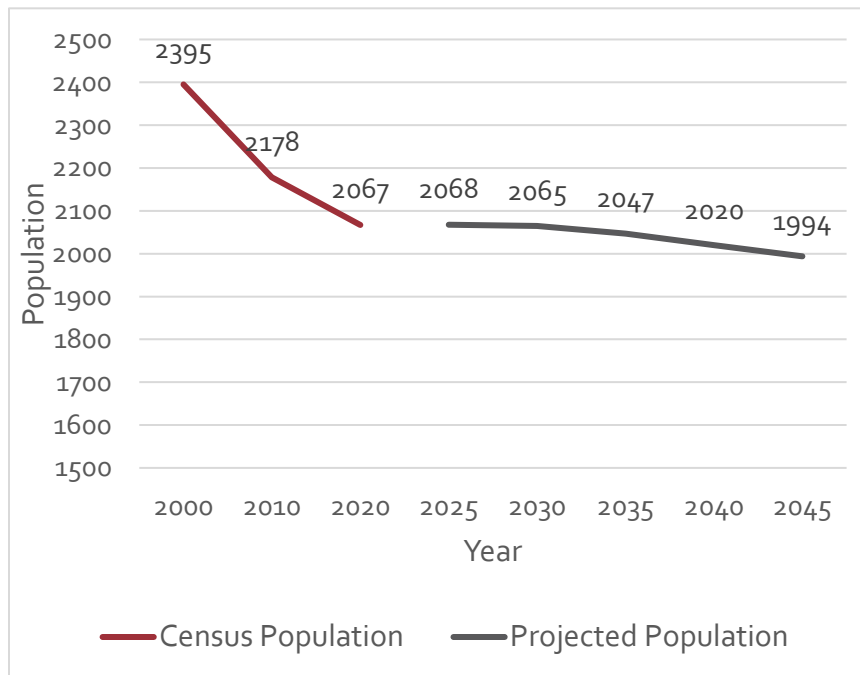
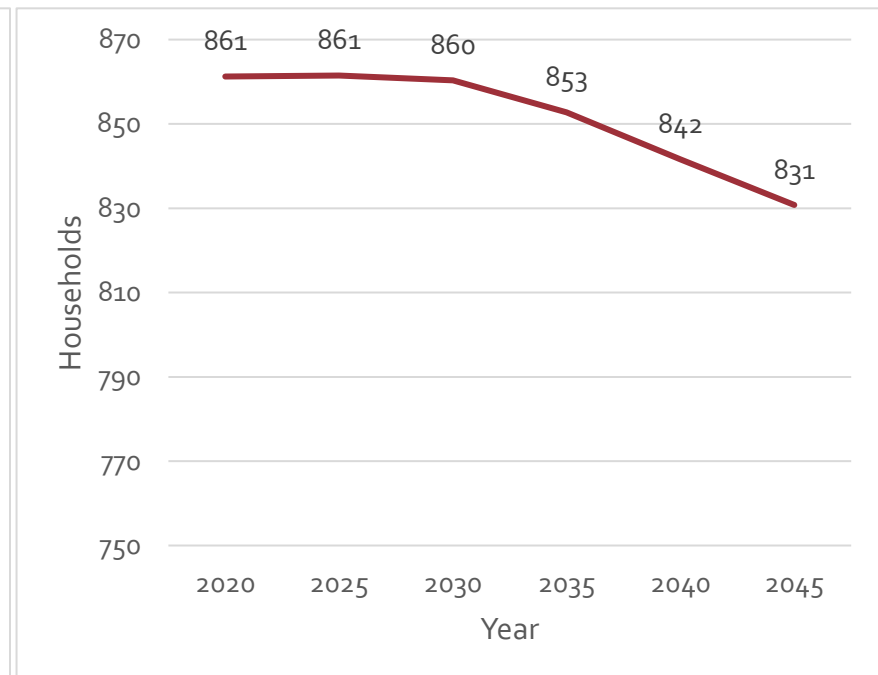


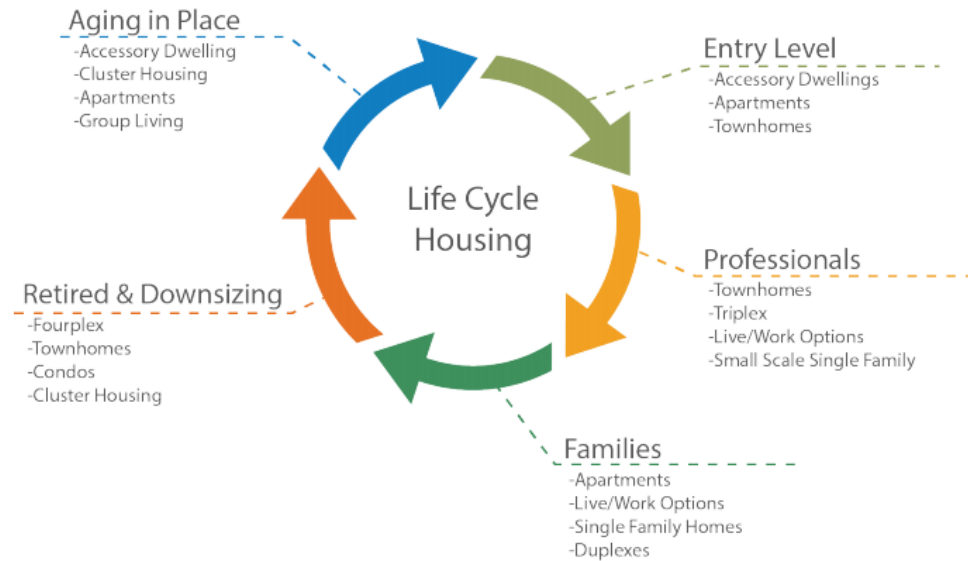
Figure 3-1: Projected Town of Jefferson Households, 2020-2045



The population in the Town is aging, which contributes to the decreasing population and creates unique housing needs. As was illustrated in **Figure 1.5**, 45 percent of the total population is over 55 years of age and only 17 percent of the population being under 20 years old. Older adults have differing housing needs than working age adults and younger families. Further, the Community Survey indicated that Town residents would like to see the construction of additional housing options for aging adults. Specifically, respondents were asked what type of development they would like to see more of. Twenty-three percent of respondents answered senior housing, which was the most popular answer outside of agricultural and parks and recreation. They were also asked to comment on the types of nontraditional housing options that were needed in the Town. The most common responses were senior housing and affordable housing for working families.

Housing needs are different for aging adults. According to a study conducted by the HUD Office of Policy Development and Research (PD&R), communities with aging populations need to expand “the supply of aging-friendly housing options, rental assistance, home repairs and modifications, accessible residential design and community planning, as well as improving the links between housing and healthcare” to help seniors age safely, comfortably, and affordability in their homes and communities.² Typically, aging residents will move to smaller homes when maintenance, financial status, or personal desires change (see **Figure 3-3**). For the Town of Jefferson, this may result in an increase in demand for smaller units (e.g., apartments, townhomes, assisted living, or accessory dwelling units) at affordable rates and may coincide with a decrease in occupancy of the single family.

Figure 3-3: Lifecycle Housing



² Housing for Seniors: Challenges and Solutions. HUD Office of Policy Development and Research. <https://www.huduser.gov/portal/periodicals/em/summer17/highlight1.html>

3.1.2 Housing Stock Overview

Community Survey respondents were asked to rate the physical condition of the housing stock in the Town. Eighty-eight of the responses answered “good” or “neutral”. Only ten percent answered “declining” while only two and one percent answered “excellent” or “poor” respectively.

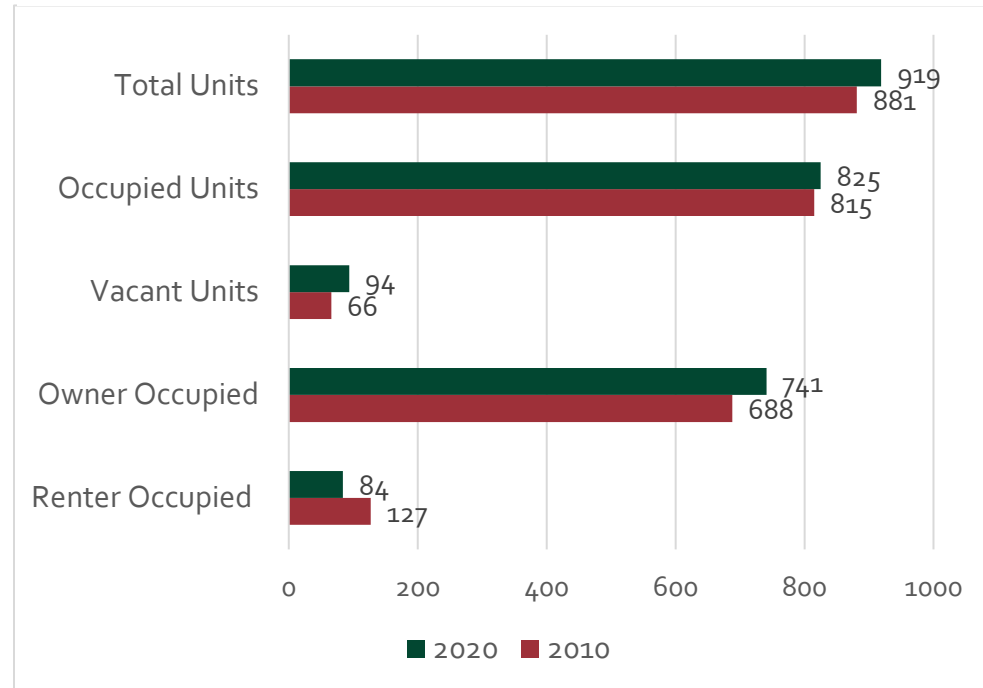
Number of Units and Occupancy

According to the American Community Survey, the number of housing units in the Town increased from 881 to 919 between 2010 and 2020. In both cases, vacancy rates were relatively high, at seven and ten percent respectively. Further, the number and rate of units occupied by renters declined significantly between 2010 and 2020. In 2010, there were 127 units occupied by renters (14 percent), while there were only 84 units occupied by renters in 2020, which is nine percent of all units in the Town.

Housing Unit Age

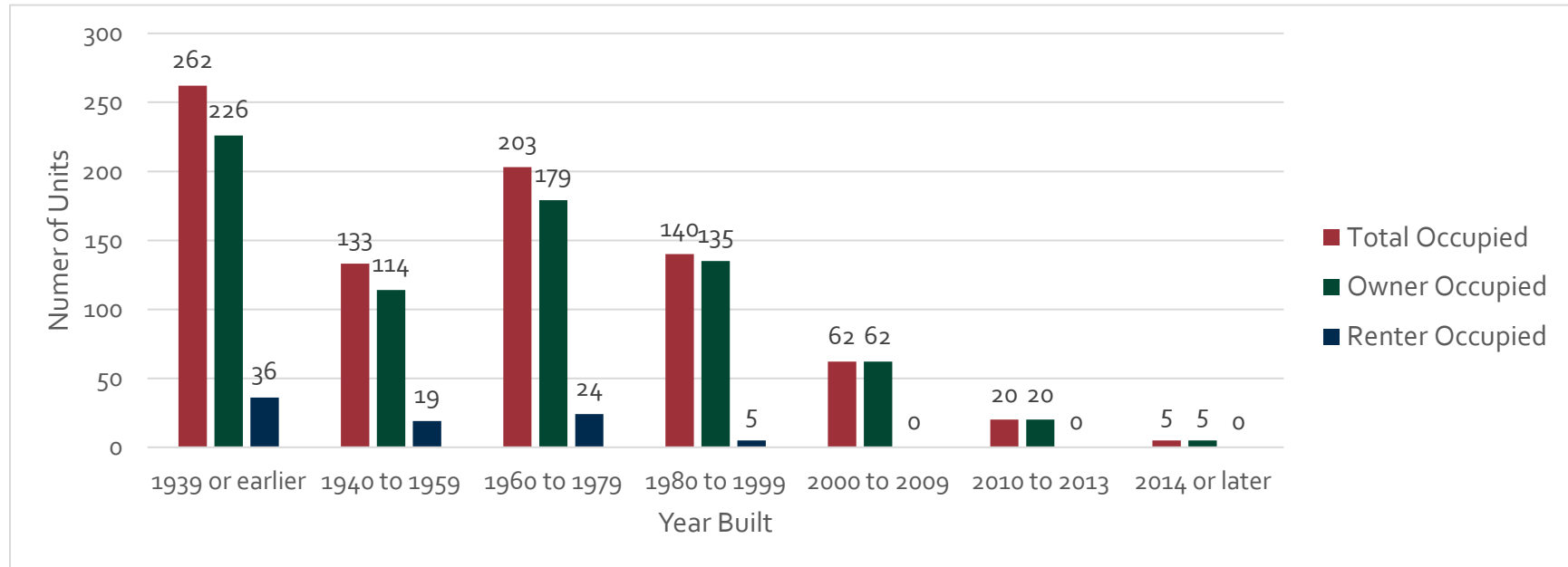
Most of the Town of Jefferson’s occupied housing stock was built prior to 2000. Approximately 72 of the existing occupied housing stock was constructed before 1980, with 17 percent built between 1980 and 1999 (see **Figure 3-6**). About 3 percent of occupied housing units within the county were built between 2010 and 2020. The rental housing stock is very old, all housing units that are occupied by renters were built prior to 2000, with 43 percent of rental units built before 1939 and only six percent built in 1980 or later.

Figure 3-4: Housing Units and Occupancy, 2010 and 2020



Source: American Community Survey 5-year estimates, 2010 and 2020

Figure 3-5: Year Structure Built, 2020

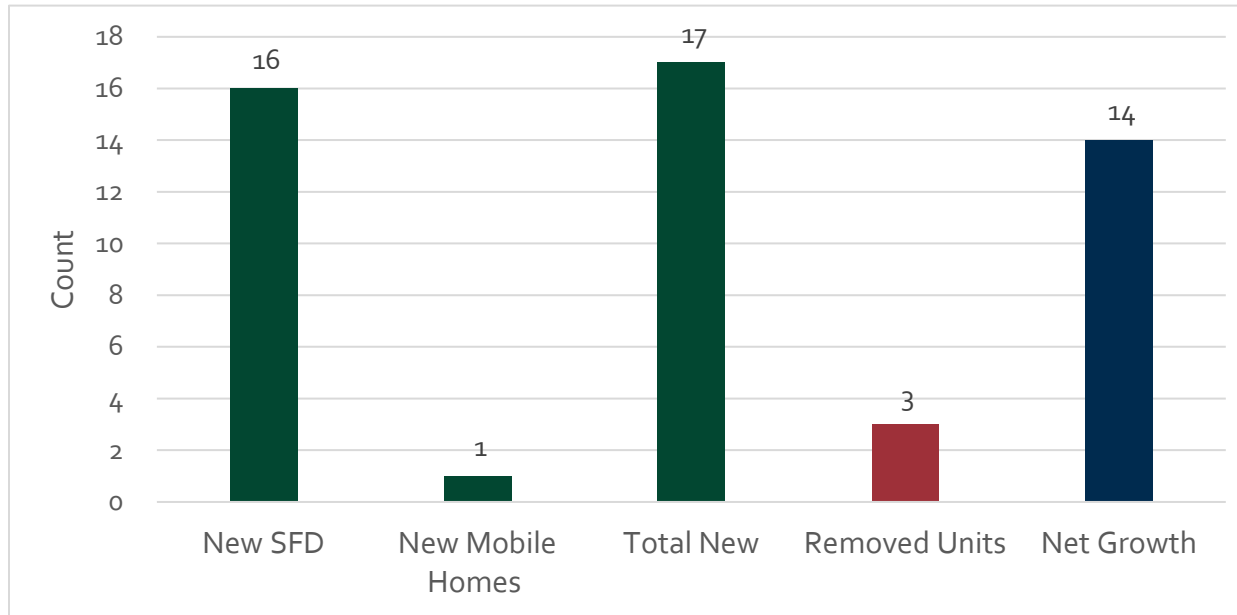


Source: American Community Survey 5-year estimate, 2020

Housing Unit Change

The Wisconsin DOA tracks building permit approvals for the jurisdictions across the state to understand changes in household development. This data is generally supplied to the DOA by each individual jurisdiction and is used as a tool to inform growth forecasts. This data tracks not only the housing units constructed each year, but the total units removed from the jurisdiction. In total, 17 new housing units were constructed in the Town of Jefferson between 2010 and 2017 and three units were removed, corresponding with a net unit growth of 14 units, or two new units per year (see **Figure 3-6**). Due to differing underlying data sources, these numbers vary from those provided by the U.S. Census Bureau, however, both datasets to better understand the housing market in the Town.

Figure 3-6: Housing Unit Change, 2010-2017



Source: Wisconsin DOA, 2010-2017

3.1.3 Housing Value and Affordability

Housing Value

The median home value for the Town of Jefferson was \$225,000 according to the 2020 ACS five-year estimates. This represents an increase of \$14,700 from the 2010 median value of \$210,300 (see **Table 3-1**). Consistently, the percent of units that were valued above \$300,000 increased from 21 percent in 2010 to 37 percent in 2020. Additionally, the number of units valued in the middle range (\$150,000 to \$199,999) increased from 11 percent in 2010 to 26 percent in 2020 while the number of units valued between \$200,000 and \$299,999 decreased from 25 percent in 2010 to 22 percent in 2020 (see **Figure 3-7**).

Table 3-1: Median Home Value

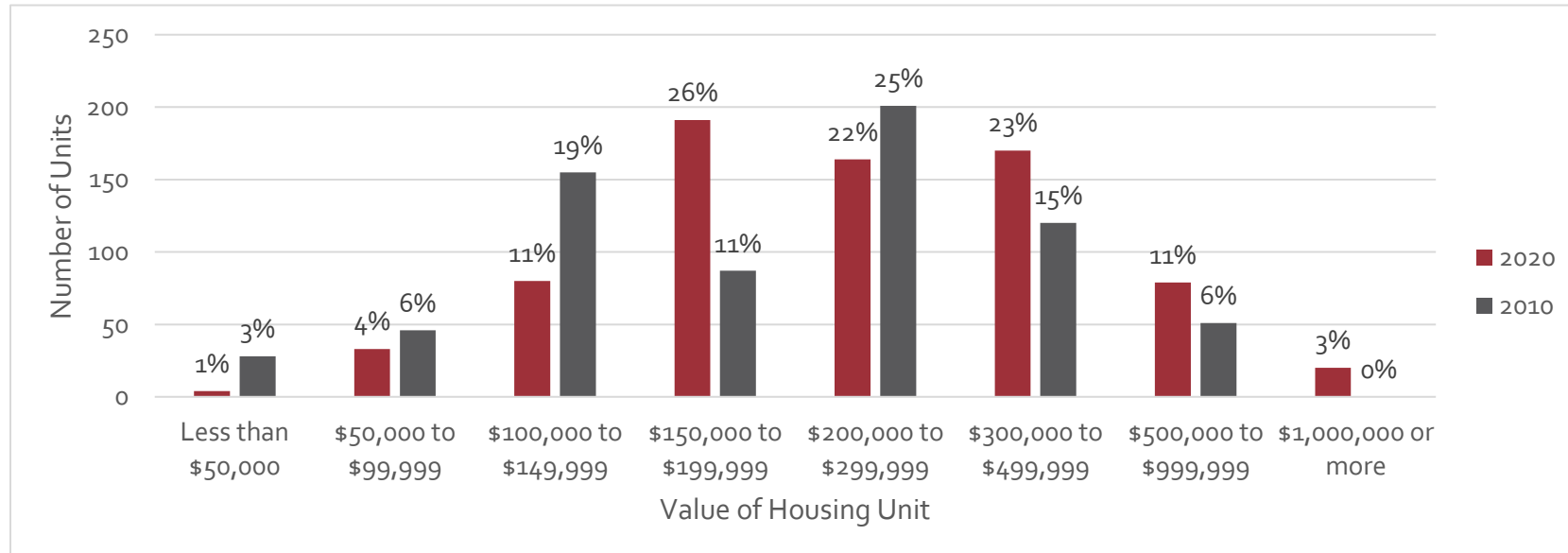
	Owner Occupied Units
2010 Median Value	\$210,300
2020 Median Value	\$225,000
Value Change	+\$14,700
Percent Change	+7%

Source: American Community Survey, 2020 and 2010 5-year estimates



Farmstead outside the City of Jefferson

Figure 3-7: Housing Unit Value. 2010 and 2020



Source: American Community Survey 5-year estimates, 2010 and 2020

Mortgage Costs

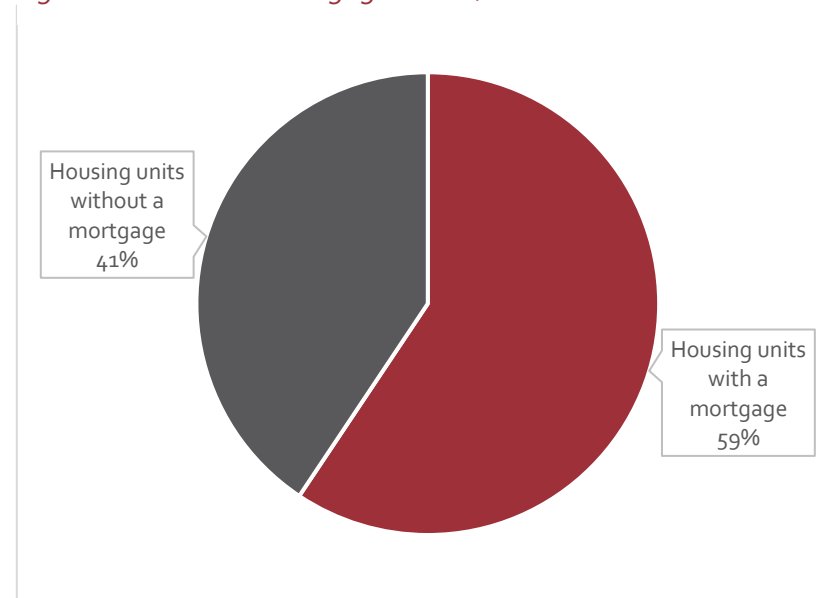
Fifty-nine percent of owner-occupied housing units have a mortgage, while the remaining 41 percent do not. Of those 59 percent, the median per month housing cost was \$1,549. Most mortgage holders (64 percent) have a monthly housing cost between \$1,000 and \$1,999 (33 percent between \$1,000 and \$1,499 and 31 percent between \$1,500 and \$1,999).

Table 3-2: Monthly Owner Cost with Mortgage, 2020

Monthly Cost of Mortgage	Number	Percent
Less than \$500	0	0%
\$500 to \$999	58	13%
\$1,000 to \$1,499	144	33%
\$1,500 to \$1,999	137	31%
\$2,000 to \$2,499	62	14%
\$2,500 to \$2,999	22	5%
\$3,000 or more	17	4%
Median	\$1,549	-

Source: American Community Survey, 2020 5-year estimates

Figure 3-8 – Owner Mortgage Status, 2020



Source: American Community Survey, 2020 5-year estimates

Rental Costs

There is limited rental housing stock within the Town of Jefferson. In 2020, 69 housing units were occupied by renters, who paid, at the median \$925 per month on rent. Of those renters, 65 percent paid between \$500 and \$999 per month, 28 percent paid between \$1,000 and \$1,499 per month, and seven percent paid between \$1,500 and \$1,999 per month (see **Table 3-3**).

Table 3-3: Monthly Renter Housing Cost, 2020

Monthly Cost of Rent	Number	Percent
Less than \$500	0	0%
\$500 to \$999	45	65%
\$1,000 to \$1,499	19	28%
\$1,500 to \$1,999	5	7%
Median	\$925	-

Source: American Community Survey, 2020 5-year estimates

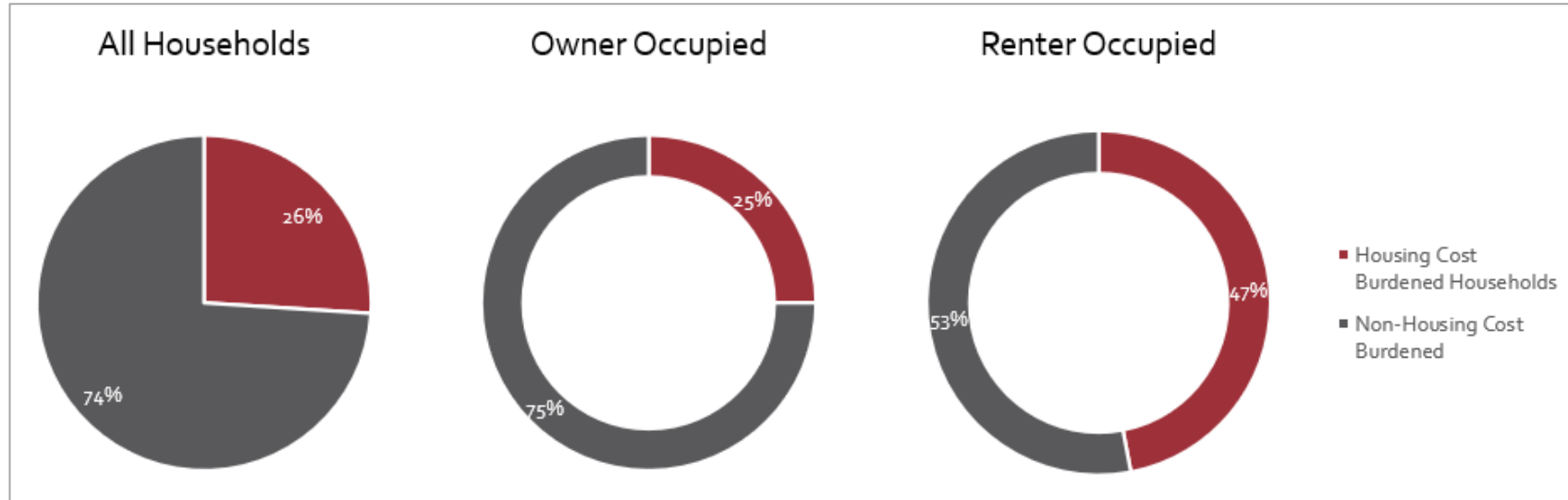
Housing Cost Burdened Households

Quality affordable housing provides residents and families access to a high quality of life that fits within their individual budget. The need for affordable housing spans all age and income demographics, from aging resident’s dependent on retirement income to younger households experiencing rising housing costs. In 2019, the median income for households in the Town of Jefferson was \$71,364.. Any household at or below eighty percent of the area median income is considered “low income” – meaning any family in Jefferson County making \$57,091 or less. To avoid cost burdened households, available housing is needed at an annual cost of \$17,127 (\$1,427) or lower to be considered affordable to a family with an annual income that is equal to 80 percent of median income.

In 2019, approximately 196 households (approximately 470 residents) were cost burdened in the Town of Jefferson, accounting for approximately one fourth of all Town residents. Of the cost burdened households, roughly 25 percent of all owner-occupied, and 47 percent of all renter-occupied households spend more than thirty percent of monthly income on household expenses. As of 2019, this equates to 170 owner occupied homes and 26 renter-occupied homes (see **Figure 3-9**).

The U.S. Department of Housing and Urban Development (HUD) defines **housing cost burden** as families or households “who pay more than 30 percent of their income for housing” and “may have difficulty affording necessities such as food, clothing, transportation, and medical care.”

Figure 3-9: Housing Cost Burdened Households, 2020



Income Limits

The Department of Housing and Urban Development (HUD) monitors the income levels for national housing assistance programs and sets the cost of living for various geographies based on Area Median Income. These income limits may change on an annual basis as the county’s AMI changes. Beyond the use of these limits for housing programs, they help to understand the affordability level of housing units for various demographics and income levels (see **Table 3-4**).

Table 3-4: Income Limits for Housing Assistance Programs, 2020

Persons in Family	1	2	3	4	5	6	7	8
Low (80%) Income Limits	\$42,950	\$49,050	\$55,200	\$61,300	\$66,250	\$71,150	\$76,050	\$80,950
Very Low (50%) Income Limits	\$26,850	\$30,650	\$34,500	\$38,300	\$41,400	\$44,450	\$47,500	\$50,600
Extremely Low-Income Limits	\$16,100	\$18,400	\$21,720	\$26,200	\$30,680	\$35,160	\$39,640	\$44,120

Source: HUD 2020 Income Limits Summary

3.1.4 Housing Agencies

Several housing agencies that operate within Jefferson County provide services to residents of the Town of Jefferson. This organizations help ensure housing needs of all residents are met. The agencies are of various scales, including the Jefferson Housing Authority at the county level, the Wisconsin Housing and Economic Development Authority at the State level, and the Department of Housing and Urban Development at the Federal level.

Agency/Organization	Description
Jefferson Housing Authority	The Jefferson Housing Authority (JHA) is a Public Housing Agency – not a sub-unit of the county government - that participates in the Public Housing program. They currently offer one public housing community with sixty-one units (one to five bedrooms) for family and senior/disabled households. They do not participate in Section 8 Housing Choice Voucher Program. Rental prices of JHA units are determined by Section 42 Housing income limits, Rural Development Property income limits, and Public Housing 30% Income guidelines. JHA also provides educational roles when working with families and individuals looking to find a home within the county.
Wisconsin Housing and Economic Development Authority	The Wisconsin Housing and Economic Development Authority (WHEDA) works with lenders, developers, local governments, nonprofits, and community groups to implement low-cost financing programs. Their mission is to stimulate the state’s economy and improve the quality of life for Wisconsin residents by providing affordable housing. Since 1972, WHEDA has financed more than 75,000 affordable rental units and helped more than 133,000 families purchase homes across the state.
Community Action Coalition	The Community Action Coalition for South Central Wisconsin transforms communities by fostering conditions where everyone can achieve social and economic security. Within Dane, Jefferson, and Waukesha counties, the coalition focuses on food security, housing security, and life skills.
HOME Consortium	The HOME Consortium serves housing needs of residents of Jefferson, Ozaukee, Washington, and Waukesha counties. They work to stimulate affordable housing using federal HOME Investment Partnerships Program funding. They accomplish this through down payment assistance programs, and low-interest housing rehabilitation loans.

Agency/Organization	Description
<p>Housing and Urban Development</p>	<p>The United States Department of Housing and Urban Development (HUD) operates nationally to support affordable rental housing, remove barriers to homeownership, and reduce homelessness. HUD administers Community Development Block Grants, Section 8 Housing, the Federal Housing Administration, and the Office of Fair Housing and Equal Opportunity. These programs provide housing and community development assistance, and work to ensure fair and equal housing opportunity for all residents.</p>

3.2 HOUSING VISION, GOALS, AND OBJECTIVES

This plan provides three categories of Housing statements that provide guidelines for the future implementation of this plan. They begin at a very high level and get more specific in defining the Town’s desired outcomes, providing guidance for Town decision making, and outlining specific actions for the Town to take. The categories are as follows:

<p>VISION</p>	<p>Illustrates the desired outcome(s) in the Town over the 20-year planning period.</p>
<p>GOAL</p>	<p>Describes future element specific conditions for Town over the 20-year planning context.</p>
<p>OBJECTIVE</p>	<p>Provides actions that the Town of Jefferson will pursue to accomplish the community goals and vision, which can include ordinances, regulations, plans, and projects.</p>

Housing Vision: The Town of Jefferson has high quality and varied housing options that meet the needs of and provide housing choices for all Town residents.

Housing Goal 1 – The Town of Jefferson follows the 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.

Objective H 1.1 – Direct new construction to the rural A-3 lots (rural residential) and R-2 (residential un-sewered) and C (Community) zoned lots in various sizes that are available in the Town.

Objective H 1.2 – Provide information to residents looking to engage with housing affordability programs that are available through Jefferson County, the State of Wisconsin, and the United States Department of Agriculture (USDA).

Objective H 1.3 – Ensure that residential development with one acre lots or smaller, multi-family housing, and manufactured housing developments are in 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 2 – Continue to monitor the construction and development of new housing in the Town of Jefferson.

Objective H 2.1 – Develop procedures and policies to address occupancy permit violations such as single-family homes remodeled to house multiple tenants.

Objective H 2.2 – Develop policies and procedures for multi-family new construction, remodeling, and rehabilitation particularly in Helenville.

Objective H 2.3 – Consider implementing policies and permitting procedures for constructing alternative housing types that can assist the Town’s aging population, such as duplexes, accessory dwelling units, and tiny homes.

Objective H 2.4 – Consider limited-term permits for temporary use of recreational vehicles for housing during permanent home construction.

Objective H 2.5 – Communicate with the building inspector on inspection requirements.

Housing Goal 3 – Advocate for and support efforts by Jefferson County and the cities to construct a variety of senior housing, assisted living options, and affordable housing for working families.

Objective H 3.1 – Work with Jefferson County and the cities within the county to provide low-cost transportation to health services, shopping, activities, and recreation for Town residents.

Objective H 3.2 – Work with developers, other jurisdictions, and housing programs to ensure that there is an adequate supply of senior and assisted living opportunities.

Objective H 3.3 – Encourage the construction and conversion of housing units that allow Town residents to age in place.

Objective H 3.4 – Promote the construction of housing that is affordable for working families.

4 AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

The Town of Jefferson is home to abundant agricultural and natural resources that provide the Town its agricultural and rural identity, support many residents’ way of life, and give recreational opportunities. These resources help to protect water quality and provide health, environmental, and aesthetic benefits to Town residents.

Referencing the Community Survey responses, many residents expressed the need to protect the Town’s agricultural, natural, and cultural resources. Survey respondents were asked to rate the level of support for four statements on this topic: 1) 72 percent agreed or strongly agreed that “the Town of Jefferson will maintain its agricultural focus for years to come;” 2) 89 percent agreed or strongly agreed that “the protection and enhancement of natural resources is important to me;” 3) 53 percent agreed or strongly agreed that “the Town of Jefferson celebrates its history and culture;” and 4) 85 percent agreed or strongly agreed that “there are places to connect with nature within the Town of Jefferson.”

Applicable Issue/Opportunity

Balanced Land Use

Farmland Preservation

Environmental Protection

Renewable Energy Sources



Fall harvest in the Town of Jefferson.

This chapter builds on the idea that these resources are vital for the long-term vitality of the Town by including a vision, goals, and objectives that are intended to continue responsible stewardship of the Town’s resources to ensure their availability for current and future Town residents. It also provides an overview of the agricultural, natural, and cultural resources that currently exist within the Town of Jefferson.

4.1 EXISTING CONDITIONS

Agriculture is the predominant land use in the Town of Jefferson and Jefferson County both currently and historically. The area has a long history of agricultural production including livestock such as beef, dairy, swine, and poultry, grains such as corn, wheat, soybeans, alfalfa, and hay, and others such as fruits, vegetables, maple syrup, and ornamental plants.

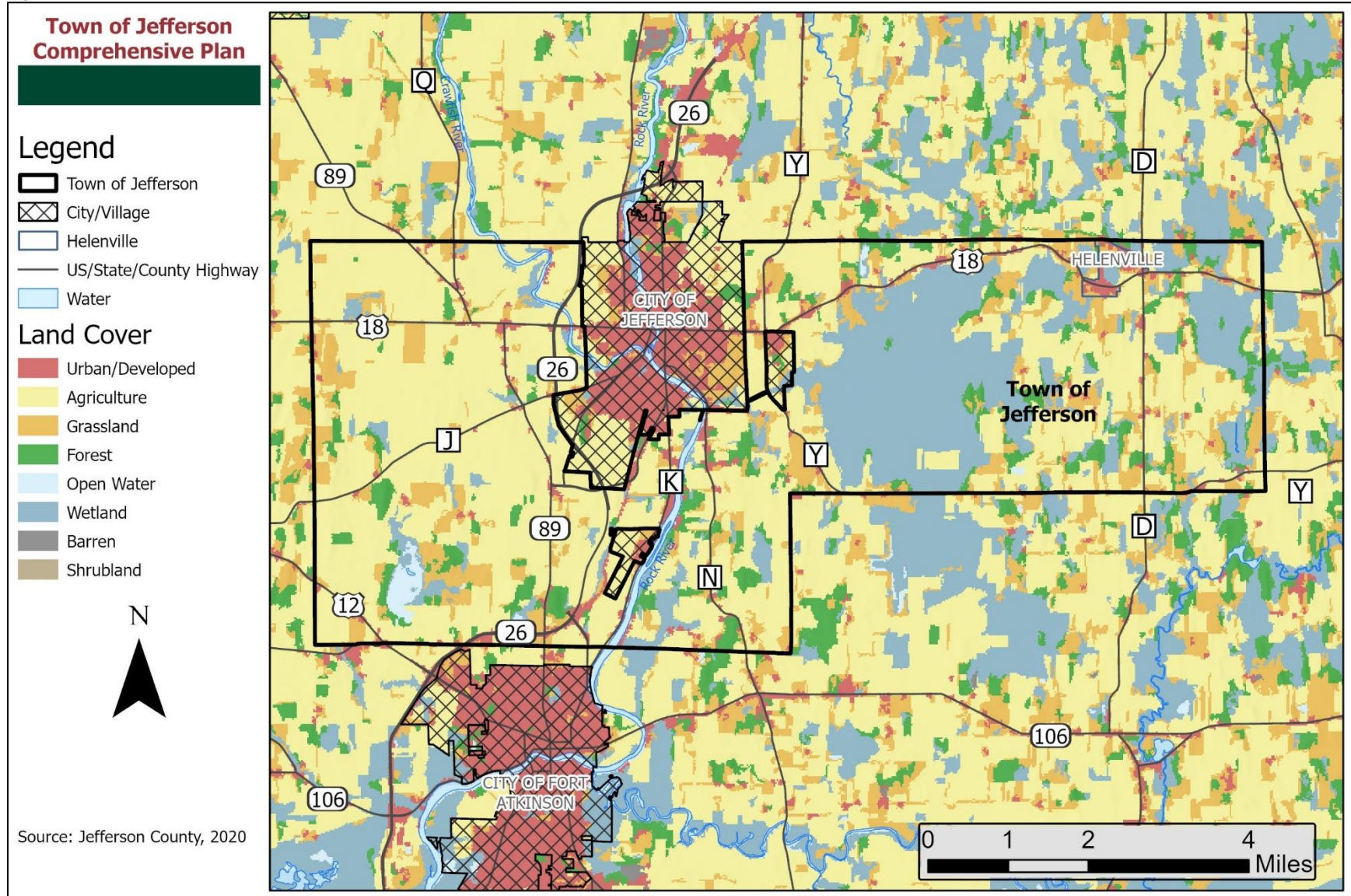
4.1.1 Land Cover

Evaluating the Town of Jefferson's land cover is a valuable tool in understanding the variety and scale of natural resources in the Town. Land cover is the physical characteristic of the ground and typically includes the following classifications:

- **Urban/Development** – represents areas of existing residential, industrial, commercial, and institutional development.
- **Agriculture** – represents areas of cropland, including both cultivated and non-cultivated, and pastureland.
- **Grassland** – represents areas of open grasslands that are not used for agricultural purposes.
- **Forest** – represents wooded or forested areas with a variety of tree species.
- **Wetland** – represents existing wetlands and open waters, including rivers, lakes, swamps, and other perennial wetlands.
- **Barren** – represents areas which provide little resource or ability to support vegetation. Barren lands typically present as areas of thin soil, sand or rocks.
- **Shrubland** – represents areas with heavy shrub vegetation.

As previously discussed, the predominant land cover in the Town of Jefferson is agricultural, covering significant portions throughout the Town. Further, the second largest land cover in the Town is wetland, being primarily located in the Jefferson Tamarack Swamp State Natural Area, but also scattered through other portions of the Town. Urban development is limited within the Town, but is seen within the City of Jefferson, in and around Helenville, and in various locations along transportation corridors, such as US 18 and WIS 26, and at key intersections including US 18 and WIS 89. Finally, there are larger portions of grassland and forest found in decentralized areas all throughout the Town. See **Figure 4-1** for a land cover map in the Town of Jefferson.

Figure 4-1: Town of Jefferson Land Cover, 2020



4.1.2 Agricultural Census Data

A nationwide Census of Agriculture is completed every five years, most recently in 2017. The census collects data on agricultural land use and operations, including number of farms, farm size, agricultural product value, producer data, and livestock inventories. Reviewing and analyzing this data can help to provide an understanding of current and future agricultural land use needs.

Data from the Agricultural Census is only available at the county level, so all information presented here will reflect Jefferson County as a whole. The next Census of Agriculture will be conducted in 2022, however that data was not available at the time of this plan's writing.

In 2017, a total of 1,098 farms were recorded in Jefferson County, which accounted for 221,355 acres of land (60 percent of the overall land area in the county). Both the number of farms and land in farms decreased from the 2012 to 2017, which is a trend that is consistent with what is occurring at the state, regional, and national levels. While the number of farms decreased by ten percent and the overall acreage of land in farms decreased by three percent, the average size of farms grew by eight percent (see **Table 4-1**). This is likely related to the national trend of merging and leasing farmland, often resulting in large scale commercial farming practices. The average size of farms in the State of Wisconsin is approximately 221 acres, slightly larger than the Jefferson County average of 202 acres.

Table 4-1: Jefferson County Farm Overview, 2007, 2012, and 2017

	2007	2012	2017	Change 2007 to 2017	Change 2012 to 2017
Number of farms	1,434	1,225	1,098	-31%	-10%
Land in farms (acres)	224,238	227,901	221,355	-1%	-3%
Average size of farm (acres)	170	186	202	+16%	+8%

Source: 2007, 2012, and 2017 Census of Agriculture

The value of agricultural products increased on both a total and per farm level between 2012 and 2017. The market value of products sold increased by 19 percent, farm related income increased 50 percent, and net cash farm income increased by nine percent. Alongside the rise in income, production expenses also increased similarly.

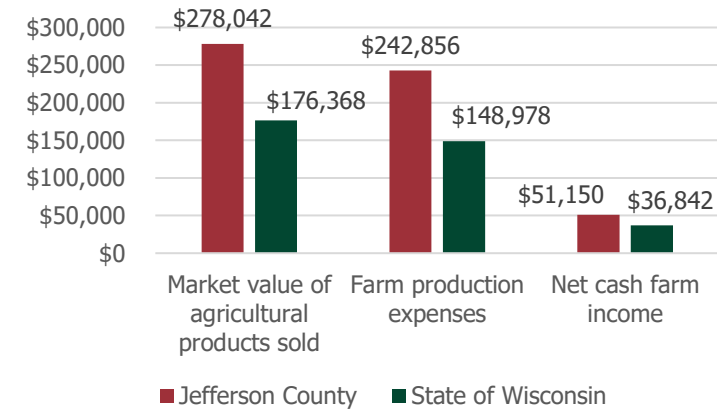
Similar increases have been seen on a per farm measure. Average market value increased by 33 percent, average farm related income increased by 77 percent, and average farm production expenses increased by 36 percent (see **Table 4-2**). In comparison to the state, farms in Jefferson County have higher revenue from products sold and higher expenses from farm production (see **Figure 4-2**).

Table 4-2: Farm Product Market Values, 2017

	Total		Average Per Farm	
	2017 (millions)	Change from 2012	2017	Change from 2012
Market value of products sold	\$305	+19%	\$278,042	+33%
Farm-related income	\$16	+50%	\$25,493	+77%
Farm production expenses	\$267	+21%	\$242,856	+36%
Net cash farm income	\$56	+9%	\$51,150	+21%

Source: 2012 and 2017 Census of Agriculture

Figure 4-2: Per Farm Revenue and Expenses



Of the \$305 million in sales of agricultural products in 2017, ranking ninth of the 72 Wisconsin counties, nearly \$99 million was recorded for crop sales, with the sale of grains, oil seeds, and dry beans, with dry beans contributing 68 percent. Jefferson County saw \$21 million in sales of nursery, greenhouse, floriculture, and sod, which ranked third in the state. Livestock, poultry, and product sales accounted for 70 percent of the total sales, or \$206 million. Jefferson County was the leading producer of poultry and eggs in 2017 in the state of Wisconsin, recording sales of over \$110 million.

4.1.3 Prime Agricultural Soils

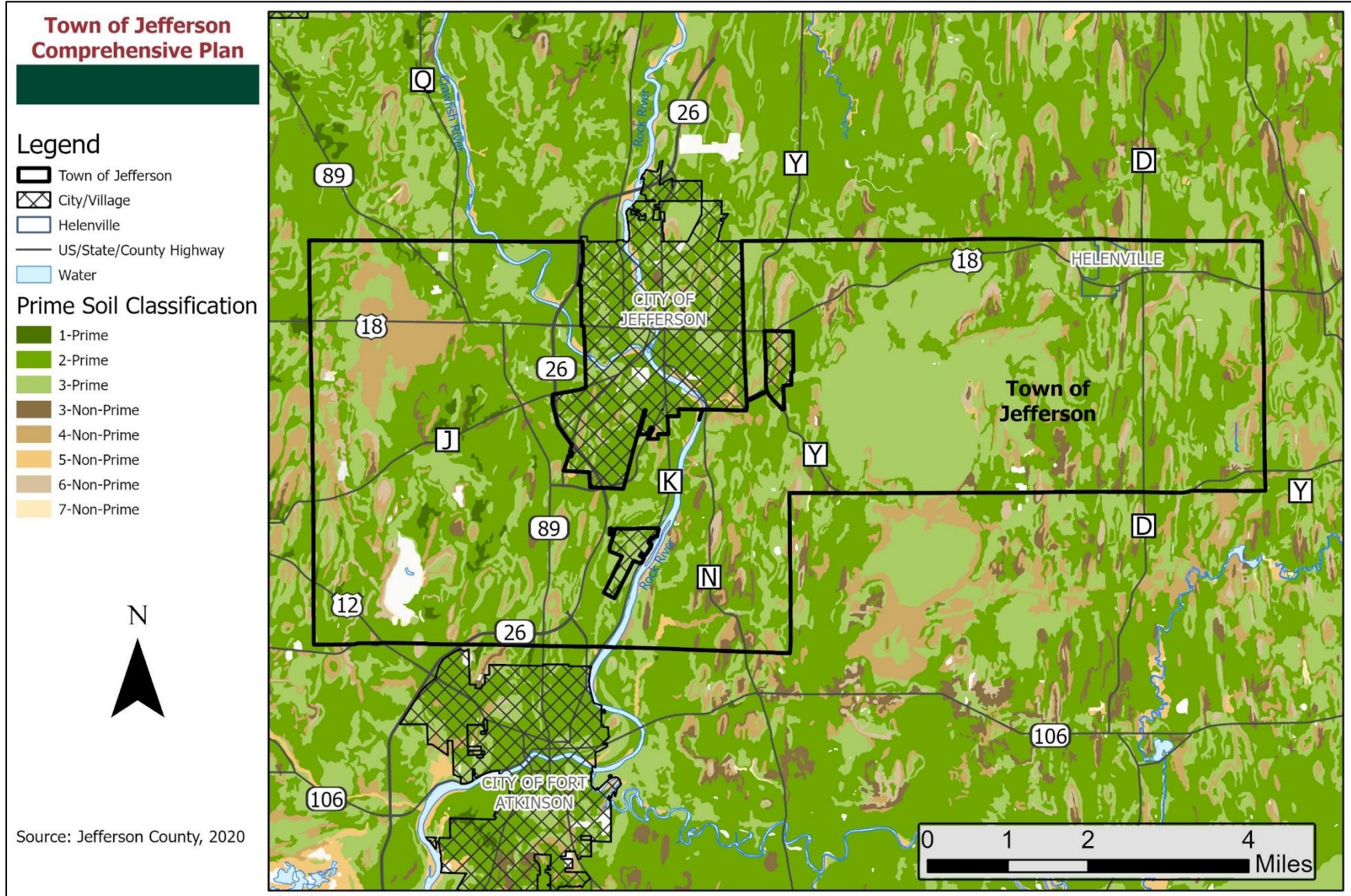
With most of the land within the Town of Jefferson used for agricultural purposes, it is important to understand soil quality when planning for agricultural preservation and growth. Varying types of soils provide different value for agricultural production. Some soils are considered “prime” agricultural land while others are considered “non-prime.” For example, hydric soils are considered prime due to the drainage properties they provide and their corresponding agricultural production.

Outside of land conversion, the largest threat to agricultural productivity is the potential soil loss due to erosion. Due to that, there are various strategies that farmers use to minimize erosion and keep high quality soils on site. Soil loss is monitored by various governmental agencies such as Natural Resource Conservation Service (NRCS), the Jefferson County Land and Water Conservation Department, and the Wisconsin Department of Agriculture. Tillage systems and crop rotations are continually changing and assessed using the Revised Universal Soil Loss Equation to ensure soils stay productive now and in the future.

The NRCS, a service provided by the U.S. Department of Agriculture, maintains a soil classification database that assigns classifications to soil groupings. Within the classifications include Prime Soil Classification providing range from Class 1 to Class 7, each identifying specific characteristics for agricultural productivity. Soils in the Town of Jefferson are primarily identified as Class 2, 3, and 5 (see **Figure 4-3**). Each soil classification is defined as:

Prime Soil Class	Description
Class 1	Soils have slight limitations that restrict their use.
Class 2	Soils have moderate limitations that reduce the choice of plants or require moderate conservation practices.
Class 3	Soils have severe limitations that reduce the choice of plants or require special conservation practices, or both.
Class 4	Soils have very severe limitations that restrict the choice of plants or require very careful management, or both.
Class 5	Soils have little or no hazard of erosion but have other limitations, impractical to remove, that limit their use mainly to pasture, range, forestland, or wildlife food and cover.
Class 6	Soils have severe limitations that make them generally unsuited to cultivation and that limit their use mainly to pasture, range, forestland, or wildlife food and cover.
Class 7	Soils have very severe limitations that make them unsuited to cultivation and that restrict their use mainly to grazing, forestland, or wildlife.

Figure 4-3: Prime Soil Classification Map



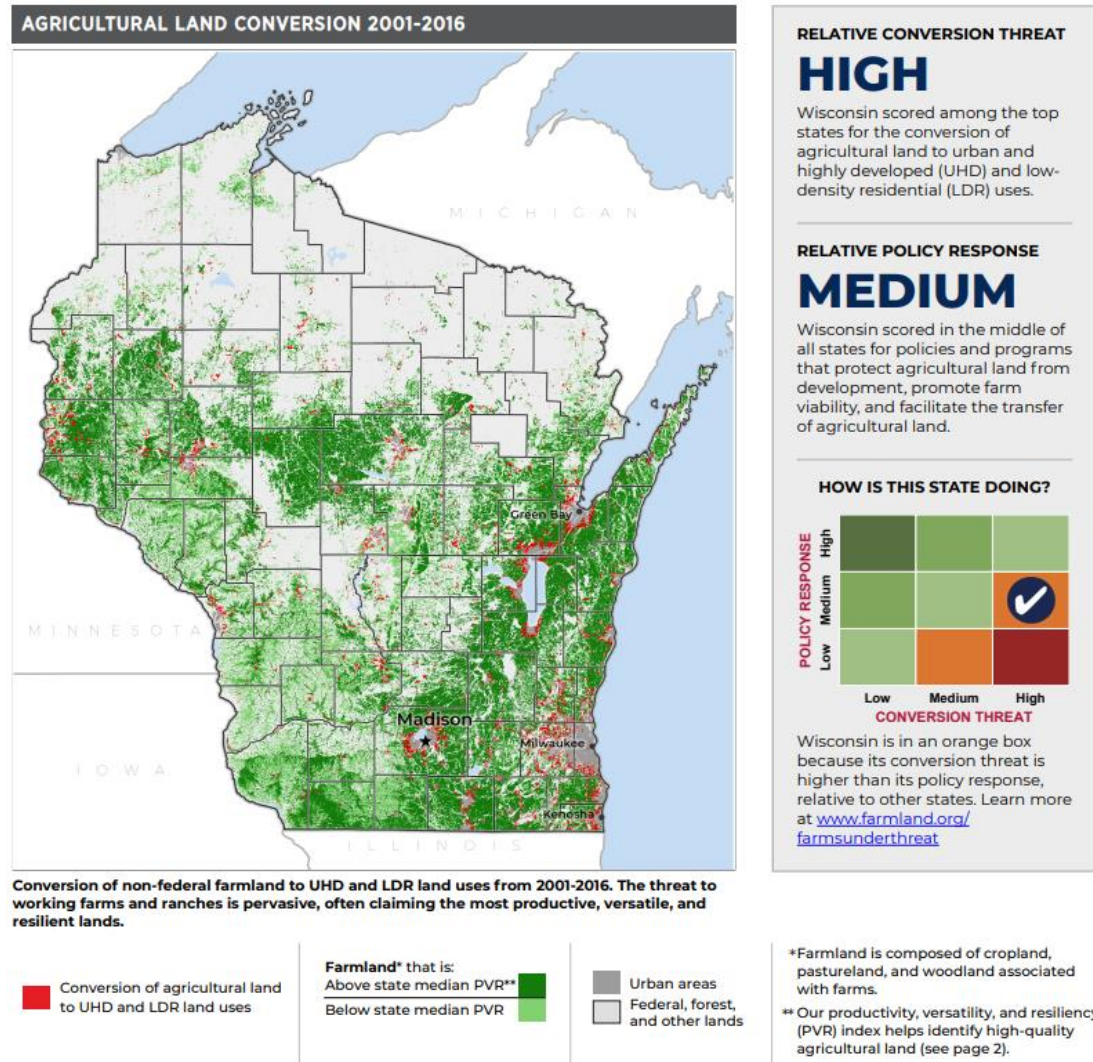
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4.1.4 Farmland Conversion

Protection of agricultural land was identified by many Community Survey respondents as a topic of critical concern. Outside of the Town, Jefferson County and the State of Wisconsin have identified protection of farmland as critical for the long-term sustainability of the agricultural industry in the state. In a [2020 report by the American Farmland Trust](#), Wisconsin was identified as a state with “high” risk of threat of farmland conversion. Recent history supports that concern, between 2001 and 2016, 249,800 acres of agricultural land in Wisconsin was developed or compromised (see **Figure 4-4**). If that land had remained in agricultural production, it could have generated over \$190 million in annual revenue. Of the converted land, 50 percent of was cropland, 30 percent pastureland, and 20 percent woodlands.

Due to its location between Madison and Milwaukee, on the west and east, and the Cities of Jefferson and Fort Atkinson on the north and south, the Town of Jefferson is likely to face development pressure during the 20-year timeframe of this plan.

Figure 4-4: Agricultural Land Conversion in Wisconsin, 2001-2016



4.1.5 Water Resources

The Town of Jefferson is home to a variety of surface water resources including the Rock River, Crawfish River, Rose Lake, Duck Creek, and the Jefferson Tamarack Swamp. Wetlands and surface waters in the Town make up nearly 25 percent of total land area, including about 19 percent for wetlands. Residents of the Town value these important amenities for the recreational, aesthetic, and environmental benefits they provide. Many Community Survey respondents identified water resources places where they recreate and stressed the importance of maintaining, improving, and preserving them.

The Town is a part of four different watersheds: 1) the Johnson Creek watershed, which makes up the majority of the Town; 2) the Lake Koshkonong-Rock River watershed, covering the southwest corner of the Town; 3) the Crawfish River watershed, in the northwest corner of the Town; and 4) the Bark River watershed, covering the east edge of the Town (see **Figure 4-5**). Watersheds are upland areas that drain to a specific lake or a portion of a river. Actions taken within watershed areas have direct impacts on the receiving water body. Runoff from impervious surfaces, agricultural practices, residential and urban areas, or storm events can significantly influence water quality. To ensure the current and long-term health of the Town's water resources, conservation programs and monitoring practices can be implemented at the Town or county level.

Further, large portions of the Town are susceptible to flooding. Areas along the Rock River, Crawfish River, Duck Creek, and the Jefferson Tamarack Swamp contain a mapped one percent annual chance and 0.2 percent annual chance flood plains (see **Figure 4-6**). Additional requirements and restrictions on development exist in floodplain areas intended to protect improvements from flood damage.



What is a one percent annual chance floodplain?

Lands within the one percent floodplain have a one percent chance of flooding in any given year. These areas are often referred to as the "100-year floodplain". Similarly, the 0.2 percent floodplain are areas that have a 0.2 percent chance of flooding each year or referred to as the "500-year floodplain."

Figure 4-5: HUC 10 Watershed Map

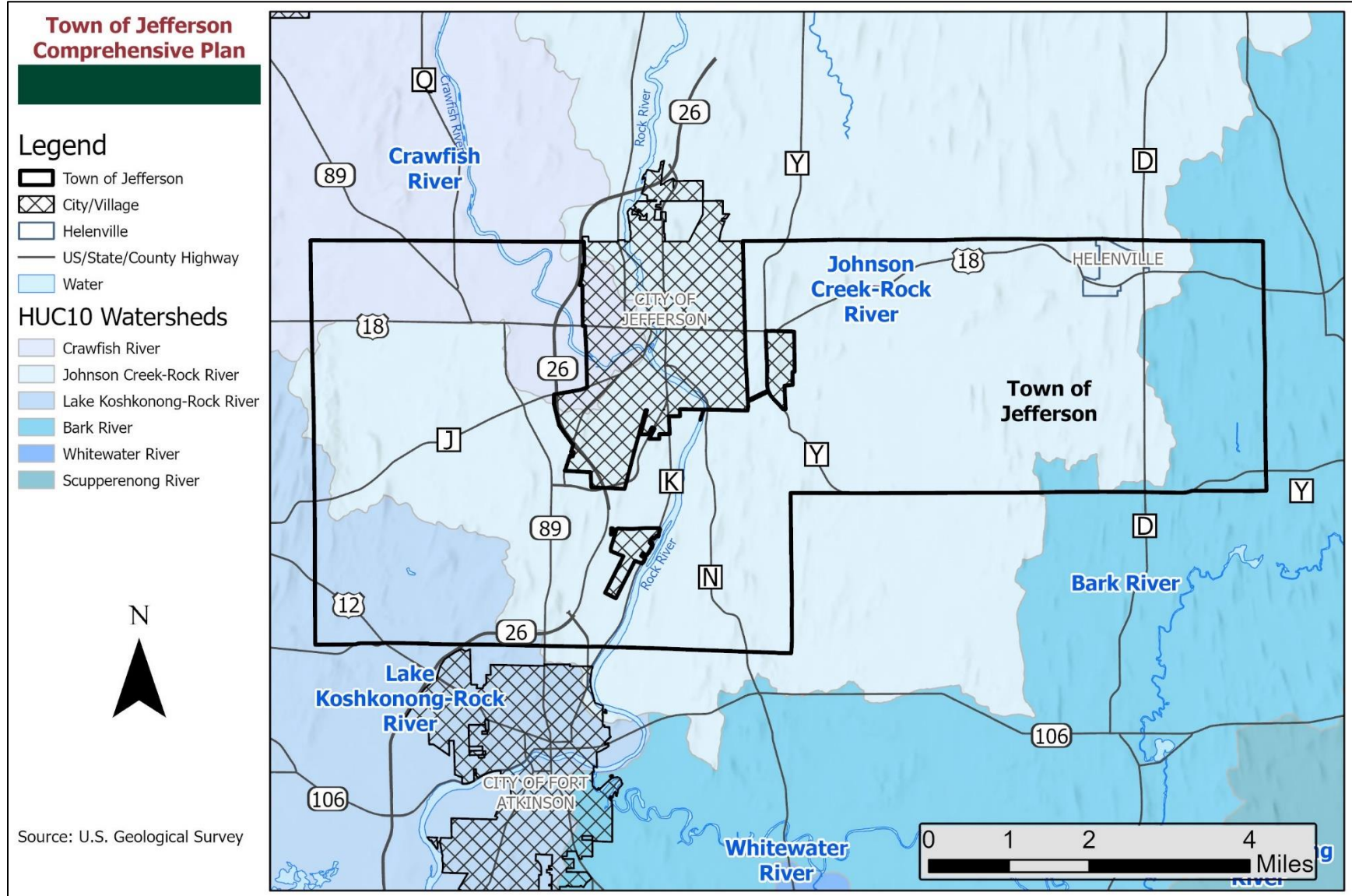
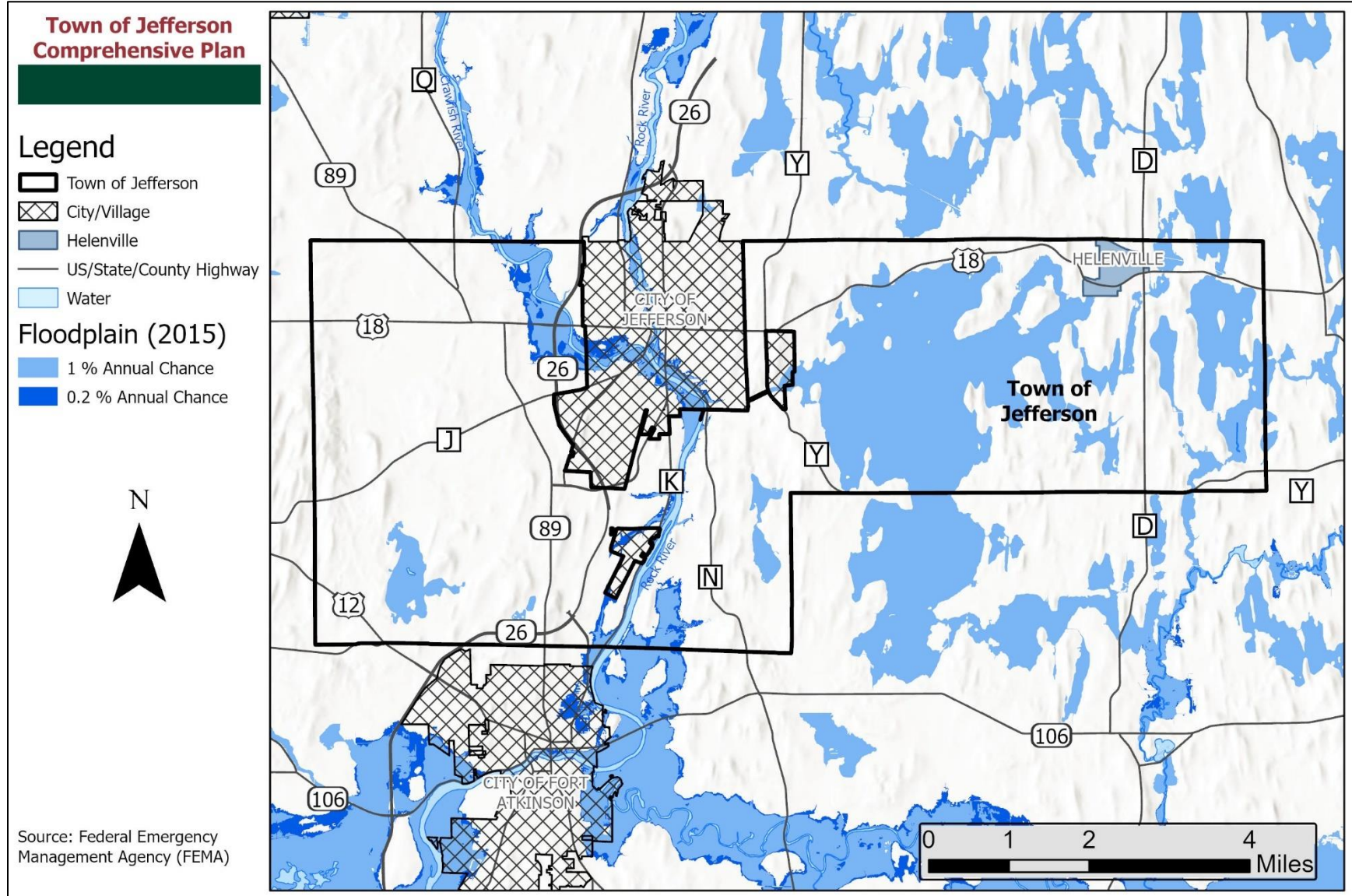


Figure 4-6: Floodplain Map



4.1.6 Environmental Corridors

The Town of Jefferson has numerous environmental corridors that cover and connect natural habitats, water resources, and local ecosystems (see **Figure 4-7**). Many of the Town's environmental corridors are located along surface water, providing natural connections around and through developed lands. Corridors are most prevalent east of the City of Jefferson due to the presence of the Jefferson Tamarack Swamp State Natural Area.

Environmental Corridors are used as a planning tool to identify and protect areas of valuable natural resources within the Town and Jefferson County. Typically, they are accompanied by preservation and maintenance policies intended to protect and enhance the natural areas within them. As the communities around the Town of Jefferson continue to grow, the use of environmental corridors as a planning tool will be valuable in protecting the Town's abundant natural resources.



The Jefferson Tamarack Swamp. Source: WDNR

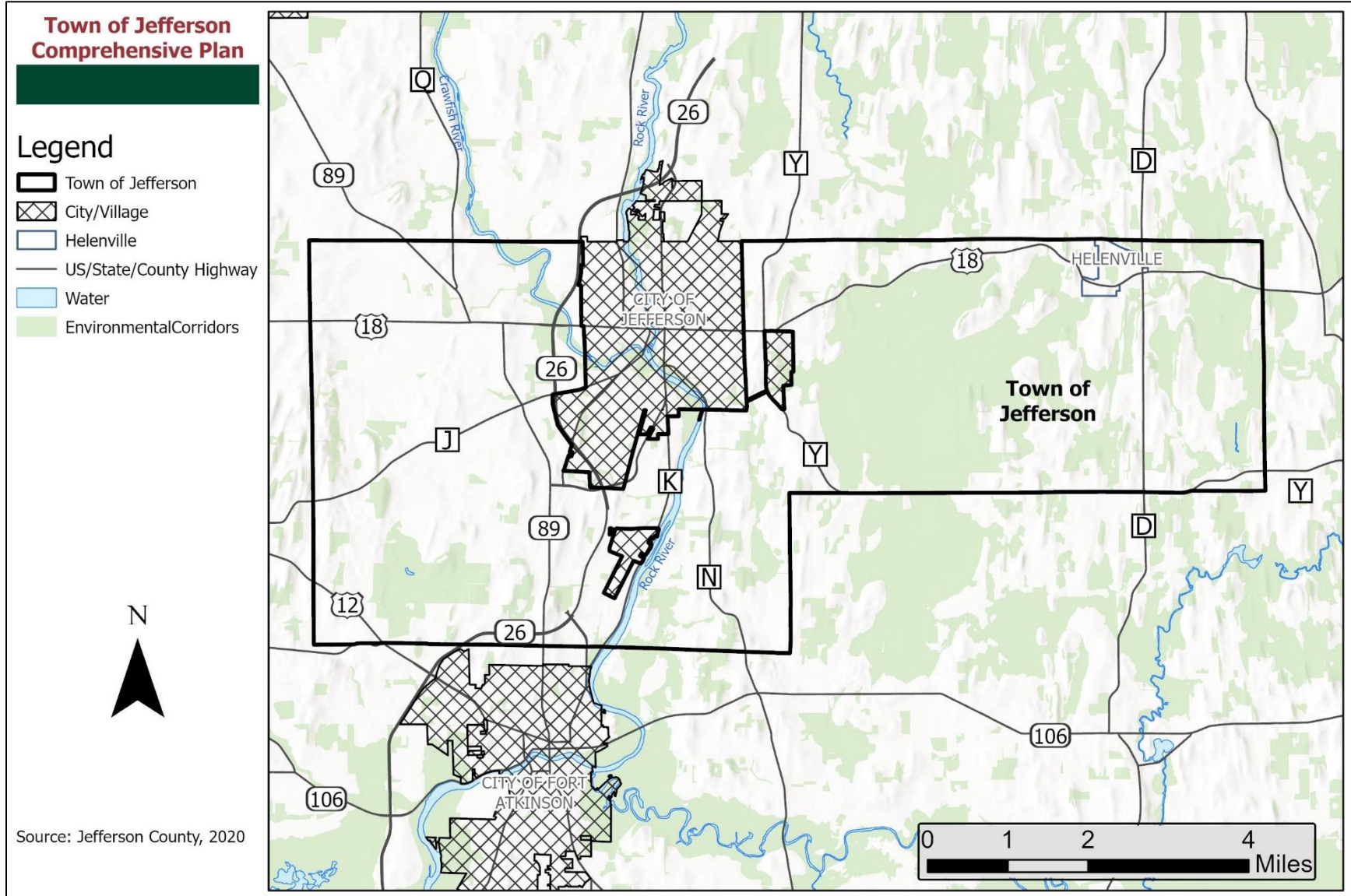
What is an Environmental Corridor?

An environmental corridor connects natural areas, open space, and scenic resources separated by human activities or structures. They can often be found along streams, rivers, or other natural features.

Environmental corridors identify five major resource types:

- WDNR delineated wetlands
- Federal Emergency Management (FEMA) designated one percent annual chance of flood (100-year flood) areas
- Publicly owned land designated as public parks or conservation areas
- Contiguous upland woods over ten acres in area
- Slopes of 20 percent or greater as determined by the USDA Soil Survey

Figure 4-7: Environmental Corridors in the Town of Jefferson



4.1.7 Cultural Resources

Cultural resources are the third resource that contributes to quality of life and that are required to be included in local comprehensive plans under the State’s Smart Planning Legislation. Cultural resources are aspects of the built and not built environment that help to make a place what it is. It includes historic resources, like buildings, town history, or historic sites, and are nonrenewable. Building and preserving a community’s culture can act as a strategic investment that can provide an advantage to a community looking to grow.

Based on the responses to the Community Survey, current residents of the Town of Jefferson value its rural feel, that it is a quiet and peaceful community, and that people are friendly. More specifically, respondents were asked why they live in the Town of Jefferson and what the two most common attributes of the town are. The most common responses were: 1) it’s a quiet and peaceful community; 2) people and neighbors are friendly; 3) it is a rural community that provides a country lifestyle; and 4) it has a small-town feel.

Historic Places

Cultural resources can take many forms and have varied levels of significance. The National Park Service maintains the National Register of Historic Places, which lists districts, sites, buildings, structures, and objects deemed worthy of preservation for their historical significance. When listed on the National Register, properties are protected from conversion or destruction through a regulatory process. The Wisconsin Historical Society also maintains a State Register of Historic Places to state or locally significant sites. Local jurisdictions or population groups may also identify sites of significance. The following locations within the Town and Cities of Jefferson are on the register.

The USDA defines **Cultural Resources** as “tangible remains of past human activity, including buildings; structures; prehistoric sites; historic or prehistoric objects or collection; rock inscription; earthworks, canals, or landscapes.” They have “information about past societies and environments, and provide answers for modern day social and conservation problems.”

Property Name	Level
Beck, Michael and Margaritha, Farmstead	Local
Hoard’s Dairyman Farm	State
Highsmith Native American Village	National
Jefferson Fire Station	Local
Jefferson High School	Local
Jefferson Public Library	State
Main Street Commercial Historic District	Local
Pitzner Site (47 Je 676)	State
Puerner Block-Breunig’s Brewery	Local
Schweiger Industries Plant III	Local
Smith, Richard C., House	Local
Stoppenbach, Emil and Flora, House	Local

4.2 AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES VISION, GOALS, AND OBJECTIVES

This plan provides three categories of Agricultural, Natural, and Cultural Resources statements that provide guidelines for the future implementation of this plan. They begin at a very high level and get more specific in defining the Town’s desired outcomes, providing guidance for Town decision making, and outlining specific actions for the Town to take. The categories are as follows:

VISION	Illustrates the desired outcome(s) in the Town over the 20-year planning period.
GOAL	Describes future element specific conditions for the Town over the 20-year planning context.
OBJECTIVE	Provides actions that the Town of Jefferson will pursue to accomplish the community goals and vision, which can include ordinances, regulations, plans, and projects.

Agricultural, Natural, and Cultural Resources Vision: The Town of Jefferson serves as a steward of the Town’s agricultural, natural, and cultural resources, by preserving its vibrant environmentally sensitive areas, protecting an abundance of high-quality agricultural land, maintaining and promoting the Town’s heritage, character, and history, and providing connections between Town residents and resources.

Natural Resource Goal 1 – Implement and support the adoption of policies that protect surface and groundwater resources from pollution.

Objective NR 1.1 – Protect environmentally sensitive areas for the ecological functions they provide, (e.g., groundwater infiltration, preservation of biodiversity, and recreational uses).

Objective NR 1.2 – Create a policy concerning the proper disposal of foreign and hazardous materials (e.g., concrete, asphalt, soil, and other materials) on private property to protect ground water resources.

Objective NR 1.3 – Provide information on best management practices that protect ground and surface water resources during aggregate mining, reclamation, situations, and agriculture.

Objective NR 1.4 – 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.

Objective NR 1.5 – Follow Jefferson County Shoreland, Wetland, and Floodplain Ordinances when making rezoning decisions.

Objective NR 1.6 – Utilize State, County, and private resources to provide education and protection measures to Town residents.

Objective NR 1.7 – Continue to partner with the County and the Wisconsin DNR to protect areas managed for native plants and wildlife.

Natural Resource Goal 2 – Protect and enhance environmental corridors.

Objective NR 2.1 – 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.

Objective NR 2.2 – Discourage construction on slopes over 12 percent.



St. Peter's Church is a landmark in Helenville

Objective NR 2.3 – Encourage wetland restoration, participate in wetland restoration programs (e.g., Wetland Reserve Program), and take part in stream-bank buffer programs to improve water quality and protect soils within the floodplain.

Objective NR 2.4 – Request the Wisconsin Department of Natural Resources (WDNR) and USDA Natural Resources Conservation Service (NRCS) 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.

Objective NR 2.5 – Encourage property owners to install natural shorelines along rivers, streams and lakes that limit surface water runoff and erosion and improve natural habitat.

Objective NR 2.6 – 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.

Objective NR 2.7 – Develop a policy and/or participate in programs to reduce the fragmentation of woodlands.

Natural Resource Goal 3 – Collaborate with regional park agencies to provide support for the maintenance, improvement, and expansion of parks and recreation opportunities within the Town and region.

Objective NR 3.1 – Recognize the importance of existing parks for recreation, exercise, and natural resource preservation, however, the Town Board will not enter park ownership or maintenance.

Objective NR 3.2 – Support efforts to expand the Glacial Drumlin State Trail and County and Glacial Heritage Area off-road trail initiatives.

Objective NR 3.3 – Encourage 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.

Objective NR 3.4 – Seek options to expand recreational opportunities for the Town’s residents, including off road trails, biking and walking trails and better connections between them, and river improvements such as clean up and improved access points.

Objective NR 3.5 – Petition Jefferson County to institute payments in lieu of property taxes to the Towns and schools on County-owned properties.

Objective NR 3.6 – Review County conditional use permits on properties where ATVs are used for recreational purposes by persons other than the property residents and request riders to respect private property along trails.

Natural Resource Goal 4 – Monitor public projects, aggregate extraction activities and other conditional uses in the Town and enforce ordinances and rules governing these land uses.

Objective NR 4.1 – 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.

Objective NR 4.2 – Encourage the use of best management practices for slope limitations and stabilization.

Objective NR 4.3 – Inform property owners of WDNR, WisDOT, and utility projects that may affect their drainage.

Objective NR 4.4 – Monitor and enforce of drainage requirements and other standards on extraction projects and other conditional uses.

Objective NR 4.5 – Request and maintain on file a copy of gravel and borrow pit reclamation plans when approving conditional use permits.

Objective NR 4.6 – Consider bonding, monitoring permits, abatement fees, and inspections for public and private projects where appropriate.

Cultural and Historical Resources Goal 1 – Engage residents in activities to identify and preserve cultural and historical resources about the Town of Jefferson.

Objective CH 1.1 – Maintain and update a catalogue of sites of historical or cultural interest and written and oral histories of the Town.

Objective CH 1.2 – Provide information on historic preservation programs and cost sharing upon request.

Objective CH 1.3 – Coordinate with Jefferson County on a comprehensive historic and archeological inventory of land located in the Town.

Objective CH 1.4 – Coordinate with the County and State Historical Society to document and preserve artifacts, histories, photographs, and other significant items of interest.



Historic Hoard's Dairyman Farm

5 TRANSPORTATION

Motor vehicles are currently the primary mode for transportation for Town of Jefferson residents. As surrounding communities grow, the demand on roads that pass through the Town will also increase. Road quality greatly affects quality of life for Town residents, and directly impacts their ability to access goods, services, employment, and recreation opportunities.

While motor vehicles are the primary mode of transportation currently, it is important that the Town track technological trends and changes to transportation choices over time. Shifts to either one could have an impact in how transportation infrastructure is used and should be considered when investments are made.

The Town of Jefferson has jurisdiction over only Town roads, while the county is responsible for improving and maintaining all State and US Highways, as well as the County Trunk Highway (CTH) system through the Town. According to the [Jefferson County Comprehensive Plan](#), “the county proactively plans for future transportation needs and various improvements to the system. These actions create an attractive transportation and mobility system to support quality residential, commercial, and industrial growth.”

This chapter explores transportation in the Town of Jefferson, starting with an overview and inventory of the current county roadway system, including an evaluation of road types, functional classification, and surface condition. It then discusses other modes of transportation, including bicycle and pedestrian accommodations, air transportation, railroad, bus and van service and other volunteer transport services, and ATV/UTV accommodations within the Town.

Applicable Issue/Opportunity

Balanced Land Use

Transportation Resiliency

Road Improvements and Maintenance

Bicycle and Pedestrian Infrastructure

The Town of Jefferson is not alone!

Numerous regional, state, and federal grant opportunities are available to assist in funding transportation infrastructure projects. The Town may be eligible to apply for the following grant opportunities:

- [Bipartisan Infrastructure Law \(BIL\) Local](#)
- [Transportation Alternatives Program \(TAP\)](#)
- [WisDOT Road and Bridge assistance programs](#)
- [ATV/UTV Trail Aids - WDNR](#)

5.1 EXISTING CONDITIONS

The Town of Jefferson is responsible for maintaining approximately 47 miles of Town Roads. The Town contracts with private companies for winter plowing, summer road repair, and tree trimming. Town roads are used for a variety of local traffic, including farm equipment, commuting, ATV/UTV travel, and others.

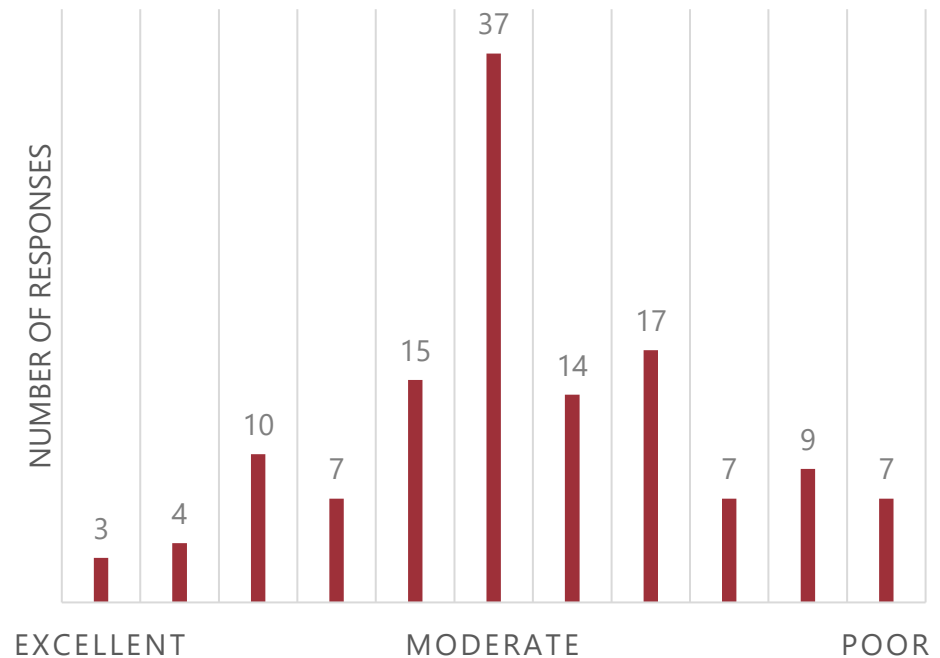
5.1.1 Community Survey

Residents who responded to the community survey were asked to rate the condition of the roadways within the Town of Jefferson. While the majority of respondents indicated that the road condition was “moderate”, 41 percent of responses were skewed towards “poor” condition, while 30 percent were skewed towards “excellent” condition (see **Figure 5-1**).

In addition, respondents were asked to share the road segments or intersections that they felt were problematic. The roads that were mentioned the most frequently were: 1) US 18; 2) Curtis Mill Road; 3) Will Road; and 4) WIS 89. Only Curtis Mill Road and Will Road are under the jurisdiction of the Town.

In addition to transportation specific questions, respondents were asked why they live in the Town and what the best aspects of day-to-day live in the Town are. For both questions, one of the most popular answers was the convenient location. Respondents value the fact that living in the Town of Jefferson gives them the opportunity to live in a rural area, while still having easy access to the Madison and Milwaukee metropolitan areas. This access is dependent on having a reliable, well maintained road system both within and outside the Town.

Figure 5-1: How would you rate the physical condition of local roadways within the Town of Jefferson?

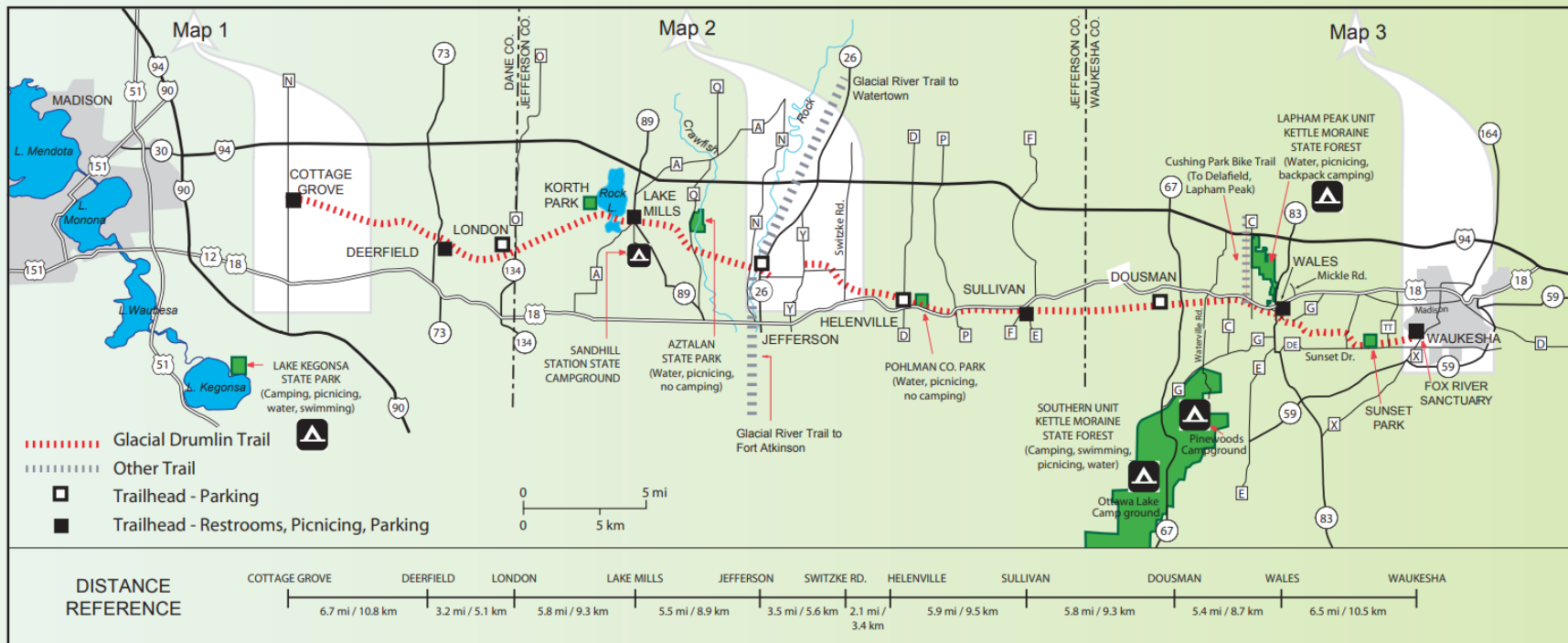


5.1.2 Existing Transportation Network

The Town of Jefferson is located in the center of Jefferson County, between Milwaukee and Madison. WIS 26 is the main north/south route through the County, running from the Fox Valley in the north to Janesville in south center Wisconsin, including a bypass around the City of Jefferson. US 18 runs through the center of the Town and City of Jefferson, providing a direct link between Madison, Waukesha, and Milwaukee, and serving as an alternate east/west option to I-94 to the north. US 12 runs across the southwest corner of the Town, connecting Madison to Whitewater (see **Figure 5-3**).

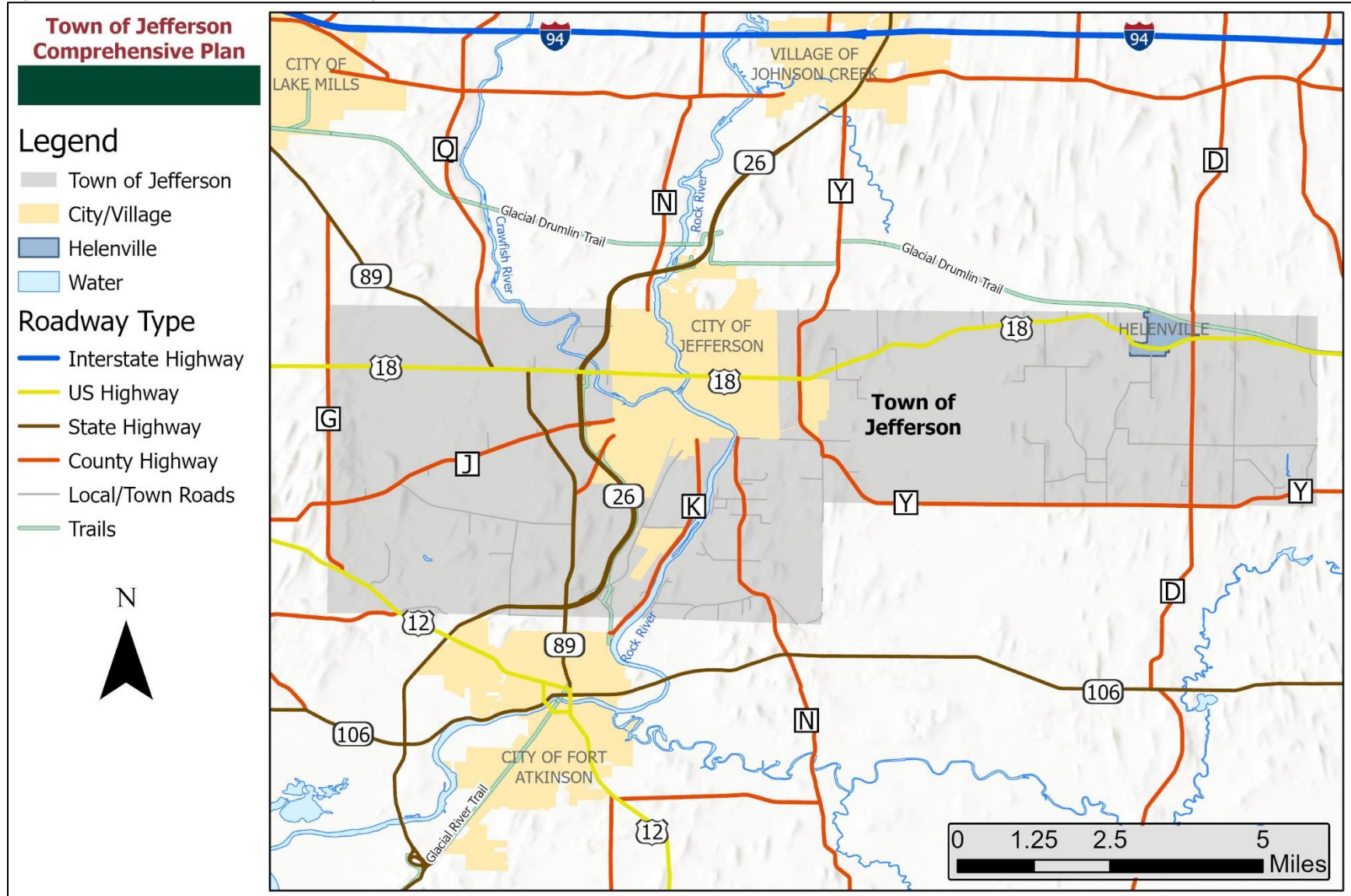
Jefferson County has programed improvements to County Highway Q in 2023 and County Highway K in 2024 in the Town of Jefferson. County Q and K are the only county highways in the Town with a PASER surface rating that is failing.

Figure 5-2: Glacial Drumlin Trail Map



Source: Wisconsin Department of Natural Resources, <https://dnr.wisconsin.gov/topic/parks/glacialdrumlin/maps>

Figure 5-3: Town of Jefferson Roadway Network



In total, there are 92 centerline miles of roads within in the Town of Jefferson. As mentioned previously, a little over half of those miles (approximately 47 miles) are on roads that are under the jurisdiction of the Town. The remaining 45 miles are maintained and operated by Jefferson County. (see **Table 5-1**). All roads that are under the jurisdiction of the Town and some county highways are considered local roads. Other county highways are classified as minor arterials, and all state and US highways are classified as major arterials (see **Figure 5-4**).

Table 5-1: Town of Jefferson Roadway Miles

Roadway Type	Centerline Miles	Percent
Interstate Highways	0	0%
US Highways	8.6	9.7%
State Highways	10.3	11.5%
County Highways	23.2	25.9%
Local Roads	47.2	52.9%
Total	89.3	100%

Source: 2019 Wisconsin Inventory of State and Local Roads (WISLR)

Roadway Functional Classification

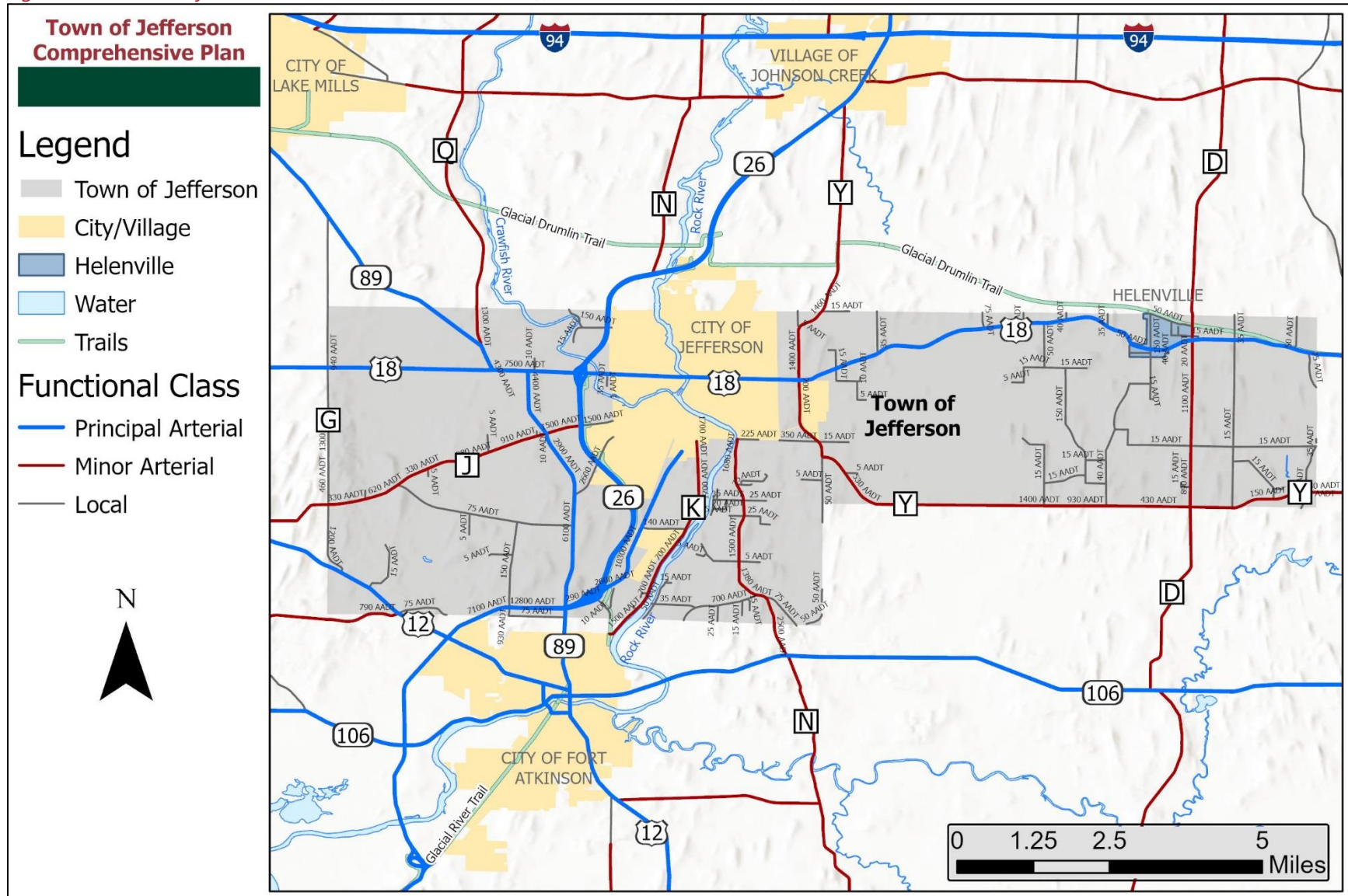
Streets and highways are classified into classes, depending on the type of service they are intended to provide. In the Town of Jefferson, three classes are represented:

Principal arterials are the highest classification for roadways under local control. Principal arterials carry the highest traffic volumes and are designed and constructed with mobility and long-distance travel in mind. They provide limited access at grade separated interchanges, while offering high levels of mobility and service to urban centers. Principal arterials are the key corridors linking communities to the regional highway system.

Minor arterials provide intra-community travel and connect regional transportation routes with local connector streets. Minor arterials do not penetrate neighborhoods and are generally spaced no more than one mile apart in fully developed areas. Although the predominant function of minor arterials is traffic mobility, minor arterials serve some local traffic while providing greater land access than principal arterials.

Local roads make up the largest portion of roadway miles in the Town and connect residents with collector and arterial streets. These roads predominantly serve direct access to adjacent land uses and offer the lowest level of mobility to the community. Local roads serve as the ends of most trips.

Figure 5-4: Roadway Functional Classification and Traffic Volumes of Town of Jefferson Roads



5.1.3 Pavement Condition

Pavement conditions in Wisconsin are monitored biannually using the Pavement Survey Evaluation and Rating (PASER) system. The PASER system is a road rating system that was developed by the University of Wisconsin-Madison Transportation Information Center that uses a one to ten surface rating scale, with ten representing a new road in excellent condition and a one representing a failed road.³ In general, roads rated one to three require structural improvements that may include rehabilitation or road construction. Roads rated four to seven require capital preventative maintenance such as surface treatments to protect the pavement structure. Roads rated eight to ten require routine maintenance such as street sweeping, drainage clearing, and crack sealing.

On average, the roads under the Town’s jurisdiction are in good condition. They have an average PASER rating of 6.52, which is a rating of “good”. Further, about 68 percent of roads under the jurisdiction of the Town received a rating between six and eight, indicating that they are in “good” or “very good” condition and twelve percent received an excellent rating (nine or ten). About 25 percent of Town roads have a PASER rating of four or five, which corresponds with a “fair” rating. Consistently, only 2.6 percent of roads received a rating of three or less, indicating that they have “poor”, “very poor”, or “failed” condition. See **Table 5-2** and **Figure 5-3** for details.

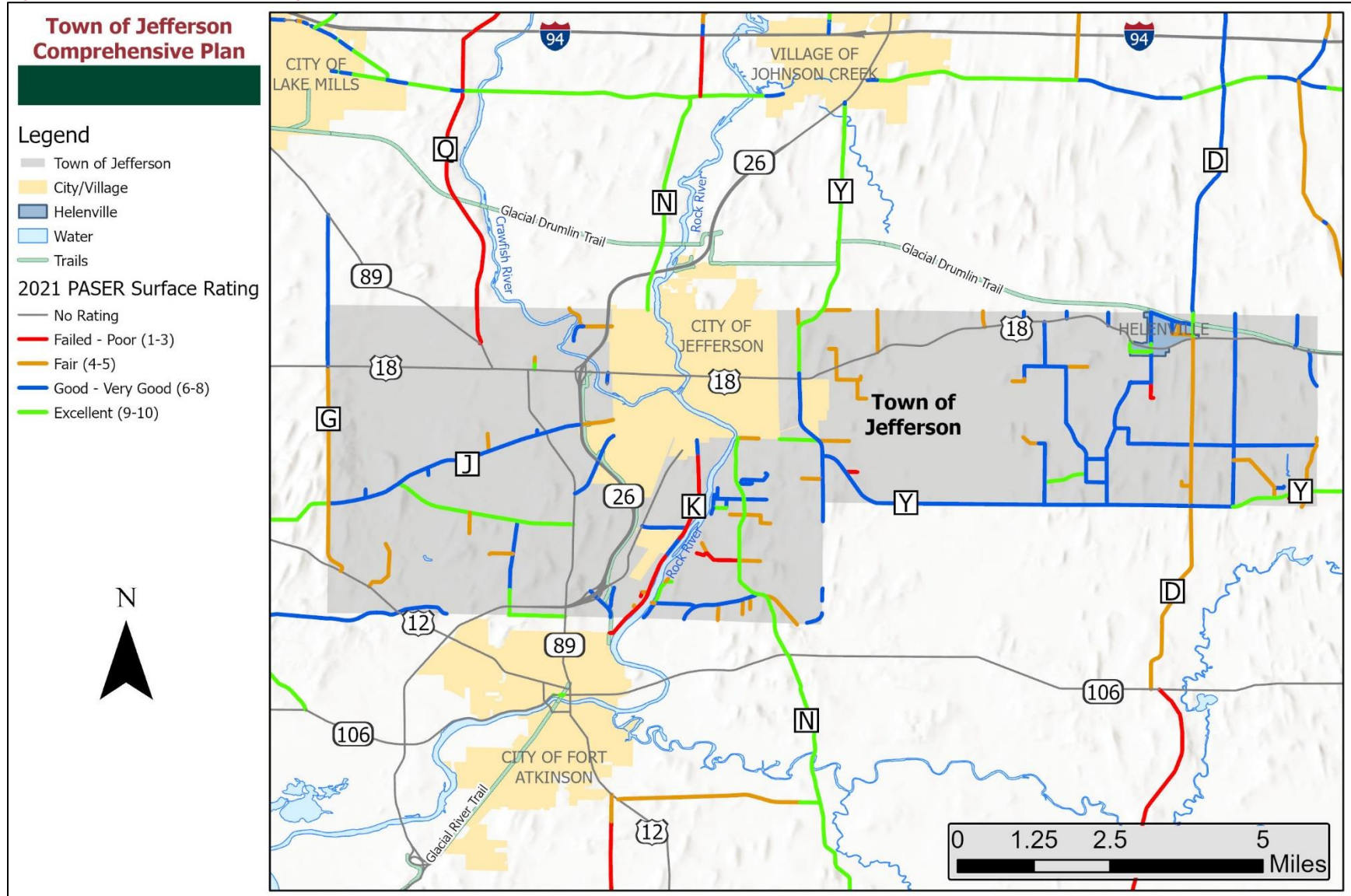
Table 5-2: PASER Rating on Town Owned/Maintained Roads

Rating	Description	Length (miles)	Percent of Total
0	Unrated	0.03	0.1%
1	Failed	0.00	0.0%
2	Very Poor	0.00	0.0%
3	Poor	1.23	2.6%
4	Fair	3.48	7.4%
5	Fair	8.45	17.9%
6	Good	12.32	26.1%
7	Good	9.85	20.9%
8	Very Good	9.85	20.9%
9	Excellent	0.44	0.9%
10	Excellent	5.22	11.1%

Source: 2019 Wisconsin Inventory of State and Local Roads (WISLR)

³ http://epdfiles.engr.wisc.edu/pdf_web_files/tic/manuals/Asphalt-PASER_02_rev13.pdf

Figure 5-5: 2021 PASER Ratings



5.1.4 Bicycle and Pedestrian Facilities

The Town of Jefferson offers numerous walking, hiking, and bicycling opportunities. The Glacial Drumlin Trail runs through the northeast corner of the Town, in the rural hamlet of Helenville, and the Glacial River Trail, runs north/south between the City of Fort Atkinson and the City of Jefferson along the WIS 26 alignment. Other bicycle routes within the Town include County K, south of the City of Jefferson, Will Road, south of County Y, and Kiesling Road to Banker Road, which is identified by Jefferson County as a Designated Bike Route.

Jefferson County publishes a [bicycle map](#), which identifies trails, designated bicycle routes, and roadway suitability. For example, County Y, north of US 18, and County J, west of WIS 89, are identified as areas that may be suitable for bicycling, depending on the rider's individual ability.

Multiple respondents to the Community Survey indicated that they walk, hike, or bicycle regularly for recreation. Many of them indicated that they would like to see more options for bicycling and walking, including better connection between existing facilities.

5.1.5 Bus and Van Transportation

There are various services available to residents of the Town who have difficulty with mobility, do not have access to a motor vehicle, or cannot operate a car. Jefferson County publishes a [Transportation Provider Directory](#) that contains provider information, address, areas of services, fare/fee structure, and information about their fleet. The directory contains detail for 17 providers throughout the county, many of which provide services within the Town of Jefferson. The following providers deliver services to Town of Jefferson residents:

Multiuse Trails in the Town of Jefferson

Multiple regional trails pass through the Town of Jefferson, including:

The **Glacial River Bicycle and Pedestrian Trail** extends for nearly 56 miles from the Rock County line to the City of Watertown in Jefferson County. The first 34 miles from south to north is along an abandoned railway easement from the Rock County line to the City of Fort Atkinson. The trail continues along roads and off-roads through the Town of Jefferson on its way to the City of Watertown to the north.

The **Glacial Drumlin Trail** runs generally west to east from the Village of Cottage Grove in Dane County to the City of Waukesha in Waukesha County, a distance of 52 miles. Twenty-five miles of the crushed limestone trail is located in Jefferson County. It crosses through Helenville in the northeast corner of the Town of Jefferson. The trail is suited for riders of all abilities and features 16 wooden bridges and multiple rest stations and restrooms along the route.

C&W Med Rides, LLC

C&W Med Rides, LLC is based out of the City of Fort Atkinson and provides both medical and non-medical transportation services to airports and family outings in the local community, Jefferson County, or beyond. Door to door service is provided. Vans are equipped with wide wheelchair ramps to assist customers who walk on their own, with a cane, or any type of walker. Regularly scheduled services are provided Monday-Friday but can also be available on the weekends with advanced notice.



Jefferson County Veteran's Van

The Veteran's Administration has provided Jefferson County residents with a van to take veterans to medical appointments at the VA Medical Center in Madison. Service is available Monday-Friday and rides are scheduled on a first-come, first-served basis.

St. Coletta's of Wisconsin

St. Coletta of Wisconsin is based out of Jefferson and provides door-to-door transportation services to those with developmental disabilities or other challenges. Vehicles are equipped with lifts for persons with mobility challenges. Service is available Monday-Friday and evening transportation to/from employment as needed. Round trip service to major airports is also provided.

Aging and Disability Resource Center of Jefferson County (ADRC)

The ADRC of Jefferson County provides medical transportation to persons 60 and over and person with disabilities when they have no other means of transportation. This dial-a-ride service is available Monday through Friday for those with appointments inside and outside of Jefferson County.

Your Friends in Action

Your Friends in Action is a community-based program serving Jefferson County, as well as parts of Walworth and Dodge Counties. The 100 percent volunteer program provides transport to elderly and chronically ill persons to shopping, errands, medical, or dental appointments. Transportation services are generally available Monday through Friday.



ADRC Transportation Van

MTM Transportation

MTM provides rides for non-emergency Medicaid and Badger Care appointments. Rides to routine appointments may be scheduled from 7:00 a.m. to 6:00 p.m. Monday through Friday. Rides to urgent appointments may be scheduled 24 hours a day, seven days a week.

5.1.6 Off Road Vehicles

All-terrain vehicle (ATV) and utility terrain vehicle (UTV) riding is growing in popularity across all areas of Wisconsin. Wisconsin Act 87 and 2017 Wisconsin Act 193 relates to municipal ordinances authorizing any county, town, village, or city to enact an ordinance that allows the use of ATVs and UTVs on local roads within their jurisdiction and not part of the national system of interstate and defense highways.

Jefferson County allows ATV/UTV traffic on all county roads. In April 2022, the Town Board adopted Ordinance 4-22 designating all official Town of Jefferson roads as ATV/UTV vehicle routes. However, routes shall be signed in accordance with the standards outlined in Wisconsin Administrative Code.

5.1.7 Freight Routes

There are numerous freight routes through Jefferson County that provide vital transportation for businesses and agricultural operations within the Town of Jefferson. These options include trucking routes and rail lines.

WisDOT designates freight routes and long-haul truck routes throughout the state. The routes identified by WisDOT accommodate vehicles of certain trailer sizes including 48', 58', 65', and 75' lengths. Designated long-haul truck routes allow for movement of most truck types, and include US 12, US 18, WIS 26, and WIS 89 in the Town of Jefferson. WIS 26, south of I-94, is one of the only over-size-over-weight



Town roads are shared by farm equipment, trucks, and everyday travel.

(OSOW) routes in the Jefferson County, which accommodates vehicles that exceed typical weight or size restrictions and need designated routes for safe travel. WIS 89 is a high clearance route, that allows the movement of taller trucks and cargo.

Additionally, railroads provide important freight transportation that supports the Town of Jefferson's local economy. Railroads are used to transport raw materials, goods, and agricultural products (especially corn, soybeans, and ethanol). Union Pacific operates a rail line that extends from Fort Atkinson north and the Wisconsin and Southern Railroad (WSOR) extends from the City of Whitewater through the Village of Palmyra to the City Waukesha.

5.1.8 Air Transportation

Two airports are located in Jefferson County and in close proximity to the Town of Jefferson. They both provide general aviation services for the residents of the Town:

Fort Atkinson Municipal Airport

The Fort Atkinson Municipal Airport is located three miles northeast of the central business district of Fort Atkinson. The airport has one paved runway. The airport is listed in the Federal Aviation Administration (FAA) National Plan of Integrated Airport Systems for 2021–2025 and is categorized as a local general aviation facility. For the twelve-month period ending May 24, 2021, the airport had 10,900 aircraft operations, an average of 30 per day. Those operations were made up of 10,650 general aviation, 200 air taxi, and 50 military. In April 2022, there were 23 aircraft based at this airport: 18 single-engine, one multi-engine, four helicopters, and one ultra-light.

Watertown Municipal Airport

The Watertown Municipal Airport is a public use airport, owned by and located in the City of Watertown and includes two paved runways. The airport is listed in the Federal Aviation Administration (FAA) National Plan of Integrated Airport Systems for 2021–2025 and is categorized as a regional reliever airport facility. For the twelve-month period ending May 24, 2021, the airport had 58,000 aircraft operations, an average of 159 per day: 88 percent general aviation, nine percent air taxi and two percent military. In April 2022, there were 61 aircrafts based at this airport: 54 single-engine and 7 multi-engine.

5

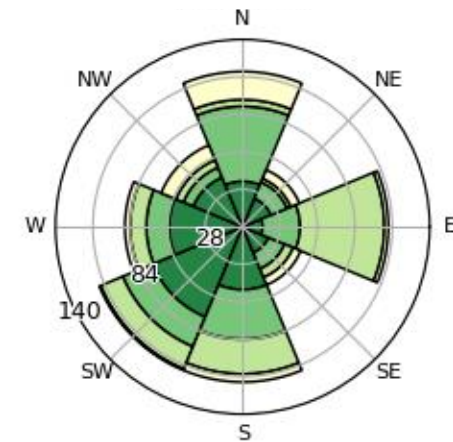
5.1.9 Commuting

Commuting is a key aspect of living in or operating a business in the Town of Jefferson. A high percentage of people living or working in the Town commute across the Town’s boundaries every day. Specifically, according to the American Community Survey, in 2019, the vast majority of Town of Jefferson residents who were employed, commuted outside of the Town to access their place of employment (98 percent). Similarly, 775 of the 807 jobs within the Town were filled by employees living outside of the Town (96 percent).

Most of those commuters use a car, truck, or van to travel to work (91 percent), while very few utilize other forms of transportation. Specifically, 86 percent drove alone, five percent carpooled, and three percent walked to work.

In 2018, Wisconsin was ranked as the thirteenth state in the country for shortest commute times with an average commute of 21.9 minutes. The mean travel time to work for the Town of Jefferson residents is 22.8 minutes which is consistent with the state average and less than the national average of 25.4 minutes. Over 28 percent of those employed in the Town of Jefferson travel more than 25 miles each way to their primary job with most of the traveling either north, south, or southwest to their places of employment (see **Figure 5-6**).

Figure 5-6: Job Count by Distance and Direction, 2019



5.2 TRANSPORTATION VISION, GOALS, AND OBJECTIVES

This plan provides three categories of Transportation statements that provide guidelines for the future implementation of this plan. They begin at a very high level and get more specific in defining the Town’s desired outcomes, providing guidance for Town decision making, and outlining specific actions for the Town to take. The categories are as follows:

VISION	Illustrates the desired outcome(s) in the Town over the 20-year planning period.
GOAL	Describes future element specific conditions for Town over the 20-year planning context.
OBJECTIVE	Provides actions that the Town of Jefferson will pursue to accomplish the community goals and vision, which can include ordinances, regulations, plans, and projects.

Transportation Vision: The Town of Jefferson has a well-maintained and connected transportation system that provides safe and efficient transportation options for all users and all transportation modes; connects the Town to surrounding communities; and facilitates the movement of goods.

Transportation Goal 1 – Complete maintenance activities on Town roads that ensure safe conditions for drivers and other users.

Objective T 1.1 – Establish procedures, access standards, and/or fees (as necessary) for Town roads, subdivision roads, and State, Federal, and County Road projects.

Objective T 1.2 – Establish bonding procedures to pay for heavy truck or utility installation damage to Town roads.

Objective T 1.3 – Formalize agreements between the Town and other jurisdictions for the maintenance of shared road facilities.

Objective T 1.4 – Work with farmers, truckers, and heavy equipment operators to minimize heavy equipment damage to Town roads.

Objective T 1.5 – Educate drivers on sharing the road with farm machinery and other non-vehicle transportation modes.

Objective T 1.6 – Advocate for adequate funding from the State and County to maintain the Town’s transportation infrastructure.

Objective T 1.7 – Evaluate policies related to ATV and UTV use on roads to ensure safe roadway operation, quality of life for residents along roads, and recreation opportunities. Consider development of an ATV/UTV roadway network that identifies specific roadways where their usage is allowed.



The WIS 26 bypass around the City of Jefferson when it was under construction in 2009.

Transportation Goal 2 – Keep transportation routes that provide connections between the east and west sides of the Town open.

Objective T 2.1 – 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 safely navigate between the east and west sides of the Town of Jefferson during flooding of the Rock and Crawfish Rivers.

Objective T 2.2 – Work with WisDOT to maintain open transportation on state and federal routes during construction or during extreme weather events.

Transportation Goal 3 – Develop policies and work to install infrastructure that improve bicyclist and pedestrian safety along transportation corridors within the Town.

Objective T 3.1 – Communicate with WisDOT 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.

Objective T 3.2 – Communicate with WisDOT and the County when bicycling events will take place within the Town and implement proper traffic control methods.

Objective T 3.3 – Seek opportunities to construct infrastructure that supports multimodal transportation, including the development of additional trails, providing infrastructure connecting existing trails, and safe walking and bicycling facilities along existing road corridors.

Transportation Goal 4 – Support incremental infrastructure advancements on Town, County, and State roads that reacts to advancements in transportation technologies.

Objective 4.1 – Monitor and consider trends regarding changes to transportation technologies when planning for transportation infrastructure investments.

6 COMMUNITY FACILITIES AND UTILITIES

Utilities and community facilities provided by local jurisdictions typically include the basic level of services necessary for residents and businesses to thrive within the community. Many of those facilities require long term planning and funding for maintenance. In some instances, new facilities may be necessary for the Town to maintain its quality of life.

This chapter identifies some of the main considerations in planning for these facilities, while focusing on the key themes identified in the engagement process. Residents would like the community facilities efforts to focus on monitoring and regulating growing renewable energy demands, improving broadband internet access, and providing additional outdoor recreational opportunities.

6.1 EXISTING CONDITIONS

The Town's 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. Currently, the St. Colletta Cabin, located within the limits of the City of Jefferson, serves as a town hall facility, and is used to hold these public meetings.

Residents of the Town of Jefferson have access to numerous community facilities and utilities. See **Figure 6-1** for a map of community facilities.

6.1.1 Governance

Town of Jefferson residents are served by an elected five-member Town Board elected to two-year terms, with three members elected in even years and the remaining two elected in odd years. The Chair of the Town Board is responsible with appointing the Town's Clerk, Treasurer, and a five-person Plan Commission. The Chair also conducts an annual Town meeting, where the Town Board seeks input on Town operations and decisions.

Applicable Issue/Opportunity

Town Hall

Telecommunications Infrastructure

Property Tax Revenue

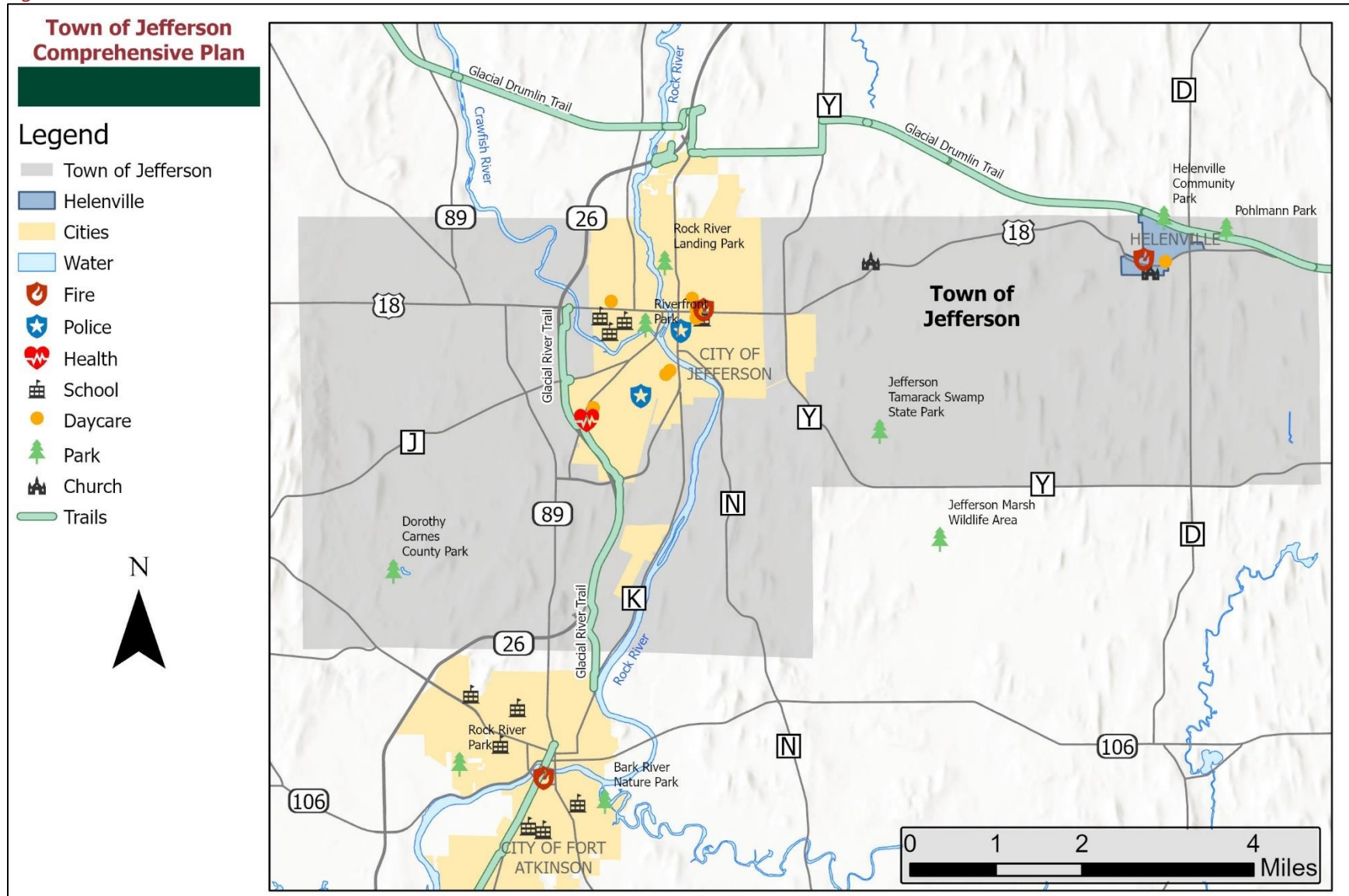
Shared Services

Annexation



St. Colletta Cabin in the City of Jefferson.

Figure 6-1: Public Facilities that serve Town residents.



6.1.2 School Districts

The Town of Jefferson is served by two school districts: Fort Atkinson and Jefferson. Enrollment trends in school districts often reflect the growth of the communities they serve. After seeing increasing enrollment numbers between 2002 and 2009, both districts have seen a decline in enrollment numbers over the past seven years. This decline is consistent with demographic trends in the Town and surrounding areas. See **Table 6-1** and **Figure 6-2** for more information on the two school districts.

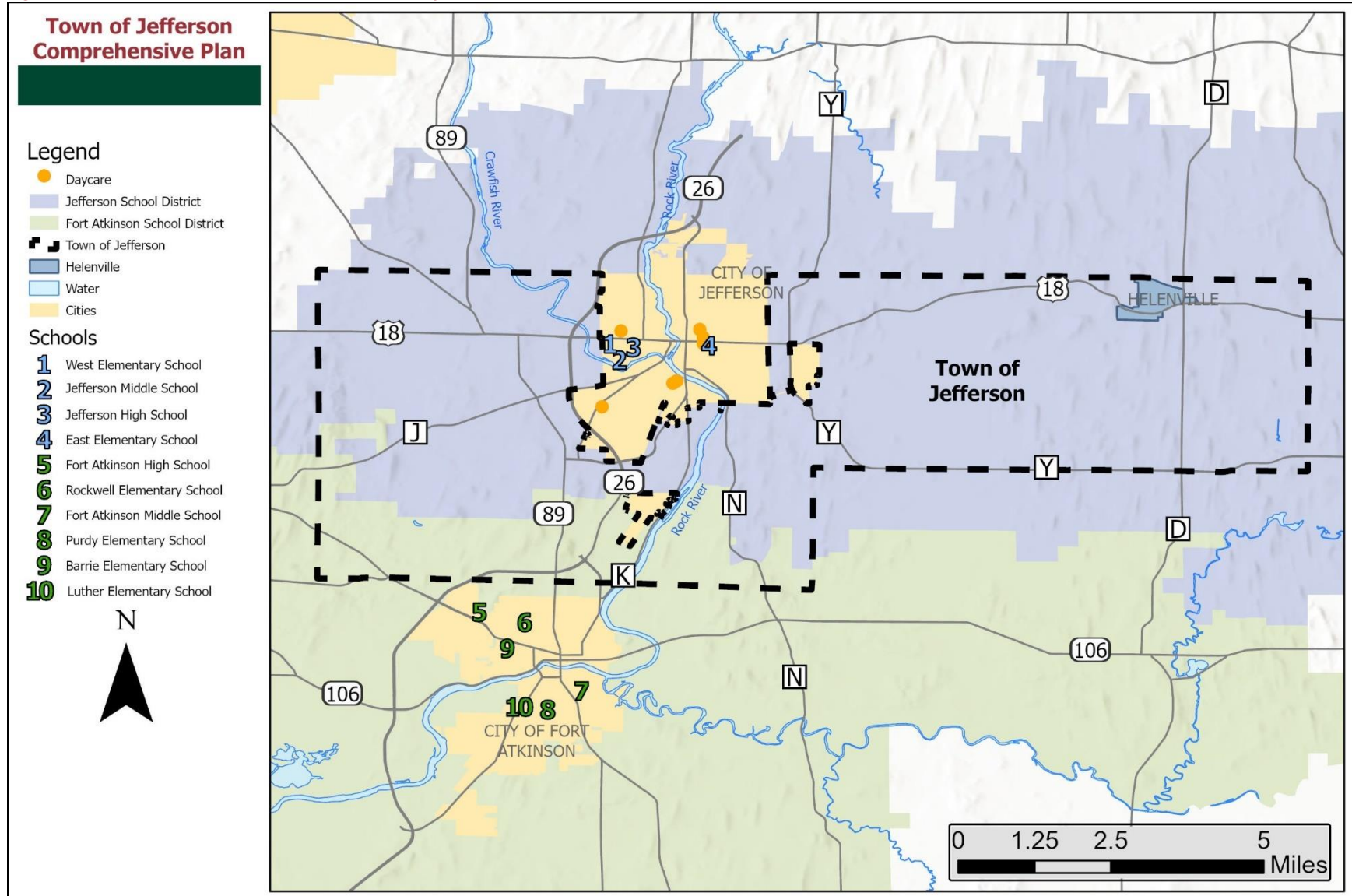
Table 6-1: School District Enrollment 2015 and 2021

School District	2015 Enrollment	2017 Enrollment	2019 Enrollment	2021 Enrollment	2015 – 2021 Percent Change
Fort Atkinson	2,906	2,812	2,768	2,591	-11%
Jefferson	1,957	1,932	1,821	1,752	-10%

Source: Wisconsin Department of Public Instruction, <https://wisedash.dpi.wi.gov/Dashboard/dashboard/18110>



Figure 6-2: Schools, School Districts, and Day Care Facilities



6.1.3 Outdoor Recreation

Respondents to the Community Survey indicated that they take part in numerous outdoor recreation activities within the Town of Jefferson. Reported activities included bicycling, walking, hunting, hiking, boating (kayaking, canoeing, and general boating), fishing, and many others. The Town of Jefferson does not provide parks, but it supports parks facilities that are owned and maintained by Jefferson County and the Wisconsin Department of Natural Resources (WDNR).

The following parks and trails provide outdoor recreation opportunities for residents in the Town of Jefferson (See **Figure 6-1** for the location of each area).

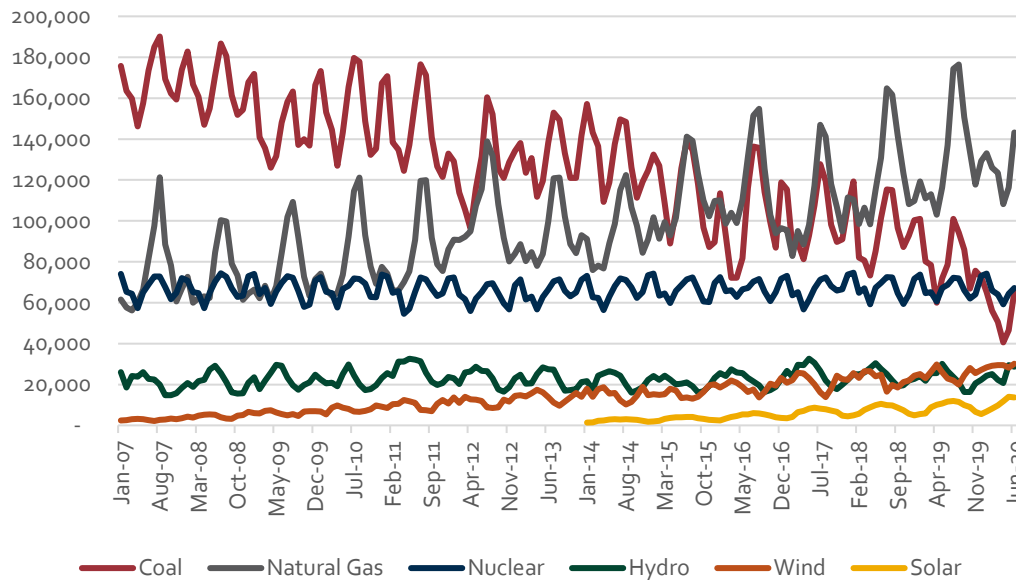
Recreation Facility	Operating Agency	Description
Dorothy Carnes	Jefferson County	Dorothy Carnes Park was originally established in 2000 through a generous private donation that allowed Jefferson County and its partners to leverage State and Federal grants to purchase and protect a total 514 acres around Rose Lake. Through that process, 480 of those acres were designated as a State Natural Area due to the significance of Rose Lake to the area's flora and fauna. Today, the park provides year-round recreation for hiking, birding, nature appreciation, picnic, dog walking, cross country skiing, camping, gardening, and more. The property has rolling topography, broad views of the landscape, and features restored prairies, woods, and wetlands. (Source: Jefferson County Parks Department)
Jefferson Tamarack Swamp State Natural Area	Wisconsin Department of Natural Resources	Jefferson Tamarack Swamp harbors the largest forested wetland in Jefferson County, and one of the most extensive in southeastern Wisconsin. The wetland is dominated by large stands of mature tamarack with extensive patches of sedge meadow, and thickets of willow and dogwood along the periphery. Associated with the tamarack are American elm, red maple, and black ash. A hummocky cover of sphagnum moss blankets the ground and poison sumac is abundant throughout the site. Groundlayer species include cinnamon, royal, crested shield, sensitive, and spinulose wood ferns, skunk cabbage, and pitcher plant...The meadow is dominated by bluejoint grass, tussock sedge, lake sedge, spotted Joe-pye-weed, marsh fern, and marsh bellflower. The extensive acreage of the site makes it an important refuge for many bird and animal species. Jefferson Tamarack Swamp was originally purchased by Pheasants Forever and later transferred to the WDNR in 2004. The site was designated a State Natural Area in 2003. (Source: Wisconsin DNR)

Recreation Facility	Operating Agency	Description
Pohlmann Park	Jefferson County	Pohlmann Park is on US 18 and Duck Creek Road between Helenville and Sullivan. It is used for picnicking, as a wayside, and for walking. The park is just south of the Glacial Drumlin Trail. One unique park feature is the remnant of a silo. The silo is currently under renovation to obtain a new mural. Pleasant trails weave through a pine plantation and a fieldstone wall, typical of those seen on farms in the area, marks the north edge of the park. A monument commemorates the Pohlmann family who farmed here. (Source: Jefferson County Parks Department)
Glacial Drumlin Recreational Trail	Wisconsin Department of Natural Resources	Running between Wisconsin's two largest urban areas, this trail stretches for 52 miles through farmlands and glacial topography. The trail travels through ten small towns from Cottage Grove to Waukesha. The trail is on an abandoned rail corridor, except for a 1.5-mile section northeast of Jefferson, between WIS 26 and County Y, which uses public roads as the trail route. (Source: Wisconsin DNR)
Helenville Community Park	n/a	A small community park within the rural hamlet of Helenville. The park has a playground, fields, and a picnic area with shelter.
Rock and Crawfish Rivers	n/a	The Rock and Crawfish Rivers run north/south through the center of the Town and provide canoeing and kayaking opportunities for residents. While the Town does not own and operate any boat launches, Town residents can access the rivers at launches within the Cities of Jefferson and Fort Atkinson.

6.1.4 Energy Production

Sources of electrical power has shifted significantly over the past decade. Due to the decreasing price of natural gas, wind, and solar energy, coal has been replaced as the predominant source of electricity in the United States (See **Figure 6-4**). However, coal is still the primary source of electricity in Wisconsin (See **Figure 6-3**).

Figure 6-4: United States Electric Power Generation, 2007-2020



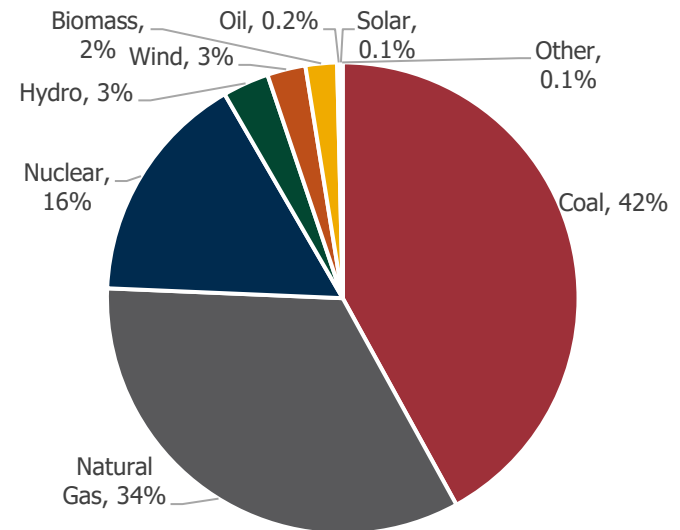
Source: U.S. Energy Information, Electricity Data Browser, <https://www.eia.gov/electricity/data/browser/>

The shift from centralized power production to wind and solar could lead to a decentralized system of energy production and distribution in Wisconsin’s future. The need to generate electricity locally is growing and has direct implications for land use planning and zoning. Solar suitability may be limited by land cover such as forests and wetlands, and the deployment of such systems needs more open and accessible spaces, such as farmlands. However, respondents to the Community Survey expressed concerns over the conversion of farmland to accommodate solar.

Locally, the Town of Jefferson has seen changes that are facilitating the Wisconsin’s shift away from coal to renewable sources. Specifically, two major, utility scale solar farms are planned or under construction within the Town:

- Crawfish River Solar Project – 75-megawatt (MW) system on 500 acres
- Badger State Solar Project – 149-megawatt (MW) system on 1,200 acres

Figure 6-3: WI Electric Power Generation, 2019



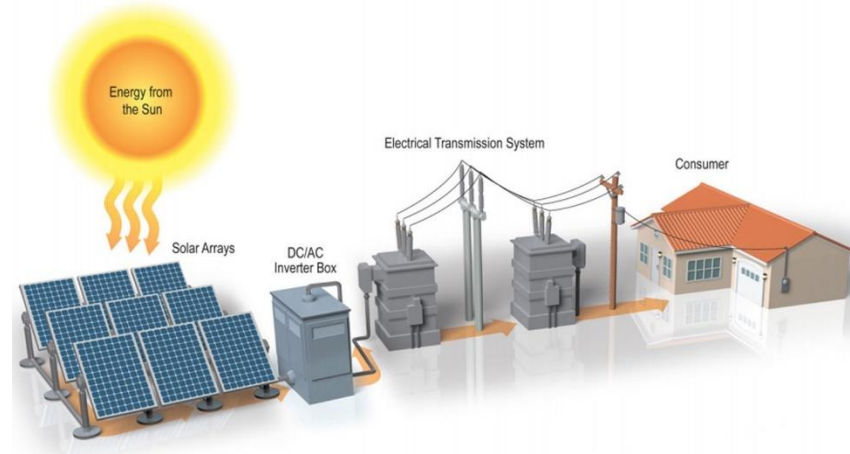
Source: U.S. Department of Energy, Wind Exchange, <https://windexchange.energy.gov/states/wi>



According to the Solar Energy Industries Association, “a megawatt of solar power generates enough electricity to meet the needs of 164 U.S. homes” (Source: [100 Megawatts Per Day: Solar Power on the Rise](#)).

Therefore, a 75-megawatt system could produce enough electricity to power 12,300 homes and a 149-megawatt system could power 24,436 homes on average.

Figure 6-5: Solar Energy Systems



Source: Renew Wisconsin, <https://www.renewwisconsin.org/solarfarms/>

6.1.5 Telecommunications Technologies

High-speed internet connectivity is becoming more essential for economic competitiveness as telework employment opportunities, online school, and telehealth services become increasingly prevalent. Unfortunately, many rural communities, including the Town of

Based on the results of the Community Survey, broadband internet access in the Town of Jefferson is significantly lower than the national average. **Specifically, only 38 percent of survey respondents reported that their broadband internet needs are met, and only 63 percent reported having any access at all.** In comparison, according to the US Census Bureau, 85 percent of American households have a broadband internet subscription (American Community Survey, 2020 5-year estimates).

Jefferson are underserved with broadband internet connections.

Jefferson County has begun efforts to address the service shortage in the rural portions of the county. The County passed a community broadband ordinance and established a



Telecommunications tower and electrical lines near Helenville.

broadband working group to develop strategies to expand access to fast internet throughout the county. The group is actively pursuing state grant opportunities to expand services.

Ensuring reliable access to internet can be a significant factor in attracting business and industry to the Town of Jefferson. Efforts to improve broadband service are intended to address two key topics: 1) increasing overall access to service networks, and 2) increasing the capacity (speed) of service. Increasing the speed and coverage of broadband services can help businesses expand to new locations in Jefferson County, and help businesses increase their productivity and efficiency. This is increasingly true for in-home businesses.

In addition, improving access to high-speed internet is a priority for the state. The [Wisconsin Broadband Plan](#) (Broadband Plan) focuses on public-private partnerships to close the digital divide in Wisconsin. Its overarching vision is that “all Wisconsinites have the information technology capacity needed to fully participate in society” and its mission is to “make high performance broadband more accessible, resilient, competitive, and affordable in Wisconsin.”

6.1.6 Public Safety

Public safety services are provided by local and county departments and groups throughout the county, including the Jefferson County Sheriff’s Department and Emergency Management Department. Additionally, fire protection services are provided by the Helenville, Jefferson, Fort Atkinson and Rome volunteer Fire Districts. Emergency Medical Services (EMS) are provided by Sullivan EMS, Jefferson EMS and Ryan Brothers EMS. These services are provided primarily by volunteer on-call members.

Additional detail about emergency response services is provided in **Chapter 8 Intergovernmental Relationships**.

Jefferson County Broadband Project:

Jefferson County has identified broadband expansion as a key initiative within their strategic plan. The County has taken steps towards forwarding this goal:

- In 2018, Jefferson County enacted a [Broadband Forward! Community Model Ordinance](#) with the intent of improving access in underserved portions of the county.
- In 2019, the County created a [Broadband Working Group](#).
- In 2020, the County applied for a Wisconsin Public Service Commission Broadband Expansion Grant to assist with broadband expansion efforts.

6.1.7 Public Health

Public health services within the Town of Jefferson are provided by the Jefferson County Public Health Department. The Department is certified by the State of Wisconsin Department of Health Services as a Level II Health Department. The following services are a part of those provided by the department:

- Car Seat Safety Checks
- Childhood Lead Poisoning Prevention
- Communicable Diseases
- Environmental Health Program
- Fluoride Varnish Program
- Prenatal Care Coordination
- Public Health Program
- Sharps (Needle) Disposal
- Student Public Health Clinical
- Vaccines & Immunizations
- Well Child & Health Check Clinic
- Well Water Sampling Information
- Well Woman Program
- WIC (Women, Infants & Children)

Jefferson County Public Health Department:

Mission: "The Jefferson County Health Department will engage and empower the community to practice healthy lifestyles."

Vision: "A thriving community where all residents will have a fair and just opportunity to be healthy."

6.1.8 Material Waste and Sanitary Sewer

The Town of Jefferson contracts with private entities for solid waste and recycling pick-up. Residents of the Town of Jefferson have private on-site sewage disposal systems. The Jefferson County Private Sewage System Ordinance includes private sewage system rules that describe the proper siting, design, installation, management, and inspection of private sewage systems.

6.2 COMMUNITY FACILITIES AND UTILITIES VISION, GOALS, AND OBJECTIVES

This plan provides three categories of Community Facilities and Utilities statements that provide guidelines for the future implementation of this plan. They begin at a very high level and get more specific in defining the Town's desired outcomes, providing guidance for Town decision making, and outlining specific actions for the Town to take. The categories are as follows:

VISION	Illustrates the desired outcome(s) in the Town over the 20-year planning period.
GOAL	Describes future element specific conditions for Town over the 20-year planning context.
OBJECTIVE	Provides actions that the Town of Jefferson will pursue to accomplish the community goals and vision, which can include ordinances, regulations, plans, and projects.

Community Facilities and Utilities Vision: The Town of Jefferson operates and provides community facilities and utilities that ensure the health and safety of the Town's residents, promote economic vitality, and meet the needs of the community and its businesses.

Community Facilities and Operations Goals and Objectives:

Community Facilities and Operations Goal 1 – Consider buying, leasing, or building a Town Hall structure for a meeting place, document storage, and to provide community identity.

Objective CF 1.1 – Weigh the costs and benefits to ensure the tangible and intangible benefits to residents outweigh costs.

Community Facilities and Operations Goal 2 – Maintain emergency service agreements and mutual aid agreements for fire protection, police protection, ambulance, EMS, and First Responders.

Objective CF 2.1 – Ensure emergency response services are available for hazardous material spills and during extreme weather events.

Community Facilities and Operations Goal 3 – Create an identity for the Town that provides continuity to its brand and operations.

Objective CF 3.1 – Continuously update and maintain the Town’s website.

Objective CF 3.2 – Codify roles, procedures, and operations for the Town Board and Planning Commission.

Objective CF 3.3 – Communicate the visions and goals of the Town Comprehensive Plan to residents on an on-going basis.

Objective CF 3.4 – Communicate with the media, County officials, and neighboring jurisdiction’s officials on the activities and initiatives of the Town Board.

Utilities Goals and Objectives:

Utilities Goal 1 – Be proactive in the siting of utilities, energy production, and communications towers.

Objective U 1.1 – Update the Town ordinance concerning private energy production and siting of telecommunications facilities and energy lines.

Objective U 1.2 – Maintain up to date maps of existing and proposed electric and gas lines, wind turbines, and telecommunication towers and antennas.

Objective U 1.3 – Follow the Jefferson County Ordinance for telecommunication towers and provide input to the County as needed.

Objective U 1.4 – 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.

Objective U 1.5 – Support private community energy systems that meet resident needs.

Objective U 1.6 – Support the installation of solar energy facilities, while balancing the need to protect high-quality agricultural land from conversion.

Utilities Goal 2 – 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.

Objective U 2.1 – Seek opportunities to work with communications companies and other jurisdictions to provide high-speed and quality internet services to underserved areas.

Utilities Goal 3 – Explore opportunities to address material waste within the Town.

Objective 3.1 – Continue efforts to encourage recycling and composting by Town residents.

Objective 3.2 – Consider developing and adopting a landfill ordinance that addresses proposed landfills and the mitigation of existing unauthorized landfills.

7 ECONOMIC DEVELOPMENT

The Town of Jefferson is home to an abundance of high-quality agricultural lands, vibrant natural and environmental features, and is near multiple mid-sized and major urban areas. Agricultural uses form the dominant economic sector from which the local economy is built from. Most commercial businesses in the Town are located in the rural hamlet of Helenville, along US 18, WIS 26, the WIS 26 bypass, and on County K. In total, commercial and institutional land uses cover a small portion of the Town's total area.

Natural resources, open spaces, large parks, and wildlife areas in the Town of Jefferson can also provide economic benefits. In the County and Town, recreation and tourism are economically important and depend on those natural resources. Summer visitors enjoy biking, hiking, hunting, and viewing wildlife and support local businesses by visiting stores, businesses, restaurants, and entertainment venues.

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 and restaurants, a post office, and a gas station.

The Economic Development element explores how the town can utilize its resources to grow and maintain a resilient local economy that provides well-paying job opportunities for Town residents. Throughout this planning process, an economic development vision with supporting goals and objectives were identified for the next 20 years.

7.1 EXISTING CONDITIONS

The Town of Jefferson nearly surrounds the City of Jefferson and borders the north side of Fort Atkinson. It is located between the Madison and Milwaukee metropolitan areas, the two largest economic centers in Wisconsin, and multiple large corridors provide a direct connection between the Town and the metro areas. US 18 crosses the northern portion of the Town from east to west and US 12

Applicable Issue/Opportunity

Town Identity

Farmland Preservation

Business Development

Value Added Agriculture

Telecommunications Infrastructure

Renewable Energy Sources

Rural Hamlet of Helenville

cuts across the southwest corner of the Town, providing a direct connection to Madison. Interstate 94 is located in Jefferson County, north of the town, providing a quick commute to Madison and Milwaukee.

Farming, agricultural products, and processing, make up a key portion of the Town and Jefferson County’s local economy. Due to land investments required for agricultural, it tends to have more staying power than other businesses and industries. Land within the Town have been farmed since the 1840s when the Town was originally settled. This economic profile includes consideration of local, regional, and statewide trends.

7.1.1 Workforce and Commuting

Table 7-1: Workforce Characteristics, 2019

	Town of Jefferson		Jefferson County	
	Total	Percent	Total	Percent
Population 16 years and over	1,878	--	68,941	--
In labor force	1,160	61.8%	47,783	69.3%
Civilian labor force	1,160	61.8%	47,762	69.3%
Employed	1,077	57.3%	46,211	67.0%
Unemployed	83	4.4%	1,551	2.2%
Armed Forces	0	0.0%	21	0.0%
Not in labor force	718	38.2%	21,158	30.7%

Source: American Community Survey, 2019 5-year Estimates

Two of the main factors for measuring economic well-being is employment/unemployment and wages. Different employment sectors provide different levels of employment and wages. For example, some industries pay very well, but employ relatively few people. Others have lower wages but employ a large number of people. Generally, economic development efforts seek to increase or expand the number of high paying jobs within the community. According to the American Community Survey, the Town of

Jefferson has a workforce of 1,160 people, which is about 62 percent of the Town’s population over 16 years. **Table 7-1** provides an outline the Town’s workforce in comparison to Jefferson County

Due to the Town’s location, commuting patterns play a key role in the local economy. Many Town residents travel to the nearby urban areas for their employment. According to OnTheMap, a resource provided by the United States Census Bureau, 98 percent of Town of Jefferson residents commute out of the Town for their place of employment. See **Table 7-2** and **Figure 7-1** for details.

Table 7-2: Employment Inflow/Outflow, 2019

	Total	Percent
Employed in the Town	807	100%
Employed in the Town but live elsewhere	775	96%
Employed and work in the Town	32	4%
Live In the Town	1,392	100%
Live in the Town but work elsewhere	1,360	98%
Live and work in the town	32	2%

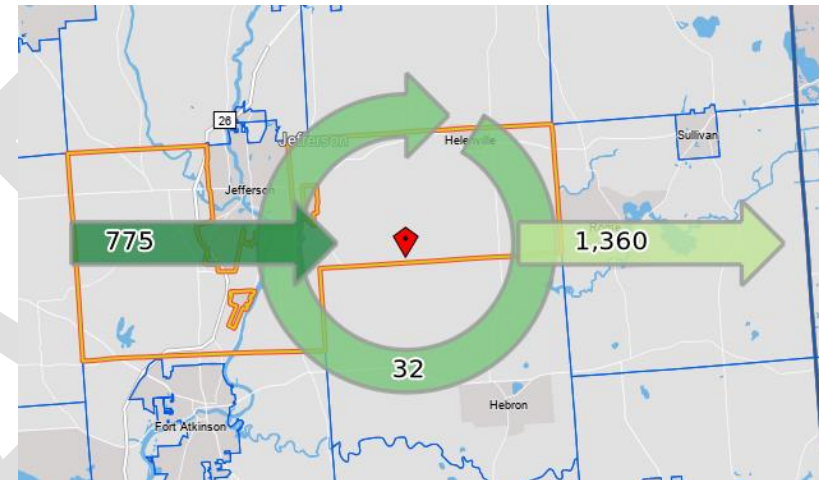
Source: OnTheMap, 2019

Table 7-3: Commute Distance

Commute Distance	Total	Percent
Less than 10 miles	367	45.5%
10 to 24 miles	221	27.4%
25 to 50 miles	150	18.6%
Greater than 50 miles	69	8.6%

Source: OnTheMap, 2019

Figure 7-1: Employment Inflow/Outflow, 2019



While some economic activity and employment opportunities are available in the Town of Jefferson, many residents commute to the nearby cities of Fort Atkinson, Jefferson, Whitewater, Janesville, Madison, Milwaukee, and even Chicago. According to OnTheMap, the largest portion of workers in the Town of Jefferson commute to the south and southwest to access their place of employment, indicating that they travel to the City of Fort Atkinson. Just under half of the residents travel less than 10 miles to their place of employment, while fewer than nine percent travel more than 50 miles.

7.1.2 Industry Sectors

In order to have uniform categories to categorize businesses, Federal Agencies using the North American Industry Classification System (NAICS). Using that classification system, the sector that provides the most jobs in the Town of Jefferson is Health Care and Social Assistance. The second largest sector is Transportation and Warehousing. **Table 7-4** shows the top nine sectors in terms of employment in the Town of Jefferson.

Table 7-4: Top Industries Based on Employment, 2019

NAICS Industry Sector	Total	Percent
Health Care and Social Assistance	309	38.3%
Transportation and Warehousing	128	15.9%
Construction	93	11.5%
Manufacturing	73	9.0%
Accommodation and Food Services	53	6.6%
Educational Services	46	5.7%
Retail Trade	27	3.3%
Other Services (excluding Public Administration)	20	2.5%
Waste Management and Remediation	17	2.1%

Source: OnTheMap, 2019



Gas Station and mini-mart at the County D and US 18 intersection

7.1.3 Agriculture

Farms in the Town of Jefferson produce cattle, hogs, sheep, chickens, corn, wheat, oats, soybeans, hay, and orchards. The production supports and is supported by other agricultural related businesses, including retail nurseries, horse boarding and training facilities,

and home and farm-based businesses. **Table 7-5** outlines commodity farming in Jefferson County according to the 2017 United States Agricultural Census.

Table 7-5: Commodity Farming in Jefferson County, 2017

Commodity	Operations	Inventory	Acres Harvested
Cattle	343	48,604	N/A
Hogs	23	2,838	N/A
Sheep	62	730	N/A
Chickens	133	5,685,942	N/A
Corn	462	N/A	70,270
Wheat	137	N/A	4,851
Oats	31	N/A	261
Soybeans	476	N/A	59,744
Hay	508	N/A	21,613

Source: United States Agricultural Census, 2017



Agriculture is a key aspect of the Town's local economy.

7.1.4 Industry Projections

The Wisconsin Department of Workforce Development projects workforce growth by sector for each Workforce Development Area (WDA). The Town of Jefferson is located within WDA 10 – Couth Central, which is comprised of Columbia, Dane, Dodge, Jefferson, Marquette, and Sauk Counties. Overall, the WDA is expected to experience employment growth of nearly nine percent by 2026, resulting in an additional 44,780 employees across the six counties (see **Table 7-6**). The industry projections indicate strong growth for professional and business services and the leisure and hospitality industries through 2026 for the area. Manufacturing is projected to experience the smallest increase, with growth of one percent from 2016 to 2026.

Table 7-6: WDA 10: Industry Projections, 2016-2026

Industry	2016 Employment	2026 Projected Employment	Employment Change (2016-2026)	Percent Change (2016-2026)
Total All Industries	511,170	555,950	44,780	8.8%
Goods Producing	80,930	83,960	3,030	3.7%
Natural Resources and Mining	6,160	6,770	610	9.9%
Construction	19,830	21,700	1,870	9.4%
Manufacturing	54,930	55,500	570	1.0%
Services Providing	406,620	446,000	39,380	9.7%
Trade, Transportation, and Utilities	78,290	81,950	3,660	4.7%
Information	17,040	19,270	2,230	13.1%
Financial Activities	26,650	28,370	1,720	6.5%
Professional and Business Services	55,950	65,840	9,890	17.7%
Education and Health Services	113,030	124,650	11,620	10.3%
Leisure and Hospitality	48,340	55,900	7,560	15.6%
Other Services (except Government)	28,290	30,200	1,910	6.8%
Government	39,040	39,820	780	2.0%
Self-Employed	23,620	25,990	2,370	10.0%

Source: Office of Economic Advisors, Wisconsin Department of Workforce Development, December 2018

7.1.5 Economic Development Assets and Resources

Many of the economic development resources that were identified as a part of the 2010 Comprehensive Land Use Plan are still applicable today. The Town of Jefferson geographic location and its many natural and agricultural resources, combined with the organizations that serve the area, make it a unique location for economic development and business operations.

Asset/Resource	Description
<p>Proximity to Major Economic Generators</p>	<p>The Town of Jefferson is located in between the two largest and most dynamic economic centers in the state. The Town has the unique opportunity to leverage its location relative to Madison and Milwaukee into economic success locally. Many respondents to the Community Survey indicated that they live in the Town because of its location and that they can access employment, entertainment, and goods and services in one of the two major metro areas.</p> <p>Jefferson County is near two multi-county regional economic initiatives. It is part of the eight-county Madison Region Economic Partnership, and adjacent to the Milwaukee 7 initiative. This proximity allows Jefferson County to become involved in regional efforts while also developing its own unique economic vision.</p>
<p>Agricultural Production and Expertise</p>	<p>Agriculture is the dominant land use across the Town of Jefferson's landscape. As was discussed above, in 2017, Jefferson County farmers harvested over 150,000 acres of corn, wheat, oats, soybeans, hay, and orchards. Jefferson County is among Wisconsin's top counties in the production of poultry and eggs, aquaculture, nursery stock and sod, soybeans, and agricultural crops in general.</p> <p>Additionally, the County is home to several supply and processing companies that support and add value to agricultural products. The Town has a strong agricultural preservation culture – most notably through the Town's Comprehensive Plan and the County Agricultural Preservation and Land Use Plan.</p>
<p>Rural Character</p>	<p>With the prevalence of high-quality farmland, rural character is a key strength of the Town of Jefferson. Many Community Survey respondents stated that they live in the Town because of the rural character and country lifestyle that it offers. This is a key aspect of the Town's quality of life, and in combination with the Town's close proximity to major metro areas, is a selling point for residents and businesses looking locate in a more rural area.</p>

Asset/Resource	Description
Jefferson County Workforce Development Center	The Jefferson County Workforce Development Center works to advance the economic wellbeing of the County and its communities by developing and maintaining a quality workforce. The Center has been able to meet the requests of both job seekers and employers alike through building strong partnerships in the community and by connecting employees with employment opportunities.
Capital Ideas Technology Zone	Eight Technology Zones have been designated in Wisconsin. Income tax credits totaling \$5 million 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.
Jefferson-Dodge Counties THRIVE ED	Created in 2016, Thrive Economic Development (THRIVE ED), is a 501c3 non-profit organization supported by a coalition of area business and community and civic leaders. THRIVE ED is dedicated to working toward prosperity in Jefferson and Dodge counties. THRIVE ED can assist in site selection and business support. THRIVE ED is the county's primary partner for working towards and achieving its economic development goals.
Wisconsin Small Business Development Center	The Small Business Development Center (SBDC) at the University of Wisconsin-Whitewater 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.
Wisconsin Housing and Economic Development Authority (WHEDA)	WHEDA works with lenders, developers, local government, nonprofits, community groups, and others to implement its low-costs financing programs to help residents and communities with affordable housing and economic development opportunities.

Asset/Resource	Description
Wisconsin Economic Development Corporation (WEDC)	<p>WEDC is committed to creating and maintaining a business climate that allows companies to maximize their potential. Working with more than 600 statewide partners, including regional economic development organizations, academic institutions, and industry groups, WEDC works to enhance communities, support business development, advance industry innovation, tapping global markets and developing a talented workforce to help Wisconsin realize its full economic potential.</p>
Wisconsin Department of Workforce Development (DWD)	<p>DWD is the State agency charged with building and strengthening Wisconsin's workforce. DWD offers a wide variety of employment programs and services, accessible at the State's Job Centers, including securing jobs for the disabled, assisting former welfare recipients to transition to work, linking youth with jobs of tomorrow, protecting and enforcing worker's rights, processing unemployment claims, and ensuring worker's compensation claims are paid in accordance with the law.</p>
Wisconsin Economic Development Association (WEDA)	<p>WEDA is a statewide non-profit organization dedicated to growing the economy of the State of Wisconsin. Since 1975, WEDA has successfully represented the collective economic development interests of both the private and public sectors by providing leadership in defining and promoting statewide economic development initiatives. WEDA provides members a variety of benefits including professional development, continuing education opportunities, legislative affairs, resources, and networking.</p>

7.2 ECONOMIC DEVELOPMENT VISION, GOALS, AND OBJECTIVES

This plan provides three categories of Economic Development statements that provide guidelines for the future implementation of this plan. They begin at a very high level and get more specific in defining the Town's desired economic development outcomes, providing guidance for Town decision making, and outlining specific actions for the Town to take. The categories are as follows:

VISION	Illustrates the desired outcome(s) in the Town over the 20-year planning period.
GOAL	Describes future element specific conditions for Town over the 20-year planning context.
OBJECTIVE	Provides actions that the Town of Jefferson will pursue to accomplish the community goals and vision, which can include ordinances, regulations, plans, and projects.

Economic Development Vision: The Town of Jefferson fosters an economic environment that supports the long-term sustainability of the local economy, strengthens opportunities for small and local businesses to thrive, and protects agricultural operations as a key aspect of the Town's overall economy.

Economic Goal 1 – Recognize and protect agricultural land uses and agricultural supportive businesses as a key sector within the Town of Jefferson's overall economy.

Objective EC 1.1 – Encourage agricultural suppliers to remain in the area to serve local farmers.

Objective EC 1.2 – Ensure transportation networks allow farmers to access their fields and transport goods to markets.

Objective EC 1.3 – Communicate with farmers on market conditions and ways to keep agriculture viable in the Town of Jefferson.

Objective EC 1.4 – Implement policies that preserve the abundance of high-quality agricultural land within the Town’s boundaries and protects those uses from encroachment by non-compatible uses.

Economic Goal 2 – Recognize and support appropriate home occupations and their economic benefit to residents.

Objective EC 2.1 – Develop and adopt standards for the location of “home occupations”, including defining the term.

Objective EC 2.2 – Encourage the improvement of communications infrastructure that provides high-speed internet availability for all residents.

Objective EC 2.3 – Catalog home occupations in the Town and explore possibilities for supporting their endeavors.

Economic Goal 3 – Support accessibility and the development of tourism opportunities based on natural resources, recreation, agriculture, and rural community charm.

Objective EC 3.1 – Map and periodically update the Town’s attractions, destinations, and events.

Objective EC 3.2 – Include Town attractions, destinations and retail locations in county, state, and other tourist publications and web-based information sites.



Public lands and environmental amenities attract visitors to the Town of Jefferson

Objective EC 3.3 – Continue to participate in economic development organizations, such as the Jefferson County Tourism Council, the various area Chambers of Commerce Jefferson, and the County Economic Development Consortium.

Economic Goal 4 – Create a brand for the Town that that promotes its business, agriculture, tourist opportunities and livability.

Objective EC 4.1 – Involve interested residents in a process to create a “brand” for the Town.

Objective EC 4.2 – Pursue grant and technical assistance opportunities to develop a Town economic development plan.

Economic Goal 5 – Explore ways to promote business redevelopment in Helenville.

Objective EC 5.1 – Obtain assistance from the Jefferson County Economic Development Consortium and UW-Extension to develop strategies for economic development within Helenville, including creating a niche brand for the rural hamlet.

Objective EC 5.2 – Identify and pursue grants or technical assistance for implementing identified economic development strategies for Helenville.

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 Town has various levels of interaction with each of the cities, towns, and the County. The proximity to various other governmental entities provides opportunities for the Town to seek agreements to assist in Town governance, public safety, and other topics. Cooperation between jurisdictions can involve joint planning programs, alignment in decision making, coordinated land use planning, and working together to provide services such as schools, fire protection, police protection, recreation, utilities, and the siting and building of public facilities.

This chapter discusses joint planning and decision making with other jurisdictions, school districts, drainage districts, and local units of government. It also includes reference to known plans and agreements under §66.0301, §66.0307, and §66.0309 of Wisconsin Statutes.

Intergovernmental Relationships Applicable Issue/Opportunity

Urban Buffering

Land Use Coordination

Road Improvements and Maintenance

Telecommunications Infrastructure

Property Tax Revenue

Annexation

What is Intergovernmental Cooperation?

Intergovernmental cooperation may be defined as any arrangement through which two or more governments communicate visions and coordinate plans, policies, and programs. The cooperation includes the mutual sharing of resources, services, information, or facilities. Intergovernmental cooperation at its highest level includes formal agreements between cities, villages, towns, and counties that combine efficiencies and resources, share the burden, and ultimately reduce costs. This is especially important in Jefferson County as elected officials in many communities have expressed concern of the sufficiency of resources, inadequate

While there are numerous benefits for maintaining healthy cooperative relationships, there are also challenges associated with intergovernmental cooperation. Despite those difficulties, when intergovernmental cooperation is achieved, the benefits can far outweigh the challenges. Challenges may include:

- County, town, city, and village disagreements
- Maintaining working relationships with state agencies
- Allocations of equitable costs
- Fear of service quality
- Inadequate staffing and/or response times
- Reliability of volunteer or on-call employees
- Desire for community autonomy
- Competitiveness between communities for development



Historic Firemen's Hall in Helenville.

Intergovernmental Agreements Under Wisconsin Law

There are two main formats for intergovernmental agreements under Wisconsin Statutes. The first is available under Section 66.0301, which allows any two or more communities to agree to cooperate for the purpose of furnishing services or the joint exercise of any power or duty authorized under State law. While this is the most used approach, a "66.0301" agreement is limited by the restriction that the municipalities must be able to exercise co-equal powers. So, for example, attorneys sometimes do not recommend this agreement format when future municipal boundary changes are involved, because cities and towns do not have co-equal powers with respect to annexation.

Another format for an intergovernmental agreement is a "cooperative (boundary) plan" under Section 66.0307 of the Wisconsin Statutes. This approach is more labor intensive and ultimately requires State approval of the agreement, but the "66.0307" approach does not have some of the limitations of the "66.0301" agreement format. An increasingly common approach is for communities to first enter into a "66.0301" intergovernmental agreement, which in part directs the communities to then prepare a "66.0307" cooperative plan covering issues such as boundary changes.

8.1 INTERGOVERNMENTAL TOOLS AND REGULATIONS

This section lists tools that jurisdictions can use to complete interjurisdictional coordination.

8.1.1 Annexation

Wisconsin law generally places annexation power in the hands of individual property owners, making it difficult for local municipalities (villages, cities, and towns) to control where or when annexation will occur. Wisconsin Statute (§66.021) outlines the three following procedures for petitioning annexation: 1) a petition signed unanimously by all the electors residing in the territory or all owners of property to be annexed; 2) a petition circulated to initiate annexation, which requires signatures of a majority of electors in the territory and owners of one-half of the property either in value or land area; and 3) A petition for annexation that is requested through a referendum election that requires signatures of at least 20 percent of the electors in the territory.

8.1.2 Extraterritorial Zoning (ETZ)

Wisconsin State Statutes (§62.23) allow cities and villages authority to assert zoning control over an area extending 1.5 to three miles around their border, depending on their size and municipal classification. Cities and Villages with a population of at least 10,000 (Fort Atkinson) can exercise Extraterritorial Zoning (ETZ) within three miles of their limits. Cities and Villages with a population under 10,000 can extend their zoning to properties within 1.5 miles of their boundaries. To exercise ETZ, a committee must be formed with members of the affected city/village and town. This committee is charged with determining land uses and zoning in the extraterritorial area and must approve zoning changes. The committee is given two years to complete its work, although a one-year extension is allowed. When a city or village exercises its ETZ authority, the properties within the board fall to the zoning and subdivision authority of the city or village, rather than the town or county.



8.1.3 Extraterritorial Platting

Cities and villages also have the option of exercising extraterritorial plat review authority, which affects the same area defined by ETZ. If this authority is exercised, cities and villages have the right to review and approve land divisions within their extraterritorial zoning area. The purpose of extraterritorial plat review is to give cities and villages some control over development patterns along their borders. Unlike ETZ, extraterritorial subdivision review does not have a time limit for establishment.

8.1.4 Intergovernmental Agreements

Wisconsin Statutes authorize local communities to establish cooperative intergovernmental agreements. These are most commonly used in the context of shared public services such as police, fire, and EMS. Cooperative agreements can also be established regarding revenue sharing and to deal with boundary changes in a coordinated, planned manner.

8.1.5 Boundary Agreements

The Wisconsin Department of Administration (WDOA) Intergovernmental Services Division administers a program that oversees and inventories boundary agreements. Boundary agreements are a valuable tool available to local communities to avoid potentially lengthy and costly litigation conflicts over annexation, incorporation, consolidation, land use, revenue, services, environmental resources and issues, new development, and other intergovernmental issues. Boundary agreements enable communities to proactively develop solutions to benefit the area as a whole and move both communities toward their desired future vision and goals.

8.2 TOWN OF JEFFERSON INTERGOVERNMENTAL COORDINATION

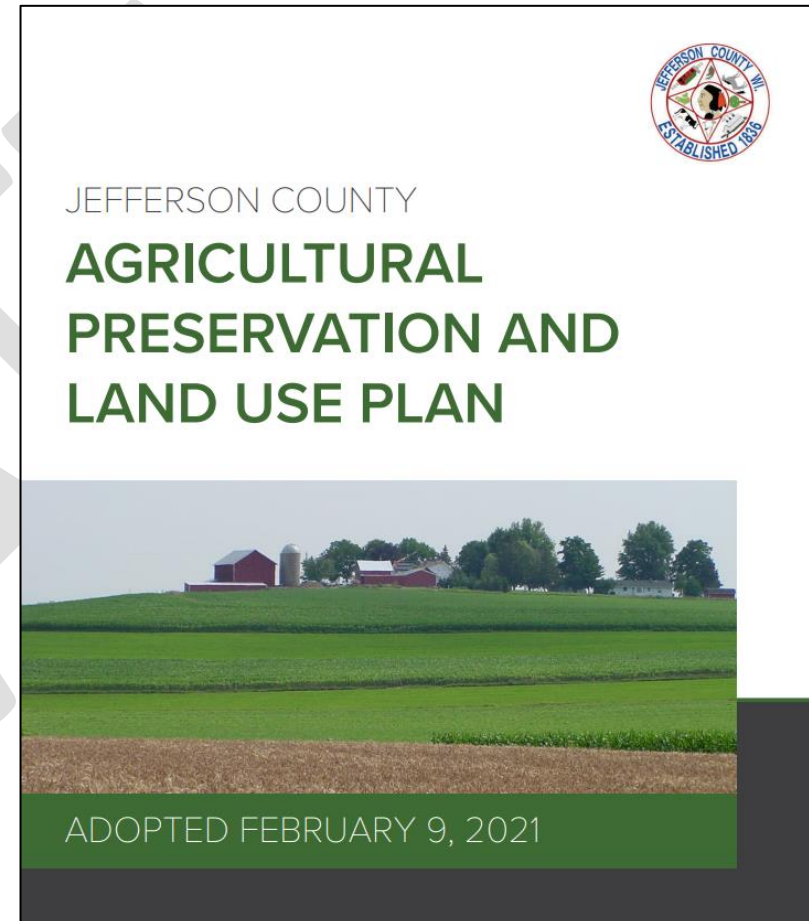
The Town has a border agreement with the City of Jefferson, consistent with state statute, that provides for payment of taxes to the Town for five years after property is annexed into the city. Beyond this, the Town has varying levels of interaction with bordering Towns. Fire protection services are provided by three separate districts, which each town participating in Mutual Aid fire protection agreements. The Town is party to several Jefferson County Plans and agreements.

8.2.1 Jefferson County Agricultural Preservation and Land Use Plan

Jefferson County updated its [Agricultural Preservation and Land Use Plan in February 2021](#). The plan identifies agricultural as a key part of the County's heritage, citing a strong commitment to agricultural preservation. The plan provides an Agricultural Preservation and Land Use Plan Vision for the County:

A fundamental purpose of the Agricultural Preservation and Land Use Plan is to guide and manage growth and development in a manner that preserves rural character, balances urban growth, protects and enhances natural resources, and contributes to the high quality of life and prosperity of communities. Preservation and land use planning will balance opportunities to preserve the rural character and sense of place within the county while providing opportunities for growth in response to needs and desires of the county's diversity.

The Plan 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. 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.



8.2.2 Jefferson County Zoning and Land Division Ordinances

Land division and zoning regulation in the Town of Jefferson occurs under the standards set by the Jefferson County Zoning Ordinance. Both the County Board and the Town Board must approve zoning changes and land divisions. The Town of Jefferson may also enact a zoning ordinance, so long that is has the same or more restrictive regulations.

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

8.2.3 Wisconsin Department of Natural Resources

The Wisconsin Department of Natural Resources owns and maintains about 2,000 acres of land in the Town of Jefferson. Approximately 1,800 acres are in the Jefferson Marsh and the remaining 190 acres are scattered across other parcels in the town. The Town works cooperatively with the WDNR to provide access to public properties and to support conservation programs and policies.

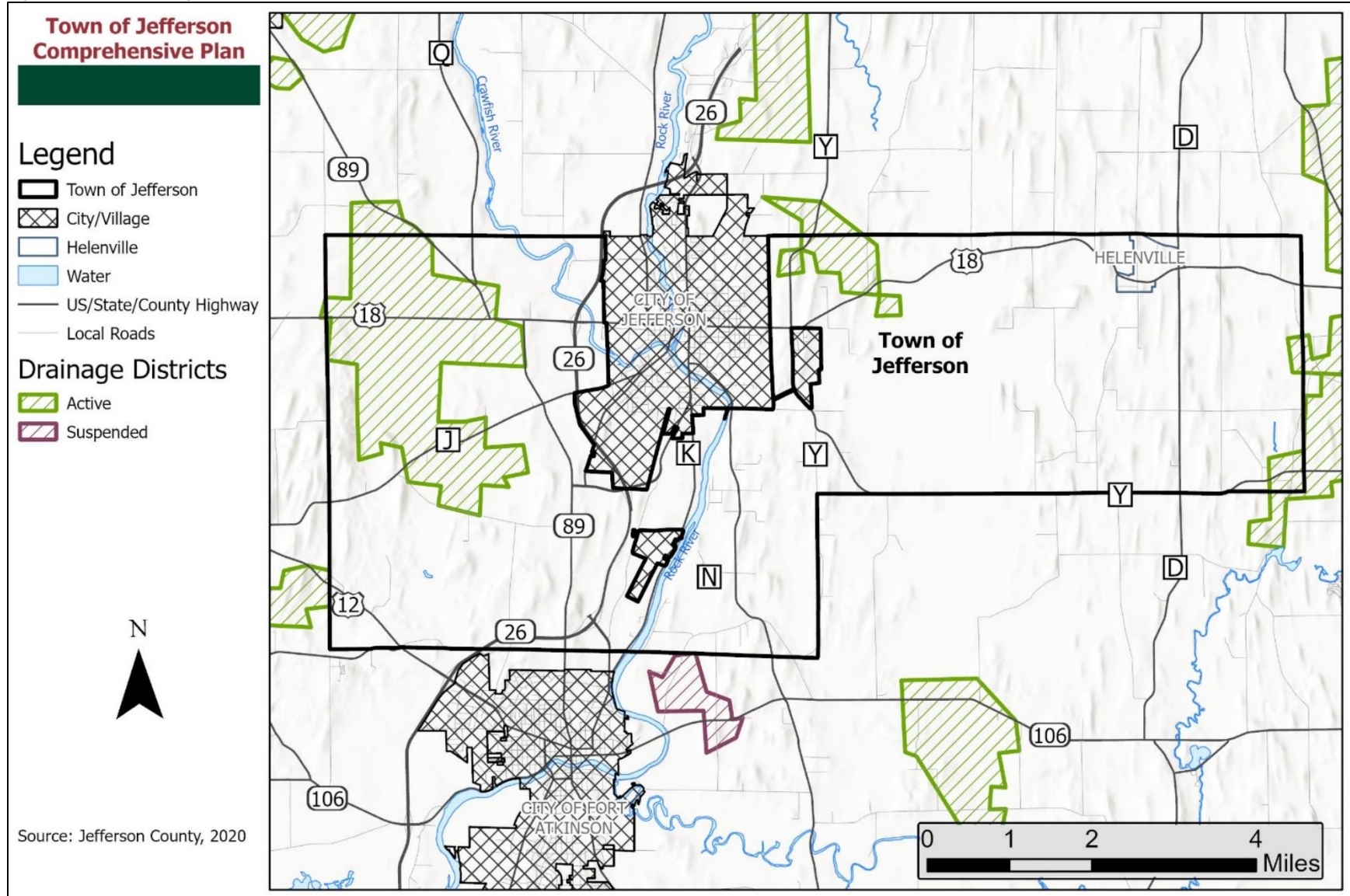
8.2.4 Drainage Districts

Drainage districts are local governmental entities organized under a county drainage board for the primary purpose of draining lands for agriculture (see **Figure 8-1**). State statute allows for the creation of Drainage Districts which establishes a legal mechanism for managing drains and related facilities to ensure reliable drainage. Landowners who benefit from drainage must pay assessments to cover the cost of constructing, maintaining, and repairing district drains.⁴ Drainage districts are overseen by a three-member drainage board, who is responsible for the maintenance and repair of drainage. In particular, the county drainage board has the power to:

- Manage district boundaries including annexing or withdrawing land
- Conduct inspections annually and when necessary
- Undertake drain maintenance and construction projects
- Levy assessments and borrow money

⁴ <https://datcp.wi.gov/Documents/DrainageDistrictFactsheet.pdf>

Figure 8-1: Drainage Districts in the Town of Jefferson



8.3 INTERGOVERNMENTAL RELATIONSHIPS VISION, GOALS, AND OBJECTIVES

This plan provides three categories of Intergovernmental Relationships statements that provide guidelines for the future implementation of this plan. They begin at a very high level and get more specific in defining the Town’s desired intergovernmental relationships, providing guidance for Town decision making, and outlining specific actions for the Town to take. The categories are as follows:

VISION	Illustrates the desired outcome(s) in the Town over the 20-year planning period.
GOAL	Describes future element specific conditions for Town over the 20-year planning context.
OBJECTIVE	Provides actions that the Town of Jefferson will pursue to accomplish the community goals and vision, which can include ordinances, regulations, plans, and projects.

Intergovernmental Relationships Vision: The Town of Jefferson coordinates with other governmental agencies to ensure sensible growth patterns and the efficient and cost-effective provision of vital infrastructure, community services, emergency management, and first response to provide a safe, healthy community for all Town residents.

Intergovernmental Relationship Goal 1 – Develop boundary agreements and revenue sharing policies with the Cities of Jefferson and Fort Atkinson for future phased development.

Objective IR 1.1 – Ensure that agreements respect the Town’s position on agricultural preservation.

Objective IR 1.2 – Communicate the Town’s land use goals to the County, the Cities, and adjoining Towns.

Intergovernmental Relationship Goal 2 – Negotiate beneficial service and mutual aid agreements for fire, police, sheriff, emergency, recycling, and hazardous substance removal as necessary in coordination with adjacent Townships.

Objective IR 2.1 – Appoint representatives to district boards and committees to advance Town goals for efficient and cost effective first response services.

Intergovernmental Relationship Goal 3 – Coordinate with the Jefferson County Emergency Management Department during extreme weather events and other emergency situations on public safety, transportation routes, and emergency communications.

Objective IR 3.1 – Involve Town residents in the emergency management process by providing public communication and training programs to Town residents on emergency safety measures.

Intergovernmental Relationship Goal 4 – Pursue payments-in-lieu-of property taxes for Jefferson County-owned park land to pay for Town road maintenance and services to the parks.

Objective IR 4.1 – Initiate conversations with Jefferson County leadership to enter into an Intergovernmental Agreement to begin payments-in-lieu-of property taxes.

Intergovernmental Relationship Goal 5 – Participate in adjacent cities' Chamber of Commerce and monitor city council meetings to provide monthly reports to the Town Board.

Objective IR 5.1 – Appoint a Town representatives to attend meetings and provide reports to the Town Board.

9 IMPLEMENTATION

The Town of Jefferson Comprehensive Plan is meant to be a living document that provides guidance for Town decision making over the 20-year planning horizon. The Town should be exploring opportunities to implement each of the objectives included in the plan to help to achieve the identified overarching visions and goals.

Within each element, an overarching vision was identified, stating the ideal outcome for the Town at the end of the planning period. More narrowly, the plan identifies goals within each element, describing future conditions for the Town. Finally, the plan includes objectives underneath each goal, that identify actions for the Town to take to help achieve the goals and overarching visions.

The Comprehensive Planning Law for the State of Wisconsin requires jurisdictions to include an implementation element, which is defined as:

A compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to any applicable zoning ordinances, official maps, or subdivision ordinances, to implement the objectives, policies, plans, and programs contained in pars. (a) to (h). The element shall describe how each of the elements of the comprehensive plan will be integrated and made consistent with the other elements of the comprehensive plan and shall include a mechanism to measure the local governmental unit's progress toward achieving all aspects of the comprehensive plan. The element shall include a process for updating the comprehensive plan. A comprehensive plan under this subsection shall be updated no less than once every ten years.

9.1 IMPLEMENTATION MEASURES

The planning process used to develop the Comprehensive Plan set out to understand issues and opportunities throughout the Town. This information was used to define a desired vision for the Town of Jefferson over the next 20 years. However, the vision and plan are just the starting point. The next step of the planning process is the implementation of the Comprehensive Plan. The measures outlined throughout this chapter are intended to guide implementation of the plan.

Implementation measures have been identified for each of the plan's elements to help achieve the long-range vision and goals established within the plan. The following pages include the implementation measures for the Town to act upon. This list should be

considered a living document that should be changed and modified to support the Town’s continued implementation efforts. These actions should be referenced on a regular basis as the Town make decisions.

9.2 IMPLEMENTATION MATRIX EXAMPLE

Building upon the findings from the 2010-2030 Comprehensive Land Use Plan, the following key topic areas represent issues and opportunities that this plan looks to address over the 20-year planning period. These topics are presented in no particular order and are reflected in the visions, goals, and objectives that are presented by this plan.

Goal/Objective	Timeframe	Supporting Agency(s)	Plan Tool(s)
<p># The goal or objective from each element that needs to be implemented.</p>	<ul style="list-style-type: none"> • On-going: Continuous efforts • Short-term: Actions to complete within five years • Mid-term: Actions to complete within 5-10 years • Long-term: Actions to complete within 10-20 years 	<p>Agencies that can assist in implementation</p>	<p>Existing documents, plans, regulations that can assist the Town in implementation.</p>

9.3 IMPLEMENTATION TABLES

An implementation table is included for each element. All objectives have identified timeframes for implementation, but they do not all have supporting agencies and plan tools identified, which are only shown as applicable. This portion of the plan is only intended to act as a guide to assist the Town with decision making on investment, land use and zoning decisions, and setting priorities for annual work plans.

9.3.1 Chapter 2 – Land Use Implementation Table

Land Use Vision: The Town of Jefferson is a livable community, that provides a high quality of life to current and future residents, through the protection of environmentally sensitive areas and agricultural land, proactive growth management, and the implementation of land use policies that maintain the Town’s character.

Goal/Objective	Timeframe	Supporting Agency(s)	Plan Tool(s)	
Goal 1	<i>Ensure that regulations and governmental decision making provides equity and fairness to all Town residents.</i>			
LU 1.1	Utilize the Town of Jefferson Comprehensive Plan, ordinances, and policies when making land use and zoning decisions.	On-going	Jefferson County	Comprehensive Plan, Town Ordinance
LU 1.2	Institute policies to inform Town residents of potential zoning or land use changes, updates to planning documents, and other governmental actions.	Short-term		Town Ordinance
Goal 2	<i>Preserve the Town of Jefferson’s agricultural land and atmosphere.</i>			
LU 2.1	Partner with land trusts, Jefferson County, the State of Wisconsin, and others to preserve agricultural land.	On-going	State of Wisconsin, neighboring jurisdictions	
LU 2.2	Approve the purchase of voluntary agricultural conservation easements that enable agricultural land to remain in production.	On-going		
LU 2.3	Consider implementing a transfer of development rights program to cluster or move potential development sites from agricultural land to a designated infill area.	Mid-term	Neighboring jurisdictions	Town Ordinance
LU 2.4	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.	Mid-term		Town Ordinance

Goal/Objective	Timeframe	Supporting Agency(s)	Plan Tool(s)
<p>LU 2.5 Provide information on the State of Wisconsin’s Purchase of Agricultural Conservation Easement (PACE) program and donated easement programs to all those making rezoning requests.</p>	<p>On-going</p>	<p>State of Wisconsin</p>	
<p>Goal 3 <i>Goal 3: Participate in growth management efforts to limit urban sprawl; maintain the Town’s rural character; and protect and preserve agricultural and natural resources.</i></p>			
<p>LU 3.1 Encourage infill and redevelopment as the preferred method of development rather than converting agricultural, natural, and other resource land.</p>	<p>On-going</p>		
<p>LU 3.2 Focus growth management efforts in the portions of the Town that have increased development pressure, with an emphasis on urban service areas of adjoining cities.</p>	<p>On-going</p>	<p>Jefferson County, Neighboring Jurisdictions</p>	
<p>LU 3.3 Advocate for conservation easements on lands adjacent to cities to prevent changing land uses and discourage annexation.</p>	<p>On-going</p>	<p>Neighboring Jurisdictions</p>	
<p>LU 3.4 Participate in local and regional planning meetings, including, but not limited to cities, the County, and the Jefferson County Economic Consortium.</p>	<p>On-going</p>	<p>Neighboring Jurisdictions</p>	
<p>Goal 4 <i>Accommodate appropriate residential and commercial infill and redevelopment opportunities within the rural hamlet of Helenville, while maintaining its rural charm and preserving its historic properties.</i></p>			
<p>LU 4.1 Ensure that development and redevelopment within Helenville is consistent with the standards set out in Section 2.4 The Rural Hamlet of Helenville.</p>	<p>On-going</p>		
<p>LU 4.2 Encourage infill and redevelopment of existing properties as the preferred form of development within Helenville.</p>	<p>On-going</p>		
<p>LU 4.3 Support the location of businesses within Helenville that serve residents, recreation users, and farmers.</p>	<p>On-going</p>		
<p>LU 4.4 Retain the rural charm of Helenville by encouraging historic preservation, maintaining public parks and spaces, protecting wetlands, and involving residents in land use decisions.</p>	<p>On-going</p>		

Goal/Objective	Timeframe	Supporting Agency(s)	Plan Tool(s)
<p>LU 4.5</p> <p>Require site plans for redevelopment and new development within Helenville that shows adequate parking, septic system, buried tanks, a contamination removal plan if necessary, and drainage and infiltration areas.</p>	Short-term		

9.3.2 Chapter 3 – Housing Implementation Table

Housing Vision: The Town of Jefferson has high quality and varied housing options that meet the needs of and provide housing choices for all Town residents.

Goal/Objective	Timeframe	Supporting Agency(s)	Plan Tool(s)
<p>Goal 1</p> <p><i>The Town of Jefferson follows the 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.</i></p>			
<p>H 1.1</p> <p>Direct new construction to the rural A-3 lots (rural residential) and R-2 (residential un-sewered) and C (Community) zoned lots in various sizes that are available in the Town.</p>	On-going		
<p>H 1.2</p> <p>Provide information to residents looking to engage with housing affordability programs that are available through Jefferson County, the State of Wisconsin, and the United States Department of Agriculture (USDA).</p>	On-going	USDA, Jefferson County, State of Wisconsin	
<p>H 1.3</p> <p>Ensure that residential development for lots one acre or smaller, multi-family housing, and manufactured housing developments are in 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.</p>	On-going	Jefferson County, neighboring jurisdictions	Town Ordinance
<p>Goal 2</p> <p><i>Continue to monitor the construction and development of new housing in the Town of Jefferson.</i></p>			

Goal/Objective	Timeframe	Supporting Agency(s)	Plan Tool(s)
H 2.1 Develop procedures and policies to address occupancy permit violations such as single-family homes remodeled to house multiple tenants.	Short-term		Town Ordinance
H 2.2 Develop policies and procedures for multi-family new construction, remodeling, and rehabilitation particularly in Helenville.	Mid-term		Town Ordinance
H 2.3 Consider implementing policies and permitting procedures for constructing alternative housing types that can assist the Town's aging population, such as duplexes, accessory dwelling units, and tiny homes.	Mid-term		Town Ordinance
H 2.4 Consider limited-term permits for temporary use of recreational vehicles for housing during permanent home construction.	Short-term		Town Ordinance
H 2.5 Communicate with the building inspector on inspection requirements.	On-going		
Goal 3 <i>Advocate for and support efforts by Jefferson County and the cities to construct a variety of senior housing, assisted living options, and affordable housing for working families.</i>			
H 3.1 Work with Jefferson County and the cities within the county to provide low-cost transportation to health services, shopping, activities, and recreation for Town residents.	Short-term	Jefferson County, transportation providers	
H 3.2 Work with developers, other jurisdictions, and housing programs to ensure that there is an adequate supply of senior and assisted living opportunities.	On-going		
H 3.3 Encourage the construction and conversion of housing units that allow Town residents to age in place.	On-going		
H 3.4 Promote the construction of housing that is affordable for working families.	On-going		

9.3.3 Chapter 4 – Agricultural, Natural, and Cultural Resources Implementation Table

Agricultural, Natural, and Cultural Resources Vision: The Town of Jefferson serves as a steward of the Town’s agricultural, natural, and cultural resources, by preserving its vibrant environmentally sensitive areas, protecting an abundance of high-quality agricultural land, maintaining, and promoting the Town’s heritage, character, and history, and providing connections between Town residents and resources.

Goal/Objective	Timeframe	Supporting Agency(s)	Plan Tool(s)
Natural Resources			
Goal 1	<i>Implement and support the adoption of policies that protect surface and groundwater resources from pollution.</i>		
NR 1.1	Protect environmentally sensitive areas for the ecological functions they provide, (e.g., groundwater infiltration, preservation of biodiversity, and recreational uses).	On-going	WDNR, Jefferson County
NR 1.2	Create a policy concerning the proper disposal of foreign and hazardous materials (e.g., concrete, asphalt, soil, and other materials) on private property to protect ground water resources.	Mid-term	Town Ordinance
NR 1.3	Provide information regarding best management practices that protect ground and surface water resources during aggregate mining, reclamation, situations, and agriculture.	On-going	NRCS
NR 1.4	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.	On-going	Town Ordinance
NR 1.5	Follow Jefferson County Shoreland, Wetland, and Floodplain Ordinances when making rezoning decisions.	On-going	Jefferson County Ordinance

Goal/Objective	Timeframe	Supporting Agency(s)	Plan Tool(s)
NR 1.6 Utilize State, County, and private resources to provide education and protection measures to Town residents.	On-going	Jefferson County, WDNR	
NR 1.7 Continue to partner with the County and the Wisconsin DNR to protect areas managed for native plants and wildlife.	On-going	WDNR	
Goal 2 <i>Protect and enhance environmental corridors.</i>			
NR 2.1 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.	On-going	Jefferson County	Agricultural Preservation Plan
NR 2.2 Discourage construction on slopes over 12 percent.	On-going		Town Ordinance
NR 2.3 Encourage wetland restoration, participate in wetland restoration programs (e.g., Wetland Reserve Program), and take part in stream-bank buffer programs to improve water quality and protect soils within the floodplain.	On-going	WDNR, Corps of Engineers	
NR 2.4 Request the Wisconsin Department of Natural Resources (WDNR) and USDA Natural Resources Conservation Service (NRCS) 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.	Short-term	WDNR, NRCS	
NR 2.5 Encourage property owners to install natural shorelines along rivers, streams and lakes that limit surface water runoff and erosion and improve natural habitat.	On-going		
NR 2.6 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.	Mid-term		Town Ordinance
NR 2.7 Develop a policy and/or participate in programs to reduce the fragmentation of woodlands.	Mid-term		Town Ordinance

Goal/Objective	Timeframe	Supporting Agency(s)	Plan Tool(s)
Goal 3 <i>Collaborate with regional park agencies to provide support for the maintenance, improvement, and expansion of parks and recreation opportunities within the Town and region.</i>			
NR 3.1 Recognize the importance of existing parks for recreation, exercise, and natural resource preservation, however, the Town Board will not enter park ownership or maintenance.	Short-term	WDNR, Jefferson County	
NR 3.2 Support efforts to expand the Glacial Drumlin State Trail and County and Glacial Heritage Area off-road trail initiatives.	On-going	WDNR	
NR 3.3 Encourage 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.	On-going	Jefferson County	
NR 3.4 Seek options to expand recreational opportunities for the Town's residents, including off road trails, biking and walking trails and better connections between them, and river improvements such as clean up and improved access points.	Short-term		
NR 3.5 Petition Jefferson County to institute payments in lieu of property taxes to the Towns and schools on County-owned properties.	Mid-term	Jefferson County	
NR 3.6 Review County conditional use permits on properties where ATVs are used for recreational purposes by persons other than the property residents and request riders to respect private property along trails.	On-going	Jefferson County	Town Ordinance
Goal 4 <i>Monitor public projects, aggregate extraction activities and other conditional uses in the Town and enforce ordinances and rules governing these land uses.</i>			
NR 4.1 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.	Mid-term	WDNR, Jefferson County	Town Ordinance
NR 4.2 Encourage the use of best management practices for slope limitations and stabilization.	On-going	NRCS	

Goal/Objective		Timeframe	Supporting Agency(s)	Plan Tool(s)
NR 4.3	Inform property owners of WDNR, WisDOT, and utility projects that may affect their drainage.	On-going	WDNR, WisDOT	
NR 4.4	Monitor and enforce of drainage requirements and other standards on extraction projects and other conditional uses.	On-going		Town Ordinance
NR 4.5	Request and maintain on file a copy of gravel and borrow pit reclamation plans when approving conditional use permits.	On-going		
NR 4.6	Consider bonding, monitoring permits, abatement fees, and inspections for public and private projects where appropriate.	Long-term		Town Ordinance
Cultural and Historical Resources				
Goal 1	<i>Engage residents in activities to identify and preserve cultural and historical resources about the Town of Jefferson.</i>			
CH 1.1	Maintain and update a catalogue of sites of historical or cultural interest and written and oral histories of the Town.	On-going		Town website
CH 1.2	Provide information on historic preservation programs and cost sharing upon request.	On-going		
CH 1.3	Coordinate with Jefferson County on a comprehensive historic and archeological inventory of land located in the Town.	Short-term	Jefferson County	National Register of Historic Places
CH 1.4	Coordinate with the County and State Historical Society to document and preserve artifacts, histories, photographs, and other significant items of interest.	Short-term	Jefferson County, State Historical Society	National Register of Historic Places

9.3.4 Chapter 5 – Transportation Implementation Table

Transportation Vision: The Town of Jefferson has a well-maintained and connected transportation system that provides safe and efficient transportation options for all users and all transportation modes; connects the Town to surrounding communities; and facilitates the movement of goods.

Goal/Objective	Timeframe	Supporting Agency(s)	Plan Tool(s)
Goal 1	<i>Complete maintenance activities on Town roads that ensure safe conditions for drivers and other users.</i>		
T 1.1	Establish procedures, access standards, and/or fees (as necessary) for Town roads, subdivision roads, and State, Federal, and County Road projects.	Mid-term	Town Ordinance
T 1.2	Establish bonding procedures to pay for heavy truck or utility installation damage to Town roads.	Long-term	Town Ordinance
T 1.3	Formalize agreements between the Town and other jurisdictions for the maintenance of shared road facilities.	Mid-term	Neighboring jurisdictions
T 1.4	Work with farmers, truckers, and heavy equipment operators to minimize heavy equipment damage to Town roads.	On-going	
T 1.5	Educate drivers on sharing the road with farm machinery and other non-vehicle transportation modes.	On-going	
T 1.6	Advocate for adequate funding from the State and County to maintain the Town's transportation infrastructure.	On-going	Jefferson County, State of Wisconsin
T 1.7	Evaluate policies related to ATV and UTV use on roads to ensure safe roadway operation, quality of life for residents along roads, and recreation opportunities. Consider development of an ATV/UTV roadway network that identifies specific roadways where their usage is allowed.	Mid-term	Jefferson County Town Ordinance

Goal/Objective	Timeframe	Supporting Agency(s)	Plan Tool(s)
Goal 2 <i>Keep transportation routes that provide connections between the east and west sides of the Town open.</i>			
T 2.1	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 safely navigate between the east and west sides of the Town of Jefferson during flooding of the Rock and Crawfish Rivers.	On-going	Neighboring jurisdictions
T 2.2	Work with WisDOT to maintain open transportation on state and federal routes during construction or during extreme weather events.	On-going	WisDOT, Jefferson County Emergency Management
Goal 3 <i>Develop policies and work to install infrastructure that improve bicyclist and pedestrian safety along transportation corridors within the Town.</i>			
T 3.1	Communicate with WisDOT 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.	Short-term	WisDOT, Jefferson County
T 3.2	Communicate with WisDOT and the County when bicycling events will take place within the Town and implement proper traffic control methods.	Short-term	WisDOT, Jefferson County
T 3.3	Seek opportunities to construct infrastructure that supports multimodal transportation, including the development of additional trails, providing infrastructure connecting existing trails, and safe walking and bicycling facilities along existing road corridors.	Short-term	
Goal 4 <i>Support incremental infrastructure advancements on Town, County, and State roads that reacts to advancements in transportation technologies.</i>			
T 4.1	Monitor and consider trends regarding changes to transportation technologies when planning for transportation infrastructure investments.	On-going	

9.3.5 Chapter 6 – Community Facilities and Utilities Implementation Table

Community Facilities and Utilities Vision: The Town of Jefferson operates and provides community facilities and utilities that ensure the health and safety of the Town’s residents, promote economic vitality, and meet the needs of the community and its businesses.

Goal/Objective	Timeframe	Supporting Agency(s)	Plan Tool(s)
Community Facilities and Operations			
Goal 1	<i>Consider buying, leasing, or building a Town Hall structure for a meeting place, document storage, and to provide community identity.</i>		
CF 1.1	Weigh the costs and benefits to ensure the tangible and intangible benefits to residents outweigh costs.	Mid-term	
Goal 2	<i>Maintain emergency service agreements and mutual aid agreements for fire protection, police protection, ambulance, EMS, and First Responders.</i>		
CF 2.1	Ensure emergency response services are available for hazardous material spills and during extreme weather events.	On-going	Jefferson County Emergency Management Natural Hazards Mitigation Plan
Goal 3	<i>Create an identity for the Town that provides continuity to its brand and operations.</i>		
CF 3.1	Continuously update and maintain the Town’s website.	On-going	Town webpage
CF 3.2	Codify roles, procedures, and operations for the Town Board and Planning Commission.	Short-term	Town Ordinance
CF 3.3	Communicate the visions and goals of the Town Comprehensive Plan and the Board to residents on an on-going basis.	On-going	Comprehensive Plan
CF 3.4	Communicate with the media, County officials, and neighboring jurisdiction’s officials on the activities and initiatives of the Town Board.	On-going	Neighboring jurisdictions

Goal/Objective	Timeframe	Supporting Agency(s)	Plan Tool(s)
Utilities			
Goal 1 <i>Be proactive in the siting of utilities, energy production, and communications towers.</i>			
U 1.1	Update the Town ordinance concerning private energy production and siting of telecommunications facilities and energy lines.	Short-term	Town Ordinance
U 1.2	Maintain up to date maps of existing and proposed electric and gas lines, wind turbines, and telecommunication towers and antennas.	On-going	
U 1.3	Follow the Jefferson County Ordinance for telecommunication towers and provide input to the County as needed.	On-going	Jefferson County
U 1.4	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.	On-going	Jefferson County, State of Wisconsin
U 1.5	Support private community energy systems that meet resident needs.	On-going	Town Ordinance
U 1.6	Support the installation of solar energy facilities, while balancing the need to protect high-quality agricultural land from conversion.	On-going	Town Ordinance
Goal 2 <i>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.</i>			
U 2.1	Seek opportunities to work with communications companies and other jurisdictions to provide high-speed and quality internet services to underserved areas.	On-going	Communications providers, adjacent jurisdictions
Goal 3 <i>Explore opportunities to address material waste within the Town.</i>			
U 3.1	Continue efforts to encourage recycling and composting by Town residents.	On-going	
U 3.2	Consider developing and adopting a landfill ordinance that addresses proposed landfills and the mitigation of existing unauthorized landfills.	Long-term	Town Ordinance

9.3.6 Chapter 7 – Economic Development Implementation Table

Economic Development Vision: The Town of Jefferson fosters an economic environment that supports the long-term sustainability of the local economy, strengthens opportunities for small and local businesses to thrive, and protects agricultural operations as a key aspect of the Town’s overall economy.

Goal/Objective	Timeframe	Supporting Agency(s)	Plan Tool(s)
Goal 1	<i>Recognize and protect agricultural land uses and agricultural supportive businesses as a key sector within the Town of Jefferson’s overall economy.</i>		
EC 1.1	Encourage agricultural suppliers to remain in the area to serve local farmers.	On-going	
EC 1.2	Ensure transportation networks allow farmers to access their fields and transport goods to markets.	On-going	
EC 1.3	Communicate with farmers on market conditions and ways to keep agriculture viable in the Town of Jefferson.	Short-term	
EC 1.4	Implement policies that preserve the abundance of high-quality agricultural land within the Town’s boundaries and protects those uses from encroachment by non-compatible uses.	Mid-term/ Long-term	Town Ordinances
Goal 2	<i>Recognize and support appropriate home occupations and their economic benefit to residents.</i>		
EC 2.1	Develop and adopt standards for the location of “home occupations”, including defining the term.	Mid-term	Town Ordinances
EC 2.2	Encourage the improvement of communications infrastructure that provides high-speed internet availability for all residents.	On-going	Communications providers, adjacent jurisdictions

Goal/Objective		Timeframe	Supporting Agency(s)	Plan Tool(s)
EC 2.3	Catalog home occupations in the Town and explore possibilities for supporting their endeavors.	Short-term		
Goal 3	<i>Support accessibility and the development of tourism opportunities based on natural resources, recreation, agriculture, and rural community charm.</i>			
EC 3.1	Map and periodically update the Town's attractions, destinations, and events.	On-going		
EC 3.2	Include Town attractions, destinations and retail locations in county, state, and other tourist publications and web-based information sites.	On-going		Town website
EC 3.3	Continue to participate in economic development organizations, such as the Jefferson County Tourism Council, the various area Chambers of Commerce Jefferson, and the County Economic Development Consortium.	On-going	Chamers of Commerce, Economic Development Consortium	
Goal 4	<i>Create a brand for the Town that that promotes its business, agriculture, tourist opportunities and livability.</i>			
EC 4.1	Involve interested residents in a process to create a "brand" for the Town.	Mid-term		
EC 4.2	Pursue grant and technical assistance opportunities to develop a Town economic development plan.	Mid-term		
Goal 5	<i>Explore ways to promote business redevelopment in Helenville.</i>			
EC 5.1	Obtain assistance from the Jefferson County Economic Development Consortium and UW-Extension to develop strategies for economic development within Helenville, including creating a niche brand for the rural hamlet.	Short-term	UW-Extension	
EC 5.2	Identify and pursue grants or technical assistance for implementing identified economic development strategies for Helenville.	Short-term		

9.3.7 Chapter 8 – Intergovernmental Relationships Implementation Table

Intergovernmental Relationships Vision: The Town of Jefferson coordinates with other governmental agencies to ensure sensible growth patterns and the efficient and cost-effective provision of vital infrastructure, community services, emergency management, and first response to provide a safe, healthy community for all Town residents.

Goal/Objective	Timeframe	Supporting Agency(s)	Plan Tool(s)
Goal 1 <i>Develop boundary agreements and revenue sharing policies with the Cities of Jefferson and Fort Atkinson for future phased development.</i>			
IR 1.1	Ensure that agreements respect the Town’s position on agricultural preservation.	Short-term	Jefferson County, adjacent jurisdictions Agricultural Preservation and Land use Plan
IR 1.2	Communicate the Town’s land use goals to the County, the Cities, and adjoining Towns.	On-going	Jefferson County, adjacent jurisdictions
Goal 2 <i>Negotiate beneficial service and mutual aid agreements for fire, police, sheriff, emergency, recycling, and hazardous substance removal as necessary in coordination with adjacent Townships.</i>			
IR 2.1	Appoint representatives to district boards and committees to advance Town goals for efficient and cost effective first response services.	On-going	Jefferson County, adjacent jurisdictions
Goal 3 <i>Coordinate with the Jefferson County Emergency Management Department during extreme weather events and other emergency situations on public safety, transportation routes, and emergency communications.</i>			

Goal/Objective	Timeframe	Supporting Agency(s)	Plan Tool(s)
IR 3.1 Involve Town residents in the emergency management process by providing public communication and training programs to Town residents on emergency safety measures.	On-going	Jefferson County Emergency Management	
Goal 4 <i>Pursue payments-in-lieu-of property taxes for Jefferson County-owned park land to pay for Town road maintenance and services to the parks.</i>			
IR 4.1 Initiate conversations with Jefferson County leadership to enter into an Intergovernmental Agreement to begin payments-in-lieu-of property taxes.	Short-term	Jefferson County	
Goal 5 <i>Participate in adjacent cities' Chamber of Commerce and monitor city council meetings to provide monthly reports to the Town Board.</i>			
IR 5.1 Appoint a Town representatives to attend meetings and provide reports to the Town Board.	On-going		

