

JEFFERSON COUNTY **COMPREHENSIVE PLAN**



ADOPTED FEBRUARY 9, 2021



JOINT COMMITTEE RESOLUTION NO. 2020-01

Resolution by the Jefferson County Planning and Zoning Committee and Executive Committee Convened as a Joint Committee Recommending Amendment of the Jefferson County Comprehensive Plan

WHEREAS, Jefferson County has a comprehensive plan titled the Jefferson County Comprehensive Plan with Economic Emphasis updated on September 8, 2010, and

WHEREAS, section 66.1001 of the Wisconsin Statutes requires that a Comprehensive Plan be updated no less than once every 10 years, and

WHEREAS, a Comprehensive Plan is a guide to the physical, social and economic development of a local government unit (s. 66.1001(a)), and

WHEREAS, the County hired a consultant, SRF Consulting LLC, in January 2019 to assist in the process of updating the Plan, and

WHEREAS, on February 12, 2019 the County Board adopted a Public Participation Plan, which included approximately 70 public meetings, to identify a plan for engaging members of the public in the planning process, and

WHEREAS, on March 12, 2019, the County Board authorized the creation of a Steering Committee to guide the process of updating the Farmland Preservation Plan and County Comprehensive Plan, and

WHEREAS, multiple public meetings were held to develop the draft Comprehensive Plan and a Public Hearing of the County Board of Supervisors was conducted on December 8, 2020, and

WHEREAS, all comments received were reviewed by the Planning and Zoning Committee and Executive Committee, and on January 25, 2021 a joint meeting of the Planning and Zoning Committee and Executive Committee was held and both Committees voted to recommend enacting the draft Comprehensive Plan to the Jefferson County Board of Supervisors.

NOW, THEREFORE, BE IT RESOLVED by the Jefferson County Planning and Zoning Committee and the Executive Committee convened as a Joint Committee that pursuant to section 66.1001 of the Wisconsin Statutes that the Jefferson County Comprehensive Plan is hereby recommended for amendment as proposed.

Adopted By:

Resolution was voted on and passed unanimously by the Planning & Zoning Committee and Executive Committee as a Joint Committee on 1-25-2021.

ORDINANCE NO. 2020-18

Amending the Jefferson County Comprehensive Plan

WHEREAS, section 66.1001 of the Wisconsin Statutes requires that a Comprehensive Plan must be updated no less than once every 10 years, and

WHEREAS, Jefferson County's Comprehensive Plan was updated on September 2, 2010 and amended on June 9, 2020, and

WHEREAS, the County Board adopted a Public Participation Plan on February 12, 2019 to guide the process of amending the Jefferson County Comprehensive Plan, and

WHEREAS, the final version of the Comprehensive Plan enacted by this ordinance can be found on the [Jefferson County Website](https://www.jeffersoncountywi.gov/CompPlan/Jefferson%20County%20Comprehensive%20Plan.pdf) at: <https://www.jeffersoncountywi.gov/CompPlan/Jefferson%20County%20Comprehensive%20Plan.pdf> and at the Jefferson County Clerk's Office.

WHEREAS, a duly noticed public hearing before the County Board was held on December 8, 2020, and

WHEREAS, the Planning and Zoning Committee and Executive Committee recommended enacting the draft Comprehensive Plan on January 25, 2021.

NOW, THEREFORE, BE IT ORDAINED that pursuant to section 66.1001 of the Wisconsin Statutes, the Jefferson County Comprehensive Plan, is hereby enacted as amended based on the recommendation of the Joint Planning and Zoning Committee and Executive Committee as set forth in the attached resolution incorporated by reference.

Fiscal Note: There is no direct fiscal impact associated with this ordinance.

Ayes 28 Noes 0 Abstain 0 Absent 2 Vacant 0

Referred By:
Planning & Zoning Committee and Executive Committee

02-09-21

REVIEWED: County Administrator: BPW Corporation Counsel: JBW; Finance Director: 

Acknowledgements

ACKNOWLEDGEMENTS

Jefferson County and their consultant team SRF Consulting Group, Inc., would like to thank members of the Steering Committee, county staff, elected officials, UW-Extension staff, individuals who participated in focus groups, and members of the public who contributed to the Comprehensive Plan and Agricultural Preservation and Land Use Plan update.

Steering Committee Members

Name	Representing	Organization
Nate Salas	Business	THRIVE Chair
Jennifer Bakke	Citizen Member	City of Watertown
Matt Trebatoski	City	City of Fort Atkinson
Steven Chmielewski	Community Educator	UW-Extension
Kyle Ellefson	Village	Village of Johnson Creek
Nancy Lannert	Jefferson County	Resource Conservationist
Richard Jones	County Board Rep (At Large)	City of Waterloo
John Kutz	County Farms	Town of Koshkonong
Adam Lindl	County Farms	Town of Hebron
Christopher Nash	Developer/Real Estate	City of Jefferson
David Musolf	Environmental	Town of Waterloo
Tina Crave	Health/Human Services	City of Watertown
George Jaeckel	Planning and Zoning	Town of Koshkonong
Steve Nass	Planning and Zoning	Town of Lake Mills
Steve Board	Post-Secondary	City of Watertown
Megan Hartwick	Not for Profit	City of Fort Atkinson
Kim Herro	School Districts	Town of Concord
Olivia Reinke	Tourism	Tourism Manager, Fort Atkinson Chamber
Michael Hollinger	Towns	Town of Jefferson
John Thoma	Towns	Town of Watertown
Ted Vratny	Towns	Town of Oakland

Acknowledgements

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Consultant Team Members

SRF Consulting Group, Inc.



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CHAPTER 1 – EXECUTIVE SUMMARY

Comprehensive Plan Purpose

The Jefferson County Comprehensive Plan establishes a long-term vision for county decision-making and activities. The planning process utilized community input to define a vision and goals for where the county would like to be by 2040. Additionally, the process identified a number of implementation actions and measures that the county can act upon to achieve the vision established within this plan. The steps of the planning process are detailed in *Chapter 2*, Issues and Opportunities. Overall, the Comprehensive Plan is intended to serve as the county’s guiding document, used to inform decision-making and investments across many of its systems.

Wisconsin State Statutes §66.1001 define a Comprehensive Plan as a “*guide to the physical, social, and economic development of a local government unit*”. The authority to create and adopt a Comprehensive Plan is granted to counties, cities, villages, towns, and regional planning commissions under specific statutory guidelines. Per §66.1001.2 the Comprehensive Plan must include nine required elements (see *Figure 1-1*). The issues and opportunities and implementation plan elements are key components that define the desired direction and focus for the jurisdiction over the planning horizon, or 2040. The other seven plan elements identify key systems of the county government. The Comprehensive Plan should include a compilation of objectives, policies, goals, maps, and programs to guide future development and management of each system.

Figure 1-1. Comprehensive Plan Required Elements



County Role

Jefferson County is the primary implementer of the Comprehensive Plan; however, collaboration with local jurisdictions and organizations, regional entities, residents, and stakeholders is key to its success. Through the County Board of Supervisor’s adoption of the Comprehensive Plan, it serves as the guiding document for decisions to be made upon. Therefore, as staff is interpreting a policy or a board or commission is making a decision, the vision and goals of the Comprehensive Plan should be reviewed to inform decision making. Additionally, the county is responsible for leading the implementation of the actions and implementation measures identified in *Chapter 12* of this plan. Action towards these measures will help the county progress towards the vision established for Jefferson County in 2040.

Finally, the county is responsible for maintaining an active and relevant planning document. As a living document, the plan should be reviewed on a regular basis to ensure that the goals and recommendations continue to support the county’s long-range planning efforts. When needed, the county should pursue amendments to the Comprehensive Plan. The plan must also be updated every ten years to comply with Wisconsin Statutes.

How to Use the Comprehensive Plan

The Comprehensive Plan is organized into 12 chapters each serving a specific intent. An overview of the contents of each chapter is provided in the following pages. However, there are two primary components of the plan that should be referenced on a regular basis, the plan elements and the goals and implementation. The intent of each is described below.

Goals and Implementation

The goals and implementation measures identified within this plan are intended to guide future decision making and action. These components were developed based on the public input received throughout the process in an effort to capitalize on the opportunities experienced and to respond to issues. *Chapter 4* identifies the goals for each plan element. *This chapter should be referenced on a regular basis to provide guidance on how decisions should be made.* For example, elected officials can refer to this chapter to influence a decision and whether or not it is supported or unsupported within the goals of the Comprehensive Plan.

Chapter 12 identifies implementation measures for each of the plans elements that can be acted upon to help the county meet its long-range vision. *This chapter is intended to promote action towards meeting the goals defined in this plan and should be referenced regularly to set a course for action. These implementation measures will be used to guide the county’s Implementation Plan, which will be created after Comprehensive Plan adoption.*

Plan Elements

There are seven plan elements discussed throughout the Comprehensive Plan. These elements are identified within Wisconsin Statutes and respond to a majority of the county’s systems and governmental activities. The plan element chapters provide specific information and recommendations for the topic at hand, serving as a reference guide for existing conditions, other planning efforts, and recommendations or tools that could be considered. *This chapter should be referenced to gain more information about the specific plan element and considerations for the future.*

Comprehensive Plan Overview

The Comprehensive Plan contains 12 chapters that provide tools, resources, and recommendations for the county over the next 20 years. Below is a summary of the plan's other 11 chapters.

Chapter 2 – Issues and Opportunities



This chapter highlights the key themes or focus areas that were identified throughout the planning process. The key themes identified for each plan element were developed from the issues and opportunities defined throughout the public engagement process and were used to define the goals, analysis, and implementation actions identified throughout the plan. This chapter also highlights the planning process and various engagement activities.

Chapter 3 – County Context

This chapter describes current conditions and demographics of Jefferson County that apply to all elements of the Comprehensive Plan, including the people, households, and economy. The demographic data presented in this chapter helps to provide an understanding of the county at the time the plan was drafted.

Chapter 4 – Vision and Goals

This chapter outlines the vision and goals for the Comprehensive Plan. These goals were developed in response to public input and the key themes identified for each plan element. These elements are intended to serve as a guide for decision-making and policy changes as the plan is implemented. While goals are identified for each plan element, they should be viewed as overall county goals that work together.

Chapter 5 – Land Use

This chapter is used to support tools and programs to guide the future development and redevelopment of public and private property within the county's jurisdiction. Existing land use and zoning are highlighted within the chapter to provide an understanding of current land use policy within the county. Analysis of potential growth and resources for future implementation are also highlighted.



Chapter 6 – Housing



This chapter discusses the existing housing stock and future housing needs across Jefferson County. Existing housing demographics and conditions are reviewed to provide an understanding of the existing housing needs that should be acted upon. Additionally, available resources and tools that can be used to help the county achieve its housing goals are highlighted.

Chapter 7 – Transportation

This chapter focuses on the county's multimodal transportation system, including personal vehicles, freight, pedestrians, bicycles, and shared mobility. The existing transportation networks and planning efforts for each transportation mode are discussed, along with recommendations or considerations for future transportation decision making.



Chapter 8 – Economic Development



This chapter reviews economic development activities in Jefferson County that provide places for people to work and play. This includes an analysis of the existing industries and markets within Jefferson County and a review of changes and growth within individual areas. Additionally, the chapter identifies economic development strategies that can be used to support a healthy and vibrant economic climate.

Chapter 9 – Agricultural, Natural, and Cultural Resources

This chapter highlights three resources that are highly valued by Jefferson County residents, including:

- The agricultural resources that are an integral part of the character of the county and serve as a strong sector of the county's economy.
- The natural resources that contribute to the sense of place and provide recreational and tourism opportunities.
- The cultural resources that provide insight into the history of the county.



Chapter 10 – Intergovernmental Cooperation



This chapter reviews the partnerships and collaborative activities that the county participates in to provide services to its residents. This includes partnerships with local jurisdictions, community organizations, regional agencies, and state departments that provide services and resources. Existing agreements between the county and other agencies are discussed, along with opportunities for new partnerships and relationships.

Chapter 11 – Utilities and Community Facilities

This chapter highlights the county's utilities and community facilities that provide services to county residents and business owners. It also discusses private and municipal utility services and how they connect to county services. The county's outdoor recreation planning and facilities are also highlighted throughout this chapter.



Chapters 12 – Implementation



This chapter identifies implementation measures and actions for the plan's seven plan elements to assist the county in achieving its long-range vision. Each implementation measure is connected to a goal defined within the plan. A general timeline, potential partner agencies, and planning tools are identified for the implementation actions.

CHAPTER 2 – 2040 PROCESS AND ISSUES AND OPPORTUNITIES

Introduction

Wisconsin Comprehensive Planning Law (§ 66.1001) defines the nine elements that are required within a Comprehensive Plan. This includes the seven elements that the plan's goals and implementation actions are structured around, along with issues and opportunities. The identification of issues and opportunities can take many forms, from reviewing and analyzing demographic information to gathering public input. *Chapter 3* highlights the general demographic analysis completed to understand existing conditions in the county. This chapter focuses on the public input heard throughout the process and the issues and opportunities identified for each plan element.

Defining issues and opportunities currently experienced in Jefferson County provided an opportunity to develop goals and policy recommendations that connect to needs and desires of residents and stakeholders. Initial issues and opportunities were identified through early engagement that were then refined throughout the process and used to define plan activities.

Plan Development Process and Public Engagement

The Comprehensive Plan was developed over a 24-month planning process that focused on opportunities to engage with county residents and other stakeholders. The process utilized four primary phases to guide the development of the plan. Each phase included public engagement activities that provided input directly into the planning process. Each phase and the accompanying public engagement activities are summarized below. A more detailed summary of the public engagement activities can also be found in *Appendix A*.

Phase One: Existing Conditions and Data Collection

The first phase of the planning process focused on laying the foundation of the current conditions and sentiments in Jefferson County. The foundation established in this phase would be built upon in the next three phases. The two main efforts of phase one included data collection and early public engagement. The data collection efforts included an analysis of physical, geographic, and demographic conditions in the county, looking to explore historic changes that have affected the Jefferson County of today. A summary of this effort is provided in *Chapter 3*. Early public engagement activities were also held during phase one and were targeted at gathering initial feedback from residents and stakeholders about their desires for the future of Jefferson County. The engagement activities included regional meetings, an online survey, youth government day, and intergovernmental interviews.

Phase One Public Engagement Activities

Regional Meetings



A total of four initial public meetings were held to introduce the public to the Comprehensive Plan process. These meetings provided an opportunity for the planning team to share a description of the Comprehensive Plan and its intent, followed by engagement activities to gather input from attendees. The meetings (one in each quadrant of the county), provided opportunities for residents to attend on a date that worked for them and reduced the need to travel across the county for a meeting. While there were multiple meetings held, the same activities were included at all events. Following a brief presentation of an overview of the Comprehensive Plan process, participants were engaged in group tabletop conversations to provide initial feedback. Activities included the identification of strengths and weaknesses, desired areas of growth or preservation throughout the

county, discussion of housing needs and exploration of transportation needs. Participants worked together in groups to provide feedback on each activity.

Online Community Survey

An online community survey was used to gather additional early input in the planning process. The survey was hosted online via Survey Monkey and was open from mid-June to early-August 2019. Questions were designed to provide similar information to the regional meetings and provided an opportunity for participants to provide input on their own time. A total of 1,247 people responded to the 25-question survey. The survey looked to gather input about participants likes and dislikes of Jefferson County today and their desires for the future. The top three responses for why individuals choose to live in Jefferson County were close to employment, family, privacy and space. When thinking towards the future, respondents identified taxes, growth, and maintenance as their top concerns for the future of the county.

Youth Government Day

Annually, Jefferson County participates in a Youth Government Day with local high school students to engage them in county government. The Comprehensive Plan was included as part of their agenda as an opportunity to share the importance of long-range planning, but also to engage with a younger demographic, an often-underrepresented cohort. The consultant team provided a brief presentation that highlighted the planning process and then put the students to work. In small groups, students discussed strengths and weaknesses for the plan element of their choice. This group provided a unique perspective to future desires of the county with a focus on services and amenities that will keep their demographic in the county as they reach adulthood.

Intergovernmental Interviews

Intergovernmental interviews were held with each city, village, and town in Jefferson County in the late summer of 2019. These interviews provided an opportunity for the planning team to meet with each municipality individually and discuss current challenges and opportunities. Each hour-long interview included a discussion of local growth planning, local Comprehensive Plans, and opportunities for collaboration with other municipalities and Jefferson County staff.



Phase Two: Goal Development

The second phase of the planning process built from the issues and opportunities identified in phase one to identify goals for Jefferson County. Through this phase, the planning team explored the issues and opportunities for each plan element and analyzed the desired direction for the next 20 years. The draft goals developed in phase two guided the plan analysis completed in phase three.

Phase Two Public Engagement Activities

Focus Groups



Focus groups were held during phase two to engage individuals and stakeholders on a specific topic. A total of seven focus groups were held focusing on the topics of agriculture, jurisdictions, natural resources, transportation, housing, tourism, and young professionals. Most of the focus groups were held over a two-hour session where individuals discussed specific themes related to the topic at hand. Individuals invited to participate in these meetings represented individuals with interest in the topic. For example, the housing focus group included developers, builders, housing agency representatives, and relators, to provide differing perspectives throughout the discussion.

The young professionals focus group was held through a modified format that was open to all individuals. This meeting was intended to supplement information received throughout the process with specific input from individuals under the age of 35. Attendees provided input on the topics including agriculture, land use, housing, transportation, and utilities through various engagement activities.

Phase Two Survey

A second survey was opened to the public in the spring of 2020 to supplement the input received throughout the process. This survey utilized the engagement activities used at the young professionals focus group to gather input from a larger group. The second survey generated 145 responses.

Phase Three: Plan Analysis

The third phase of the planning process utilized the goals defined in phase two to complete specific analysis and data collection within each of the plan elements. This phase provided the planning team with the opportunity to study the existing conditions that contribute to a need and strategies and tools to help the county respond to the need.

Phase Three Public Engagement Activities

Regional Meetings

A series of open houses were held in the summer of 2020 to engage the public on the plan element analysis being completed in phase three. Due to the public health concerns with COVID-19, the planning team included a virtual open house and two in-person open houses for these events. The virtual open house was held first and provided attendees with a presentation of recent plan activities and a description of plan element key themes. The presentation was followed by an open question and answer session. The virtual presentation was recorded and available via the county's website, allowing residents to view at their leisure. An online survey was also available for virtual attendees to provide input.

The two in-person open houses were designed to invite participants to attend at any point during the two-hour open house to allow for social distancing and compliance with State Health Department regulations. The virtual presentation was played on loop throughout the meeting and engagement stations were spaced throughout the room. Stations provided an opportunity for participants to learn more about the direction and recommendations of

a specific plan element and provide their feedback. For example, participants were asked to rank the utilities and county services that are most important to them when considering a place to live. These engagement activities were mirrored in the online survey.



Phase Four: Plan Development

Phase four was the final phase in the development of the Comprehensive Plan and consisted of the development of the draft and final plan. The data, goals, input, and analysis collected throughout the three previous phases was used to draft the Comprehensive Plan document. The Comprehensive Plan Steering Committee was the first entity to review the draft plan, which was then finalized for public review. Following a public comment period, the plan was moved through the county's adoption process.

Phase Four Public Engagement Activities

Plan Review and Adoption

The final public engagement opportunities in the Comprehensive Plan development process included the public's review and comment on the draft plan and public hearing process for adoption. This section will be updated following the completion of the draft plan review activities.

Comprehensive Plan Steering Committee



The Comprehensive Plan Steering Committee was used throughout the entire planning process to guide the development of the plan and activities included in each phase. This group consisted of over 20 individuals that represented different sectors of Jefferson County, including County Board Supervisors, agricultural representatives,

educational representatives, municipality representatives and township representatives. County staff were also involved with the Steering Committee process. This group was tasked with guiding the planning process, providing review of deliverables and activities and ensuring the process was responding to the needs of Jefferson County. The Steering Committee met six times during the planning process:

- **Steering Committee Meeting #1: April 10th, 2019** – This meeting was held to kick-off the planning process and introduce the Steering Committee members to the Comprehensive Plan. The planning team provided an overview of each plan phase, review existing conditions, and discuss early public engagement efforts.
- **Steering Committee Meeting #2: October 1st, 2019** – This second meeting was held during phase one, to review the input collected during the early engagement activities (i.e., online survey, regional meetings, and intergovernmental interviews) to define early engagement key themes. This provided an opportunity for the Steering Committee to discuss issues and opportunities for each plan element and begin to consider plan goals.
- **Steering Committee Meeting #3: November 14th, 2019** – The third steering committee was used as a goal development workshop. This allowed steering committee members to review and discuss the goals from the existing Comprehensive Plan and to discuss desired goals for the plan update.
- **Steering Committee Meeting #4: June 24th, 2020** – The fourth meeting of the Steering Committee was held in the summer of 2020 as an opportunity to re-engage the committee during the public health crisis that paused meeting opportunities. This virtual meeting provided an opportunity for the planning team to highlight progress and activities and discuss the results of phase two engagement activities. The meeting was also used as an opportunity to review plan element key themes and identify any changes or gaps needed to respond to the recent public health crisis and resulting response.
- **Steering Committee Meeting #5: August 19th, 2020** – The fifth meeting of the Steering Committee was used to confirm the goals developed for the Comprehensive Plan and identify implementation actions based on the analysis completed during phase three. The activities of this meeting allowed for the creation of **Chapters 4 and 12** of the Comprehensive Plan.
- **Steering Committee Meeting #6: October 14th, 2020** – The final meeting of the Steering Committee provides an opportunity for the committee to review, discuss, and comment on the draft Comprehensive Plan. This section will be updated following the meeting.

Issues and Opportunities

The data analysis and public input gathered throughout the planning process allowed the planning team to identify issues and opportunities that would be examined through the Comprehensive Plan. These issues and opportunities were used to develop the goals that the county will work towards over the next 20 years. The following pages organize the issues and opportunities identified in the planning process into key themes. These key themes represent topics that warranted specific attention and analysis for each of the seven plan elements.



Land Use Key Themes

Land Use Key Theme	Description	Considerations
Balance Rural Character and Urban Growth	Throughout the public engagement process, varied input was received regarding the desires to maintain existing farmland and open spaces throughout the county and desires for growth and expansion of housing and facilities. County growth patterns over the last ten years were	Through land use planning activities, the county must find a balance to maintain the rural foundation the county was built upon, while exploring

Land Use Key Theme	Description	Considerations
	compared to growth patterns in adjacent counties, with many noting a desire to maintain the county's historic pace. Through engagement activities with local jurisdictions, there were varied desires expressed for how each area plans for growth. Many cities and villages look for opportunities to continue to see residential, commercial and industrial growth within their jurisdiction. Select towns expressed interest in growth as well. However, other townships would like to maintain historic growth trends and the preservation of farmland.	opportunities to allow for urban growth. The Agricultural Preservation and Land Use Plan provides a great tool for implementing this strategy. Considerations should be made to balance the preservation of the sense of place throughout the county while reviewing land use planning activities.
Preserve Agricultural Foundation	Residents recognize and celebrate the agrarian foundation that the county was founded upon. Agriculture has continued to be an important element of the county's economic, social and visual fabric, with many individuals connected to agriculture as a form of income or activity	Continue to celebrate the agricultural foundation and character of the county. Celebrate the foundation through marketing and promotional efforts.
Collaborate with Local and Regional Jurisdictions	Through the intergovernmental interviews many opportunities were discussed for the county to collaborate with the local jurisdictions on a range of efforts. From growth management planning in 15-year growth areas to shared emergency response services, opportunities to collaborate were identified. Additionally, the need to collaborate with surrounding counties, regional organizations, and state entities was also highlighted. These opportunities provide the county with additional resources and opportunities to grow its regional presence.	Explore opportunities for the county to collaborate with other jurisdictions, from the production of educational material to the execution of implementation actions.
Educational Opportunities	Throughout the planning process various tools, strategies, and policies currently utilized in Jefferson County were shared with residents and stakeholders. In some instances, there was new information or details shared. This identified an opportunity to share educational materials and opportunities with residents, jurisdictions, and stakeholders about the county's activities and policies.	Consider opportunities to develop educational materials as policies and regulations are developed or modified. Share opportunities to learn and explore new concepts with local partners.
Geographic Region	The geographic location of Jefferson County was discussed many times throughout public engagement activities. With the Madison urban area to the west and Milwaukee to the east, all connected with I-94, Jefferson County is in an ideal location. This position results in growth or development pressures as growth occurs in neighboring Dane and Waukesha Counties, but also provides opportunities to build from the services provided and employment opportunities.	Utilize the geographic region to the benefit of the county as new economic development or transportation infrastructure is considered. Continue to assess potential impacts of concerns from adjacent activities and participate in planning processes.
Preserve Resources	There are several resources that residents and visitors connect with throughout the county. From the natural	Explore opportunities and policies that preserve the

Land Use Key Theme	Description	Considerations
	resources of the lakes, rivers, streams and forested areas to recreational opportunities, there is desire to preserve these resources for future generations.	resources that contribute to the character and quality of life for Jefferson County residents.
Modernize Policies	Throughout the process, existing policies and regulations were reviewed with various engagement groups. Opportunities were identified to modernize existing policies to align with current conditions. For example, manure management is evolving in its techniques and infrastructure, but policies have not evolved at the same rate. This creates opportunities for the county to work with industry leaders to align policies with current activities and best conservation and environmental practices.	Explore opportunities to identify policy updates where needed. This cannot happen all at once but can occur as various elements are identified.



Housing Key Themes

Housing Key Theme	Description	Considerations
Housing Affordability	The cost of housing is a major component of the cost of living for Jefferson County residents. The availability of housing at a variety of affordability levels provides options for a diverse range of residents to call Jefferson County home. The need for housing at a range of affordability levels was heard through many phases of engagement.	Providing housing at a range of affordability levels requires collaboration between the county and partner agencies.
Housing Options and Markets	In addition to the need for a range of affordability levels, the public identified the desire to maintain a diverse housing stock that provided housing in a range of markets. This includes single family, multi-family opportunities, and senior living facilities. Allowing for the maintenance and creation of a range of housing options provides the opportunity for residents to age in place and remain members of the community.	Achieving a range of housing options will require collaboration with other agencies and local jurisdictions.
Available Housing Tools	Throughout the planning process a number of available housing tools were identified and discussed. However, the awareness of these available tools was not widespread across participants. This identified the opportunity for the awareness of existing housing tools to be broadened. Additionally, other housing tools could be considered.	Consider opportunities to share awareness and increase education of existing housing tools available to Jefferson County homeowners, renters, and property owners.
Aging Housing Stock	The maintenance of the county's existing housing stock contributes to affordable housing and a diverse housing stock.	Consider tools and resources that are available to existing property owners that can contribute to the reinvestment

Housing Key Theme	Description	Considerations
		and maintenance of aging housing stock.
Aging Resident Housing and Needs	Throughout the public engagement process, the current availability of housing options for the county's senior population was discussed. The availability of senior housing options, from single-family homes to care facilities was examined, along with the location of these facilities and the available services. Planning for aging resident housing and needs provides the ability for residents to age in place and continue to be members of the Jefferson County community.	Jefferson County will need to work with multiple partners to understand and assist with aging resident housing and needs. Considerations may include the tools for the development of community services or planning for emergency response throughout the county.
Urban and Rural Residential	The balance of urban and rural residential needs was discussed throughout engagement activities. Both residential types are needed to maintain the existing housing diversity that is present within the county, and considerations should be given to maintain the existing community character of these places. Generally, existing regulations continue to allow urban and rural residential developments that respond to community needs. However, the county should continue to assess the ability to respond to housing market needs.	Continue to partner with local jurisdictions and housing authorities to monitor and assess urban and rural housing needs.
Workforce Housing Needs	Housing is a factor of the available workforce within a community. This was discussed throughout public engagement opportunities as certain sectors of the workforce struggle to find housing that meets the needs of potential employees (proximity to employment, affordability, style, services, etc.).	Collaboration with local jurisdictions, employers and the economic development community is needed to continue to monitor and understand changes in workforce housing needs.



Transportation Key Themes

Transportation Key Theme	Description	Considerations
Various Transportation Modes	There are many transportation modes that are used throughout Jefferson County, and the modes continue to grow and diversify. While many public engagement attendees continue to identify a personal vehicle as their primary mode of transportation, the use of other modes continues to grow. A desire was expressed throughout engagement to provide a vibrant multimodal system that allows for the movement of goods and people throughout the county.	Continue planning efforts that consider multiple modes of transportation and the work that is underway with the county's mobility manager. Participate in state and regional planning efforts for multiple modes.
Aging Population Mobility	As the population ages, transportation needs and mobility choice can change. For example, the dependence on a personal vehicle may not be possible as an individual's	Collaboration with partners to monitor changes in aging population mobility and assess

Transportation Key Theme	Description	Considerations
	physical conditions change. In many cases, the dependence on assistance for mobility is needed as populations age, which can include transit and rideshare opportunities.	needed infrastructure to promote mobility options that allow for a sustained quality of life.
Rideshare Opportunities	A growing transportation trend across the nation is rideshare opportunities, including taxis, Uber, Lyft, and carpooling. Ridesharing is a desired form of transportation for commuting and other general transportation trips. Public input identified the desire for the continued expansion of rideshare opportunities throughout the county. This could range from expanded Uber or Lyft service throughout the entire county or vanpooling to regional communities.	Continue to collaborate with local rideshare providers and explore opportunities to expand services.
Transportation Safety	Safety is a critical component of the transportation system. Participants echoed the desire to maintain a safe system that considers all modes of transportation.	Continue to assess and improve safety throughout all transportation infrastructure.
Agriculture and Freight	The efficiency of the transportation system plays a role in economic development and the way goods are moved throughout the county. Participants recognize the important role that the transportation system plays for freight and agricultural practices in Jefferson County.	Continue to plan for freight and agricultural movements throughout the county. Consider the specific needs and educational opportunities for the movement of these larger vehicles with the other modes of the system.
Bicycle Transportation	Bicycle transportation is used throughout the county for both transportation and recreational purposes, and the number of users continues to grow. However, the bicycle infrastructure throughout the county varies from place to place. Throughout the public engagement process, a desire for continued investment and exploration of infrastructure that support bicycle and pedestrian transportation was supported.	Continue to collaborate with local jurisdictions to identify bicycle infrastructure opportunities and needs.
Commuting	Commuting to and from employment is a major factor of individuals' transportation needs. Within Jefferson County, residents and employees may travel a short distance for work or may travel regionally to employment in Madison or Milwaukee. Public engagement activities emphasized the importance of commuting within the county and desires to expand commuting opportunities.	Partner with regional transportation organizations and economic development professionals to explore commuting infrastructure.
Roadway System Planning	The county's Highway Department is responsible for upgrading, repairing, and maintaining State and County Highways throughout Jefferson County. While the county maintains a safe and efficient system, desires were expressed throughout the planning process to expand system planning efforts that include multiple transportation modes, increase collaboration with local jurisdictions, and identified long-range planning efforts.	Consider opportunities for additional long-range planning of the transportation system, including the development of a County Transportation Plan.



Economic Development Key Themes

Economic Development Key Theme	Description	Considerations
Agricultural Economy	Agriculture is a primary identifier of Jefferson County, for both residents and visitors. The success of the agricultural economy is a major contributor to this condition. The public emphasized the importance of a sustainable healthy and vibrant agricultural economy throughout the engagement process, ensuring the regulations and policies are reviewed against existing practices to maintain the vitality of the industry.	The agricultural foundation is emphasized throughout the Comprehensive Plan's goals, along with the policies of the Agricultural Preservation and Land Use Plan.
Tourism Economy	The tourism economy is another strong economy with the county that provides numerous jobs to residents and brings visitors and guests to Jefferson County. The public emphasized a desire to continue to support the tourism economy, identifying opportunities to preserve existing services and expand opportunities into new areas.	Consider relationships with local jurisdictions, tourism groups, and businesses to identify opportunities to continue to support the tourism economy.
County Identity and Marketing	The identity of Jefferson County was frequently discussed throughout engagement opportunities, from understanding individual's perspectives to navigating the external perception. The opportunity to solidify a desired identity for the county and development of specific county marketing was identified throughout the process.	Collaboration with local tourism and marketing professions to help define the desired identity and marketing opportunities for Jefferson County.
Manufacturing Economy	The manufacturing economy continues to grow within the county, with room for growth and expansion. From the manufacturing or processing of locally grown goods to production of final goods, the public identified a desire to continue to grow manufacturing opportunities in the county.	Understand existing manufacturing success and opportunities within the county that support existing businesses and industries.
Quality of Life and Growth	Access to employment and desired goods/services are components of quality of life for Jefferson County residents. Throughout the engagement process, participants noted the desires to maintain employment opportunities, but focused on the provision of a range of goods and services to meet various needs and desires across the county.	Continue to monitor the provision of goods and services throughout the county and explore opportunities for expansion and growth.
Supporting Existing Businesses and Attracting New Industry	Throughout the public engagement process, participants emphasized the importance of supporting existing businesses, while identifying opportunity to diversify the economy and attract new industries. Support of existing businesses creates opportunities to maintain the great service offers and foundation within the county. New industry opportunities could include support of	Continue to support THRIVE's initiatives for business growth, retention, and expansion.

Economic Development Key Theme	Description	Considerations
	entrepreneurship and introduction of new industries that expand the offerings.	
Growing Regional Presence	As noted in other sections, the geographic presence of Jefferson County in southern Wisconsin presents various opportunities and challenges. From an economic development perspective, participants identified an opportunity to continue to grow Jefferson County's presence in the region. Opportunities include expanding the agricultural foundation and provision of goods through the region to growing or supporting a certain industry.	Continue to participate in regional economic development activities and identify opportunities for the county to grow and expand.



Agricultural, Natural, and Cultural Resources Key Themes

Resources Key Theme	Description	Considerations
Preserve Character and Balance Growth	Engagement highlighted the public's desire to preserve, protect, and enhance the existing and historical character of Jefferson County while balancing opportunities for growth. The agricultural, natural, and cultural resources are key contributors to character of a place and preservation efforts are desired to help the county maintain its character while identifying opportunities to highlight resources as growth occurs.	Continue to monitor preservation efforts and policies to monitor preservation activities and the ability to grow.
New and Emerging Agricultural Practices	During the agricultural focus group, the planning team discussed several emerging agricultural practices that assist the county in maintaining a strong and vibrant agricultural economy. Examples included changes in manure spreading and hauling, new crops and products, and emerging technologies. Participants identified the need to review policies and regulations to assess needed amendments to respond to changing practices, as warranted.	Continue to monitor the administration of various policies that align with agricultural practices and explore needed updates.
Water Quality and Quantity	The county's lakes, rivers, streams, wetlands and drinking water supply were highlighted throughout engagement efforts, particularly the desire to protect and improve the quality of these resources. Existing successes and programs were discussed, along with the desire to continue to do more.	Continue to work with local, regional, and state water resource agencies and deploy best practices for the monitoring, improvement, and protection of water quality and quantity.
Education	Opportunities to grow awareness of these resources was discussed throughout engagement activities. From exposing children to agriculture to educating the public about preservation policies, a desire was expressed to increase	Continue to explore and support various educational opportunities.

Resources Key Theme	Description	Considerations
	educational opportunities and build an understanding of these important resources.	
Preservation of Natural Resources and Open Spaces	The county currently deploys policies for the preservation, protection, and enhancement of natural resources and open spaces and growth is pursued. The public emphasized the need to expand preservation activities.	Continue to utilize and update policies that support the preservation of these resources, including the Outdoor Recreation Plan.
Environmental Corridors	Environmental corridors are a planning tool used to identify important resources and features in the county. These include wetlands, wooded areas, steep slopes, parks, and flood prone areas. The importance of these resources was highlighted throughout the engagement process, along with the desire to continue to use it as a tool for preservation.	Continue to utilize environmental corridors as a planning and preservation tool.
Collaboration	The need for collaboration was highlighted as various agricultural, natural, and cultural resources were discussed. There are many agencies and organizations that have investments and interests in the areas, and the county should identify opportunities to collaborate as they work to preserve and enhance these resources for future generations.	Continue to collaborate with various agencies.



Intergovernmental Cooperation Key Themes

Intergovernmental Key Theme	Description	Considerations
Coordinate Growth and Development	Growth and development planning are regulated at various levels throughout the county. Cities and villages regulate growth through their own zoning ordinances and comprehensive plans, while towns may adopt their own zoning and comprehensive plans or work collaboratively with the county. Throughout the intergovernmental interview process, the desire to expand collaboration was expressed. From the county's participation in local long-range planning processes to identifying policy amendments, opportunities to collaborate should be sought and utilized.	Continue to collaborate with local jurisdictions and identify opportunities for input throughout the planning process.
Recognize Varied Character and Desires	Each local jurisdiction encompasses its own character, sense of place, and goals for the future, all of which contribute to the diversity of Jefferson County. Desires were expressed to recognize these varied characters and desires and to consider opportunities to preserve these elements throughout county-wide activities.	Continue to collaborate with local jurisdictions and include them within the planning process to identify opportunities to support the

Intergovernmental Key Theme	Description	Considerations
		character of place and long-range goals.
Fostering Strong Local Government	Each jurisdiction within the county plays a specific role with defined purpose and regulatory authority. Throughout the intergovernmental interviews, jurisdictions identified the desire for additional support from the county to foster a strong local government. This support could take many forms, including general collaboration and opportunities to share services and resources.	Consider opportunities to support local jurisdictions, particularly in areas where the county has greater resources that can be shared.
Funding Tools and Opportunities	Funding of investments, facilities, and infrastructure is a challenge at all levels of government. Potential funding opportunities were discussed during the public engagement process, along with the challenges and competition for funding.	Monitor common funding needs and identify opportunities to apply for funding; identify and promote tools for equitable distribution of funding.
Shared Services	Throughout the intergovernmental interview process, local jurisdictions identified challenges with providing some individual services within their own jurisdiction. For example, challenges with the provision of local fire and EMS services was discussed throughout the county. Jurisdictions identified the desire to explore opportunities for shared services across the county or on a larger scale to provide more cost effective and efficient services.	Continue to explore opportunities for shared services between jurisdictions.



Utilities and Community Facilities Key Themes

Utilities and Facilities Key Theme	Description	Considerations
Maintenance and Preservation	The county provides a range of utilities and community facilities that provide important services to residents and businesses. Participants recognized the importance of maintaining and preserving existing investments for future use. This includes policies to support sustainable infrastructure to the maintenance of recreational facilities.	Continue to monitor and promote maintenance and preservation of existing facilities.
Public Health	Public health is important to the overall quality of life for residents. The county plays many roles in providing public health services to residents to create opportunities for a thriving population. While the need for services such as mental health, active living, and child services is long	Continue to support public health activities and identify opportunities to weave public health into other planning processes.

Utilities and Facilities Key Theme	Description	Considerations
	standing, the importance has increased during our current public health crisis.	
Energy Practices	<p>New energy sources continue to be explored and expanded throughout the nation. From coal plants to wind/solar generation, practices and preferences are changing. Several emerging energy practices have emerged in Jefferson County, including the construction of solar farms. The public expressed varied opinions of solar farms and development throughout the process, from concerns of the conversion of farmland to allow for the construction of these sites to the support of solar development as a renewable energy source.</p> <p>As the county is located between two major urban centers, the likelihood of emerging energy practices locating within county borders is relatively high. Monitoring, research, and adequate regulations will be ongoing in response to changing energy practices.</p>	Continue to participate in planning activities regarding new and emerging energy practices. Monitor and balance the construction of new facilities, including both those that serve Jefferson County and outside, to support the county.
Communications Technology	The need for effective and robust communications technology continues to grow throughout many aspects of our lives. From streaming a video at home to utilizing new agricultural technologies in the field, there are many components of our lives that are simplified or benefit from an internet connection. However, the provision of quality and consistent connections can be a challenge in some portions of the county. Participants identified the challenges associated with lack of broadband services within their communities. This need was further expanded during the transition to virtual learning or working from home during our public health crisis.	Continue to explore and pursue opportunities for the expansion of broadband throughout the county.
Outdoor Recreation Opportunities	There are many opportunities for outdoor recreation in Jefferson County. From county-maintained facilities to open spaces, residents connect with these opportunities to recreate throughout the county. Participants identified a desire to prioritize the maintenance of these opportunities and explore opportunities to provide additional facilities.	Utilize the Parks, Recreation, and Open Space Plan to guide investments and activities.

CHAPTER 3 – COUNTY CONTEXT

Introduction

The County Context Chapter provides an overview of the past, current, and projected conditions of the county at the time the plan was drafted, as well as population characteristics such as age, gender, ethnic & racial diversity, and income. Economic characteristics of the county are addressed through measures such as employment levels by industry and commuting patterns. This county context provides the history on which Jefferson County will build its future through the goals of this Comprehensive Plan.

The socioeconomic characteristics of Jefferson County described in this chapter provide an overview of the population and development trends in the county. Changes in the population and development in the county may lead to changes in housing needs, transportation demand, commercial activity, and other factors, warranting changes to county policies and services.

History and Growth Pressures

Jefferson County is located in southeast Wisconsin, between the Milwaukee and Madison metro areas. Interstate 94 bisects the county from east to west and forms an important connection for the movement of goods and services in the state. The expansion of State Highway 26 in recent years made it an important north-south corridor for the region. Due to this favorable location, Jefferson County is experiencing increased development pressure, as more people discover the pleasurable amenities the county has to offer.

The county has a long history of agricultural activity and agriculture continues to be a defining characteristic of the county today. While urbanization and development has occurred within the county and surrounding areas, there are many active agricultural practices that continue to be preserved and supported. While many of the cities and villages in the county have diversified economies, the increased development risks the county serving as a “bedroom community” for the larger cities in the region. This increases the number of commuters and the vehicle miles traveled on the county’s roads and highways, while growing the demand for county services.

The growth and economic development from the additional residents and businesses provides additional tax revenue for the county, but also risks changing the rural character of much of the county. Traditional agricultural practices and natural resources valued by the residents are threatened by increased property values incentivizing the land to be converted into higher economic productive use.

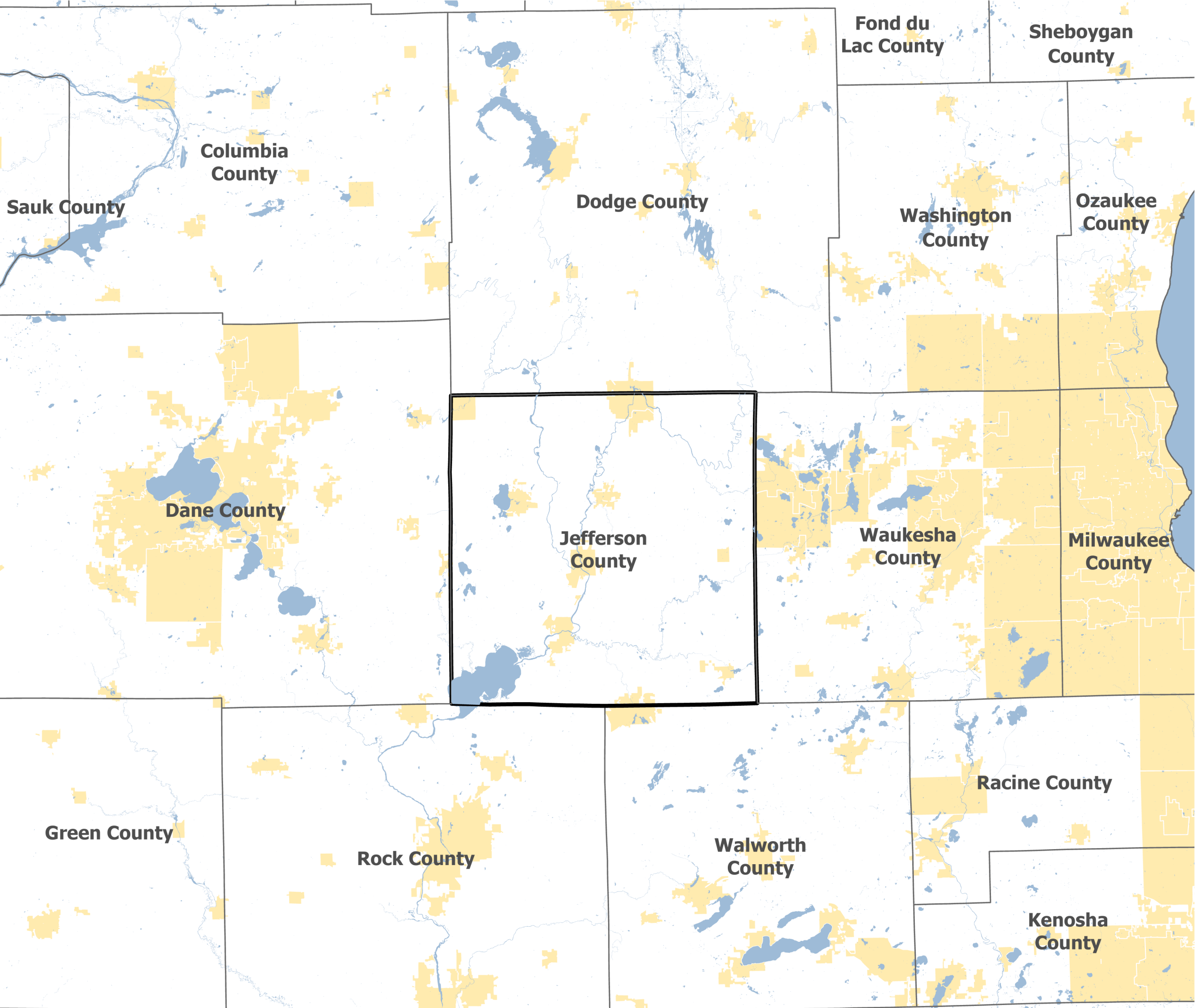
Where and how to develop residential and commercial areas are key questions addressed in this plan and will shape the responsible use of county services.

Region and Study Area

Jefferson County includes 583 square miles of land, across six cities, five villages, and sixteen towns (see *Figure 3-1*). The county is neighbored by five counties, with the major urban centers of Madison to the west and Milwaukee to the east.

This Comprehensive Plan discusses existing conditions, goals, strategies, and implementation measures for many of the county’s systems. For many of the plan elements, the county maintains jurisdiction across all jurisdictional boundaries. For example, Jefferson County owns and maintains all county roadways, regardless of the city, village, or town in which it is located. However, the land use plan element is used to guide zoning decisions for the county, and the county’s land use authority applies only to the towns. Each city and village manage their own zoning authority through individual Comprehensive Plans, that are each considered in the county’s land use planning process.

Figure 3-1: Study Area



- City or Village
- Town
- Interstate
- Highways
- Lakes and Rivers



0 10 20 Miles

Source: Jefferson County, 2020



Data Sources

This chapter looks at historic, current, and projected demographics at the county and jurisdictional level. To do so, it uses data from the following sources to show the changes in demographic and economic indicators in the county¹.

- U.S. 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 projects by age cohort for counties and jurisdictions twice every decade.
- U.S. Bureau of Labor Statistics – The Bureau provides current employment industry data.

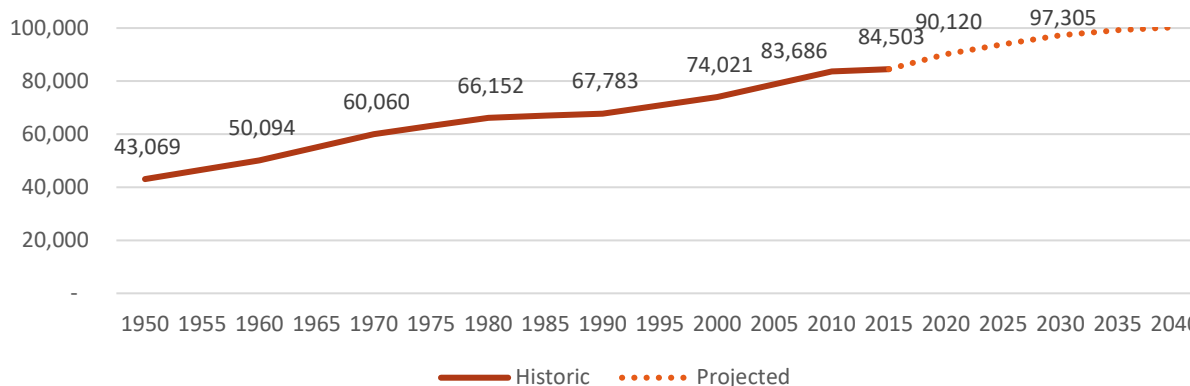
Demographic and employment data are presented in three forms – counts, estimates and projections. Each of these forms of data presentation provides important information in telling the story of Jefferson County. A count represents current or historical data that is the result of gathering demographic data from a source. The US Census collects counts every ten years through the census data gathering process. An estimate represents a calculated estimate of current or historic demographics. Finally, projections provide calculated future totals for population and other demographic conditions.

Population & Households

Since 1950, the county has experienced positive population growth, with nearly a doubling of the population over 60 years (see *Figure 3-2*). According to the Wisconsin Demographics Services Center estimate, Jefferson County's population was 84,352 in 2018, representing an increase of 0.8 percent between 2010 and 2018. This eight-year growth rate is lower than the Wisconsin statewide growth rate of 2.3 percent over the same period. Among the municipalities, Ixonia's population grew fastest, at a rate of 11.4 percent.

Jefferson County and almost all jurisdictions are expected to continue to grow in population, according to projections provided by the Wisconsin Demographics Services Center (see *Table 3-1*). Jefferson County is projected to add almost 16,000 residents over the next 20 years. In absolute numbers, Ixonia's population grew the most from 2010 to 2018, adding 502 residents to the town. Six of the county's jurisdictions experienced population decline from 2010 to 2018, each with a decline of less than 4 percent. Many jurisdictions are expected to see a population increase by 2040. The Village of Johnson Creek is projected to see an increase of near 50 percent, with five other jurisdictions expected to see an increase of over 20 percent.

Figure 3-2. Historic and Projected Population



Source: U.S. Census Bureau. Wisconsin Demographics Services Center, 2013

¹ Data used in the creation of this plan was the most relevant and recent data available at the time the plan was drafted.

Table 3-1. Past, Present, and Projected Population in Jefferson County

		2010 Population	2018 Estimate	2010 – 2018 % Change	2040 Projection	2018 – 2040 % Change
	Jefferson County	83,686	84,352	0.8%	100,300	18.9%
Cities	Fort Atkinson	12,368	12,390	0.2%	14,020	13.2%
	Jefferson	7,973	7,967	-0.1%	9,080	14.0%
	Lake Mills	5,708	5,953	4.3%	7,380	24.0%
	Waterloo	3,333	3,362	0.9%	3,685	9.6%
	Watertown*	23,861	23,945	0.4%	27,960	16.8%
	Whitewater*	14,390	14,804	2.9%	19,250	30.0%
Villages	Cambridge*	1,457	1,519	4.3%	1,880	23.8%
	Johnson Creek	2,738	2,997	9.5%	4,455	48.6%
	Lac La Belle*	290	296	2.1%	280	-5.4%
	Palmyra	1,781	1,757	-1.3%	1,915	9.0%
	Sullivan	669	660	-1.3%	740	12.1%
Towns	Aztalan	1,457	1,464	0.5%	1,605	9.6%
	Cold Spring	727	788	8.4%	735	-6.7%
	Concord	2,072	2,072	0.0%	2,285	10.3%
	Farmington	1,380	1,381	0.1%	1,350	-2.2%
	Hebron	1,094	1,111	1.6%	1,165	4.9%
	Ixonia	4,385	4,887	11.4%	7,145	46.2%
	Jefferson	2,178	2,183	0.2%	2,410	10.4%
	Koshkonong	3,692	3,665	-0.7%	4,425	20.7%
	Lake Mills	2,070	2,091	1.0%	2,520	20.5%
	Milford	1,099	1,121	2.0%	1,180	5.3%
	Oakland	3,100	3,111	0.4%	3,355	7.8%
	Palmyra	1,186	1,174	-1.0%	1,200	2.2%
	Sullivan	2,208	2,213	0.2%	2,445	10.5%
	Sumner	832	805	-3.2%	780	-3.1%
	Waterloo	909	905	-0.4%	1,070	18.2%
	Watertown	1,975	1,982	0.4%	2,135	7.7%

Source: U.S. Census Bureau, 2010 U.S. Census. Wisconsin Demographic Services Center Estimate 2018. Wisconsin Demographic Services Center 2040 Estimate, 2013.

*Denotes municipalities partially located in other counties, total municipality population shown.

Population Characteristics

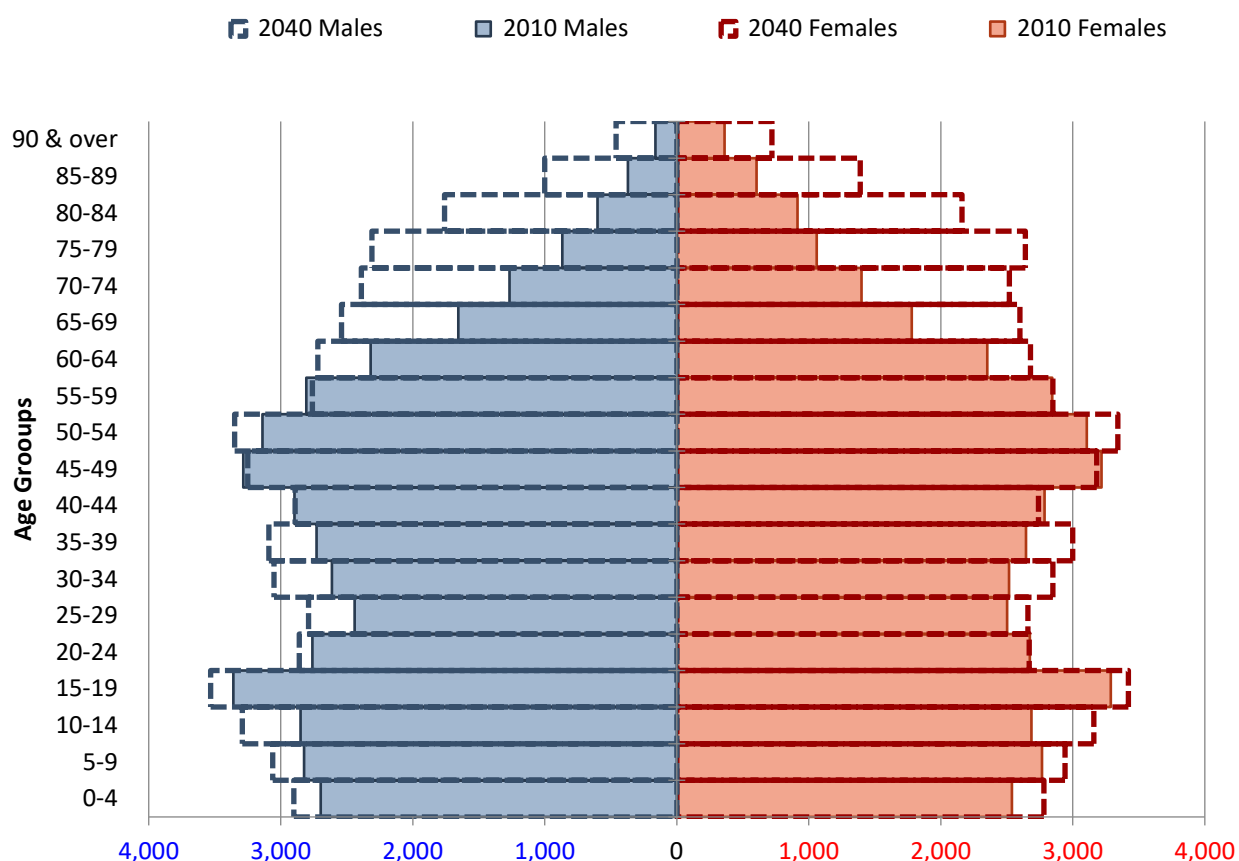
Exploring the historic, current, and projected population shifts of a geographic location provides insight into changing trends or needs for the community. However, review of the characteristics of that population can further expand that insight and aid in an understanding of needs of specific population groups or services.

Age and Gender

Since youth and elderly population may require additional government services, it is important to analyze the distribution of population by age. Seniors may be dependent on services due to health concerns or limited incomes, while youth under the age of 16 are in school and ineligible to drive. Older adolescents and young adults may have limited incomes while still attending school. For both youth and seniors, the housing needs may differ from the working age population. The county also monitors trends in workforce age cohorts, to determine the variations and impacts on employment and employers.

Population pyramids provide a visual display of the age cohorts within a community, highlighting large age groups and changes in population. In 2010, the largest age cohort in Jefferson County was the 14 to 19 cohort, with the 45 to 49 and 50 to 54 cohorts close behind (see *Figure 3-3*). Most of the age cohorts are expected to see an increase as the population grows into 2040. However, populations over 60 are expected to see a large increase. As people live longer, it may require additional senior care facilities and aging in place resources in the county. As the pyramid shifts from the 2018 population estimate to the 2040 projections, the shape changes from a pyramid to more of a square shape, indicating a transition from a growing population to a stabilizing population.

Figure 3-3. Jefferson County Population Pyramid, 2010 and 2040 Projection



Source: U.S. Census Bureau, Census 2010. Wisconsin Demographics Services Center, 2013.

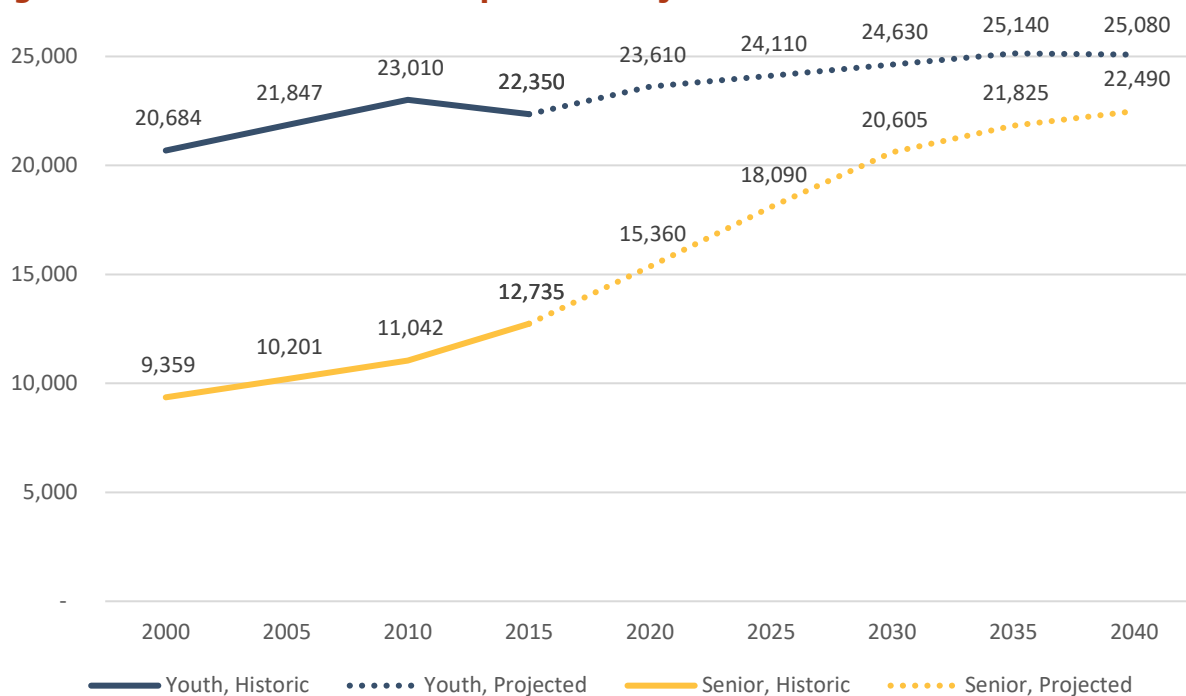
Specifically reviewing senior and youth populations provides insight into the changing needs of key population groups. The anticipated growth through 2040 in the senior population is faster than overall population growth in Jefferson County. Seniors made up 13.2 percent of the total county population in 2010, but this is anticipated to grow to 22.4 percent in 2040 (see [Table 3-2](#)). While the youth population is anticipated to grow, it will decline as a share of the total population, from 27.5 percent in 2010 to 25.0 percent in 2040. In 2000, the county's total population under the age of 20 was over double that of the population over 65; however, current population projections forecast a closing of this gap to approximately 2,500 residents (see [Figure 3-4](#)).

Table 3-2. Youth and Senior Population Projections

	Population	Percent of Total Population
Total, 2010	83,686	100%
Total, 2040	100,300	100%
Youth <20, 2010	23,010	27.5%
Youth <20, 2040	25,080	25.0%
Seniors >64, 2010	11,042	13.2%
Seniors >64, 2040	22,490	22.4%

Source: U.S. Census Bureau, 2010 U.S. Census. Wisconsin Demographics Services Center, 2013.

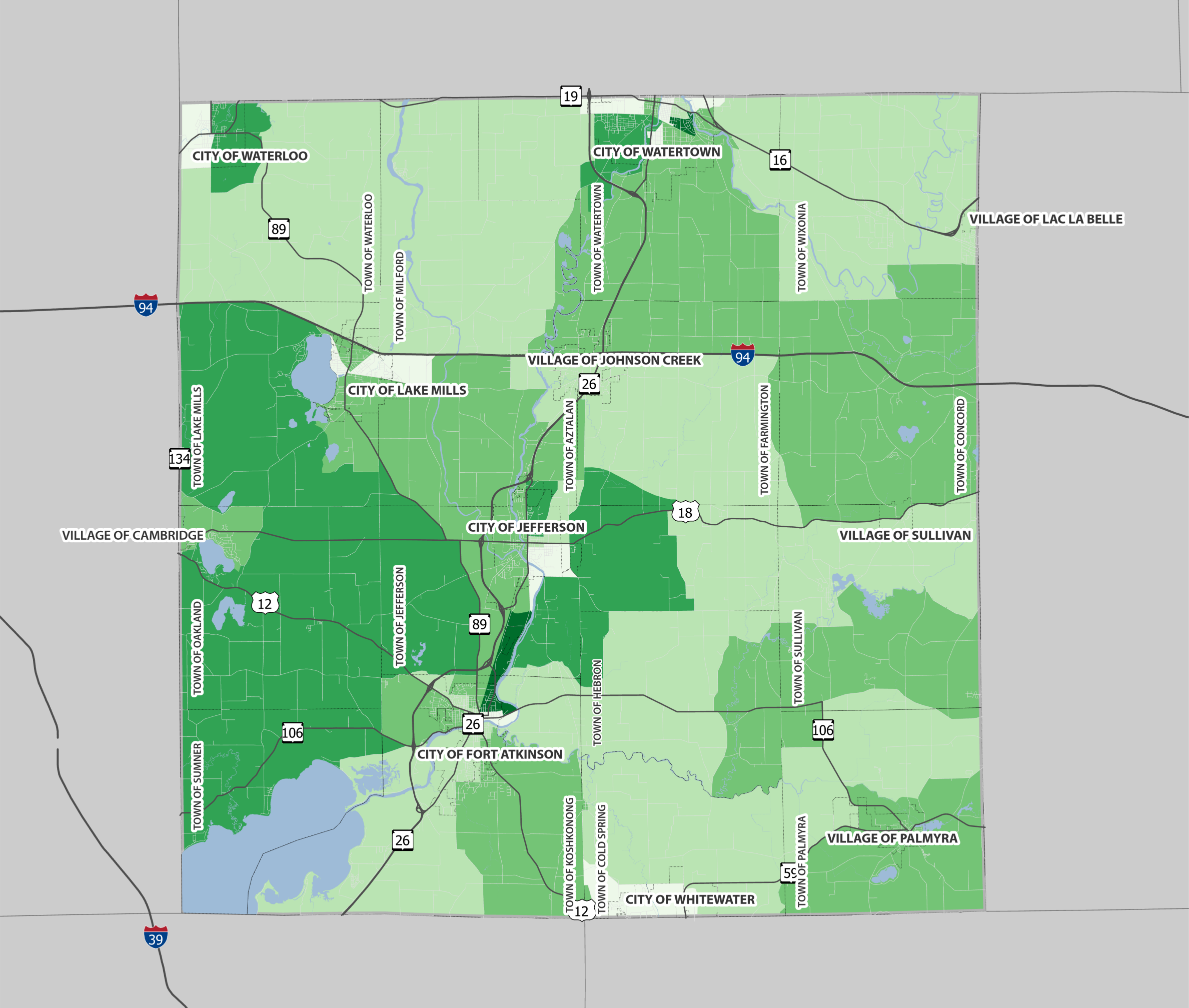
Figure 3-4. Youth and Senior Population Projections



Source: U.S. Census Bureau. Wisconsin Demographics Services Center, 2013.

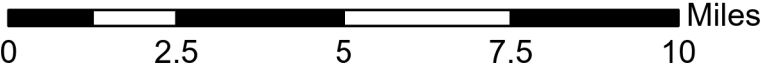
The concentrations of senior and youth populations are scattered throughout Jefferson County (see [Figure 3-5](#) and [Figure 3-6](#)). Seniors made up a higher percentage of the population in the west central parts of the county, while they are a relatively smaller proportion of the population in Whitewater. The youth population is a higher share of the population in Fort Atkinson, Watertown, east central and southern areas of the county.

Figure 3-5: Senior Population



Senior Population

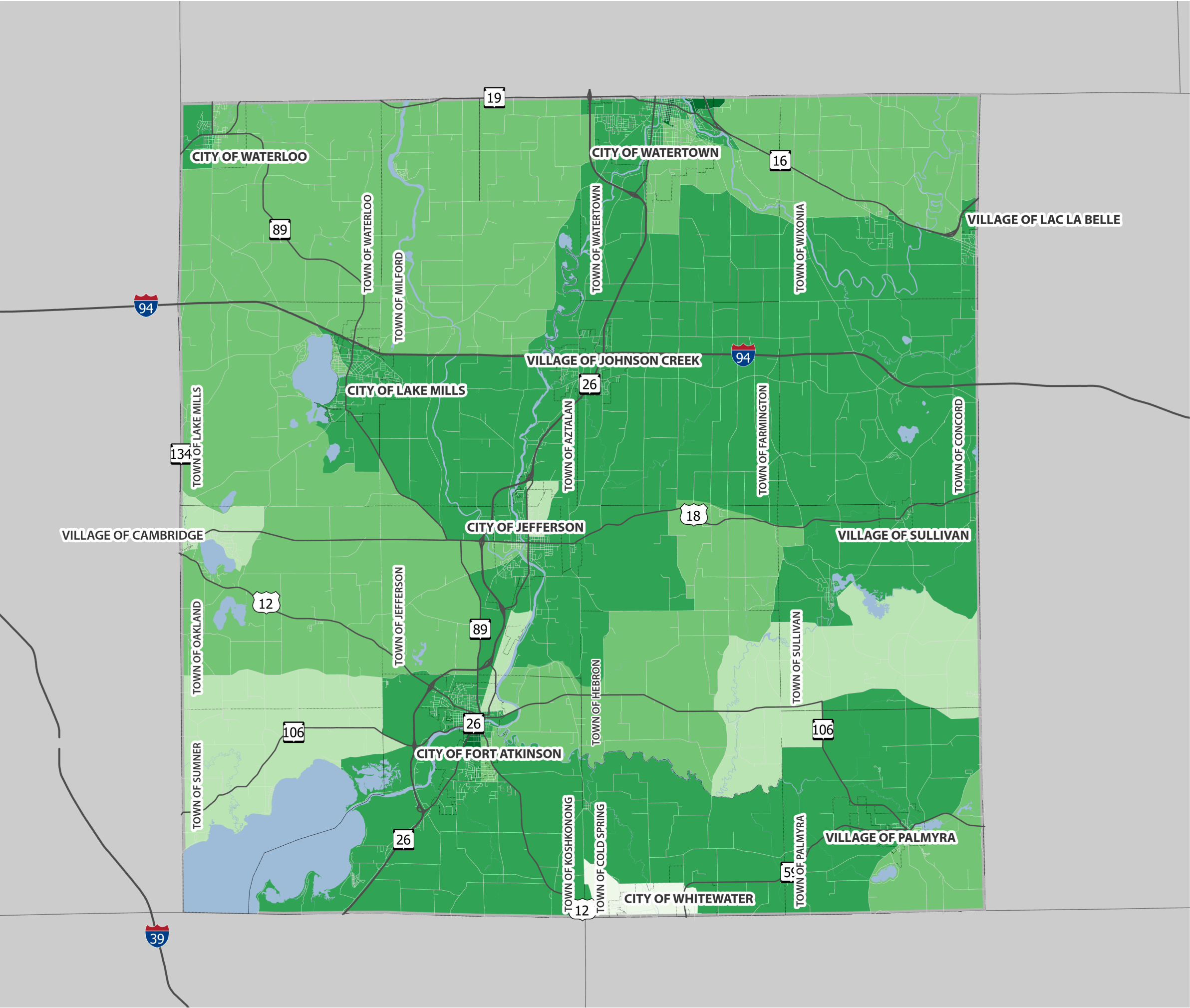
- Below 10%
- 10 - 14.9%
- 15 - 19.9%
- 20 - 30%
- Above 30%
- Interstate
- Highways
- County Border
- Lakes and Rivers



Source: U.S. Census Bureau

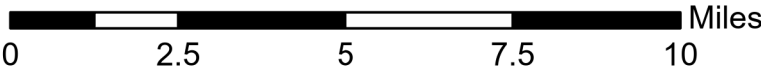


Figure 3-6: Youth Population



Youth Population

- Below 10%
- 10 - 14.9%
- 15 - 19.9%
- 20 - 30%
- Above 30%
- Interstate
- Highways
- County Border
- Lakes and Rivers



Source: U.S. Census Bureau



Ethnic & Racial Diversity

The population of Jefferson County is largely non-Hispanic White, constituting 89.8 percent of the population (see [Table 3-3](#)), according to the 2018 American Community Survey (ACS) estimate. Compared to the state, Jefferson County has a slightly higher Hispanic population, but smaller percentages of other racial or ethnic groups. According to recent growth projections, the Hispanic population within Jefferson County is likely to increase within the planning horizon.

Table 3-3. Ethnic and Racial Make-up, 2018

	Jefferson County		Wisconsin	
	Total	Percent	Total	Percent
Hispanic or Latino (of any race)	5,924	7.0%	385,779	6.7%
Not Hispanic or Latino	78,728	93.0%	5,392,615	93.3%
White alone	75,987	89.8%	4,711,038	81.5%
Black or African American alone	669	0.8%	361,909	6.3%
American Indian and Alaska Native alone	93	0.1%	46,149	0.8%
Asian alone	567	0.7%	158,198	2.7%
Native Hawaiian and Other Pacific Islander alone	0	0.0%	1,676	0.0%
Some other race alone	7	0.0%	4,807	0.1%
Two or more races	1,405	1.7%	108,838	1.9%
Total population	84,652		5,778,394	

Source: ACS Estimate, 2018

Household Types

In 2010, a total of 32,117 households were recorded in Jefferson County by the U.S. Census. All jurisdictions in Jefferson County are projected add to the number of households by 2040 (see [Table 3-4](#)). Household growth for the county is projected to be 29.3 percent, ranging from 75.9 percent in the Town of Ixonia to 1.4 percent in the Town of Sumner. While the total number of households is projected to increase, the average household size will decrease, indicating fewer people will live in each housing unit. For the county overall, the average household size was 2.49 people in 2010, which is projected to decline to 2.31 in 2040.

Table 3-4. Past, Present, and Projected Households in Jefferson County

	2010 Households	2018 Household Estimate	2010 - 2018 % Change	2040 Household Projection	2018 – 2040 % Change	Average People Per Household	
Jefferson County	32,117	32,866	2.33%	41,522	26.34%	2.46	
City	Fort Atkinson	5,125	4,954	-3.34%	6,284	26.85%	2.45
	Jefferson	3,132	3,114	-0.57%	3,868	24.21%	2.42
	Lake Mills	2,319	2,409	3.88%	3,241	34.54%	2.40
	Waterloo	1,331	1,506	13.15%	1,590	5.58%	2.20
	Watertown*	9187	9,859	7.31%	11,745	19.13%	2.39
	Whitewater*	4766	5114	7.30%	7053	37.92%	2.36

		2010 Households	2018 Household Estimate	2010 - 2018 % Change	2040 Household Projection	2018 – 2040 % Change	Average People Per Household
Village	Cambridge*	615	640	4.07%	847	32.34%	2.11
	Johnson Creek	1,049	1,109	5.72%	1,843	66.19%	2.66
	Lac La Belle*	115	140	21.74%	120	-14.29%	2.68
	Palmyra	704	706	0.28%	817	15.72%	2.46
	Sullivan	304	289	-4.93%	363	25.61%	2.46
Town	Aztalan	546	543	-0.55%	649	19.52%	2.54
	Cold Spring	281	284	1.07%	307	8.10%	2.46
	Concord	810	830	2.47%	964	16.14%	2.67
	Farmington	521	560	7.49%	550	-1.79%	2.83
	Hebron	415	470	13.25%	477	1.49%	2.43
	Ixonia	1,637	1,663	1.59%	2,880	73.18%	2.70
	Jefferson	838	865	3.22%	1,002	15.84%	2.48
	Koshkonong	1,415	1,408	-0.49%	1,832	30.11%	2.62
	Lake Mills	806	888	10.17%	1,060	19.37%	2.61
	Milford	424	500	17.92%	491	-1.80%	2.39
	Oakland	1,312	1,332	1.52%	1,534	15.17%	2.37
	Palmyra	471	465	-1.27%	514	10.54%	2.48
	Sullivan	900	965	7.22%	1,076	11.50%	2.31
	Sumner	356	372	4.49%	361	-2.96%	2.13
	Waterloo	339	354	4.42%	431	21.75%	2.56
	Watertown	754	756	0.27%	880	16.40%	2.52

Source: U.S. Census Bureau, 2010; ACS Estimate, 2018; Wisconsin Demographic Services Center 2040 Estimate, 2013.

*Denotes municipalities partially located in other counties, total municipality population shown.

Income & Poverty

Median household income considers the combined income of all people living together in a single housing unit. In contrast, per capita income averages income per person living in a selected area. Per capita income is lower than household income, as it gets divided by all people living in an area, including those not earning income, such as children. Areas of high per capita income compared to high median household income may also indicate a higher percentage of single member households, who lack the combined incomes of multi-membered households, or areas with fewer people without employment.

Population Distribution by Median Household Income

In 2018, Jefferson County's median household income was estimated at \$65,651 (see [Table 3-5](#)).² The median income experienced a slight increase compared to the 2010 U.S. Census (adjusted for inflation). This slight rate of change was also experienced in the State of Wisconsin and the United States, each experiencing a rate of change of -0.35 and 0.85 percent, respectively. Overall, the median household income for Jefferson County is higher than the State of

² Median household income describes the middle value of all household incomes in a range of values. Looking at the median instead of the average prevents a few high earning households from raising the number for the entire geography.

State of Wisconsin. There are few low-income areas in the county, mostly concentrated in Watertown and Fort Atkinson. The highest median household incomes were found in the Northwest and South-Central areas of the county.

Population Distribution by Per Capita Income

Per capita income describes the average income of an individual living in the study area by dividing the total income of the population by the total population. The per capita income for Jefferson County was \$30,329 in 2018 (see [Table 3-5](#)). Per capita income increased in the county compared to the year 2010, consistent with both Wisconsin and the United States as a whole. Per capita income saw growth while median household income shrunk due to the number of households in the nation increasing faster than population, which means that any measure divided by population grows faster than one divided by number of households.³

The distribution of per capita income largely mirrors that of median household income. The highest per capita incomes can be found in the Lake Ripley and Lake Koshkonong areas, while the lowest are in Watertown, Fort Atkinson, and Whitewater (which may be due to the student population).

Table 3-5. Median Household Income and Per Capita Income, in 2018 Dollars

	2010 Median Household Income (adjusted for inflation)	2018 Median Household Income	Change	
			Amount	%
Jefferson County	\$63,070	\$63,676	\$606	0.96%
Wisconsin	\$59,419	\$59,209	(\$210)	-0.35%
United States	\$59,782	\$60,293	\$511	0.85%

	2010 Per Capita Income (adjusted for inflation)	2018 Per Capita Income	Change	
			Amount	%
Jefferson County	\$28,477	\$30,329	\$1,852	6.50%
Wisconsin	\$30,659	\$32,018	\$1,359	4.43%
United States	\$31,477	\$32,621	\$1,144	3.63%

Source: U.S. Census Bureau, 2010; ACS Estimate 2018. Inflation calculated using US Inflation Calculator, Cumulative rate of inflation: 15.2%.

Economy

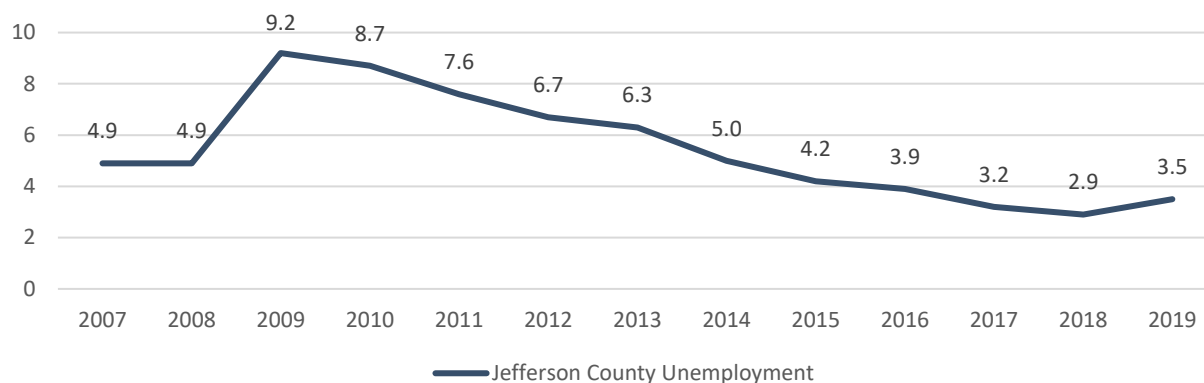
Employment characteristics are important for the county's economic development and tax base. Large employers are also common destinations for a considerable number of people, which make the trips important to the county's transportation system. This section looks at both workers residing in Jefferson County (i.e., labor force) and workers employed in Jefferson County (i.e., employees/jobs).

Labor Force & Employment

In 2018, the ACS estimated a total of 47,644 workers over the age of 16 in Jefferson County, representing a labor force participate rate of 69.4 percent. The 25 to 29 age cohort had the greatest labor force participation rate of 91.3 percent. According to the Bureau of Labor Statistics, the county has continued to experience a decline in the unemployment rate since the peak of the Great Recession in 2009 (see [Figure 3-7](#)). However, a slight increase to 3.5 percent was experienced in 2019 from the 2018 unemployment rate of 2.9 percent.

³ The puzzle of real median household income, The FRED Blog, December 1, 2016. https://fredblog.stlouisfed.org/2016/12/the-puzzle-of-real-median-household-income/?utm_source=series_page&utm_medium=related_content&utm_term=related_resources&utm_campaign=fredblog

Figure 3-7. Jefferson County Unemployment Rate

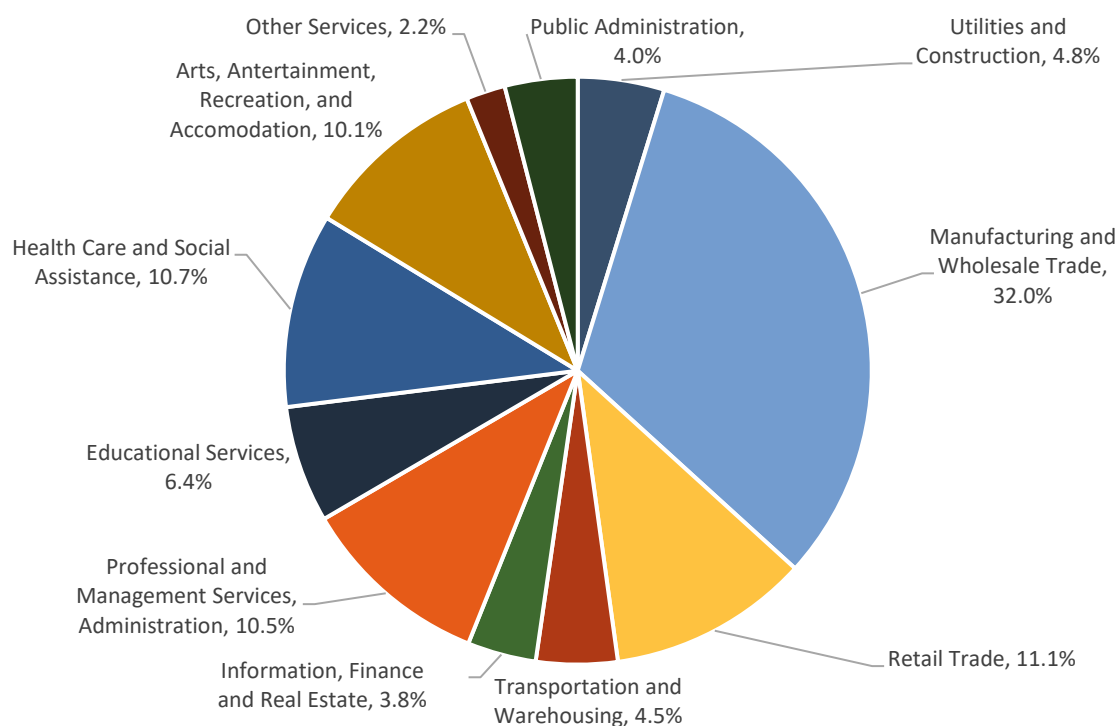


Source: Bureau of Labor Statistics, Local Area Unemployment Statistics, 2007 – 2019.

Employment by Industry

Based on more recent Bureau of Labor Statistics data from September 2019, there were 33,424 jobs in the county. The top industrial sectors by employment in Jefferson Counties include Manufacturing (32 percent), Retail Trade (11 percent), and Health Care and Social Assistance (11 percent) (see *Figure 3-8*).

Figure 3-8. Employment by Industry, September 2019



Source: Bureau of Labor Statistics, Quarterly Census of Employment and Wages, NAICS Code Sectors, September 2019.

The employment analysis uses U.S. Census Longitudinal Employer-Household Dynamics Program (LEHD) data from 2017. One caution with this data is that it uses employer data but excludes some employment categories such as self-employed and military. The county analysis uses the U.S. Census OnTheMap tool. While the data is a few years old, it is helpful to identify commuting patterns and analyze in the daily inflow and outflow of workers.

Commuting

The employment commuting analysis uses U.S. Census Longitudinal Employer-Household Dynamics Program (LEHD) data from 2017. One caution with this data is that it uses employer data but excludes some employment categories such as self-employed and military. The county analysis uses the U.S. Census OnTheMap tool. While the data is a few years old, it is helpful to identify commuting patterns and analyze in the daily inflow and outflow of workers.

In Jefferson County, there were 26,891 primary jobs in 2017 according to the LEHD dataset. Of these, 12,443 employees live within Jefferson County, while 14,448 people commute to work from outside the county (see [Table 3-6](#)). There are 23,002 people who live in the county, but work outside the county.

Table 3-6. County Employment, 2017

	Employment Total	Share of County Jobs
Workers Living in the Jefferson County	35,445	100.0%
Living and Employed in the Jefferson County	12,443	35.1%%
Living in Jefferson County but Employed Outside	23,002	64.9%
Employed in Jefferson County	26,891	100.0%
Employed and Living in Jefferson County	12,443	46.3%
Employed in Jefferson County but Living Outside	14,448	53.7%
Commute less than 10 miles	11,978	44.5%
Commute 10 to 24 miles	7,312	27.2%
Commute 25 to 50 miles	4,561	17.0%
Commute more than 50 miles	3,040	11.3%

Source: U.S. Census Bureau, LEHD (OnTheMap), 2017.

The commute to work characteristics show that out of the population working within the county, 44.5 percent travel less than 10 miles to work, 27.2 percent travel 10 to 24 miles, 17.0 percent travel 25 to 50 miles, and 11.3 percent travel over 50 miles to their job in Jefferson County. Employees residing outside of the county primarily travel from Janesville and Madison (see [Table 3-7](#)).

Table 3-7. Where Workers Live with a Primary Job in Jefferson County, 2017

Jurisdiction of Residence	Employment Total	Share of County Employment
All Places	26,891	100.0%
Watertown	3,352	12.5%
Fort Atkinson	2,596	9.7%
Jefferson	1,544	5.7%
Lake Mills	919	3.4%
Janesville	777	2.9%
Whitewater	762	2.8%
Madison	586	2.2%
Milwaukee	548	2.0%

Jurisdiction of Residence	Employment Total	Share of County Employment
Waterloo	415	1.5%
Johnson Creek	409	1.5%
All Other Locations	14,983	55.7%

Source: U.S. Census Bureau, LEHD (OnTheMap), 2017.

Over 49.8 percent of those working in the county are between the ages of 30 to 54, while 25.1 percent are age 29 or younger, and 25.1 percent are age 55 or older. The earnings breakdown showed 23.5 percent earning less than \$1,250 per month, while 38.9 percent earn more than \$3,333 per month.

The most regular trips people take is usually those to and from work. The majority of workers in the county commute to and from work driving alone, at a higher percentage than Wisconsin as a whole (see [Table 3-8](#)). There are slightly more people carpooling to work than the state, but fewer people use public transit or walk/bike to work.

Table 3-8. Means of Transportation to Work, 2018

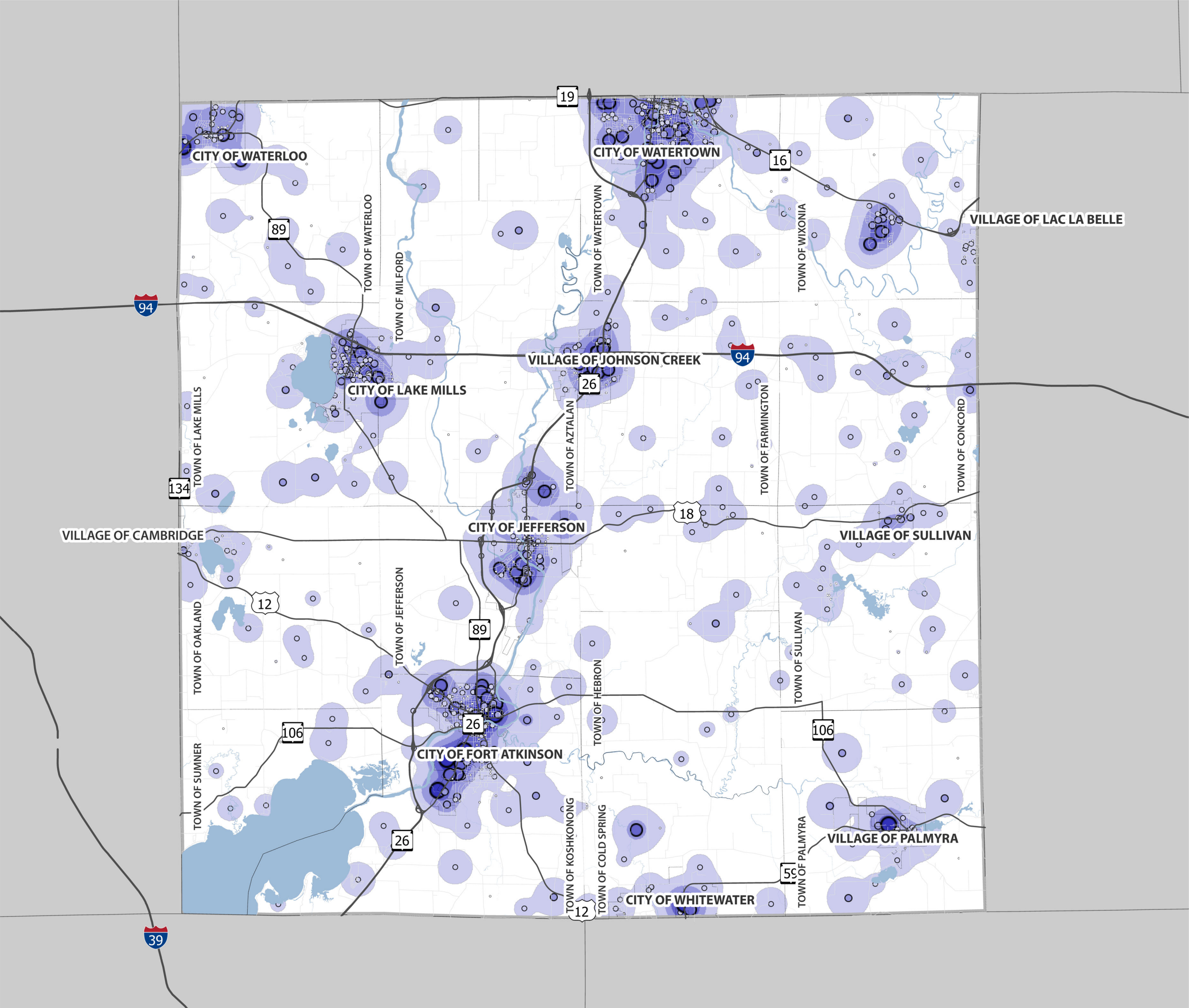
	Workers (labor force)	Drove Alone	Carpool	Public Transit	Walk/Bike	Taxi/Motorcycle/Other	Work from Home
Jefferson County	45,084	81.8%	9.4%	0.2%	3.6%	0.6%	4.3%
Wisconsin	2,920,388	81.2%	7.9%	1.8%	3.8%	0.9%	4.5%

Source: ACS Estimate 2018

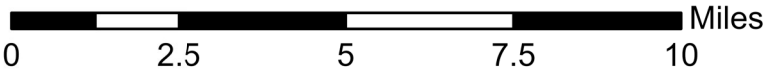
Employment Density

Jobs within Jefferson County are concentrated throughout various areas of the county. The Cities of Watertown, Jefferson, Fort Atkinson, and Whitewater and the Village of Johnson's Creek have some of the highest densities (see [Figure 3-9](#)). Other employment centers are scattered throughout the county, including larger concentrations in some of the towns. It must be noted that the data may concentrate jobs of employers in a single location, while employers may have multiple locations in the county.

Figure 3-9: Job Density of Where Workers are Employed



- Employment Density
- High Low
- Interstate
- Highways
- Local Roads
- County Border
- Lakes and Rivers
- County Border



Source: U.S. Census Bureau, LEHD (OnTheMap) 2017



CHAPTER 4 – VISION AND GOALS

Introduction

The Jefferson County Comprehensive Plan is structured to identify issues and opportunities for several key elements and identify goals and implementation actions that guide future decision making. The vision and goals identified within the plan were developed to inform future decision-making processes and actions for each of the plan's elements. They should be referred to regularly by elected and appointed officials, county staff, residents and stakeholders as decisions are made to ensure that the decision aligns with the long-range vision for Jefferson County.

2040 Vision Statement

The planning process began with an exploration of the issues and opportunities experienced by Jefferson County residents, stakeholders, and jurisdictions. This effort identified county services and programs that should be improved or expanded upon. This information was used to shape the direction of the Comprehensive Plan and to set a desired vision for the county over the next 20 years. The 2040 Vision Statement encompasses the goals of the plan and reflects the public's desires for the future of Jefferson County.

2040 Vision Statement

Jefferson County values its agrarian and small town roots as it thoughtfully plans for the opportunities and challenges of the future. The diverse community character includes urban development and the farm and open space/natural resources within towns, cities and villages that comprise a mutually beneficial, diverse and vibrant ecosystem. The county will continue to support through careful long range planning and provision of necessary services, policies, programs and infrastructure to support residents, businesses and other stakeholders.

Goal Overview

The Comprehensive Plan goals are designed as a tool for county decision makers and residents for the future of Jefferson County. The goals are organized by plan element to respond to public engagement and the issues and opportunities identified during the planning process. However, these goals are also interconnected and the impacts or benefits to other plan elements should also be considered. The goals outlined in this chapter work together to achieve the following:

Goal: Broad statement providing specific direction to achieve a desired outcome

- Promote the health, safety, and quality of life of Jefferson County residents and stakeholders
- Provide accessible, affordable, and high-quality services in a timely and respectful manner
- Address today's needs while proactively planning for the future
- Maintain public trust through the responsible use of public resources, accountability, and openness of government
- Provide opportunities for the county to collaborate with residents and stakeholders

This chapter is meant to serve as a comprehensive collection of goals for the Comprehensive Plan. It is intended to be used in conjunction with each plan element. However, it also is designed to serve as a stand-alone document that can be referenced on its own.

General Planning Goals

1. Utilize the Comprehensive Plan to guide county-wide decision making and update the plan as warranted to respond to changing conditions and trends. Collaborate with other long-range planning documents as needed to inform decision making.

2. Plan for resiliency in all systems, considering future changes or trends that may impact services provided by the county.
3. Actively seek collaboration and engagement with residents, stakeholders, local jurisdictions, and local and regional partners in all aspects of the planning process.
4. Maintain access to a high quality of life for all residents through active and meaningful long-range planning.

Land Use Goals

1. Preserve and enhance the county's rural character, including community character, farmland, and natural resources, while supporting growth in areas that promote housing and economic development goals of this plan.
2. Guide and manage development patterns which preserve the county's natural resources and prime farmland to provide benefits to the regional economy, and best utilize the county's existing transportation and utility infrastructure.
3. Ensure that new development aligns with the existing development and preserves and enhances the natural environment of the county.
4. Monitor and address changing trends and growth patterns throughout the county to ensure that policies remain current and address the county's long-range vision.
5. Recognize the county's regional placement and the opportunities and challenges it offers. Capitalize on opportunities provided, while preventing or reducing impacts from external factors.
6. Actively maintain collaborative relationships with government entities including local municipalities, the county's school districts, neighboring counties, and State and Federal agencies. Utilize these relationships to inform land use decision making and provide education and collaboration of policies and regulations.
7. Provide public relations resources and continued public engagement through the land use planning process, to ensure that residents and stakeholders can engage in and understand the process.
8. Utilize the Jefferson County Agricultural Preservation and Land Use Plan to inform and support land use decision making.



Housing Goals

1. Promote diversity in the type, density, and location of housing within the county, including its cities, to reflect the different needs of current and future residents.
2. Provide for safe, attractive, and affordable housing to meet existing needs and forecasted housing demands for all residents of the county.
3. Enhance opportunities for a variety of housing types, designs, densities, and price ranges to meet the needs of residents of varying incomes, ages, and lifestyle patterns.
4. Ensure housing options for the county's existing and future workforce, that provide a range of housing options and affordability.
5. Preserve and enhance the existing housing stock through programs and rehabilitation assistance.
6. Maintain a collaborative relationship with local jurisdictions, regional housing entities, and local real estate professionals to provide programs and assistance with housing development and rehabilitation.
7. Monitor changing demographic patterns in the county (e.g., aging populations) and examine housing gaps or deficiencies for changing cohorts.
8. Understand the broad and changing housing needs throughout the county and region, for both rural and urban populations, and balance the policies and guidance to provide a range of opportunities.



Transportation Goals

1. Support a full range of multi-modal transportation options to enhance access and connectivity throughout the county.
2. Support changes in mobility trends across all county users and plan for opportunities for ride sharing, modal splits, and other emerging technologies.
3. Develop and maintain a transportation system that supports new and existing residential, employment, commercial, and recreation areas, preserves and enhances neighborhood livability and the quality of life for county residents, while providing for safe, efficient and effective movement of people and goods.
4. Actively participate in regional and state transportation planning efforts.
5. Plan, build, and maintain an interconnected and accessible transportation system that considers all users and modes of travel.
6. Improve safety and efficiency for all users and modes.
7. Coordinate transportation funding, investments, and maintenance with the county's local jurisdictions.
8. Provide for a safe, efficient, multi-modal, and well-maintained transportation network which addresses the needs of all residents, as well as agricultural implements, recreational utility vehicles, commercial and emergency vehicles.
9. Recognize walking and biking as modes of transportation and recreational activity and provide opportunities for safe and efficient movement within the county's transportation network.
10. Acknowledge the county's regional location and contribution to the state's transportation network to ensure efficiency in the movement of goods and people to regional centers.



Economic Development, Tourism, and Community Development Goals

1. Actively participate in the branding of the county and promote tourism efforts to bring new residents and visitors to Jefferson County.
2. Encourage county-wide and community-based economic development and revitalization programs to promote economic diversity, entrepreneurial activities, and tourism attractions.
3. Develop and maintain a physical, cultural, educational, and recreational environment in the county that is conducive to and attracts business and residential development.
4. Promote and market the quality of life, rich diversity, and assets of Jefferson County.
5. Provide resources and education to help promote existing business growth and ensure the success of entrepreneurs in the county.
6. Promote the development of new businesses and support existing industries in order to provide a living wage for all Jefferson County residents to live, work, and thrive.
7. Explore opportunities to help businesses attract and retain a talented workforce and find ways to retain the county's workforce.
8. Support the significant industries – (e.g. manufacturing, agriculture, and healthcare) in the county and promote local assets to support expansion into related sectors with living wages.
9. Encourage and support the agricultural economy and entrepreneurship on all scales.
10. Balance the needs for growth with maintaining the current quality of life.



Agricultural, Natural and Cultural Resources Goals

1. Preserve, protect, and enhance the quality and quantity of Jefferson County's natural and cultural resources, balancing the county's rural character and future needs.
2. Promote a diverse agriculture economy, including local food production, entrepreneurial opportunities, and emerging agricultural practices.
3. Preserve, protect, and expand the natural resources of the county for use and enjoyment by future generations of residents and visitors.
4. Protect sensitive environmental corridors and resources, wildlife habitat, and local cultural and historic resources for current and future residents.
5. Manage the quality and quantity of water resources to protect human and wildlife health and ensure sufficient supplies of clean water.
6. Carefully plan for siting of development to protect agricultural, natural and cultural resources within the county.
7. Monitor and utilize best management practices to ensure the conservation and preservation of lands within the county that include resources that contribute to Jefferson County's quality of life.
8. Provide and promote educational opportunities for residents and jurisdictions on agricultural practices and natural resource protection.
9. Collaborate with local, regional, state and federal agencies for funding and program support to pursue conservation and preservation efforts throughout the county.



Intergovernmental Cooperation Goals

1. Facilitate strategic planning within the region by strengthening communication and identifying opportunities to collaborate and share information.
2. Actively consult and collaborate with local jurisdictions regarding policy changes or opportunities affecting residents and agencies.
3. Explore opportunities for cost sharing or shared services between the county and local jurisdictions to provide continuity and efficiency of service offerings and budget.
4. Collaborate with local jurisdictions to support economic development and tourism goals throughout the county.
5. Foster and support strong local government units, serving as a planning partner.
6. Continue to foster a supportive and collaborative relationship for growth and development planning between towns and incorporated municipalities.



Utilities & Community Facilities Goals

1. Explore the creation and use of alternative and renewable energy sources, while monitoring the siting impacts to residents, existing resources and development.
2. Promote the use of energy efficient practices and renewable energy resources.
3. Protect public health and the environment by properly managing solid waste produced within the county.
4. Maintain, improve, and expand recreational features (parks, trails, and open space) to meet the demand of residents and visitors.
5. Actively support the Parks, Recreation and Open Space Plan to provide recreational opportunities to residents and visitors that contribute to the county's quality of life.



6. Support the expansion of broadband and other emerging technologies throughout the county to provide access for residents and businesses.
7. Manage and promote infrastructure that maintains the county's small-town living and urban growth in a manner that is both cost effective and efficient.
8. Continue to provide county facilities that provide gathering and recreational opportunities for a range of users.
9. Actively plan for emergency management response throughout the county.



CHAPTER 5 – LAND USE

Introduction

Land use is one of the most significant tools in shaping the future of Jefferson County. This includes existing use and cover, zoning regulations, and future use and regulatory guidance. The existing land use of the county provides an understanding of community patterns and development trends, while identifying potential land use opportunities and obstacles. Future land use recommendations are developed to meet county goals, ensure sustainable and efficient development, and address community needs.

Through public participation, a set of key land use themes were identified. These were identified and shaped during public engagement, steering committee meetings, and stakeholder engagement. Maintaining the rural character of Jefferson County while allowing for growth is one of the most significant themes identified and is reflected in many of the recommended land use changes within the chapter.

Land Use Key Themes

- Balance Rural Character and Urban Growth
- Preserve Agricultural Foundation
- Collaborate with Local and Regional Jurisdictions
- Educational Opportunities
- Geographic Region
- Preserve Resources
- Modernize Policies

Land Use Planning Framework

The State of Wisconsin's Comprehensive Planning Law (enacted in 1999) requires that any city, village, town, or county who enacts or amends zoning, shoreland/wetland zoning, subdivision regulation, or official mapping ordinance to be consistent with that local governmental unit's comprehensive plan. As Jefferson County currently utilizes zoning regulations, the overall vision and guiding principles for these zoning decisions must be outlined in this Comprehensive Plan. Wisconsin counties 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.

Existing Conditions

Existing Land Use

Existing land use is defined as the prominent land use currently on each land parcel. Existing land use is not regulated by the county, only changes or future development are guided by county policy. Understanding how land is currently utilized helps guide an understanding of existing development patterns and provides a framework for future land use changes. Land within Jefferson County is organized into six general categories depending on how the land is used (see [Table 5-1](#)).

Table 5-1. Land Use Categories

Land Use Category	Existing Acreage	Percentage
Agricultural	297,696	92.5%
Business	603	0.2%
Community	805	0.3%
Industrial	637	0.2%
Residential	8,111	2.5%
Natural Resources	13,817	4.3%
Total	321,669	100%

Source: Jefferson County, 2019

The vast majority of land in Jefferson County is agricultural or natural resource land, with the remaining land uses clustering around developing cities, towns, and villages (see *Figure 5-1*). The 96.8 percent of Jefferson County comprised of agricultural and natural resource lands are considered rural, while the remaining developed areas comprised of business, community, industrial, and residential (a total of 3.2 percent) are relatively urban. It is important to note that “rural” and “urban” are relative terms, and for the sake of this plan, are defined within Jefferson County development patterns. An area defined as urban within Jefferson County may not be as dense as urban areas in other counties but is dense enough to stand out against the rural agricultural landscape.

Each of the six existing land use categories is used to group similar uses together for the purposes of understanding common use types throughout the county. General land uses are grouped together, allowing similar uses to be identified across the county. A general definition of each category is provided below.

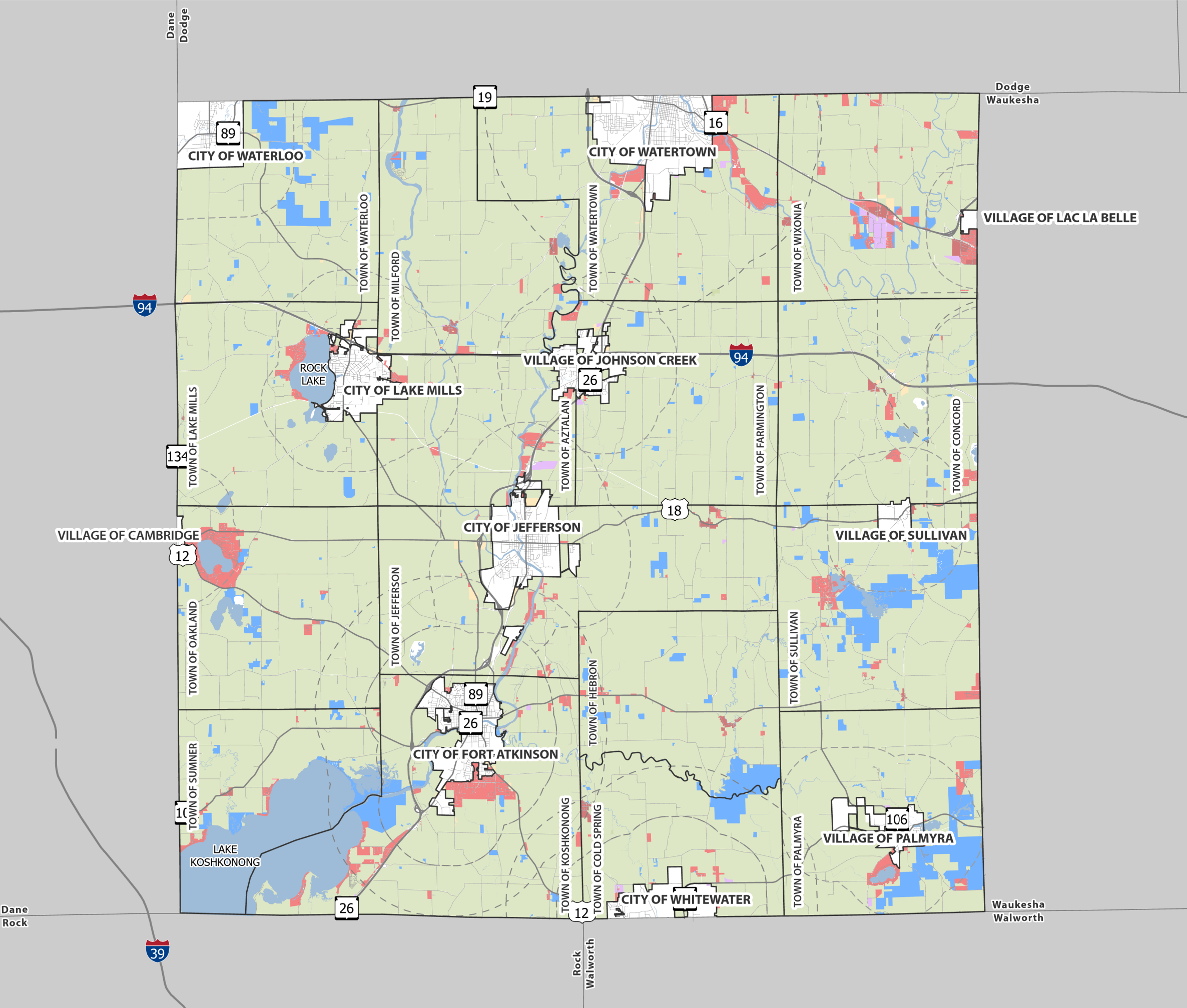
Existing Land Use Category	General Definition
Agricultural	Lands used to produce agricultural goods and services. Uses include farmsteads, crop lands, and pasture lands.
Business	Lands used for commercial sales and services. Uses include retail stores, offices and other commercial development.
Community	Uses that provide a community service or function for the surrounding area.
Industrial	High intensity uses that include manufacturing and warehousing uses.
Residential	Lands that provide housing uses, from large lot residential uses to multiple family developments.
Natural Resources	Natural resources within the county, including open spaces and forested areas.

Agricultural Preservation and Land Use Plan

Maintaining the balance between the two density and lifestyle types of rural and urban areas is of high importance to Jefferson County residents and is one of the main goals of this planning document. This topic is discussed at length in the Jefferson County Agricultural Preservation and Land Use Plan, with specific methods, policies and guidance for guiding appropriate growth (see *Appendix A*). The main tools included in that document include:

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

Figure 5-1: Land Use



Agricultural

Business

Community

Industrial

Residential

Natural Resources

Extraterritorial Limits

15 Year

30 Year

City

Town

Village

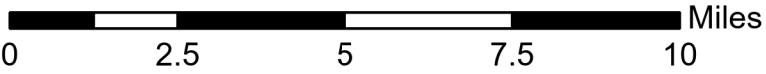
Interstate

Highways

Local Roads

Lakes and Rivers

N



Source: Jefferson County, 2020



Existing Zoning

To implement the Comprehensive Plan, Jefferson County relies mostly on zoning regulations. Zoning regulations include specific categories which identify the allowed uses of the land – not necessarily the current use of the land. By using zoning as an implementation tool, the county can work towards achieving the long-term growth, development, and preservation goals identified in the Comprehensive Plan.

The county's zoning regulations are applicable only to the areas of the county where zoning authority is granted to Jefferson County. Each city and village within the county have adopted their own zoning regulations and Comprehensive Plan and has zoning authority for the property within its jurisdictional boundary. The county has land use authority over all unincorporated areas, including all towns. Towns may develop their own zoning regulations and Comprehensive Plans if desired.

Existing Zoning Districts

The county currently utilizes thirteen zoning districts, which set regulations on lot size, density, development, use, and impact (see [Table 5-2](#) and [Figure 5-2](#)). Details on each district can be found on the following pages and are further specified in the Jefferson County Zoning Ordinance.

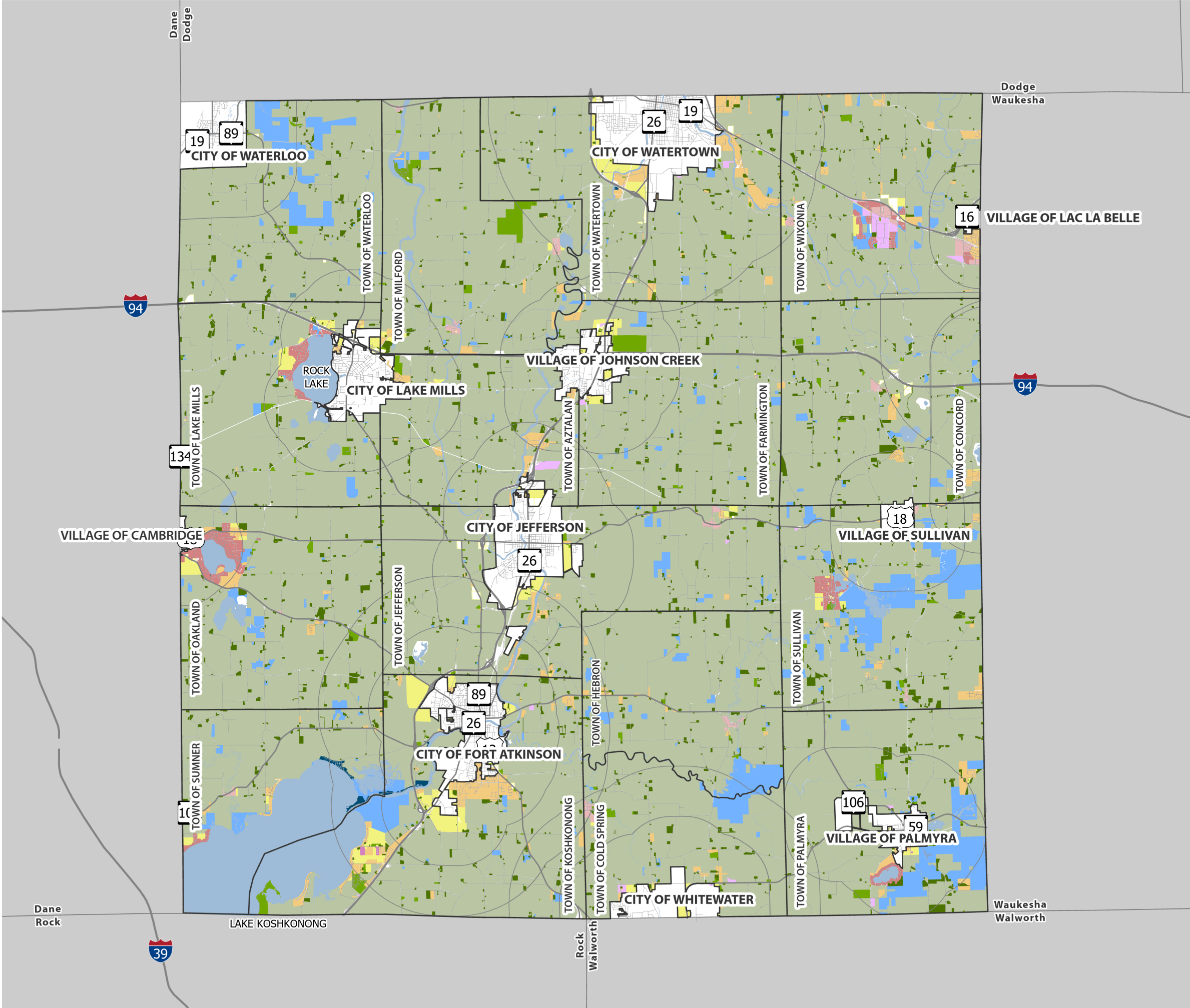
Table 5-2. Zoning Classifications

Zoning Classification	Abbreviation	Acreage	Percent of Total
Exclusive Agricultural	A-1	282,253.12	87.6%
Agricultural and Rural Business	A-2	2,893.15	0.9%
Agricultural/Rural Residential	A-3	8,687.52	2.7%
Agricultural Transition	A-T	4,136.67	1.3%
Business	B	602.60	0.2%
Community	C	804.78	0.2%
Industrial	I	636.90	0.2%
Natural Resource	N	13,816.73	4.3%
Residential - Sewered	R-1	1,890.66	0.6%
Residential - Unsewered	R-2	6,180.66	1.9%
Residential/Recreation	R/R	40.02	0.0%
Shoreland-Wetland	SW	1.87	0.0%
Waterfront	W	241.12	0.1%

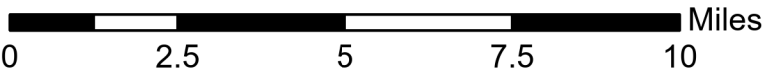
Source: Jefferson County, 2019

Most land within Jefferson County is dedicated exclusively to agricultural use (see [Figure 5-2](#)). 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.

Figure 5-2: Zoning



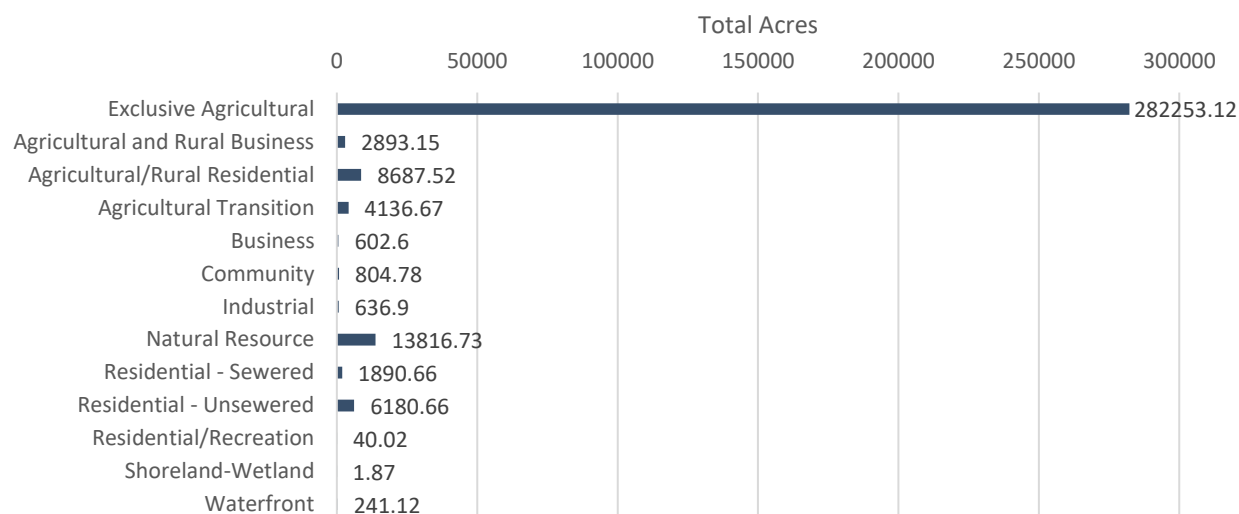
- Agricultural - Exclusive
- Agricultural and Rural Business
- Agricultural and Rural Residential
- Agricultural Transition
- Community
- Industrial
- Natural Resources
- Residential - Sewered
- Residential - Unsewered
- Residential/Recreational
- Waterfront
- Extraterritorial Limits
- City
- Town
- Village
- Local Roads
- Lakes and Rivers



Source: Jefferson County, 2020



Figure 5-3. County Zoning Districts by Land Area



Exclusive Agricultural (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. This zoning type occupies almost 88 percent of the county's land.

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. About 1 percent of land in the county is designated as A-2.

Agricultural/Rural Residential (A-3)

This zoning district allows limited rural residential development on lands which are predominantly agricultural areas. Approximately 3 percent of land is designated as A-3 in the county.

Agricultural Transition (AT)

Agricultural Transition zones are meant to preserve agricultural lands near developed areas for appropriate future growth. The A-T district is used to zone 1.3 percent of land and the purpose/use of the district is discussed in further detail in the Jefferson County Agricultural Preservation and Land Use plan.

Business (B)

Business zoning district identifies areas that are appropriate for non-agricultural commercial land. About 0.2% of land in the county is currently zoned as Business.

Community (C)

The Community district identifies areas which traditionally serviced nearby farms and residences but were not legally incorporated into villages or cities. About 0.2% of Jefferson County land is designated as Community.

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. Less than 1 percent of Jefferson County land is currently zoned as Industrial.

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. About 4 percent of land in the county is currently zoned Natural Resources.

Residential-Sewered (R-1)

This district identifies areas where residential development has already occurred or is likely to occur within urban service areas and limited service areas (see the Jefferson County Agricultural Preservation and Land Use plan for details). It is meant to allow primarily single-family homes and related accessory uses. Currently, less than 1 percent of land in the county is zoned as Residential-Sewered.

Residential-Unsewered (R-2)

The R-2 district identifies non-farm residential areas not served by public sewer, and are located within urban service areas, limited service areas, and rural hamlets (see Jefferson County Agricultural Preservation and Land Use plan for details). Approximately 2 percent of land in the county is zoned as Residential-Unsewered.

Residential/Recreation (R/R)

This zoning district identifies areas where mostly recreational development has already occurred or is likely to occur. Only forty acres in Jefferson County are zoned Residential/Recreation.

Shoreland-Wetland (Overlay District)

This overlay district identifies floodplain limits and prevents unsuitable uses from locating within the floodplain. It is an overlay and acts as additional regulation on underlying zoning.

Waterfront (W)

Waterfront zoning identifies residential and commercial areas adjacent to the county's waterways. About 0.1% of land within the county is currently zoned as Waterfront.

Growth Projections

Jefferson County is anticipated to grow by almost 20,000 residents by the year 2040, according to population projections from the Wisconsin Department of Administration (DOA). Most of this growth, approximately 67 percent, is expected to occur in cities and villages (see [Table 5-3](#)).

Table 5-3. Population Growth Estimates

Municipality Type	Name	2010 Population	2040 Projection	Population Change	Percent of County Growth
Town	Aztalan	1,457	1,605	148	0.89%
Town	Cold Spring	727	735	8	0.05%
Town	Concord	2,072	2,285	213	1.28%
Town	Farmington	1,380	1,350	- 30	-0.18%
Town	Hebron	1,094	1,165	71	0.43%
Town	Ixonia	4,385	7,145	2,760	16.61%
Town	Jefferson	2,178	2,410	232	1.40%
Town	Koshkonong	3,692	4,425	733	4.41%
Town	Lake Mills	2,070	2,520	450	2.71%
Town	Milford	1,099	1,180	81	0.49%

Municipality Type	Name	2010 Population	2040 Projection	Population Change	Percent of County Growth
Town	Oakland	3,100	3,355	255	1.53%
Town	Palmyra	1,186	1,200	14	0.08%
Town	Sullivan	2,208	2,445	237	1.43%
Town	Sumner	832	780	- 52	-0.31%
Town	Waterloo	909	1,070	161	0.97%
Town	Watertown	1,975	2,135	160	0.96%
Village	Cambridge	109	140	31	0.19%
Village	Johnson Creek	2,738	4,455	1,717	10.33%
Village	Lac La Belle	1	0	- 1	-0.01%
Village	Palmyra	1,781	1,915	134	0.81%
Village	Sullivan	669	740	71	0.43%
City	Fort Atkinson	12,368	14,020	1,652	9.94%
City	Jefferson	7,973	9,080	1,107	6.66%
City	Lake Mills	5,708	7,380	1,672	10.06%
City	Waterloo	3,333	3,685	352	2.12%
City	Watertown	15,402	18,640	3,238	19.49%
City	Whitewater	3,240	4,440	1,200	7.22%
Jefferson County Total		83,686	100,300	16,614	

Source: US Census, 2010; Wisconsin DOA

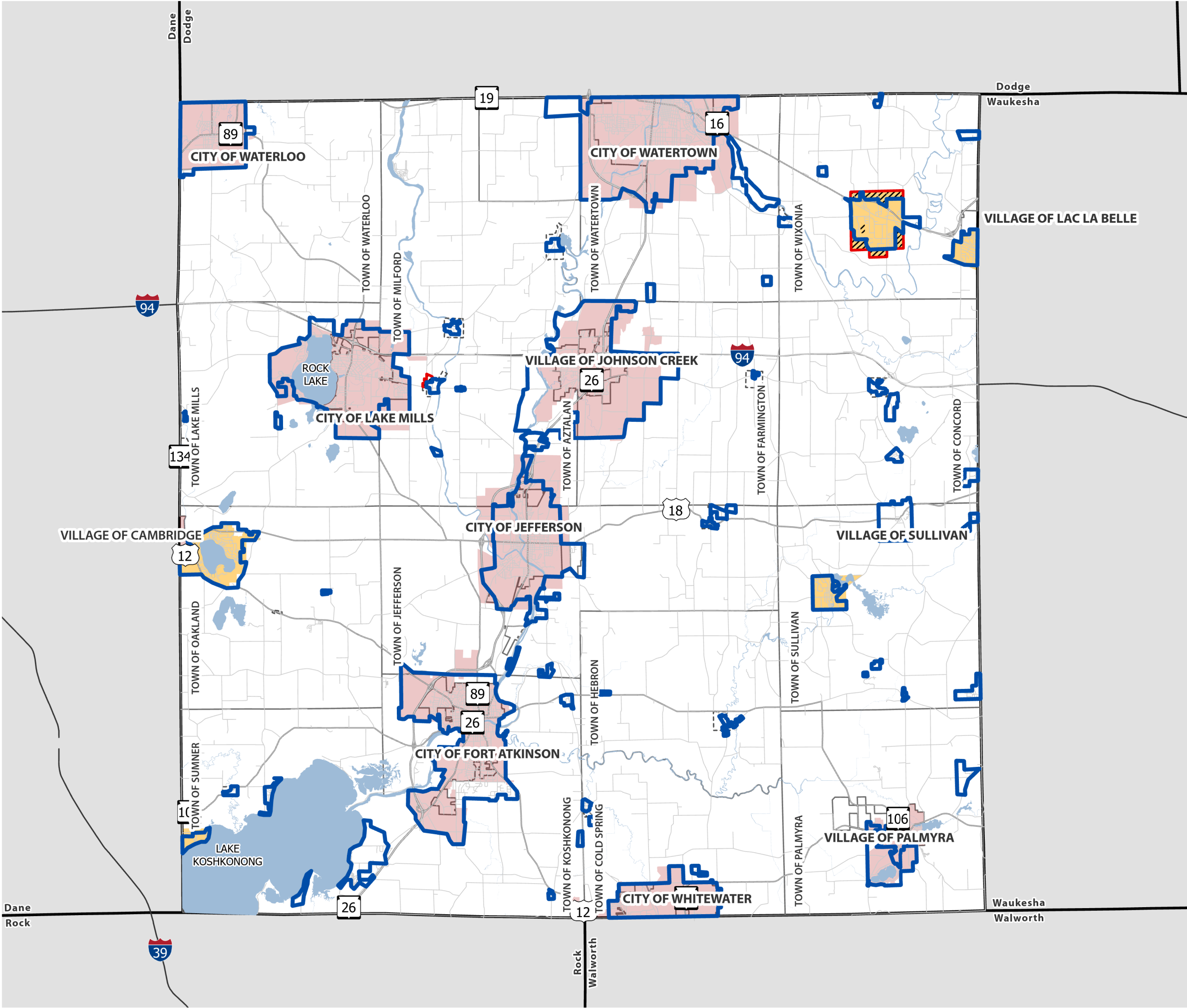
Growth Area Analysis

A growth analysis of each municipality was conducted using the projections above to inform updates to the 15-Year Growth Boundary defined within the Agricultural Preservation and Land Use Plan. The analysis examined limited urban service area boundaries, rural hamlet boundaries, current population size, projected population size, lot size requirements in residential zones, land currently available for growth, and household density to determine if additional land for growth was necessary. The growth boundaries for cities and villages as defined within each current Comprehensive Plan was analyzed and used to update the 15-Year Growth Area. Each town, rural hamlet, and limited urban service area was analyzed individually based on the 2040 projections. The growth analysis found that the Town of Ixonia and the rural hamlet located in Aztalan will exceed current growth boundaries and need additional space (see [Figure 5-4](#)). Within Ixonia, space is needed for an additional 1,500 residents. With current residential use density, this translates to a need for an additional 500 acres of land. The rural hamlet within Aztalan will need space for an additional twenty residents, translating to approximately 22 additional acres of growth area.

The recommended additional growth areas for Ixonia and Aztalan were selected based on environmental, zoning, density, and locational factors. These include:

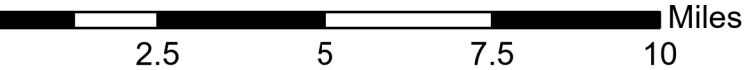
- Current zoning designation
- Proximity to existing infrastructure
- Lot and zoning boundaries
- Proximity to existing growth
- Priority of growth within limited urban service areas (excluding natural resource areas)
- Distance from natural features (prioritize growth on lands nonadjacent to water resources)

Figure 5-4: Growth Analysis



- 2010 Plan Growth Boundary
- Recommended Growth Areas
- 2020 Plan Growth Boundary Changes
- Urban Service Area
- Limited Service Area
- City
- Town
- Village
- Rural Hamlet
- Interstate
- Highways
- Local Roads
- Lakes and Rivers

Town	Original Growth Area (Acres)	Growth Already Occurred (Acres)	Growth Area Utilized (%)	Remaining in Growth Boundary (Acres)
Aztalan	1275	355	28	920
Cold Spring	440	53	12	387
Concord	381	263	69	118
Farmington	474	142	30	332
Hebron	87	41	47	46
Ixonia	1621	1301	80	320
Jefferson	3650	303	8	3347
Koshkonong	5356	1163	22	4193
Lake Mills	1703	501	29	1202
Milford	534	158	30	376
Oakland	1233	808	66	425
Palmyra	643	390	61	253
Sullivan	747	322	43	425
Sumner	287	125	44	162
Waterloo	46	0	0	46
Watertown	2378	653	27	1725



Source: Jefferson County, US Census, ACS 2018



Jefferson County consists of several municipality types, including cities, towns, villages, and rural hamlets. The Jefferson County Comprehensive Plan and related zoning ordinances have authority only over unincorporated areas not within cities or villages. These municipalities conduct their own planning and land use analysis and management. The breadth and detail of plans across municipalities differs, but generally each planning document outlines how and where growth should occur. The cities and villages of Jefferson County each have a designated growth boundary, which anticipates future land use needs for the municipalities' projected population. This often exceeds municipal boundaries and interacts with county jurisdiction. To ensure future growth within the entire county is efficient and well planned, the various municipalities within Jefferson County need to maintain open communication and stay informed of one another's land use goals.

The State of Wisconsin is organized into several Regional Planning Commissions (RPC) which coordinate physical, social, and economic growth of a region. There are currently nine RPCs within the state, organized by location (see *Figure 5-5*). Jefferson County, and several of its neighboring counties, are not currently RPC members. However, the adjacent Dane, Walworth, and Waukesha Counties are members of the Capital Area Regional Planning Commission (CARPC) and Southeastern Wisconsin Regional Planning Commission (SEWRPC). Jefferson County works with the SEWRPC for transportation planning purposes, as outlined more in *Chapter 7*. These RPCs address regional planning challenges, including planning across municipal boundaries, projects that include many units of government, coordination of projects across federal, state, regional, and local levels, and coordination of services. The county should continue to monitor and participate in (if appropriate) CARPC and SEWRPC activities related to regional planning.

A map of Wisconsin showing its 9 counties color-coded by their affiliation with a Regional Planning Council (RPC). The map is divided into several color-coded regions:

- Northwest RPC (Purple):** Includes Douglas, Barron, Ashland, Iron, Washburn, Sawyer, Burnett, Price, Polk, Barron, Rusk, Taylor, St. Croix, Dunn, Chippewa, Clark, Pierce, Pepin, Eau Claire, Trempealeau, Jackson, La Crosse, Vernon, Crawford, Grant, Lafayette, and Green.
- North Central RPC (Light Blue):** Includes Vilas, Oneida, Forest, Florence, Lincoln, Langlade, Oconto, Marathon, Shawano, Menominee, Wood, Portage, Waupaca, Outagamie, Brown, Winnebago, Calumet, Manitowish, and Manitowish.
- West Central RPC (Orange):** Includes Polk, Barron, Rusk, Taylor, St. Croix, Dunn, Chippewa, Clark, Pierce, Pepin, Eau Claire, Trempealeau, Jackson, La Crosse, Vernon, Crawford, Grant, Lafayette, and Green.
- Mississippi River RPC (Green):** Includes Trempealeau, Jackson, La Crosse, Vernon, Crawford, Grant, Lafayette, and Green.
- Bay Lake RPC (Dark Blue):** Includes Marinette, Menominee, Oconto, Shawano, Menominee, Winnebago, Calumet, Manitowish, and Manitowish.
- East Central RPC (Light Blue):** Includes Winnebago, Calumet, Manitowish, and Manitowish.
- Southeastern RPC (Blue):** Includes Winnebago, Calumet, Manitowish, and Manitowish.
- Southwestern RPC (Purple):** Includes Grant, Lafayette, and Green.
- Capital Area RPC (Orange):** Includes Dane, Columbia, Dodge, Jefferson, Walworth, Racine, and Kenosha.
- Counties Not RPC Members (Hatched):** Includes Adams, Walworth, Racine, and Kenosha.

JEFFERSON COUNTY 2040 **COMPREHENSIVE PLAN**

Policy & Guidance

The goals of this Comprehensive Plan will be implemented through land use policy. Jefferson County currently utilizes a variety of tools from state, regional, and local levels to accomplish land use objectives. To meet future goals of the county outlined in this plan, several new policy recommendations will be pursued.

County Tools	Zoning Ordinance	<p>Jefferson County currently utilizes a variety of ordinances and plans to regulate zoning. These include Flood Plain, Land Division & Subdivision, Private Sewage System, and Zoning Ordinances, along with the Comprehensive Plan and Agricultural Preservation and Land Use Plan. Each ordinance and planning effort acts to protect, preserve, and guide development in ways that best serve Jefferson County residents, resources, and ecosystems.</p> <p>Zoning can be used to promote development that preserves the sense of place, agricultural foundation, and development desires, while limiting impacts to agricultural, natural, and cultural resources. Under Wisconsin law, the county is required to amend the zoning ordinance to implement recommendations in the Comprehensive Plan. To meet the updated goals of the Comprehensive Plan and Agricultural Preservation and Land Use Plan, zoning amendments may be considered (see Table 5-4).</p>
County Tools	Agricultural Preservation and Land Use Plan	<p>The county's Agricultural Preservation and Land Use Plan is a primary growth management and preservation tool. This plan sets out to analyze and define preservation strategies and a land use planning approach that strives to preserve farmland while balancing growth needs across the county. This tool should be used in tandem with the Comprehensive Plan to inform zoning decision and activities for the future of Jefferson County.</p>
County Tools	Conservation Easements	<p>The county utilizes conservation easements to protect working farms from non-agricultural development. The Purchase of Agricultural Conservation Easements (PACE) program utilizes paid and donated easements, which have restricted development rights. Landowners are eligible for income and/or property tax benefits. This program should continue to be utilized to ensure protection of agricultural lands, preserve rural character, and promote growth in already developed areas. For more information on the PACE program, see the "Agricultural, Natural, and Cultural Resources" chapter of this plan.</p>
County Tools	Transfer of Development Rights	<p>This tool is closely related to conservation easements and is also used to sell development rights of land. In this program, landowners sell development rights to a local unit of government or qualified organization. In Wisconsin, this organization is often the American Farmland Trust. Once development rights are purchased, the conservation easement is recorded, and restrictions apply to all future landowners. Jefferson County will explore opportunities to utilize this tool when economically feasible and will encourage partnership with the American Farmland Trust and other leading organizations for agricultural preservation.</p>
County Tools	Educational Tools	<p>The county will continue to implement educational tools to inform and involve citizens in the planning process. This includes, but is not limited to, public engagement in planning processes and efficient and clear communication of planning information, processes and changes. An informed and engaged community often leads to planning policies which are reflective of community needs and more efficient implementation.</p>
Municipal Tools	Bonus Density	<p>Density bonuses allow developers to add more building space or additional units than what zoning allows, in exchange for preservation of an amenity at either the</p>

		building site, or another land parcel. Jefferson County could utilize this tool to encourage higher density infill development in relatively urban areas while preserving farmland. In this example, developers would be allowed to build larger/denser structures within designated urban areas provided they purchase conservation easements in agricultural areas within the county. This tool may be more applicable at the municipal level, but the county can plan a role in assisting cities and villages with implementation.
Regional and Statewide Planning Tools	State Programs	Although the State of Wisconsin does not have direct control over Jefferson County land use, several programs and regulations impact land within the county. These include the farmland preservation program, floodplain or shoreland zoning regulations, and state-facilitated projects with local implications. Regulations such as the floodplain and shoreland zoning regulations align directly with county goals, ensuring natural resources are preserved and protected. Programs like the farmland preservation program are key to incentivizing and protecting agricultural land within the county. This state program works with land designation to provide tax benefits to agricultural landowners, and effectively provides economic benefit to those who work to preserve agricultural land (this is discussed in further detail in the Agricultural Preservation and Land Use Plan). The county will continue to utilize these tools to implement county goals and objectives.
Regional and Statewide Planning Tools	Regional Planning Commissions and Metropolitan Planning Organizations	Regional Planning Commissions (RPCs) and Metropolitan Planning Organizations (MPOs) guide regional development and transportation decisions. The county's proximity to existing PRCs and MPOs provides an opportunity to participate in and monitor regional planning activity that may impacts or benefit Jefferson County.

Table 5-4. Zoning Update Considerations

Zoning or Policy Consideration	Rationale
Enhance zoning regulations within and adjacent to environmental corridors	Environmental corridors are well defined and vital to the natural health of the county. Implementing enhanced regulations along the corridors will ensure ecosystems, habitats, and species can continue to thrive while the county continues to develop.
Encourage infill, redevelopment, or reuse of properties	As discussed in more detail in the Housing Chapter of this plan, shifts in the population will lead increased demand in smaller, more dense living accommodations. Promoting infill and reuse of land in relatively dense areas meets these demands, preserves agricultural lands, and is environmentally beneficial. Collaboration with local jurisdictions is needed to support the efforts of this update.
Promote new development in areas with existing infrastructure	By encouraging development where infrastructure already exists, the county will preserve agricultural lands, reduce infrastructure costs, promote higher density, and preserve county character.

Zoning or Policy Consideration	Rationale
Utilize sites along regional transportation infrastructure to promote economic growth	Ensure suitable land along high volume transportation corridors promotes developmental growth.
Ensure the clarity and legibility of planning documents	Provide clear communication on zoning requirements, easily understood graphics and documents, and maintain communication through public engagement.
Monitor changing trends and growth management needs.	Continue to analyze the zoning ordinance and policy guidance to respond to changing trends within the county. This effort will provide the county with the opportunity to be proactive with changes, rather than reactive. An example of this effort could include the review and update of the agricultural districts and the inclusion of utility facilities as discussed in the Utilities and Community Facilities Chapter.





CHAPTER 6 – HOUSING

Introduction

Jefferson County is committed to ensuring all residents have access to high quality, affordable and appropriate housing options. This means ensuring housing affordability for renters and owners, supporting a variety of housing options, preserving and building a housing toolset, protecting the existing housing stock, and providing housing for all ages and abilities, while also maintaining Jefferson County’s character and sense of place.

This chapter creates a housing framework that explores the current conditions of the county’s housing stock and identifies policy guidance for future action to meet growth and evolving demands of Jefferson County residents can be met. Key features of this plan include lifecycle housing, preserving aging housing stock, affordability, increasing housing options, and encouraging infill development.

Housing Key Themes

- Housing Affordability
- Housing Options and Markets
- Available Housing Tools
- Aging Housing Stock
- Aging Resident Needs
- Urban and Rural Residential
- Workforce Housing Needs

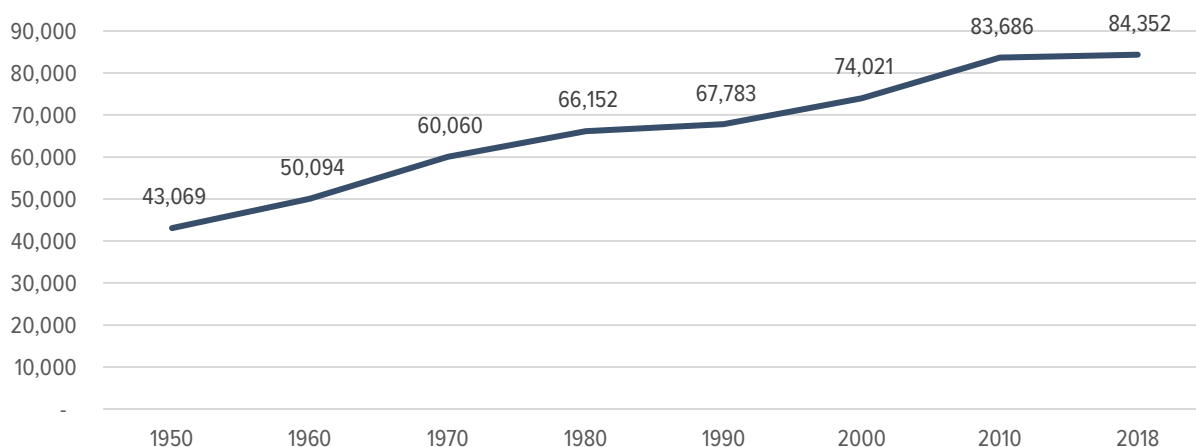
Existing Conditions

Understanding and analyzing the existing conditions of the county’s housing stock provides an opportunity to identify housing needs and opportunities to address need policy updates and action for the future. The following section highlights population trends, household characteristics, and housing unit age.

Population and Household Trends

Understanding the current housing market within Jefferson County helps guide future needs and policies within each municipality. The existing housing conditions are heavily influenced by the steady population growth the county experienced over the last sixty years (see *Figure 6-1*). In 2010, the US Census recorded a total of 83,147 housing units within the county to support its 83,686 residents. The Wisconsin Department of Administration (DOA) estimates that an additional 1,177 housing units were constructed between 2010, and 2018, providing a total of 84,324 housing units throughout Jefferson County.

Figure 6-1. Historic Population Growth, 1950-2018

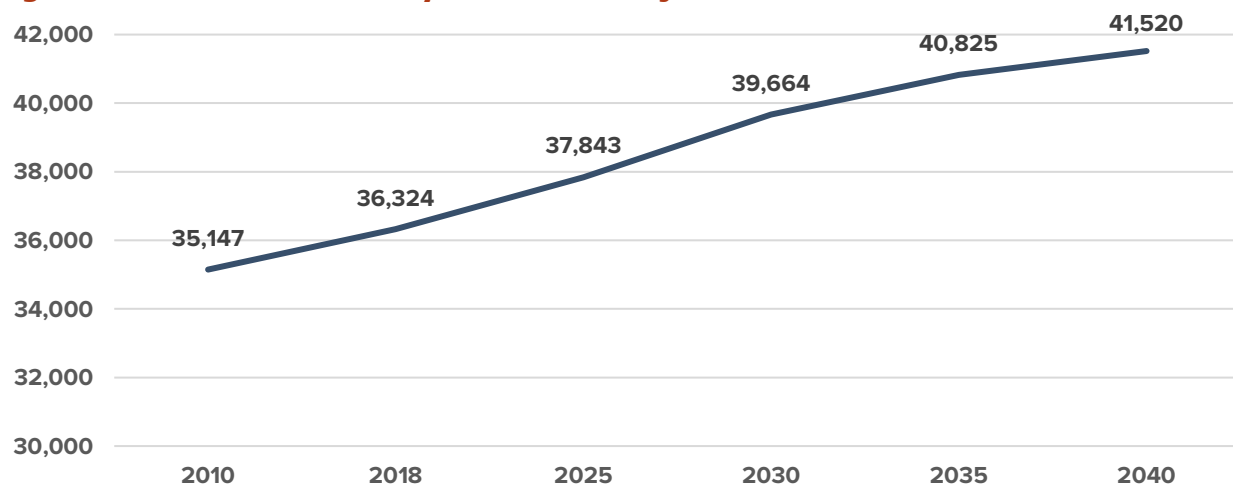


Source: U.S. Census, 1950-2010, Wisconsin DOA, 2018

Population and Household Growth

Understanding historic trends is important for analyzing the existing housing stock available within the county. Looking to future growth projections provides the opportunity to understand what the additional housing needs may be within the county. As noted in Chapter 3, population and household projections are produced by the Wisconsin DOA to provide a local planning tool. The 2040 Jefferson County population is projected to be 100,300, a growth of 18.9 percent from the 2018 estimate. To accommodate this population growth, the DOA projects the county will need a total of 41,520 households, an increase of over 5,000 households in 20 years (see *Figure 6-2*).

Figure 6-2. Jefferson County Household Projections



Source: U.S. Census, 2010, Wisconsin DOA, 2018 Estimate, 2025-2040 Projections

Household Characteristics

The county's population growth has been dispersed across the jurisdictions, with 52.7 percent of all households within the county located in a city or village and 37.3 percent located in a town (see *Table 6-1*). However, the average household size is relatively consistent across all jurisdiction types, with an average of 2.46 people per household throughout the county. In individual jurisdictions, the average household size ranges for 1.81 people per household to 3.07 people per household. According to the American Community Survey (ACS), in 2018, 70.1 percent of occupied households were occupied by an owner, with the remaining 29.9 percent occupied by renters. Strong rental markets are present across several jurisdictions where the renter occupied percentage is over 35 percent, including the City of Fort Atkinson, City of Jefferson, City of Lake Mills, Village of Sullivan, City of Watertown, and City of Whitewater.

Table 6-1. Household Characteristics by Jurisdiction, 2018

Jurisdiction Type	Total Housing Units	Average People Per Home	Average % Owner Occupied	Average % Renter Occupied
C Fort Atkinson	4,954	2.45	60.3%	39.7%
C Jefferson	3,114	2.42	61.0%	39.0%
C Lake Mills	2,409	2.4	58.9%	41.1%
C Waterloo	1,506	2.2	77.8%	22.2%
C Watertown*	6,130	2.39	55.3%	44.7%
C Whitewater*	367	3.07	40.6%	59.4%
All Cities	18,480	2.4	59.6%	40.4%

Jurisdiction Type	Total Housing Units	Average People Per Home	Average % Owner Occupied	Average % Renter Occupied
V Cambridge*	27	1.81	70.4%	29.6%
V Johnson Creek	1,109	2.66	74.1%	25.9%
V Palmyra	706	2.46	68.4%	31.6%
V Sullivan	289	2.46	40.8%	59.2%
All Villages	2,131	27.0	912.1%	160.2%
T Aztalan	543	2.54	87.1%	12.9%
T Cold Spring	284	2.46	84.2%	15.8%
T Concord	830	2.67	87.8%	12.2%
T Hebron	470	2.43	88.1%	11.9%
T Ixonia	1,663	2.7	77.2%	22.8%
T Jefferson	865	2.48	92.9%	7.1%
T Koshkonong	1,408	2.62	84.7%	15.3%
T Milford	500	2.39	77.8%	22.2%
T Oakland	1,332	2.37	86.2%	13.8%
T Sullivan	965	2.31	89.4%	10.6%
T Sumner	372	2.13	86.0%	14.0%
T Waterloo	354	2.56	93.8%	6.2%
T Watertown	756	2.52	92.1%	7.9%
T Farmington	560	2.83	88.0%	12.0%
T Lake Mills	888	2.61	89.1%	10.9%
T Palmyra	465	2.48	86.0%	14.0%
All Towns	12,255	2.5	86.2%	13.8%
Jefferson County Total	32,866	2.46	70.1%	29.9%

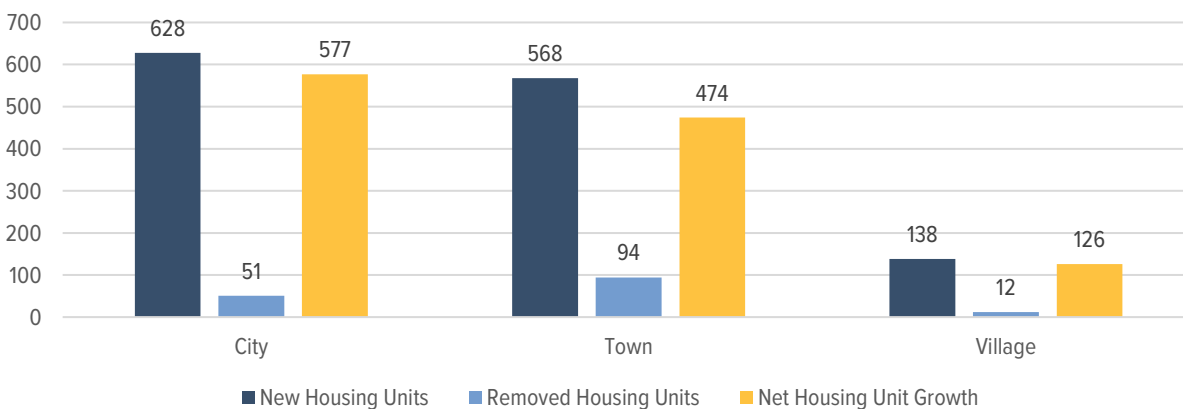
* Totals only include areas within Jefferson County

Source: ACS, 2018

Housing Unit Changes

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. Overall, 1,177 households were added within Jefferson County between 2010 and 2017 according to the DOA data (see [Figure 6-3](#)). This accounts for the construction of 1,334 units and removal of 157 units. The Town of Ixonia grossed the greatest increase of housing units, at 233 units between 2010 and 2017. The Village of Lac la Belle and the Town of Sumner were the two jurisdictions that experienced a net housing loss, losing 1 and 10 units, respectively.

Figure 6-3. Housing Unit Changes, 2010 to 2017

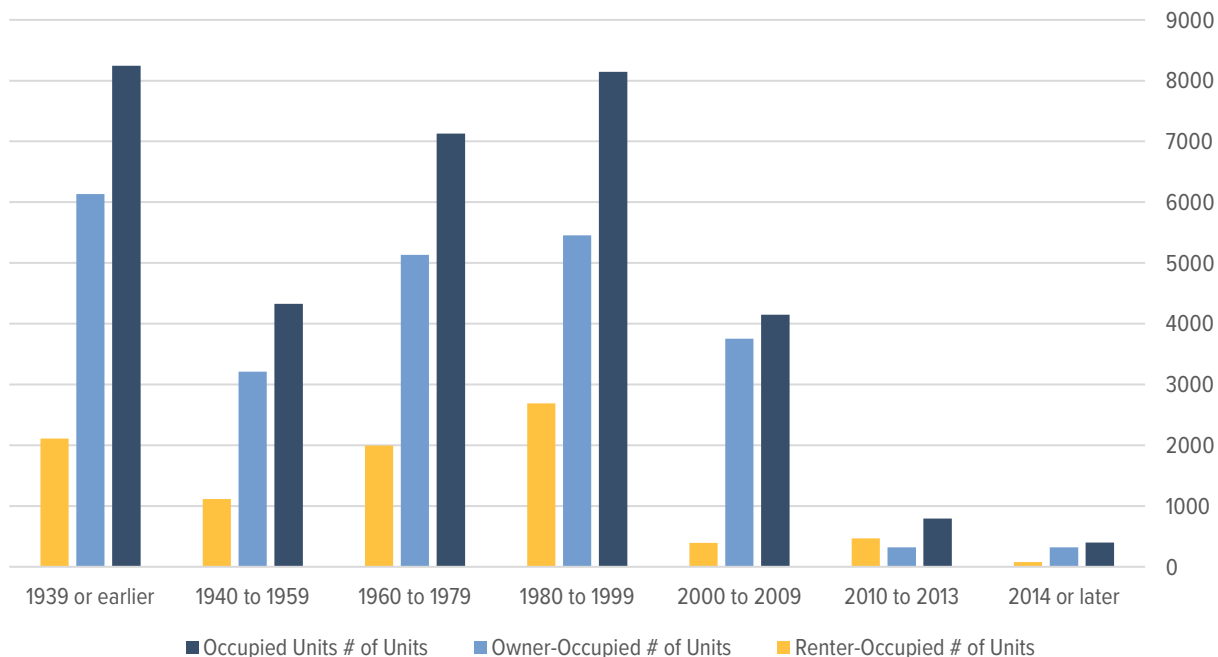


Source: Wisconsin DOA, 2010-2017

Housing Unit Age

Most of Jefferson County's occupied housing stock was built in the twentieth century. Approximately sixty percent of the existing occupied housing stock was constructed before 1980, with twenty-five percent built between 1980 and 1999 (see [Figure 6-4](#)). Less than 4 percent of occupied households within the county were built between 2010 and 2018. Two periods of housing development experienced a higher percentage of rental housing stock than others. Currently, 33 percent of housing built between 1980 and 1999 and 59 percent built between 2010 and 2013 are occupied by renters.

Figure 6-4. Year Structure Built, 2018



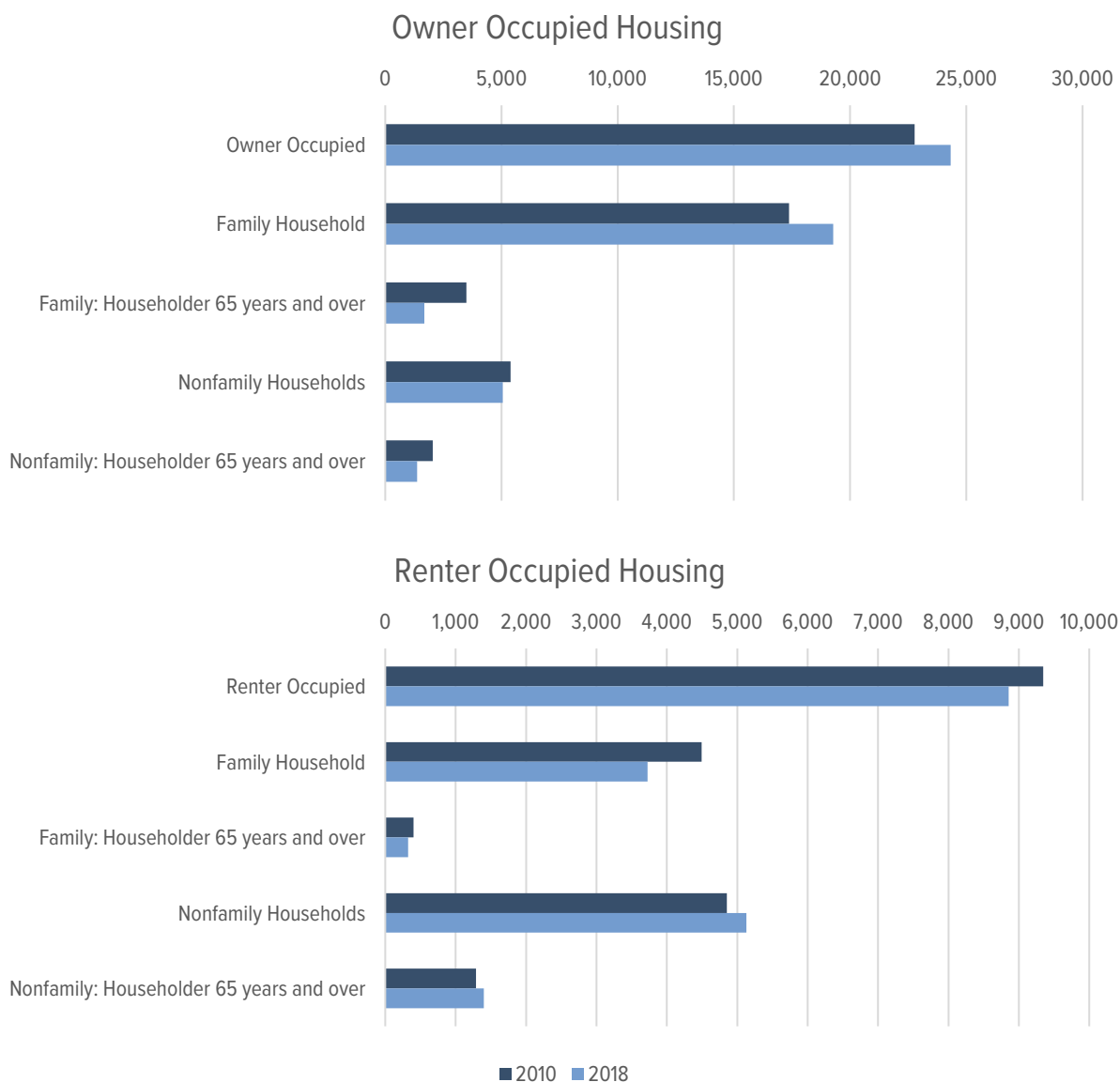
Source: ACS, 2018

Household Type

Per the U.S. Census methodology, housing units are occupied by families or nonfamily units. A family is defined as “a group of two or more (one of whom is the householder) related by birth, marriage, or adoption and residing together;”

all such people (including related subfamily members) are considered as members of one family.” Nonfamily households consist of a householder living alone or where the householder shares the home exclusively with people to whom they are not related. In 2018, over 70 percent of owner occupied, and 50 percent renter occupied households were occupied by families. These totals are similar to the percentages identified in the 2010 Census. Additionally, the number of householders age 65 and over living in nonfamily rented housing has increased by about 9 percent (see *Figure 6-5*). Overall, the number of owner-occupied family households grew between 2010 and 2018, while the number of renter-occupied nonfamily households grew over the same time period.

Figure 6-5. Housing Type

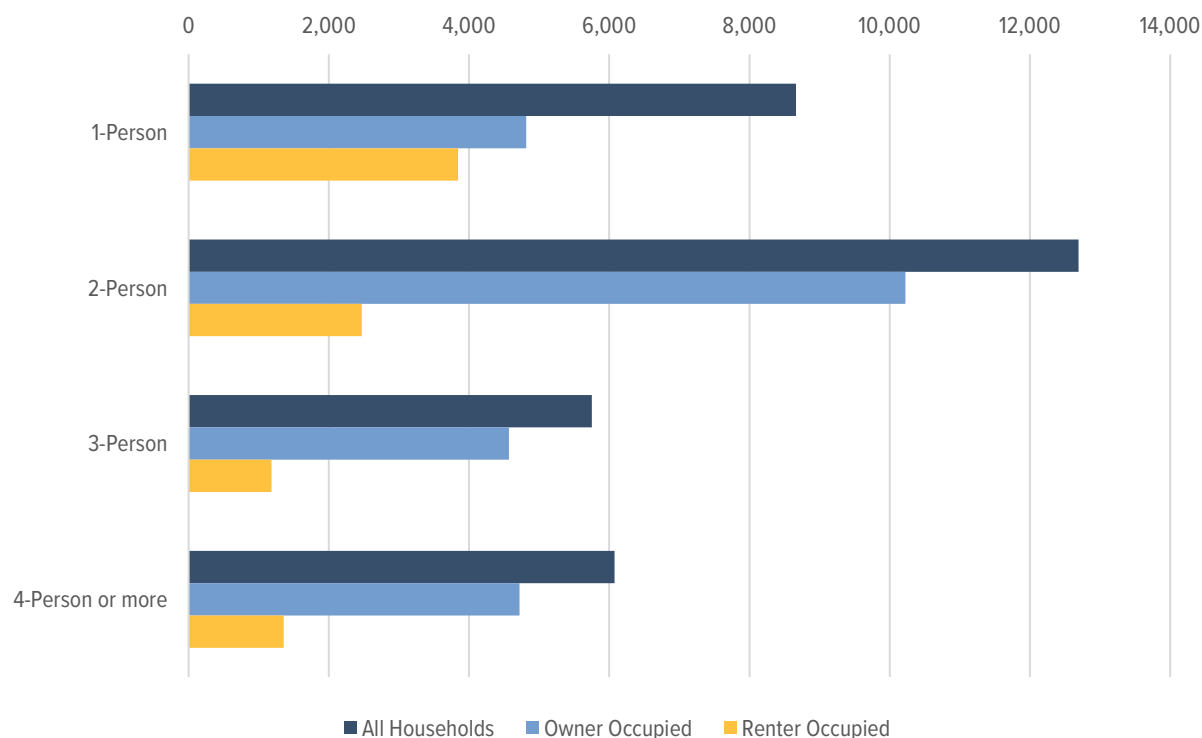


Source: US Census, 2010; ACS, 2018

Household Size

The average household size in Jefferson county was estimated to be 2.47 people in 2018. This number represents a slight decrease from the 2.49 people per household in 2010. Most households in the county are occupied by two people (see *Figure 6-6*).

Figure 6-6. Household Size, 2018



Source: ACS, 2018

Vacancy Rates

A total of 2,828 housing units were identified as vacant according to the 2018 ACS estimates. A majority of the vacant households are identified as rental properties compared to homeowner vacancies (see [Table 6-2](#)). Vacancy rates for both homeowner and rental housing units have decreased from 2010 to 2018. Vacancy rates can be used as indicators of the housing market within the county. Since a vacancy rate identifies the housing units that are available for rent or purchase, maintaining a steady vacancy rate is healthy, as it provides opportunities for residents to move to or within Jefferson County. Healthy vacancy rates can vary by location and local policy, but a vacancy rate for rental units of 6 to 7 percent and a homeowner vacancy rate of around 2 percent are typical benchmarks.

Table 6-2. Vacancy Rates

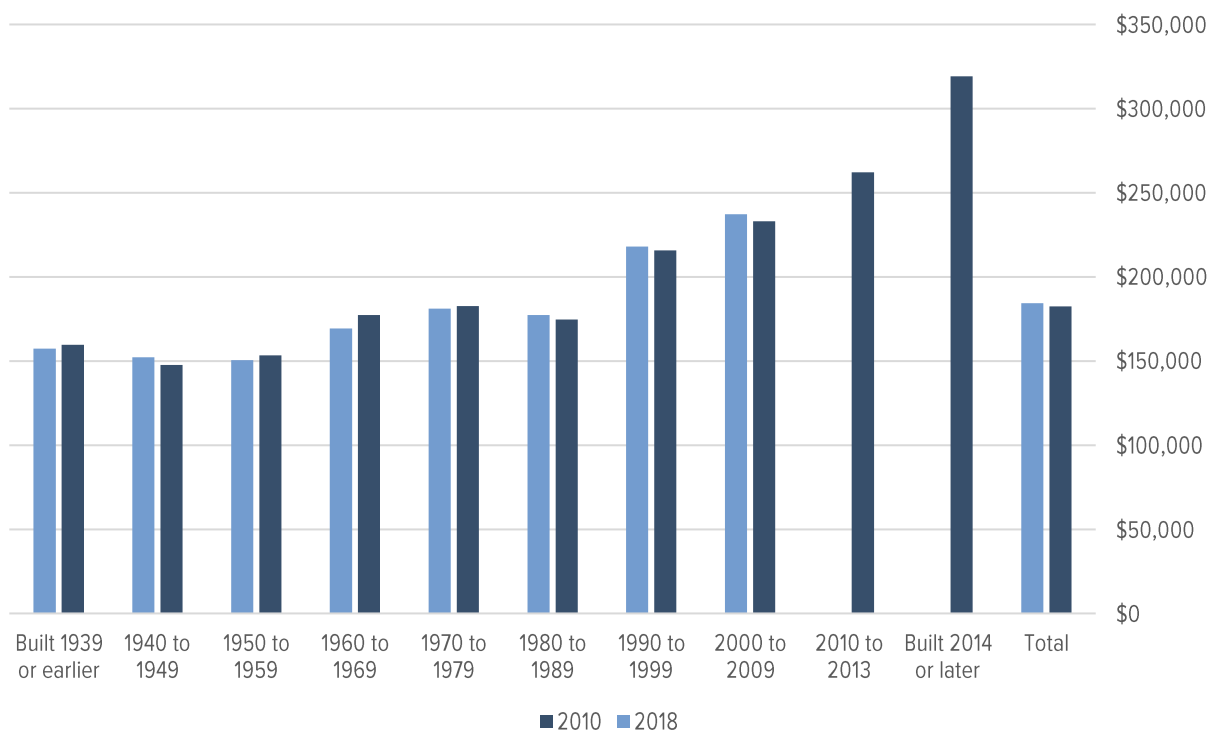
	2010	2018
Homeowner Vacancy Rate	2.1%	1.4%
Rental Vacancy Rate	6.7%	5.0%

Source: US Census, 2010; ACS, 2018

Median Home Value

The median home value for Jefferson County was estimated to be \$184,300 according to the 2018 ACS estimate. This represents an increase of \$1,800 from the 2010 median value of \$182,500 (see [Figure 6-7](#)). The median value for mortgaged home is slightly higher than a unit without a mortgage, but the median value of homes without mortgages has increased at a relatively higher rate (see [Table 6-3](#)).

Figure 6-7. Median Value by Year Built, 2010 and 2018



Source: US Census, 2010; ACS, 2018

Table 6-3. Median Value, 2010 and 2018

	2010	2018	Value Change	Percent Change
Median value for units with a mortgage	\$189,500	\$193,900	+\$4,400	+2.3%
Median value for units without a mortgage	\$164,200	\$186,000	+\$21,800	+13.3%

Source: US Census, 2010; ACS, 2018

Area Median Income

The Area Median Income (AMI) is the midpoint of a region's income distribution – half of the families in a region earn more than the median and half earn less than the median. The AMI is used to define affordability levels for National and State housing programs and policies. The U.S. Department of Housing and Urban Development (HUD) defines Jefferson's 2020 AMI at \$76,600. Jefferson County's AMI is relatively similar to that of surrounding counties.

The AMI is used to define specific affordability levels that inform program eligibility and to define a low-income threshold specific to a local geography. Per HUD's definition low-income is defined as populations earning 80 percent or less of the AMI, of \$61,300. Thresholds are also established for very low and extremely low incomes. For reference, the affordability levels for a four-person family are as follows:

- 30% AMI – Extremely Low Income (\$26,200 in Jefferson County)
- 50% AMI – Very Low Income (\$38,300 in Jefferson County)
- 80% AMI – Low Income (\$61,300 in Jefferson County)

Household Income

In 2018, Jefferson County's median household income is estimated at \$65,651. The estimated median household income for the State of Wisconsin was \$60,773, approximately \$5,000 less than Jefferson County. Household income information clarifies the various income levels throughout the community. Since 2010, there has been a large increase in the percentage of households earning \$100,000 or more within Jefferson County. Households making between \$100,000 and \$149,999 increased from 15.8 percent in 2010 to 22.9 percent in 2018, and households making more than \$150,000 increased from 6.1 percent in 2010 to 13.3 percent in 2018 (see [Table 6-4](#)).

Table 6-4. Median Household Income, 2010 and 2018

Household Income	2010						2018					
	Occupied Housing Units		Owner-Occupied Housing Units		Renter-Occupied Housing Units		Occupied Housing Units		Owner-Occupied Housing Units		Renter-Occupied Housing Units	
	#	%	#	%	#	%	#	%	#	%	#	%
Less than \$5,000	692	2.2	320	1.4	390	4.4	657	2.0	220	1.0	437	4.4
\$5,000 to \$9,999	880	2.8	297	1.3	620	7.0	622	1.9	245	1.1	377	3.8
\$10,000 to \$14,999	1,635	5.2	594	2.6	1,028	11.6	1,337	4.1	433	1.9	904	9.1
\$15,000 to \$19,999	1,446	4.6	754	3.3	691	7.8	1,247	3.8	548	2.4	699	7.0
\$20,000 to \$24,999	1,478	4.7	777	3.4	709	8.0	1,541	4.7	735	3.2	806	8.1
\$25,000 to \$34,999	3,522	11.2	1,897	8.3	1,639	18.5	3,578	10.9	1,823	8.0	1,755	17.7
\$35,000 to \$49,999	4,465	14.2	3,131	13.7	1,373	15.5	4,839	14.8	3,125	13.7	1,714	17.3
\$50,000 to \$74,999	7,452	23.7	5,942	26.0	1,568	17.7	6,582	20.1	4,775	20.9	1,807	18.2
\$75,000 to \$99,999	4,653	14.8	4,136	18.1	558	6.3	4,917	15.0	4,164	18.3	753	7.6
\$100,000 to \$149,999	3,804	12.1	3,611	15.8	239	2.7	5,159	15.8	4,585	20.1	574	5.8
\$150,000 or more	1,415	4.5	1,394	6.1	44	0.5	2,260	6.9	2,153	9.4	107	1.1
Total	31,442	--	22,852	--	8,860	--	32,739	--	22,806	--	9,933	--

Source: US Census, 2010; ACS, 2018

Cost Burdened Households

One factor that can be examined to explore the affordability of households within an area is the number of cost burdened households. **A cost burdened household is one in which thirty percent or more of its monthly gross income is dedicated to housing.** These households are most likely to struggle to pay for other basic needs. Based upon a review of 2018 ACS data, 24.0 percent of households within Jefferson County are cost burdened. To further stratify, 19.3 percent of owner occupied households are cost burdened, while 37.1 percent of renter occupied units are cost burdened (see [Table 6-5](#)).

Table 6-5. Cost Burdened Households

Annual Income (in units of \$1,000)	2010						2018					
	Occupied Housing Units		Owner-Occupied Housing Units		Renter-Occupied Housing Units		Occupied Housing Units		Owner-Occupied Housing Units		Renter-Occupied Housing Units	
	#	%	#	%	#	%	#	%	#	%	#	%
<\$20	3,045	9.3	1,240	5.4	1,805	18.2	2,774	8.40	1,348	5.50	1,426	16.1
\$20 - \$34.9	2,964	9.1	1,338	5.9	1,626	16.4	2,968	8.90	1,500	6.20	1,468	16.6
\$35 - \$49.9	1,582	4.8	1,190	5.2	392	3.9	1,128	3.40	734	3.00	394	4.40
\$50 - \$74.9	1,011	3.1	950	4.2	61	0.6	648	2.00	648	2.70	0	0.00
>\$75	436	1.3	436	1.9	0	0.0	459	1.40	459	1.90	0	0.00
Zero or negative income	278	0.8	99	0.4	179	1.8	382	1.20	315	1.30	67	0.80
No cash rent	458	1.4	--	--	458	4.6	316	1.00	(X)	(X)	316	3.60
Cost Burdened	9,038	27.6	5,154	22.6	3,884	39.1	7,977	24.0	4,689	19.2	3,288	37.1

Source: US Census, 2010; ACS, 2018

Income Limits

HUD monitors the income limits for various national housing assistance programs and sets limits specific to various geographies that are attached to the Area Median Income (see [Table 6-6](#)). 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.

Table 6-6. Income Limits

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
Extremely Low-Income Limits	\$16,100	\$18,400	\$21,720	\$26,200	\$30,680	\$35,160	\$39,640	\$44,120
Very Low (50%) Income Limits	\$26,850	\$30,650	\$34,500	\$38,300	\$41,400	\$44,450	\$47,500	\$50,600

Source: HUD 2020 Income Limits Summary

Asset Limited, Income Constrained, and Employed (ALICE) Households

Households that are Asset Limited, Income Constrained, and Employed (ALICE) earn more than the Federal poverty level, but less than the basic cost of living for the county. In 2018, 23% of Jefferson County households were identified as ALICE households, matching the Wisconsin state average.¹ ALICE populations are significantly higher in urban areas of the county, with some cities at up to 40 percent ALICE households. Changes in the household compositions in the county, such as an increase in single/cohabitating and senior households, are correlated with an increase in ALICE

¹ ALICE Threshold, 2007-2018, American Community Survey

ALICE households. In 2018, approximately 72% of single and cohabitating, 72% of families with children, and 58% of 65 and over households were above the ALICE threshold.

Jefferson County Housing Needs

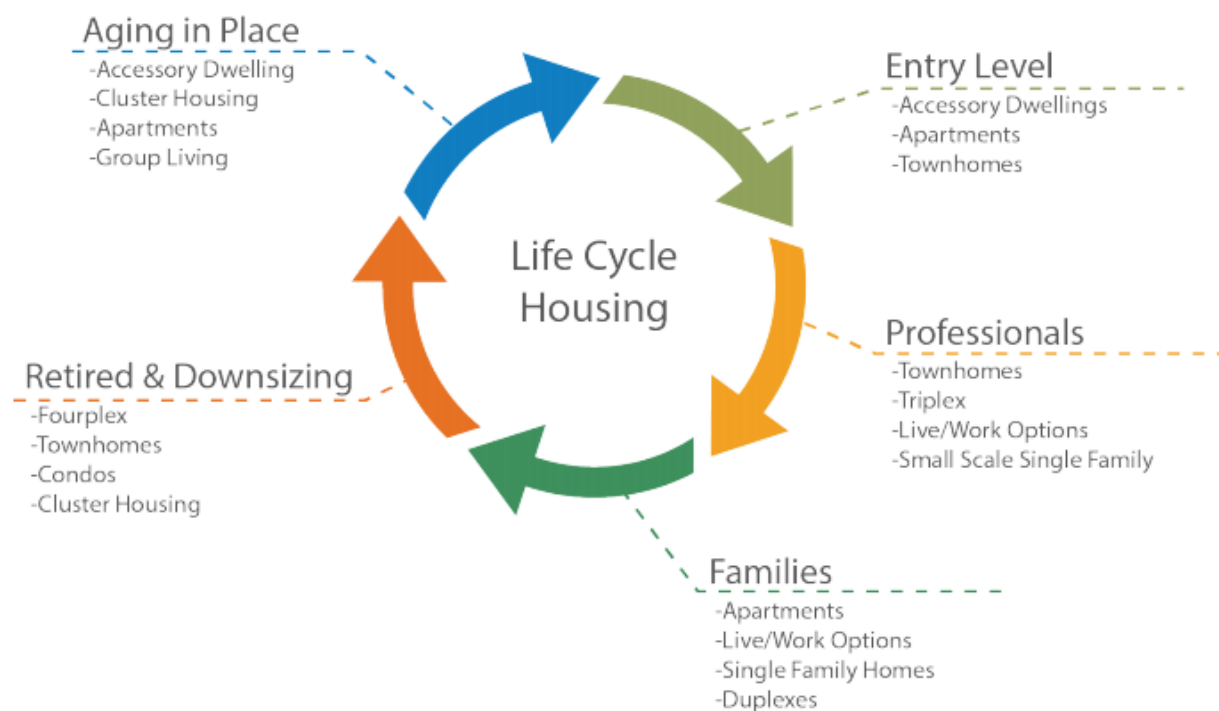
A review of the existing conditions of the county's existing housing stock paired with an analysis of future housing growth creates the opportunity to define housing needs for the county. Alone, the population and household projections for 2040 project that an additional 5,000 households will need to be constructed by 2040 to support the growing population. However, the examination of the housing characteristics creates the opportunity to identify specific areas or trends that should be considered as additional housing is developed or county policy and tools are amended. The following section identifies four housing needs that should be considered in housing planning and policy development. Tools and policy guidance to help address these needs are identified in the Policy & Guidance section of this chapter.

Aging Resident Needs

Jefferson County, along with the rest of the United States, will see an increase in residents aged 65 or older over the next 20 years. In 2010 approximately 13% of the county identified as age 65 or above, rising to 17% by 2018. The estimated population age 65 or above in 2010 was 11,042, which is estimated to increase to 22,490 by 2040.

With approximately 27 percent of owner-occupied homes and 10 percent of renter occupied homes having a householder 65 years and over, this increase in the aging population has direct impacts on the housing market. Typically, aging residents will move to smaller homes when maintenance, financial status, or personal desires change. For Jefferson County, this may result in an increase in demand for smaller units (e.g., apartments, townhomes, or assisted living) at affordable rates. This will coincide with a decrease in occupancy of the single family homes the aging population previously resided in, which can be purchased by younger households in the county (see *Figure 6-8*).

Figure 6-8. Lifecycle Housing



In preparation for this housing transition, the County will utilize several tools to ensure residents of all ages have access to appropriate housing. These include utilizing affordable housing techniques, increasing the variety of housing types within the county, and addressing the aging housing stock.

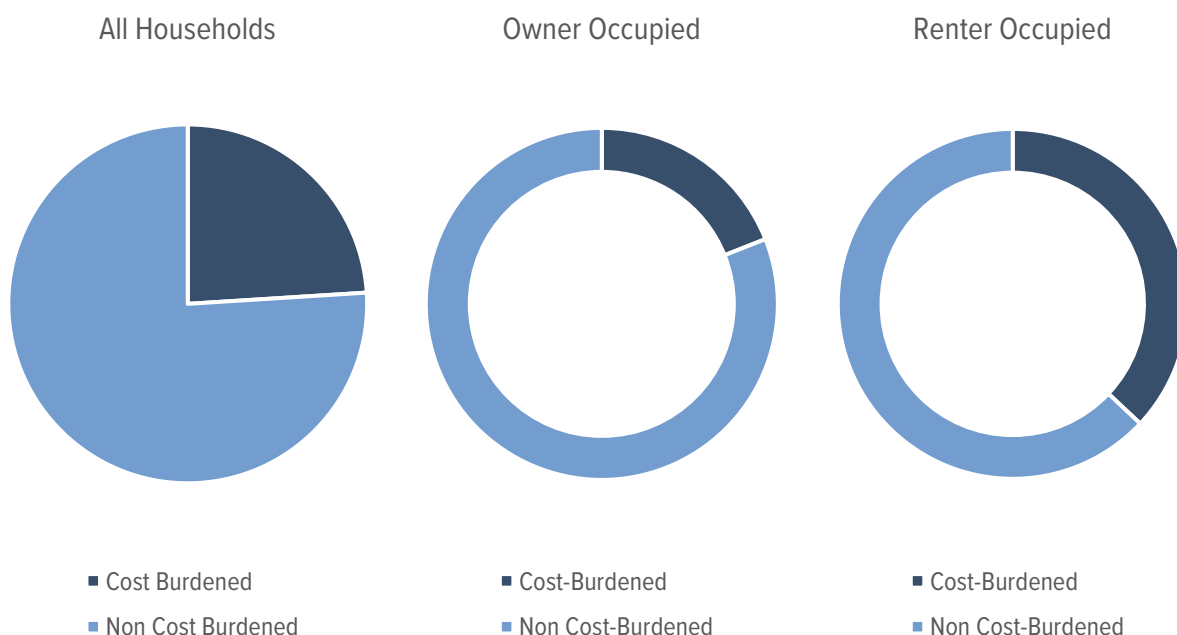
The location and available community services should also be considered with the development of housing for aging residents. As populations age, their needs for community services may increase, from dependency of public transportation to additional social services needs. Therefore, the availability and proximity of these services should be considered as new aging housing is pursued to allow residents to age in place and maintain a high quality of life.

Affordable Housing

Quality affordable housing provide residents with access to a high quality of life within their individual budget. The need for affordable housing spans all age and income demographics, from aging residents dependent on retirement income to younger households experiencing rising housing costs and stagnant wages. In 2020, the area median income for households in Jefferson County was \$77,300. Half of all households earned more than \$77,300 and half earned less. Any household at or below eighty percent of the area median income is considered “low income” – meaning any family in Jefferson County making \$61,840 or less. To avoid cost burdened households, available housing is needed at an annual cost of \$18,552 (\$1,546) or lower to be considered affordable for low income families.

In 2018, approximately 8,000 residents were cost burdened in Jefferson County. This accounts for almost one fourth of the entire housing market. Of the cost burdened households, roughly 19 percent of all owner-occupied, and 37 percent of all renter-occupied households spend more than thirty percent of monthly income on household expenses. As of 2018, this equates to roughly 4,700 owner occupied homes and 3,300 renter-occupied homes (see [Figure 6-9](#)).

Figure 6-9. Cost Burdened Households



To decrease the number of cost burdened households and provide affordable housing options, efforts should be made to provide affordable housing units that are available to for all income ranges to contribute 30 percent or less of their annual income to housing. Based on 2018 income values, an affordable monthly cost ranges for low to extremely low income populations is between \$580 and \$1,546 (see [Table 6-7](#)). These specific dollar values will continuously change as AMI fluctuates, but will remain at the thirty percent threshold to be considered affordable.

Table 6-7. Affordable Housing Limits

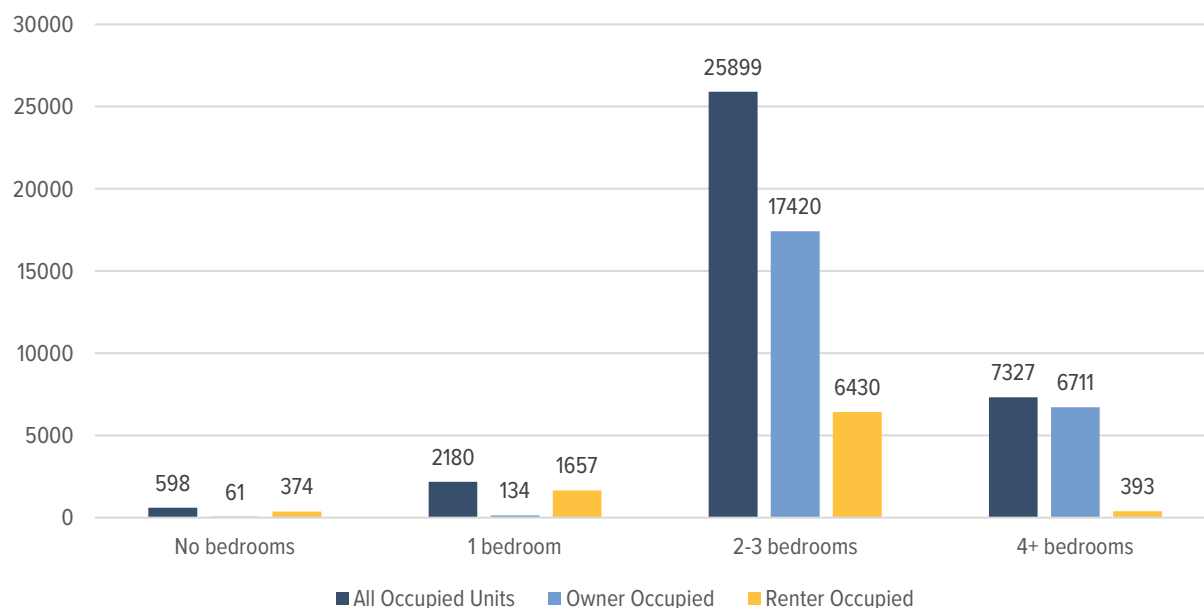
AMI Range	Annual Household Income	Approximate monthly payment (all costs)
Area Median Income	\$77,300	\$1,933
80% AMI (Low Income)	\$61,840	\$1,546
50% AMI (Very Low Income)	\$38,650	\$966
30% AMI (Extremely Low Income)	\$23,190	\$580

Source: HUD, 2020 AMI

Housing Options

A range of housing options provides residents the opportunity to find a place to call home that meets their community and housing needs. Factors of housing choice include affordability, location, housing type, and style. While not all factors are always met, providing a range of options provides increased opportunities for potential residents to call Jefferson County home. The number of bedrooms per housing unit, is one factor of housing choice. In 2018, over 70 percent of households in Jefferson County contained two to three bedrooms, and another 20 percent contained 4 or more bedrooms (see *Figure 6-10*). Although these will likely remain the dominating housing type in the county, increase in the variety of size and type of homes will be needed. A few drivers of changing market needs include aging residents who will require smaller homes with high walkability, low income families who will require more affordable units, and farmland preservation which will require flexible housing types to infill urban areas.

Figure 6-10. Bedrooms per Housing Unit, 2018



Source: ACS, 2018

Homelessness

According to the most recent data from the Wisconsin Balance of State Continuum of Care (WIBOSCOC), approximately 19,000 people experience homelessness in the State of Wisconsin. Comparatively, 20 families in Jefferson County were found to be experiencing homelessness in the most recent count. This translates to

approximately 70 people, 90% of which are families, and 47% of which are children. Active homeless shelters serving Jefferson County include:

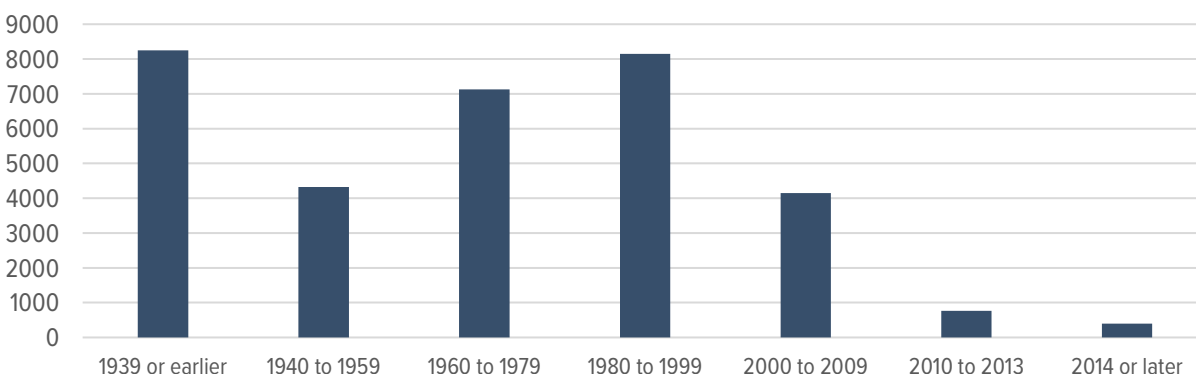
- Bethel House in Whitewater, WI
- Haus of Peace in Watertown, WI
- Twin Oaks Homeless Shelter in Darien, WI
- Adoration Abode in Watertown, WI
- The Shelter in Janesville, WI
- Gerard's Embrace in East Troy, WI
- House of Mercy Homeless Shelter in Janesville, WI
- The Homeless Coalition of Fort Atkinson
- Gallup Foundation

Aging Housing Stock

Most homes in Jefferson County were built in the twentieth century, and preservation of these homes can greatly impact overall housing affordability and availability. **Since preservation of existing homes is often more affordable than new construction, aging homes are often great sources of naturally occurring affordable housing.**

Approximately 25 percent of homes in Jefferson County were built before 1939, and 84 percent built before the year 2000 (see *Figure 6-11*). These homes may need preservation and rehabilitation in the coming years in order to ensure livability and ensuing affordability.

Figure 6-11. Decade of Home Construction



Source: ACS, 2018

Policy & Guidance

Monitoring available housing and responding to housing needs will continue to be a priority for Jefferson County and its local jurisdiction partners over the next 20-years. This effort will require collaboration between the county, local jurisdictions and housing agencies partners to provide a range of housing options that welcome new and existing residents into the county. The following section identifies active housing agencies that will assist the county and available policies and tools that can be used in this effort.

Housing Agencies

Several housing agencies currently operate within Jefferson County, helping to ensure housing needs of all residents are met. These include agencies of various scales, such as Jefferson Housing Authority at the county level, Wisconsin Housing and Economic Development Authority at the State level, and HUD at the Federal level.

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.
Housing and Urban Development	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.
Local Jurisdictions	Cities and villages within Jefferson County monitor and assess their individual housing needs to provide access to residents. Some housing programs and tools are administered at the local level and provide an opportunity for the county to collaborate and address housing needs. This includes housing authorities administered at the local level.

Housing Tools and Policies

There are several available housing tools and policies that can be deployed to assist the county's effort in addressing its housing needs. While not an exclusive list of tools, the following section provides a number of tools and resources available to address the key housing needs identified for the future of Jefferson County.

Affordable Housing

Low Income Housing Tax Credits	Most of the nation's affordable housing construction is funded by Low Income Housing Tax Credits (LIHTC). This program incentivizes developers to construct below market rate housing, with tax benefits that last thirty years. Since 1988, LIHTC has funded sixteen affordable housing developments with 332 total units in Jefferson County (see Table 6-8). Most of these developments received LIHTC prior to 2000, meaning the thirty-year tax benefits have already or will expire soon. The county should work to extend the affordability or find alternate financing assistance of these units to preserve a substantial proportion of their affordable housing.
USDA Rural Housing Program	The United States Department of Agriculture (USDA) offers housing support for individuals and housing development opportunities in rural areas. Through rentals, direct home loans, guaranteed loan programs, and repair loans and grants, the program aids elderly, disabled, or low-income rural residents. They also provide direct loans and grants to support public and nonprofit organizations to provide housing developers to construct and renovate multi-family affordable housing complexes.
Jefferson Housing Authority	JHA offers public housing for family and senior/disabled households. At the time of this plan, they offer one community with sixty-one units. While this development provides housing options for residents, additional efforts may be pursued to expand public housing in response to housing needs. Considerations of new public housing options should include location, available services, and eligibility (single resident versus family).
Jefferson County Economic Development Consortium	The JDEDC offers assistance to make homeownership more affordable for county residents. Through the Down-Payment Plus Program and HOME Consortium Down-Payment Assistance Programs, the JDEDC provides funding for eligible home buyers toward the purchase of a home within county limits. This funding can be used to pay for a portion of the down payment, all customary closing costs, prepaid items, reserves, and home buyer counseling. These programs may be combined to offer even greater assistance to home buyers.
Preserve Existing Affordable Housing	To ensure housing affordability for future decades, the existing affordable housing market must be maintained. One of the most efficient methods of preservation is repair and rehabilitation of existing homes. Jefferson County administers deferred loan programs which provide income-eligible homeowners with access to funds for modest home repairs. Home repair loans and grants are also available through the USDA Rural Housing Program.
Cooperative Housing Models	A housing cooperative consists of an organized group of residents who share a multifamily building. Each household owns a share of the building, which can be sold at or below market rates. In a limited equity model, the cooperative recovers equity on the transactions to subsidize new shareholders. Senior cooperative housing, which is gaining popularity across the Midwest region, often receives favorable financing from state sources. This model easily adapts to meet community needs, is beneficial for developers and residents, and can be successful in a variety of housing types (e.g., mid-market, independent living,

	assisted living). Shares typically increase about one to two percent annually, which ensures affordability is maintained.
Community Land Trust	<p>Community Land Trusts are used to make homeownership more affordable. Land trust organizations use two mechanisms to ensure long-term home affordability:</p> <ol style="list-style-type: none"> 1. Retain ownership of the land. The Land Trust takes ownership of the land, while the homeowner owns the structure. This stabilizes land costs as the land is taken off the real-estate market. It also provides affordable homes with all the same benefits of market rate homeownership. 2. Utilize shared equity models. When the structure is sold, the Land Trust receives a share in equity. This allows homeowners to build equity and allows future homeowners access to ownership at an affordable price. Typically, homeowners will qualify for down payment assistance or low-interest mortgages through the Land Trust as well.
Fair Housing	<p>Jefferson County does not currently have county level fair housing ordinances which outline prohibited areas of discrimination in the housing market. To address this, Jefferson County should develop a fair housing ordinance and policies to provide guidance for municipalities and other jurisdictions within their boundaries. The ordinances should address:</p> <ul style="list-style-type: none"> • Enforcement powers • Penalties for violations • Entity responsible for receiving fair housing complaints <p>The ordinances should affirmatively state the desire to provide equal access to housing. Jefferson County should also review existing zoning districts, minimum lot sizes, and conditional uses to assure fair housing guidance is being followed.</p>
Land Use Regulation and Policy	<p>County land use regulation and policy can significantly impact housing price. Imposing regulations which encourage or permit higher density housing, smaller lot sizes, or innovative financing options directly supports the development of affordable housing. Alternatively, policies and regulations that restrict density or minimum lot size can drive an increase in housing prices for both renters and homeowners. As the county evaluates, amends or creates land use regulation and policy, they will consider the potential impacts on housing affordability.</p> <p>It is important to note that local zoning regulations may be better equipped to promote affordable housing. For example, local zoning codes which allow for Accessory Dwelling Units (ADUs) or tiny homes can efficiently increase the quantity and affordability of homes for residents with limited income. Jefferson County will support local initiatives that facilitate affordable housing where appropriate.</p>

Table 6-8. LIHTC Developments

Project Name	Jurisdiction	Total Low-Income Units	Credit Allocation Year	Credit Expiration Year
Sunrise Meadows	Ixonia	10	1988	2018
Atkinson Square	Fort Atkinson	40	1988	2018
Watertown Meadows	Watertown	40	1988	2018
Woodside Apts. II	Fort Atkinson	24	1988	2018
Grove Street Townhomes	Fort Atkinson	10	1995	2025

Project Name	Jurisdiction	Total Low-Income Units	Credit Allocation Year	Credit Expiration Year
Lake Mills Town Homes	Lake Mills	17	1994	2024
Hawthorne Apts.	Waterloo	24	1996	2026
Jefferson Senior Housing	Jefferson	49	1996	2026
North Pointe Apts.	Fort Atkinson	24	1997	2027
Blackhawk Ridge Senior Apts.	Fort Atkinson	33	1998	2028
School House Apts.	Jefferson	30	2000	2030
Riverview Romeis LLC	Fort Atkinson	5	2006	2036
Jefferson Apartments	Jefferson	5	2009	2039
River Mill Sr. Residences	Watertown	6	2009	2039
The Globe Apts.	Watertown	10	2013	2043
Monroe Street Apts.	Waterloo	5	2014	2044

Source: HUD LIHTC Database, 2020

Housing Options and Aging Resident Needs

The variety of housing sizes, tenure, and location will need to increase in order to accommodate Jefferson County's evolving population. As discussed previously, the county may see an increase in demand for smaller, centrally located housing due to the projected increase in aging residents. Several areas of Jefferson County expect population increases within the planning horizon, meaning the housing stock will need to increase as well. To accomplish this, the county can utilize infill development and creation of missing middle housing. Much of the anticipated new housing demand will be in centrally located and relatively dense locations.

Infill Development

Trends show a desire for the development of senior housing near shops, amenities, and medical care while additional housing development will need to avoid the conversion of farmland and preserve rural character. Infill development is a useful tool in these circumstances, increasing density in areas with relatively high urbanization. Historically, infill development occurred naturally as residents chose to locate near amenities and other residents. It is currently being utilized to provide better access to employment and amenities, encourage neighborhood connections, facilitate walking and biking, and create more vibrant and diverse communities.

In cities or villages of Jefferson County with strong projected growth, infill development can provide appropriate and desired housing without disrupting rural character. To preserve the farmland and established rural areas of the county, housing should be encouraged within already developed areas. Not only does this provide a more diverse development area, but it uses city services (e.g., sewer and water) efficiently, reduces impacts on farmland preservation areas, and limits negative environmental impacts.

What is Infill Development?

It is the process of developing vacant or underutilized land within an already developed area.

Missing Middle Housing

Missing middle housing encompasses a variety of housing types which exist between single family detached homes and high density apartment complexes. This can include duplexes, triplexes, condos, and cottage courts and typically fit within the area needed for one large single family home. Providing these types of housing can improve affordability, home ownership rates, and availability of accessible homes for the aging population and for individuals with differing physical abilities.

Aging Housing Stock

Repair and Rehabilitation Programs

The housing stock within Jefferson County is relatively aged, with most housing built before the year 2000. To preserve the safety, character, and affordability that currently exists at these residences, the county will work to support repair and rehabilitation programs, and promote awareness of these programs. As mentioned previously in the “Affordable Housing” section, Jefferson County administers deferred loans programs that provide income-eligible homeowners with access to funds for modest home repairs. This allows current homeowners of aging structures to ensure maintenance and preservation of their homes. In the long term, this protects the character of neighborhoods and supports housing affordability. Additionally, programs can be developed to provide forgivable or low-interest loans for housing maintenance projects to assist with these efforts.



CHAPTER 7 – TRANSPORTATION

Introduction

As Jefferson County continues to grow, the demands placed on the transportation network will increase as well. The ability of the network to handle increased demand across all modes of transportation will contribute to a higher quality of life and provide for safe and efficient travel moving forward. Planning for the transportation system throughout the county must account for the effective linkages between different communities, as well as linkages to the state highway and interstate system.

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.

The Jefferson County Highway Department is the primary agency responsible for transportation decision making and activities for the Jefferson County system. The department is responsible for upgrading, repairing, and maintaining 100 lane-miles of Interstate 94 (I-94), 390 lane-miles of State Highways, and over 520 miles of County Trunk Highways. The department is also responsible for the following:

- Reconstruction of county and town highways including grading work, pulverizing of existing pavement, and placing of base materials
- Rehabilitate county, state, and town highways
- Pulverize, mill, and resurface county highways
- Resurface state, city, town, and village roads in Jefferson County when requested
- Perform seal coating and crack sealing on county, state, and town highways
- Remove snow and prevent ice accumulation on county, state, and town highways
- Perform sign installation and maintenance on county, state, and town highways
- Mark, fabricate, erect, and maintain all guard rails and reflectors on highways under state and county jurisdiction
- Clear and clean culverts and perform other related drainage work
- Maintain and replace culverts and bridges
- Maintain and repair all Highway Department equipment
- Perform welding for all Highway Department equipment
- Issue permits to install driveways onto County Trunk Highways and work on highway rights-of-way
- Issue Oversize/Overweight permits and utilities
- Consult with private individuals on installation of culverts and driveways
- Provide emergency assistance in times of natural disasters, such as removal of fallen trees or debris from highways and barricading of roads damaged by flood
- Support other county departments in completion of special projects that require Highway Department assistance

Transportation Key Themes

- Various Transportation Modes
- Aging Population Mobility
- Rideshare Opportunities
- Transportation Safety
- Agriculture and Freight
- Bicycle Transportation
- Commuting
- Roadway System Planning

This chapter explores the modes of transportation in Jefferson County, starting with an overview and inventory of the current county roadway system centerline miles, road types, functional classification, and road and bridge ratings. It then discusses other modes of transportation, including bicycle and pedestrian accommodations, trails, air and water transportation, railroad, bus and van service, shared taxi and other volunteer transport services semi-truck, snowmobile and ATV/UTV accommodations within the county. Finally, employment data is analyzed to better understand how people are moving in and out and around the county using various modes of transportation.

Existing Modes of Transportation in Jefferson County

Jefferson County's transportation system includes a range of transportation infrastructure, including highways, local roadways, sidewalks, trails, railroads, and airports that provide travel opportunities for a range of needs within the county. This network supports the movement of goods and people by personal vehicle, transit, freight, bicycle, foot, etc. The following section explores the existing infrastructure and transportation modes of Jefferson County, starting with the highway network and ending with recreational vehicle travel.

The early online community survey conducted as part of the planning process asked questions to understand use of the current transportation system. These questions determine participants' current use or desired use and their understanding of the transportation system. Respondents identified transportation infrastructure, including the condition of roads, bridges, sidewalks, and trails as "Very Important" to maintain.

Early Engagement Question 9: How important are the following county and municipal resources to you?

	Very Important	Important	Unsure	Somewhat Important	Not Important	Total Responses
Transportation Infrastructure	675	418	18	47	8	1,166

A majority of respondents described the county Highway System, pedestrian sidewalks and trails, and bicycle lanes and trails in as being in good condition. Approximately 62 percent of the respondents rated the County Highway System in "Excellent" or "Good" condition. Rideshare and Taxi Services and access to Transit Service rated much lower, with a high percentage of respondents offering no opinion to these modes of transportation.

Early Engagement Question 13: How would you rate the county's existing transportation network?

	Excellent	Good	Fair	Poor	No Opinion	Total Responses
County Highways	103	618	338	96	8	1,163
Pedestrian Sidewalks and Trails	70	560	320	103	110	1,163
Bicycle Lanes and Trails	139	490	252	97	188	1,166
Local Roads	27	363	455	314	5	1,164
Rideshare Services	12	123	253	364	412	1,164
Transit Services	10	79	184	499	385	1,157

Highway System Network

In Jefferson County, the main mode of transportation is by motor vehicle. According to American Community Survey (ACS), over 98 percent of residents use the automobile as their main form of transportation. In addition to the nearly 67 percent of roadways that are local roads, the Regional Highway System within Jefferson County is made up of one interstate, two US highways, seven State highways, and 26 County highways.¹ Interstate, US, and State Highways within Jefferson County include:

- Interstate 94 (I-94)
- US Highway 12 (US 12)
- US Highway 18 (US 18)
- State Highway 16 (WIS 16)
- State Highway 19 (WIS 19)
- State Highway 26 (WIS 26)
- State Highway 59 (WIS 59)
- State Highway 89 (WIS 89)
- State Highway 106 (WIS 106)
- State Highway 134 (WIS 134)

Highway System Network Miles

In 2018, there were over 1,583 road centerline miles in Jefferson County. The roads are classified into five categories (types) including interstate, US, State, and County highways as well as local roads (see *Table 7-1*). The geographic location of the roadways is shown in the Highway Network Map (see *Figure 7-1*). The Jefferson County Highway Department is responsible for upgrading, repairing, and maintaining Interstate 94, State Highways, and County Trunk Highways within the county. The cities, villages, and towns are responsible for upgrading, repairing, and maintaining the local roads within their jurisdictions.

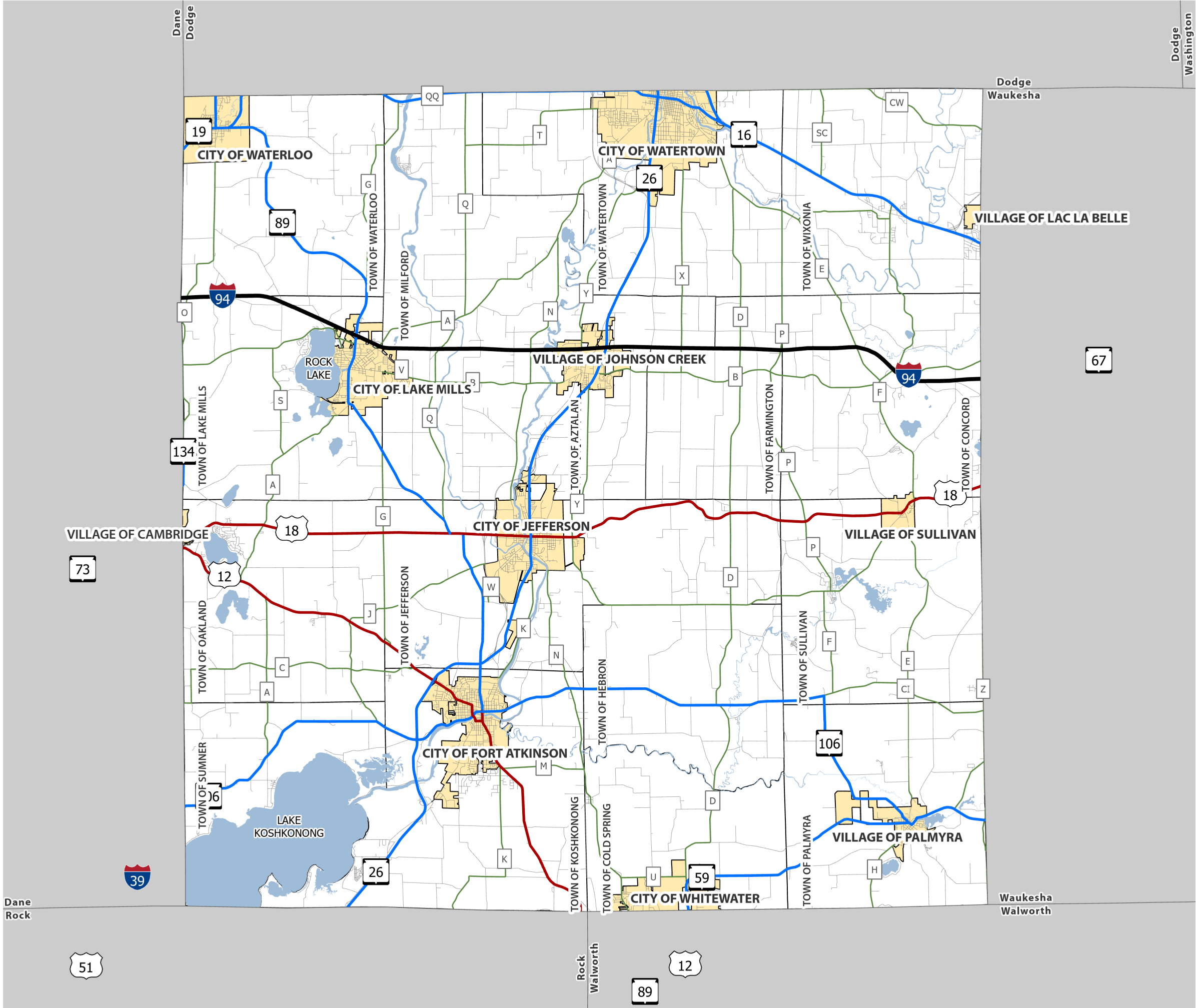
Table 7-1. Jefferson County Centerline Miles and Roadway Types

Table Header	Centerline Miles	Percentage
Interstate Highway	49.12	3.1%
US Highway	43.62	2.8%
State Highway	174.4	11.0%
County Highway	257.58	16.3%
Local Roads	1,058.80	66.8%
TOTAL	1,583.52	100.0%

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

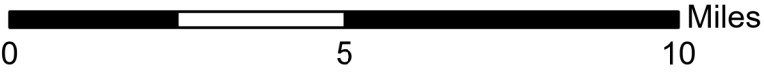
¹ [https://www.jeffersoncountyi.gov/Forms/Zoning/Setback%20Sheet%20\(Highway\).pdf](https://www.jeffersoncountyi.gov/Forms/Zoning/Setback%20Sheet%20(Highway).pdf)

Figure 7-1: Highway Network



- Road Type
- Interstate Highway
 - US Highway
 - State Highway
 - County Road
 - Local Road

- City
- Town
- Village
- Lakes and Rivers



Source: Wisconsin Department of Transportation



Pavement Condition

Pavement conditions are monitored biannually using the Pavement Survey Evaluation and Rating (PASER) system. The PASER system is a road rating system developed by the University of Wisconsin-Madison Transportation Information Center that uses a 1 to 10 surface rating scale, with 10 representing a new road in excellent condition and a 1 representing a failed road.² In general, roads rated 1 to 3 require structural improvements that may include rehabilitation or road construction. Roads rated 4 to 7 require capital preventative maintenance such as surface treatments to protect the pavement structure. Roads rated 8 to 10 require routine maintenance such as street sweeping, drainage clearing, and crack sealing.

Numerical pavement ratings and inventories are collected for all roads within Jefferson County on a two-year cycle (see [Table 7-2](#)). Approximately 9.2 percent of roads within the county are rated in the 1-3 category potentially indicating a higher focus need for structural improvement (see [Figure 7-2](#)). Warmer colors are used to show where road numerical ratings are lowest with red being the worst rating. Since many of these roads are located within municipal boundaries, they are not the responsibility of the Jefferson County Highway or Maintenance Departments.

Numerical pavement ratings and inventories for the County Highways within Jefferson County and the percentage of road miles within that numerical rating are maintained by the county. Only 4.4 percent of County Highways are rated in the 1-3 category (see [Table 7-3](#)), indicating the County Highway Systems is generally in good shape and well maintained. WISLR maintains an extensive database tracking pavement condition for each roadway type. Highway ramps and single-lane private roads are not included in the inventory.

Table 7-2. PASER Surface Ratings for All Roads in Jefferson County

Rating	Description	Need for Maintenance	Percentage
Unrated			15.8%
1	Failed	Reconstruction	0.3%
2	Very Poor	Reconstruction	2.4%
3	Poor	Structural improvement and leveling (overlay)	6.5%
4	Fair	Structural improvement and leveling (overlay)	8.7%
5	Fair	Preservative treatments (sealcoating)	10.4%
6	Good	Preservative treatments (sealcoating)	12.7%
7	Good	Routine maintenance, crack sealing, minor patching	13.7%
8	Very Good	Little or no maintenance	15%
9	Excellent	No maintenance	8%
10	Excellent	No maintenance	6.5%
TOTAL			100.0%

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

² http://epdfiles.enr.wisc.edu/pdf_web_files/tic/manuals/Asphalt-PASER_02_rev13.pdf

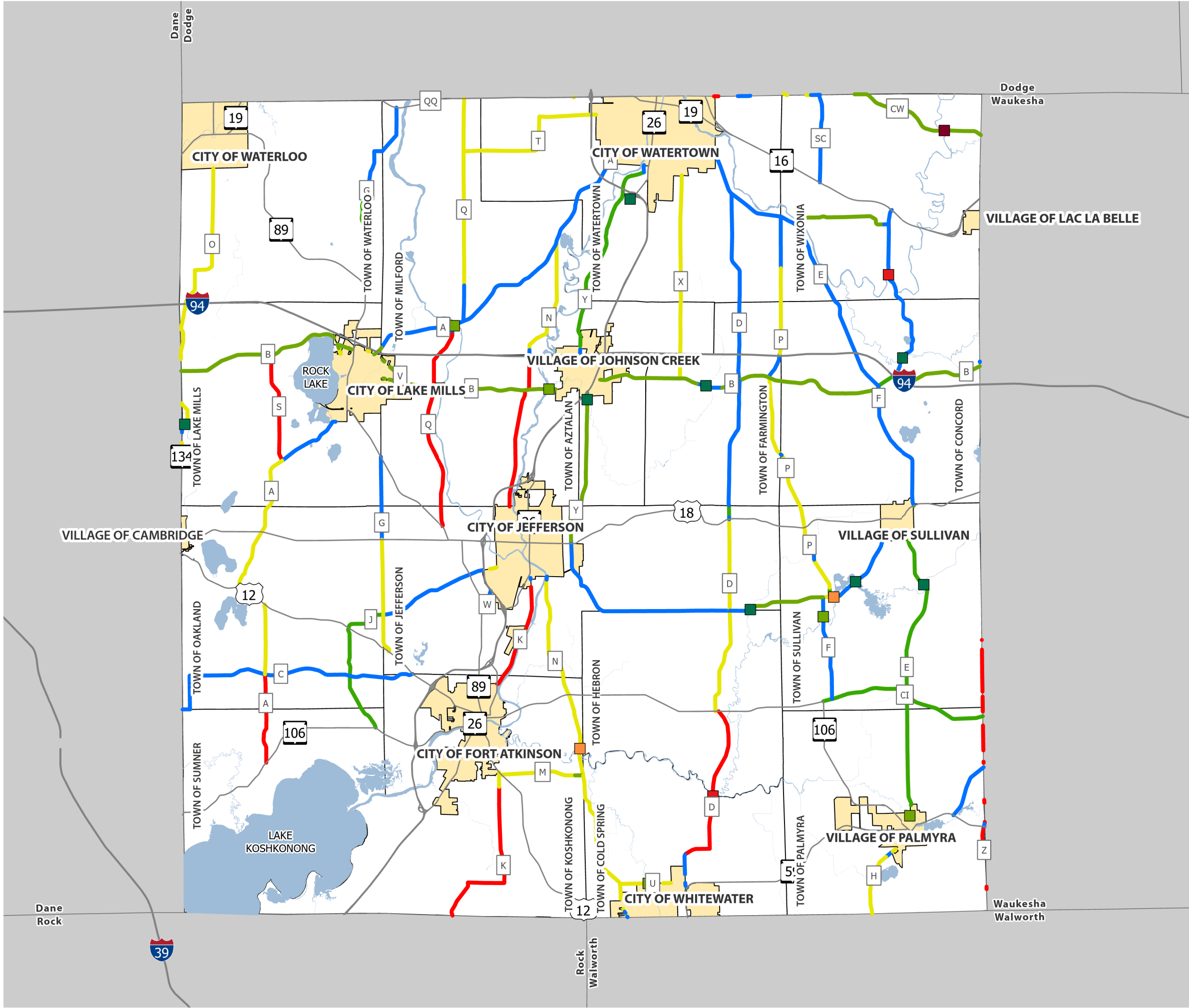
Table 7-3. PASER Surface Ratings for County Highways in Jefferson County

Rating	Description	Need for Maintenance	Percentage
Unrated			1.0%
1	Failed	Reconstruction	0.4%
2	Very Poor	Reconstruction	1.2%
3	Poor	Structural improvement and leveling (overlay)	2.8%
4	Fair	Structural improvement and leveling (overlay)	8.8%
5	Fair	Preservative treatments (sealcoating)	20.3%
6	Good	Preservative treatments (sealcoating)	20.6%
7	Good	Routine maintenance, crack sealing, minor patching	27.1%
8	Very Good	Little or no maintenance	7.2%
9	Excellent	No maintenance	10.6%
10	Excellent	No maintenance	1%
TOTAL			100.0%

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



Figure 7-2: PASER Surface Ratings



County Bridges
Sufficiency Rating

- Below 60
- 60 - 69.9
- 70 - 79.9
- 80 - 89.9
- 90 - 100

PASER Surface Ratings

- 1 - 3 (Failed - Poor)
- 4 - 5 (Fair)
- 6 - 8 (Good - Very Good)
- 9 - 10 (Excellent)

City

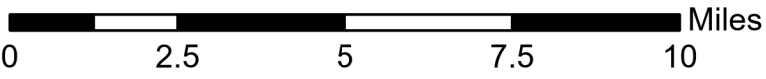
Town

Village

Interstate

Highways

Lakes and Rivers



Source: Wisconsin Department of Transportation, WISLR



Bridge Sufficiency Ratings

Jefferson County has a total of 79 bridges, 75 of which are roadway bridges that require inspection per State and Federal standards. Most of the structures are city, village, or town bridges. The county is responsible for the inspection, maintenance and inventory for 22 bridges located on the Jefferson County highway network.

Evaluations are performed on a biannual basis with the last review occurring in 2018. Each of the county structures is evaluated and a numerical score is calculated between 0-100 to help determine a bridge's priority for rehabilitation or replacement and eligibility for state or federal funding. A bridge with a sufficiency rating of 80 or less is eligible for rehabilitation funding, while a bridge with a score of 50 or less is eligible for replacement funding.

In general, the bridges in Jefferson County are deemed in very good shape with over 60 percent having a rating of over 80 (see [Table 7-4](#)). There are no bridges with a sufficiency rating of lower than 50. One bridge is listed qualifying needs, but no Jefferson County Bridges were included for funding in that time frame per Wisconsin Department of Transportation (WisDOT) list of 2020-2025 Local Bridge Program Approved Projects List.

Table 7-4. County Highway Bridge Sufficiency Ratings

Bridge Sufficiency Rating	Number of County Bridges	Eligibility	Percentage
< 50	0	Replacement	0.0%
50.1 – 79.9	8	Rehabilitation	36.4%
>80	14	None	63.6%
TOTAL	22	8 - Rehab	100.0%

Source: 2019 WisDOT Bureau of Structures Optimal Work Recommendation, May 22, 2019



Functional Classification

Functional classification of roadways is the process by which streets and highways are grouped into classes, or systems, according to the character of service they are intended to provide. Roadway functional class can be used at the local government level to provide a direct link between transportation and land use. Comprehensive plans should consider the interaction between adjacent land use and transportation facilities by establishing policies that link access to property, zoning, and development density to the functional classification of area roadways. WisDOT uses four functional classifications for roadways (see *Figure 7-3*). A description for each functional class is described below.

Principal Arterial

A principal arterial is 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. The primary long-range planning issue related to the arterial roadway system is maintaining the efficiency of the arterial corridors as carriers of through-traffic, an objective that requires careful management of access (i.e. driveways). However, it should be recognized that arterial streets are gateways into our communities, and as such play a key role in how an area is perceived by visitors and residents alike. The appearance and character of these corridors are of major importance. It is also important to ensure that these corridors accommodate more than just efficient vehicular traffic – they should allow for safe walking and biking also. Principal arterials primarily provide continuity for through traffic and between major centers within the urban area.

Minor Arterial Streets

Minor arterial streets 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. As such, minor arterials may be stub ended at major traffic generators.

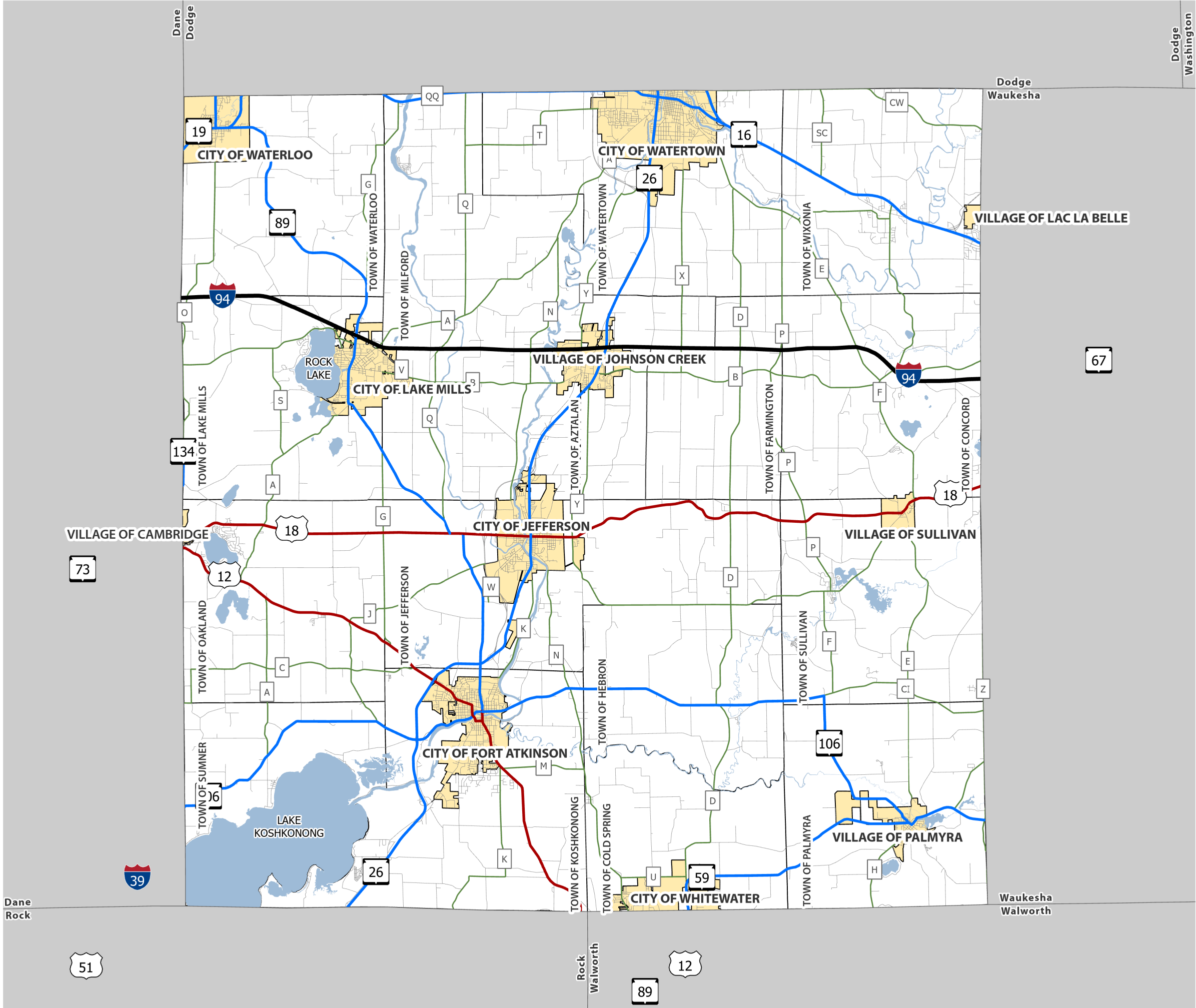
Collectors

Collectors provide direct access and traffic circulation to residential neighborhoods, commercial, and industrial areas, and serve moderate to low traffic volumes and inter-neighborhood trips. As the name implies, these routes collect and distribute traffic between local streets and arterials.

Local Roads

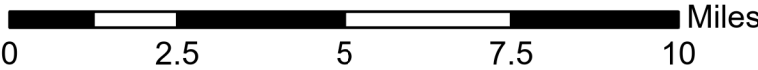
Local roads carry most of the traffic and connect residents with collector and arterial streets. These roads predominantly serve direct access to adjacent land uses and offer the lowest level of mobility to the community. Local roads serve as the ends of most trips.

Figure 7-3: Functional Class



Roadway Functional Classification

- Principal Arterials
- Minor Arterials
- Collectors
- Local Roads
- City
- Town
- Village
- Interstate
- Highways
- Lakes and Rivers



Source: Wisconsin Department of Transportation



Park and Ride Lots

There are 115 park and ride lots in Wisconsin, with one park and ride lot located within Jefferson County. Two park and ride lots are located within five miles of the county limits along I-94.

Johnson Creek (I-94/WIS 26) Park and Ride

The Johnson Creek (I-94/WIS 26) Park and Ride is located south of I-94 along N. Watertown Street. This park and ride lot offers 87 auto stalls in a free parking lighted asphalt lot. Overnight parking (ten nights max), is allowed along with bike parking. This lot offers handicapped accessible parking stalls, bike racks, a bus shelter, a picnic area, and an information kiosk. The bus shelter serves as a pickup location for Lamers Bus Charters and Tours. The lot is near Johnson Creek Premium Outlets.



Bike and Pedestrian

Jefferson County offers numerous biking opportunities through paved and unpaved trails, including the Glacier River Trail, Glacial Drumlin Trail, and the Interurban Trail. The Glacial Drumlin Trail bisects Jefferson County south of I-94 and travels through Lake Mills, and the Towns of Aztalan, Farmington, and Concord. The Glacier River Trail follows the WIS 26 alignment and travels south to north through the Town of Koshkonong, City of Fort Atkinson, Town of Jefferson, City of Jefferson, Town of Aztalan, Village of Johnson Creek, Town of Farmington, Town of Watertown, and City of Watertown. A county bicycle route map³ indicates designated bicycle routes and roads suitable for shared bicycle/motor vehicle use.

Connector Trails and On Street Bikeways

The Jefferson County Bicycle and Pedestrian Plan Update (2010) provides analysis for factors affecting bicycle and pedestrian transportation and lays the foundation for implementation strategies and future investments needed. The Jefferson County Bicycle Map updated in 2014 was developed to display low-stress routes that provide direct access between communities. Since every road allows on street biking, major routes are identified with three distinctions of bicycle suitability: “roads suitable”, “road may be suitable” (depending on cyclist’s skill level) or “roadway not recommended.” Designated bicycle routes including the Glacier River Trail and Glacial Drumlin Trail are also included.

Glacial River Bicycle and Pedestrian Trail

The Glacial River Trail in Jefferson County extends for nearly 56 miles from the Rock County line to the City of Watertown. 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 City of Jefferson, Village of Johnson Creek and City of Watertown.

Jefferson County Bicycle and Pedestrian Plan Update (2010) and County Bike Map (2014)

Department/Agency: Jefferson County Parks

Plan Purpose: Bicycle Trails and Implementation Guidance

Glacial River Mountain Bike Trail

The Glacial River Mountain Bike Trail is located on county owned land south of the City of Jefferson and along the Glacial River Trail. The current trail is 2.4 miles in length with plans to expand the trail system.

³ <https://www.jeffersoncountymi.gov/Parks/Bike%20Maps/Bike%20Map.pdf>

Glacial Drumlin Trail

The Glacial Drumlin Trail extends in a general west to east direction 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. The trail travels through or near the Cities of Lake Mills and Jefferson following the old Chicago and North Western Railway mainline. The trail is suited for riders of all abilities and features 16 wooden bridges and multiple rest stations and restrooms along the route.

Interurban Recreational Trail

The Interurban Trail is an 11-mile blacktop paved off-road multi-use bike trail that travels from the City of Watertown to the City of Oconomowoc. In general, the existing We Energies right-of-way corridor is utilized for the Interurban bike trail with connections made to the Lake Country Trail. The trail will support people bicycling, walking, and non-motorized recreational purposes. The trail will be constructed in three phases, with Phase II between River Road and CTH F constructed in 2022. It will offer cyclists the opportunity to ride safely from the northern end of the Glacial River Trail in the City of Watertown east to the shores of Lake Michigan connecting along the way to trails such as the Lake Country Trail in Waukesha County and the Hank Aaron Trail in Milwaukee.



Jefferson County Parks, Recreation and Open Space Plan (2020-2025)

The Jefferson County Parks, Recreation and Open Space Plan was adopted on August 1, 2020. The document identifies pedestrian and bicycle accomplishments (2013-2020) since the completion of the last Comprehensive Plan in 2012 and identifies trail expansion priorities moving forward.

Accomplishments include:

- Glacier River Mountain Bike Trails - added 18 acres of hiking and mountain bike trails
- Jefferson County Dog Park and Terri Tinsley Dog Exercise Area – added 320-foot boardwalk

Department/Agency: Jefferson County Parks

Plan Purpose: Park and Recreation Planning

Truck Routes

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 I-94, US 12, US 18, WIS 16, WIS 19, WIS 26, WIS 59, and WIS 89 in Jefferson County. WIS 106 has been identified as a 65' restricted truck route. I-94 and WIS 26, south of I-94, are the only over-size-over-weight (OSOW) routes in the county. OSOW routes accommodate vehicles that exceed typical weight or size restrictions, and need designated routes for safe travel. High clearance routes that allow for the movement of taller trucks and cargo include WIS 59, WIS 89, and WIS 106, between WIS 67 and US 12.

Air Transportation

There are two airports and twelve airfields located within Jefferson County that provide general aviation services.

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 2019–2023 and is categorized as a regional reliever airport facility. For the 12-month period ending June 8, 2018, the airport had 58,000 aircraft operations, an average of 159 per day: 89 percent general aviation, 9 percent air taxi and 2 percent military. In November 2018, there were 73 aircrafts based at this airport: 57 single-engine, 14 multi-engine, one jet, and one helicopter.

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 2019–2023 and is categorized as a local general aviation facility. For the 12-month period ending June 8, 2018, the airport had 10,900 aircraft operations, an average of 30 per day: 98 percent general aviation, and 2 percent air taxi. In November 2018, there were 29 aircraft based at this airport: 22 single-engine, one multi-engine, five helicopters, and one ultra-light.

Railroads

There are three active railroad lines in Jefferson County. Union Pacific operates a line that extends between the City of Fort Atkinson to the south and the City of Jefferson, Village of Johnson Creek, and City of Watertown. The Wisconsin and Southern Railroad (WSOR) extends from the City of Whitewater through the Village of Palmyra to the City Waukesha (outside of county limits). Both rail lines carry freight cargo throughout the county, providing freight connections within Wisconsin.

Additionally, the rail line serving the City of Waterloo is part of the Wisconsin and Southern Railroad's Waterloo Spur. Traffic includes food products, grain, fertilizer, limestone, lumber, steel, plastic, aggregates, salt, pulpboard, paper, petroleum products, and chemicals. This stretch of rail connects Waterloo to Watertown and its Canadian Pacific mainline freight services that operates from Watertown to Oconomowoc. Proceeding west into Dane County, this rail line connects Waterloo to Madison.

These tracks are owned and managed cooperatively by the State of Wisconsin and fourteen counties. WSOR has a long-term operating agreement to provide freight service over these publicly owned tracks. Jefferson County is part of the Wisconsin River Rail Transit Commission (WRRTC) which preserves and protects the publicly-owned railroad corridors throughout southern Wisconsin and northern Illinois. The WRRTC includes Crawford, Dane, Grant, Iowa, Jefferson, Rock, Sauk, Walworth, and Waukesha Counties.

Bus/Van Transportation

Jefferson County publishes a Transportation Provider Directory that contains provider information, address, areas of services, fare/fee structure, and information about their fleet. Last updated in 2019, the guide contains detail for 17 providers throughout the county. Some of the providers only provide services within specific communities. These bus routes provide opportunities for Jefferson County residents to travel within and outside of the county.

Badger Bus

Badger Bus provides eight daily service routes between the UW Madison campus and Milwaukee's General Mitchell Airport. One of the stops along the route (when requested and tickets purchased online) is the Johnson Creek Outlet Mall. General service is provided every two hours between 7:30 am and 10:30 pm.

Jefferson County Mobility Manager

Jefferson County hired a full-time Mobility Manager in August 2019. This position was created to manage, develop, and deliver coordinated transportation services for county residents, especially older adults, those with disabilities, and anyone facing barriers finding transportation solutions. The Mobility Manager works with local municipalities, clinics, and Senior Centers to address the unique transportation needs within each community and the region to assure a reliable transportation solution for any need.

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.

LaVigne's Bus Company

LaVigne's Bus Company is based in Fort Atkinson and provides dial-a-ride non-emergency transportation services for medical appointments, social engagements, surgeries, and funerals. Services include curb-to-curb and door-to-door trips in wheelchair accessible vans.

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.

Shared Ride and Taxi Programs

Shared ride mobility options have been available for many years through taxi services but has grown in availability through the introduction of rideshare services such as Uber and Lyft over the last few years. This form of transportation reduces the dependency on personal vehicles, and provides flexible options for transportation for users, when the service provides connections to a user's desired location.

Brown Cab Company

Brown Cab Company provides shared-ride taxicab services in 11 Wisconsin cities including Fort Atkinson, Jefferson, Lake Mills, and Whitewater. Services are available seven days a week. Out of town rides are also available to transport patrons on weekdays with one day advance notice. Wheelchair accessible vans are available in Jefferson, Whitewater, and Fort Atkinson.

Ride United

Through Brown Cab, the Ride United program offers free transportation to and from local food pantries in Fort Atkinson, Jefferson, and Whitewater, as well as to the Rock River Free Clinic, Community Dental Clinic, and the Winther Counseling Lab at UW-Whitewater.

Watertown Transit

Watertown Transit offers residents a curb to curb shared-ride taxicab service within the community. The "corner service" provides transportation for middle and high school students to and from school. Handicapped vans are also available upon request. Transportation is provided Monday-Saturday and can be available on weekends or Holidays with advanced notice.

Rideshare Opportunities

Rideshare opportunities continue to grow in popularity throughout the State. Uber and LYFT and two primary service providers of rideshare opportunities that contract with local drivers to provide the rideshare service within the location of their choice. Users connect to available drivers through an online platform to request and schedule trips to desired locations. The service schedule for rideshare services is not as dependable as the scheduled hours of taxi services, and the availability is dictated by the individual drivers. There are limited providers of Uber and/or LYFT within the county currently.

Volunteer Organizations

There are several volunteer organizations that provide transportation services throughout the county to provide additional mobility options to specific resident groups.

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.

Friends in Service Helping (FISH)

FISH volunteers provide rides to residents in the City of Jefferson as needed. There is no cost for the transportation service and vehicles are equipped with wheelchair accessible ramps.

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.

Bethesda Lutheran

Bethesda Lutheran provides on demand non-emergency transportation to those with developmental disabilities within the City of Watertown

Cambridge Area Resource Team - CART

Cambridge Area Resource Team, also known in the community as "CART," provides confidential assistance to those in need in the Cambridge community to help meet their basic human needs. Transportation services are provided as needed to medical appointments, shopping, or social events.

Snowmobile Trails

Jefferson County has nearly 200 miles of county snowmobile trails and 290 miles of club trails.⁴ The county snowmobile trails are open for public use, providing opportunities for the public to recreate and travel throughout the

⁴ http://www.jcsawi.org.customers.tigertech.net/wp-content/uploads/2014/12/2016_Map_Final.png

county during the winter months. County trails are funded by the Wisconsin Snowmobile Grant and Aid Program and maintained by local clubs.

ATVs/UTVs

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. ATV's and UTV's are currently allowed to travel on roadways within several cities and towns within Jefferson County through local ordinances.



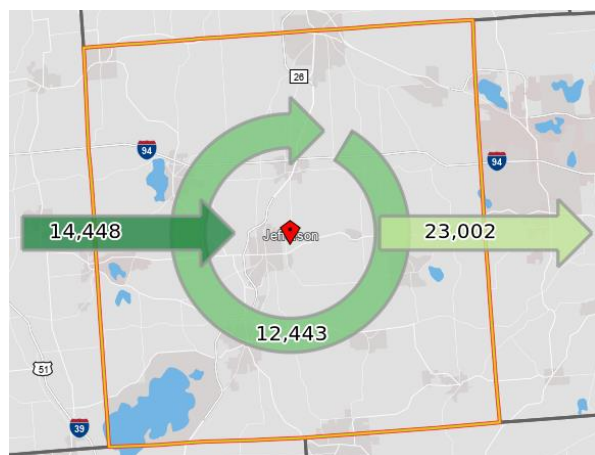
Jefferson County acknowledges changes in the transportation system and the county will periodically collaborate with communities to discuss emerging trends and revisit current practices.

Golf Carts

Golf carts are increasing in popularity, especially among older adults and are being used as motorized alternatives to motor vehicles. The vehicles are primarily used in campgrounds and neighborhoods within golf communities. Golf carts are used in low speed settings and are not intended to be used on higher speed town roads.

Employment Journey to Work

Employment Inflow/Outflow



According to the American Community Survey (ACS), in 2017 there were 26,891 jobs available within the county. 53.7 percent of the jobs were filled by employees living outside Jefferson County, while 46.3 percent of jobs were held by residents. Daily, 14,448 employees commute into Jefferson County for work. Conversely, of the 35,445 employed county residents, 23,002 (64.9 percent) leave the county each day for work. The graphic to the left shows the inflow/outflow of employment within Jefferson County.

Employment travel described in this section can happen in many forms including personal vehicles and transit opportunities. According to ACS, almost 98 percent of people use car, truck or van to travel to work. Of these

people, 89.8 percent drive alone, while carpooling makes up about ten percent of all work-related automobile trips.

Distance and Direction

In 2018, Wisconsin was ranked as the 13th state in the country for shortest commute times with an average commute of 21.9 minutes. The mean travel time to work for Jefferson County residents is 24.1 minutes which is close to the national average of 25.4 minutes. Over 28 percent of those employed in Jefferson County are traveling more than 25 miles each way to their primary job with most of the flow in the north and an easterly direction towards Waukesha/Milwaukee. Nearly 45 percent of commuters have travel distances less than ten miles each way to/from work.

Current and Past Planning Efforts

In fiscal year 2017 and 2018, Jefferson County completed more than 21 miles of reconstruction and paving work on the County Highway System. In 2019, more than \$5 million was spent to improve four highways including:

- CTH B (Dane County-Waukesha County) Rehabilitation
- CTH A Rehabilitation
- CTH J (STH 106-US 12) Rehabilitation
- CTH CI (STH 106-CTH Z) Rehabilitation

Regional Transportation Planning

Regional Planning Commissions

Jefferson County is one of five counties within the state that are not part of a Regional Planning Commission (RPC), other counties include Rock, Dodge, Columbia and Sauk. The nine RPCs throughout Wisconsin work closely with WisDOT to provide a comprehensive and coordinated approach to local, regional, and state transportation planning issues. RPCs were formed by an executive order of the governor for the purposes of intergovernmental planning and coordination of development within a region. As a member of an RPC, communities and local governments have access to services and benefits provided by an RPC. However, as a member of an RPC, jurisdictions also coordinate on larger planning directives that align with the regional interests. Some of these benefits of an RPC include:

- Conduits to State and Federal Funding Sources
- Regional Collaboration, Facilitation, and Assistance Between Communities
- Coordinating
- Regional Plan Development
- Assistance with Housing Needs Assessments
- Access to Resources (i.e. grants, GIS, Community Development)
- Traffic Counts and Road Inventories
- Statewide and Regional Initiatives
- Distribution of Land Use Planning Materials
- Intergovernmental Review Process
- Utility Planning

Though Jefferson County is not currently a member of an RPC, there are two RPCs located to the east and west of the county. Dane County to the west is served by the Madison Area Metropolitan Planning Organization (MPO) and Capital Area Regional Planning Commission (CARPC). To the east, Waukesha, Washington, Ozaukee, Milwaukee, Racine, Kenosha, and Walworth Counties are served by the Southeastern Wisconsin MPO and the Southeastern Wisconsin Regional Planning Commission (SEWRPC). As growth and development continues within the county and surrounding area, interest may grow from regional partners to include Jefferson County in one or both RPCs. The county should carefully consider its desires for RPC coordination, understanding the regional planning guidance in both directions.

Milwaukee Urbanized Area

Following the 2010 U.S. Census, the Milwaukee urbanized area boundary was extended to include a 2.7 square mile area of Jefferson County.⁵ The area is located in the Town of Ixonia along STH 16 between Highview Road and the Jefferson/Waukesha County line. This extension requires Jefferson County to meet Federal requirements for metropolitan transportation planning in order to receive Federal highway and transit funds within the urbanized area. To meet these requirements, the county entered into a cooperative agreement with the Southeastern Wisconsin

⁵ More information on this designation can be found on the [SEWRPC website here](#).

Regional Planning Commission (SEWRPC) to provide necessary transportation planning and programming services for the county's portion of the Milwaukee urbanized area.

Policy & Guidance

The planning, maintenance, and operations of the county's transportation system will continue to be a priority for Jefferson County over the next 20-years. Public engagement identified the desire for a robust and comprehensive transportation system that provides safe and efficient movement of people and goods throughout the county, while connecting to the larger regional system. In addition to the continuation of existing efforts for maintaining and growing the existing transportation system, Jefferson County may consider the following action items or policy changes.

Completion of a County Transportation Plan	Jefferson County should pursue a comprehensive review of its transportation infrastructure by completing a County Transportation Plan. The plan provides an opportunity to analyze existing and future modes of transportation and identify deficiencies, needs, timelines, and capital needed for all modes. Similarly, to the Comprehensive Plan, goals and implementation actions can also be defined specific to the transportation network and identify outcomes that assist the county in maintaining a safe and efficient transportation system.
Update the Bicycle Plan	The latest Bicycle and Pedestrian Plan was updated in 2010 and warrants updating to reflect current conditions and identify opportunities, locations, and potential funding sources for enhancements moving forward. The Jefferson County Parks, Recreation and Open Space Plan was adopted on August 1, 2020 and supplements some of the updates that may be considered in an update to the Bicycle Plan. The document identifies pedestrian and bicycle accomplishments (2013-2020) and identifies trail expansion priorities, capital improvements, and Implementation recommendations. Development of the document considered comments from numerous stakeholders, county staff, and members of the general public.
Investigate and Invest in Transportation Programs to Support an Aging Population	By year 2040, Jefferson County's population is expected to top 100,000 residents. Almost all age cohorts are expected to grow for both males and females, with growth especially strong for the older cohorts. Seniors made up 13.2 percent of the total county population in 2010, but this is anticipated to grow to 22.4 percent in 2040. As people live longer, they will require additional housing options, aging in place resources, and transportation modalities. As residents age, so will their transportation options. The county should explore opportunities to provide additional transportation options for residents without access to a personal vehicle, including personal, recreational and medical intra-county trips, as well as regional destinations. This should include an assessment of current bus/van transportation, shared ride and taxi programs, and volunteer organizations that currently provide transportation options for the aging population. Additionally, land use and development planning of senior living facilities should coordinate with transportation efforts to identify locations for such uses that is supported by transportation infrastructure.
Support a Diverse and Robust Transportation Network	Mobility choices will continue to grow and evolve along with Jefferson County's population. This may include shifts in the number of personal vehicles or increases in the use of non-traditional modes. As the county continues transportation planning, construction, and maintenance efforts, attention should be given to all modes of transportation to support a diverse system. For example, the agricultural community is dependent on the county's roadway network to move implements

Explore New Transportation Trends and Technologies

and goods within and outside of the county. Understanding and planning for these movements creates opportunities for a safe system that supports all users.

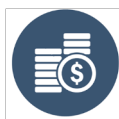
There are several emerging transportation trends and technologies that will emerge over the next 20 years that should be considered in the county's long-range transportation planning. An early understanding of these technologies can be used to plan for how the system can accommodate these emerging items to meet the needs and desires of county residents and stakeholders. Electric vehicles and autonomous vehicles are two examples of emerging technologies that may warrant consideration.

- Electric Vehicles continue to grow in popularity. An electric vehicle, also called an EV, uses one or more electric motors or traction motors for propulsion. An electric vehicle may be powered through a collector system by electricity from off-vehicle sources, or may be self-contained with a battery, solar panels, or an electric generator to convert fuel to electricity.⁶ The benefits to the environment from EV's are immense. An EV releases no tail pipe pollutants and are extremely quiet to operate. A study showed the potential air pollution benefits of EV's and according to one of the scenarios, Europe is on track to reduce CO2 emissions from cars by 88 percent by 2050. The number of electric vehicles on the road is expected to reach 125 million by 2030.⁷ There are two ChargePoint electric vehicle charging stations within Jefferson County. One is in Johnson Creek and the other in Lake Mills. Whitewater and Oconomowoc also have charging stations located just across the Jefferson County line.
- An autonomous car, also known as a robotic car, self-driving car, or driverless car, is a vehicle that can sense its environment and moving with little or no human input. Autonomous vehicle technology is becoming increasingly sophisticated each year, with newer features already in place such as park assist, crash avoidance, and lane departure alerts. Some leading manufacturers have released driverless technology and autopilot features on the highway system. For example, freight truck platooning is being explored where trucks are connected while traveling on the highway system, allowing them to travel closer together and improve wind resistance and fuel mileage.

While the timing of fully autonomous vehicles on the roadway system is unknown, continuing to monitor progress can be helpful for considering autonomous needs on the system.

⁶ Asif Faiz; Christopher S. Weaver, Michael P. Walsh (1996). *Air Pollution from Motor Vehicles. Standards and Technologies for Controlling Emissions. World Bank Publications* p. 227 ISBN 978-0-8213-3444-7.

⁷ <https://www.cnn.com/2018/05/30/electric-vehicles-will-grow-from-3-million-to-125-million-by-2030-ia.html>



CHAPTER 8 – ECONOMIC DEVELOPMENT

Introduction

Jefferson County enjoys the bounty of rich agricultural farmlands; proximity to large population centers; picturesque landscapes, lakes, and natural areas; and the presence of a well-trained workforce and high quality of life. These resources form the foundation for a diverse and resilient economy in the county.

This chapter examines how the county can leverage these resources to its full potential and ensure that future growth benefits are shared among the residents of the county. Growth in business and industry through regional partnerships can raise wages, preserve the tax base, and maintain the quality of life. Through the planning process, key economic development themes were identified for the next 20 years.

Economic Development Key Themes

- Agricultural Economy
- Tourism Economy
- County Identity and Marketing
- Manufacturing Economy
- Quality of Life and Growth
- Supporting Existing Businesses and Attracting New Industry
- Growing Regional Presence

Existing Conditions

The section looks at county and regional economic development indicators to identify the strengths and areas of growth for the county. Regional economic trends must be considered, as residents of Jefferson County commute elsewhere for employment and visitors contribute through tourism and commerce.

Workforce

Two main indicators of economic well-being are employment and wages. Some industries, like utilities and management, pay very well but employ relatively few workers. Others, such as accommodation and food services, employ considerably more workers but have lower incomes. Economic development initiatives often seek to increase the share of workers with high-paying jobs, which improves personal well-being and public finances and expands opportunities for continued growth. Additional high-income jobs may also lead to more service level jobs at establishments frequented by the high-income earners. The Jefferson County Labor Basin, which includes all those eligible to work, contained 713,048 workers as of 2018.¹

Industry and Wage Trends

Understanding industry trends is key for targeting economic development strategies. In 2019, over 30 percent of the county's workforce was employed in the manufacturing and wholesale trade industries. This industry has shown employment growth over the last ten years, with an increase of 247 jobs in manufacturing alone (see *Figure 8-1*). Approximately half of the available labor force is interested in employment in manufacturing.² While many industries have experienced employment growth over the last ten years according to the Bureau of Labor Statistics, others have experienced a decline. Administrative support experienced the largest increase of 623 employees from 2009 to 2019, while wholesale trade experienced the greatest decrease of 548 employees.

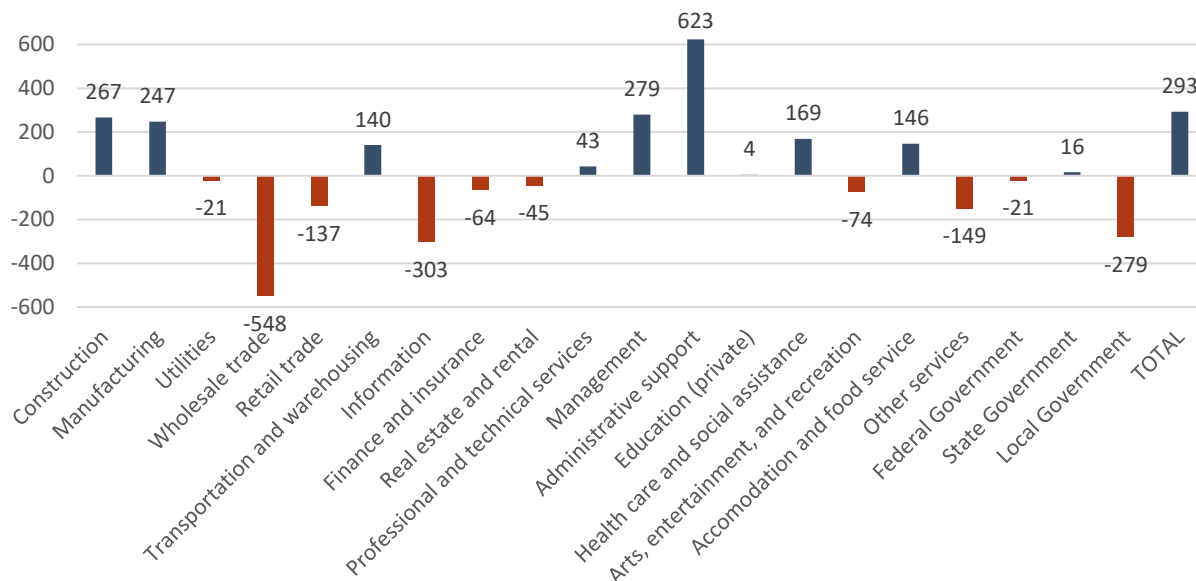
Exploring wages by industry also provides insight for the development of economic development strategies. In 2019, average annual wages ranged from \$23,728 (administrative support) to \$113,051 (utilities) across the employment industries in Jefferson County (see *Figure 8-2*). Many industries experienced an increase in wage growth between

¹ The Jefferson County Labor Basin includes all eligible workers in both Jefferson County, and workers who commute in from Columbia, Dane, Dodge, Jefferson, Rock, Walworth, Washington, and Waukesha Counties.

² Based on 2018 THRIVE ED data

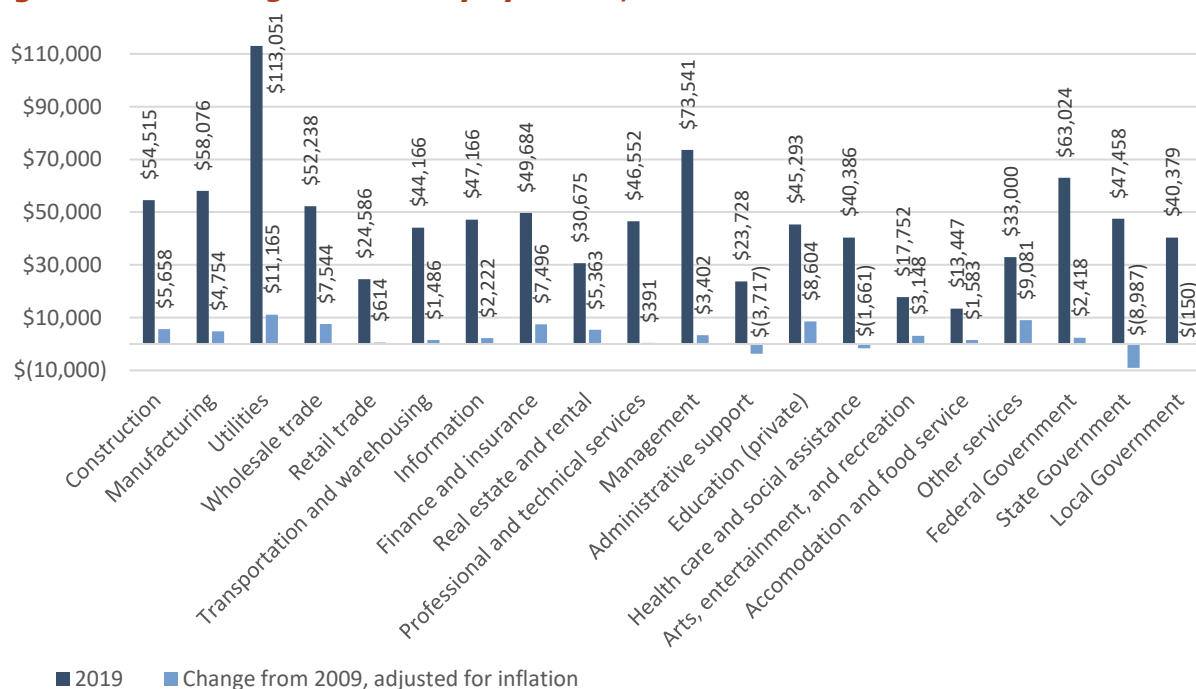
2009 and 2019, while four industries experienced a decline. Private education experienced the largest percentage wage increase of 23.5 percent of all categories, while state government experienced the greatest decrease (15.9 percent).

Figure 8-1. Net Employment Change by Sector, 2009 to 2019



Source: Bureau of Labor Statistics, Quarterly Census of Employment and Wages, 2009 and 2019. Data contains all public and private industries.

Figure 8-2. Average Annual Pay by Sector, 2009 to 2019



Source: Bureau of Labor Statistics, Quarterly Census of Employment and Wages, 2009 and 2019. Data contains all public and private industries. Figure displays September 2019 dollars; 2009 wages adjusted for inflation (factor 1.18887)

Industry Projections

The Wisconsin Department of Workforce Development projects workforce growth by sector for each Workforce Development Area (WDA). Jefferson County is in WDA 10 – South Central which is composed of Columbia, Dane, Dodge, Jefferson, Marquette, and Sauk Counties. Overall, the WDA is projected to experience employment growth of nearly 9 percent by 2026, resulting in an addition of 44,780 employees across the six counties (see [Table 8-1](#)). 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 1.0 percent from 2006 to 2016.

Table 8-1. WDA 10 – South Central: 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

The WDA also publishes a list occupations with high projected growth rates that must meet the following criteria: (1) Median salary must be above the WDA median; (2) Percentage change must be greater than the WDA average; and (3) Have the most projected openings. The occupations with the greatest growth through 2026 for the region include software developers (32.3 percent), and market research analysts (24.5 percent), financial managers (21.7 percent), and medical and health service provides (21.6 percent) within WDA 10 (see [Table 8-2](#)).

Table 8-2. WDA 10 South Central: High Growth Occupations Projections, 2016 – 2026

Occupation	Employment 2016	Projected Employment 2026	Employment Change (2016-2026)	Percent Change (2016-2026)
Software Developers, Applications	7,670	10,150	2,480	32.3%
Registered Nurses	8,630	9,650	1,020	11.8%
Market Research Analysts and Marketing Specialists	3,310	4,120	810	24.5%
General and Operations Managers	6,310	7,000	690	10.9%
Management Analysts	4,720	5,410	690	14.6%
Heavy and Tractor-Trailer Truck Drivers	5,330	6,000	670	12.6%
Accountants and Auditors	5,150	5,720	570	11.1%
Health Specialties Teachers, Postsecondary	2,500	3,000	500	20.0%
Computer User Support Specialists	2,620	3,000	380	14.5%
Financial Managers	1,610	1,960	350	21.7%
Medical and Health Services Managers	1,250	1,520	270	21.6%

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

Major Industries

The THRIVE Economic Development (THRIVE ED) organization for Jefferson and Dodge counties monitors a list of large private employers in the county. The 2020 list of largest employers is led by the Trek Bicycle Corporation which employs over 1,000 employees (see [Table 8-3](#)).

Table 8-3. Jefferson County Major Employers (Over 250 Employees)

Employer	Jefferson County Location	Industry	Number of Employees
Trek Bicycle Corp	Waterloo	Bicycle manufacturing	1000+
Generac Power Systems	Jefferson & Whitewater	Backup power generation manufacturer	500-999
Nasco International	Fort Atkinson	Education, farm and ranch supplies	500-999
Clasen Quality Chocolate	Watertown	Food Processing/Candy & Confectionary Wholesaler	250-499
Fisher Barton	Watertown	Cutting Tool and Machine Tool Accessory Manufacturing	250-499
Fort HealthCare	Fort Atkinson	General Medical and Surgical Hospitals	250-499

Employer	Jefferson County Location	Industry	Number of Employees
Jones Dairy Farm	Fort Atkinson	Food processing/meat products	250-499
Nestle Purina Pet Care	Jefferson	Cat/dog food manufacturing	250-499
On-Cor Frozen Foods Redi-Serve	Fort Atkinson	Frozen specialty food manufacturing	250-499
South Comm Communications	Fort Atkinson	Publisher	250-499
Spacesaver Corp	Fort Atkinson	Shelving & Locker manufacturing	250-499
Watertown Regional Medical Center	Watertown	General Medical and Surgical Hospitals	250-499

Source: THRIVE ED. Excludes public employers such as the school districts, municipalities, and the county.

Industry Specialization

Jefferson County specializes in several industries, most notably agriculture, forestry, fishing & hunting.³ The degree of specialization in any industry is measured by the location quotient (LQ), which compares local industry employment or productivity relative to the national average. For example, in Jefferson County, all agriculture, forestry, fishing & hunting activities employ 2.38 times as many workers as would be expected for a population this size. In absolute numbers, approximately 2.73% of Jefferson County residents work in these industries. Although more residents work in the main industry clusters, such as transportation, recreational goods, metalworking, and marketing, the proportion of Jefferson County employees to national averages are at or below average.

Economic Base

The economic base is composed of industries which produce goods or services for export, bringing wealth into the county. Any industry with a location quotient greater than 1 is a basic industry. Any industry with a location quotient less than 1 is a non-basic industry. Agriculture (2.38), manufacturing (2.07), wholesale trade (1.09), health care & social assistance (1.07), construction (1.03), and the retail trade (1.02) industries are part of Jefferson County's economic base.

Industry Clusters

The U.S. Cluster Mapping Project provides further insight into the Jefferson County economy. A “cluster” of industries is a group of supportive industries that are linked through their supply chains. This happens when the goods and services that are produced by one regional industry become inputs to production in another industry. Firms selectively cluster together within a region when there is benefit in locating near other similar firms.

As of 2017, the top industry clusters in Jefferson County are transportation, recreational goods, metalworking, and marketing. A strong cluster is a cluster that has high employment specialization in a region (ranking in the top 25 percent of all regions by specialization and meeting minimum criteria for employment and establishment).

Cluster mapping provides a visual summary of the Jefferson County economy (see *Figure 8-3*). Each circle represents an industry group. All green-colored circles represent areas of economic specialization (basic, exporting

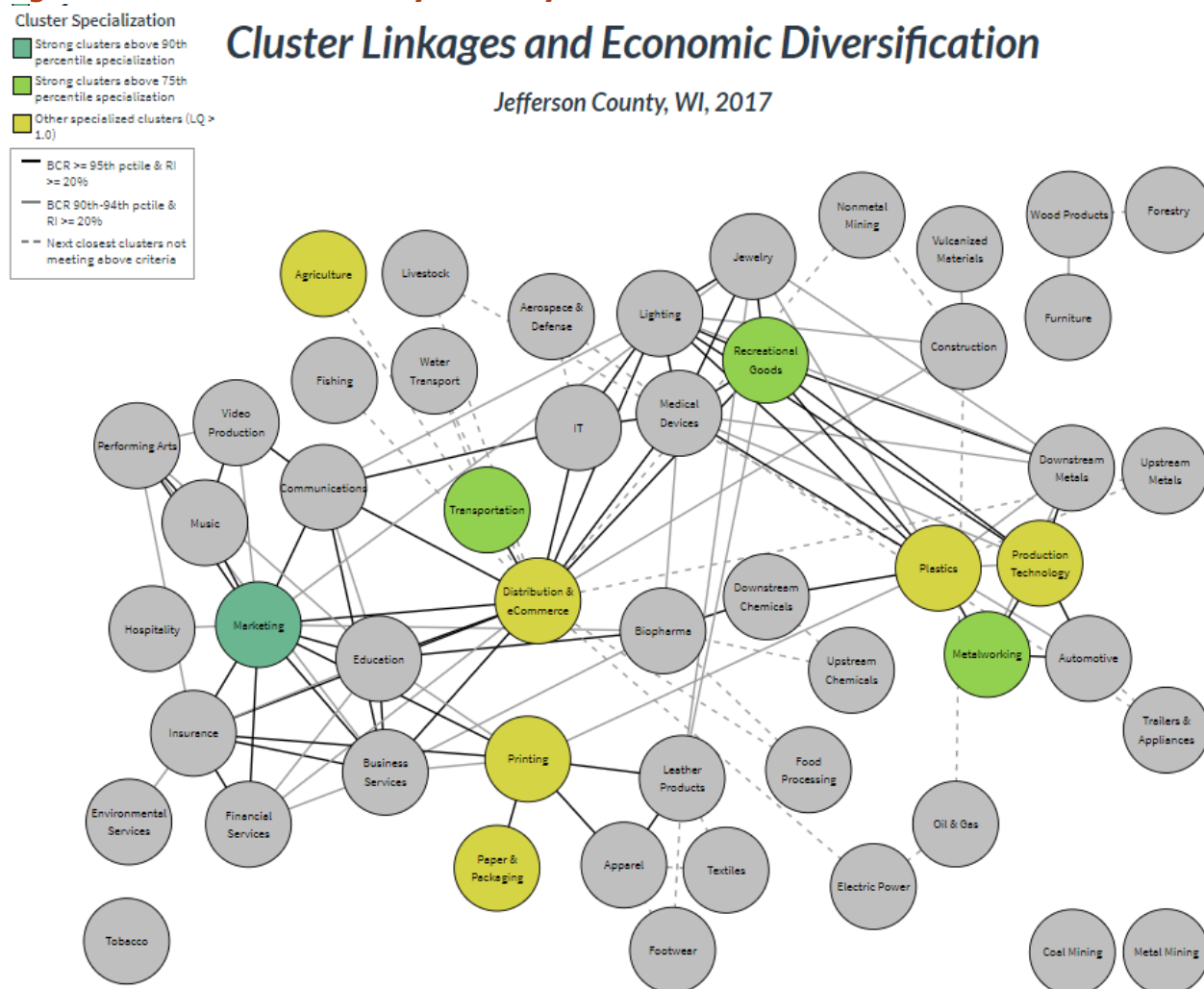
³ Data USA, based on ACS 2017, <https://datausa.io/profile/geo/jefferson-county-wi>

industries), with the relative degree of specialization indicated by shade. The connecting lines represent relationships between supportive industries, demonstrating the cluster effect.

Note that agriculture is a specializing industry, but it is not highly integrated into the regional economy – that is, raw agricultural commodity products exit the regional economy for processing and application. If ancillary industries were to develop locally, the county would be able to further capitalize on one of its primary resources.

Cluster analysis helps economic development initiatives focus on coordinated industries, with the goal of improving conditions for groups of related industries, rather than focusing on just one industry.

Figure 8-3. Jefferson County Industry Clusters



Source: U.S. Cluster Mapping Project, http://www.clustermapping.us/region/county/jefferson_county_wi/cluster-portfolio

Economic Development Assets

The economic development assets identified in the 2010 Comprehensive Plan largely still apply today. The seven key assets of the county were identified based on the county’s location, exporting industries, and ability to provide future innovative solutions. The seven key assets are briefly discussed below.

Proximity to Regional markets and Research and Development Hubs	<p>Jefferson County is in the center of the most diverse and dynamic economic region in Wisconsin. The county and its communities are positioned to build upon existing strengths and to leverage their strong linkage to the Madison and Milwaukee metro areas. The influence of these unique metro areas is significant; being located between the discovery and basic research center of Madison, and the applied technology and financial center of Milwaukee, Jefferson County has many opportunities to be a physical and economic link between the two.</p> <p>The county is in close proximity of 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 both regional efforts while also developing its own unique economic vision.</p>
Agricultural Production and Expertise, and Food Processing	<p>Agriculture dominates the physical landscape of the county and the farmers own and manage the resources of over 221,000 acres of land, ranking it among Wisconsin’s top counties in the production of poultry and eggs, aquaculture, nursery stock and sod, soybeans, and agricultural crops in general.⁴</p> <p>Jefferson County has several supply and processing companies that support and add value to the agricultural products. The county has a strong agricultural preservation culture – most notably through the county’s Comprehensive Plan, Agricultural Preservation and Land Use Plan, Zoning Ordinance, and local community plans. Jefferson County’s communities and workforce are part of a strong manufacturing sector that is skilled in food processing.</p>
Corporate Presence & Manufacturing Diversity	<p>Jefferson County has a well-established corporate presence with significant and diverse goods and service producing companies. Manufacturing is the single largest source of employment in the county, providing over 28 percent of all jobs. The service industry, led by high quality and growing health care operations, represents another significant employment sector.</p>
Water and Natural Resources	<p>Jefferson County’s high-quality natural resource base is an asset that greatly contributes to the quality of life in the county and region, see the Agricultural, Natural, and Cultural Resources chapter. It is a rich agricultural landscape, with an abundance of environmental corridors, rivers and lakes, wetlands, extensive public lands, and organizations committed to natural resources, positioning the county to capitalize on the growing recreation and tourism economies.</p> <p>Jefferson County has a rich supply of freshwater with numerous lakes, wetlands, and rivers, including two major rivers, the Rock and Crawfish, which traverse the historic downtown communities of Watertown, Jefferson and Fort Atkinson. This freshwater asset plays a role in the county’s groundwater recharge ability for the Rock River basin.</p>

⁴ U.S. Department of Agriculture, Census of Agriculture 2017, https://www.nass.usda.gov/Publications/AgCensus/2017/Online_Resources/County_Profiles/Wisconsin/cp55055.pdf

<p>Rural Character</p>	<p>Rural Character is a notable strength in Jefferson County, with a prevalence of small communities surrounded by productive farmland. Each community embraces individual character and is dedicated to retaining their identities in the future. These unique communities maintain a sense of place, with vital town centers that provide community residents and visitors a focal point and pleasant public domain for everyday social life, while also being in close proximity to the urban amenities of Madison, Milwaukee, and Chicago.</p> <p>As the metro regions on either side of Jefferson County continue to grow, the county may grow more and more attractive to a portion of the regional workforce looking for the lifestyle benefits associated with the county’s rural character.</p>
<p>Cultural Heritage</p>	<p>Jefferson County’s cultural heritage is evidenced throughout its traditional downtowns, which have maintained their historic fabric and authentic character over many generations. The communities of Lake Mills and Watertown received the Main Street Program designation in 2006 and 2000, respectively, through the Wisconsin Department of Commerce. This designation provides the communities with tools and assistance to leverage the unique assets of their downtown areas.</p> <p>Jefferson County has sixty sites officially classified through the National Register of Historic Places and Historical Society of Wisconsin Register. The recognition and rehabilitation of historic properties creates an atmosphere that honors an important cultural and ethnic past.</p> <p>Jefferson County has a wealth of archaeological treasures both in site and museum exhibits. The native archeological sites include earthen effigy mounds and celestial stone monuments, particularly in the areas of Lake Mills and Aztalan, which are rich in ancient history and legend. Thought to be built by the Early-Mound Building or Middle Mississippian culture, Aztalan is considered by many to be one of the most important archeological sites in Wisconsin. The site features two truncated, earthen pyramids partially surrounded by a tall stockade.</p> <p>In more recent history, the ethnic heritage of Jefferson County was led by early German settlers who shaped the county’s cultural heritage. The area is home to the first kindergarten, numerous clubs, events and community organizations including Concordia Music Society - a German singing group, Watertown’s Turner Hall and Plattdeutscher, and the annual Gemuetlichkeit Days in the City of Jefferson.</p>

Economic Development Agencies and Resources

Economic development agencies in the region that can assist local businesses and municipalities grow are listed below, including a brief description of their services.

<p>Jefferson-Dodge Counties THRIVE ED</p>	<p>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.</p>
<p>JCEDC</p>	<p>The Jefferson County Economic Development Corporation (JCEDC) is an advocate for the county’s business community and is dedicated to building economic prosperity through job</p>

	creation. This is accomplished by encouraging attraction, expansion, and retention of primary employers.
Workforce Development Area 10 – South Central	The purpose of a local Workforce Development Area (WDA) is to serve as a jurisdiction for the administration of workforce development activities and execution of adult, dislocated worker, and youth funds allocated by the state and are defined by the Wisconsin Department of Workforce Development. The South-Central WDA is composed of Columbia, Dane, Dodge, Jefferson, Marquette, and Sauk Counties.
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.
Wisconsin Economic Development Corporation (WEDC)	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.
Wisconsin Department of Workforce Development (DWD)	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.
Wisconsin Economic Development Association (WEDA)	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.
US Small Business Administration (SBA)	The mission of the SBA is to maintain and strengthen the nation's economy by aiding, counseling, assisting, and protecting the interests of small business and by helping families and businesses recover from national disasters.
US Department of Housing and Urban Development (HUD)	The mission of HUD is to increase home ownership, support community development, and expand access to affordable housing free from discrimination. For many families, the American dream means owning their own home. One of HUD's highest priorities is to help more families realize this dream for themselves. Through its programs and initiatives, HUD is breaking down the barriers that lock families out of homeownership.

Madison Economic Partnership (MadREP)	MadREP is the economic development agency for the eight-county Madison Region of southcentral Wisconsin, consisting of consists of Columbia, Dane, Dodge, Green, Iowa, Jefferson, Rock, and Sauk Counties. It works on a comprehensive regional approach to economic development, the strategic pursuit of job creation and business growth in target clusters, and the development of a coordinated talent pipeline. MadREP works to lead the development of a dynamic economy where people and business thrive. It serves as a partner and collaborator to the WEDC and other state agencies, as well as economic development initiatives within counties, municipalities, chambers of commerce, and the private sector.
Milwaukee 7	The Milwaukee 7, launched in 2005, was formed to create a regional, cooperative economic development platform for the seven counties of southeastern Wisconsin: Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington and Waukesha. Its mission is to attract, retain and grow diverse businesses and talent. While Jefferson County is not currently included within Milwaukee 7, it is important to understand, stay informed, and participate where able, in regional economic development activities.
SEWRPC – Economic Development Assistance	Southeastern Wisconsin Regional Planning Commission (SEWRPC) serves as an economic development resource through its staff, data, and plans to county economic development organizations (EDOs) and the Milwaukee 7 as they seek to maintain and expand the regional economy. Jefferson County is not currently a member of SEWRPC.
Local Economic Development Authorities and Organizations	There are a number of economic development authorities and organizations that operate at the local or jurisdictional level. These agencies provide a local understanding of economic development strategies and tools that are specific to the jurisdiction and its long-range planning efforts.

There are several organizations and data sources that provide resources and information regarding the economic conditions of Jefferson County. Economic development professionals, business leaders, local officials, and residents may utilize these resources to inform economic development analysis or decision making.

- **Wisconsin Department of Workforce Development** – Provides county profiles of various economic conditions data
- **U.S. Bureau of Labor Statistics, Quarterly Census of Employment and Wages** – Provides quarterly and annual employment totals and wage information
- **U.S. Census QWI Explorer** – Provides quarterly economic data by various geographic levels
- **U.S. Census OnTheMap** – Provides employment totals and commuting trends by various geography levels based on U.S. Census county and American Community Survey estimates
- **U.S. Cluster Mapping Project** – A national initiative to provide information and analysis of regional clusters and economies throughout the United States.

Policy & Guidance

There are several tools and resources that are in use or available for the county and its partners to utilize to achieve its economic development goals. The following section highlights five resources that respond to the key themes identified in the planning process.

<p>THRIVE ED Strategic Plan</p>	<p>THRIVE ED released an Economic Development Strategic Plan in 2019 which identified a vision to lead change necessary to support economic growth in Jefferson and Dodge counties that results in healthy, thriving and growing communities. It intends to do so through engaging the public and private sectors in actions focused on attracting and supporting business growth that benefits the residents and communities of Jefferson and Dodge counties. The goals are grouped into three distinct areas of focus:</p> <ul style="list-style-type: none"> • Business Development: Grow businesses, capital investment, and employment opportunities • Workforce Development: Attract, develop, and align talent • Branding and Marketing: Raise awareness of the area’s assets to attract business investment, talent, and visitors with discretionary dollars <p>The goals are accompanied by projected outcomes, and in most cases, are aligned with a quantifiable measure of success. Each goal listed has corresponding strategies. THRIVE ED staff develop plans of work on an annual basis, based upon the outcomes from the annual plan review sessions. As always, economic conditions, availability of funding and leadership will impact the successful execution of the strategies in the multi-year plan. The strategies focus on:</p> <ul style="list-style-type: none"> • Business retention and expansion • Recruit/attract new driver industry businesses • Building business investment capacity • Workforce/talent skill development and alignment • Talent attraction • Build a “Must-See” business destination/Support business development goals • Provide a high-quality economic development website and marketing materials for the region. • Ensuring professional staffing of the organization • Ensuring professional and relevant governance of the organization • Ensure sustained funding of the organization <p>Note: The THRIVE ED Strategic Plan is also adopted by the JDEDC as their strategic plan.</p>
<p>Opportunity Zones</p>	<p>In 2017, the US Congress enabled the creation of Opportunity Zones, a new community development program that utilizes tax credits to encourage investments in low-income communities. As opportunity zones are designated, tax incentives may be used to support reinvestments within the zone. There are two opportunity zones in Jefferson County. One is Census Tract 55055101100 on the south side of the City of Jefferson, and the second opportunity zone is Census Tract 55055100200 in downtown Watertown. Within these zones, certain properties may be eligible for preferential tax treatment. County efforts to support local cities will be important in encouraging investment in designated opportunity zones. The county will work with local entities responsible in designated Opportunity Zones to further local reinvestment and revitalization efforts. The Wisconsin Housing and Economic Development Authority has resources available to assist investments in opportunity zones.</p>

<p>Programs and Incentives</p>	<p>The Wisconsin Economic Development Corporation offers a suite of programs and incentives for business, a selection of these include:</p> <ul style="list-style-type: none"> • The Manufacturing and Agriculture Credit offers tax credits and exemptions on sales and property tax for qualifying businesses. • Businesses beginning to operate, relocating, or expanding in Wisconsin are eligible for Business Development Tax Credits for creating or retaining full time jobs. • Training Grants are available to assist businesses in upgrading or improving job-related skills for full time employees. • The Wisconsin Certified Sites Program are shovel-ready sites to help businesses expand or relocate in less time. A Certified In Wisconsin site has the key reviews, documentation, and assessments most commonly required for industrial uses completed. • The Main Street and Connect Communities Program provides technical assistance to communities in the planning, management, and implementation of strategic development projects in downtowns and urban neighborhoods. • County Revolving Loan Funds provide funds to businesses for expansion purposes, and are generally related to maintenance or expansion of the local workforce. As the funds are paid back to the county, they are made available to loan again to businesses.
<p>Economic Development and Land Use</p>	<p>Given the county’s history of agriculture and manufacturing, one of the objectives of the Comprehensive Plan is to protect opportunities for future agricultural and industrial activities. Employing sound soil, water, and land use and other environmental management principles limit the external impacts of agriculture on adjacent land uses. The Comprehensive Plan will accomplish this by guiding non-agricultural development to more appropriate areas of the county, away from prime farmland, and within land designated as urban or rural development areas, land adjacent to those development areas, or along transportation corridors.</p>
<p>Tax Increment Financing</p>	<p>Wisconsin’s Tax Increment Finance (TIF) program was approved by the legislature in 1975. Its purpose is to provide a way for a City, Village or Town to promote tax base expansion through its own initiative and effort. TIF is aimed at eliminating blight, rehabilitating declining property values, and promoting industry and mixed-use development.</p> <p>When a TIF district is established, the “base” amount of property tax revenue is recorded using the status quo before improvements. To the extent such efforts are successful, property values rise after (re-)development, leading to an increase in actual property tax receipts above the base. While the base amount of property tax revenue (the level before redevelopment investments) continues to fund city services, the increase in tax revenue is used to pay bonds and reimburse investors for a set period of time.</p>



CHAPTER 9 – AGRICULTURAL, NATURAL AND CULTURAL RESOURCES

Introduction

Jefferson County contains a variety of agricultural, natural, and cultural resources, all of which improve the quality of life for county residents. These include resources such as agricultural lands, air, lakes, wetlands, rivers, and historic properties. For existing residents, these resources provide health, environmental, aesthetic, and recreational benefits such as clean drinking water, healthy ecosystems, and space to swim, paddle, or boat. Understanding the current condition and location of these resources ensures the current and future residents of Jefferson County have access to them. The policies and guidelines listed here ensure continued stewardship of these resources as the county grows and expands.

Agricultural, Natural, & Cultural Resources Key Themes

- Preserve Character and Balance Growth
- New and Emerging Agricultural Practices
- Water Quality and Quantity
- Education
- Preserve and Enhance Natural Resources and Open Space
- Environmental Corridors
- Collaboration

Existing Conditions

An understanding of the available resources within the county creates an opportunity for residents and stakeholders to connect with the wide range of resources, and also provide an opportunity for the county to plan preservation efforts to maintain and enhance these resources for future generations. The following section highlights existing agricultural, natural, and cultural resources in the county.

Agricultural Resources

Jefferson County residents have a strong connection to the county's agricultural foundation. Many residents are connected to the agricultural economy or appreciate the character of place associated with agricultural uses. The existing agricultural resources in the county include lands used for agricultural production, including both pasture lands and crop fields. The Agricultural Preservation and Land Use Plan, provided in [Appendix A](#), provides further detail of these resources and the policies and regulations for the preservation of these resources.

Land Cover

Land cover is a valuable tool in understanding the variety and scale of natural resources in Jefferson County. Land cover is the physical characteristic of the ground – as opposed to land use which defines how occupants utilize the space. Land cover types include the following:

- **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.

Currently, most of the land cover in Jefferson County is agricultural, followed by wetlands and open water, and urban/development (see *Figure 9-1*). Urban/Development areas are located primarily within existing cities or villages but are also found near large water bodies or transportation corridors in the county. Small areas of grassland, barren, and shrubland exist, but are not centralized or significantly large within the county boundaries. There is a substantial forest near the Village of Palmyra, represented the largest forested area in the county.

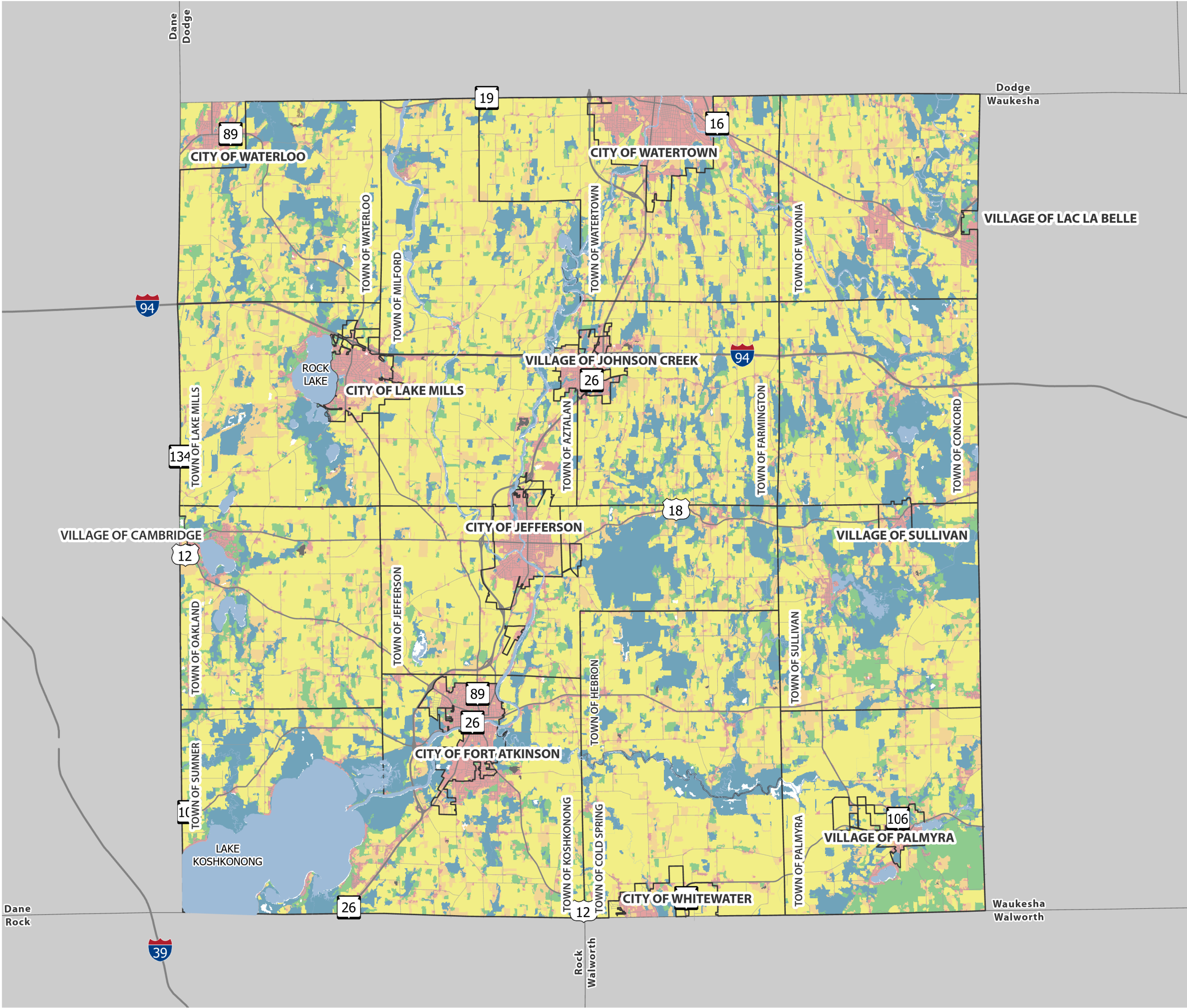




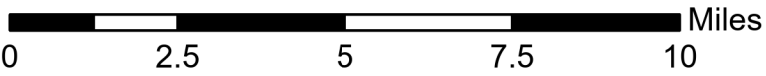
Source: Eli Wedel



Figure 9-1: Land Cover



- Land Cover Type
- Urban/Developed
 - Agriculture
 - Grassland
 - Forest
 - Wetland
 - Barren
 - Shrubland
- City
- Town
- Village
- Interstate
- Highways
- Local Roads
- Lakes and Rivers



Source: Jefferson County, 2020



Agricultural Census Data

The Census of Agriculture collects agricultural data, including number of farms, farm size, agricultural product value, producer data, and livestock inventories on a five-year cycle. Analysis of this data can be used to aid in the understanding of trajectories for agriculture and future needs.

In 2017, a total of 1,098 farms were recorded in Jefferson County, accounting 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 Census of Agricultural findings, aligning with regional and national trends. While the number of farms decreased by 10 percent and the overall acreage of land in farms decreased by 3 percent, the average size of farms grew by 8 percent (see [Table 9-1](#)). This is likely related to the national trend of merging 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 9-1. Farm Overview, 2007 - 2017

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

Source: 2007, 2012, & 2017 Census of Agriculture

The value of agricultural products produced from these farms has significantly increased within the county from 2012 to 2017. The market value of products sold increased by 19 percent, with farm related income increasing 50 percent and net cash farm income increasing 9 percent (see [Table 9-2](#)). Alongside the rise in income, farms also experienced an increase in production expenses. Since 2012, these production costs increased 21 percent, reducing the farm-related income to a less dramatic increase in net cash farm income.

Table 9-2. Total Farm Product Market Values, 2017

	2017	Change from 2012
Market value of products sold	\$305,290,000	+19%
Farm-related income	\$16,264,000	+50%
Total farm production expenses	\$266,655,000	+21%
Net cash farm income	\$56,163,000	+9%

Source: 2017 Census of Agriculture

The increases in total market values are evident in average per-farm income across the county. Each farm averages a market value of \$278,042 for products sold, with average farm related income at \$25,493 (see [Table 9-3](#)). Both these values increase substantially from 2012, with a 33 and 77 percent increase, respectively. The average production expense for each farm is estimated at \$242,856, a 36 percent increase from 2012. This results in an average net cash farm income of \$51,150.

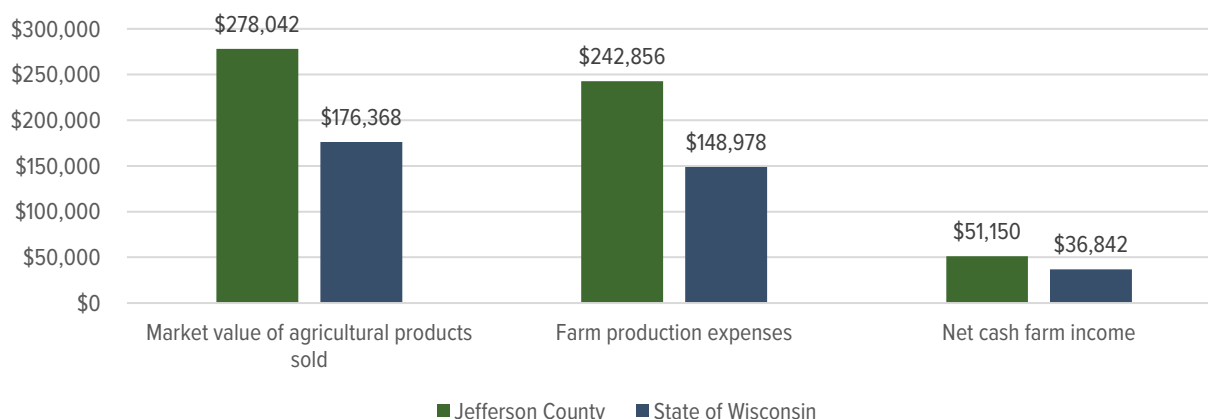
Table 9-3. Average Farm Product Market Values, 2017

	2017	Change from 2012
Market value of products sold	\$278,042	+33%
Farm-related income	\$25,493	+77%
Total farm production expenses	\$242,856	+36%
Net cash farm income	\$51,150	+21%

Source: 2017 Census of Agriculture

Compared to the entire state, Jefferson County has higher market values, production expenses, and net cash income (see [Figure 9-2](#)). The most dramatic difference between county and state averages is in market value of products sold – Jefferson County averages approximately \$280,000 on average, with the state averaging approximately \$180,000. This should translate to a higher net income for county producers as well but is prevented by significantly increased production costs. The average farm in Jefferson County spends almost \$100,000 more on production expenses than the average Wisconsin farm. This results in the net cash farm income of the county, approximately \$51,000, being relatively consistent with state averages of around \$40,000.

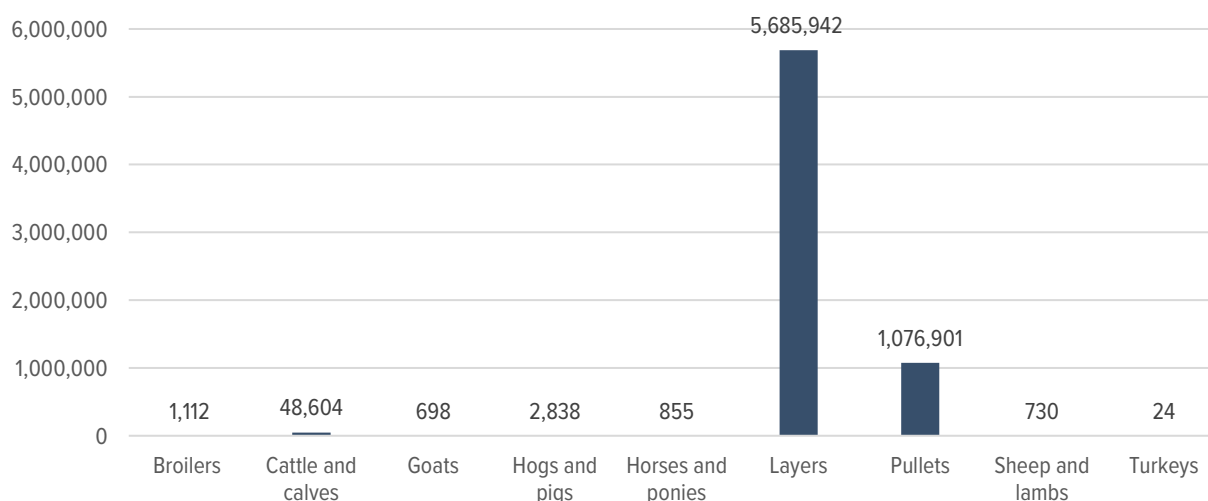
Figure 9-2. Farm Income and Expenses



Source: 2017 Census of Agriculture

Of the over \$305 million in sales of agricultural products in 2017, ranking 9th across the 72 counties in Wisconsin. 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 ranked 3rd in the state for nursery, greenhouse, floriculture, and sod sales, representing \$21 million in sales. Livestock, poultry and product sales accounted for 70 percent of the total sales, or \$206 million. Jefferson County was the lead producer of poultry and eggs in 2017 in the state of Wisconsin, recording sales of over \$110 million. The livestock inventory of these farms is also recorded by the United States Department of Agriculture. Jefferson County livestock consists mostly of layers (egg producing chickens), pullets (young chickens), and cattle and calves (see [Figure 9-3](#)).

Figure 9-3. Livestock Inventory, 2017



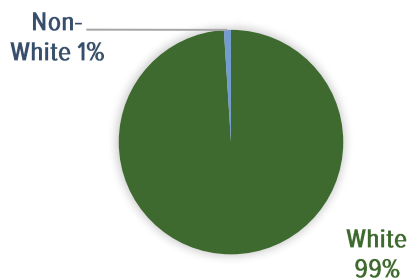
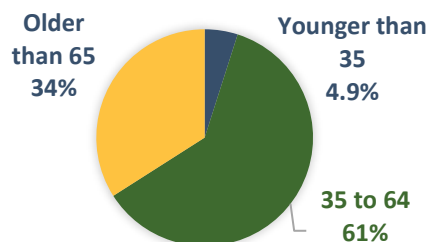
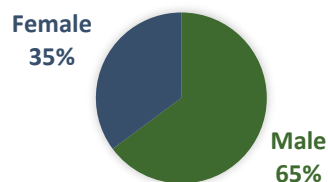
Source: 2017 Census for Agriculture

Additionally, there are ten Concentrated Animal Feeding Operations (CAFOs) located in Jefferson County. A CAFO houses and raises animals in a confined land area, with more than 1,000 animal units (animal unit definitions vary based on species). These large-scale agricultural facilities operate under Wisconsin Pollution Discharge Elimination System (WPDES) permits issued by the state, and two of these CAFO operations also hold air pollution control permits.

The Census of Agriculture also provides detailed information on agricultural producers within the county. Data on the demographics of these producers can help shape county goals and tools to protect and support agricultural land. According to the latest Census, there are 1,866 agricultural producers in Jefferson County (see [Table 9-4](#)). The county's producers are dominated by white male farmers between the ages of 35 and 64. Approximately one third of farmers are female, and less than one percent are non-white. Almost four hundred farmers identify as "new and beginning farmers", who often need expanded support to overcome operational hurdles during the first few years of farming.

Table 9-4. Agricultural Producer Data

Demographic Indicator	Count	Percent
Male	1,210	64.9%
Female	656	35.1%
Younger than 35	92	4.9%
35 to 64 years old	1,139	61.0%
Older than 65	635	34.1%
American Indian/Alaska Native	1	0.0%
Asian	8	0.4%
Black or African American	2	0.01%
White	1,847	99.0%
More than one race	8	0.04%
New and beginning farmers	394	--



Source: 2017 Census for Agriculture

Farm specific data is collected as part of the Agricultural Census, recording unique demographic information about Jefferson County farms. Almost 100% of farms in the county are family farms, with about three quarters having internet access. Roughly one third of farms hire farm labor, about 10 percent sell directly to consumers (see [Table 9-5](#)).

Table 9-5. Farm Specific Data

	Percentage of all Jefferson County farms
Have internet access	76%
Farm organically	2%
Sell directly to consumers	6%
Hire farm labor	27%
Are family farms	96%

Source: 2017 Census for Agriculture

Farmland Conversion

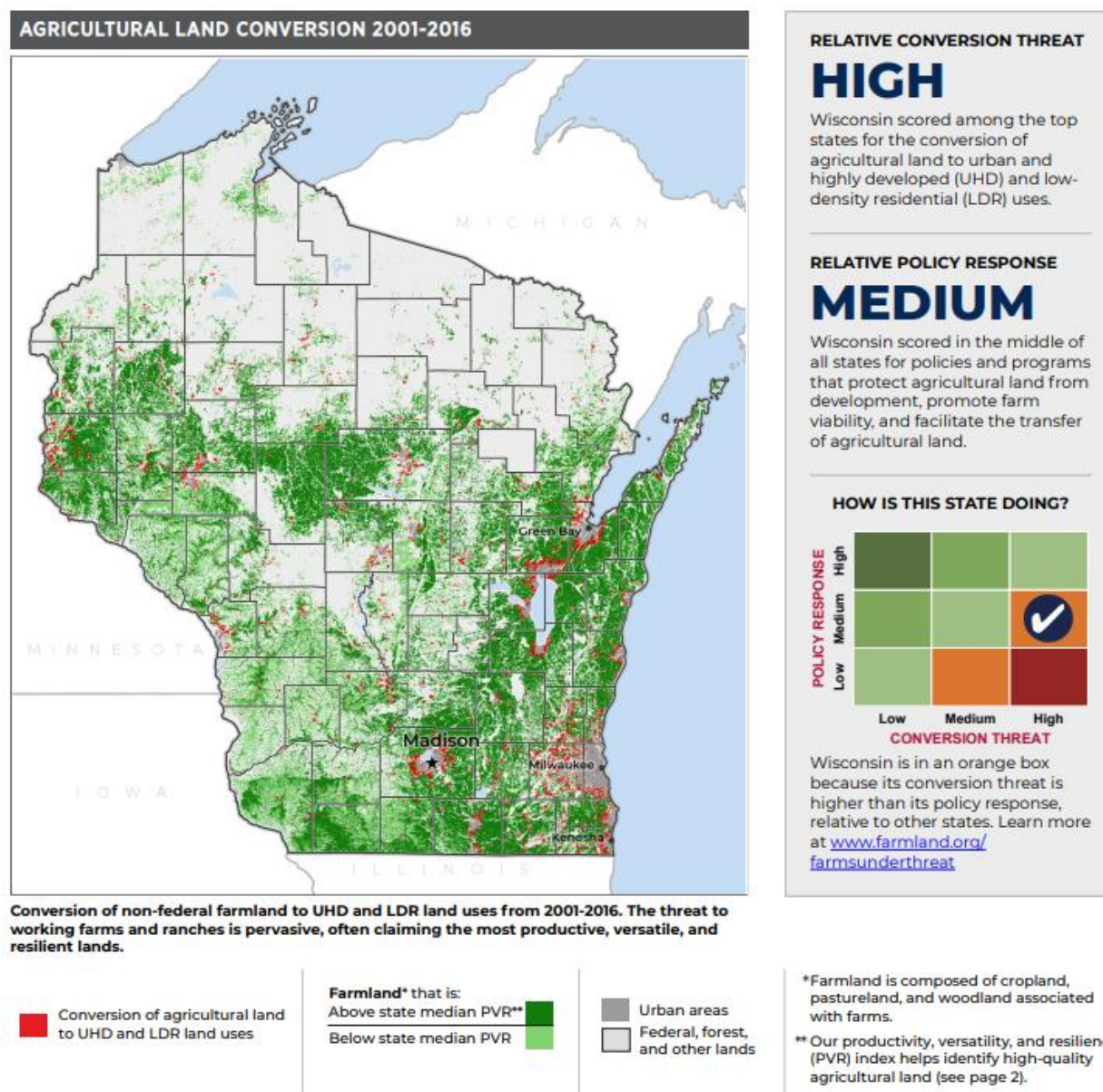
Protection of agricultural land is critical for long-term sustainability of agriculture, both for the State of Wisconsin and Jefferson County. Often, conversion of land impacts the most productive, versatile, and resilient agricultural lands. In the “Farms Under Threat” report created by The American Farmland Trust, Wisconsin was found to have a high conversion threat, as it scored among the top states for conversion of agricultural land to highly developed (UHD) and low-density residential (LDR) uses. Between 2001 and 2016, 249,800 acres of agricultural land in Wisconsin was developed or compromised (see *Figure 9-4*). If left as agricultural land, these acres could have generated over \$190 million in annual revenue. Over 50 percent of this converted land was made up of cropland, 30 percent of pastureland, and 20 percent woodlands.

Jefferson County faces similar threats to the conversion of agricultural land, specifically due to its location between two urban areas. Jefferson County has a high proportion of high-quality agricultural land (based on productivity, versatility, and resiliency), but land is at risk of conversion to other uses, particularly near existing urbanized areas. The American Farmland Trust analyzed the conversion of farmland to other uses throughout the country from 2001 to 2016 and mapped these locations. While conversion of farmland occurred in Jefferson County over this time frame, the percentage of land converted is lower than surrounding areas. The majority of land conversion has occurred around the Cities of Watertown, Jefferson, Fort Atkinson, and Lake Mills (see *Figure 9-5*).

In addition to analyzing the areas converted from farmland to another use, the quality of agricultural land was analyzed by productivity, versatility, and resiliency. Using the soil suitability, food production history, and land cover for an area, lands were provided a Productivity, Versatility, and Resiliency rating, or PVR. Agricultural lands include areas of low to high PVR throughout all areas of the County. Larger concentrations of high PVR lands are located on the western half of the county (see *Figure 9-6*).

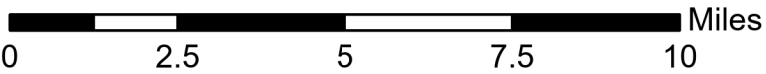
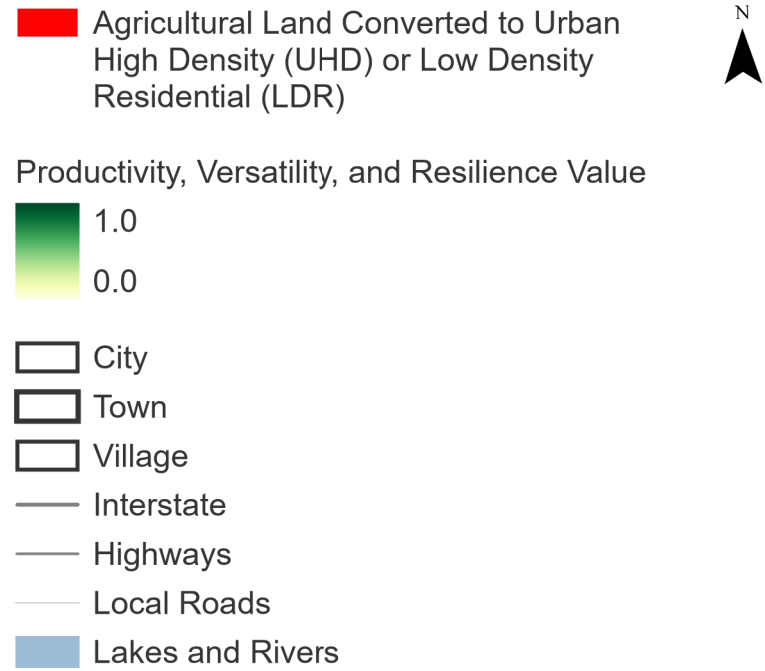
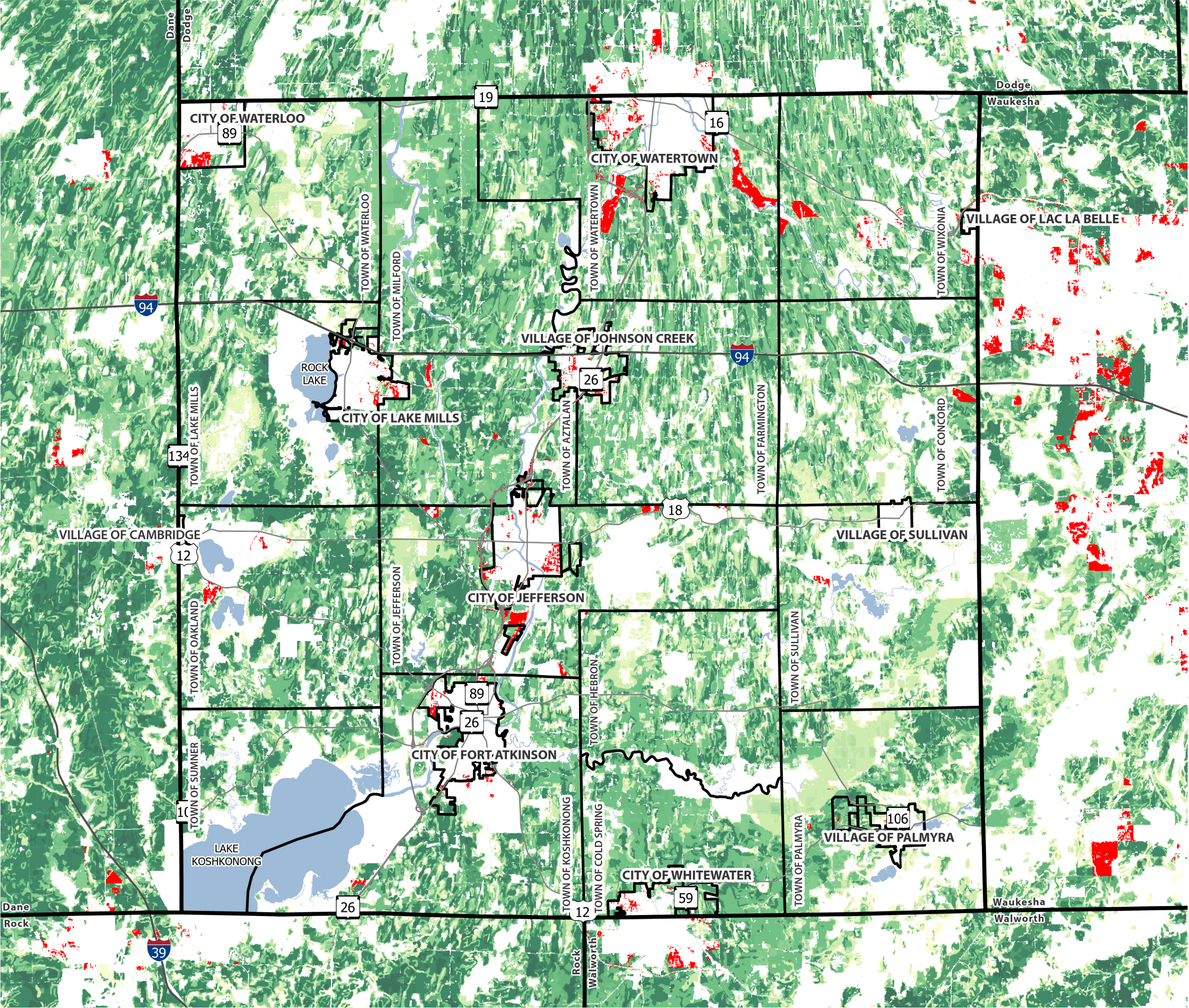


Figure 9-4. Agricultural Land Conversion, State of Wisconsin



Source: USDA Farms Under Threat, 2019

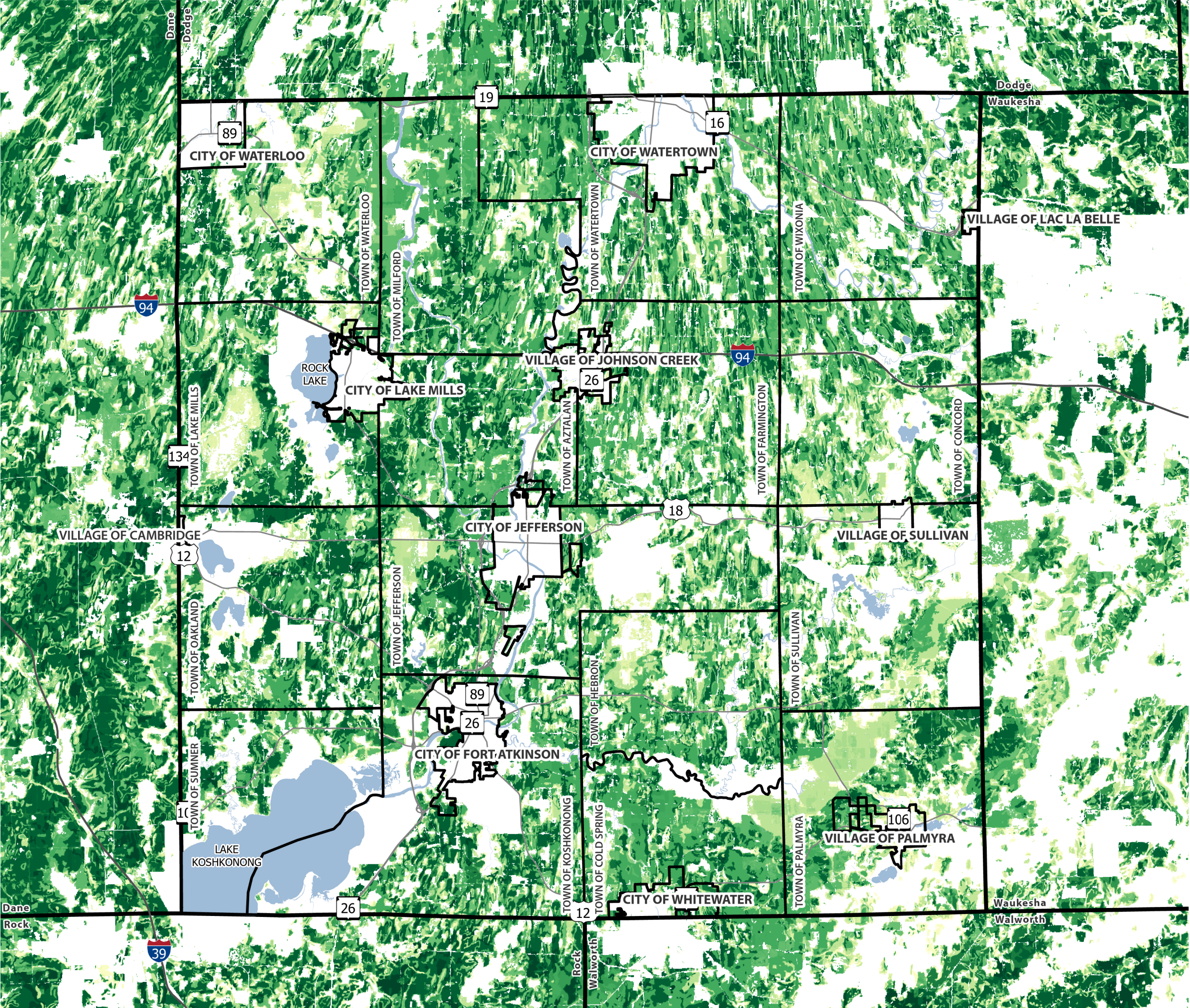
Figure 9-5: Converted Farmland



Source: American Farmland Trust, 2016



Figure 9-6: Productivity, Versatility, and Resiliency (PVR) Values



PVR Value

1.0

0.0

City

Town

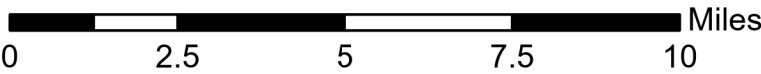
Village

Interstate

Highways

Local Roads

Lakes and Rivers



Source: American Farmland Trust, 2016



Agricultural Easements

The Jefferson County Purchase of Agricultural Conservation Easements (PACE) program works to permanently protect working farms from non-agricultural development through paid and donated easements. Eligible land must be located entirely within a farmland preservation area, meet Wisconsin and Jefferson County soil and water conservation standards, have at least one unused development right associated with it, and have 50 percent or more of the acreage be tillable. Landowners can apply for a portion of or the entire working farmstead. If approved, the future development of the specified land will be limited to agricultural related uses only. This program is one of many tools the county uses to ensure future viability of their agricultural lands and resources.

Natural Resources

The county's natural resources contribute to its rural character and quality of life for residents. Throughout the planning process, residents and stakeholders expressed desires for the preservation and enhancement of these resources for future generations and visitors to enjoy.

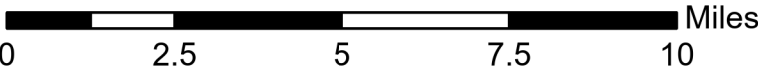
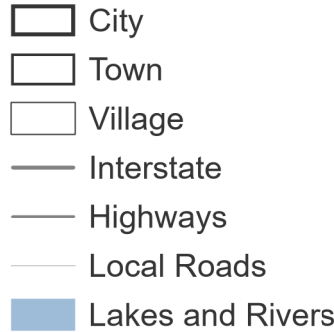
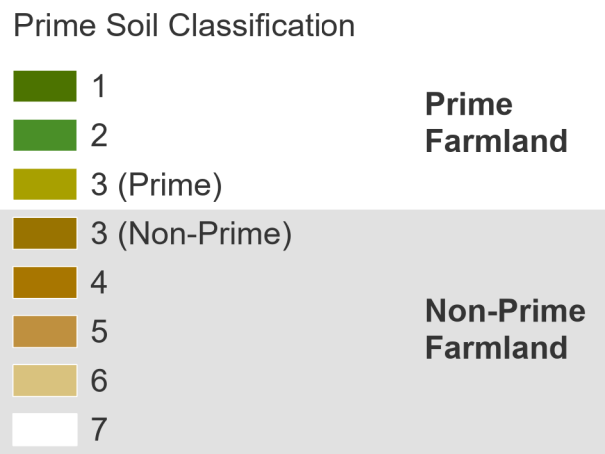
Soils

With the majority of the land within Jefferson County being dedicated to farming, soil quality is of significant importance. Many soils are considered "prime farmland" with hydric soils being considered prime when drained. Agricultural productivity of these soils is high. Soil erosion is one of the largest threats to soil productivity. Conservation practices must be in place to maintain these soils. Soil loss is monitored by various governmental agencies such as Natural Resource Conservation Service, the Jefferson County Land and Water Conservation Department and the Wisconsin Department of Agriculture. Tillage systems and crop rotations are continually changing and assessed through the use of the Revised Universal Soil Loss Equation to ensure county soils stay productive now and in the future.

The National Resources Conservation Service (NRCS), of the U.S. Department of Agriculture, maintains a soil classification database that assigns a soil classification to soil groupings. These classifications range from Class 1 to Class 7, each identifying specific characteristics. Soils throughout Jefferson County vary in classification, with large areas of Class 2, Class 3, and Class 5 soils (see *Figure 9-7*). Each soil classification is defined as:

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 9-7: Soil Characteristics



Source: Jefferson County, 2020



Water Resources

Jefferson County has approximately 17,440 acres of surface water that include about 14,590 acres of lakes and 97 miles of streams and rivers. There are approximately 55,500 acres of wetlands in the county. Lake Koshkonong, the largest water body in the county, occupies the southwest corner of the county and approximately 10,000 acres. Rock Lake and the Rock River, along with smaller lakes and wetlands, occupy the remaining 7,000 acres and are dispersed across the county. The segment of Allen Creek within Jefferson County is designated as an Exceptional Resource Water. This designation from the state signifies excellent water quality and valued fisheries. It exhibits the same high-quality resource values as Outstanding waters, but may be impacted by point source pollution or have the potential for future discharge.

Jefferson County residents highly value these water bodies, as they are often central to recreational activities and growing communities. Development is occurring rapidly around Lake Koshkonong and Rock Lake, with residents appreciating the aesthetic, environmental, and recreational benefits the lakes have to offer. As this waterfront development occurs, the county must consider the impact on water bodies and ecosystems which inhabit them. Additionally, excess nutrients from nearby agricultural lands must be monitored and managed to limit impacts on neighboring water resources.

The Wisconsin Department of Natural Resources (WDNR) compiles data on fish and aquatic life conditions annually. Within Jefferson County, 60 percent of lakes were identified as having “Excellent” or “Good” fish and aquatic life conditions. However, many lakes and rivers – including Lake Koshkonong – were identified as having “Poor” fish and aquatic life conditions (see [Table 9-6](#)).

Table 9-6. Fish and Aquatic Life Condition

Water Body Name	Start Mile	End Mile	Year Updated	Condition
Allen Creek	0.00	7.52	2020	Good
Ashippun River	0.00	33.17	2019	Poor
Bark River	0.00	12.46	2020	Poor
	12.46	25.95	2020	Good
Battle Creek	0.00	1.81	2020	Good
Bean Lake	--	--	2019	Suspected Poor
Blue Spring Lake	--	--	2020	Good
Crawfish River	0.00	11.04	2019	Poor
	11.04	20.94	2016	Excellent
Deer Creek	0.00	3.65	2015	Good
Duck Creek	0.00	11.83	2015	Good
Galloway Creek	0.00	9.36	2015	Good
Golden Lake	--	--	2020	Good
Goose Lake	--	--	2012	Good
Hahns Lake	--	--	2017	Suspected Poor
Hope Lake	--	--	2017	Good
Johnson Creek	0.00	17.50	2018	Poor
Koshkonong Creek	27.27	48.42	2020	Poor

Water Body Name	Start Mile	End Mile	Year Updated	Condition
Lake Koshkonong	--	--	2020	Poor
Lake Ripley	--	--	2020	Excellent
Mauneshia River	0.00	5.50	2016	Poor
	5.49	13.21	2017	Poor
Mud Creek	0.00	7.97	2020	Excellent
Mud Lake (Lake Mills)	--	--	2020	Poor
Oconomowoc River	0.00	13.95	2020	Fair
Otter Creek	0.00	15.25	2020	Good
Red Cedar Lake	--	--	2020	Good
Rock Creek	0.00	1.77	2020	Good
	2.21	3.14	2019	Poor
	3.14	4.46	2019	Good
	6.44	7.51	2019	Good
Rock Lake			2020	Excellent
Rock River	207.32	242.84	2020	Poor
	242.84	263.37	2016	Poor
	263.37	286.97	2017	Poor
Rome Millpond	--	--	2019	Good
Rose Lake	--	--	2017	Good
Scuppernong River	0.00	9.37	2015	Poor
	10.31	12.46	2018	Poor
Spence Lake	--	--	2011	Fair
Spring Creek	0.00	4.52	2015	Poor
Lower Spring Lake	--	--	2020	Poor
Upper Spring Lake	--	--	2012	Good
Steel Brook	1.70	2.70	2015	Poor
Stony Brook	0.00	15.43	2020	Poor
Whitewater Creek	0.00	8.08	2020	Good

Note: Water Bodies with an "Unknown" Fish and Aquatic Life Condition and unnamed streams and lakes were excluded from the table

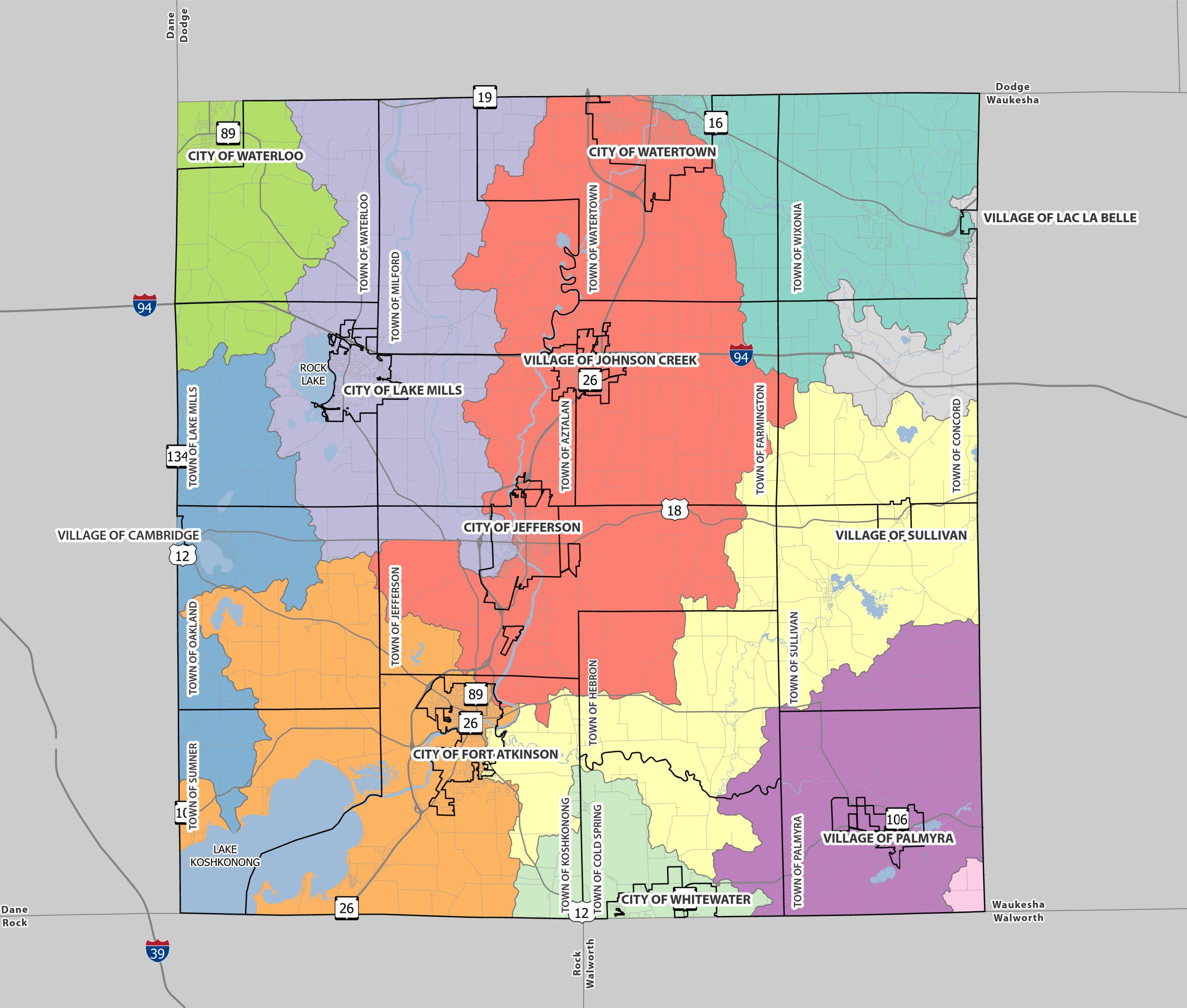
Source: Wisconsin Department of Natural Resources

The Department of Natural Resources provides a list of surface waters which are "impaired". Waters in this category currently do not meet water quality standards or designated uses. Portions of six rivers, two brooks, three creeks, one stream, three lakes, and one millpond in Jefferson County are on the impaired list.

Jefferson County contains thirteen river watersheds which drain to the Rock River, and a small portion of the Illinois Fox watershed (see [Figure 9-8](#)). Watersheds are upland areas that drain to a specific lake or a portion of a river. A minor watershed is a smaller watershed that is defined within a major watershed.

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 for example, can significantly influence water quality. To ensure the current and long-term health of county water bodies, Jefferson County implements conservation programs and monitors practices with the goal of reducing pollution to waterways.

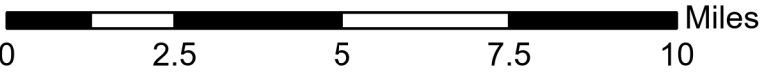
Figure 9-8: Watersheds



Watershed Name

- Ashippun River-Rock River
- Bark River
- Crawfish River
- Johnson Creek-Rock River
- Koshkonong Creek
- Lake Koshkonong-Rock River
- Maunesh River
- Mukwonago River
- Oconomowoc River
- Scupperenong River
- Whitewater River

- City
- Town
- Village
- Interstate
- Highways
- Local Roads
- Lakes and Rivers



Source: Jefferson County, 2020



Environmental Corridors

The county contains many environmental corridors, which positively impact natural habitats, water quality, and local ecosystems (see *Figure 9-9*). Many are located along the lakes and rivers within the county, providing natural connections around and through developed lands. Environmental corridors are used as a planning tool to identify groupings of valuable natural resources within the county. Preservation and maintenance policies and activities utilize the environmental corridors to define areas of preservation. As the county grows, the continued use of the environmental corridors as a planning tool will preserve valued resources.

What is an Environmental Corridor?

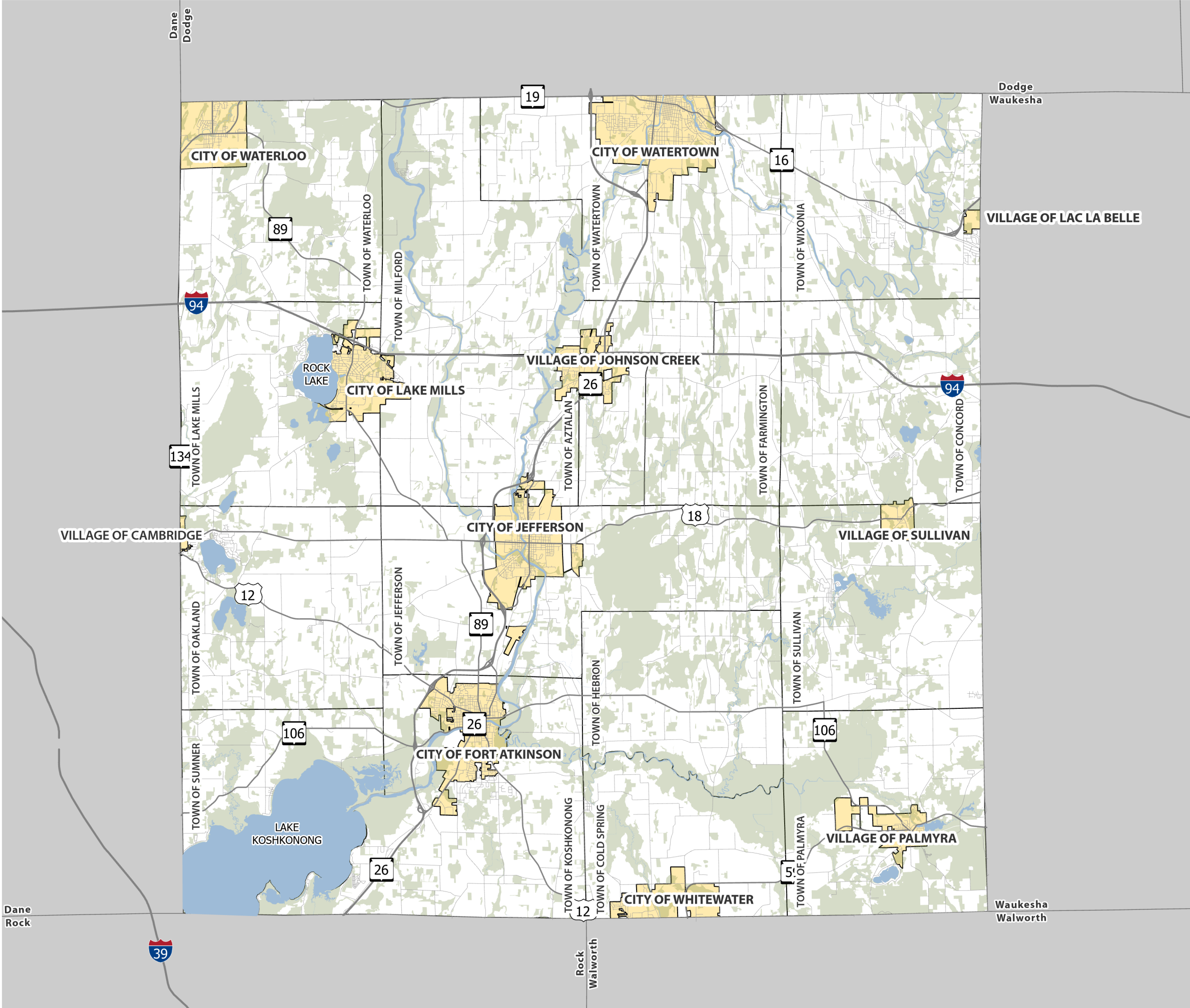
An environmental corridor connects natural areas, open space, and scenic resources separated by human activities or structures. They can often be found along streams, rivers, or other natural features.

Environmental corridors identify five major resource types, including:

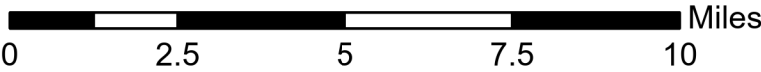
- WDNR delineated wetlands
- Federal Emergency Management (FEMA) designated 1 percent annual chance of flood (100-year flood) areas
- Publicly owned land designated as public parks or conservation areas
- Contiguous upland woods over 10 acres in area
- Slopes of 20 percent or greater as determined by the USDA Soil Survey



Figure 9-9: Environmental Corridors



- Environmental Corridors
- City
- Town
- Village
- Interstate
- Highways
- Local Roads
- Lakes and Rivers



Source: Jefferson County, 2020



Cultural Resources

Cultural resources are the third resource component that contributes to the quality of life and character of a place. These resources include elements of the built environment or historic locations that have helped to shape the character of a place today.

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. Jefferson County has numerous sites on the National Register including historic districts, buildings, land, and objects (see [Table 9-7](#)).

Table 9-7. Historic Resources within Jefferson County

Property Name	Listed Date	Jurisdiction	Level of Significance
Aztalan	10/15/1966	Lake Mills	National
Beals and Torrey Shoe Co. Building	12/6/1984	Watertown	Local
Bean Lake Islands Archeological District	8/12/1982	Lake Mills	State
Beck, Michael and Margaritha, Farmstead	2/5/2018	Jefferson	Local
Brandt House	4/2/2008	Watertown	Local
Carcajou Point (47 Je 2)	9/18/1979	Busseyville	National
Carcajou Point Site (Boundary Increase II)	8/13/2008		Local
Carcajou Point Site (Boundary Increase)	9/5/1991	Sumner	Local
Chicago and Northwest Railroad Passenger Station	3/28/1979	Watertown	Local
City of Waterloo Carousel	8/15/1997	Waterloo	State
Clyman Street Historic District	8/3/2015	Watertown	Local
Copeland--Ryder Company	4/13/1989	Jefferson	Local
Crab Apple Point Site	12/22/1978	Edgerton	State
Curtis, David W. and Jane, House	5/12/2009	Fort Atkinson	Local
Enterprise Building	6/5/1975	Palmyra	Local
Fargo, Enoch J., House	7/8/1982	Lake Mills	Local
Fargo, L. D., Public Library	1/18/1982	Lake Mills	Local
First Kindergarten	2/23/1972	Watertown	National
Fort Atkinson Club	4/24/2017	Fort Atkinson	Local
Fort Atkinson Water Tower	11/15/2005	Fort Atkinson	Local
Fuermann, August, Jr., and Eliza, House	7/27/1989	Watertown	Local
Haight Creek Mound Group (47-Je-38)	8/5/1985	Fort Atkinson	State
Hebron Town Hall	12/31/2002	Hebron	Local

Property Name	Listed Date	Jurisdiction	Level of Significance
Highsmith Site	12/1/1978	Fort Atkinson	State
Hoard Mound Group (47JE33)	5/10/1984	Fort Atkinson	State
Hoard, Arthur R., House	11/30/1982	Fort Atkinson	Local
Hoard's Dairyman Farm	8/29/1978	Fort Atkinson	National
Jefferson Fire Station	12/6/1984	Jefferson	Local
Jefferson High School	1/11/2001	Jefferson	Local
Jefferson Public Library	1/17/1980	Jefferson	State
Jones Dairy Farm	12/27/1978	Fort Atkinson	State
Knapp--Calkins Farmstead	10/29/2018	Palmyra	Local
Lake Mills Downtown Commercial Historic District	4/5/2019	Lake Mills	Local
Main Street Commercial Historic District	1/7/1998	Jefferson	Local
Main Street Commercial Historic District	6/2/1989	Watertown	Local
Main Street Historic District	6/7/1984	Fort Atkinson	Local
May, Eli, House	9/14/1972	Fort Atkinson	Local
McKenzie, Monroe, House	6/19/1985	Palmyra	Local
Merchants Avenue Historic District	6/13/1986	Fort Atkinson	Local
Mulberry Street Residential Historic District	6/7/2019	Lake Mills	Local
Niedecker, Lorine, Cottage	2/20/2018	Sumner	National
North Washington Street Historic District	10/23/2009	Watertown	Local
Octagon House	11/23/1971	Watertown	Local
Palmyra Boy Scout Cabin	11/6/2017	Palmyra	Local
Panther Intaglio Effigy Mound	10/15/1970	Fort Atkinson	Local
Pioneer Aztalan Site	2/25/1975	Aztalan	State
Pitzner Site (47 Je 676)	7/6/1982	Jefferson	State
Puerner Block-Breunig's Brewery	6/14/1984	Jefferson	Local
Richards Hill Residential Historic District	6/14/2013	Watertown	Local
Saint Bernard's Church Complex	11/26/2003	Watertown	Local
Schweiger Industries Plant III	10/22/2018	Jefferson	Local
Shekey, Albert and Mary, House	7/7/2015	Koshkonong	Local
Smith, Richard C., House	4/19/1979	Jefferson	Local
Solliday, Albert F., House	12/5/2003	Watertown	Local
South Washington Street Historic District	11/26/2003	Watertown	Local
St. Paul's Episcopal Church	11/7/1979	Watertown	Local
St. Wenceslaus Roman Catholic Church	5/12/1975	Waterloo	State
Stoppenbach, Emil and Flora, House	11/5/2019	Jefferson	Local

Property Name	Listed Date	Jurisdiction	Level of Significance
Telfer Site	3/29/2000	Milford	Local
Waterloo Downtown Historic District	11/8/2000	Waterloo	Local

Source: National Register of Historic Places

Policy & Guidance

Preservation and enhancement efforts will continue to be a priority for Jefferson County over the next 20-years and is supported by the engagement received throughout the planning process. There are several existing policies, tools, and plans currently in use to assist with these efforts. The county should continue to utilize these tools and assess any needed impacts to respond to changing needs or conditions. Additionally, there are new or emerging efforts that can be explored by the county as it works towards achieving its goals.

<p>Agricultural Preservation and Land Use Plan</p>	<p>The Agricultural Preservation and Land Use Plan provides a framework for growth and preservation in Jefferson County through the planning horizon. With a focus on the county’s land use planning and zoning approaches, it ensures that vital farmland is preserved while balancing opportunities for growth. Working in partnership with the Jefferson County Comprehensive Plan, this document focuses specifically on national, state, and county programs and policies that support farmland preservation and protection.</p> <p>This plan was developed in accordance with the Wisconsin Department of Agriculture, Trade, and Consumer Protection’s (DATCP) Farmland Preservation Program. The county’s participation in this program and development of the plan allows for the use of farmland preservation zoning districts, the formation of Agricultural Enterprise Areas, and provides eligibility for income tax credits for properties that meet certain standards.</p>
<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 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. To support this economic incentive for land preservation, the county will implement numerous policies, including:</p> <ul style="list-style-type: none"> • Limit county use of eminent domain for road expansion purposes to maximize lands in agricultural production • Discourage the provision of urban services and assessments for these services • Prioritize areas for intensive agricultural-related businesses and prototype agricultural products
<p>Cultural Resources Preservation Programs</p>	<p>Preservation programs within Jefferson County and the State of Wisconsin work to preserve resources, enrich neighborhoods, and provide a tangible link to the historic events and places of the community. Tools to encourage and support preservation are available at a variety of scales and project sizes. Properties listed on national or state historic registers have access to:</p> <ul style="list-style-type: none"> • Grant programs: There is an expansive list of grants available by both public and private organizations for historic properties. Most often, these are available through the Historic Preservation Fund and state and local governments. • Tax incentives: Federal income tax incentives are available for historic easements and for rehabilitation of historic properties.

Climate Change and Resiliency	<p>The county’s agricultural, natural, and cultural resources are vulnerable to threats of our changing climate. Examples include increased rain events and overland flooding concerns that impact agricultural production and can be harmful to natural and cultural resources. The county can take action towards a response to climate change and increased resiliency of its systems through policies and actions of adaptation and mitigation.</p> <ul style="list-style-type: none"> • Adaptation is the act of modifying activities or policies to become more suited to an environment or situation. • Mitigation involves actions or policy changes in response to activities or disasters experienced by a location or entity. <p>The county should consider opportunities to build resiliency into all decision making. This can range from the adoption of adaptation strategies that reduce greenhouse gas emissions throughout the county to the rebuilding of transportation infrastructure in response to washouts from a major storm event. Considering opportunities to increase resiliency across all systems creates an environment that is fiscally responsible and amendable to change.</p>
Collaboration and Education	<p>As noted throughout this chapter, the county, residents, and various stakeholders group all have interests in the preservation and enhancement of agricultural, natural, and cultural resources in Jefferson County. These varied interests and activities provide options for collaboration between groups and opportunities to educate the public. The county should continue to nurture relationships with active organizations and partners to assist with achieving its goals for resource preservation.</p>
Land and Water Resources Management Plan	<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 implementation, laws and ordinances involved, 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. These five goals include:</p> <ul style="list-style-type: none"> • Improve and protect agricultural land, soil resources, and ground water through the implementation of agricultural programs, and state and county laws. • Protect and enhance surface water, ground water, and wetland quality, and associated habitat areas. • Preserve and protect natural areas, woodlands, open space, and farmland for the benefit of Jefferson County citizens and visitors. • Track the state of soil, water, and natural resources through monitoring and assessment. • Educate and inform the public regarding Jefferson County resources and Land and Water Conservation Department Services.
Parks, Recreation, and Open Space Plan	<p>The Parks, Recreation, and Open Space Plan, updated in the summer of 2020, sets the county’s goals for the future of the recreation system. The plan identifies several implementation strategies and recommendations to aid the county in bringing the visions for the recreation system to life. These strategies are organized into six categories:</p> <ul style="list-style-type: none"> • Park System Planning Strategies • Recreation and Conservation Strategies • Acquisition Strategies • Departmental Management Strategies • Partnership and Fund-Raising Strategies • Marketing Strategies



CHAPTER 10 – INTERGOVERNMENTAL COOPERATION

Introduction

Jefferson County has multiple relationships with local, regional and state agencies that assist the county in achieving its goals. The county is comprised of six cities, five villages, sixteen towns, and several rural hamlets. The county is bordered by Dodge, Waukesha, Walworth, Rock, and Dane Counties. Jefferson County also contains 13 school districts.

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 Cooperation Key Themes

- Coordinate Growth and Development
- Recognize Varied Character and Desires
- Fostering Strong Local Government
- Funding Tools and Opportunities
- Shared Services

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 staffing, and long response times.

While there are numerous benefits for maintaining healthy cooperative relationships, there are also challenges associated with intergovernmental cooperation. However, 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

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.

Intergovernmental Tools and Regulations

This section lists four tools used most frequently related to intergovernmental cooperation.

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 Statutes (§66.021) outlines three procedures for petitioning annexation. The most common involves a petition signed unanimously by all the electors residing in the territory or all owners of property to be annexed. A petition can also be circulated to initiate annexation. This requires signatures of a majority of electors in the territory and owners of one-half of the property either in value or land area. A petition for annexation can also be requested through a referendum election, but this requires signatures of at least 20 percent of the electors in the territory and is not a process that is often used.

Extraterritorial Zoning (ETZ)

Wisconsin State Statutes (§62.23) allow cities and villages authority to assert zoning control over an area extending 1.5 to 3 miles around their border, depending on their size and municipal classification. Cities and Villages with a population of at least 10,000 (Watertown and Fort Atkinson in Jefferson County) can exercise ETZ zoning within 3 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 Extraterritorial Zoning (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.

Extraterritorial Platting

Cities and villages 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 this 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.

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.

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. There are currently four existing boundary agreements between local jurisdictions in Jefferson County (see *Table 10-1*).

Table 10-1. Existing Boundary Agreements

Jurisdiction	Agreement/Comment
Town of Oakland and Village of Cambridge	Existing intergovernmental agreement for a Joint Planning Committee
Town of Watertown and City of Watertown	No intergovernmental agreements are in place although the Town and City tried to establish one years ago. Both parties would like to prioritize an agreement.
Town of Lake Mills and City of Lake Mills	There is a boundary agreement in place to begin in 2022.
Village of Johnson Creek and Jefferson County	Working on agreement and details for a TIF district

Fire and EMS Emergency Response

A number of cities, villages, and towns provide emergency response services in conjunction with their fire departments. Some communities also establish volunteer first responders who are trained to provide immediate lifesaving actions in their neighborhood or community before a response team can arrive.

Fire department service in Jefferson County is offered through a patchwork of systems operated by cities, villages, and towns. Many of the community fire service providers also provide Emergency Response. Jefferson County has ten fire service providers, many of which encompass more than one local jurisdiction and service is provided through mutual aid agreements between adjacent communities. The bulk of the fire service providers are made up of volunteers. EMS service is also typically provided through the fire service provider. Jefferson County consists of ten fire departments and 35 full-time, 101 paid-on call, and 213 volunteer staff (see *Table 10-2*).

Table 10-2. Jefferson County Fire Departments

Fire Department	Stations	Staff
Fort Atkinson Fire Department	1	4 full-time, 41 paid on call
Helenville Fire Department	0	25 volunteers
Ixonia Fire and EMS	1	25 paid on call, 8 volunteers
Jefferson Fire Department	1	45 volunteers
Johnson Creek Fire Department	1	1 full-time, 38 volunteers

Fire Department	Stations	Staff
Lake Mills Fire Department	1	2 full-time, 35 paid on call
Palmyra Fire Department	1	1 full-time, 8 part-time, 25 volunteers
Sullivan Volunteer Fire Department	1	28 volunteers
Waterloo Fire and Rescue	1	2 full-time, 43 volunteers
Watertown Fire Department	1	26 full-time

Jefferson County Emergency Management

Emergency Management protects communities by coordinating and integrating all activities necessary to build, sustain, and improve the capability to mitigate against, prevent, prepare for, respond to, and recover from threatened or actual natural disasters, acts of terrorism, or other man-made disasters.

The Emergency Management Office functions under the direction of the County Administrator, with policy guidance of the Jefferson County Board's Law Enforcement/Emergency Management Committee. The office prepares and maintains county emergency operations plans; coordinates and assists in developing town and municipal emergency management plans within the county; coordinates and participates in local emergency management training programs and exercises; and provides emergency information and public education to prepare the county and its municipalities to cope with natural or man-made disasters.

The Jefferson County Office of Emergency Management is working with all municipalities and first responders to encourage them to include all mutual aid radio channels into their radios. This is offered through grant funding to either replace old radios that do not have the capacity with new radios, or to have their existing radios reprogrammed to include the mutual aid channels.

The Emergency Management Office undertakes multiple activities, including:

- Development and distribution of plans consistent with state plans, deployment of the emergency management program and performance of such other duties related to emergency management as required
- Coordination and assistance in developing town and municipal emergency management plans within the county
- Coordinate and assist in managing the County Hazmat Team
- Coordination and participation in local emergency management training programs and exercises; provision of emergency information and public education
- Assist the Jefferson County Local Emergency Planning Committee (LEPC) with its obligations under the Emergency Planning and Community Right to Know Act (EPCRA) and Wisconsin State Statute 323.0
- Update the Jefferson County Hazardous Materials plans
- Coordinate the Flood Mitigation Acquisition and Demolition Project

Existing Agreements and Desires for Fire and Police Districts

State Statutes set up several tools for local units of government to formally cooperate on several issues of common concern. Under §66.0305, Wisconsin Statutes, adjoining local units of government can share taxes and fees with a municipal revenue sharing agreement. Existing Fire and Police District Intergovernmental Agreements are in place to provide services to the local jurisdictions in Jefferson County. In many cases, multiple districts provide services to a town (see [Table 10-3](#)).

Table 10-3. Existing Fire and Police District Agreements

Jurisdiction	Agreement/Comment
Lake Mills Fire, Watertown Fire and EMS, and Johnson Creek Fire and EMS	Plan in place as of August 2020 and resolution pending for shared services, allocating up to 20 percent of resources to neighboring communities.
Town of Concord	Fire service provided by Ixonia and Sullivan. EMS service provided by Sullivan/Western Lakes. A premium is paid for 24-hour ambulance, but had issues where services was not fast enough. Sullivan is having trouble getting volunteer and providing adequate responses. Many responses along I-94, and Oconomowoc provides the quickest response.
Town of Farmington	Fire service provided by Johnson Creek, Helenville, and Jefferson. Existing relationships are working well; however, certain districts are most costly.
Town of Hebron	Service is provided by Fort Atkinson, Jefferson and Rome. Existing relationships are working well and needed. Sheriff's Department has great relationship with the town.
Town of Ixonia	The Town of Ixonia provides its own fire service and provides services to Watertown, Concord and Ixonia through a volunteer fire and EMS program. The Sheriff's Department provides police service to town, but service can be spotty.
Town of Jefferson	Service is provided from three separate districts, and the town would like to see EMS and Fire services centralized. County Emergency Management is a great resource. Sheriff's Department does a great job and would like to see this model used for fire protection.
Town of Koshkonong	Fire protection is provided by Milton, Fort Atkinson and Whitewater. The town is signing a new 10-year agreement with Fort Atkinson.
Town of Lake Mills	Fire Service is provided by Lake Mills and Cambridge. EMS service has struggled in response time (particularly with senior living facilities). Town Police Department provides police service and lake patrol. The department has 5 to 6 officers that also get assistance from the Sheriff's Department.
Town of Milford	Service is provided by Watertown, Lake Mills, and Johnson Creek.
Town of Oakland	Service is provided by the Cambridge Volunteer Fire Department and the Town maintains a part-time police department. Fire and EMS services are provided by the City of Fort Atkinson and Jefferson via a contract.
Town of Sullivan	Service is provided by the Sullivan Fire Department and EMS service is hired through Western Lakes. Fire Department is staffed with volunteers and is currently making payments on two fire trucks. Police service is provided by the Sheriff's Department, which works well. Town is interested in opportunities for shared service as it is too expensive to have individual departments.
Town of Sumner	Fire protection provided by Fort Atkinson and Edgerton. The prices have increased, and the agreements have become an issue. Districts are asking for more than the Town can provide.
Town of Waterloo	The Town of Waterloo has agreements with the Waterloo and Lake Mills Fire Departments and the Lake Mills EMS.
City of Fort Atkinson	City's fire service extends into Koshkonong, Hebron, Jefferson, Oakland and Sumner. Agreement are being signed and the ISO rating was just increased. Would like to see a county wide EMS provider.
City of Jefferson	The City of Jefferson provides contractual services to the Northeast portion of the Town of Oakland, and the Town of Jefferson.
City of Lake Mills	City is in favor of shared services for fire/EMS/rideshare. City fire and EMS services are understaffed.

Jurisdiction	Agreement/Comment
City of Waterloo	Fire district extends into six adjacent towns. There is a desire for more full-time staff (currently seven full time employees).
City of Watertown	Sustain services for city and surrounding towns including shared fire and EMS duties. There is already an issue with response times in some areas of the city.
Village of Cambridge	Fire Commission crosses county lines, and firefighters are volunteer based. EMS have transitioned from four volunteer positions to paid positions, requiring additional budgeting from the Village. The Village contracts with Dane County for police services.
Village of Palmyra	Village Fire/EMS/Police service extends to the Town of Palmyra. Overall response times are good, but departments are understaffed. Village supports a countywide 911 system and a “bulk buy” where County charges municipalities accordingly.
Village of Sullivan	Village’s fire department extends service into the Town of Concord. The department is finding it hard to find volunteer fire fighters and funding has been challenging. Sheriff’s Department provides policing in the Village.

Adjacent Counties

The county is bordered by Dodge County to the north, Waukesha County to the east, Walworth County to the southeast, Rock County to the southwest, and Dane County to the west. Jefferson County has existing cooperative agreements with some adjacent counties regarding regional facilities and services.

Southeastern Wisconsin Regional Planning Commission (SEWRPC)

Jefferson County is not formally a part of a Regional Planning Commission. However, following the 2010 U.S. Census, the Milwaukee urbanized area boundary was extended into Jefferson County, comprising a 2.7 square mile area immediately west of the City of Oconomowoc.

Being designated an urbanized area brings Federal requirements for metropolitan, or areawide, transportation planning and programming for the urbanized area, including preparation of a long-range regional transportation plan (RTP) and short-range regional transportation improvement program (TIP). These requirements must be met for Federal highway and transit funds to continue to be used for local, County, and State transportation improvement projects within the urbanized area. Since SEWRPC currently serves as the areawide, or metropolitan, transportation planning organization for the Milwaukee urbanized area, SEWRPC and Jefferson County entered into a cooperative agreement to provide the necessary transportation planning and programming services for the county’s portion of the Milwaukee urbanized area, including the inclusion of this area in the RTP.¹

School Districts

School Districts provide an essential function for their communities, providing educational opportunities for youth, community activities, and gathering places that are embraced by Jefferson County residents. School facilities can significantly impact surrounding development, traffic patterns and volumes, and utility needs. Therefore, it is essential to coordinate planning for school facilities with affected municipalities and the county overall. Jefferson County is served by thirteen school districts and 73 schools, some which extend into communities outside the county. These are:

- School District of Cambridge – 4 schools
- Edgerton School District – 5 schools
- Fort Atkinson School District – 6 schools
- School District of Jefferson – 5 schools
- Johnson Creek School District – 3 schools
- Kettle Moraine School District – 5 schools
- Lake Mills School District – 3 schools
- School District of Milton – 8 schools

¹ http://epdfiles.engr.wisc.edu/pdf_web_files/tic/manuals/Asphalt-PASER_02_rev13.pdf

- Oconomowoc School District – 9 schools
- Palmyra School District – 2 schools
- Waterloo School District – 3 schools
- Watertown School District – 14 schools
- Whitewater School District – 6 schools

Wisconsin Department of Transportation (WisDOT)

Wisconsin Department of Transportation (WisDOT) was established in 1967, as a convergence of formerly separate agencies such as the State Highway Commission, State Aeronautics Commission and State Patrol. The department plans, builds, and maintains the State's highways and Interstate highway system, as well as supporting all modes of travel in the State.

Wisconsin Department of Natural Resources (WDNR)

The Wisconsin Department of Natural Resources (WDNR) is dedicated to the preservation, protection, effective management, and maintenance of Wisconsin's natural resources. The WDNR is responsible for implementing the laws of the State and, where applicable, the laws of the federal government that protect and enhance the natural resources of the State.

The WDNR has a wide range of statewide responsibilities for environmental quality, state parks, and recreation. It is governed by the Natural Resources Board, which has legal authority to set agency policy, recommend regulations for legislative approval and approve property purchases. Together with the WDNR staff, the board works to establish policies and programs, administer state laws and rules, distribute grants and loans, and work with many government and nongovernment entities. Most of the WDNR workforce is assigned to field offices in five regions. Their work is further subdivided into 23 geographic management units whose boundaries roughly match the state's natural river basins and large waterways. Jefferson County is located in the South-Central region.

Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP)

The Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP) is responsible for administering the Farmland Preservation Program and ensuring food safety and consumer protection in the State. They also conduct water resource planning and oversee county drainage districts. The development of the county's Agricultural Preservation and Land Use Plan was completed in accordance with DATCP guidelines.

Economic Development Corporations

The Jefferson County Economic Development Consortium (JCEDC) works directly with local businesses and companies looking to invest in the area. The organization's mission is to remove barriers to growth and development for these businesses and help them make informed strategic decisions. Staff at JCEDC provides direct services in the area and helps businesses make expansion and investment decisions based on accurate data.

Thrive Economic Development (THRIVE), is an 510c3 non-profit organization supported by a coalition of area businesses and community and civic leaders dedicated to working towards prosperity in Jefferson County. Thrive is focused in connecting businesses to financial resources and incentives and helping to removed barriers to businesses to invest in Jefferson and Dodge County. The team at THRIVE serves as a professional resource assisting businesses in determining best site locations.

Chambers of Commerce

There are five separate chambers of commerce throughout Jefferson County. The communities of Fort Atkinson, Jefferson, Johnson Creek, Lake Mills, and Watertown each have their own chambers in place, as well as Cambridge, Milton, Oconomowoc, and Whitewater just outside county boundaries. Each of these chambers works to support and promote their local business communities while encouraging and assisting new business growth. A board of directors governs each of them and they organize various events, newsletters, and fundraisers, aimed at improving the economic vitality of their communities.

Drainage Districts

Drainage districts are local governmental entities organized under a county drainage board for the primary purpose of draining lands for agriculture. A drainage district 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.²

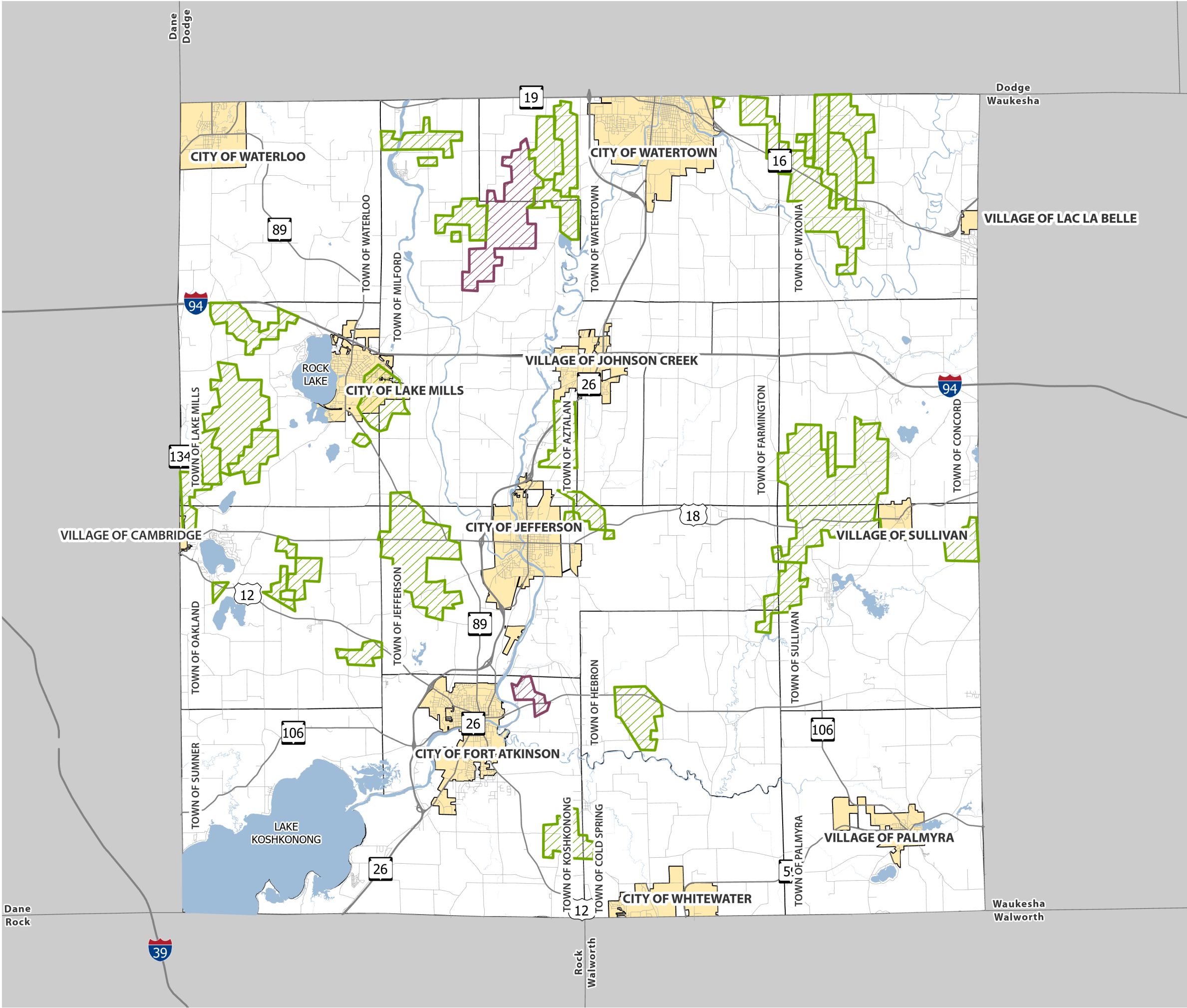
Of the 72 counties in Wisconsin, 31 of them (including Jefferson County) contain one or more drainage districts. Jefferson County has a three-member Drainage Board that oversees over 30 drainage districts (see *Figure 10-1*) found within the county. The Jefferson County Drainage Board is a special purpose unit of government charged with draining agricultural lands in various districts throughout the county. Wisconsin law requires that an annual report for each drainage district in a county must be filed with the County Zoning Administrator and with DATCP. The county drainage board is required to ensure that all drainage districts under its jurisdiction comply with the standards in the drainage rule (Ch. ATCP 48, Wis. Admin. Code) and statute (Ch. 88, Wis. Stats).

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

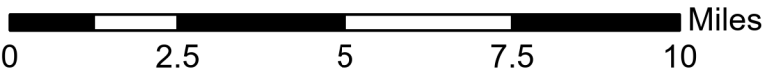
² <https://datcp.wi.gov/Documents/DrainageDistrictFactsheet.pdf>

Figure 10-1: Drainage Districts



Drainage District Status

- Active
- Suspended
- City
- Town
- Village
- Interstate
- Highways
- Local Roads
- Lakes and Rivers



Source: Wisconsin Department of Agriculture, Trade, and Consumer Protection



Policy & Guidance

To meet future goals of the county outlined in this plan, several new policy recommendations will be considered or pursued.

Police Services	A 2020 study provided a service sharing assessment and provided recommendations for potential police, fire, and rescue service sharing. There is a desire by some chiefs to pursue a multijurisdictional tactical team that could benefit the region. There are also some efficiency improvements, such as operating memorandums of understanding (MOUs) that could be put into place between departments to improve faster incident response times and eliminate chain-of-command policing. The study also indicated there is potential for service enhancements and for departments to jointly research and share types of equipment and technologies, such as camera equipment or information technology that could lower costs for individual municipal departments.
Fire and Rescue Services	<p>Fire and rescue services can be costly and offer a great opportunity for cost reductions through service sharing and consolidation. However, little sharing is currently occurring. Jefferson County consists of ten fire departments consisting of nine stations, 32 full-time, 155 part-time, and 215 volunteer staff.</p> <p>Jefferson County has a Dive Team for underwater recovery of bodies and evidence as well as a Hazardous Material Team. All the departments participate in mutual aid under the Mutual Aid Box Alarm System (MABAS). MABAS allows local fire and rescue departments to share fire and EMS resources when they exhaust their own internal resources during a catastrophic event.</p> <p>There is desire and opportunity to increase staffing availability and response times, especially during the daytime hours when volunteers typically hold other jobs. Another consideration is that some towns are looking to save costs by gravitating towards more cost-effective fire departments (as opposed to the closest) which impacts emergency response times. Another opportunity exists for some of the towns that use only volunteer departments (especially north of US 18) to consider contracting with Watertown Fire Department.</p> <p>A study of EMS services within Jefferson County was completed in 2020³, however a comprehensive study of Fire and EMS service sharing or consolidation should be considered. Areas of study include, cost of technology, age of existing staff, pending retirements, or organizational changes, potential for service enhancements and response times, capital replacement costs, training and recruiting budgets, and ability to retain volunteers.</p>
Growth and Development	Many communities throughout Jefferson County have expressed interest in holding a bi-annual county meeting to discuss relevant issues facing the communities and ways in which the county could help facilitate larger discussions regarding growth and development and related housing opportunities and concerns. There is an identified need for towns to have access to county planning and zoning staff when questions arise. This support is more likely to be successful when a strong relationship is in place, so the county should continue to foster relationships, communicate with, and seek opportunities to assist communities when possible.
Funding Opportunities	The county currently takes a reactive approach to funding opportunities and relies on department relationships and networking through connections with state agencies and granting groups to “keep an eye out” for opportunities. Department staff generally write their own grants in a collaborative approach incorporating feedback from Corporate Counsel, Finance Department, Human Resources, and the County Administrator. Most of the grants the county pursues are program or project based. In general, the project or program being sought aligns with a program, policy, or project that has been approved by the board or identified in a document such as the Strategic Plan.

³ [View the report here](#)

	There are numerous federal, state, and local grants and loan programs that Jefferson County can pursue through agencies and non-profit organizations. Staff should continue to pursue opportunities that align with their guiding documents and recently completed studies.
General Shared Services	Jefferson County would like to engage in more opportunities to work together with other municipalities and jurisdictions on external and internal services. The study completed by the Wisconsin Policy Forum in 2020 ⁴ found that two municipal service areas have high potential for comprehensive service sharing or consolidation: Fire and Dispatch. They also found that Police and Public Works offer significant potential for service sharing opportunities that would reduce cost, improve service, or a combination of the two. They recommend further analysis with an eye toward developing detailed options and implementation plans.

⁴ [Read the full study here.](#)



CHAPTER 11 – UTILITIES AND COMMUNITY FACILITIES

Introduction

Utilities and community facilities in Jefferson County include the basic services necessary for residents and businesses to thrive. Often, these facilities require long term planning and funding for maintenance, as replacement may require large capital expenditures. New community facilities may be necessary for the county to maintain its quality of life and be competitive in the future, such as through broadband access, while increased demand for renewable energy sources need to fit within the county context.

Similarly, public health and safety considerations are paramount in planning. These considerations underpin policy at every level of government, from land use planning and permitting activities, to highway safety planning and administration of emergency service operations. The legal basis for zoning lies in government's responsibility to protect the health, safety, and welfare of all people.

Utilities and Community Facilities Key Themes

- Maintenance and Preservation
- Public Health
- Energy Practices
- Communications Technology
- Outdoor Recreation Opportunities

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 to focus on maintenance and preservation, protect public health, monitor and regulate growing renewable energy demands, improve broadband internet access, and provide enhanced outdoor recreational opportunities.

Existing Conditions

County Facilities

County facilities include roads, buildings, parks, and other physical assets the county maintains to provide government services to the residents and visitors of Jefferson County. The county courthouse and administrative offices in Jefferson, as well as the county fairgrounds, require continued upkeep and modernization. These facilities are important for the continued provision of county services and gathering places that allow for collaboration between county staff, elected and appointed officials, residents, and stakeholders.

Other facilities in the county include rural cemeteries, such as the Aztalan-Milford, Cold Spring, Neville, Saint Lukes, Ward, and Whitney cemeteries.

School Districts and Facilities

There are 12 school districts that provide educational opportunities to Jefferson County residents. Enrollment trends in the school districts may reflect the growth of the communities served, particularly of families with children. The Palmyra-Eagle Area has seen a substantial drop in enrollment this past decade (see [Table 11-1](#)).

Table 11-1. School Districts and Enrollment

School District	Within Jefferson County?	Enrollment 2015	Enrollment 2019	Percent Change 2015 - 2019
Cambridge	Partially	844	928	10%
Edgerton	Small portion	1853	1877	1%
Fort Atkinson	Vast Majority	2906	2768	-5%
Jefferson	Fully	1957	1821	-7%
Johnson Creek	Fully	665	646	-3%
Kettle Moraine	Small portion	3989	3780	-5%
Lake Mills Area	Fully	1508	1615	7%
Oconomowoc Area	Partially	5264	5280	0%
Palmyra-Eagle Area	Partially	871	647	-26%
Waterloo	Partially	796	769	-3%
Watertown Unified	Partially	3779	3577	-5%
Whitewater Unified	Partially	1940	1997	3%

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

Utilities

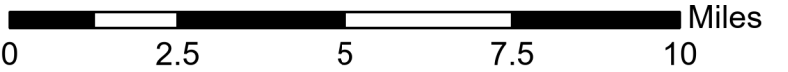
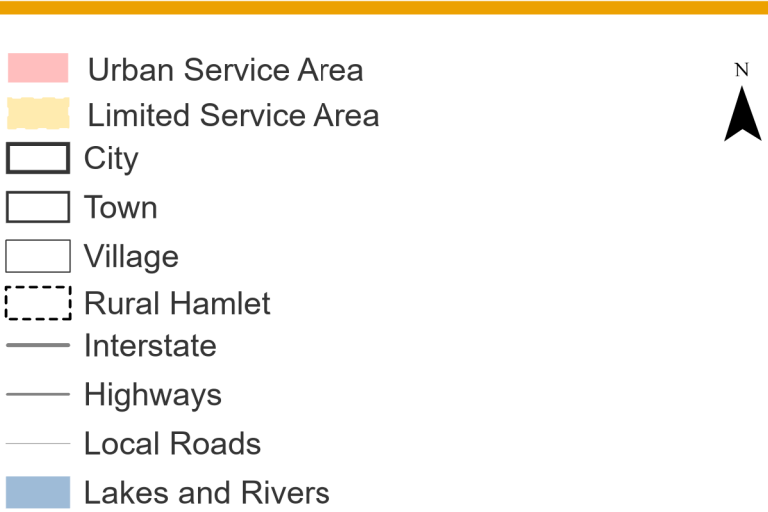
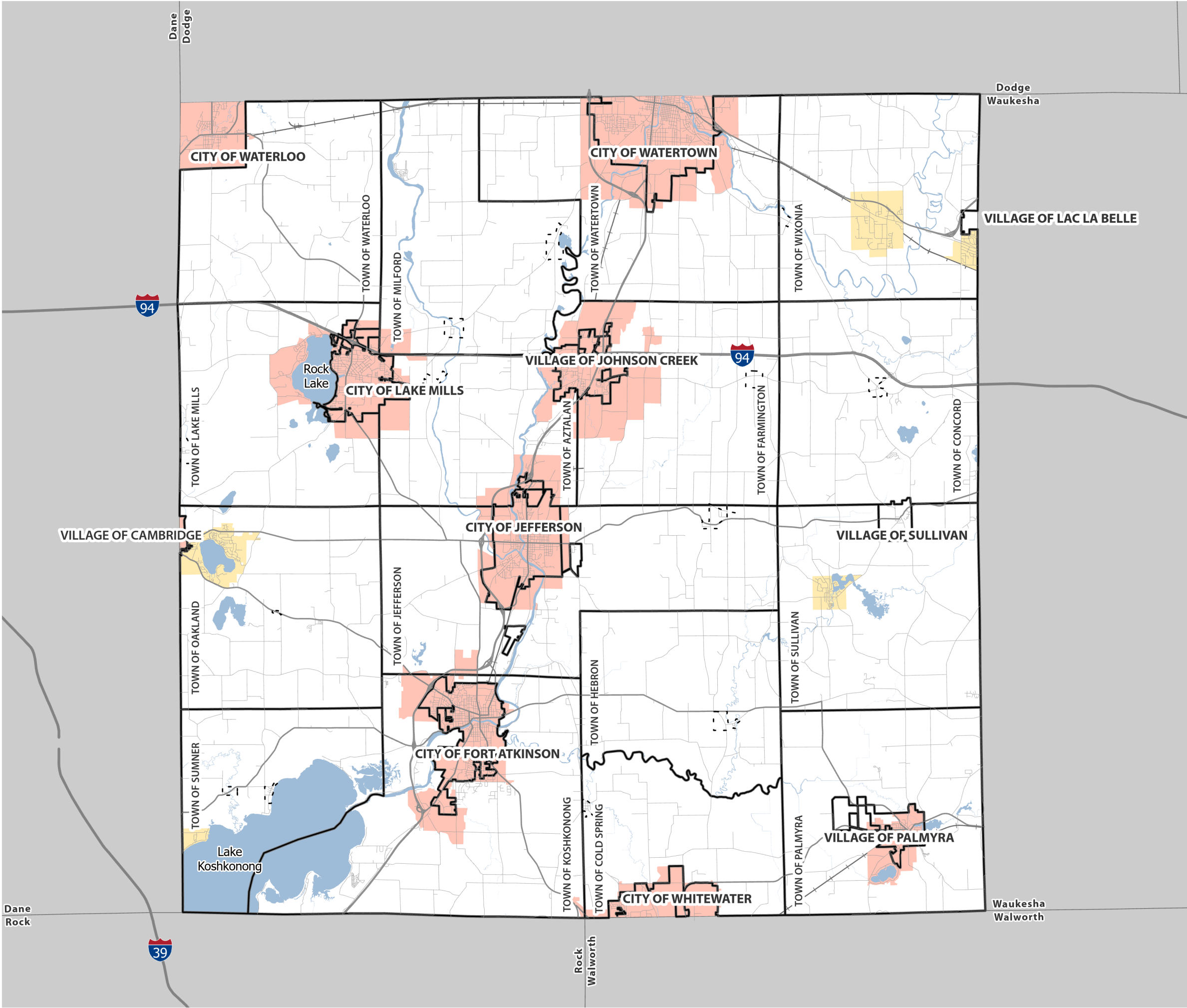
Most utilities are owned and managed at the municipal level in cities and villages. These include water, sewer, and municipal stormwater. The expansion of municipal services into adjacent towns are determined through the long-range urban service area boundaries (see *Figure 11-1*). The cost of providing these services prohibit them from being cost effectively delivered county-wide. Compact growth of the municipalities will allow cities and villages to extend services in a fiscally responsible manner.

Generally, town developments utilize private wells and septic systems for provision of utilities. The five Limited Service Areas within the county provide some form of utility, including sanitary service. Individual wells and septic systems need to be monitored and properly maintained to prevent groundwater contamination. Conservation measures, continued stringent wellhead protection/proper abandonment of private wells, careful placement of new high capacity wells, and the protection of delicate eco-systems and recharge areas are necessary to sustain the freshwater supply.

Natural gas and electric are provided through private utility companies, regulated at the state level. Electricity in the county is provided through the Wisconsin Electric Power Company. The City of Jefferson and Lake Mills own their electoral utility as part of the WPPI system. Natural gas is provided through the Wisconsin Electric Power Company in a majority of the county. Wisconsin Gas serves the area surrounding Waterloo, while Wisconsin Power and light Company serves the area east of Cambridge.¹

¹ Wisconsin Natural Gas System, <https://psc.wi.gov/PublishingImages/ForConsumers/Maps/NaturalGasMapMed.pdf>

Figure 11-1: Service Areas



Source: Jefferson County



Public Health

The Jefferson County Public Health Department is certified by the State of Wisconsin Department of Health Services as a Level II Health Department through demonstrating its infrastructure and program capacity meet Level II requirements.² The department provides the following services:

- 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)

The department has four strategic goals:

- Prioritize high quality preventive public health services
- Improve communication, enhance partnerships, and expand public health awareness
- Strengthen internal workforce development
- Maximize resources to support Public Health Department staff

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.”

The 2016 Dodge and Jefferson Counties Community Health Assessment defined priorities for health improvement through an engagement process that sought to understand the local health needs.³ The biggest health or healthcare concerns identified in the county include:

- Lack of alcohol and drug treatment – heroin, opioid epidemic
- Access issues – primary care, transportation
- Support for families with children
- Dental care
- Food insecurity and deserts
- Lack of support and concern for: HIV, African American, Hispanic and senior communities
- Affordable healthcare and health insurance
- Mental Health – stigma, providers
- Chronic diseases
- Motor vehicle accidents
- Sedentary lifestyles
- Obesity
- Knowing what resources are available
- Homelessness

The biggest perceived barriers to improve health in the two-county area include:

- Funding
- Stigma and funding for mental health
- Managed Medicaid – difficulty with networks
- Parenting skills/family dynamics
- Need more nutritional options
- Collaboration comfort
- Cost of healthcare
- Emptiness of the soul, variety of bad choices with poor consequences
- Change is hard
- Transportation
- Attracting talent – nurses, physicians, interpreters, counselors

² Jefferson County health Department, Annual Report 2018, <https://www.jeffersoncountywi.gov/Reports/Departmental%20Annual%20Reports/HEALTH.pdf>

³ Jefferson and Dodge counties, Community Health Assessment 2016, <https://www.jeffersoncountywi.gov/Health/General%20Information/Community%20Health%20Assessment.pdf>

There are two regional hospitals in the county, the Watertown Regional Medical Center and the Fort Memorial Hospital in Fort Atkinson.

Human Services

The Jefferson County Human Services department is independent from the Public Health department, but they overlap in many shared services. Closely aligned with public health goals, the vision statement of the Human Services department is that “All citizens have the opportunity to access effective and comprehensive human services in an integrated and efficient manner”. In their work with county residents, the Human Services department strives to enhance the quality of life for individuals and families living in Jefferson County by addressing their needs in a respectful manner and enable citizens receiving services to function as independently as possible, while acknowledging their cultural differences.

Public Safety

Public safety services are provided by local and county departments and groups throughout the county, including the Sheriff's Department and Emergency Management Department. Police, fire, and EMS services are provided by cities, villages, and towns throughout the county. Additional detail about the emergency response services are provided in *Chapter 10*, Intergovernmental Cooperation.

Communications Technology

Fast internet connectivity is essential for economic competitiveness in the future. Unfortunately, the cost of delivering broadband internet to rural areas is high due to the long distances between homes lowering the marginal return on investment for internet providers. As internet becomes essential to run a business, work from home, or attend virtual school sessions, the county passed a community broadband ordinance and established a 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.

Access to internet through direct broadband links and wireless connections can be a significant factor in attracting business and industry to Jefferson County. Broadband service objectives are twofold: 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.

The Wisconsin's Broadband Plan (Broadband Plan) focuses on public-private partnerships to close the digital divide in Wisconsin. The Broadband Plan's overarching goal is for every Wisconsinite to have affordable access to broadband service, if they so choose, by January 1, 2025. The state's broadband target is 25 megabits per second (mbps) download speeds and 3 megabits per second upload speeds for all Wisconsin homes and businesses.⁴

High-speed internet requires fiber optic cables. Increasingly, fiber lines are standard with new development. Typically, developers finance the installation of main lines within an easement or right-of-way, and homeowners/businesses have the option to connect to the lines and/or utilize a wireless connection. The high-speed potential of fiber optics provides flexibility for individual companies and residents to select the service speed that meets their needs/budget.

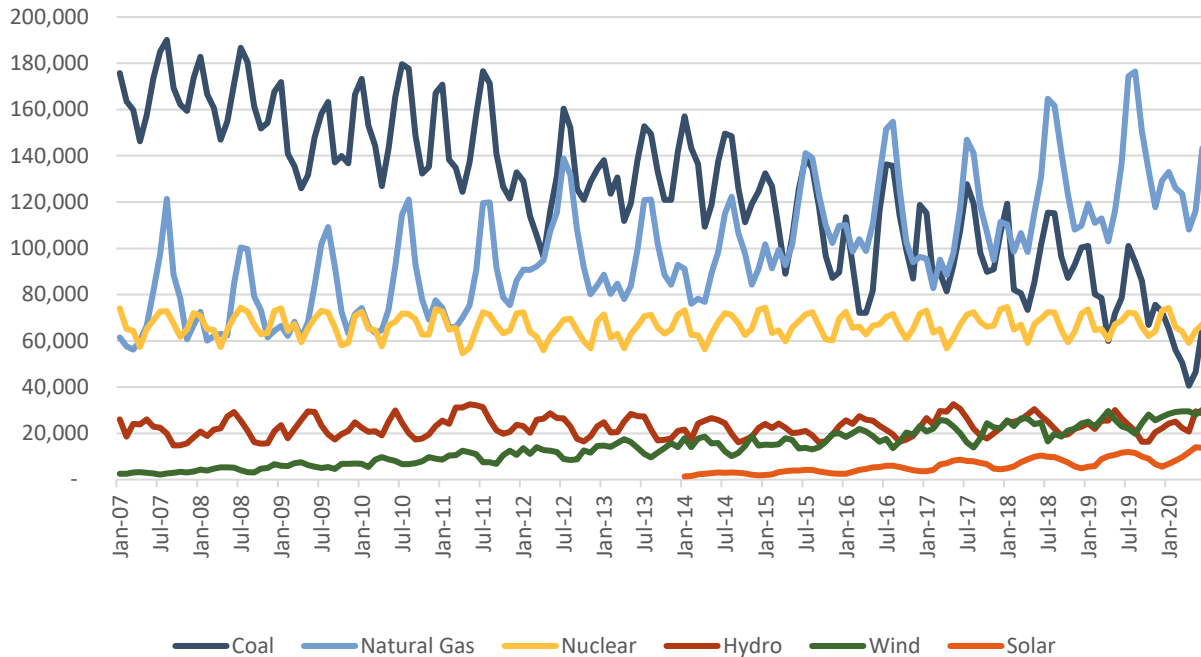
Energy Practices

Sources of electrical power have seen a dramatic change in the past decade as the price of natural gas, wind, and solar decreased and gas replaced coal as the predominant source of electric power in the United States (see *Figure 11-2*). The development of facilities to support this energy transition has put new pressures on rural areas that

⁴ Wisconsin Broadband Plan, 2019, <https://psc.wi.gov/Documents/broadband/Wisconsin%20Broadband%20Plan%202019.pdf>

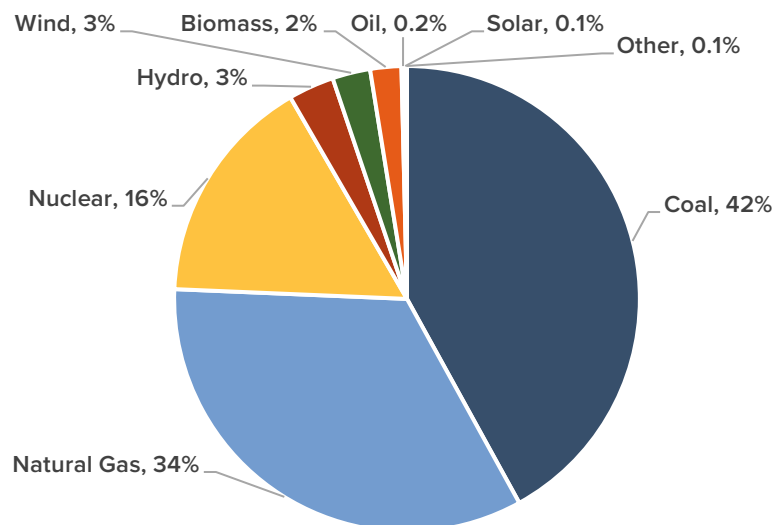
previously saw few energy developments. In Wisconsin, coal is still the predominant source of electric power (see *Figure 11-3*).

Figure 11-2. U.S. Electrical Power Generation 2007 - 2020, Thousand Megawatt Hours



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

Figure 11-3. Wisconsin Electric Power Generation, 746 Megawatt Hours, 2019



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

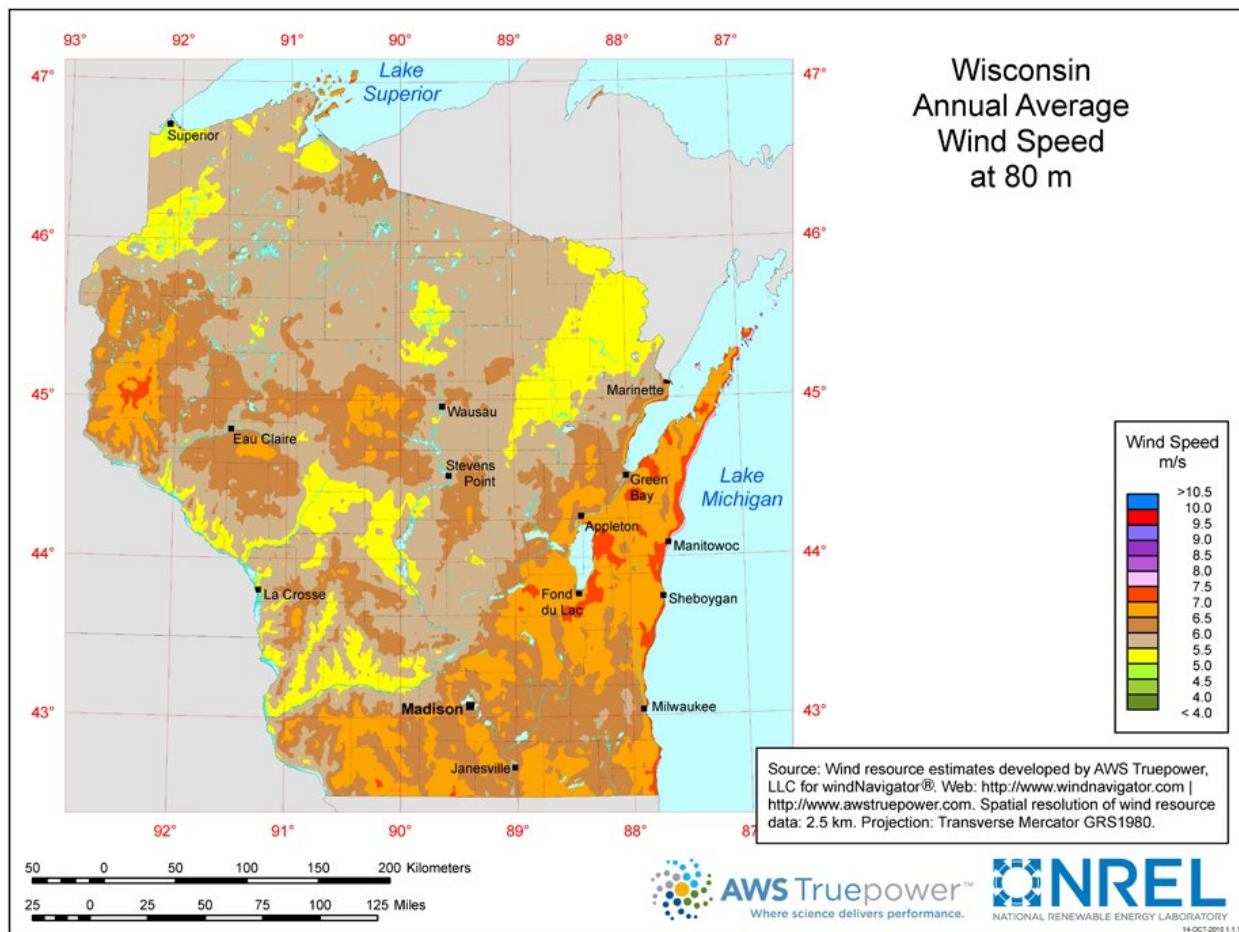
Increasing rates of electricity consumption from wind and solar could imply a more decentralized system of energy production and distribution in Wisconsin's future. The need to generate electricity locally is growing and has direct implications for land use planning and zoning.

Solar energy systems and wind turbines require favorable climate characteristics to justify the cost of investment. Solar suitability may be limited by land cover such as forests and wetlands, thus deployment of such systems may look to more open accessible spaces, such as farmlands. However, concerns and considerations for the conversion of farmland to another use must also be factored into decision making.

Wind energy systems are most efficient in areas with high average wind speeds. Within the state, Jefferson County has above average wind speeds, but Wisconsin overall has a lower wind suitability than Iowa and Minnesota to its west (see *Figure 11-4*).

Note that a large increase in consumption of renewable-powered electricity could require modifications to the electrical grid and energy storage systems (i.e., batteries), regardless of where the electricity is produced.

Figure 11-4. Wisconsin 80-Meter Wind Resource Map



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

Outdoor Recreation

Jefferson County Facilities

In 2020, the Jefferson County Parks Department operated 22 parks on 1,180 acres, over 19 miles of hiking trails, 35 miles of off and on-road bicycle/pedestrian trails along the Glacial River Trail and Interurban Trail, and 199 miles of snowmobile trails. Bicycle routes have been designated on lightly traveled roads throughout the county. The parks provide outdoor recreation opportunities and nature and cultural interpretive sites (see [Table 11-2](#)). Future conservation parks are identified in the Glacial Heritage Area plan. The county parks department developed a new Parks, Recreation and Open Space Plan in 2020, identifying goals and implementation actions specific to the outdoor recreation system.

Table 11-2. Jefferson County Parks

Jefferson County Park or Recreation Area	Acres	Picnic Area	Shelter	Grills	Drinking Water	Restroom	Play Area	Boat Access	Fishing	Trails	Disc Golf	X-Country Skiing	Snow Shoeing	Lake, Pond, River	Open Area	Dog Exercise Area
Altpeter	4	•					•							•	•	
Burnt Village	2	•		•				•	•							
Carlin Weld	78	•	•	•	•	•	•		•	•		•	•	•	•	
Cold Spring Creamery	1	•	•	•	•	•	•									
Dorothy Carnes	514	•	•	•	•	•				•		•	•	•		
Garman Nature Preserve	40	•				•				•		•	•			
Indian Mounds	5	•								•						
Dog Park & Terri Tinsley Dog Exercise Area	109	•			•	•				•					•	•
Joy	1	•						•	•					•	•	
Kanow	45	•	•	•	•	•	•		•							
Korth	89	•	•	•	•	•				•		•	•	•		
Pohlman	10	•	•	•	•	•	•			•						
Rock Lake	23	•	•	•	•	•	•	•				•	•	•		
Rock River	4	•	•	•	•	•		•	•							
Rome Pond	12	•	•	•	•	•		•	•					•	•	
Welcome Travelers	8	•	•	•	•	•	•				•				•	

Source: Jefferson County Parks, Recreation, and Open Space Plan, 2020

State Owned Facilities

Resource	Location	Description ⁵
Aztalan State Park	Aztalan	Aztalan State Park is a National Historic Landmark and contains one of Wisconsin's most important archaeological sites, showcasing an ancient Middle-Mississippian village that thrived between A.D. 1000 and 1300. The people who settled Aztalan built large, flat-topped pyramidal mounds and a stockade around their village. Portions of the stockade and two mounds have been reconstructed in the park.
Glacial Drumlin State Trail	Throughout Jefferson County	Running between Wisconsin's two largest urban areas, this trail stretches for 52 miles through farmlands and glacial topography. The trail travels through 10 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 State Highway 26 and County Highway Y, which uses public roads as the trail route.

⁵ Descriptions provided by the Wisconsin Department of Natural Resources

Policy & Guidance

Utilities and Community Facilities Programs

Capital Improvement Plan (CIP) - A capital project is defined as an active or proposed non-recurrent expenditure in one or more specified plan years for permanent fixed assets (building, land, improvement, equipment or technology installation) which has a significant useful life or extends the useful life of an existing fixed asset.

The county prepares a five-year CIP, which provides comprehensive planning, budget stability, and analysis of the long-range capital needs of the county. This policy is to plan for infrastructure and other capital improvements as they are needed rather than reacting to emergencies. Project requests need to provide sound justification based on established need. Justification should also include alternatives considered and the future projected impact on operating budgets.

Operational impacts of capital projects indicate the annual on-going and one-time costs or savings associated with implementing the CIP. The additional on-going impacts are included in the departments' operating budget requests. This includes providing for additional personnel, operating cost, needed fixed assets or and new/additional revenues to be achieved. Cost savings are also identified in the department's budget if base budget costs can be reduced or cost increases are offset or avoided

Safe Drinking Water Loan Program (SDWLP) - The Safe Drinking Water Loan Program (SDWLP) provides loans to public water systems to build, upgrade, or replace water supply infrastructure to protect public health and address Federal and State drinking water requirements. The Wisconsin Department of Natural Resources is the primary administrator and the Wisconsin Department of Administration is the financial manager for this program.

Energy Guidance

With the increased pressure for energy developments, the county should study the existing zoning ordinance, and amend it as necessary to provide for utility-scale systems. These amendments could establish regulations regarding the siting and scale of natural gas, wind, and solar energy developments as well as the impacts to neighboring residents and communities.

Current zoning allows for solar and natural gas developments in the A-1 farmland preservation district, in accordance with the standard state requirements for such areas to be certified. However, concerns have been raised about the conversion of farmland to allow for the construction of these facilities. Amendments to the ordinance may consider the removal of solar facilities and other utilities as a conditional use or the addition of development standards or agreements that must be pursued. Such a study of regulations should consider the conversion of farmland to energy uses and determine whether dimensional standards such as setbacks and area coverage regulations are appropriate as well as considering the impacts of such projects on neighboring residents and communities. They must also consider applicable state laws such as farmland preservation requirements.

Many of the regulations regarding the placement of these facilities are tied to statutory requirements. Local zoning ordinance language is directly tied to the Public Service Commission and Farmland Preservation statutes, and therefore not modifiable by Jefferson County. The county will continue to monitor emerging technologies and energy sources to determine if county specific guidelines are needed.

Agricultural impact statements are required when public utility companies proposing to construct wind farms and solar arrays might use eminent domain to acquire an interest in agricultural land. However, in Wisconsin, wind farms and solar arrays are often constructed by private companies that can only acquire property from willing sellers. These projects do not require an agricultural impact statement.

	<p>Regardless of whether wind or solar farm facilities are constructed by a public utility or a private company, there are Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP) notification requirements even if a formal agricultural impact statement is not required. Wind turbines, access roads, and temporary workspaces such as laydown yards and crane paths can negatively impact agricultural operations if precautions are not taken.⁶</p>
Broadband Expansion	<p>The county should strategically help to expand broadband access in commercial areas and rural residential areas. Jefferson County should explore the following strategies to increase internet service capacity:</p> <ul style="list-style-type: none"> • Encourage development in locations that are already served by, or which can reasonably be served by, high-speed internet. • Encourage access to fiber cables for all developments. • Match service capacity to user needs. • Coordinate with local providers to improve internet service maps. • Encourage internet service agreements prior to approval of the preliminary plat. This ensures that cable installation is financed by the developer. • Promote the “dig once” concept (parallel installation of roads and utilities). • Expand wireless options for areas which cannot be physically connected to the broadband network. • Identify ideal sites for telecom towers to ensure fiber connectivity and widespread service area coverage, while minimizing visual impacts and other nuisances. • Encourage building/internet sharing arrangements where capacity exists. • Plan for mutually supportive broadband facilities between Jefferson County, cities, villages, and towns.
Public Health Programs	<p>The 2020 COVID-19 pandemic highlighted the need for coordinated public health efforts across agencies, jurisdictions, and providers. The county should continue to support the existing services provided by its Public Health Department and should coordinate activities with other health organizations to assess and provide public health services. The Jefferson County aging and disability resource center can connect residents with Wisconsin Department of Health Services programs.</p>
Outdoor Recreation	<p>The Parks Department completed an update of the Parks, Recreation, and Open Space Plan in the summer of 2020, which sets the county’s goals for the future of the recreation system. The plan identifies several implementation strategies and recommendations to aid the county in bringing the visions for the recreation system to life. These strategies are organized into six categories:</p> <ul style="list-style-type: none"> • Park System Planning Strategies • Recreation and Conservation Strategies • Acquisition Strategies • Departmental Management Strategies • Partnership and Fund-Raising Strategies • Marketing Strategies

⁶ Wisconsin Department of Agriculture, Trade and Consumer Protection, Agricultural Impact Statements: Wind Farms, https://datcp.wi.gov/Pages/Programs_Services/AISWindFarms.aspx

CHAPTER 12 - IMPLEMENTATION

Introduction

The Jefferson County Comprehensive Plan is a living document that serves as the basis for decision-making for the plan's 20-year planning horizon. As the county looks to act or make decisions for policy updates or investment decisions, county leaders and staff should refer to this chapter to ensure that decisions are supported by the Comprehensive Plan.

Throughout the planning process, the county – guided by the steering committee - defined a vision for the next 20 years and explored tools and resources to achieve this vision. Goals are defined for each of the plan elements to aid decision making across the county's various systems. To assist the county in achieving these goals, implementation measures have been identified to put the plan into action. These measures define specific actions, policy changes, or activities that the county can act upon to achieve its long-range vision.

County Role and Participation

County staff, departments, and elected and appointed officials are identified as the primary implementers of the Comprehensive Plan. As a county adopted document, these actions are supported by the County Board of Supervisors and responsive to feedback received from public participation. Each of these groups have a role in the implementation of the plan. While county staff and departments have been identified as the lead agency to implement the plan, there are many groups that will collaborate with the county to achieve these measures.

The implementation of the Comprehensive Plan is a fluid process that will adapt and change as action is taken. The following implementation measures should be considered a living document that can be added to and modified as actions are completed or conditions change. As actions are taken the county may consider various methods and tools to continue to implement the plan. Through the process, the need for additional resources or staff positions may be identified. For example, as the county pursues grant assistance for the completion of tasks, a grant writer position may be identified within county staff.

Implementation Measures Overview and Format

The planning process used to develop the Comprehensive Plan set out to understand issues and opportunities throughout the county. This information was used to define a desired vision for Jefferson County over the next 20 years. However, the definition of this 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 county to act upon. This list should be considered a living document that should be changed and modified to support the county's continued implementation efforts. These actions should be referenced on a regular basis as county departments plan annual activities and opportunities to collaborate with other departments and jurisdictions are identified.

Each implementation measure has been included in an individual matrix of actions, timeline, partners, and plan tools. These elements have been identified to assist the county with implementation efforts. The matrix format is used to identify each measure, and a definition of each component is provided.

The plan tools referenced throughout this chapter highlight available resources and planning efforts that can aid in implementation actions. A list of all identified plan tools is provided at the end of this chapter. Following adoption of this Comprehensive Plan, Jefferson County will utilize the implementation measures presented here as a foundation

to build the county Strategic Plan. This plan will develop the plan of work and budget to implement the policies set forth in this chapter. Additionally, use of the Strategic Plan will allow Jefferson County to monitor the progress of the plan and to make needed adjustments where necessary.

Implementation Matrix Example

Measure:	Direction for the county to move toward to meet the vision and goals for the future of the county.			
Action/Program	Timeline	Lead Agency	Supporting Agency	Plan Tool
<p>Activities that the county can act upon to complete work towards the measure. These may include specific actions to be complete or can include a general direction to be considered during the decision-making process</p>	<p>Understanding the priority or timeliness of when an action should occur:</p> <ul style="list-style-type: none"> • On-Going: existing efforts that should continue to be completed • Short-Term: Actions to be completed in the next 5 years • Mid-Term: Actions to be completed in the next 5-10 years • Long-Term: Actions to be completed in the next 10-20 years 	<p>Jefferson County governmental entity (department, commission, etc.) that will be responsible for leading the action</p>	<p>Local, county, regional, or state agencies groups, and resources that can support the completion of the action</p>	<p>Reference to existing documents, policies, regulations, or agencies that can assist the county in implementation</p>

General Planning Implementation Measures

Measure: Utilize the Comprehensive Plan to guide county-wide decision making and to align with other planning efforts throughout the county.

Action/Program	Timeline	Lead Agency	Supporting Agency	Plan Tool
Review and update the county Comprehensive Plan and Agricultural Preservation and Land Use Plan as warranted.	On-Going	County Administration	County Board, County Departments, County Commissions, Local Jurisdictions, Community Organizations, Wisconsin Department of Agriculture, Trade and Consumer Protection	Wisconsin Comprehensive Planning Law, Farmland Preservation Plan Law
Continue engagement with community groups to confirm the county policy changes align with the latest developments.	On-Going	County Board, County Administration	County Departments, Community Groups, County Commissions, Residents	
Update annual reports and department budget summaries to align with the goals and implementation actions of the Comprehensive Plan and Strategic Plan.	Short-Term	County Administration	County Departments	Department Annual Reports
Create a working group of county staff and community groups to guide the implementation of the Comprehensive Plan.	Short-Term	County Administration	County Departments, Community Groups, Residents	
Review and update the county Comprehensive Plan every 10 years.	Long-Term	County Board	County Departments, County Commissions, Community Groups, Residents	Wisconsin Comprehensive Planning Law, Farmland Preservation Plan Law
Consider all plan elements and systems during the decision-making process, understanding the connectivity of the county's systems.	On-Going	County Board, County Administration	County Departments, Community Groups, County Commissions, Residents	

Measure: Plan for resilience in all county systems and apply planning concepts and tools that increase the county's ability to adapt and respond to change.

Action/Program	Timeline	Lead Agency	Supporting Agency	Plan Tool
Use the Comprehensive Plan and County Strategic Plan to guide decision making and investment priorities.	On-Going	County Board, County Administration	County Departments	Comprehensive Plan Strategic Plan
Consider the County's diverse geographies, demographics, and quality of life during the decision-making process to promote equity and inclusivity.	On-Going	County Board, County Administration	County Departments	
Monitor changes in economic, social, and environmental conditions (including climate change) and adjust policy if necessary.	On-Going	County Board, County Administration	County Departments, State Agencies, Local Jurisdictions	Land and Water Resources Management Plan
Support the efforts of the County Emergency Management Department to prepare and protect communities before, during, and after an emergency or disaster.	On-Going	Emergency Management Department	County Board, County Departments	Natural Hazards Mitigation Plan
Support the efforts of the Health and Human Services Department to provide resources and social infrastructure that support the health and welfare of all county residents.	On-Going	Health and Human Services Departments	County Board, County Departments	

Measure:	Maintain a collaborative approach to county planning and decision-making through efforts with county residents, local jurisdictions, community partners, and local and state agencies.			
Action/Program	Timeline	Lead Agency	Supporting Agency	Plan Tool
Continue to collaborate with residents and stakeholders on long-range planning efforts, providing opportunities for the public to participate.	On-Going	County Board, County Administration	County Departments, Residents	Strategic Plan
Maintain open dialogue between the county, local jurisdictions, residents and community organizations for the sharing of issues and opportunities.	On-Going	County Board, County Administration	County Departments, Local Jurisdictions	Strategic Plan
Recognize and engage the diverse population groups throughout the county and strive to receive diverse input to inform decision making.	On-Going	County Board, County Administration	County Departments, Residents	Strategic Plan

Measure: Actively consider the long-term impacts to the quality of life for all residents as policies and regulations are updated.

Action/Program	Timeline	Lead Agency	Supporting Agency	Plan Tool
Update county ordinances and policies to align with the Comprehensive Plan.	Short-Term	County Board, County Administration	County Departments, Advisory Committees	Existing Ordinances
Monitor changing trends and needs throughout the county and update policies to respond.	Short-Term	County Board, County Administration	County Departments, Advisory Committees	
Consider the primary aspects of quality of life (e.g., housing, public health, recreation, natural resources) and how they may be affected by policy changes.	On-Going	County Board, County Administration	County Departments, Advisory Committees	
Explore opportunities to become affiliated with a regional planning organization.	On-Going	County Board, County Administration	County Departments, Advisory Committees	

Land Use Implementation Measures

Measure:	Maintain policies and regulations and utilize planning practices that promote development to preserve the sense of place, agricultural foundation, and development desires, while limiting impacts to agricultural, natural, and cultural resources.			
Action/Program	Timeline	Lead Agency	Supporting Agency	Plan Tool
Update the zoning ordinance and other regulatory documents to align with the Comprehensive Plan and Agricultural Preservation and Land Use Plan.	Short-Term	Planning & Zoning Department	County Board, Planning and Zoning Committee, Local Jurisdictions	Agricultural Preservation and Land Use Plan, Zoning Ordinance
Utilize the defined environmental corridors as a planning tool to guide preservation efforts.	On-Going	Planning & Zoning Department	Land and Water Conservation Dept., Land Information Dept, State Agencies (WDNR, NRCS), Parks	Glacial Heritage Area Plan, Parks, Recreation, Open Space Plan, and Land and Water Resources Management Plan
Work with jurisdictions to encourage infill, redevelopment or reuse of properties.	On-Going	Planning & Zoning Department, County Administration	Cities and Villages, Major Users (major developers, corporations, larger farms), Economic Development	
Collaborate with jurisdictions with high development pressure to guide development in an orderly fashion.	On-Going	Planning & Zoning Department, Planning and Zoning Committee	Local Jurisdictions, County Administration, Economic Development	

Measure:	Consider the infrastructure and service needs of development while siting new growth, ensuring the best use of existing transportation and utility infrastructure.			
Action/Program	Timeline	Lead Agency	Supporting Agency	Plan Tool
Direct new development toward areas already supported with improved infrastructure, public facilities, and areas in reasonable proximity to basic services.	On-Going	Planning & Zoning Department, Planning & Zoning Committee, Economic Development	County Board, Local Jurisdictions, County Administration	Zoning Ordinance, Subdivision Ordinance
When development opportunities arise in isolated areas, ensure such development is self-supporting and is otherwise consistent with the Comprehensive Plan.	On-Going	Planning and Zoning Committee, Planning & Zoning Department	County Board, Local Jurisdictions	County Ordinances
Utilize the Long-Range Urban Service Area and Limited Service Area when siting new development within the county.	On-Going	Planning & Zoning Department, Planning & Zoning Committee, Economic Development	County Board, Local Jurisdictions	Zoning Ordinances, Agricultural Preservation & Land Use Plan

Measure:	Capitalize on the county's geographical position in the state to promote investments, development, and recreational opportunities that take advantage of regional transportation infrastructure.			
Action/Program	Timeline	Lead Agency	Supporting Agency	Plan Tool
Monitor growth and development activities along the I-94, US 18, US 12, STH 16, and STH 26 corridors that may affect investments in Jefferson County.	On-Going	Planning & Zoning Department	Land Information, Economic Development Department, Local Jurisdictions, County Administration	
Explore opportunities to utilize the transportation network to support economic growth and service offerings.	On-Going	Economic Development Department	Highway Department, Planning & Zoning Department, Local Jurisdictions, WisDOT	
Retain large-acre sites that are located adjacent to existing industry and/or freight corridors to enable facility expansion or attract compatible development.	On-Going	Planning & Zoning Department, Planning & Zoning Committee, Economic Development	Local Jurisdictions, Property Owners	

Measure:	Frequently collaborate with local jurisdictions and other planning agencies to inform the planning process and administer changes to policy.			
Action/Program	Timeline	Lead Agency	Supporting Agency	Plan Tool
Establish a quarterly forum of planning officials to share information and challenges and provide opportunities for collaboration.	On-Going	Planning & Zoning Department	County Administration, Local Jurisdictions, Economic Development County Departments, Town Officials	Long-Range Planning Documents
Create educational materials and tools.	Short-Term	Planning & Zoning Department	County Departments	
Participate in local planning activities, including Comprehensive Plan updates and other long-range planning efforts.	On-Going	Planning & Zoning Department	County Administration, Economic Development, County Departments	Local Long-Range Plans

Measure: Continue to foster an inclusive planning process by providing educational tools while incorporating public engagement opportunities.

Action/Program	Timeline	Lead Agency	Supporting Agency	Plan Tool
Clearly communicate planning application requirements and procedures to landowners and developers through the development of tools.	On-Going	Planning & Zoning Department	Local Jurisdictions, Development Community	Zoning Ordinance
Consider the usability and clarity of planning-related regulatory documents.	On-Going	Planning & Zoning Department	County Administration, County Board	
Create simple flow charts and graphics that illustrate processes and regulations that are easily accessible and understandable.	On-Going	Planning & Zoning Department	Land & Information, County Administration, County Board	
Conduct annual workshops with Planning & Zoning, the Board of Adjustment, and county staff and town officials to address zoning issues and development approval criteria.	On-Going	Planning & Zoning Department	Planning & Zoning Committee, Board of Adjustment	
Continue to engage the public throughout the planning process to gather broad input.	On-Going	Planning & Zoning Department	Planning & Zoning Committee, County Board, County Administration	

Measure: Utilize the Jefferson County Agricultural Preservation and Land Use Plan to inform and support land use decision making.				
Action/Program	Timeline	Lead Agency	Supporting Agency	Plan Tool
Deploy the implementation plan actions identified within the Agricultural Preservation and Land Use Plan.	Short-Term	Planning & Zoning Department, County Administration	County Departments, County Board	Ag Plan, Bike and Pedestrian Plan, Parks, Recreation, Land and Water Resources Management Plan, and Open Space Plan
Monitor changes to the Department of Agriculture, Trade and Consumer Protection’s Farmland Preservation Program and pursue updates as needed.	On-Going	Planning & Zoning Department, Land and Water Conservation Department	County Administration, County Departments	

Housing Implementation Measures

Measure: Monitor housing affordability needs for all demographics and geographies.

Action/Program	Timeline	Lead Agency	Supporting Agency	Plan Tool
Create and support local and regional programs that provide affordable owner-occupied and rental housing.	Short-Term	County Board, County Administration	Home Consortium, County Departments, Local Jurisdictions, Local/Municipal Housing Authority, Community Action Coalition (CAC)	
Maintain and promote loan and rehabilitation programs that support the creation of affordable housing.	On-Going	County Administration, Economic Development	Local/Municipal Housing Authority, Community Action Coalition, Home Consortium, Wisconsin Housing and Economic Development Authority (WHEDA), Housing and Urban Development (HUD)	
Support the development of new rental and ownership housing which is affordable to low and moderate-income households.	Short-Term	County Board, County Administration	Local/Municipal Housing Authority, Community Action Coalition, Planning & Zoning Department, WHEDA, HUD, Economic Development, Human Services, United Way	
Collaborate with local jurisdictions, regional, State, and Federal agencies to obtain financial assistance to help address the need for affordable housing for all demographics.	Short-term	County Administration	Local/Municipal Housing Authority, Community Action Coalition, Local Jurisdictions, WHEDA, HUD	

Measure:	Meet regularly with local jurisdictions, regional housing agencies, and real estate professionals to collaborate on housing needs and tools, and to increase awareness of offerings.			
Action/Program	Timeline	Lead Agency	Supporting Agency	Plan Tool
Create educational tools and training opportunities to share programs and policies with existing and future residents.	Short-Term	County Administration	Local/Municipal Housing Authority, Human Services Department, Local Jurisdictions, Economic Development	
Create opportunities for an open dialogue regarding the housing market for the sharing of tools and policies.	Short-Term	County Administration	Local/Municipal Housing Authority, Local Jurisdictions, Developers, Local Real Estate Agents, Economic Development	

Measure: Promote housing options including various types, densities, design, and price ranges that meet the need for all residents and respond to the character of place.

Action/Program	Timeline	Lead Agency	Supporting Agency	Plan Tool
Explore the need for a county-wide housing inventory. Partner with regional cities and housing agencies. Map the age, price, and type of homes using assessor's data. Identify gaps in the housing mix.	Short-Term	County Administration	Local/Municipal Housing Authority, Community Action Coalition (CAC), United Way, local real estate agents, Economic Development	
Explore and utilize housing programs that help to provide a range of housing options within the county.	Short-Term	County Administration	Local/Municipal Housing Authority, Local real estate agents, Economic Development	
Collaborate with the Municipal Housing Authorities and local housing agencies to provide recommendations and policies that support housing options for all residents.	Short-Term	County Administration	Local/Municipal Housing Authority, CAC, United Way	
Promote a diversity of housing types by working with local jurisdictions and through program incentives and offerings.	On-Going	County Administration	Local/Municipal Housing Authority, CAC, Local Jurisdictions	
Regularly review and update housing policies and programs to respond to current needs and trends.	On-Going	County Administration	Local/Municipal Housing Authority, Local Jurisdictions	
Promote and support fair housing practices and non-discriminatory practices in the sale and rental of housing units.	On-Going	County Administration	Local/Municipal Housing Authority, Local Jurisdictions, Local real estate agents	

Measure: Develop programs and incentives to preserve, enhance, and rehabilitate the existing housing stock throughout the county.

Action/Program	Timeline	Lead Agency	Supporting Agency	Plan Tool
Support reinvestment and maintenance of the existing housing stock.	On-Going	County Administration	Local/Municipal Housing Authority, Developers, Local Jurisdictions, Economic Development	
Support property tax policies that encourage the maintenance and rehabilitation of owner-occupied and renter-occupied housing.	On-Going	County Administration	Local Jurisdictions, Developers, Economic Development	
Ensure that ordinances support the continued maintenance of residential properties and contribute to the character of place.	On-Going	County Administration, Planning & Zoning	Local Jurisdictions	

Measure: Monitor emerging and continued senior housing needs, senior services, and urban versus rural housing, and pursue programs, tools, and research to respond to these needs.

Action/Program	Timeline	Lead Agency	Supporting Agency	Plan Tool
Work with state and regional governments, nonprofit, and development groups to identify opportunities for independent living developments in all areas of the county.	Short-Term	Planning & Zoning Department	Local/Municipal Housing Authority, Human Services Department, Housing Organizations, CAC, United Way, local real estate agents, Local Jurisdictions	Agricultural Preservation and Land Use Plan, Local growth plans
Monitor the availability of housing types and service needs for the county's senior population to promote aging in place. Develop educational tools to assist seniors and families with senior housing transitions.	On-Going	County Board, County Administration	Local/Municipal Housing Authority, CAC, United Way, local real estate agents, ADRC, Department of Health, Veteran Services, Parks, Highway Department	Parks, Recreation, and Open Space Plan

Measure: Adjust housing policies based on local needs, growth or decline in population, and urban or rural context.

Action/Program	Timeline	Lead Agency	Supporting Agency	Plan Tool
Monitor changing housing markets and assess needed policy or programmatic changes.	On-Going	County Administration	Local/Municipal Housing Authority, Local Jurisdictions, local real estate agents, Economic Development, Human Services Department, Board of Realtors,	
Collaborate with local jurisdictions, housing agencies, and real estate professionals to understand changing trends and needs to assure county policies and tools are up to date.	Mid-Term	County Board, County Administration	Local/Municipal Housing Authority, Local Jurisdictions, Local real estate agents	Local Comprehensive Plans
Collaborate with existing and proposed employers to understand housing needs compared to gaps in the current housing stock to support workforce housing opportunities.	Mid-Term	County Board, County Administration	Economic Development, Human Services Department, Planning and Zoning Department, Board of Realtors, Local Jurisdictions	Local Comprehensive Plans
Understand the varied housing needs throughout the county, considering both urban and rural housing needs and tools.	On-Going	County Board, County Administration	Economic Development, Human Services Department, Planning and Zoning Department, Board of Realtors, Local jurisdictions, Local administrators, Real estate agents	Local Comprehensive Plans, Agricultural Preservation and Land Use Plan

Transportation Implementation Measures

Measure:	Maintain and grow an interconnected, safe, and accessible multimodal transportation network that considers all modes and jurisdictions.			
Action/Program	Timeline	Lead Agency	Supporting Agency	Plan Tool
Consider completing a County Transportation Plan that analyzes deficiencies and needs for all modes.	Short-term	Highway Department	WisDOT, SEWRPC, CARPC, Local Jurisdictions, Mobility Manager, Parks Department, County Administration	Jefferson County Bike and Pedestrian Plan, WisDOT 2050 Long Range Transportation Plan
Promote safety for all modes, including safety strategies and infrastructure as warranted.	Short-Term	Highway Department	WisDOT, SEWRPC, CARPC, Local Jurisdictions, Mobility Manager, Parks Department	Safety Improvements (HSIP and High-Risk Rural Roads), Jefferson County Bike and Pedestrian Plans WisDOT Strategic Highway Safety Plan, WisDOT 2050 Long Range Transportation Plan
Align local and state highway system planning with goals for highway-adjacent land uses.	Mid-Term	Highway Department, Planning & Zoning Department	WisDOT, Parks Department	County Zoning Map, Jefferson County Bike and Pedestrian Plans, Parks, Recreation, and Open Space Plan
Conduct long-range planning of all transportation modes, integrating personal vehicles, freight, transit, bicyclists, and pedestrians within one transportation system.	Mid-Term	Highway Department	WisDOT, SEWRPC, CARPC, Local Jurisdictions, Parks Department	Jefferson County Bike and Pedestrian Plans, WisDOT System Plans (e.g., State Freight Plan, Bicycle Transportation Plan, etc.)
Support local studies and investments in the safety of the transportation system, particularly in high traffic areas that promote multiple modes.	Mid-Term	Highway Department	WisDOT, Local Jurisdictions, Parks Department	County Bike and Pedestrian Plan, WisDOT Connect 2050

Measure:	Monitor changes in transportation choice (e.g., shared mobility, senior transportation) and emerging transportation technologies (e.g., electric vehicles) to maintain policies and strategies for an adaptable network.			
Action/Program	Timeline	Lead Agency	Supporting Agency	Plan Tool
Continue to explore opportunities to expand shared mobility (taxis, Uber, Lyft, etc.) for all users.	On-Going	Human Services Department, Mobility Manager	Local Jurisdictions, Ride Share Providers	
Explore opportunities to provide additional transportation options for residents without access to a personal vehicle to travel within the county.	On-Going	Human Service Department, Mobility Manager	Local Jurisdictions, Transportation Providers, County Administration, Parks Department	Jefferson County Bike and Pedestrian Plan
Monitor new transportation trends and technologies and explore opportunities to allow for growth within the county's system.	Short-Term	Highway Department	WisDOT, Local Jurisdictions, Mobility Manger	

Measure: Support a connected transportation network by collaborating with local jurisdictions on funding, investments, and maintenance.

Action/Program	Timeline	Lead Agency	Supporting Agency	Plan Tool
Collaborate with local jurisdictions to implement the objectives and tools defined within the Comprehensive Plan.	Short-term	Highway Department	WisDOT, Local Jurisdictions, Parks Department	Local Comprehensive Plans Jefferson County Bike and Pedestrian Plan
Create educational tools that share information about transportation funding availability and local and county roadway maintenance policies.	Short-Term	Highway Department	WisDOT, Local Jurisdictions	WisDOT Websites
Assist local jurisdictions with asset management and preservation planning, identifying funding opportunities to pursue improvements.	Short-Term	Highway Department	WisDOT, Local Jurisdictions	

Measure:	Understand the transportation network’s role in economic development and recreational offerings to provide access to commercial, employment, and recreational opportunities.			
Action/Program	Timeline	Lead Agency	Supporting Agency	Plan Tool
For county road improvements, ensure that the land use context is considered and enhancement to pedestrian, bicycle, and other multimodal facilities are provided where appropriate and feasible.	Short-Term	Highway Department	Planning & Zoning Department, Parks, Department, Local Jurisdictions, SEWRPC, CARPC	Jefferson County Bike and Pedestrian Plan, Parks, Recreation, and Open Space Plan
Include recreational facilities that provide a recreational and transportation purpose as part of the transportation network.	Short-Term	Parks Department	Highway Department, Planning & Zoning Department	Glacial Heritage Area (GHA) Plan, Parks, Recreation, and Open Space Plan, Jefferson County Bike and Pedestrian Plan
Coordinate economic development strategies with transportation planning, using the transportation network as a tool for promoting growth and investment.	Short-Term	Economic Development	Highway Department, Planning & Zoning Department, Local Jurisdictions	WisDOT Strategic Highway Safety Plan, Local Comprehensive Plans

Measure: Actively participate in regional and statewide transportation planning efforts and investment decision making.

Action/Program	Timeline	Lead Agency	Supporting Agency	Plan Tool
Participate in regional transportation planning efforts to advocate for the county's system and align priorities.	Mid-Term	Highway Department, Planning & Zoning Department, County Administration	WisDOT, SEWRPC, CARPC, Local Jurisdictions	WisDOT Connect 2050, SEWRPC Vision 2050, Greater Madison MPO Regional Transportation Plan
Work with local jurisdictions and the Wisconsin Department of Transportation to review potential jurisdictional transfers of the roadway system.	Short-Term	Highway Department	WisDOT, Local Jurisdictions	WisDOT Functional Classification Map

Measure: Capitalize on the county's geographic location by supporting freight and commuting needs.

Action/Program	Timeline	Lead Agency	Supporting Agency	Plan Tool
Address freight needs when federal, state, and county highways are improved.	Mid-Term	Highway Department	WisDOT, Freight Providers	Capital Improvement Programs WisDOT State Freight Plan
Coordinate with local airports for the movement of people and goods.	Mid-Term	County Administration	WisDOT, Local Jurisdictions, Federal Aviation Administration (FAA)	WisDOT Airport Systems Plan
Encourage expansion of regional commercial opportunities in existing commercial corridors along collector or arterial routes and at nodes where infrastructure and traffic volumes can support economic growth.	Mid-Term	Economic Development	Highway Department	WisDOT Strategic Highway Safety Plan

Economic Development Implementation Measures

Measure:	Promote the quality of life and offerings of Jefferson County through a county-wide branding strategy that spurs tourism and economic development.			
Action/Program	Timeline	Lead Agency	Supporting Agency	Plan Tool
Collaborate with local groups to create a unified branding and marketing approach for Jefferson County that emphasizes the diverse offerings.	On-Going	County Administration, Economic Development	Local Economic Development Groups, Local Tourism Agencies, Parks Department, Fair Park, Jefferson County Tourism Council, Local Chamber	GHA Plan, Parks, Recreation, and Open Space Plan, Jefferson County Bike and Pedestrian Plan
Capitalize on the quality of life and services offerings available in the county to support economic development efforts.	On-Going	Economic Development	Parks Department, Land and Water Conservation Department, Fair Park, Jefferson County Tourism Council, Local Chamber, Local Jurisdictions	GHA Plan, Parks, Recreation, and Open Space Plan, Jefferson County Bike and Pedestrian Plan

Measure:	Develop and maintain physical, cultural, educational, and recreational programs that are conducive to and attract residential and business development.			
Action/Program	Timeline	Lead Agency	Supporting Agency	Plan Tool
Encourage local workforce training programs and continuing education to match local workforce with workforce demand.	On-Going	Economic Development, County Administration	Local Jurisdictions, Educational Providers, Local Business Owners	
Participate in and lead investments and initiatives that provide services and infrastructure to support growing markets and industries.	On-Going	Economic Development	Local Jurisdictions, Local Business Owners, County Administration	

Measure: Maintain a county-wide and community-based economic development strategy that promotes economic diversity, entrepreneurial activities, and promotes tourism and tourist attractions.

Action/Program	Timeline	Lead Agency	Supporting Agency	Plan Tool
Develop new industries or clusters of related industries which support and strengthen local assets. Broaden the industrial base by supporting marketing efforts for value-added industries that “spin-off” from existing industries.	On-Going	Economic Development	Local Jurisdictions, Local Manufacturers and Industries, County Administration	
Regularly perform and review regional market analyses to understanding changing trends and markets that may provide issues and opportunities to the markets in the county.	On-Going	Economic Development	Local Jurisdictions, County Administration	
Work with local, regional, and state partners to maintain a data-driven approach to align economic development strategies with market opportunities and industry needs.	On-Going	Economic Development, County Administration	WHEDA, Local Jurisdictions	
Promote the county’s natural resources and water resources as destinations for outdoor recreation.	On-Going	Parks Department	Land and Water Conservation Department	Parks, Recreation, and Open Space Plan

Measure: Develop tools and programs that assist businesses in attracting and retaining a talented workforce, paying a living wage, and maintain a thriving business.

Action/Program	Timeline	Lead Agency	Supporting Agency	Plan Tool
Monitor market changes and external effects that may shift wages for local employees.	On-Going	Economic Development	Local Jurisdictions, Local Business Owners	
Use economic development strategies that attract businesses that provide a living wage.	On-Going	Economic Development	Local Jurisdictions, Local Business Owners	
Support the county identity and market as a place to live, work, and play for workforce attraction.	Short-Term	County Administration, Economic Development	County Board, Local Jurisdictions, Local Business Owners, Parks Fair Park, Jefferson County Tourism Council, Local Chamber, Local Jurisdictions	
Monitor the availability, flexibility, and affordability of child care facilities.	On-Going	Economic Development	Local Jurisdictions, Local Business Owners, County Administration	

Measure:	Support significant industries within the county, including agriculture, tourism, and manufacturing, allowing for growth and expansion of the industries within the county.			
Action/Program	Timeline	Lead Agency	Supporting Agency	Plan Tool
Catalog the services and infrastructure needed to support these industries and develop tools and regulations to support growth and allow for reinvestment.	Short-Term	County Administration	Economic Development, Local Jurisdictions, Local Business Owners, Planning & Zoning Department, and Land and Water Conservation Department	
Collaborate with stakeholders to understand needs and changing trends to support maintenance and growth.	On-Going	County Administration	Economic Development, Local Jurisdictions, Local Business Owners, and Land and Water Conservation Department	
Further relationships with higher education systems in the county such as UW-Whitewater, Maranatha University, Madison College, and Waukesha County Technical College.	On-Going	County Administration	Economic Development, Local Jurisdictions, Local Business Owners, and Land and Water Conservation Department	

Measure: Capitalize on the regional surroundings of the county and explore opportunities to grow the County's economic strengths.

Action/Program	Timeline	Lead Agency	Supporting Agency	Plan Tool
Participate in regional economic development activities and planning.	On-Going	County Administration, Economic Development	Regional Economic Development Agencies, Local Jurisdictions, Adjacent Counties	
Explore opportunities to support larger regional economies with products produced and grown in Jefferson County.	Short-Term	County Administration, Economic Development	Regional Economic Development Agencies, Local Jurisdictions, Adjacent Counties, Industry Leaders	

Measure:	Support a high quality of life for all by creating an economic environment that supports local businesses, diverse offerings, and opportunities for growth.			
Action/Program	Timeline	Lead Agency	Supporting Agency	Plan Tool
Explore “shop local” campaigns and similar tools that support local businesses and services.	Short-Term	Economic Development	Local Jurisdictions, Local Business Owners, Fair Park, Jefferson County Tourism Council, Local Chamber	
Encourage continued educational opportunities for the local workforce. Target programs towards competitive industries, existing and emerging, that align with economic development strategies.	Short-Term	Economic Development	Local Jurisdictions, Local Business Owners, County Administration	
Promote expansion and growth of businesses that support local businesses.	On-Going	Economic Development	Local Jurisdictions, Local Business Owners, Local Chamber, County Administration	
Promote child care that is widely available, affordable, and flexible for working residents.	On-Going	Economic Development	Local Jurisdictions, Local Business Owners, County Administration	

Agricultural, Natural and Cultural Resources Implementation Measures

Measure:	Ensure that county policies and regulations consider impacts and benefits to agricultural, natural, and cultural resources.			
Action/Program	Timeline	Lead Agency	Supporting Agency	Plan Tool
Preserve and enhance environmentally sensitive areas (e.g., 100-year floodplain, wetlands, bluffs) and other important natural features (e.g., high quality native plant communities, rare species habitat) and protect these areas as open space.	On-Going	Planning & Zoning Department	Planning & Zoning Committee, Land Information, Parks Department, Local Jurisdictions, Local Water Resource Groups, Land and Water Conservation Department, Wisconsin Department of Natural Resources (WDNR) , Land Trusts	GHA Plan, Parks, Recreation, and Open Space Plan, Jefferson County Bike and Pedestrian Plan, Land and Water Resources Management Plan, Zoning Ordinance, Farmland Conservation Easement Planning
Encourage historical preservation and outreach efforts in the county.	On-Going	Planning & Zoning Department, Parks Department	Local Historical Societies, Local Jurisdictions, Land and Water Conservation Department Wisconsin Historical Society, Agricultural groups	Parks, Recreation, and Open Space Plan, Land and Water Resources Management Plan, National Register of Historic Places
Continue to update and expand environmental resource data into the County's GIS database. Use County GIS to evaluate impacts to the natural environment.	On-Going	Land and Water Conservation Department, Land Information	Planning & Zoning Department, Environmental Resource Agencies, WDNR	GHA Plan, Parks, Recreation, and Open Space Plan, Land and Water Resources Management Plan
Review county wetland and shoreland ordinances to help define and strengthen buffering and protection of natural resources.	Short-Term	Planning & Zoning Department, Land and Water Conservation Department	Local Jurisdictions, Local Water Resource Groups	County Ordinances

Measure:	Promote a diverse agricultural presence, supporting local food growth, entrepreneurial opportunities, processing of local goods, and emerging agricultural practices.			
Action/Program	Timeline	Lead Agency	Supporting Agency	Plan Tool
Support local restaurants, food production, or other manufacturing and the incorporation of Jefferson County grown products in the supply chain.	Short-Term	County Administration	University of Wisconsin Extension Service, Land and Water Conservation Department, Local Businesses, Agricultural Community	
Collaborate with the county's economic development strategy to support agricultural industry growth within the county.	Short-Term	Economic Development	University of Wisconsin Extension Service, County Administration, Local Businesses, Ag Co-Ops, Land and Water Conservation Department	
Provide educational opportunities to connect the public with the agricultural industry, including the awareness of practices, emerging technologies, and employment opportunities.	On-Going	Land and Water Conservation Department, University of Wisconsin Extension Service	Ag Co-Ops, Local Jurisdictions	

Measure:	Develop educational materials and opportunities for residents to learn about agricultural, natural, and cultural resources, including land management techniques, agricultural conservation practices, and natural resource preservation.			
Action/Program	Timeline	Lead Agency	Supporting Agency	Plan Tool
Increase public and stakeholder engagement, with the support of partners, regarding the stewardship, conservation, and efficient use of natural resources.	On-Going	Land and Water Conservation Department, Planning & Zoning Department	WDNR, Parks, Department, Local Jurisdictions, Local Natural Resources Groups	Land and Water Resource Management Plan
Provide a list of development standards and best practices for conservation design, low impact development, and environmental management as a resource for landowners, developers, and contractors.	Short-Term	Planning & Zoning Department	Land and Water Conservation Department	

Measure: Minimize impacts to natural resources and explore opportunities to enhance environmental corridors, wetlands, woodlands, wildlife habitat, and open spaces.

Action/Program	Timeline	Lead Agency	Supporting Agency	Plan Tool
Distinguish areas of natural resources for recreational use from areas that serve primarily as wildlife habitat.	Short-Term	Parks Department	Land and Water Conservation Department, WDNR, Land Information	GHA Plan, Parks, Recreation, and Open Space Plan
County policies and approvals related to land use, development, and management will be made to address current needs without compromising the ability to meet future needs, while at the same time preventing or reducing impacts to environmental resources	Short-Term	Planning & Zoning Department, Planning and Zoning Committee	Land and Water Conservation Department, County Administration	County Ordinances
Continue to use the defined environmental corridors as a planning tool to preserve natural resources.	On-Going	Planning & Zoning Department	Land and Water Conservation Department, Parks Department	Agricultural Preservation and Land Use Plan, Parks, Recreation and Open Space Plan, Land and Water Resource Management Plan

Measure: Monitor, protect, and enhance the water resources of the county including lakes, rivers, wetlands, and groundwater.

Action/Program	Timeline	Lead Agency	Supporting Agency	Plan Tool
Utilize the Jefferson County Land and Water Resources Management Plan to protect and enhance surface water, ground water and wetland quality, and associated habitat areas.	On-Going	Land and Water Conservation Department	WDNR, Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP), National Resource Conservation Service (NRCS), Local Jurisdictions, Local Water Resource Groups	Land and Water Resources Management Plan
Monitor and assess the state of water resources in the county.	On-Going	Land and Water Conservation Department	WDNR, Local Jurisdictions, Local Water Resources groups	Land and Water Resources Management Plan, WDNR Water Quality Standards
Continue to educate and collaborate with local organizations on the management and protection of water resources.	On-Going	Land and Water Conservation Department	Parks Department, Local Water Resources Groups	Resource-specific management plans and reports, Land and Water Resource Management Plan

Measure:	Collaborate with local, regional, state, and federal agencies for funding and program support to pursue the enhancement and preservation of agricultural, natural, and cultural resources.			
Action/Program	Timeline	Lead Agency	Supporting Agency	Plan Tool
Expand targeted partnerships to effectively advance county natural resources goals and to better manage sensitive natural areas.	On-Going	Land and Water Conservation Department	WDNR, NRCS, Natural Resource Groups, Parks Department, Planning and Zoning	Land and Water Resource Management Plan
Continue to explore and expand partnerships with environmental advocacy groups (local, regional, state) to protect, enhance, expand, and connect natural areas.	On-Going	Parks	WDNR, NRCS, Natural Resource Groups, Land and Water Conservation	
Pursue grants to help fund planning and implementation for resource conservation, restoration, and protection	On-Going	Land and Water Conservation Department	WDNR, NRCS, DATCP, Local Jurisdictions, Natural Resource Groups, Parks Department, American Farmland Trust	Various Grant Programs, PACE Program, Land and Water Resource Management Plan

Intergovernmental Cooperation Implementation Measures

Measure:	Foster a strong government network of collaboration between governmental units, identifying opportunities for collaboration and idea sharing.			
Action/Program	Timeline	Lead Agency	Supporting Agency	Plan Tool
Involve local jurisdictions early in policy change discussions to understand impacts across jurisdictions.	On-Going	County Board, County Administration	All County Departments, Local Jurisdictions	Parks, Recreation and Open Space Plan
Establish a quarterly forum of county and jurisdictional leadership to collaborate on opportunities and challenges.	Short-Term	Planning & Zoning Department, County Administration	All County Departments, Local Jurisdictions	Parks, Recreation, and Open Space Plan, Agricultural Preservation and Land Use Plan, Local Comprehensive Plans

Measure: Collaborate with local jurisdictions to provide a unified approach to growth and development.

Action/Program	Timeline	Lead Agency	Supporting Agency	Plan Tool
Facilitate a strategic planning session with each department to assess its abilities to help local jurisdictions.	Short-Term	County Administration	County Departments	
Coordinate with cities on their urban growth boundaries to ensure the orderly extension of city services over time.	Short-Term	Planning & Zoning Department, County Administration	Land and Water Conservation Department, Parks Department, Local Jurisdictions, Economic Development	Agricultural Preservation and Land Use Plan, Local Comprehensive Plans
Participate in local long-range planning efforts to understand local issues and opportunities and connections to county efforts.	Short-Term	County Administration	County Departments, Local Jurisdictions	Local Comprehensive Plans

Measure:	Recognize the history and unique character of the places in Jefferson County and support efforts to preserve and enhance these resources.			
Action/Program	Timeline	Lead Agency	Supporting Agency	Plan Tool
Building from county-wide branding efforts, identify the unique history and character of various areas throughout the county and consider impacts to these identifiers as policies and investments are pursued.	Short-Term	County Administration	Planning & Zoning Department, Parks Department, Land and Water Conservation Department, Fair Park, Economic Development	Parks, Recreation, and Open Space Plan, GHA Plan, Land and Water Resource Management Plan
Support local and grassroots efforts that preserve the history and sense of place in communities.	Short-Term	County Administration	Local Historical Societies, County Departments	

Measure:	Explore opportunities for cost sharing or shared services between the county and local jurisdictions to provide continuity and efficiency of service offerings and budgeting.			
Action/Program	Timeline	Lead Agency	Supporting Agency	Plan Tool
Continue to direct federal, state, and local grant funds best suited to assist with development and redevelopment in the local communities.	On-Going	County Administration	Economic Development, Parks Department, Highway Department, Local Jurisdictions, Emergency Management	Parks, Recreation, and Open Space Plan, Local Comprehensive Plans
Continue to build upon the shared services research completed for local emergency services to explore cost saving opportunities while continuing to provide a high level of service.	On-Going	County Board, County Administration	Sherriff, Emergency Management, Local Emergency Services, Local Jurisdictions	Shared Services Research Plan, Local Development Plans
Collaborate with local jurisdictions to understand funding gaps and explore possibilities for shared services or other funding opportunities.	On-Going	County Board, County Administration	Local Governments, Local Emergency Services, Emergency Management	Intergovernmental Agreements through Comprehensive Plan efforts, Strategic Plan, Economic Development Plan, Housing Study, Shared Service Study and EMS Study

Utilities & Community Facilities Implementation Measures

Measure: Manage and promote public infrastructures, services, and facilities in a manner that is both cost effective and efficient.

Action/Program	Timeline	Lead Agency	Supporting Agency	Plan Tool
Perform county-wide asset management planning to catalog the county's assets and track maintenance and replacement needs.	Mid-Term	County Administration	County Departments	
Collaborate with local jurisdictions and service providers to ensure that quality and affordable services are available to residents throughout the county.	Short-Term	County Administration	Local Jurisdictions, County Departments	
Encourage an equitable distribution of schools, health care services, grocers, and other resources that are necessary to sustain personal well-being and enhance the quality of county communities.	Short-Term	County Administration	School Districts, Health Care Providers, County Departments, Local Jurisdictions	
Work with local municipalities to map and identify optional locations for infrastructure and service offerings.	Short-Term	County Administration	Land Information, Economic Development, Local Jurisdictions	

Measure:	Monitor changing practices and technologies across the county's systems to maintain innovative and effective offerings, including utilities, public health, emergency management, solid waste, etc.			
Action/Program	Timeline	Lead Agency	Supporting Agency	Plan Tool
Support the activities of various county departments to promote long-range planning and investments in the county's systems.	On-Going	County Board, County Administration	County Departments, Local Chambers, Local Tourism Offices	
Continue to review and expand the county's solid waste management, exploring opportunities to expand service offerings and modernize practices.	On-Going	Solid Waste	Planning & Zoning Department, Local Jurisdictions	Solid Waste Management Plan
Support the activities of the health department to provide access to healthy lifestyle options for all residents.	On-Going	Health Department, Human Services Department	County Board, County Departments	
Maintain an up-to-date hazard mitigation plan.	On-Going	Emergency Services Department, Sheriff	County Board, County Departments	Hazard Mitigation Plan

Measure:	Utilize the Parks, Recreation and Open Space Plan to maintain, improve, and expand recreational features (parks, trails, and open space).			
Action/Program	Timeline	Lead Agency	Supporting Agency	Plan Tool
Support the goals and policies established in the Parks, Recreation and Open Space Plan to provide recreational opportunities to county residents.	On-Going	Parks Department	Land and Water Conservation Department, WDNR, Local Jurisdictions, Park Users	Parks, Recreation, and Open Space Plan
Invest recreational opportunities that contribute to the quality of life, healthy lifestyle, tourism, and resource preservation.	On-Going	Parks Department	Land and Water Conservation Department, WDNR, Local Jurisdictions, Park Users	
Support open space preservation through other planning efforts (e.g., subdivision review).	On-Going	Parks Department	County Departments, WDNR, Local Jurisdictions, Park Users, Land and Water Conservation Department	

Measure: Support the expansion of communications technologies and practices that support both personal use and economic development.

Action/Program	Timeline	Lead Agency	Supporting Agency	Plan Tool
Promote high-speed telecommunications network expansion in the locations where the service is needed. Work with local stakeholders to prioritize areas for service expansion.	On-Going	County Administration	County Board, County Departments, Local Service Providers, Local Jurisdictions	Broadband Plan
Work with utility providers and local, regional, and state government agencies to promote the availability of high-speed network access and the corresponding opportunity to work remotely.	On-Going	County Administration	County Board, County Departments, Local Service Providers, Local Jurisdictions	
Develop county policies and partnerships to creatively include high-speed network infrastructure in plans for economically efficient road and other utility and infrastructure system projects.	On-Going	County Administration	County Board, Highway Department, Planning & Zoning Department, Local Jurisdictions	Strategic Plan, Shared Service Study

Plan Tools

A number of plan tools are referenced throughout this chapter, including county prepared resources and those prepared by partner agencies and sources. The following table provides an overview of the plan tools referenced throughout this chapter, providing a general description purpose, responsible agency and the location of where the tool can be accessed. This is not an inclusive list of all plan tools, and should be added to and refined as the county implements the plan.

Plan Tool	Description/Purpose	Agency	Source
Wisconsin Comprehensive Planning Law (s.66.1001)	Provides information and resources on the required elements of comprehensive plans in Wisconsin	Department of Administration	Online via the Department of Administration website
Jefferson County Strategic Plan	Guides the county's vision and budget decisions	County Administration	Online via the Jefferson County website
Jefferson County Department Annual Reports	Reviews department activity over the past year and guides action or areas of attention for the coming year	County Departments	Available within each County Department
Wisconsin Certified Sites Program	Standards for the certification of industrial sites that include all key reviews, document, and assessments required for industrial development.	Wisconsin Economic Development Corporation	Wisconsin Economic Development Corporation's website
Jefferson County Land and Water Resource Management Plan	The plan lays out the mission, goals, and work plan for the LWCD. It is required by the Department Agricultural, Trade, and Consumer Protection in order for the LWCD to be eligible to receive staffing grants and funds used for cost-sharing conservation practices.	Land and Water Conservation Department, with approval of County Board and DATCP	Online via the Jefferson County website
Natural Hazards Mitigation Plan	The plan reviews natural hazards that may be a threat to Jefferson County and reviews mitigation planning opportunities.	Emergency Management Department	Online via the Jefferson County website
Existing County Ordinances	County ordinances that have been adopted and administered through the County Board and Departments. These include elements that regulate how the county can govern and inform decision making. A primary example is the county's zoning ordinance	Jefferson County	Online via the Jefferson County website
Agricultural Preservation and Land Use Plan	The county's farmland preservation planning document to set the goals and regulations for preserving farmland,	Planning & Zoning Department	Online via the Jefferson County website

Plan Tool	Description/Purpose	Agency	Source
	protecting soil and water, and minimizing land use conflicts.		
Glacial Heritage Area Plan	Planning document that outlines goals and resources for the Glacial Heritage Area.	WDNR	Online via the WDNR website
Parks, Recreation, and Open Space Plan	Planning document that reviews existing park facilities and details future parks recommendations for the Jefferson County system	Parks Department	Online via the Jefferson County website
Local Long-Range Planning Documents	Local jurisdictions complete a range of planning documents that provide guidance for policy and investment decision making across their various systems. These plans can include transportation plans and infrastructure plans.	Local Jurisdictions	Available through the agency producing the document
Local Comprehensive Plans	Local jurisdictions with their own zoning ordinance have a locally adopted Comprehensive Plan. These documents define goals and policies for the jurisdiction's systems, similar to this Comprehensive Plan	Local Jurisdictions	Available through the local jurisdiction
Bike and Pedestrian Plan	The county's bicycle and pedestrian infrastructure and policy direction is outlined within the Bike and Pedestrian Plan. This plan identifies future investment and policy activities for these multimodal programs	Jefferson County	Online via the Jefferson County website
WisDOT 2050 Long Range Transportation Plan/WisDOT Connect 2050	Wisconsin's long-range policy planning document for the transportation system in Wisconsin. This plan focuses on transportation network managed by WisDOT and provides considerations and suggestions for the local system.	WisDOT	Available through WisDOT's website
Highway Safety Improvement Program (HSIP)	The Highway Safety Improvement Program (HSIP) funds highway safety projects at sites that have experienced a high crash history. Emphasis is on low-cost options that can be implemented quickly.	WisDOT	Available through WisDOT's website
WisDOT Strategic Highway Safety Plan	Wisconsin's Strategic Highway Safety Plan is a statewide comprehensive plan that provides a synchronized	WisDOT	Available through WisDOT's website

Plan Tool	Description/Purpose	Agency	Source
	framework for reducing traffic fatalities, injuries and crashes over a three-year period. The plan examines various issue areas that affect highway safety in Wisconsin.		
Jefferson County Zoning Map	Map of existing zoning designations throughout the county. This map is updated by the county as zone changes occur within its jurisdiction.	Jefferson County	Online via the Jefferson County website
WisDOT System Plans	Various long-range policy plans that set WisDOT's policy approach to the various transportation systems (e.g., bicycle and pedestrian, freight, rail, etc.).	WisDOT	Available through WisDOT's website
WisDOT Functional Classification Map	Map depicting the functional classification of Wisconsin's roadways.	WisDOT	Available through WisDOT's website
Capital Improvement Program	County's 5-year budget planning defining the projects and investments for the county.	Jefferson County	Online via the Jefferson County website
Local Capital Improvement Programs	Local jurisdictions also complete Capital Improvement Plans to identify local investments on a 5-year cycle.	Local Jurisdictions	Available through the local jurisdiction
National Register of Historic Places	Listing of the buildings, sites, and locations that have been identified to provide historic or cultural value per the National Register of Historic Places. Processes for improvements or removal of these sites are also provided.	National Register of Historic Places	Available online through the National Register's website
Wisconsin DNR Water Quality Standards	Current standards for monitoring and maintaining water quality throughout Wisconsin.	WDNR	Available online via through the DNR's website
Local Lake Management Plans	Planning documents that outline existing conditions and planning recommendations for distinct lakes and watersheds.	Local Lake Groups	Available through each lake group
Grant Programs	Multiple regional, state, and federal agencies administer grant programs that the county can apply for to provide funding assistance for a range of efforts.	Various Agencies	Available through various resource agency's websites

Plan Tool	Description/Purpose	Agency	Source
Shared Services Research Plan	Description of shared services potential in Jefferson County, including opportunities for local jurisdictions to work together with the county to provide basic services more efficiently and effectively.	Jefferson County	Online via the Jefferson County website
Intergovernmental Agreements	Jefferson County enters into intergovernmental agreements as it collaborates with various agencies. The roles and responsibilities of these collaboration efforts are outlined within intergovernmental agreements.	Jefferson County and Local Jurisdictions	Available through Jefferson County or Local Jurisdictions
Solid Waste Management Plan	Planning document that outlines the current solid waste management system and identifies plan and policies for future activities.	Jefferson County	Online via the Jefferson County website
Jefferson County Broadband Plan	Planning document that highlights existing broadband services throughout the county and defines desired actions and goals for the expansion of broadband services.	Jefferson County	Online via the Jefferson County website