

JACKSON COUNTY
WISCONSIN

COMPREHENSIVE PLAN
2010-2030

ADOPTED NOVEMBER 8, 2010



Prepared by
MSA PROFESSIONAL SERVICES, INC.
WITH ASSISTANCE FROM: JACKSON COUNTY ZONING, PLANNING & POWTS DEPARTMENT

This plan is
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Insert Adoption Ordinance

Resolution 55-1

Ordinance No. 1:40

An Ordinance to Adopt the Comprehensive Plan of Jackson County, Wisconsin.

The Board of Supervisors for Jackson County, Wisconsin, do ordain as follows:

Section 1. Pursuant to section [59.69(2) and (3)(for counties)/62.23(2) and (3)(for cities, villages, and towns exercising Village powers under 60.22(3))] of the Wisconsin Statutes, Jackson County, is authorized to prepare and adopt a comprehensive plan as defined in section 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes.

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

Section 3. The Zoning and Land Information Committee of Jackson County, by a majority vote of the entire committee recorded in its official minutes, has adopted a resolution recommending to the Board of Supervisors the adoption of the document entitled "Jackson County, Wisconsin, Comprehensive Plan 2008-2030," containing all of the elements specified in section 66.1001(2) of the Wisconsin Statutes.

Section 4. The County has held at least one public hearing on the draft comprehensive plan, in compliance with the requirements of section 66.1001(4)(d) of the Wisconsin Statutes.

Section 5. The Board of Supervisors for Jackson County, Wisconsin, does, by enactment of this ordinance, formally adopt the document entitled, "Jackson County, Wisconsin, Comprehensive Plan 2008-2030," pursuant to section 66.1001(4)(c) of the Wisconsin Statutes.

Section 6. This ordinance shall take effect upon passage by a majority vote of the members-elect of the Board and [publication/posting] as required by law.

Adopted this 8th day of November, 2010

Dennis M. Eberhardt
Board Chairman

Kyle Jensen
Attest: County Clerk

(Published/Posted):

(Approved, Vetoed):

Plan Amendments

This plan may be amended in the years between major updates. See Section 4.4 Plan Adoption and Amendment Procedures. Amendments should be noted here.

<u>AMENDMENT DATE</u>	<u>PAGE #</u>	<u>DESCRIPTION</u>
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JACKSON COUNTY BOARD OF SUPERVISORS

Dennis Eberhardt	Chairperson	Gaylord E. Olson	Supervisor
Robert Galster	Supervisor	Roger Stevens	Supervisor
Merlin Fredrickson	Supervisor	James Olson	Supervisor
Charles Jensen	Supervisor	Gary Olson	Supervisor
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Gary Olson	Chairperson	Don Evenson	Supervisor
Gaylord E. Olson	Vice Chairperson	James Olson	Supervisor
Norman Stoker	Supervisor		

JACKSON COUNTY COMPREHENSIVE PLANNING STEERING COMMITTEE

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Gary Olson	Zoning & Land Information Committee	Jim Bruce	Southwest Cluster
Gaylord E. Olson	Zoning & Land Information Committee	Anita Lemke	Southwest Cluster
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Norman Stoker	Zoning & Land Information Committee	Jim Meadowcroft	Central Cluster
Donald Evenson	Zoning & Land Information Committee	Bill Cornell	Eastern Cluster
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Jackson County Zoning & POWTS Department Staff:

Terry A. Schmidt, Administrator
 Dustin McCune, Zoning Technician
 Beth Storlie, Administrative Assistant
 Lauree Kratcha, GIS Technician
 Tim Jeatran, Surveyor



PARTIAL FUNDING SUPPORT FOR THE PLANNING EFFORT WAS PROVIDED BY THE
 WISCONSIN DEPARTMENT OF ADMINISTRATION

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EXECUTIVE SUMMARY

In 2008, Jackson County, along with 24 other communities¹, received a grant from the Wisconsin Department of Administration to complete Comprehensive Plans that complied with Wisconsin’s “Smart Growth” requirements, State Statute 66.1001. The County requested the assistance of MSA Professional Services, Inc. to facilitate the creation of this plan. The last land use plan for Jackson County was developed in 1964. This plan, along with the 2008-2012 Jackson County Land and Water Resource Management Plan, and other plans², formed the basis for land use planning within the County over the last 40+ years. Implementation of these plans within unincorporated portions of Jackson County has primarily been achieved through the County’s Zoning Code (Chapter 17).

A comprehensive plan is a document that describes a long-term vision that a community wants to achieve, in this case Jackson County. The future vision is depicted with maps showing future conditions and with goals, objectives, and policies. Tasks and activities are also identified that need to be achieved to help implement the plan. In essence, this plan is a guidebook for managing land use and development in Jackson County. It provides the most recent available statistics and survey data, documents the important issues of concern identified by County residents, and sets forth goals, objectives, policies, and actions to be pursued by the County in the coming years. The plan covers topics mandated by Wisconsin State Statute 66.1001, but the content of the plan reflects local concerns. This plan looks forward 20 years to 2030, but it should be reviewed annually and fully updated every ten years, as required by law.

Preparation and adoption of this Plan occurred over a 26-month period. The County implemented a “bottom-up” approach by basing the County Plan upon the 24 plans that were initially created. For ease of facilitating the planning process the County was divided into four clusters: Northwest, Southwest, Central, and Eastern. Communities within each cluster met together, and then broke out into Plan Commission meetings for their specific community.

The County Board established an advisory steering committee and gave it the responsibility of developing the first draft of the plan. The Steering Committee consisted of a diverse set of individuals representing each cluster in the County. Over the course of two plus years, the Steering Committee met over 9 times with their consultant to review project material and to make policy recommendations. In total, the multi-jurisdictional project consisted of over 250 public meetings. Residents were consulted in the development of this plan through public meetings, a community survey, and a formal public hearing held prior to adoption of the plan. All Steering Committee working sessions were also open to public attendance and comment. Over the course of these meetings several themes emerged which are highlighted below and discussed in more detail within this plan.

- ❖ Maintain the mostly rural character of the County
- ❖ Protect sensitive natural resources

¹ Other Grant Recipients: City of Black River Falls, Village of Alma Center, Village of Hixton, Village of Melrose, Village of Merrilan, Village of Taylor, Town of Adams, Town of Albion, Town of Alma, Town of Bear Bluff, Town of Brockway, Town of City Point, Town of Cleveland, Town of Franklin, Town of Garden Valley, Town of Garfield, Town of Irving, Town of Knapp, Town of Manchester, Town of Melrose, Town of Millston, Town of Northfield, Town of North Bend, Town of Springfield.

² Additional Plans: Jackson County Soil Erosion Plan, 1987; Jackson County Forest Comprehensive Land Use Plan, 1997; Jackson County Outdoor Recreation Plan, 2007.

- ❖ Preserve productive agricultural and forestry land
- ❖ Develop a comprehensive plan which provides a framework for land use planning within the County while recognizing planning efforts at local levels

After the committee finished its work, it submitted a draft plan to the County's Zoning and Land Information Committee, which by statute must adopt a resolution recommending it to the County Board. (PENDING) After review by the Zoning and Land Information Committee, a public hearing was held prior to final adoption by the County Board.

This Plan is organized into five chapters to promote readability and easy reference.

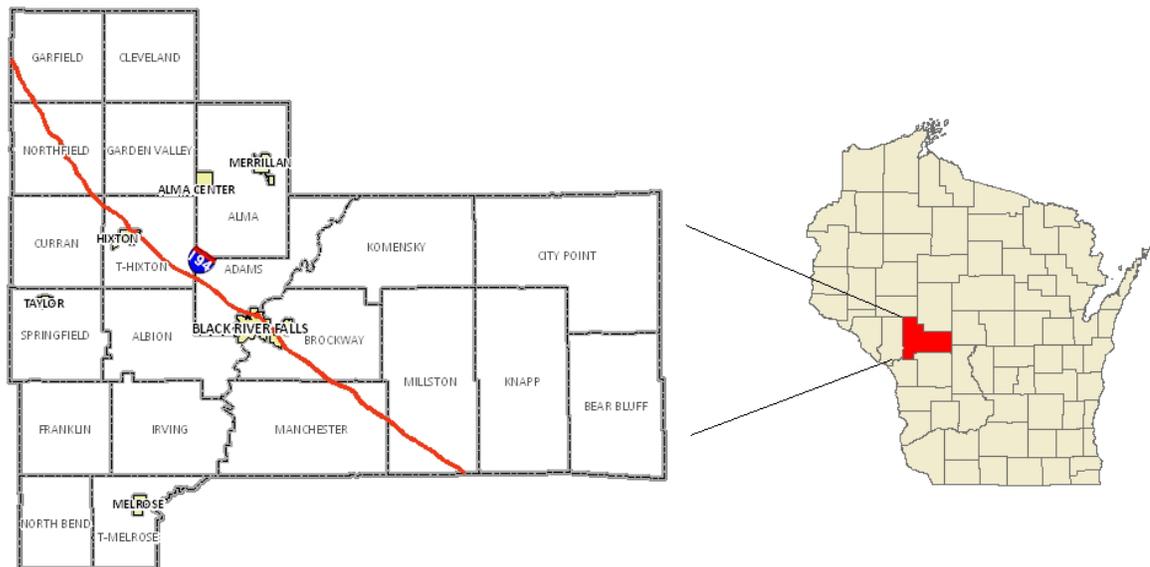
- ❖ **Chapter 1: Introduction** – describes the Wisconsin's Comprehensive Planning requirements and the planning process used to complete this Plan.
- ❖ **Chapter 2: Vision, Goals, Objectives, and Policies** - describes the community vision, goals, objectives, and policies for each element of the comprehensive plan.
- ❖ **Chapter 3: Future Land Use** – a summary of the future land use plan for Jackson County.
- ❖ **Chapter 4: Implementation** - a compilation of recommendations and specific actions to be completed in a stated sequence to implement the goals, objectives, and policies contained in Chapter 2 and 3.
- ❖ **Chapter 5: Existing Conditions** - summarizes historical census and land use data and county, regional, or state planning efforts which may include or affect the County (as per Wisconsin Statute 66.1001). This information provides a basis for creating goals, objectives, policies, maps, and actions guiding future development in Jackson County.

CHAPTER 1 - INTRODUCTION

1.1 REGIONAL CONTEXT

Jackson County was established in 1854, and is bordered on the west by Trempealeau County, on the south by La Crosse and Monroe Counties, on the east by Juneau and Wood Counties, and on the north by Clark and Eau Claire Counties. The county is approximately 640,181 acres, or 1,000 square miles. The population in 2008 was estimated to be 19,710. Twenty-one Towns, five Villages, and the City of Black River Falls make up the County. The largest industry of employment is in Educational, Health, and Social Services. The County’s largest employers include the Ho-Chunk Nation, Millis Transfers, Inc., Lunda Construction Co., Black River Falls Public Schools, Black River Memorial Hospital, Jackson Correctional Institute, and Wal-mart. A portion of Interstate 94 dissects the County linking the County with the Twin Cities (Minneapolis/Saint Paul) to the northwest and the State’s Capital (Madison) to the southeast.

Figure 1.1: Regional Context



The population density of the County (19.9 persons per square mile) is much lower than the average Wisconsin County (155.6 p/sq.mi.). Regionally, Buffalo County has the lowest population density (19 p/sq.mi.) and Chippewa County has the second highest population density (55.1 p/sq.mi.). Within Jackson County, the City of Black River Falls has the highest density (856.0) and the Towns of Bear Bluff and City Point both have the lowest (2.0). The average population density for Jackson County City, Villages and Towns is provided in Table 1.1.

Table 1.1: Community Population Densities

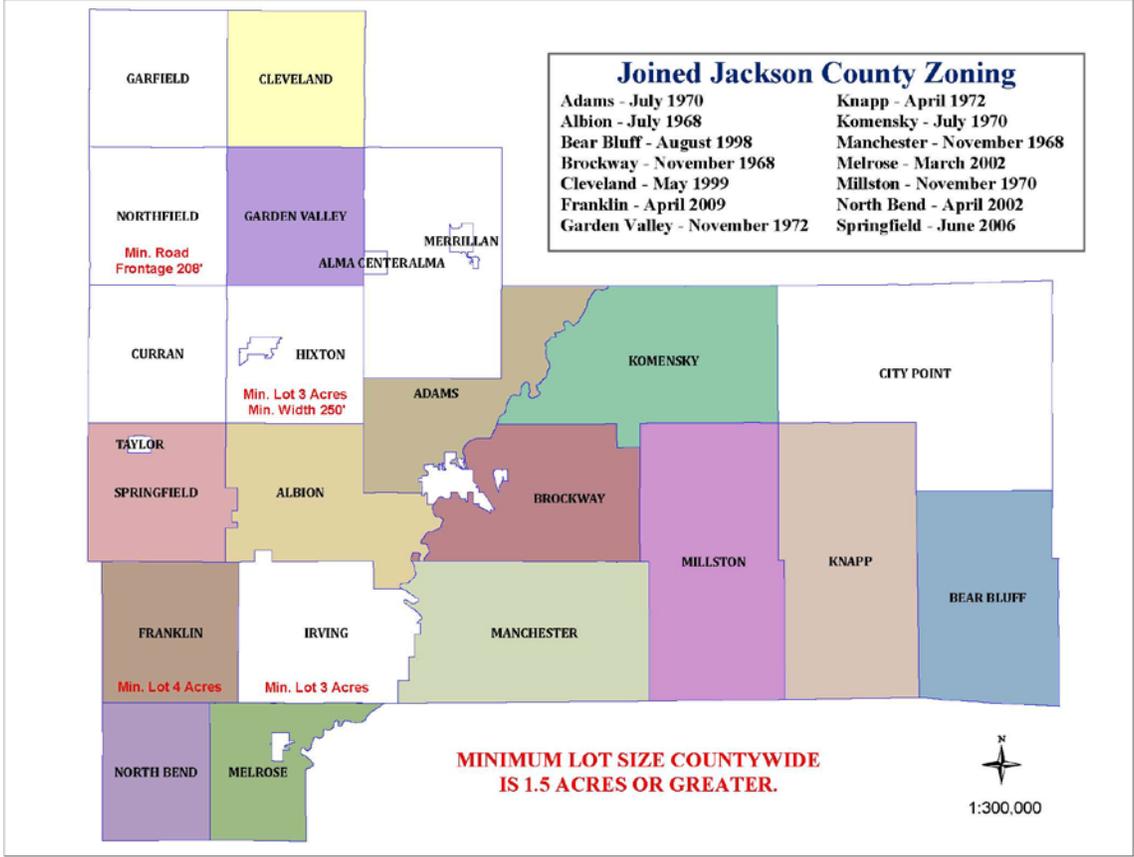
Average Population Density (Jackson County)	Persons/sq.mi
City	856.0
Villages	521.3
Towns	15.6

1.2 EXISTING LAND USE PLANS AND REGULATION

The first zoning code was adopted by the County on April 19, 1966. Most recent revisions occurred in 2009. The zoning code has been adopted by the following 14 townships: Adams, Albion, Bear Bluff, Brockway, Cleveland, Franklin, Garden Valley, Knapp, Komensky, Manchester, Melrose, Millston, North Bend, and Springfield (Figure 1.2).

While not all towns have adopted the Zoning Ordinance, the following Jackson County ordinances are all in effect in all towns: Chapter 15 POWTS Ordinance, Chapter 16 Shoreland Zoning Ordinance, Chapter 18 Subdivision and Platting Ordinance, Chapter 20 Floodplain Zoning Ordinance, Chapter 22 Animal Waste and Manure Management Ordinance, Chapter 23 Livestock and Animal Facility Licensing Ordinance, and Chapter 24 Non-Metallic Mining Reclamation Ordinance. The Shoreland Ordinance applies to all properties within 1,000 feet of a lake, pond or flowage 300 feet of a river, stream or creek. The City and Villages in the County maintain their own zoning codes except for the Village of Melrose that utilize ordinances. The City of Black River Falls had a completed comprehensive plan from 1996.

Figure 1.2: County Zoning



1.3 WISCONSIN COMPREHENSIVE PLANNING LAW

Wisconsin’s “Smart Growth” planning law [s. 66.1001 Wis. Stats.] was adopted in October of 1999. The law requires that, beginning January 1, 2010, the following activities must be consistent with a comprehensive plan:

- Official mapping established or amended under s. 62.23 (6)
- Local subdivision regulations under s. 236.45 or 236.46
- County zoning ordinances enacted or amended under s. 62.23 (7)
- Town, village, or city zoning ordinances enacted or amended under s. 60.61, 60.62, 60.23 (7)
- Zoning of shorelands or wetlands in shorelands under s. 59.692, 61.351 or 62.231

The law defines a Comprehensive Plan as containing nine required elements:

- | | |
|-------------------------------------------------|----------------------------------|
| 1. Issues and opportunities | 6. Economic Development |
| 2. Housing | 7. Intergovernmental Cooperation |
| 3. Transportation | 8. Land Use |
| 4. Utilities and Community Facilities | 9. Implementation |
| 5. Agricultural, Natural and Cultural Resources | |

The Comprehensive Planning Law in Wisconsin requires public participation at every stage of the comprehensive planning process and adoption of a document that describes the public participation process that will be used. “Public participation” includes, at minimum, the opportunity for all stakeholders (residents, business owners, neighboring jurisdictions, etc.) to review and comment on draft plans, the holding of a public hearing prior to plan adoption, and public notices about draft review and hearing opportunities. The law requires that copies of the adopted plans be sent to adjacent communities, the Wisconsin Department of Administration, the regional planning commission and public library serving the area, and all other area jurisdictions located entirely or partially within the boundaries of the community.

The Comprehensive Planning Law standardizes the procedure for adopting a comprehensive plan. The plan commission must submit a recommendation on the comprehensive plan to the local elected governing body. The local governing body may then adopt and enact the plan by ordinance.

In addition to ensuring that local residents and businesses have the opportunity to review and comment on the plan, the Comprehensive Planning Law requires that copies of the draft and final comprehensive plans be sent to adjacent communities, the Wisconsin Department of Administration, the regional planning commission and public library serving the area, and all other area jurisdictions that are located entirely or partially within the boundaries of the community.

Required Comprehensive Planning Goals ~ Planning Grant Recipients

Listed below are the fourteen local comprehensive planning goals as described in s. 16.965(4), Wis.Stats. All communities who receive grant funds from the Wisconsin Department of Administration (WIDOA) to complete a comprehensive plan must address these fourteen goals. Jackson County did receive WIDOA funds and the content of this plan compliments these fourteen goals.

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

The Role of a Comprehensive Plan for Jackson County

This planning document is intended to be a “living” guide for the future overall development of Jackson County. It serves the following purposes:

- ✓ The plan acts as a benchmark to where the community is now in terms of current strengths, weaknesses, opportunities and threats to quality of life.
- ✓ It provides a means of measuring progress for existing and future County leaders.

- ✓ It clearly defines areas appropriate for development, redevelopment, and preservation.
- ✓ It identifies opportunities to update and strengthen Jackson County’s land use implementation tools.
- ✓ It provides supporting documentation for County policies and regulations as well as grant funding requests for public and private projects.

The most important function the plan will serve is as a resource manual assisting in the evaluation of land use and development requests. It establishes a standard for all land use decisions in Jackson County. Municipalities who consistently make land use decisions based on their comprehensive plan reduce their exposure to legal action, increase their opportunities to save money and improve the quality and compatibility of new development.

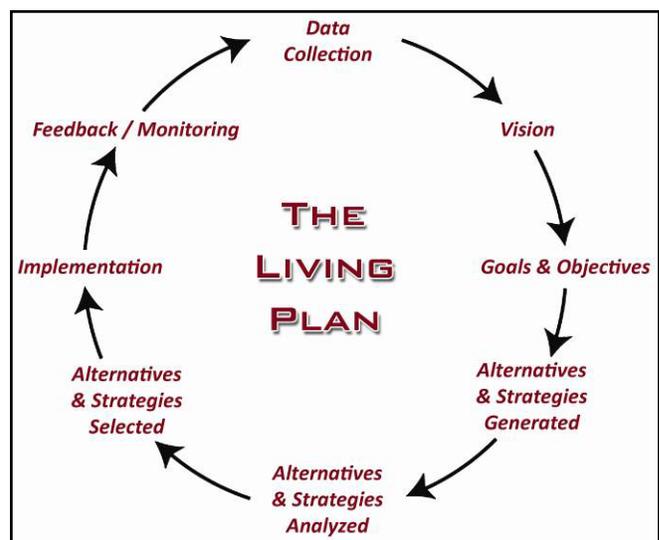
The structure of this Plan recognizes and respects the statutory authority granted to different units of government. This is reflected throughout the plan in the formation of goals, objectives, and policies as they may relate to the County’s jurisdiction in any given area. For example, state law limits the county’s zoning authority to unincorporated areas, and requires joint decision making with Town governments. Therefore, while this Plan may include goals, objectives, and policies aimed at influencing land use decisions in cities, villages, and towns, inclusion in the Plan alone may not yield desired results without concerted inter-governmental cooperation efforts. For example, Chapter 3 of this Plan contains policies that address future land use throughout the County. However, the County’s authority to regulate land use in incorporated areas, or within unzoned towns, is limited. Therefore, Chapter 3 of the County’s Plan includes policies organized within the framework of the County’s statutory authority to regulate land use within certain areas of the County.

1.4 PLANNING PROCESS

In late 2008, Jackson County along with 24 municipalities within the County engaged MSA Professional Services, Inc. to assist in completion of a Comprehensive Plan complying with Wisconsin’s “Smart Growth” requirements, State Statute 66.1001.

As required by SS 66.1001, every community must adopt a public participation plan at the beginning of the planning process. The purpose of the public participation plan is to define procedures for public involvement during every stage of the planning process (See *Appendix A for the complete Public Participation Plan*). Some of key components of the public participation plan adopted by the County and the participating communities are outlined below:

Figure 1.3: MSA Planning Model



Public Kickoff Meeting (October 2008)

- Overview of “Smart Growth” and Wisconsin State Statute 66.1001 requirements
- Explanation of Planning Process and Meeting Schedule

Plan Commission Cluster Meetings: Issues Identification (November 2008)

- Identification of assets and liabilities found in the community

Plan Commission Cluster Meetings – Existing Conditions (March and April 2009)

- Discuss and refine the existing conditions portion of the Plan (CH 5).
- Review and refine community survey

*Community Survey (April – July 2009)*

- Administered a community survey to gather information regarding the nine different elements addressed within the Comprehensive Plan

Plan Commission Cluster Meetings – GOPs and Future Land Use (August 2009 through March 2010 – 4 meetings)

- Developed and discussed goals, objectives, and policies (CH 2), and the Future Land Use Plan (CH 3).

Plan Commission Cluster Meetings – Implementation and Draft Review (May 2010)

- Refined a list of specific implementation items (CH 4).
- Completed a full draft review.

Public Hearing and Adoption (June through December 2010)

- Joint public information meeting and required public hearing
- Plan Commission votes to recommend plan to Governing Body for adoption
- Governing Body votes on Plan adoption

The County Board established the Jackson County Comprehensive Planning Steering Committee and gave the group responsibility to develop the draft County Comprehensive Plan. The Steering Committee consisted of a diverse set of individuals representing each cluster in the County. Over the course of two plus years, the Steering Committee met over 9 times with their consultant to review project material and to make policy recommendations. The meetings were staggered after the local cluster meetings so that the Steering Committee was always informed of the local plan process status. In total, the multi-jurisdictional project consisted of over 250 public meetings spanning just over 2 years. All Steering Committee working sessions were open to public attendance and comment.

1.5 SELECTION OF THE PLANNING AREA

The study area for this Plan includes all lands in which the County has both a short and long term interest in planning and development activity. The Planning Area includes all unincorporated lands within the County (*See Map 1: Planning Area in Appendix F*).

1.6 COUNTY ASSETS AND LIABILITIES ANALYSIS

At the first project meeting the County Comprehensive Planning Steering Committee held initial discussions regarding those aspects of the county that were regarded as either assets or liabilities (Table 1.2). The purpose of the exercise was to begin thinking about those things that the county wishes to build upon (Assets) and those things the county wishes to minimize or change (Liabilities). Additional issues and opportunities specific to each element are discussed in Chapter 2.

Assets: Things you like about the County that you would continue, enhance, or replicate.

Liabilities: Things you do not like about the County that should be reduced, changed, or avoided.

Table 1.2: Jackson County Assets and Liabilities

Element	Assets	Liabilities
Housing	<ul style="list-style-type: none"> • Well maintained homes • Low land costs • Plenty of approved lots • Ample affordable housing • Some assisted living • Plenty of apartment complexes • Plenty of mobile home parks • City and County CDBG programs • 2 Nursing homes 	<ul style="list-style-type: none"> • Plenty of mobile home parks • Lack of quality rental homes • Poor quality of some mobile home parks • Lack of County regulation on rental property
Transportation	<ul style="list-style-type: none"> • Interstate system • Rail system • County highway and Town road systems • Airport • County mini-bus system • Taxi service 	<ul style="list-style-type: none"> • Geography of County; distance from north to south, east to west • Population widely disbursed • Need for public transportation • Cost/maintenance of systems • Taxi service is primarily City only
Utilities and Community Facilities	<ul style="list-style-type: none"> • Good power grid • Good municipal buildings • Community centers • Good schools • Good fire, EMS, first responders (City, DNR, rural) • Police Departments • Veteran and community organizations • Good phone/cable network • Good healthcare system 	<ul style="list-style-type: none"> • Maintenance of dams • Cell/high speed internet coverage • Limited carriers for all utilities • Limited wireless opportunities • Funding for school maintenance
Agricultural, Natural and Cultural Resources	<ul style="list-style-type: none"> • Agriculture is the backbone of the economy • County and State Forests • Good quality and diversity of parks • Lakes and rivers—Black River • Public hunting land • National and State historic sites • Ho-Chunk Nation • Multi use trail systems • Diversity of agriculture—dairy, grain, cranberries 	<ul style="list-style-type: none"> • Cost/maintenance of trails and parks • Overuse and abuse of trails • Maintenance of dams • Losing small farms • Deterioration of farm buildings/barns
Economic Development	<ul style="list-style-type: none"> • Prison system (jobs) • Industrial parks • Interstate and rail systems • Strong tourism base (trails/lands) • Good higher education opportunities • Increasing healthcare system (jobs) 	<ul style="list-style-type: none"> • Limitations of Town TIF • Limited opportunity for industrial park expansion (not including the City and Brockway) • “Not in my backyard” feelings
Intergovernmental Cooperation	<ul style="list-style-type: none"> • Emergency services • Comprehensive planning • Recycling services • Mutual aid-fire • Road maintenance—County/State/Federal • Solid waste-County to County • Hazmat • Fort McCoy • Highway Departments • Recreational Agreements 	<ul style="list-style-type: none"> • Communication • EMS response times are greater in rural areas • Some towns not zoned • Reluctance to share control
Land Use	<ul style="list-style-type: none"> • Proactive County Planning and Zoning Committee • Cooperation between County and zoned Towns • Quality land for development • County maintaining hunting and fishing rights on “traded” land • Good control over ordinances (i.e. subdivision, etc.) • Maintaining rural character of County • Diversity of lands 	<ul style="list-style-type: none"> • Not uniformly zoned • Perception of lack of rules and regulations • Migration of anti-zoning people to non-zoned areas • Inconsistency of regulations due to cultural differences • Some Towns are surrounded by public land • Poor state and federal floodplain mapping

CHAPTER 2 – VISION, GOALS, OBJECTIVES, AND POLICIES

A vision statement identifies where an organization (Jackson County) intends to be in the future and how to meet the future needs of its stakeholders: citizens. The vision statement incorporates a shared understanding of the nature and purpose of the organization and uses this understanding to move towards a greater purpose together. The statement is written in present tense and describes an ideal future condition.

VISION STATEMENT

Jackson County is...

A uniquely rural county located in west central Wisconsin. Flush with state and county forests, recreation opportunities, and ethnic diversity, the County prides itself on the tourism attracted to the quality parks, lakes, rivers, and forests. Agriculture is a large component of the rural economy, offering cranberries, trees and timber, and conventional agriculture products.

Conservation subdivision principles are utilized to preserve forest and farmlands, and the overall quality upkeep of housing has increased through County regulation and enforcement. New housing is concentrated in nodes of population centers throughout the County, creating greater efficiencies in transportation options and cost.

The County continues to look for innovative ways to partner through intergovernmental cooperation sharing both responsibilities and control. Facilities and services are continually maintained at a high standard including excellent cell phone and high speed internet coverage. Providing these technologies has expanded economic development opportunities, providing more good paying jobs for Jackson County citizens.

General Goals

Each section of this chapter contains goals specific to one of the nine elements of the comprehensive plan. The following three goals are general in nature, and along with the vision statement, will guide actions Jackson County makes in the future. If there is a question regarding a decision that is not clearly conveyed in the details of this comprehensive plan, then the decision shall be based on the intent of the vision statement and the general goals. The essence of these recommendations, reflected in the vision statement and throughout the entire plan, is to create a sustainable future for Jackson County. A sustainable community is one where economic prosperity, ecological integrity and social and cultural vibrancy live in balance. For Jackson County, a sustainable future will create conditions that:



- ✓ **Protect and improve the health, safety, and welfare of residents in Jackson County.**
- ✓ **Preserve and enhance the quality of life for the residents of Jackson County.**
- ✓ **Protect and reinforce the unique assets within Jackson County.**

Each element of the comprehensive plan contains goals, objectives, policies, and actions developed during the planning process based on the information contained in Chapter 5, Existing Conditions. This section defines goals, objectives, policies, and actions as follows:

Goal: A goal is a long-term target that states what the community wants to accomplish. Written in general terms, the statement offers a desired condition.

Objective: An objective is a statement that identifies a course of action to achieve a goal. They are more specific than goals and are usually attainable through planning and implementation activities.

Policy: A policy is a general course of action or rule of conduct that should be followed in order to achieve the goals and objectives of the plan. Policies are written as actions that can be implemented, or as general rules to be followed by decision-makers. Policies that direct action using the words “shall” or “will” are mandatory aspects of the implementation of Jackson County Comprehensive Plan. Those policies using the words “should,” “encourage,” “discourage,” or “may” are advisory and intended to serve as a guide.

While this Plan includes goals, objectives, and policies aimed at influencing land use decisions within the County, inclusion in the Plan alone may not yield desired results without concerted inter-governmental cooperation efforts. Residents, landowners, and developers are encouraged to review the goals, objectives, and policies included within the approved comprehensive plans of local municipalities.

2.1 HOUSING

2.1.1 Issues or Opportunities Raised During the Planning Process

During the assets and liabilities exercise, the County Steering Committee discussed concerns related to rental properties and mobile home parks. The Committee felt that there are plenty of mobile home parks within the County and that some are in poor condition. The lack of quality rental homes was also noted along with the lack of County regulation on rental property. Currently the Department of Agriculture, Trade and Consumer Protection controls inspections on rental properties.

Overall the Committee was satisfied with other housing opportunities in the County stating that there is ample affordable housing, some assisted living, low land costs and well maintained homes for the most part.



2.1.2 Goals, Objectives and Policies

GOAL 1

Plan for safe, attractive, and affordable housing to meet existing needs and forecasted housing demands of all residents

Objectives:

1. Throughout Jackson County, plan for a range of housing that meets the needs of residents of various income, age, and health status.
2. Collaborate with municipalities, state, and federal agencies to provide emergency and short-term housing to individuals and families facing a housing crisis.
3. Ensure that homes are built and maintained to levels deemed safe by applicable building, zoning, or property codes.

Policies:

1. The County encourages municipalities to include affordable, senior, and special needs housing in any future discussions with developers regarding new residential growth. Explore opportunities to provide incentives for developers and homebuilders that create these housing units, especially within and near urbanized areas (*An example may be facilitating higher density developments than permitted by local comprehensive plans or zoning regulations in return for building additional homes affordable for low to moderate income households*).
2. The County encourages communication and collaboration among staff within the Jackson County Department on Aging and Resource Center, Jackson County Housing Authority, local leaders, and planning staff at county and local levels to address the housing needs of elderly, special needs, and low-income citizens in Jackson County.
3. The County encourages municipalities to reuse and redevelop properties within their jurisdictions for residential uses that could provide opportunities for affordable, senior, and special needs housing.
4. The County supports the Uniform Dwelling Code, requiring inspection of new structures and repair of unsafe and unsanitary housing conditions.
5. The County supports programs that maintain or rehabilitate the local housing stock, including those administered by the Jackson County Housing Authority. The County encourages voluntary efforts by private homeowners to maintain, rehabilitate, update or otherwise make improvements to their homes.
6. The County encourages the development of high quality energy efficient housing whenever possible.

According to the *Public Opinion Survey* respondents stated that Jackson County needs more senior condominiums and apartments, assisted living facilities for seniors, and the County needs to focus on improving existing housing quality.

GOAL 2

Plan for housing types and densities that reinforce the predominantly rural character of the CountyObjectives:

1. Manage residential development to prevent conflicts between incompatible land uses and to minimize the environmental impact of residential growth.
2. Emphasize control of residential density (lot averaging) and site design rather than lot size alone.
3. Retain farm-based residences and single-family homes as the preferred type of housing in areas not served by public sewer and water facilities.
4. Support a diversity of housing types, including intergenerational and mixed-income housing, within urban areas or rural hamlets.

Lot averaging is a regulatory tool that allows a property owner to create a lot that is smaller than the minimum lot size requirement, provided the acreage of the smaller parcel plus the remaining acreage of the parent parcel add up to the amount of acreage required for two parcels in the underlying area.

Policies:

1. The County encourages higher-density residential land uses within or near existing developments and lower residential densities near existing agricultural lands in order to maximize the efficiency of publicly funded infrastructure and to retain the predominantly rural character of the County.
2. The County encourages development of multi-family apartment buildings, senior housing and special needs housing within the County, though only near urbanized areas or rural hamlets. These types of housing development should be located where residents can safely walk to community services and neighborhood retail and service establishments.
3. The County encourages farmsteads and single-family homes as the primary residential building types in unincorporated areas.
4. The County encourages clustered development and conservation subdivisions in appropriate areas, such as wooded properties, in order to minimize conversion of agricultural or open space land. The County may consider incentives for developments that use this development tool. *(An example may include facilitating higher-density developments than permitted by local comprehensive plans or zoning regulations in return for meeting conservation subdivision design principles)*
5. The County encourages infill of vacant lots in existing subdivisions.

Conservation Subdivisions allow for an adjustment in the location of residential dwelling units on a parcel of land so long as the total number of dwelling units does not exceed the number of units otherwise permitted in the zoning district or comprehensive plan. The dwelling units are grouped or “clustered” on only a portion of a parcel of land. The remainder of the site is permanently preserved as open space or farmland held in common or private ownership. Sometimes additional dwelling units may be permitted if certain objectives are achieved. Conservation subdivisions enable a developer to concentrate units on the most buildable portion of a site, preserving natural drainage systems, open space, and environmentally and culturally sensitive areas.

2.2 TRANSPORTATION

2.2.1 Issues or Opportunities Raised During the Planning Process

The sheer expanse of the County, approximately 45 miles east to west and near 40 miles north to south, provide challenges to transportation options within the County. Along with the geography of the County is the fact that the population is widely disbursed throughout the County, making efficient public transportation options difficult. The Steering Committee acknowledged that there is a need for public transportation, and the complex decisions regarding a system will need to be made in the future. Committee members also noted rising cost of road maintenance, along with steadily increased use of facilities, places a heavy burden on Towns and the County to adequately maintain existing roads.

According to the *Public Opinion Survey* 45% of respondents stated that the County road system needs the most improvement or maintenance over Town, City/Village or State systems.

2.2.2 Goals, Objectives and Policies

GOAL 1

Provide for a safe, efficient, multi-modal, and well-maintained transportation network for all residents, farmers, commercial and emergency vehicles

Objectives:

1. Maintain the County's transportation network at a level of service desired by residents and businesses.
2. Enhance multi-modal opportunities for regional and multi-state travel for Jackson County citizens.
3. Manage access and design of the transportation network in order to effectively maintain the safe and functional integrity of roads within the County's jurisdiction.
4. Coordinate major transportation projects with Jackson County municipalities, adjoining counties, the WisDOT, and land use development.

Policies:

1. Incorporation of Pedestrian and Bicycle Facilities
 - a. When County roads are reconstructed or resurfaced, incorporate striped shoulders safe for bicycling in areas planned for such facilities.
 - b. The County encourages municipalities to require that new developments address the necessity of adequate walking and bicycling routes in residential and commercial areas, and bicycle parking facilities at appropriate destinations. Bicycle and pedestrian trails within developments should be designed to connect to adjacent developments and existing or planned pedestrian or bicycle facilities.

- c. The County will work to leverage state and federal funds to implement components of the *SAFETEA-LU Regional Coordinated Public Transit-Human Services Transportation Plan 2008-2013*, the *Jackson County Outdoor Recreation Plan* and the *Jackson County Forest Comprehensive Land Use Plan* that relate to bicycle and pedestrian facilities.

2. Coordination of Public Transit Planning

- a. The County will collaborate with local municipalities to provide transportation services for disabled and elderly residents. The County will ensure that area organizations serving senior citizens have opportunities to provide input regarding changes in service.



- b. The County supports the Jackson County Mini-bus System. The County will assist with coordination of planned transit service extensions into new growth areas identified in this Plan.
- c. The County will limit land use development adjacent to the Black River Falls Area Airport in order to preserve the ability of the airport to continue to grow to meet the future demands of the region.
- d. The County will work with Eau Claire County, the Chippewa-Jackson MPO and the WisDOT to support long-term goals for high-speed rail in the upper Midwest, with the understanding that the system could include a linkage through Jackson County providing convenient access to major Midwestern cities for Jackson County residents.

- 3. Protection of Roadways – The County supports intergovernmental agreements that define the responsibilities of the developer and local towns regarding any required improvements to roadways and funding of such improvements. The County or local towns may also require that the property owner, or their agent, fund the preparation of a traffic impact analysis by an independent professional prior to approving new development. Where appropriate, the County may designate weight restrictions and truck routes, to protect local roads.
- 4. New Roads and Driveways – The County supports the use of the existing road network to the greatest extent possible before creating additional roads to accommodate future development in order to minimize land disturbance and to make efficient use of tax dollars. New roads shall be built according to County or local standards and inspected before accepting for dedication. The County will maintain access, site and design requirements for new roads and driveways that aim to reinforce the rural character of the County and safe transportation facilities (Refer to Section 2.8). The County will coordinate rural addressing, road naming, and driveway siting to ensure safe and adequate emergency response services.

- 5. Maintain Condition Standards for County Roadways – The County will strive to maintain an average PASER rating of 7 for all County Roads (considering budgetary constraints), and establish and prioritize future road projects based on the applicable PASER scores, ADT data, and future land use plans and development.
- 6. Coordination of Improvements to State and County Highways – Stay apprised of the WisDOT efforts to maintain and improve state transportation facilities. The County will provide leadership and coordination to improvements to county and local roads whenever feasible.
- 7. Joint Planning of Roads that Cross Jurisdictions – The County will work with local communities, as well as adjacent counties to plan, construct and maintain those roadways that affect both jurisdictions, including cost sharing where appropriate.

“PASER” – Pavement Surface Evaluation & Rating. The WisDOT recommends municipalities maintain an average rating of “7” for all roads.

GOAL 2 Be prepared to address other transportation modes required by Wisconsin’s Comprehensive Planning law

Objectives:

- 1. Be prepared to plan for and discuss transportation options that are not available to the County at this time.

Policies:

- 1. Future Cooperation and Planning – The County will actively participate in any planning for any form of water transportation should this transportation alternative become feasible in the County in the future.

2.3 ENERGY, UTILITIES AND COMMUNITY FACILITIES

2.3.1 Issues or Opportunities Raised During the Planning Process

Overall the utilities and community facilities in Jackson County are in good condition and are considered assets by the Steering Committee. However the rural aspect of the County has posed liabilities in regard to communications, specifically the lack of cell phone and high speed internet coverage throughout the County. The concern of limited carriers for all utilities was raised by the Committee. From a facility maintenance aspect, the Committee felt the upkeep and cost of schools and dams throughout the County poses the biggest challenge to the County and other partners.



2.3.2 Goals, Objectives and Policies

GOAL 1

Protect public health and high quality land and water resources through proper disposal of solid waste, proper treatment of sewage, and stormwater management

Objectives:

1. Ensure that public and private utilities are constructed and maintained according to professional and governmental standards and do not detract from the rural character of the unincorporated parts of the County.
2. Phase new development in a manner consistent with future land use plans, public facility and service capacities, and community expectations.
3. Protect Jackson County's high quality land and water features through careful consideration of the effects of development and associated utilities.

Policies:

1. Sanitary Sewer – The County encourages Towns to manage density and minimum lot sizes to allow adequate space for replacement of private on-site sewage systems. Ensure that existing public and private septic systems are adequately maintained and inspected on a regular basis, and that new private, shared, or public septic systems are designed, sited, constructed, and inspected according to State and County regulations. The County encourages municipalities to perform regular maintenance of their wastewater treatment facilities and associated utilities to protect the public and environmental health of the area.

The County encourages long-range sanitary sewer system planning with cities, villages, and the appropriate towns to accommodate projected countywide growth and development. The County encourages community/group wastewater treatment options where there are concentrations of existing or planned development located some distance from public services and/or where there are particular problems with the siting or maintenance of on-site systems.

2. Water Supply – The County encourages landowners with private wells to properly maintain and monitor their wells through inspection and water testing as necessary or required by WIDNR regulations. Landowners with private wells that are no longer in use shall properly close and abandon wells according to Wisconsin DNR regulations. The County or local Town may require that the property owner, or their agent, fund the preparation of a groundwater impact analysis from an independent soil scientist or other related professional prior to approving new developments in areas where groundwater quality or quantity is a concern. The County encourages municipalities to complete wellhead protection plans for all public wells to protect the quality of drinking water. The County encourages communities and individuals to practice water conservation in order to protect groundwater as a long-term resource.



3. Stormwater Management – The County will work with the WIDNR and local developers to minimize stormwater quality and quantity impacts from development. Natural drainage patterns, including existing drainage corridors, streams, floodplains, and wetlands will be preserved and protected whenever possible to take advantage of natural stormwater management facilities. Developers shall be responsible for erosion control and stormwater quality and quantity control both during and after site preparation and construction activities in accordance with Jackson County’s Subdivision and Platting Ordinance. The use of Best Management Practices (BMPS) is highly encouraged.
4. Solid Waste and Recycling – Ensure that solid waste collection, and disposal services protect public health and the natural environment. Maintain awareness regarding local solid waste disposal services, and prepare to intervene if necessary. Enforce the requirements of the Jackson County Recycling Ordinance and encourage participation in the Clean Sweep program for the disposal of household hazardous waste materials.

GOAL 2

Maintain high quality infrastructure, county facilities, and service delivery to meet the needs of residents

Objectives:

1. Monitor satisfaction with county emergency services and other utility or community services, and seek adjustments as necessary to maintain adequate service levels.
2. Ensure that public buildings and associated equipment continue to meet the needs of County staff and residents.
3. Provide the appropriate level of community services and administrative facilities and practices to meet community needs while balancing associated costs (taxes/fees).

Policies:

1. Power Plants, Transmission Lines, and Telecommunication Facilities – The County will actively participate in the planning and siting of any major transmission lines, facilities, natural gas lines, or wind towers, or telecommunication towers to ensure compatibility with adjacent land uses. If such facilities are proposed, they should be located in an area safely away from existing residential uses and livestock facilities. Underground placement and co-location (or corridor sharing) of new utilities is encouraged to protect community character.
2. Energy Conservation – The County will support the efforts of energy providers, government agencies and programs, and others to inform residents about energy conservation measures. The use of energy-efficient materials or designs is highly encouraged, including LEED certification. The County will consider the use of energy efficient alternatives when upgrading local buildings or equipment.

Leadership in Energy and Environmental Design (LEED) is a rating system developed by the U.S. Green Building Council that provides a suite of standards for environmentally sustainable construction.

3. Cemeteries – The County encourages local communities to maintain cemeteries and to coordinate with church associations and local property owners regarding the need for additional cemeteries or cemetery expansion.
4. Special Needs Facilities – The County will work with municipalities in the County to identify needs for and improve access to special needs facilities (e.g. health care, childcare) for current and future County residents. Actively participate in the planning and siting of any new special needs facility.
5. Law Enforcement – The County will work with Towns served by the Jackson County Sheriff’s Department to ensure that their law enforcement needs are maintained. The County will collaborate with Police Departments in cities and villages to improve efficiencies in law enforcement activities and ensure the safety of Jackson County citizens.
6. Emergency Services – The County will work with area emergency care providers and fire departments to maintain adequate provision of emergency services for county residents and businesses, and review service provision levels with appropriate agencies annually.
7. County Facilities – The County will routinely evaluate the condition of public facilities and associated equipment to ensure that it will continue to meet County needs. When prudent the County Board may convene special committees/studies to evaluate the need to expand, renovate, or build new County facilities.
8. County Fees – The County or local Town may require developer agreements or fees to recoup the costs associated with processing, reviewing, or inspecting land use proposals and permits, including pass-through fees for consultants hired by the County to assist with technical reviews. The County may also assess impact fees to recoup the measureable capital costs necessary to support new developments (in accordance with State Statutes).

GOAL 3

Provide adequate access to quality educational and recreational facilities for all County residents

Objectives:

1. Support local school districts, technical colleges, universities, and community libraries in their efforts to increase community education.
2. Monitor the adequacy of park and recreational facilities and identify areas where improvements are needed to improve accessibility and use for all County residents.

Policies:

1. K-12 Schools – The County will coordinate planning efforts with the school districts that serve the County in order to allow them to anticipate future growth and demographic changes and respond with appropriate facilities. New development near



school facilities shall be limited to land uses that do not pose threats to public health or safety. The County encourages municipalities to develop “Safe Routes to School” plans, which aim to improve the ability of students to walk and bicycle safely to school.

2. Continuing Education Opportunities – The County will work with the Western Technical College, Chippewa Valley Technical College, Mid State Technical College, the University of Wisconsin-Eau Claire and La Crosse, UW-Extension, and other organizations to ensure that County residents of all ages have access to programs for job training and continuing education.
3. Libraries – The County will work with municipalities and area libraries to support efficient and cost-effective access to public library facilities for all County residents.
4. Parks and Recreation Facilities – The County will maintain existing County Parks and County Forests as focus areas for community gatherings, recreation, and appreciation of natural areas. The County will work with the WIDNR and area municipalities to identify needs for additional parks and natural areas and to develop and maintain these areas if needed. The County encourages the connectivity of local park and recreational facilities with regional facilities via bike trails or marked routes on existing roads. The County will promote greater public access to lakes and streams by maintaining and improving existing access points and securing new public access points as land is subdivided next to water bodies. The County or local Towns may require all proposed residential subdivision developments to dedicate land, or pay a fee in lieu thereof, for public parks, recreation, and open space acquisition and development (in accordance with State Statute).



2.4 AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

2.4.1 Issues or Opportunities Raised During the Planning Process

Jackson County has a wealth of resources in agriculture, natural and cultural resources. The Steering Committee noted they are seeing a trend in losing small farms and an increase of farm acreage rented to a decreasing pool of farmers. Deterioration of farm buildings/barns was also a concern for the Committee.

The abundance of recreation opportunities in the County poses a liability from the aspect of maintaining the number of parks and trail systems. The County is also seeing an increased use of these facilities leading to overuse and abuse of the trail systems.

2.4.2 Goals, Objectives and Policies

GOAL 1

Preserve farmland and the rural landscape as a viable foundation for a strong agricultural economy

Objectives:

1. Minimize the development and fragmentation of agricultural land, while preserving choices for farmers.
2. Manage the density and site design of new development near existing agricultural operations and agricultural land.

Policies:

1. The County will work with the Department of Agriculture, Trade, and Consumer Protection (DATCP) to update the Jackson County Farmland Preservation Plan, insuring consistency with this Plan.
2. The County will work with Towns that have adopted zoning to encourage enforcement of agricultural zoning. Rezoning of an agricultural district to a non-agricultural district may not be permitted unless identified as such on the County and applicable Town's future land use map. The County will support the use of a density-based zoning program that allows for the clustering of future residential development on smaller parcels to provide farmers a viable alternative to converting large parcels of productive agricultural land to a non-agricultural use.
3. The County encourages the placement of new development in areas away from productive agricultural land, and discourages fragmentation of agricultural land in order to protect the continuity of farmland areas for future use.
4. The County will collaborate with Towns to suggest and agree upon appropriate incentives to be offered for developments that preserve working farmland.
5. The County will collaborate with UW-Extension and area farmers to find out how Jackson County might be able to assist farms in maintaining economic viability, and assist with the transition of farmland to new farmers.



GOAL 2
Minimize land use conflicts between farm and non-farm uses, as well as between farms

Objective:

- 1. Maintain sustainable farming and forestry operations.
- 2. Ensure that residents understand the “Right to Farm” law and are familiar with the effects from acceptable farming practices.

Policies:

- 1. All farming or forestry operations are encouraged to incorporate the most current “Best Management Practices” or “Generally Accepted Agricultural and Management Practices” (GAAMPS) as identified by, but not limited to, the following agencies:
 - a. Jackson County
 - b. University of Wisconsin Extension
 - c. Wisconsin Department of Agriculture, Trade and Consumer Protection
 - d. Wisconsin Department of Natural Resources
 - e. Natural Resource Conservation Service
- 2. The County or local Town may require the owner of any new residence within an agricultural district to sign and record in Jackson County Register of Deeds Office a right-to-farm disclosure at the time of purchase, and all subsequent owners of the lots shall be required to sign and record in the Register of Deeds Office a right-to-farm disclosure. An example of a “Right to Farm” disclosure acknowledgement is included in the Appendix D.

Wisconsin’s Right to Farm Law
(s 823.08, Stats)

The law was designed to protect farm operations, which use good management practices from nuisance lawsuits that challenge acceptable farming practices and the ability of a farmer to responsibly continue producing food and fiber for the nation and the world.

GOAL 3
Protect sensitive environmental areas, wildlife habitat, rural vistas, and local cultural resources for current and future residents of Jackson County

Objective:

- 1. Ensure the long-term preservation of sensitive environmental corridors and networks of open space in Jackson County.
- 2. Ensure the long-term preservation of groundwater resources and air quality in Jackson County.
- 3. Identify and promote the preservation of the County’s cultural, historic, and archaeological resources that celebrate the County’s heritage.

Policies:

1. The County will discourage development in areas that have documented threatened and endangered species, or have severe limitations due to steep slopes, poor soils, or sensitive environmental areas such as wetlands, floodplains, and streams in order to protect the benefits and functions they provide. The County shall require these natural features to be depicted on all site plans, preliminary plats, and certified survey maps in order to facilitate preservation of natural resources.
2. In areas designated as permanent open space or environmental corridors, the County will consider allowing appropriate educational or recreational activities to enhance appreciation of their cultural, historic, and natural resource value.
3. The County encourages compliance with agricultural and non-agricultural performance standards for surface and groundwater protection.
4. The County supports programs that prevent the spread of exotic species, restore natural areas to their native state, and reduce non-point and point source pollution into local waterways.
5. The County will enforce policies and procedures for extraction operations including requiring reclamation plans to ensure compatibility with adjacent uses and to minimize impacts to natural resources.
6. The County encourages maintenance and adaptive reuse of historic areas and buildings, including barns and silos. The County will ensure that any known cemeteries, human burials, or archaeological sites are protected from encroachment by roads or other development activities. Construction activities on a development site shall cease when archaeological artifacts are uncovered during either land preparation or construction. The developer shall notify the appropriate jurisdiction of such potential discovery.
7. Promote “heritage tourism” (e.g. local festivals, fairs, farm tours, and farmers markets) that celebrate the County’s heritage and rural setting.



2.5 ECONOMIC DEVELOPMENT

2.5.1 Issues or Opportunities Raised During the Planning Process

The County Steering Committee discussed the current limitations of Town Tax Incremental Financing (TIF) regulations as an economic development limitation in the County. Primarily only Cities and Villages are the primary users of the TIF tool.

According to the *Public Opinion Survey* 87% of respondents support the development of family restaurants in the County; 83% support the development of small specialty retail shops, and 31% oppose the development of more fast food restaurants.

Within the County there is limited opportunity for industrial park expansion to provide for economic development. This is not the case in Brockway and Black River Falls, but throughout the rest of the County.

Lastly the Committee noted the “not in my backyard” feelings from County residents that can potentially limit some types of economic development within the County.

2.5.2 Goals, Objectives and Policies

GOAL 1 **Attract and retain businesses that strengthen and diversify the local economy**

Objectives:

- 1. Collaborate with municipalities and economic development organizations to develop a long-term area strategy based on sustainable economic development principles.
- 2. Seek local and regional businesses that strengthen and diversify the economic base, expand and enhance the tax base, improve wage and salary levels, and utilize the resident labor force and existing infrastructure.

Sustainable Economic Development, an approach to economic development that promotes the retention and expansion of the economic base in a way that takes advantage of the County's unique assets, opportunities/strengths without jeopardizing the current or future social or environmental health of the community.

Policies:

- 1. The County supports strengthened connections between area colleges and universities and businesses that utilize skills learned in Jackson County's vocational and professional programs.
- 2. At the county level, continue to administer economic development programs and monitor the success of businesses utilizing the programs.
- 3. The County supports the use of “buy-local” programs that focus on purchasing products and materials from area businesses.

4. The County encourages the expansion and addition of agricultural businesses, tourism businesses, light industrial and high technology manufacturing businesses that provide high wage employment opportunities for area residents without diminishing the quality of natural, historical, or cultural resources in the County.
5. The County encourages local communities to specialize in an economic development approach that takes advantage of their respective assets.

GOAL 2**Maintain a predominately agricultural/forestry based economy within rural portions of the County**Objectives:

1. Maintain agriculture/forestry and related businesses as the major economic development industries in rural portions of the County.
2. Enhance connections with a variety of markets for Jackson County's agricultural products, with a focus on markets that allow a greater portion of the profit from agricultural products to remain in West Central Wisconsin.

Policies:

1. The primary focus for economic development in rural portions of the County will be the support of agriculture/forestry, agricultural/forestry-related businesses, and cottage industries. Other commercial and industrial businesses not compatible with the rural character of the County will be encouraged to locate near urban locations, or rural hamlets, where adequate transportation facilities exist to serve more intensive business developments.
2. The County will collaborate with UW-Extension and the Department of Agriculture, Trade, and Consumer Protection to develop a regional marketing strategy for local agricultural products.
3. The County will collaborate with UW-Extension and other entities to explore ways to diversify and add value to food crops and animal products raised in Jackson County. Include support for local agriculture when feasible in County purchasing policies and economic development efforts.
4. The County supports new and existing businesses that utilize local agricultural products or that provide important agricultural inputs (farm equipment, new farm technologies, etc.).
5. The County encourages the development of "niche" farm-based businesses focused on food for local and regional markets (small-scale food processing, fresh produce, organics, etc.).

A *cottage industry* is generally defined as a small business located entirely within a dwelling, or as an accessory structure located on the same lot or tract as a dwelling, which complies with the requirements of local code. The use is clearly incidental and secondary to the use of the property and is compatible with adjacent land uses. Cottage industries generally employ less than five full time employees, generate low traffic volumes, and have little or no noise, smoke, odor, dust, glare, or vibration detectable at any property line.

GOAL 3

Enhance tourism as an important aspect of the area economy

Objectives:

1. Build on Jackson County’s agricultural areas, natural resources, cultural resources, and local arts to promote tourism.

Policies:

1. The County supports the development of tourist-supportive businesses and events (hotels, specialty retail stores, historic buildings, conferences, festivals) as a means to increase tourism.
2. The County will work in collaboration with the Wisconsin Tourism Bureau and local businesses to market tourism by including links to tourist events and attractions on the County website.

GOAL 4

Minimize land use conflicts between business and non-business uses

Objectives:

1. Carefully consider whether proposals for commercial or industrial business development will interfere with surrounding existing uses and whether they can be supported with the existing road system, other infrastructure and available services.
2. Ensure that new businesses do not detract from the predominately rural character of the County.
3. Maintain standards and limitations for home occupations and home based businesses to minimize noise, traffic, and other disturbances to adjacent land uses



Policies:

1. The County discourages development of non-agricultural related commercial and industrial development within rural portions of the County and encourages it near urban areas, or rural hamlets, or where there is easier access to public services and transportation facilities needed to support such developments.
2. The County will maintain design guidelines for businesses that address landscaping, aesthetics, lighting, noise, parking, and access in order to assure high value, safe, and lasting developments. (Refer to Section 2.8)

3. The County encourages the redevelopment of downtown districts, brownfields, existing vacant parcels, and expansion of existing business and industrial parks in the region before considering the creation of new sites for business or industrial parks.

4. The County or local town may prohibit home-based businesses within residential subdivisions, or groups of rural residences, which would cause safety, public health, or land use conflicts with adjacent uses due to such things as increased noise, traffic, and lighting. The County shall regulate the size of home-based businesses to prevent large-scale operations that would normally be located in industrial or business parks from locating in a rural setting.

Home occupations refer to office types of uses that do not alter the residential character of a home and its neighborhood.

Home based businesses are selected types of small businesses that can include buildings, yards, and vehicles, that have the physical appearance of a business rather than a home, located on the same parcel of land as the residence. Examples may include veterinary clinics, animal boarding, blacksmiths, or woodworking businesses.

2.6 INTERGOVERNMENTAL COOPERATION

2.6.1 Issues or Opportunities Raised During the Planning Process

The main suggestion from the Committee to enhance intergovernmental cooperation is to increase communication. Increased and more effective communication both between governments, agencies and organizations is the first and maybe the most effective step to coordination and future efficiencies. The Committee also mentioned the reluctance at times of municipalities to share control for the overall betterment of citizens.

2.6.2 Goals, Objectives and Policies

GOAL 1 Maintain mutually beneficial relationships with local government entities, neighboring counties, State and Federal agencies, and school districts serving County residents

Objectives:

1. Coordinate County planning efforts with cities, villages, towns, and adjacent counties as necessary to maximize commonalities in goals, objectives, and long-term land use plans.
2. Assist area municipalities as needed to jointly plan boundary areas and coordinate their long-term growth plans with the County Comprehensive Plan.
3. Identify opportunities for shared services or other cooperative planning efforts with appropriate units of government.
4. Identify existing and potential conflicts between neighboring counties and area municipalities and establish procedures to address them.
5. Pursue funding from state and federal agencies to implement projects that address shared goals and objectives.
6. Coordinate County planning efforts with local school districts as necessary to allow those districts to properly plan for facility needs.

7. Enhance understanding of government and planning processes by students in area school districts in order to foster the next generation of community leaders.

Policies:

1. The County encourages an efficient and compatible land use pattern that minimizes conflicts between land uses across municipal boundaries and preserves farming and natural resources in mutually agreed areas. To the extent possible, coordinate the Jackson County Comprehensive Plan with those of cities, villages, and towns within the County as well as adjacent counties and municipalities.
2. Prior to the adoption of the Jackson County Comprehensive Plan, and for subsequent updates, request comments from area school district officials, municipalities within the county, and neighboring counties and municipalities.
3. The County will request that School District officials and State and Federal agencies, keep the County Planning and Development Staff apprised of any plans for new facilities or other land use activities that could affect future land use within the County.
4. Collaborate with area municipalities, special districts and other providers to ensure County residents and businesses receive adequate service levels.
5. The County will continue to work with area municipalities and to identify opportunities for shared services or other cooperative planning efforts.
6. Engage area school districts in educational programs to encourage participation in government, planning, and land use issues. Share county resources such as parks and other facilities with school districts whenever feasible and beneficial.



GOAL 2

Improve communication and consensus among area municipalities regarding future development

Objectives:

1. Reduce land conflicts and boundary issues between county municipalities.
2. Improve countywide understanding of zoning and the development review process to increase levels of certainty among county and municipal governments, developers, and landowners.
3. Provide a forum for communication among Jackson County municipalities.

Policies:

1. The County encourages the development of cooperative boundary agreements, or joint extraterritorial zoning commissions, between incorporated municipalities and adjacent towns to address long-term annexation, boundary and development issues.

2. The County will coordinate the implementation of the Comprehensive Plan with city, villages, and towns to avoid conflicting regulations and maximize the efficiency of service delivery.
3. The County encourages the adoption of common planning regulations and standards among jurisdictions in the county whenever possible in order to reduce confusion for area residents and developers.
4. The County encourages and supports towns that have not yet adopted comprehensive plans to do so in consultation within the County and adjoining local governments.
5. Jackson County will request and consider local community input and recommendations prior to making a decision on a rezone, conditional use, land division, or site plan approval.
6. The County will consider the recommendations of local comprehensive plans when amending and updating other, more detailed County plans (e.g. Comprehensive Outdoor Recreation Plan, Farmland Preservation Plan, etc.). Other more detailed County-level land use plans shall be consistent with the Jackson County Comprehensive Plan.
7. The County will continue to strive for balance and broad representation from all levels of government, citizens, stakeholders and interest groups in the composition of county committees, commissions, and work groups.

2.7 LAND USE

2.7.1 Issues or Opportunities Raised During the Planning Process

During the assets and liabilities exercise the Steering Committee discussed a number of land use assets, and about the same number of liabilities. A few of the liabilities were descriptive aspects, such as the fact that some Towns are surrounded by public land, which limits their land use potential dramatically. Another liability noted was that State and Federal wetland and floodplain mapping has many inaccuracies that makes depending on the data difficult.

The Steering Committee's main land use discussion centered on zoning ordinances and regulations within the County. The following items were noted as potential land use liabilities: the County is not uniformly zoned; there is a perception of lack of rules and regulations within the County; the migration of anti-zoning people into non-zoned areas; the inconsistency of regulations due to cultural differences.

According to the *Public Opinion Survey* 60% of respondents that own land in Jackson County do not plan to make any changes to the property in the next 10 years.

2.7.2 Goals, Objectives and Policies

GOAL 1

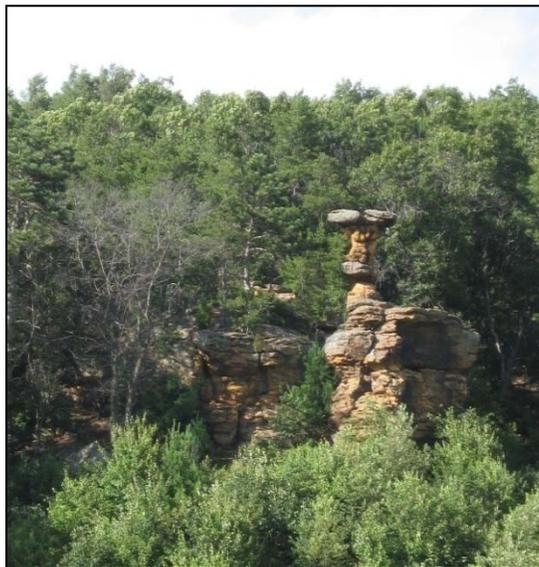
Balance the provision of adequate land and infrastructure to support new development with the protection of agriculturally productive areas, natural resources, and open space throughout Jackson County

Objectives:

1. Maintain a comprehensive Future Land Use Plan and Map that coordinates housing, economic development, agriculture, public uses, and the preservation of open space and natural resources consistent with the policies of this Plan and local comprehensive plans.
2. Approve development at a pace that does not exceed capacity of utilities, roads, and community facilities.

Policies:

1. Incorporate the recommendations of city, village, and town land use plans as the County's future land use plan, except in instances where County interests may not be served by such a policy due to a conflict with the goals, objectives, and policies of this Plan or generally accepted planning principles.
2. The County will map sensitive environmental features requiring protection including steep slopes, wetlands and floodplains (Refer to Map 4 in Appendix F). The County will prepare a description of these areas that designates them as areas for conservation or protection where development is severely limited. The County will review and update regulations that protect these areas consistent with any federal, state or other applicable laws, and the policies of this Chapter.
3. The County will map areas in agricultural use or that have highly productive soils for agricultural use (Refer to Map 3 in Appendix F). The County will review and update regulations that support continued agricultural use in these areas. The County will consider limited non-farm residential development in areas slated for agricultural/forestry use, consistent with the policies of this Chapter.
4. The County will map the location of non-farm residences throughout the County (Refer to Map 5 in Appendix F). Using this information, and considering other factors including the potential for land use conflicts with areas well-suited and slated for agricultural/forestry use, soil conditions, topography, and the capacity of adjacent roads, the County will identify areas suitable for future non-farm residential development and will develop one or more descriptions for the type and density of residential development appropriate for these areas, consistent with the policies of this Chapter.



5. The County will map existing commercial and/or industrial uses that are found in the County (Refer to Map 5 in Appendix F). Using this information, and considering other factors including the potential for land use conflicts with areas well-suited and slated for agricultural/forestry use, soil conditions, topography, and the capacity of adjacent roads, the County will identify areas suitable for future business development and will develop one or more descriptions for the type and density of commercial or industrial development appropriate for these areas, consistent with the policies of this Chapter.
6. The County will map existing public or recreational uses within the County (Refer to Map 5 in Appendix F). Using this information, and considering other factors including the potential for land use conflicts with areas well-suited and slated for agricultural/forestry use, soil conditions, topography, and the capacity of adjacent roads, the County will identify areas suitable for future park or recreational uses and will develop appropriate regulations for these areas, consistent with the policies of this Chapter.

GOAL 2

Balance land use regulations and individual property rights with community interests

Objectives:

1. Maintain policies for considering revisions to the Future Land Use Map if and when requested by eligible petitioners.
2. Provide flexibility in development options/tools to create win-win outcomes between landowner desires and community interests.
3. Maintain policies for interpreting mapping boundaries.

Policies:

1. The County discourages the use of properties for the accumulation of “junk” materials, and will enforce nuisance abatement codes where applicable.
2. Amending the Future Land Use Map: A property owner may petition for a change to the Future Land Use Map. *See Section 3.4 for Future Land Use Map amendment policies.*
3. Planned Unit Development³: A subdivider may elect to apply for approval of a plat employing a planned unit development (PUD) design.

“Junk” – Any worn out or discarded materials including but not necessarily limited to scrap metal, inoperable motor vehicles and parts, construction material, household wastes, including garbage and discarded appliances.

A *Planned Unit Development (PUD)* refers to a parcel of land planned as a single unit, rather than as an aggregate of individual lots, with design flexibility from traditional siting regulations. Within a PUD, variations of densities, setbacks, streets widths, and other requirements are allowed. The variety of development that is possible using PUDs creates opportunities for creativity and innovation within developments. Since there is some latitude in the design of PUDs, the approval process provides opportunities for cooperative planning between the developer, reviewing boards, and other interested parties.

³ Section 18.27 of the *Jackson County Zoning Code* provides procedures for the allowance of planned unit developments.

4. Conservation Subdivision Development⁴: The County will encourage the use of conservation subdivision design for rural residential development in appropriate areas and where consistent with local community wishes.
5. Purchase of Development Rights (PDR) and Transfer of Development Rights (TDR)⁵: The County may consider the use of PDR or TDR programs as a farmland preservation tool to complement agricultural zoning and direct higher density development to more appropriate areas.
6. Where uncertainty exists as to the boundaries of districts shown on maps within this Plan, the following rules shall apply⁶:
 - a. Boundaries indicated as approximately following the centerlines of streets, highways, or alleys shall be construed to follow such centerlines.
 - b. Boundaries indicated as approximately following platted lot lines or U.S. Public Land Survey lines shall be construed as following such lot lines.
 - c. Boundaries indicated as approximately following municipal boundaries shall be construed as following such boundaries.
 - d. Boundaries indicated as following railroad lines shall be construed to be midway between the main tracks.
 - e. Boundaries indicated as following shorelines and floodplains, shall be construed to follow such shorelines and floodplains, and in the event of change in the shorelines and floodplains, it shall be construed as moving the mapped boundary.
 - f. Boundaries indicated as following the centerlines of streams, rivers, canals, or other bodies of water shall be construed to follow such centerlines.
 - g. Boundaries indicated as parallel to extension of features indicated in the preceding above shall be so construed. The scale of the map shall determine distances not specifically indicated on the maps.

Purchase of Development Rights (PDR) refers to a public program to pay landowners the fair market value of their development rights in exchange for a permanent conservation easement that restricts development of the property.

Transfer of Development Rights (TDR) refers to a program to relocate potential development from areas where proposed land use or environmental impacts are considered undesirable (the “donor” or “sending” site) to another (“receiver”) site chosen on the basis of its ability to accommodate additional units of development beyond that for which it was allowed under a comprehensive plan or zoning ordinance.

⁴ No such ordinance existed when this Plan was created.

⁵ No such programs existed when this Plan was created.

⁶ With respect to the accuracy of maps included in this document, a disclaimer is necessary. Jackson County and MSA Professional Services have prepared and reviewed maps herein. It has been mutually understood that these maps were accurate for planning purposes and that they will continue to be used to make planning and zoning decisions. Due to scale limitations or potential data errors, it is recognized that disputes may arise concerning areas delineated on the maps. If a landowner or any other party alleges error or misrepresentation of map delineations, he or she must submit proof from recognized professionals that such is the case. The County will consider such submission and will adjust the boundaries when approving a land use change if appropriate.

2.8 COMMUNITY DESIGN PRINCIPLES

2.8.1 Issues and Opportunities Identified During the Planning Process

In general, the Steering Committee thought development should strive to enhance the County's character, minimize impacts to adjacent uses, and reflect sound architectural, planning and engineering principles.

2.8.2 Goals, Objectives and Policies

GOAL 1

Promote high quality site and building designs within the County to uphold property values and reinforce community character

Objectives:

1. In conjunction with local Towns, maintain site and building design guidelines for all new development, which reinforces the rural character of the County and sound planning principles.

Policies:

1. Sites, buildings and facilities should be designed in accordance with the policies outlined below:
 - a. **Septic Suitability:** Adequate soils should be present to allow for design and construction of septic systems, including permitted alternative designs.
 - b. **Building Location:** Lots, buildings, and driveways within agricultural areas should be configured to be located on the least productive soils and shall not fragment large tracts of agricultural land by placing building envelopes and driveways in the middle of agricultural parcels (see Figure 2.1).

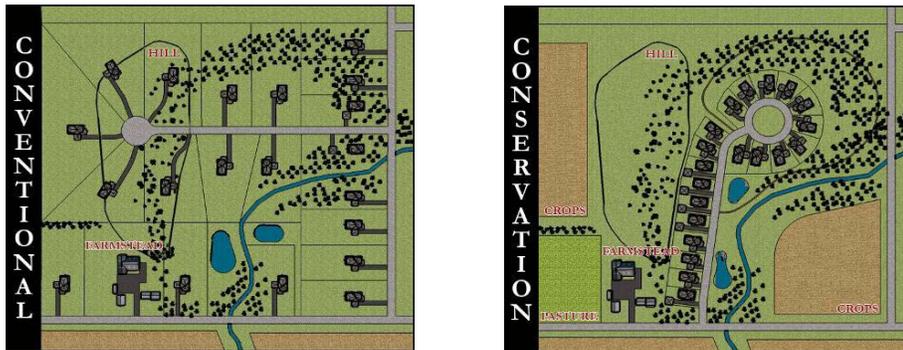
Figure 2.1: Building Layout



Avoid fragmentation and isolation of remaining natural areas and corridors. Lots and buildings should be configured to retain large tracts of undeveloped land. Developers should strive to connect undeveloped lands with existing undeveloped areas to maintain environmental corridors. Buildings should be designed and located to blend into the natural environment. To the extent possible, developers should preserve existing woodlands and mature trees during and after development. Only enough area for the house, immediate yard, and driveway should be cleared. Building development should be severely limited in areas designated as shorelands, wetlands, floodplains, and areas within steep slopes.

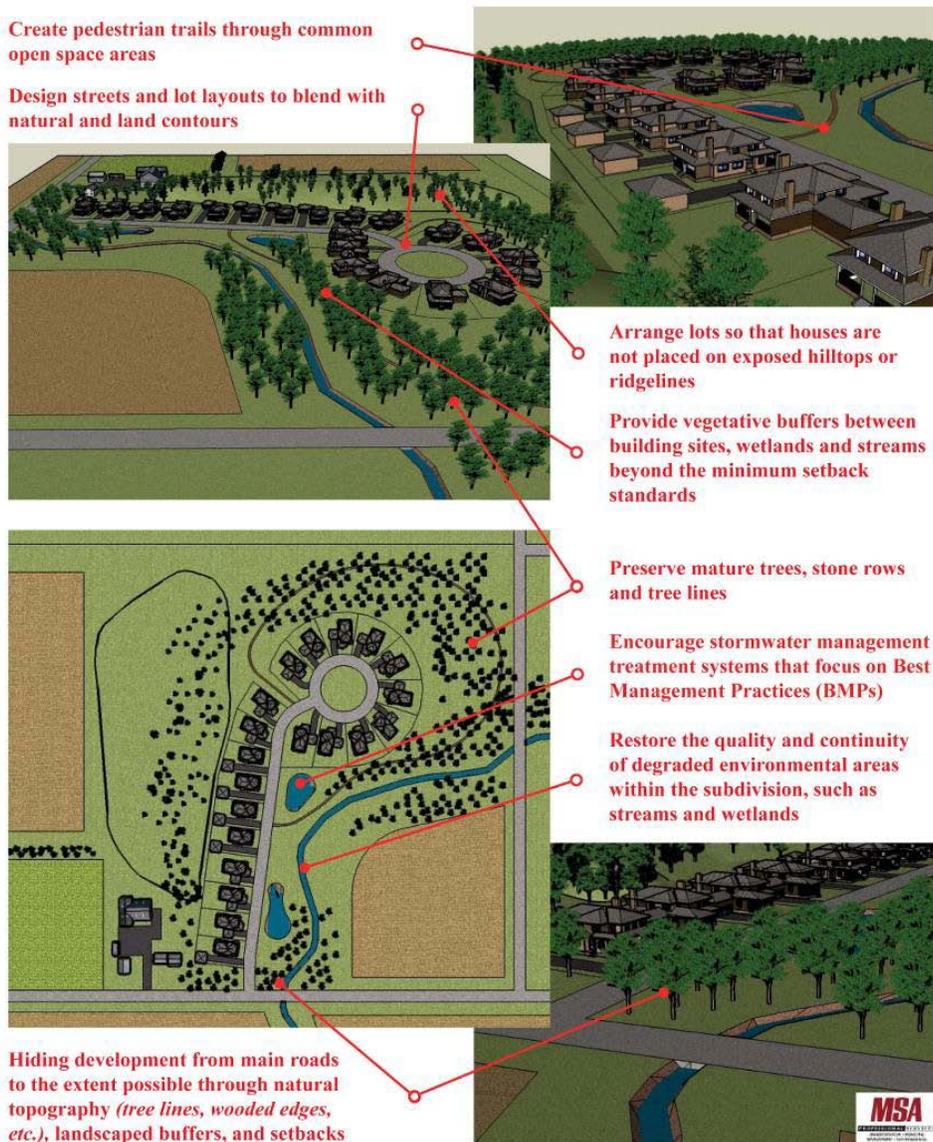
- c. **Conservation Subdivisions:** The County encourages the use of conservation subdivisions, rather than conventional designs (see Figure 2.2 and 2.3). A conservation subdivision should identify a conservation theme such as forest stewardship, water quality preservation, farmland preservation, natural habitat restoration, viewshed⁷ preservation, or archaeological and historic properties preservation.

Figure 2.2: Conventional vs. Conservation Subdivision Design



⁷ A visually sensitive area that is visible from a defined observation point. Visually sensitive areas can include unique ridgelines, bluffs, rock outcroppings, foothills, vegetation, floodplains, streams, surface water, or wildlife habitat.

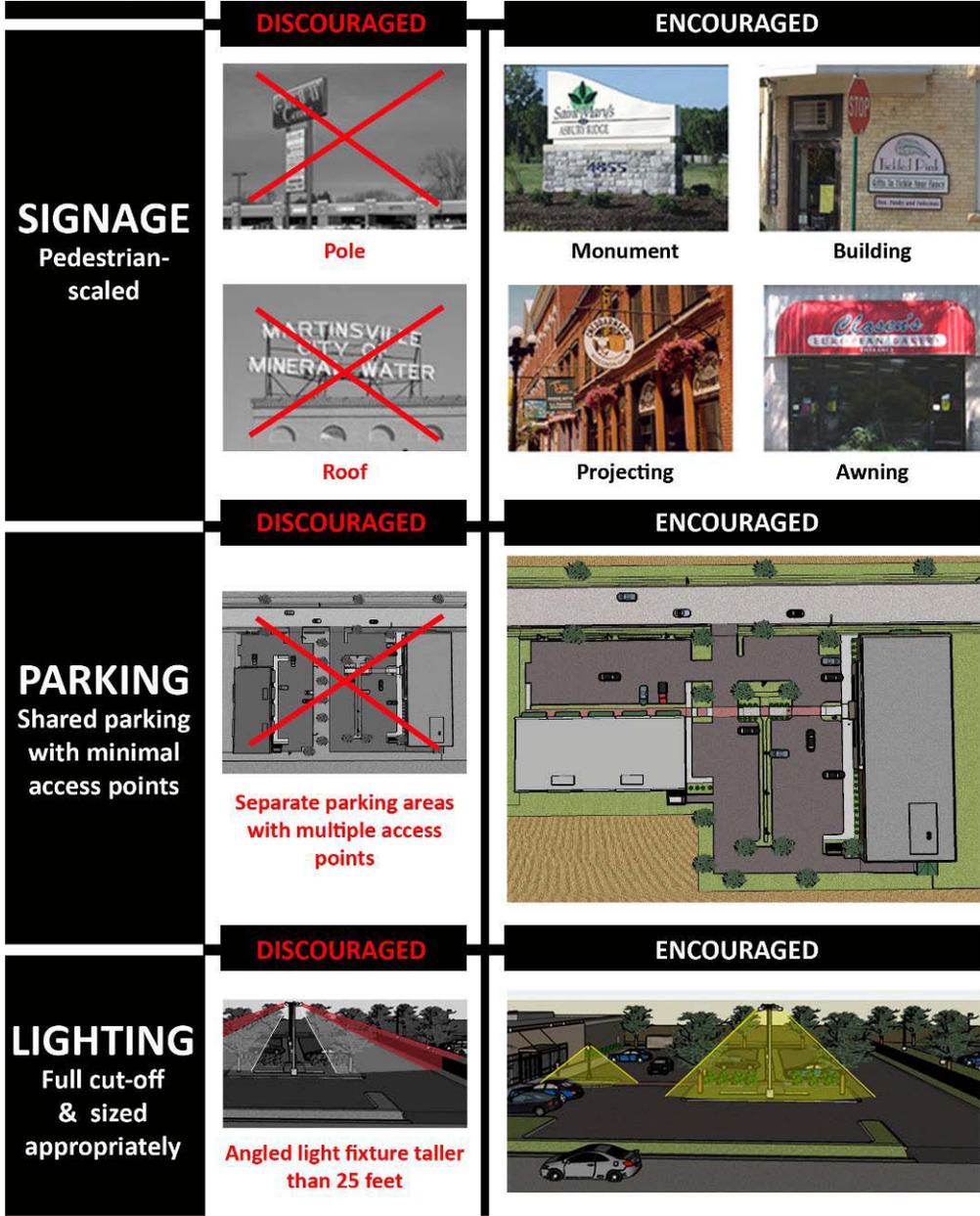
Figure 2.3: Conservation Subdivision Design Principles



- d. **Commercial and Industrial Areas:** Potential land use conflicts with existing uses should be mitigated through buffering, landscaping berms, and lot/building location on the proposer's parcel. Loading docks, dumpsters, mechanical equipment, and outdoor storage areas should be behind buildings or screened from public view through the use of landscaping or architectural features.
- e. **Parking:** Parking should be to the sides and rear of buildings wherever possible, rather than having all parking in the front. Interconnected parking lots and driveways should be provided to facilitate on-site access. Large parking lots should have perimeter landscaping and/or landscaped islands, along with screening (berms, trees, decorative walls) to block views from incompatible adjacent uses (See Figure 2.4).

- f. **Lighting:** Illumination from outdoor lighting should be kept on site through use of cut-off fixtures. The use of any outdoor lighting that allows light to escape beyond areas where it is specifically needed for safety and access is strongly discouraged (See Figure 2.4).
- g. **Signage:** High-quality signage based on the area of the building frontage, road frontage, or façade area should be used. The use of pole signs or signs projecting higher than the highest point on the associated building is discouraged, as is the overabundance of billboards along major roadways. (See Figure 2.4)
- h. **Transportation:** Transportation facilities for new developments should be constructed according to local ordinances and should allow for safe ingress and egress of vehicles, including emergency vehicles. Most lots should take access from interior local streets to minimize the impacts to existing transportation facilities and new facilities shall address future connectivity to surrounding properties. Streets should be designed to the minimum width that will reasonably satisfy all realistic needs. Local streets should not appear as wide collector streets, or “micro-freeways,” which encourages higher travel speeds. Streets should be laid out in a manner that takes advantage of the natural topography and aligns with existing facilities. The use of traditional or modified grid-like street patterns is strongly encouraged. The use of cul-de-sacs should be limited, and where used, designed for potential extension to adjacent properties. Pedestrian and bicycle improvements are strongly encouraged within or between residential areas, especially near existing facilities.
- i. **Utility Construction:** Utilities should be sited and designed to minimize impacts on adjacent uses. Underground placement and co-location (or “corridor sharing”) for new public and private utility facilities and equipment is encouraged to protect community character and minimize the amount of land affected by new easements. Above ground utilities should incorporate site, design, and landscaping features that minimize impacts and visibility to adjacent uses.
- j. **Architectural Styles:** High-quality building materials, colors, and designs that reflect the County’s rural character are encouraged. For example, building materials, colors, and designs could reflect agricultural heritage of the community (e.g. stone, gabled roofs, earth tones). The County discourages the repetition of building heights, exterior colors, and housing floor plans within new developments.

Figure 2.4: Signage, Parking and Lighting



CHAPTER 3 FUTURE LAND USE

3.1 FUTURE LAND USE SUMMARY

The following chapter summarizes the Future Land Use Plan for Jackson County and contains information required under 5566.1001. The information is intended to provide a written explanation of the Jackson County Future Land Use Map (Refer to Appendix F), which depicts the desired pattern of land use and establishes the County’s vision and intent for the future through their descriptions and related objectives and policies (Chapter 2). Pursuant to Section 66.1001, the Future Land Use Plan identifies areas of similar character, use, and density. **These land use areas are not zoning districts**, as they do not legally set performance criteria for land uses (e.g. setbacks, height restrictions, etc.); however, they do identify those zoning districts from the Jackson County Zoning Code that may be approved within each future land use classification (*contingent upon Town adoption of the County’s Zoning Code*) to implement the intended land uses. Furthermore, this land use plan is not implemented exclusively through zoning, and may be implemented through a number of fiscal tools, regulatory tools, and non-regulatory tools including voluntary land management and community development programs.

Future land use and zoning designations are related, but not necessarily identical. Future land use classifications tend to be fairly general, whereas zoning districts regulate to specific land uses and development requirements. Because future land use classifications are general, it is common for more than one zoning district to correspond to each land use classification. It is also possible that some zoning districts might be consistent with more than one future land use designation.

The Future Land Use Plan is neither a prediction nor a guaranty. **The County does not assume that all growth areas depicted on the Future Land Use Map will develop during the next 20 years, nor do applicable Towns.** Instead, the Future Land Use Map depicts those areas that are the most logical development areas based on the goals and policies of this Plan, local community plans, overall development trends, environmental constraints, proximity to existing development, and the ability to provide future services. **In addition, when considering a specific proposed land use change it will be necessary to consult the local plan that applies.**

3.1.1 Future Land Use Plans of Jackson County Communities

Many of the Towns and municipalities have participated in the multi-jurisdictional process in order to complete their own comprehensive land use plans. With the noted exceptions, most local plans were developed and adopted prior to the completion of the County Plan. This facilitated a “bottom-up approach” to land use planning for the County.

- ✓ City of Black River Falls
- ✓ Town of City Point
- ✓ Town of Millston**
- ✓ Town of Bear Bluff**
- ✓ Town of Knapp
- ✓ Town of Manchester**
- ✓ Town of Brockway
- ✓ Town of Adams**
- ✓ Town of Albion**
- ✓ Town of Melrose
- ✓ Town of North Bend

- ✓ Town of Franklin
- ✓ Town of Irving**
- ✓ Town of Springfield
- ✓ Town of Alma**
- ✓ Town of Northfield
- ✓ Town of Garden Valley
- ✓ Town of Cleveland
- ✓ Town of Garfield**
- ✓ Village of Melrose
- ✓ Village of Taylor
- ✓ Village of Alma Center**
- ✓ Village of Merrilan
- ✓ Village of Hixton

**At the time of this draft plan the Plan Commissions for the Towns of Adams, Albion and Alma denied the resolution to recommend the draft plan to their respective Town Boards. The Plan Commission for the Town of Manchester tabled the resolution. The Town Boards for the Towns of Bear Bluff, Garfield, and Millston tabled their ordinances, and the Town Board for the Town of Irving denied the ordinance. The Village Board for Alma Center tabled their ordinance.

The following local governments have not completed a comprehensive plan at the time of this Plan's adoption:

- ✓ Town of Komensky
- ✓ Town of Curran
- ✓ Town of Hixton

Appendix G provides the future land use maps for those communities within the County that created a comprehensive plan as part of the multi-jurisdictional Project. As additional local comprehensive plans are completed, summaries of the future land use policies and maps should be added to Appendix F for reference purposes. **Individuals are advised to consult each plan to understand the full extent and intentions of local policies. Landowners seeking to subdivide, develop, or rezone land are advised to consult both the Town and County plans, as both plans will be considered by Town and County authorities.**

3.2 FUTURE LAND USE PLAN – APPROACH

In adopting a County-wide comprehensive plan, Jackson County must decide how to incorporate the future land use decisions of all of the local governments. The Future Land Use Plan is developed with both County and local responsibilities in mind. Provisions in areas of overlapping authority are general enough to provide flexibility, but specific enough to provide direction for County decision makers. The Jackson County Future Land Use Plan attempts to incorporate the future land use policies developed and approved by local communities. In areas where there is conflict between the Town Future Land Use Map and the Village/City planning area, the County Future Land Use Map defers to the Town.

Future land use classification policies may differ slightly from one jurisdiction to another; however, all of the 24 municipalities that participated in the multi-jurisdictional planning process used the same general future land use classifications. The classifications simply designate areas that share similar goals and objectives for future use, preservation, or development. While this Plan provides policies applicable for each future land use classification, local plans might have slight policy

variations for the same classification. This means that the County Plan is not a “patchwork quilt,” and therefore the County Plan will not reflect without question every land use decision or recommendation made at the local level. Using this approach provides the “checks and balances” system needed for making critical land use decisions. Table 3.1 provides a summary of key future land use elements for each of the participating communities. Please refer to each community’s Future Land Use Map in Appendix G as a complement to this table.

Table 3.1: Community Future Land Use Summary

COMMUNITY	FUTURE LAND USE SUMMARY (As adopted or drafted by each community or by the County Steering Committee)
Town of Adams	<ul style="list-style-type: none"> • The Future Land Use Map indicates that the majority of the Town will remain in Rural Lands. • Lands near the Village of Hatfield have been designated as Rural Transition. The primary intent of this classification is to identify certain lands in proximity to developed areas, to be preserved in mainly agricultural and open space uses until such time as more intensive development may be appropriate. • Lands along the Black River have been designated as Conservation. This land use category includes areas that the Town wishes to protect because they are vital to the region's ecosystem and/or they are considered an important part of the Town's character and culture. • Most of the lands along the Towns roads have been designated as Rural Residential.
Town of Albion	<ul style="list-style-type: none"> • The Future Land Use Map indicates that the majority of the Town will remain in Rural Lands. • Lands near the City of Black River Falls, and adjacent to CTH C, have been designated as Rural Residential. • Lands along the Black River have been designated as Conservation. This land use category includes areas that the Town wishes to protect because they are vital to the region's ecosystem and/or they are considered an important part of the Town's character and culture. • Pockets of Rural Commercial development have been identified along STH 54. The best uses will be those that serve a rural purpose, i.e. veterinarian clinic, greenhouses/nurseries, agricultural implement dealer, etc.
Town of Alma	<ul style="list-style-type: none"> • The Future Land Use Plan directs commercial development along STH 95, near the Villages of Alma Center and Merrillan. • As mapped, the Town has a rural industrial area planned for the intersection of US Hwy 12 and Garage Rd., and an industrial development at the intersection of US Hwy 12 and Cherry Rd. • In the northeastern portion of the Town, there is a large conservation area that is owned by the State or the County and intended for passive recreation.
Village of Alma Center	<ul style="list-style-type: none"> • The Future Land Use Map depicts a downtown village center in the heart of the Village. This land use is intended for pedestrian-oriented commercial, office, entertainment, institutional, and residential uses in a “traditional downtown setting.” Larger commercial uses ought to be located closer to STH 95. • The majority of the existing and future residential developments are low-density residential. • The northern and southern section of the Village is designated as Rural Transition. These areas are intended to remain in agricultural and open space uses until such time as more intensive development may be appropriate. • There is a conservancy area planned along the South Fork Halls Creek in the northern portion of the Village. The intended use for conservancy land is passive recreation such as walking or cross-country skiing.
Town of Bear Bluff	<ul style="list-style-type: none"> • There are conservation areas planned for existing County forest land, including a large area in the northern portion of the Town. • The majority of the Town is designated as Rural Lands. These areas are vital to the

COMMUNITY	FUTURE LAND USE SUMMARY (As adopted or drafted by each community or by the County Steering Committee)
	<p>region's agricultural and forestry economy and are key components of the rural character and image of the Town.</p> <ul style="list-style-type: none"> • There is non-farm residential development planned for the southern portion of the Town along Cramptom Rd.
City of Black River Falls	<ul style="list-style-type: none"> • Extension of the past pattern of development into the future. Lands located along the interchanges of I-94 are identified for continued community and highway business development. Residential infill is planned within existing neighborhoods. • A large area between I-94, US 12, and E. Lincoln St. is designated as Rural Transition. The primary intent of this classification is to identify certain lands in proximity to developed areas, to be preserved in mainly agricultural and open space uses until such time as more intensive development may be appropriate. Within the next 20 years, future development within the majority of RT areas is expected to be consistent with the existing pattern of development; however, it is anticipated that long term these lands may transition to more intensive development.
Town of Brockway	<ul style="list-style-type: none"> • The Future Land Use Map indicates that the majority of the Town will remain in Conservation. This land use category includes areas that the Town wishes to protect because they are vital to the region's ecosystem and/or they are considered an important part of the Town's character and culture. • Lands near the City of Black River Falls, and south of US 12, have been designated as Rural Hamlet. The primary intent of this classification is to identify areas suitable for a broader range of commercial, institutional, recreational, and residential uses, but not including uses that require extensive public services. • Most of the lands between the Black River and STH 54 have been designated as Rural Residential.
Town of City Point	<ul style="list-style-type: none"> • As mapped, all Jackson County Forest lands are designated as Conservation areas. This constitutes the majority of the Town. • Areas outside of the Jackson County Forest are designated as Rural Lands. The primary intent of these lands is to protect existing farm and forest operations, promote further investment in farm and forestry operations, and to preserve wildlife habitat.
Town of Cleveland	<ul style="list-style-type: none"> • The Future Land Use Map indicates that the majority of the Town will remain in Rural Lands. • Areas of existing commercial development are expected to remain in commercial use; however, no new rural commercial areas are planned.
Town of Curran	<ul style="list-style-type: none"> • The majority of the Town of Curran is designated rural lands with a spattering of rural residential, rural commercial, and conservation. • In the southwest corner of the Town, quarry is designated to accommodate future mining operations.
Town of Franklin	<ul style="list-style-type: none"> • The Future Land Use Map indicates that the majority of the Town will remain in Rural Lands. • Land at the intersection of Blackberry Rd. and CTH H, as well as land to the south of CTH N and land to the south of Merlin Rd have been designated as Rural Residential. • Land along CTH C, adjacent to current development, has been designated as a rural hamlet. This area is suitable for a broad range of commercial, public, recreational, and residential uses.
Town of Garden Valley	<ul style="list-style-type: none"> • The Future Land Use Map indicates that the majority of the Town will remain in Rural Lands. • Any new non-farm residential development shall occur on land that is marginal for agricultural productivity and shall be located along the edge of agricultural fields or woodlands or on the least productive portion of a parcel. Cluster development is preferred over conventional subdivision development. • Existing commercial and public and institutional uses are expected to remain in these uses, and are depicted as such on the Future Land Use Map.

COMMUNITY	FUTURE LAND USE SUMMARY (As adopted or drafted by each community or by the County Steering Committee)
Town of Garfield	<ul style="list-style-type: none"> • The Future Land Use Map indicates that there is a large swath of land designated as Rural Hamlet in the northern portion of the Town. This land has been identified as suitable for a wide range of commercial, institutional, recreational, and residential uses. • Land to the south of STH 10 on the eastern border of the Town has been designated as Rural Transitional. This land is expected to remain primarily in agricultural or open space uses until such time that more intensive development is appropriate. • Land near Levis has been designated as non-agricultural rural residential development. • A recreational commercial use is planned south of CTH B and west of S. Levis Rd.
Town of Hixton	<ul style="list-style-type: none"> • The rural lands designation dominates the Town of Hixton, although conservation, rural residential, rural commercial, public institutional and rural transitional are scattered throughout. • Rural transitional borders the Village of Hixton to the south and east.
Village of Hixton	<ul style="list-style-type: none"> • The Future Land Use Map depicts a downtown village center, primarily near E. Main and N. State Streets in the heart of the Village. This land use is intended for pedestrian-oriented commercial, office, entertainment, institutional, and residential uses in a “traditional downtown setting.” • The Village intends to direct larger business uses requiring more extensive parking to locate closer to the STH 95 corridor. • The majority of the existing and future residential developments are low-density residential. These areas feature predominantly single family homes and limited duplex or small multi-family housing. There is a North Neighborhood and a South Neighborhood shown on the map. These neighborhoods should be consistent with traditional neighborhood design principles. • There are large tracts of land designated as Rural Transition. These areas are intended to remain in agricultural and open space uses until such time as more intensive development may be appropriate.
Town of Irving	<ul style="list-style-type: none"> • The Future Land Use Map indicates that the majority of the Town will remain in Rural Lands. • A few portions of land along STH 54 have been designated as Rural Residential. These areas have been identified as areas suitable for future non-agricultural residential housing within the Town. • Current existing Recreational Commercial and Rural Commercial areas are shown on the Future Land Use Map.
Town of Knapp	<ul style="list-style-type: none"> • As mapped, all Jackson County Forest lands are designated as Conservation areas. This constitutes the majority of the Town. • Areas outside of the Jackson County Forest are primarily designated as Rural Lands. The primary intent of these lands is to protect existing farm and forest operations, promote further investment in farm and forestry operations, and to preserve wildlife habitat.
Town of Komensky	<ul style="list-style-type: none"> • County and State Forest lands are designated Conservation, which covers the majority of the Town. • Rural residential is a designated use near Hatfield as well as in the south west portion of the Town. • Tribal lands are also identified on the map and include a substantial portion of the privately held land in Komensky.
Town of Manchester	<ul style="list-style-type: none"> • The Future Land Use Map indicates that the majority of the Town will remain in either Rural Lands or Conservation. • There is a small area near STH 27 and CTH O designated as Rural Hamlet. The primary intent of this classification is to identify areas suitable for a broader range of commercial, institutional, recreational, and residential uses, but not including uses that require extensive public services.

COMMUNITY	FUTURE LAND USE SUMMARY (As adopted or drafted by each community or by the County Steering Committee)
Town of Melrose	<ul style="list-style-type: none"> Existing residential or vacant platted areas have been designated as non-agricultural rural residential. In addition, there is undeveloped land along STH 71 that is also designated for future non-agricultural residential development. While existing commercial lands are expected to remain in commercial use, the Town would like to direct future development towards the Village. Much of the land within the Town is designated as Rural Lands.
Village of Melrose	<ul style="list-style-type: none"> The Future Land Use Map depicts a downtown village center. This land use is intended for pedestrian-oriented commercial, office, entertainment, institutional, and residential uses in a “traditional downtown setting.” This area will remain as the Village’s focal point and activity center. Businesses are encouraged that reinforce the Village’s “small-town” character The majority of the existing and future residential land uses designation are low-density residential.
Village of Merrillan	<ul style="list-style-type: none"> The Future Land Use Map depicts a downtown village center, primarily near Main Street in the heart of the Village. This land use is intended for pedestrian-oriented commercial, office, entertainment, institutional, and residential uses in a “traditional downtown setting.” This area will remain as the Village’s focal point and activity center. Businesses are encouraged that reinforce the Village’s “small-town” character. There are community business areas planned along Washington Street. This is intended for office and retail that need larger tracts of land than are available within the small-scale Village Center. There is also a highway business area planned to the east of the Village along STH 95. This is intended for even higher volume commercial and office uses. The majority of the existing and future residential developments are low-density residential.
Town of Northfield	<ul style="list-style-type: none"> The Future Land Use Map indicates that there are Rural Hamlet areas around the unincorporated Villages of Northfield and York. Rural hamlets are clusters of nonagricultural development suitable for a broad range of commercial, institutional, recreational, and residential uses. Two large areas of land along STH 121, near the unincorporated Villages of Northfield and York, have been designated as non-agricultural rural residential development. Cluster development is encouraged as an alternative to conventional subdivision design. Some land near Interstate 94 has been designated as Rural Commercial lands.
Town of North Bend	<ul style="list-style-type: none"> The Future Land Use Map designates the majority of the Town as Rural Lands. Additional land adjacent to existing rural subdivisions and existing development or in areas where local roads or utilities exist has been designated as non-agricultural rural residential. Land along STH 54, adjacent to current development, has been designated as rural commercial. This area is suitable for a broad range of commercial uses, furthering the Town’s goal of encouraging small businesses. There are conservation areas designated in the northern portion of the Town near South Fork Beaver Creek, and in the southern portion of the Town along the Black River. Both of these conservation areas are currently State-owned lands.
Town of Springfield	<ul style="list-style-type: none"> The Future Land Use Map indicates that the majority of the Town will remain in Rural Lands. Land adjacent to existing residential developments and land along the border with the Town of Curran have been designated as additional areas of non-agricultural residential development. Land outside of the Village of Taylor has been designated as Rural Commercial, and land along W. Blair Rd. has been designated as Rural Hamlet. Rural hamlets are clusters of nonagricultural development centered near an unincorporated town hall or school.

COMMUNITY	FUTURE LAND USE SUMMARY (As adopted or drafted by each community or by the County Steering Committee)
Village of Taylor	<ul style="list-style-type: none"> • The Future Land Use Map shows a mixed-use Village Center along the western portions of 2nd and 3rd streets. This land is intended for pedestrian-oriented commercial, office, entertainment, institutional, and residential uses in a “traditional downtown setting.” • An area around 4th St has been designated for medium density residential. This category is intended for neighborhoods that feature a mix of housing types, including single-family, duplex, and small multi-family houses. • Most of the existing housing development is designated as low density residential. These neighborhoods are served by municipal sewer and water. The preferred density range is 1-4 units per acre.

3.2.1 Future Land Use Plan – Incorporated Areas

The County does not have zoning or subdivision authority within incorporated jurisdictions, so those areas are represented on the Jackson County Future Land Use Map exactly as the jurisdictions developed them. While this Plan includes goals, objectives, and policies aimed at influencing land use decisions in cities and villages within the County, specific future land use policies are not addressed within this Chapter for the reasons stated. However, the Future Land Use Map does contain a data layer with significance to local municipalities: Plat Review Areas. This data layer has been added to the Future Land Use Map to highlight its importance when considering land use decisions.

Plat Review Areas - this Plan does recognize that incorporated municipalities have the statutory right to plan for land uses within their extraterritorial plat review area.⁸ In some cases, plans formulated by incorporated municipalities for areas within their extraterritorial plat review area may differ from this Plan, or the plans of applicable Towns. Section 4.3 provides a general description of known inconsistencies between plans from adjacent communities. All municipal future land use maps are incorporated into the County plan for reference purposes (Refer to Appendix G). **Petitioners of development proposals within municipal plat review areas are advised that their development proposal can need approval by the County, town, and applicable municipality.**

3.2.2 Future Land Use Plan – Unincorporated Areas

Towns participating in the Multi-jurisdictional Project

To ensure that each planning document prepared under the multi-jurisdictional process was “speaking the same language,” each Town worked with the same menu of land use categories to draft their individual future land use plans. Using this approach, it was possible to create a County-wide Future Land Use Plan that was not encumbered by an overly large number of classifications. From this menu, each Town assigned future land use classifications appropriate for their community and developed more detailed policies to implement the general intent. The Future Land Use Map of this Plan reflects the future land use classifications and locations as reflected in each local plan.

Prior Comprehensive Plans

No Towns within Jackson County have had previous Comprehensive Plans.

⁸ The area within 1 ½ to 3 miles of the municipal boundaries (based on municipal class).

Towns not participating in the Multi-jurisdictional Project

Those Towns (Komensky, Curran, and Hixton) which were not participating in the multi-jurisdictional process were classified primarily based on existing land uses. The County Steering Committee also planned for some future land uses within these three Towns. The County encourages these towns to adopt comprehensive plans compliant with State Statute 66.1001, which can be subsequently referenced in the County's Plan, using the generalized countywide future land use classifications.

3.3 FUTURE LAND USE DESCRIPTIONS AND POLICIES

The following pages provide descriptions of the future land use classifications as designated on Map 6 in Appendix F. These descriptions provide information on the purpose and intent of each future land use classification along with examples of the uses that can be expected within each classification. Additional future land use classifications may be added as necessary in the future.

In addition to describing the general intent of each future land use classification, this Plan provides recommendations for the overall density of development. In most cases, this represents an average of the development densities preferred within Town plans, where such data is available. There may be some areas within a particular classification where existing development at slightly higher densities already occurs.

This Plan also provides policies relating to those zoning districts from the *Jackson County Zoning Code* that may be considered appropriate to implement the general intent and preferred land uses. Since future land use classifications are general, it is common for more than one zoning district to correspond to each land use classification. It is also possible that some zoning districts might be consistent with more than one future land use classification. Caution should be given as the list of appropriate zoning districts in each future land use classification does not guarantee that all permitted and conditional uses within a particular zoning district may be approved by the County or applicable Town. **The County does not support rezoning or development of all the lands identified for development on the Future Land Use Map immediately following adoption of this Plan, nor do the Towns.** Other factors will have to be considered, such as the quality of the proposed development, its potential effect on adjacent properties, the ability to provide services to the site, and the phasing of development.

Neither the Future Land Use Map, nor the policies within this Chapter, requires a landowner to change the current use or zoning of his or her land. While it can make sense to match portions of the Future Land Use Map with the County Zoning Map immediately after plan adoption, other portions of the zoning map can achieve consistency with the land use plan incrementally over time.⁹ Additional zoning districts may be added to each future land use classification as necessary to implement the policies of the County and local plans.

The inclusion of policies related to zoning districts applicable within each future land use classification are limited to those Towns which have adopted Jackson County Zoning (refer to Figure 1.2). **While this Plan was being developed, the Towns of Garfield, Northfield, Alma, Irving, City Point, Hixton, and Curran were not under County Zoning. The content of this chapter reflects the County's responsibility to meet the requirements of 66.1001 Wis. Stats. without imposing**

⁹For example, there may be a few scattered R-1 zoned parcels within the Rural Lands area. The intent of this Plan is not to require rezoning these parcels to one of the zoning districts listed within the County or local plans. These parcels may continue to be used in accordance with the requirements of the *Jackson County Zoning Code* for that district. Additional subdivision of these parcels shall be in accordance with the policies prescribed for Rural Lands areas.

additional zoning regulations within the Towns of Garfield, Northfield, Alma, Irving, City Point, Hixton, and Curran¹⁰

Policies applicable within each Future Land Use Classification

The following provides a set of general policies, which along with the policies described in Chapter 2 of this Plan, are applicable within each future land use classification.

1. The minimum lot size County-wide is 1.5 acres, unless a local Town has adopted ordinances that are more restrictive. It is important to note that the Towns of Hixton and Irving have not adopted comprehensive plans at this time.
 - Town of Hixton requires a minimum 3-acre lot
 - The Town of Franklin requires a minimum 4-acre lot
 - The Town of Irving requires a minimum 3-acre lot
2. Within municipal plat review areas, or urban sewer service areas, developments should be arranged for potential infill development to facilitate the delivery of future municipal utilities. *(For example, placing the building envelope to one side of a lot to facilitate the future subdivision of the remaining lot, or clustering lots together in one corner of the parcel allowing for future development of the remaining open space.)*
3. The County encourages, and may stipulate as part of development approval, the use of those community design principles described in Section 2.8 of this Plan to reduce conflicts between incompatible uses, and to ensure high quality site and building design that will reinforce community character and strengthen property values.
4. The County, or local jurisdictions, may consider the use of a variety of planning tools, such as Transfer of Development Rights, Purchase of Development Rights, or Planned Unit Developments within each classification to facilitate higher density development in areas appropriately planned for such uses in exchange for farmland or open space preservation.
5. Cluster development or conservation subdivisions are encouraged within many of the local comprehensive plans. In many cases, higher density development or “bonus lots” are used as a trade off for the preservation of areas with natural, agricultural, or cultural importance. When considering the development of a conservation subdivision the County encourages the use of those design principles described in Section 2.8 and the sub-policies below. Landowners should review local plans for additional conservation subdivision policies.¹¹
 - a. It is the County’s preference that in areas designated for Rural Lands a minimum of 60-85% open space is provided in exchange for allowing higher density development than what is permitted within the base future land use classification. Areas within municipal plat review areas or within planned Rural Residential areas can be permitted lower open space preservation requirements (30-85%) in order to encourage higher density within areas already planned for such uses.
 - b. Lots within a conservation subdivision shall not exceed five (5) acres per unit, with the exception of the remaining farmstead and preserved open space. Minimum lot sizes shall be

¹⁰ Please note, the Towns of Hixton and Curran did not participate in the multi-jurisdictional comprehensive planning process that resulted in the creation of this Comprehensive Plan.

¹¹ If Jackson County adopts a formal conservation subdivision ordinance, these policies will be reassessed in accordance therewith.

one half (1/2) acre per unit. Smaller lot sizes can be granted for lots served by public or group sanitary and water utilities, or where private facilities are located within common open space. Responsibility for long-term maintenance of these systems shall be determined prior to approval.

c. To the extent possible, land placed under conservation easements should be contiguous to other open spaces, sensitive natural areas, or agricultural areas in order to provide larger corridors of open space.

6. Where this Plan lists appropriate zoning districts, which the County can consider for approval within each future land use classification (**appropriate zoning districts only apply to those towns that have adopted Jackson County Zoning**), landowners are advised that Towns with adopted comprehensive plans under State Statute 66.1001 might develop policies that are more restrictive than those listed within this Plan. In addition, the policies relating to appropriate zoning districts only apply to those towns that have adopted Jackson County Zoning; however, the list of permitted or conditional uses can be useful in providing developers with additional insight regarding the general intent for these areas.

Natural Resource Protection (NRP)

Although Jackson County chose not to map the NRP overlay on their future land use map, it is important to note that these areas are shown in Appendix F, Map 4: Development Limitations. The intent, description and policies for this classification are described below and remain included in this chapter as an important reference for future land use planning.

Intent and Description: The NRP classification identifies sensitive lands that may be subject to development limitations or restrictions enforced by County, State, or Federal agencies. NRP areas include all land that meets one or more of the following conditions:

- ❖ Water bodies and wetlands mapped as part of the WDNR Wetland Inventory¹², or
- ❖ 100-Year Floodplains based on FEMA maps¹³, or
- ❖ Areas within steep slopes greater than 20%¹⁴, or
- ❖ Shoreland areas which include land within 1,000 feet of the ordinary high water mark of navigable lakes, ponds or flowages; or within 300 feet of the ordinary high water mark of navigable¹⁵ rivers or streams, or to the landward side of the floodplain, whichever distance is greater. Water bodies, wetlands, and 100-year floodplains are all located within shoreland areas.

The primary intent of these areas is to retain sensitive natural areas in either public or private ownership for the benefit of maintaining fish and wildlife habitat; to prevent and control water pollution; to prevent erosion and sedimentation; to prevent property damage caused by flooding; to preserve areas of natural beauty; and to provide areas for outdoor recreation. A majority of the NRP is undeveloped, although some scattered development occurs within the boundaries of the identified areas. New development is prohibited within water bodies, and generally, prohibited in wetlands and 100 year floodplains, while development is allowed in the remaining areas designated

¹² The WDNR Wetland Inventory for Jackson County was derived from 1996 aerial photography and only includes wetlands that are larger than two (2) acres. Wetlands smaller than two (2) acres may exist within the County and shall be included under the Natural Resource Protection classification.

¹³ FEMA data supplied by the Jackson County Zoning Department

¹⁴ Slope data supplied by the Jackson County Zoning Department

¹⁵ Determination of navigability shall be made in accordance to the standards set forth in the *Jackson County Zoning Code*.

as shoreland areas, subject to restrictions intended to protect water quality. Development can also be restricted on slopes in excess of 20% because of problems with erosion and instability. The NRP represents areas that are vital to the region's ecosystem and are key ingredients of the rural character and image of Jackson County, and thus development in areas designated NRP can be severely limited. Areas included in NRP should be considered prime candidates for land conservation programs.

Policies:

1. Typically this classification functions as an overlay district - the underlying future land use classification still applies (Rural Lands, Rural Residential, etc.) and the NRP overlay designation warns that additional County, State, or Federal standards or restrictions may apply due to the likely presence of potential development limitations.
2. Landowners are advised that land within NRP areas can be restricted from building development, site grading, or vegetation clearing under the Jackson County Shoreland Overlay District (Chapter 16), Jackson County Floodplain Overlay District (Chapter 20), and any other applicable stormwater management and erosion control regulations.
 - a. Agricultural, silviculture (forestry), and recreational uses might occur within the NRP areas in accordance with the requirements of the above ordinances. Best Management Practices are highly encouraged in these areas.

Conservation (C)

The primary intent of this classification is to protect areas vital to the region's ecosystem and/or areas that are considered an important part of the County's character and culture. Conservation areas may include land that is restricted from development due to slope or wetland characteristics, generally identified with an NRP overlay. Conservation areas may also include land that is otherwise developable but which the County chooses to protect by preventing such development. The intended use for Conservation land is non-motorized recreation (e.g. bike and walking paths, cross country ski trails, etc.). Much of the designated conservation land in Jackson County is County and State Forest land, which are primarily public lands.

Policies

1. Recreational development and activities which are compatible with natural resource protection is permitted.
2. In general, building development is prohibited, unless the primary use is for storing materials to maintain the land or to support passive recreational uses.
3. For those Towns under County Zoning, the following Jackson County Zoning Districts will be considered for approval within C areas: *C-1 Resource Conservancy*.

A *cottage industry* is generally defined as a small business located entirely within a dwelling, or as an accessory structure located on the same lot or tract as a dwelling, which complies with the requirements of local code. The use is clearly incidental and secondary to the use of the property and is compatible with adjacent land uses. Cottage industries generally employ less than five full time employees, generate low traffic volumes, and have little or no noise, smoke, odor, dust, glare, or vibration detectable at any property line.

Rural Lands (RL)

Intent and Description: The primary intent of these areas is to preserve productive agricultural lands, protect existing farm and forestry operations from encroachment by incompatible uses, promote further investments in

farming, maintain eligibility for incentive programs, and preserve wildlife habitat and open spaces. In other words, to preserve the rural character of these areas.

As mapped, this designation includes farmland, scattered open lands, woodlots, agricultural-related uses, cottage industries, mineral extraction operations, and limited low density single-family residential development subject to certain requirements. Similar developments are anticipated in the RL areas, according to the policies within this Plan and applicable local plans. These developments shall be located in order to minimize the fragmentation of productive agricultural or forest land and to minimize any disruption to existing uses. Areas included in Rural Lands could potentially represent prime candidates for “sending areas” under a countywide Transfer of Development Rights program, Purchase of Development Rights, agricultural enterprise areas, or other land conservation programs.

Policies:

1. Farming and other agriculture uses, agricultural-related businesses, cottage industries, forestry, mineral extraction, open space, and utilities shall be established as the primary land uses within these areas. Other uses may be permitted if found to be compatible with these uses and existing uses adjacent to the property.
2. The County does not require the following policies when considering proposals for any new non-farm residential development (Refer to Section 2.8 for example illustrations). However, the County will work specifically with those Towns that require or encourage these policies in their comprehensive plans:
 - a. Non-farm residential development should occur on land that is marginal for agricultural productivity. No more than 20% of any proposed new lot should contain Class I, II, and III soils.
 - b. Non-farm residential development should be clustered on the least agriculturally productive portion of the parcel, or located along the edge of agricultural fields, or the edge of large woodland areas.
 - c. Landowners should take steps to screen new non-farm residential development from the view from the public right-of-way.
 - d. Conservation residential subdivisions¹⁶ are encouraged.
3. The County does not require a preferred housing density e.g. one (1) unit per 20 or more acres¹⁷, however the County will work specifically with those Towns that require or encourage density in their comprehensive plan.
4. For those Towns under County Zoning, the

According to the 2000 Census, the *average housing density* in unincorporated areas of Jackson County is approximately 198 acres per housing unit, also expressed as 0.00887 housing units per acre. The Town of Bear Bluff is the least dense with approximately 640 acres per housing unit; the Town of Adams is the densest with approximately 42 acres per housing unit.

¹⁶ Residential subdivisions are defined as the creation of five (5) or more lots within a 5-year timeframe, requiring the creation of a subdivision plat.

¹⁷ The preferred density of one (1) unit per 20 acres was chosen based on the policies of the State’s Working Lands Initiative. The WLI is a statewide effort to reevaluate and modify Wisconsin’s Farmland Preservation Laws (SS. 91.77 Wis. State Statute).

following Jackson County Zoning Districts will be considered for approval within RL areas: *A-1 Agricultural District* and *A-2 Forestry and Limited Agriculture District*.

Some Towns chose to adopt regulations which are more stringent within their Rural Lands classification; the following table provides a summary of land use regulations within the Rural Lands classification. **Individuals are advised to consult each plan to understand the full extent and intentions of local policies.**

Table 3.2: Summary of Town Future Land Use Policies for Rural Land Areas

	Min. lot size	Conservation subdivision requirement	Housing density	Requirement that non-farm development occur on marginal agricultural land	Requirement that non-farm development be clustered
Alma**	1.5 acres		1 unit per 20 acres	✓	✓
Franklin	4 acres			✓	✓
Garden Valley	1.5 acres		1 unit per 20 acres	✓	✓
Hixton	3 acres				
Irving**	3 acres				
North Bend	2 acres (in RL and RR)				
Springfield	1.5 acres	✓			

**At the time this draft plan was compiled, the Town of Alma Plan Commission had denied the resolution recommending their draft comprehensive plan to the Town Board. The Irving Town Board denied the ordinance to adopt the comprehensive plan.

Many of the Towns not identified in this table encourage and support conservation subdivisions and clustered development; however, they prefer to simply encourage, not require, these policies.

Rural Transition (RT)

Intent and Description: The primary intent of this classification is to identify certain lands in proximity to developed areas, to be preserved in mainly agricultural and open space uses until such time as more intensive development is appropriate. As mapped, this designation includes farmland, scattered open lands, woodlots, agricultural-related uses, cottage industries, mineral extraction operations, and limited low density single-family residential development. The RT areas potentially represent prime candidates for intergovernmental agreements that lay out specific plans for land use, boundary changes, and fiscal arrangements.

Policies:

1. Continue to maintain and support farming and other agriculture uses, agricultural-related businesses, cottage industries, forestry, mineral extraction, open space, and utility uses until such time as it has been determined by local plans that these areas are needed for additional non-farm development.
2. For those Towns under County Zoning, density and zoning districts to be considered for new development shall be limited in accordance with all policies applicable to the Rural Lands

classification, until such time as it has been determined by local officials in accordance with local plans, and the County Plan, that these areas are needed for additional non-farm development.

Rural Residential (RR)

Intent and Description: The primary intent of this classification is to identify areas suitable for future non-farm residential development. Rural Residential areas include lands that are delineated as existing residential properties or vacant platted areas. In addition, some undeveloped land has been designated for RR development where subdivision expansion is likely to occur. These additional areas tend to be adjacent to existing rural subdivisions or where local roads and utilities exist to efficiently and economically serve the area.

Policies:

1. The preferred housing density is one (1) unit per 1½ (1.5) acres; however, local comprehensive plans may be more or less restrictive than this guideline.
2. Cluster development or conservation subdivisions are encouraged, and in some cases required, within many of the local comprehensive plans. In many cases, higher density development or “bonus lots” are used as a trade off for the preservation of areas with natural, agricultural, or cultural importance.
3. For those Towns under County Zoning, the following Jackson County Zoning Districts will be considered for approval within RR areas: *R-2 Residential, R-3 Cottage, and R-4 Residential*.

Rural Hamlet (RH) “Smart Growth Areas”

Intent and Description: The primary intent of this classification is to identify areas suitable for a broader range of commercial, institutional, recreational, and residential uses, but not including uses that require extensive public services. Rural hamlets are clusters of nonagricultural development centered near an unincorporated village, town hall or rural school. Rural hamlets typically include one or more retail businesses located at the crossroads of two or more County or State highways. In addition, these areas typically include pre-existing higher density residential developments. The existing land use pattern, transportation infrastructure, infill and redevelopment opportunities make these areas suitable for mixed-use neighborhoods with higher density residential development than what is permitted under the Rural Residential classification. Areas included in RH could potentially represent prime candidates for “receiving areas” under a countywide Transfer of Development Rights program.

Smart Growth Areas – As defined under State Statute 66.1001, Smart Growth Areas are those “areas that, where practical, will enable the development and redevelopment of lands with existing infrastructure and municipal, state, and utility services, where practical, or that will encourage efficient development patterns that are both contiguous to existing development and at densities which will have relatively low municipal, state governmental, and utility costs.”

Policies:

1. The preferred housing density is one (1) to four (4) units per acre; however, local comprehensive plans may be more or less restrictive than this guideline.
2. The County or local community can require the use of public sanitary systems (particularly when located in an area where such service is available) or group/alternative on-site wastewater treatment facilities (particularly for businesses with high wastewater/water demands).

Responsibility for long-term maintenance of these systems shall be determined prior to approval.

3. For those Towns under County Zoning, the following Jackson County Zoning Districts will be considered for approval within RH areas: *R-1 Residential* (if served by public sewer and water), *R-2 Residential*, *R-3 Cottages*, *R-4 Residential*, and *B-1 Central Business District*. Proposals for more intensive business developments (*B-2 Outlying Business* and *M-1 Industrial*) will require an amendment to the Future Land Use Map to either Rural Commercial or Industrial status prior to approving a rezoning petition.

Rural Commercial (RC)

Intent and Description: The primary intent of this classification is to identify areas suitable for planned commercial development. There are some existing scattered commercial developments throughout the County and these areas are expected to stay in commercial use. The most appropriate commercial uses will be those that serve rural needs and/or are consistent with the existing rural character, e.g. veterinary clinics, blacksmith/woodworking shops, roadside meat or produce businesses, nurseries, or agricultural implement dealers.

Policies:

1. The development of industrial uses in these areas should be severely limited to those uses that are compatible with existing or planned commercial development.
2. The County or local community might require the use of public sanitary systems (particularly when located in an area where such service is available) or group/alternative on-site wastewater treatment facilities (particularly for businesses with high wastewater/water demands). Responsibility for long-term maintenance of these systems shall be determined prior to approval.
3. For those Towns under County Zoning, the following Jackson County Zoning Districts will be considered for approval within RC areas: *B-1 Central Business District* and *B-2 Outlying Business District*.

Rural Industrial (RI)

Intent and Description: The primary intent of this classification is to identify areas suitable for planned industrial development. There are some existing scattered industrial developments throughout the County (mainly quarry sites) and these areas are expected to stay in industrial use.

Policies:

1. The development of commercial uses in these areas should be severely limited to those uses that are compatible with existing or planned industrial development.
2. The County or local community might require the use of public sanitary systems (particularly when located in an area where such service is available) or group/alternative on-site wastewater treatment facilities (particularly for businesses with high wastewater/water demands). Responsibility for long-term maintenance of these systems shall be determined prior to approval.

3. For those Towns under County Zoning, the following Jackson County Zoning Districts will be considered for approval within RI areas: *M-1 Industrial*.

Public/Institutional (PI)

Intent and Description: The primary intent of this classification is to identify areas suitable for public or institutional development. As mapped, this designation includes religious institutions, cemeteries, school facilities, and property owned by the Town, County, or State (not falling within the Park and Recreational or County Forest classifications). There are some existing scattered public and institutional developments throughout the County and these areas are expected to remain unchanged. Every effort should be made to ensure that the development of properties adjacent to public or institutional sites is compatible with these properties.

Policies:

1. Public and institutional uses should be approved either as a permitted or conditional use in all zoning districts where County zoning has been adopted.

Park and Recreational (PR)

Intent and Description: The primary intent of this classification is to identify areas suitable for public parks and recreational uses. There are some existing scattered park and recreational land throughout the County and these areas are expected to remain unchanged. Every effort should be made to ensure that the development of properties adjacent to park and recreational sites is compatible with these properties.

Policies:

1. Continue to protect significant natural resources and recreational lands identified in priority setting documents, such as the *Jackson County Land and Water Management Plan* and the *Jackson County Outdoor Recreation Plan*.
2. Public park and recreational uses ought to be approved either as a permitted or conditional use in all zoning districts where County zoning has been adopted.

Recreational Commercial (RCM)

Intent and Description: The primary intent of this classification is to identify areas that provide private recreational activities through a commercial business or fraternal organization. As mapped, this designation can include hunting, fishing, and sports clubs; campgrounds; golf courses; and other private recreational facilities.

Policies:

1. Hunting, shooting, or archery uses shall be prohibited from locating within residential areas outlined within the Plan.
3. For those Towns under County Zoning, the following Jackson County Zoning Districts will be considered for approval within RCM areas: *R-5 Recreational* and *B-2 Outlying Business*.

3.4 AMENDING THE FUTURE LAND USE MAP

Jackson County recognizes that from time to time changes to the Future Land Use Map can be necessary to account for changes in the current planning environment that were not anticipated when the map was originally created. A property owner can petition¹⁸ for a change to the Future Land Use Map¹⁹. The County will consider petitions based on the following criteria:

1. Agricultural/Forestry Criteria: The land does not have a history of productive farming activities or is not viable for long-term agricultural/forestry use. The land is too small to be economically used for agricultural/forestry purposes, or is inaccessible to the machinery needed to produce and harvest products.
2. Compatibility Criteria: The proposed development will not have a substantial adverse effect upon adjacent property or the character of the area, with a particular emphasis on existing agricultural/forestry operations. A petitioner should indicate approaches that will minimize incompatibilities between uses.
3. Natural Resources Criteria: The land does not include important natural features such as wetlands, floodplains, steep slopes, or significant woodlands, which will be adversely affected by the proposed development. The proposed building envelope is not located within the setback of Shoreland and Floodplain zones (raised above regional flood line). The proposed development will not result in undue water, air, light, or noise pollution. A petitioner should indicate approaches that will preserve or enhance the most important and sensitive natural features of the proposed site.
4. Emergency Vehicle Access Criteria: The lay of the land will allow for construction of appropriate roads and/or driveways that are suitable for travel or access by emergency vehicles.
5. Transportation Criteria: Proposed new roads will enhance connectivity to existing facilities. Existing transportation facilities can adequately support the proposed development, including both capacity and design. The County, or applicable Town, can require that the property owner, or their agent, fund the preparation of a traffic impact analysis by an independent professional. Petitioners should also demonstrate how they will assist the County, or applicable Town, with any shortcomings in transportation facilities.
6. Ability to Provide Services Criteria: Provision of public facilities and services will not place an unreasonable burden on the ability of the County, or applicable Town, to provide and fund those facilities and services. Petitioners can demonstrate to the County, or applicable Town, that the current level of services, including but not limited to school capacity, transportation system capacity, emergency services capacity (police, fire, EMS), parks and recreation, library services, and, potentially, water and/or sewer services, are adequate to serve the proposed use. Petitioners can also demonstrate how they will assist the County, or applicable Town, with any shortcomings in public services or facilities.

¹⁸ Petitions to change future land use classifications may only be submitted by landowners (or their agents) within the County, by Town/Village/City or County Officials, or by officials from adjacent municipalities.

¹⁹ Changes in the Future Land Use Map, and associated policies, shall require a recommendation from the County Zoning and Land Information Committee, a public hearing, and County Board approval. Refer to Chapter 4 Implementation.

7. Intergovernmental Cooperation Criteria: The change in the Future Land Use Map is consistent with the policies, and applicable future land use map, of a locally adopted comprehensive plan consistent with State Statute 66.1001 or an intergovernmental agreement between two or more local communities.
8. Public Need Criteria: There is a clear public need for the proposed change or an unanticipated circumstance has resulted in a need for the change. The proposed development is likely to have a positive fiscal impact on the County or applicable Town. The County, or applicable Town, can require that the property owner, or their agent, fund the preparation of a fiscal impact analysis by an independent professional.
9. Adherence to Other Portions of this Plan: The proposed development is consistent with the general vision for the County, or applicable Town, and the other goals, objectives, and policies of this Plan.

In the future, as local units of government develop or amend comprehensive plans, amendments may be necessary to this Plan. Future Land Use Maps submitted by Towns, Villages, and Cities to the County shall only be considered for amendment in the Jackson County Comprehensive Plan upon approval by the local unit of government. Refer to CH 4 - Implementation for additional information regarding procedures for amending the Jackson County Comprehensive Plan and its Future Land Use Map.

CHAPTER 4 – IMPLEMENTATION

The implementation chapter describes the implementation tools available to the County, including an assessment of current use and future intention to make use of those tools. This chapter also addresses the issue of consistency, including how this plan is consistent with existing policies that affect the County and how decisions must be consistent with this plan. In addition, this chapter describes the process for reviewing implementation progress and amending the plan in future years. Finally this chapter provides a compilation of the local actions necessary to achieve the goals and objectives of this comprehensive plan. Each action is accompanied by a suggested timeline for completion.

4.1 IMPLEMENTATION TOOLS

Local codes and ordinances are an important means of implementing the policies of a comprehensive plan. The zoning ordinance and subdivision regulations comprise the principal regulatory devices used to protect existing development and guide future growth as prescribed by the comprehensive plan. The Zoning and Land Information Committee along with the County Board are responsible for amending and adopting these ordinances.

4.1.1 Zoning Ordinance

Zoning is used to regulate the use of land and the placement of structures. A zoning ordinance establishes how lots may be developed, including setbacks and separation for structures, the height and bulk of those structures, and density. The general purpose for zoning is to avoid undesirable side effects of development by segregating incompatible uses and by setting standards for individual uses. It is also one of the important legal tools that a community can use to control development and growth.

- ❖ Zoning is controlled through the Jackson County Zoning Code. The County intends to use this plan along with the County's Zoning Ordinance to guide future development.

4.1.2 Official Maps

An official map shows areas identified as necessary for future public streets, recreation areas, and other public grounds. By showing the area on the Official Map, the municipality puts the property owner on notice that the property has been reserved for future dedication for a public facility or purpose. The municipality may refuse to issue a permit for any building or development on the designated parcel; however, the municipality has one year to purchase the property upon notice by the owner of the intended development.

- ❖ The County does not currently utilize an official map as authorized to do so by state statute (236.46), and there are no immediate plans to create one.

4.1.3 Sign Regulations

Local governments may adopt regulations, such as sign ordinances, to limit the height and other dimensional characteristics of advertising and identification signs. The purpose of these regulations is to promote the well-being of the community by ensuring that signs do not compromise the rights of County residents to a safe, healthful and attractive environment.

- ❖ The County does not have a sign ordinance. Sign requirements are regulated under the County's Zoning Code. This Plan includes several policies relating to sign development and Jackson County will work to make sure they are addressed during development review and incorporated into future updates of the County Code.

4.1.4 Erosion/Stormwater Control Ordinances

The purpose of stormwater or erosion control ordinances is to establish rules that will prevent or reduce water pollution caused by the development or redevelopment of land. Local stormwater ordinances may be adopted to supplement existing Jackson County and Wisconsin Department of Natural Resources permit requirements.

- ❖ Jackson County does not have erosion or stormwater control ordinances. Erosion and stormwater are coordinated through the Land Conservation Department or the Building Code.

4.1.5 Historic Preservation Ordinances

An historic preservation ordinance is established to protect, enhance, and perpetuate buildings of special character or the special historic or aesthetic interest of districts that represent a community's cultural, social, economic, political, and architectural history. The jurisdiction's governing body may create a landmarks commission to designate historic landmarks and establish historic districts.

In accordance with Wisconsin Statutes 101.121 and 44.44, a municipality (city, town or county) may request the State Historical Society of Wisconsin to certify a local historic preservation ordinance in order to establish a "certified municipal register of historic property" to qualify locally designated historic buildings for the Wisconsin Historic Building Code. The purpose of the Wisconsin Historic Building Code, which has been developed by the Department of Commerce, is to facilitate the preservation or restoration of designated historic buildings through the provision of alternative building standards. Owners of qualified historic buildings are permitted to elect to be subject to the Historic Building code in lieu of any other state or municipal building codes.

- ❖ The County does not have an historic preservation ordinance and does not have plans to adopt one.

4.1.6 Site Plan Regulations

A site plan is a detailed plan of a lot indicating all proposed improvements. Some communities have regulations requiring site plans prepared by an engineer, surveyor, or architect. Site plan regulations may require specific inclusions like: General Layout, Drainage and Grading, Utilities, Erosion Control, Landscaping and Lighting, and Building Elevations.

- ❖ The County does not have site plan regulations for unincorporated portions of the County. This Plan includes several policies relating to site planning (Section 2.8) and the County may work to make sure they are addressed during development review and incorporated into future updates of the County Code.

4.1.7 Design Review Ordinances

Design Review Ordinances are used to protect the character of a community by regulating aesthetic design issues. They include guidelines that can address a wide range of building and site design criteria, and they are typically implemented by a design review committee that reviews all proposed development within a designated area for consistency with the guidelines. Areas designated for application of a design review ordinance are called overlay districts, and they do not change the underlying zoning regulations.

- ❖ The County does not have a design review ordinance, and it does not intend to create one. However, the County has established specific site and design principals as established in Section 2.8 of this plan.

4.1.8 Building Codes and Housing Codes

The Uniform Dwelling Code (UDC) is the statewide building code for one- and two-family dwellings built since June 1, 1980. As of January 1, 2005, there is enforcement of the UDC in all Wisconsin municipalities. Municipal or county building inspectors who must be state-certified primarily enforce the UDC. In lieu of local enforcement, municipalities have the option to have the state provide enforcement through state-certified inspection agencies for just new homes. Permit requirements for alterations and additions will vary by municipality. Regardless of permit requirements, state statutes require compliance with the UDC rules by owners and builders even if there is no enforcement.

- ❖ The County requires adherence to the Uniform Dwelling Code, including building permit and inspection requirements.

4.1.9 Mechanical Codes

In the State of Wisconsin, the 2000 International Mechanical Code (IMC) and 2000 International Energy Conservation Code (IECC) have been adopted with Wisconsin amendments for application to commercial buildings.

- ❖ The County requires adherence to all state mechanical codes.

4.1.10 Sanitary Codes

The Wisconsin Sanitary Code (WSC), which is usually enforced by a county, provides local regulation for communities that do not have municipal sanitary service. The WSC establishes rules for the proper siting, design, installation, inspection and management of private sewage systems and non-plumbing sanitation systems.

- ❖ The County requires adherence to the Wisconsin Sanitary Code and Jackson County Sanitary Code.

4.1.11 Renewable Energy Ordinances

Renewable energy ordinances can be established to oversee the permitting of renewable energy systems (wind, solar, bio-fuels) to preserve and protect public health and safety without significantly increasing the cost or decreasing the efficiency of a renewable energy system.

- ❖ The County does not have a renewable energy ordinance, but is looking to adopt one in the near future. This Plan includes policies that seek to encourage renewable energy sources throughout the County.

4.1.12 Land Division and Subdivision Ordinance

Land division regulations serve an important function by ensuring the orderly growth and development of unplatted and undeveloped land. These regulations are intended to protect the community and occupants of the proposed subdivision by setting forth reasonable regulations for public utilities, storm water drainage, lot sizes, street design, open space, and other improvements necessary to ensure that new development will be an asset to the County. The County Board makes the final decisions on the content of the land division ordinance. These decisions are preceded by public hearings and recommendations of the Zoning and Land Information Committee.

- ❖ The division of land in the County is governed by the Wisconsin Statutes and the County's Subdivision Regulations. This Plan includes recommendations to create subdivisions in the future using conservation subdivision design principles.

4.2 PLAN ADOPTION AND AMENDMENT PROCEDURES

The procedures for comprehensive plan adoption or amendment are established by Wisconsin's Comprehensive Planning Law (66.1001, Stats.). This comprehensive plan and any future amendments must be adopted by the County Board in the form of an adoption ordinance approved by a majority vote. Two important steps must occur before the County Board may adopt or amend the plan: the Plan Commission must recommend adoption and the County must hold an official public hearing.

Plan Commission Recommendation

The Plan Commission recommends adoption or amendment by passing a resolution that very briefly summarizes the plan and its various components. The resolution should also reference the reasons for creating the plan and the public involvement process used during the planning process. The resolution must pass by a majority vote of the Commission.

Draft Distribution and Special Public Hearing Notifications

The County is required to provide direct notice of the public hearing to any owner, leaseholder or operator of a nonmetallic mineral deposit (i.e. a gravel pit). The County should send a copy of the public hearing notice at least 30 days prior to the hearing to any known mining operations in the County and to anyone that has submitted a written request for such notification.

The County is also required to maintain a list of any individuals who request, in writing, notification of the proposed comprehensive plan. Each such individual must be sent a notice of the public hearing and a copy of the plan (or plan amendment) at least 30 days prior to the public hearing. The County may charge a fee equal to the cost of providing such notice and copy.

Finally, the County should send the notice and a copy of the proposed plan (or plan amendment) to each of the following:

1. Every governmental body that is located in whole or in part within the boundaries of the County, including any school district, sanitary district, or other special district.
2. The clerk of every town, city, village, and county that is within or borders the County.

3. The regional planning commission for the County.
4. The public library(s) that serve the County.

These draft distributions are not required by statute prior to adoption, but are strongly recommended as a matter of courtesy and good planning practice. The County should coordinate directly with the public library to make a hard copy of the proposed plan available for viewing by any interested party.

Public Hearing

Prior to adopting the Plan, the County (either County Board or Plan Commission) must hold at least one public hearing to discuss the proposed plan. At least 30 days prior to the hearing a Class 1 notice must be published that contains, at minimum, the following:

- ✓ The date, time and location of the hearing,
- ✓ A summary of the proposed plan or plan amendment,
- ✓ The local government staff who may be contacted for additional information,
- ✓ Where to inspect and how to obtain a copy of the proposed plan or amendment before the hearing.

The notice should also provide a method for submitting written comments, and those comments should be read or summarized at the public hearing.

Plan Adoption/Amendment

This plan and any future amendments become official County policy when the County Board passes, by a majority vote of all elected members, an adoption ordinance. The Board may choose to revise the plan after it has been recommended by the Plan Commission and after the public hearing. It is not a legal requirement to consult with the Plan Commission on such changes prior to adoption, but, depending on the significance of the revision, such consultation may be advisable.

Adopted Plan Distribution

Following final adoption of this plan, and again following any amendments to the plan, a copy of the plan or amendment must be sent to each of the following:

1. Every governmental body that is located in whole or in part within the boundaries of the County, including any school district, sanitary district, or other special district.
2. The clerk of every town, city, village, and county that is within or borders the County.
3. The regional planning commission for the County.
4. The public library(s) that serve the County.
5. The Comprehensive Planning Program at the Department of Administration.

Coordinating Amendments from Town Plans

In most cases, the affected Town will initiate County Future Land Use Map amendments. Considered good practice, the policies of this Plan state that the County should not approve an amendment to the Future Land Use Map unless it is first approved by the affected Town Board (Refer to Section 3.4). Towns are encouraged to consult with County zoning staff before making amendments to their comprehensive plans. This is especially advised for proposed changes to the Town's future land use map, since it directly relates to the County Future Land Use Map. Towns submitting a comprehensive plan to the County Board for adoption should follow, at a minimum, the following procedures.

1. Towns may, at their discretion, submit their entire comprehensive plan, amendment, or just the land use element, for county board adoption.
2. Towns will submit one or more preliminary versions of the plan, or amendment, to the Zoning, Planning & POWTS Department for staff review. Planning staff will respond to the town with any comments, concerns, or suggestions within 30 days.
3. Towns may request a preliminary joint meeting with the Zoning and Land Information Committee for the purpose of discussing the general parameters, content, or interpretation of the plan, or to discuss issues that cannot be resolved by staff. When a plan is near completion, towns may request a second meeting with the Zoning and Land Information Committee to resolve any remaining potential issues.
4. When a town is ready to seek county board adoption as part of the Jackson County Comprehensive Plan, the town should send the following materials to the Zoning, Planning & POWTS Department:
 - a. Sufficient copies of the proposed county comprehensive plan amendment to meet the requirements of s. 666.1001(4)(b), Wis. Stats. for Jackson County.
 - b. A copy of an adopted town board ordinance authorizing the creation, or amendment, of the towns comprehensive plan per s. 66.1001(4)(c).
5. Planning staff will coordinate county compliance with state requirements for amendment of the Jackson County Comprehensive Plan, and if necessary, the Jackson County Farmland Preservation Plan, as described in Section 4.3 of this Plan.
6. Within 60 days of the town's completion of 4a and 4b above, a public hearing on the amendment before the County Zoning and Land Information Committee shall be held. The Zoning and Land Information Committee will take action on the amendment within 30 days of the county public hearing. In the event the Zoning and Land Information Committee cannot complete its review within the time allotted, it will report the plan to the County Board without recommendation. The town board may request extensions to the above timeframes by written request to the Zoning and Land Information Committee.
7. If the County Board does not adopt the proposed amendment the Town may request a joint meeting with the County Zoning and Land Information Committee to discuss potential options for resolving remaining issues prior to resubmitting the amendment for County approval.

Coordinating Amendments from City/Village Plans

The County does not have zoning authority within incorporated municipalities, as such, comprehensive plans adopted, or amended, by Black River Falls or the villages within the County do not need the approval of the County Board. However, as local incorporated municipalities amend their future land use policies and maps, the municipalities should notify Jackson County, per State Statute 66.1001, so that Appendix F can be updated on an annual basis to reflect the most current local decisions. When adoption or amendments to local municipal plans includes lands within their plat review area, the County encourages increased coordination and discussion with the County and applicable town in order to avoid potential inconsistencies with town and county planning policies.

Since the Jackson County Comprehensive Plan is intended to function cooperatively with local comprehensive plans, it is important that every amendment to a town, village, or city comprehensive plan be forwarded to the County Planning and Development Department for comment. However, the County Board need not adopt future amendments to town, village, and city comprehensive plans that do not affect the content or the implementation of the Jackson County Comprehensive Plan.

4.3 CONSISTENCY AMONG PLAN ELEMENTS

Once formally adopted, the Plan becomes a tool for communicating the community's land use policy and for coordinating legislative decisions. Per the requirements of Wisconsin's Comprehensive Planning Law, if Jackson County engages in any of the actions listed below, those actions will be consistent with its comprehensive plan:

- Official mapping established or amended under s. 62.23 (6)
- Subdivision regulations under s. 236.45 or 236.46
- County zoning ordinances enacted or amended under s. 62.23 (7)
- Zoning of shorelands or wetlands in shorelands under s. 59.692, 61.351 or 62.231

An action will be deemed consistent if:

1. It furthers, or at least does not interfere with, the goals, objectives, and policies of this plan,
2. It is compatible with the proposed future land uses and densities/intensities contained in this plan,
3. It carries out, as applicable, any specific proposals for community facilities, including transportation facilities, other specific public actions, or actions proposed by nonprofit and for-profit organizations that are contained in the plan.

The State of Wisconsin planning legislation requires that the implementation element describe how each of the nine-elements will be integrated and made consistent with the other elements of the plan. The planning process that was used to create this Plan required all elements of the Plan to be produced in a simultaneous manner. No elements were created independently from the other elements of the Plan; therefore, reducing the threat of inconsistency. There may be inconsistencies between the goals and objectives between elements or even within an individual element that may become known during the review of development proposals. This is the nature of goals and objectives because these are value statements, which may very well compete with one another in certain situations. Where goals or objectives express competing values, the County should look to the related policies, and general vision statement, to provide decision-making guidance.

Over time, as more detailed County-level land use plans (e.g. Farmland Preservation Plans, Outdoor Recreation Plans, Land and Water Resource Plans, etc.) are prepared or updated, they shall be consistent with this Plan. The County may adopt these new and updated plans as detailed components of the Jackson County Comprehensive Plan or as stand-alone plans.

Plan Inconsistencies – Local Communities

Conflict along community boundaries is one of the risks in conducting a ~~county~~ land use planning process with a focus on local autonomy. The following section describes where two local plans may have conflicting planned land uses either along their borders (Town vs. Town) or within a joint planning area (City/Village vs. Town). This analysis is focused on potential land use conflicts

between communities, and not conflicts within communities. Since the County Future Land Use Plan incorporates the recommendations of local town plans, many of the inconsistencies discussed herein are also inconsistencies between local plans. It is important to note that despite the examples of potential land use conflict provided in this analysis, the vast majority of planning that has occurred between communities is not in conflict. Given that this is a locally driven planning process, the communities should be commended for the amount of compatibility that they have achieved.

T. Alma²⁰ – Village of Alma Center

The Village of Alma Center’s Comprehensive Plan identifies planned uses within the Village’s 1.5-mile extraterritorial planning area. On the southwest side of the Village limits, the Village has planned an area of rural transition for potential future development, while the Town of Alma has planned that area as rural lands.



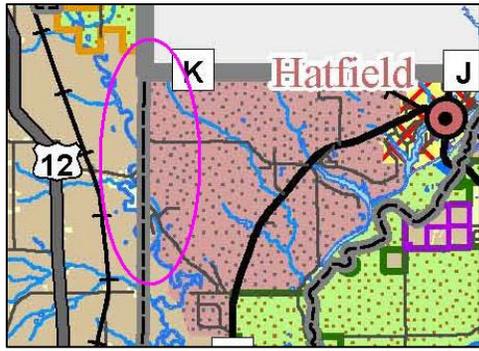
T. Alma – Village of Merrilan

Within the Village of Merrilan’s 1.5-mile extraterritorial planning area there are a number of inconsistencies with the Town of Alma. The three areas to the south and east of Merrilan, the village has identified as future rural residential areas and the Town has primarily left those areas rural lands. On the west side of the Village along STH 95, the Village has planned rural commercial use along the highway, while the Town has planned that area as rural lands.



T. Alma – T. Adams

This is a border inconsistency between the Town of Alma and the Town of Adams. The Town of Adams has planned rural transitional west of Hatfield to accommodate future growth and development of the Hatfield area. The Town of Alma has planned rural lands along the Town border.



²⁰ The Town of Alma inconsistencies described in this section reflect the Future Land Use Map the Town prepared during the planning process but has not adopted at the time of this draft.

T. Hixton – Village of Hixton

The Town of Hixton did not participate in the multi-jurisdictional planning process to complete a comprehensive plan. Therefore, the Jackson County Comprehensive Plan Steering Committee drafted the Towns Future Land Use map. In doing so the Committee planned rural lands throughout most of the Village’s extraterritorial planning with a small section rural transitional on the southern border of the Village.



The Village of Hixton has planned out a fair chunk of their extraterritorial planning area, incorporating rural transitional not only along the south side of the Village but surrounding the Village almost entirely. The Village also planned for some rural commercial and rural industrial on the east side of I94, south of STH95.

T. Springfield – Village of Taylor

Within the Village of Taylor’s extraterritorial planning area the Village planned for parks and recreation just north of the Village along the waterway. The Town of Springfield planned that area as rural lands.



T. Curran –Village of Taylor

The highlighted area on the south limits of the Town of Curran is within the Village of Taylor’s extraterritorial planning area. The Village planned that area as rural lands, while the Jackson County Comprehensive Plan Steering Committee (Curran did not participate in the comprehensive planning process) planned that area as Quarry for future mining operations.

T. Melrose – Village of Melrose

The small parcel highlighted on the east side of the Village is planned for rural residential in the Village’s extraterritorial planning area. This parcel on the Town’s Future Land Use Map is planned as rural transitional.



T. Garfield – T. of Cleveland

Along the northern Garfield/Cleveland border the Town of Garfield has planned for more future development than the Town of Cleveland. As you see to the right, Garfield has planned both rural hamlet and rural transitional uses whereas Cleveland has planned rural lands along the border.

**Plan Inconsistencies – Adjacent Counties**

The following section describes the status of comprehensive planning in communities and counties adjacent to Jackson County. The majority of information below was taken from the Wisconsin Department of Administration's (WIDOA) interactive plan database. The database was last updated spring of 2010.

Eau Claire County, Town of Bridge Creek, Town of Fairchild

Eau Claire County adopted their comprehensive plan in April 2010. The Towns of Bridge Creek and Fairchild have not created comprehensive plans at this time.

Trempealeau County, Town of Sumner, Town of Hale, Town of Pigeon, Town of Ettrick, Town of Preston, Town of Gale

Trempealeau County adopted their plan in December of 2009. The Towns of Hale, Preston and Gale also adopted plans that year. The Towns of Sumner, Pigeon and Ettrick have not filed plans with WIDOA.

La Crosse County, Town of Farmington

La Crosse County adopted their comprehensive plan in March 2008 and the Town of Farmington followed suit in August of 2009.

Monroe County, Town of Little Falls, Town of Grant, Town of Lincoln, Town of Scott, Town of New Lyme

Monroe County is currently completing their plan; the draft plan will be presented to County Board August 2010. The Towns of Grant and New Lyme completed plans in 2009; the other Towns have not filed plans with WIDOA.

Juneau County, Town of Kingston

Juneau County completed their plan in December 2009 and the Town of Kingston has yet to complete a plan.

Wood County, Town of Remington, Town of Hiles

Wood County's plan was adopted in the fall of 2009, but the Towns of Hiles and Remington have not filed plans with WIDOA.

Clark County, Town of Dewhurst, Town of Mentor, Town of Washburn, Town of Sherwood

Only the Towns of Dewhurst and Mentor have completed comprehensive plans.

4.4 PLAN MONITORING, AMENDING AND UPDATING

Although this Plan is intended to guide decisions and action by the County over a 20-year period, it is impossible to predict future conditions in the County. Amendments may be appropriate following original adoption, particularly if emerging issues or trends render aspects of the plan irrelevant or inappropriate. To monitor consistency with the Comprehensive Plan the County will review its content prior to any important decisions, especially those that will affect land use. Before submitting a formal application for development approval to the County and/or local communities, the County urges petitioners to first:

- ✓ Review the recommendations of this Plan and the local comprehensive plan
- ✓ Review zoning, subdivision, and other land development regulations
- ✓ Meet with County Planning and Development staff to learn about the planning process
- ✓ Discuss the request conceptually and informally with the applicable local plan commission or board.

From time to time the County may be faced with an opportunity, such as a development proposal, that does not fit the plan but is widely viewed to be appropriate for the County. Should the County wish to approve such an opportunity, it must first amend the plan so that the decision is consistent with the plan. Since the Jackson County Comprehensive Plan is intended to function cooperatively with local community plans, amendments to the County Plan will likely first need to be adopted by local towns, cities, or villages. Such amendments should be carefully considered and should not become the standard response to proposals that do not fit the plan. Frequent amendments to meet individual development proposals threaten the integrity of the plan and the planning process and should be avoided.

Any change to the plan text or maps constitutes an amendment to the plan and must follow the adoption/amendment process described in Section 4.2. Amendments may be proposed by either the County Board or the Plan Commission, and each will need to approve the change per the statutory process. Amendments may be made at any time using this process, however in most cases the County should not amend the plan more than once per year. A common and recommended approach is to establish a consistent annual schedule for consideration of amendments. This process can begin with a joint meeting of the Plan Commission and County Board (January), followed by Plan Commission recommendation (February), then the 30-day public notice procedures leading to a public hearing and vote on adoption by County Board (March or April).

The Steering Committee formed to provide technical assistance and input throughout the comprehensive planning process, could continue to meet to monitor performance and provide input regarding annual amendments to the Plan. A recommended approach is to have the Steering Committee meet with the Zoning and Land Information Committee annually every January to discuss proposed amendments to forward for public and County Board consideration.

Some of the aspects of this plan require proactive action by the County. A working action plan should be maintained on an annual basis, starting with the actions in Section 4.6 and evolving over time. Completed actions should be celebrated and removed, while those actions not yet carried out should be given new deadlines (if appropriate) and assigned to specific individuals, boards or committees for completion per the new schedule. If the updated action plan is consistent with the

goals, objectives, and policies of the comprehensive plan, updating the action plan should not require an amendment to the plan and can be approved simply by County Board resolution.

Wisconsin's comprehensive planning statute (66.1001) requires that this plan be updated at least once every 10 years. Unlike an amendment, the plan update is a major re-write of the plan document and supporting maps. The purpose of the update is to incorporate new data and ensure that the plan remains relevant to current conditions and decisions. The availability of new Census or mapping data and/or a series of significant changes in the community may justify an update after less than 10 years. Frequent requests for amendments to the plan should signal the need for a comprehensive update.

4.5 SEVERABILITY

If any provision of this Comprehensive Plan will be found to be invalid or unconstitutional, or if the application of this Comprehensive Plan to any person or circumstances is found to be invalid or unconstitutional, such invalidity or unconstitutionality will not affect the other provisions or applications of this Comprehensive Plan, which can be given effect without the invalid or unconstitutional provision or application.

4.6 ACTION PLAN

There are actions that the County should pursue to achieve the goals and objectives of this plan. Because each of these different possible actions requires the active leadership of elected officials and/or County staff, and because many of the actions will have a monetary cost to the County, it becomes complicated to chart out 20 years of **specific** action commitments. At the end of this chapter, there is a short-term list of actions intended to realize and reinforce the goals, objectives, and policies described in Chapter 2. These actions are divided into three basic categories: short-term, mid-term, and long-term. Short-term actions will be implemented in 0-2 years; mid-term actions will be implemented in 3-5 years; and long-term actions will be implemented more than 6 years from now.

The County will revisit this list of actions at least once every five years. Completed actions should be celebrated and removed, while those actions not yet carried out should be given new deadlines (if appropriate) and assigned to specific individuals, boards, or committees for completion per the new schedule. When updating the Action Plan, the County may choose to pursue actions not on the list, and it may choose not to pursue actions on the list; however, if the updated action is consistent with the goals, objectives, and policies of the comprehensive plan, updating the action plan should not require an amendment to the plan and can be approved simply by a resolution by the County Board.

Table 4.1: Action Plan

ACTION PLAN	TIMEFRAME	RESPONSIBLE PARTY
Housing 1: Continue County efforts to obtain grant funds (CDBG and others) for first time homebuyers and/or rehabilitation of existing housing stock.	Continual	County Board
Housing 2: Review County land use ordinances to remove barriers to affordable housing. Consider monetary incentive to the housing industry, to promote the development and rehabilitation of affordable housing.	Continual	Zoning & Land Information Committee/County Board
Transportation 1: Continue to schedule and budget for road maintenance with a Capital Improvement Plan.	Continual	County Board
Transportation 2: Continue to fund maintenance and upgrading of existing trails throughout the County.	Continual	County Board
Transportation 3: Increase enforcement on ATV trails. Evaluate hiring seasonal enforcement staff or other options and delegate funds.	Mid-term	Forestry & Parks Department/County Board
Transportation 4: Extend runway at airport. Look for grants and available monies to fund this project.	Mid-term	Airport Commission/County Board
Transportation 5: Work with public and private entities to implement recommendations from regional and state transportation plans that are consistent with this Plan.	Continual	Highway Department/County Board
Ag, Nat., Cult, Resource 1: Develop a standard “right to farm” agreement for new residential development in agricultural areas for Towns to use. See Appendix D for sample.	Short-Term	Zoning, Planning & POWTS Department
Ag, Nat., Cult, Resource 2: Work with WIDNR and the Ho Chunk Nation to protect Gulickson’s Glen.	Short-Term	County Board
Ag, Nat., Cult, Resource 3: Promote local history and culture by: interpreting resources at County Parks and facilities; working with the historical society to explore grants to restore historic structures; encourage historic preservation ordinances or districts.	Continual	County Board
Ag, Nat., Cult, Resource 4: Promote environmental stewardship by promoting Best Management Practices, surface and groundwater protection, and maintenance of native habitats and removal of invasive species.	Continual	Land Conservation Department/Forestry & Parks Department/County Board
Ag, Nat., Cult, Resource 5: Continue to implement recommendations from the Countywide natural resource management plans and continue to update these plans as needed or required by State Statute.	Continual	Land Conservation Department/Forestry & Parks Department/County Board
Ag, Nat., Cult, Resource 6: Update the Jackson County Farmland Preservation Plan, as due in 2013. Ensure consistency with the Comprehensive Plan.	Mid-Term	Land Conservation Department/County Board
Utilities and Community Facilities 1: Maintain a Capital Improvement Plan (CIP) to provide a strategic framework for making prioritized short-term investments to the County infrastructure. Update every 5 years.	Continual	County Board
Utilities and Community Facilities 2: Promote joint	Continual	County Board

ACTION PLAN	TIMEFRAME	RESPONSIBLE PARTY
service agreements as needed with municipalities and neighboring Counties where consolidating and coordinating services can result in cost savings.		
Utilities and Community Facilities 3: Consider the use of energy efficient alternatives when upgrading county buildings or equipment. Promote energy conservation throughout the County.	Continual	County Board
Utilities and Community Facilities 4: Promote water conservation by expanding and enhancing the tools available to the County and other communities to promote surface and groundwater protection.	Continual	Land Conservation Department/County Board
<p>Utilities and Community Facilities 5: To promote long range sanitary sewer system planning:</p> <p>Help guide urban development into areas with public sanitary sewer systems.</p> <p>Support the study of potential extension of municipal sanitary sewer systems.</p> <p>Assist Towns that are looking to create new sanitary or utility districts in Rural Hamlets or where there are concentrations of failing septic systems.</p> <p>Provide information to property owners considering group or community waste treatment facilities.</p>	Continual	Zoning, Planning & POWTS Department/County Board
Utilities and Community Facilities 6: Work with municipalities to explore the need and feasibility for expansion of high-speed internet and cell phone services to underserved portions of the County.	Short-Term	County Board
Utilities and Community Facilities 7: Review existing ordinances to remove barriers to establishing renewable energy sources and develop new ordinances that seek to encourage renewable energy sources (wind, solar, bio-fuels).	Mid-Term	Zoning, Planning & POWTS Department/County Board
Economic Development 1: Continue to work with local economic development agencies (Mississippi River Regional Planning Commission, and local Chambers of Commerce) to achieve county and local economic development goals and objectives.	Continual	County Board
Economic Development 2: Support existing business expansion and retention efforts and new business development efforts that are consistent with this plan.	Continual	County Board
Economic Development 3: Promote entrepreneurship and workforce development by maintaining support for County programs, and key agencies and organizations that promote economic development, job training and placement.	Continual	County Board

ACTION PLAN	TIMEFRAME	RESPONSIBLE PARTY
Economic Development 4: Regularly evaluate economic development related grants, programs, and tax incentives for their applicability to the County, its communities, and businesses.	Continual	County Board
Economic Development 5: Work with public and private entities to clean up environmentally contaminated sites that threaten the public health, safety, and welfare in the County. Support the redevelopment of these sites to enhance the local tax base.	Continual	County Board
Economic Development 6: Work with local communities and economic development agencies to market available sites in existing business and industry parks in the County.	Continual	County Board
Economic Development 7: Continue to promote and enhance the tourism industry in the County and local communities. Work together on a County wide approach to promote regional tourism.	Continual	County Board
Economic Development 8: Support home based businesses in appropriate areas and examine the County zoning ordinance to ensure that telecommuting and home based businesses vs. home occupations are clarified.	Short-Term	Zoning, Planning & POWTS Department/County Board
Economic Development 9: Promote “buy local” programs by exploring the County’s purchasing policies with the goal of increasing sources from local or regional suppliers. Support farm marketing programs in order to help local farmers improve their profitability.	Short-Term	County Board
Intergovernmental Cooperation 1: Prior to the adoption of this Plan, and for subsequent amendments, the County will request comments from area school districts, local towns and municipalities, and neighboring counties.	Continual	Zoning, Planning & POWTS Department/County Board
Intergovernmental Cooperation 2: Continue to work with local communities and adjacent counties to identify opportunities for shared services or other cooperative planning efforts.	Continual	County Board
Intergovernmental Cooperation 3: Cooperate with school districts in long range planning and decision-making.	Continual	Zoning, Planning & POWTS Department/County Board
Land Use 1: Increase enforcement of nuisance properties; evaluate the need for additional staff.	Continual	Zoning, Planning & POWTS Department/County Board
Land Use 2: Work with municipalities and encourage them to adopt their own zoning ordinance or to come in under County zoning.	Continual	Zoning, Planning & POWTS Department/County Board
Land Use 3: Update the Zoning and Shoreland Ordinances to ensure consistency with this plan and state statute.	Mid-Term	Zoning, Planning & POWTS Department/County Board
Land Use 4: Update County FEMA floodplain maps as new data is available.	Continual	Zoning, Planning & POWTS Department/County Board

ACTION PLAN	TIMEFRAME	RESPONSIBLE PARTY
Land Use 5: Assist zoned Towns looking for additional land use options such as conservation subdivisions.	Continual	Zoning, Planning & POWTS Department/County Board
Land Use 6: Study the feasibility and support for establishing a Purchase of Development Rights Program.	Long Term	Zoning, Planning & POWTS Department/County Board
Land Use 7: Study the feasibility and support for establishing a Transfer of Development Rights Program.	Long Term	Zoning, Planning & POWTS Department/County Board
Implementation 1: Hold one annual comprehensive plan review meeting to update the action plan progress by establishing new deadlines and responsibilities or unfinished actions. Also identify any potential amendments.	Continual	Zoning, Planning & POWTS Department/County Board
Implementation 2: Update this comprehensive plan at least once every ten years, per the requirements of the State comprehensive planning law.	Long Term	Zoning, Planning & POWTS Department/County Board

CHAPTER 5 - EXISTING CONDITIONS

The following chapter summarizes background information as required for the nine planning elements to be included in comprehensive plans (per Wisconsin Statute 66.1001). The information was collected in years 2008 and 2009 and is thus subject to changes that have occurred since then. The information is compiled at the County level to the extent that such data is available or can be synthesized from standard data sources. Much of the data comes from secondary sources, consisting primarily of the U.S. Census. Caution should be given as a majority of the data that the US Census collects is from a sample of the total population; and therefore, are subject to both sampling errors (deviations from the true population) and nonsampling errors (human and processing errors).

5.1 POPULATION STATISTICS AND PROJECTIONS

This element provides a baseline assessment of Jackson County past, current, and projected population statistics and contains information required under SS66.1001. This information provides a basis for creating goals, objectives, policies, maps, and actions to guide the future development in Jackson County.

The following displays the population statistics and projections that were prepared as part of the requirements of the Comprehensive Planning legislation. Other demographic data and statistics, such as employment and housing characteristics, are in their corresponding sections.

Table 5.1: Population and Age Distribution

Population	Jackson County Number	Jackson County Percent	Wisconsin Number	Wisconsin Percent
Total Population (1970)	15,325	100.0%	4,417,821	100.0%
Total Population (1980)	16,831	100.0%	4,705,642	100.0%
Total Population (1990)	16,588	100.0%	4,891,769	100.0%
Total Population (2000)	19,100	100.0%	5,363,675	100.0%
Total Population (2008)*	19,710	100.0%	5,580,757	100.0%
SEX AND AGE (2000)				
Male	10,198	53.4%	2,649,041	49.4%
Female	8,902	46.6%	2,714,634	50.6%
Under 5 years	1,078	5.6%	342,340	6.4%
5 to 9 years	1,255	6.6%	379,484	7.1%
10 to 14 years	1,440	7.5%	403,074	7.5%
15 to 19 years	1,309	6.9%	407,195	7.6%
20 to 24 years	1,208	6.3%	357,292	6.7%
25 to 34 years	2,513	13.2%	706,168	13.2%
35 to 44 years	3,097	16.2%	875,522	16.3%
45 to 54 years	2,510	13.1%	732,306	13.7%
55 to 59 years	1,002	5.2%	252,742	4.7%
60 to 64 years	844	4.4%	204,999	3.8%
65 to 74 years	1,426	7.5%	355,307	6.6%
75 to 84 years	1,011	5.3%	251,621	4.7%
85 years and over	407	2.1%	95,625	1.8%
Median Age (2000)	37.6		36.0	

Source: US Census, *WIDOA Estimate

Jackson County’s 2008 estimated population is 19,710, ranking 53rd out of 72 Wisconsin counties in total population. From the year 1970 to 2000, the population for Jackson County increased 24.6% compared to a 21.4% increase for the State. Excluding the incorporated communities, the population in Jackson County increased by 32% from 1970 to 2000. Of the seven other counties Jackson County borders, five had a faster population growth rate from 1970 to 2000 (Clark 10.5%, Eau Claire 38.6%, Juneau 31.8%, LaCrosse 33.1%, Monroe 29.4%, Trempealeau 15.7%, Wood 28.8%). The average growth rate for Wisconsin counties from year 1970 to 2000 was 31%.

During the 2000 Census, the age group with the highest population in the County was those 35 to 44 years old (16.2%), followed closely by the 25 to 34 year-old age group (13.2%). The median age was 37.6, which is higher than the State median age at 36.0. Approximately 19.3% of the population is at or near retirement age (60+), which is higher than the State (16.9%) average.

Table 5.2: Population Projections

Population	Jackson County	Wisconsin
Total Population (1970)	15,325	4,417,821
Total Population (1980)	16,831	4,705,642
Total Population (1990)	16,588	4,891,769
Total Population (2000)	19,100	5,363,675
Total Population (2005)	19,865	5,589,937
WIDOA Projection		
Total Population (2005)	19,865	5,589,937
Total Population (2010)	20,533	5,772,372
Total Population (2015)	21,339	5,988,455
Total Population (2020)	22,151	6,202,825
Total Population (2025)	22,860	6,390,939
Total Population (2030)	23,438	6,541,222
Percent Growth (2000-2030)	22.7%	22.0%

Source: US Census, Projection WIDOA 2008

Population projections allow a community to anticipate and plan for future growth needs. In year 2008, the Wisconsin Department of Administration (WIDOA) released population projections to year 2030 for every municipality in Wisconsin, and projections to year 2035 for counties. The WIDOA projects the population in Jackson County will increase to 23,438 by year 2030, an increase of 22.7% since year 2000. Caution should be given, as WIDOA figures do not account for sudden changes in market conditions or local land use regulations, which could affect population growth.

Figure 5.1: Population Trends

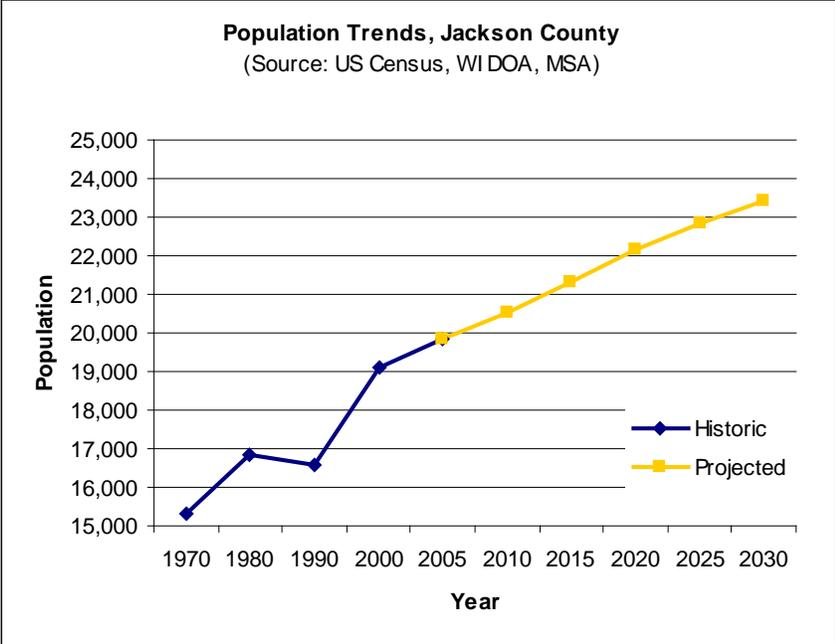


Table 5.3: Jackson County Population History and Estimates

Municipality	Jackson County Population History and Projections										% Growth (2000-2030)
	1970	1980	1990	2000	2005	2010	2015	2020	2025	2030	
State of Wisconsin	4,417,821	4,705,642	4,891,769	5,363,675	5,589,937	5,772,372	5,988,455	6,202,825	6,390,939	6,541,222	22.0%
Jackson County	15,325	16,831	16,588	19,100	19,865	20,533	21,339	22,151	22,860	23,438	22.7%
T. Adams	980	1,300	1,167	1,208	1,334	1,399	1,473	1,546	1,613	1,670	38.2%
T. Albion	914	976	904	1,093	1,143	1,199	1,264	1,329	1,387	1,439	31.7%
T. Alma	668	696	831	983	1,047	1,115	1,190	1,266	1,337	1,400	42.4%
T. Bear Bluff	116	133	149	128	114	111	108	106	103	99	-22.7%
T. Brockway	978	1,053	1,222	2,580	2,696	2,837	2,997	3,159	3,306	3,435	33.1%
T. City Point	180	196	193	189	182	178	175	172	167	163	-13.8%
T. Cleveland	411	422	452	438	473	491	513	534	554	570	30.1%
T. Curran	360	410	351	366	390	402	416	430	443	453	23.8%
T. Franklin	414	417	431	325	347	341	337	333	326	319	-1.8%
T. Garden Valley	435	421	386	406	409	413	419	424	428	430	5.9%
T. Garfield	369	423	421	529	625	677	735	792	847	896	69.4%
T. Hixton	558	646	652	611	640	644	652	660	664	665	8.8%
T. Irving	489	618	565	602	668	706	749	791	831	867	44.0%
T. Knapp	155	201	257	275	298	317	338	360	381	398	44.7%
T. Komensky	283	449	292	462	487	521	557	595	629	661	43.1%
T. Manchester	442	590	563	680	732	779	831	884	932	976	43.5%
T. Melrose	355	338	357	402	421	441	463	486	507	525	30.6%
T. Millston	157	202	154	136	139	135	132	129	125	121	-11.0%
T. North Bend	498	546	419	397	410	411	415	418	419	418	5.3%
T. Northfield	587	652	572	586	579	574	571	570	564	556	-5.1%
T. Springfield	469	475	476	567	618	661	710	758	803	844	48.9%
V. Alma Center	495	454	416	446	459	469	482	495	507	515	15.5%
V. Hixton	300	364	345	446	454	481	511	541	568	593	33.0%
V. Melrose	505	507	551	529	516	509	506	502	496	486	-8.1%
V. Merrilan	612	587	553	585	583	589	599	609	616	619	5.8%
V. Taylor	322	411	419	513	507	522	540	559	575	588	14.6%
C. Black River Falls	3,273	3,434	3,490	3,618	3,594	3,611	3,656	3,703	3,732	3,732	3.2%

Source: US Census, Projection WIDOA 2008

5.2 HOUSING

This element provides a baseline assessment of Jackson County current housing stock and contains information required under SS66.1001, such as: past and projected number of households, age and structural characteristics, occupancy and tenure characteristics, and value and affordability characteristics. This information provides a basis for creating goals, objectives, policies, maps, and actions to guide the future development and maintenance of housing in Jackson County.

5.2.1 Households and Housing Units: Past, Present, and Future

In year 2000, there were 7,070 households in Jackson County, an increase of 48.7% since 1970. During the same period, total households increased by 56.9% for the State. The larger increase in households can be attributed to the increase in population and the *decrease* in the average household size. Since 1970, the number of persons per household has been decreasing in Wisconsin. In Jackson County, the number of persons per household has decreased from 3.22 to 2.49, a trend that can be attributed to smaller family sizes and increases in life expectancy.

Table 5.4: Households and Housing Units

Housing	Jackson County	Wisconsin
Total Households (1970)	4,753	1,328,804
Total Households (1980)	6,073	1,652,261
Total Households (1990)	6,253	1,822,118
Total Households (2000)	7,070	2,084,544
People per Household (1970)	3.22	3.32
People per Household (1980)	2.77	2.85
People per Household (1990)	2.65	2.68
People per Household (2000)	2.49	2.57
Housing Units (1970)	5,649	1,482,322
Housing Units (1980)	6,975	1,863,857
Housing Units (1990)	7,627	2,055,774
Housing Units (2000)	8,029	2,321,144

Source: US Census, *WIDOA Estimate

*Total Households include any unit that is occupied.

**Housing units are all those available, including occupied and vacant units or seasonal units.

Table 5.5: Jackson County Household History and Projections

Municipality	Jackson County Household History and Projections										% Growth (2000-2030)
	1970	1980	1990	2000	2005	2010	2015	2020	2025	2030	
State of Wisconsin	1,328,804	1,652,261	1,822,118	2,084,556	2,208,571	2,322,062	2,442,354	2,557,504	2,654,905	2,738,477	31.4%
Jackson County	4,753	6,073	6,253	7,070	7,544	7,884	8,318	8,738	9,107	9,443	33.6%
T. Adams	293	450	424	485	547	582	624	664	701	735	51.5%
T. Albion	250	331	333	413	441	469	503	537	567	596	44.3%
T. Alma	197	249	271	344	375	406	441	476	507	538	56.4%
T. Bear Bluff	31	42	50	49	44	44	43	43	42	41	-16.3%
T. Brockway	323	414	457	613	677	722	777	830	879	925	50.9%
T. City Point	56	76	76	83	81	81	80	81	80	79	-4.8%
T. Cleveland	120	147	164	169	186	196	208	221	231	241	42.6%
T. Curran	109	128	118	127	138	145	152	159	166	173	36.2%
T. Franklin	112	133	153	129	140	141	141	141	140	138	7.0%
T. Garden Valley	122	136	124	147	151	155	160	164	167	171	16.3%
T. Garfield	109	143	147	180	220	241	267	291	315	337	87.2%
T. Hixton	155	214	222	214	229	234	240	247	251	256	19.6%
T. Irving	143	193	189	216	245	262	283	303	323	341	57.9%
T. Knapp	55	79	96	113	125	135	146	158	169	179	58.4%
T. Komensky	47	101	68	108	115	124	136	147	157	168	55.6%
T. Manchester	136	189	208	265	292	314	341	368	392	417	57.4%
T. Melrose	107	130	127	153	163	174	186	197	209	219	43.1%
T. Millston	55	80	73	69	72	71	70	70	69	68	-1.4%
T. North Bend	140	140	149	145	153	156	160	163	165	168	15.9%
T. Northfield	189	230	208	224	235	235	238	241	242	241	7.6%
T. Springfield	133	150	164	187	208	226	246	267	286	305	63.1%
V. Alma Center	156	171	170	191	200	208	217	227	235	241	26.2%
V. Hixton	108	160	161	203	211	227	245	263	279	296	45.8%
V. Melrose	187	232	238	218	218	217	219	221	221	219	0.5%
V. Merrillan	199	223	220	253	258	264	273	281	289	294	16.2%
V. Taylor	116	165	171	209	211	220	231	244	253	263	25.8%
C. Black River Falls	1,105	1,367	1,472	1,563	1,609	1,635	1,691	1,734	1,772	1,794	14.8%

Source: US Census, Projection WIDOA, 2008

Household projections allow a community to begin to anticipate future land use needs. WIDOA and MSA household figures are derived from their population projections; therefore, they have the same limitations.

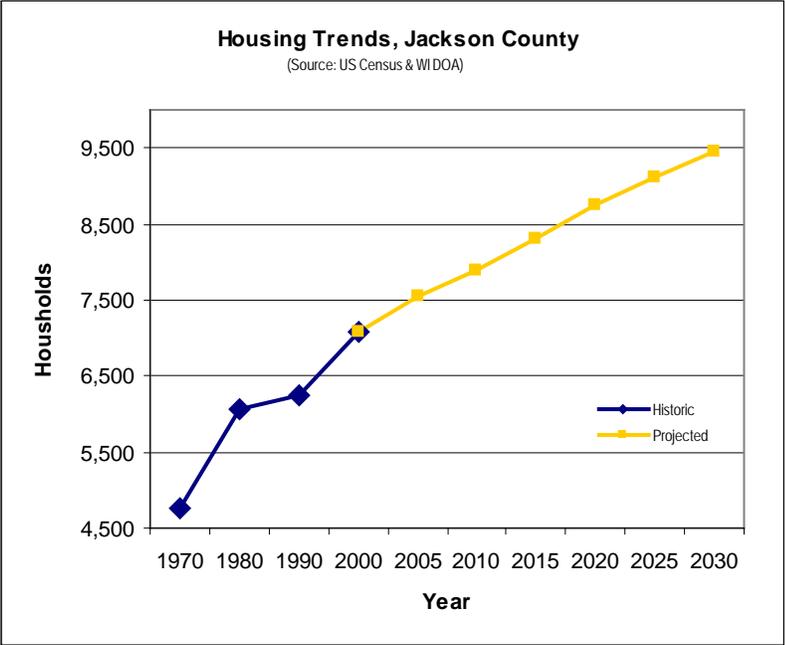
Table 5.6: Projected Households

Household Projections	Jackson County	Wisconsin
Total Households (2005)	7,544	2,208,571
Total Households (2010)	7,884	2,322,062
Total Households (2015)	8,318	2,442,354
Total Households (2020)	8,738	2,557,504
Total Households (2025)	9,107	2,654,905
Total Households (2030)	9,443	2,738,477
Percent Growth (2000-2030)	33.6%	31.4%

Source: US Census, Projection WIDOA 2008

Household projections were derived using a report from the Wisconsin Department of Administration (2008). The WIDOA projected that there will be 9,443 households in Jackson County by year 2030, an increase of 33.6% since year 2000. The data suggests a slower rate of housing growth over the next 30 years compared to the last 30 years.

Figure 5.2: Housing Trends



5.2.2 Age and Structural Characteristics

The age of a home is a simplistic measure for the likelihood of problems or repair needs. Older homes, even when well cared for, are generally less energy efficient than more recently-built homes and are more likely to have components now known to be unsafe, such as lead pipes, lead paint, and asbestos products. In Jackson County, 52.9% of the houses in Jackson County were built before 1970, and 30.9% were built before 1940. The percentage of older homes is slightly less than the State’s average of 55.6% (35+ years in age).

Table 5.7: Housing Age Characteristics

Year Structure Built	Number	Percent
1939 or Earlier	2,479	30.9%
1940 to 1959	1,077	13.4%
1960 to 1969	695	8.7%
1970 to 1979	1,468	18.3%
1980 to 1989	847	10.5%
1990 to 1994	588	7.3%
1995 to 1998	704	8.8%
1999 to March 2000	171	2.1%
Total	8,029	100.0%

Source: US Census, Jackson County

Beginning in 2005, Wisconsin State Statutes require all municipalities to adopt and enforce the requirements of the Uniform Dwelling Code (UDC) for one and two family dwellings. This requirement will ensure that new residential buildings are built to safe standards, which will lead to an improvement in the housing stock of communities. The UDC is administered by the Wisconsin Department of Commerce.

As of the 2000 US Census, 73% of Jackson County’s housing units were single-family homes, and 16% of the housing units were mobile homes or trailers.

5.2.3 Occupancy and Tenure Characteristics

According to the 2000 Census, Jackson County had 7,070 occupied housing units. Of these, 75% were owner occupied at the time of the Census. During the 2000 Census, 66% of all housing units were owner-occupied, a 6% increase since the 1990 Census. In 2000, there were 959 vacant housing units (12%); however of these, 524 were for seasonal, recreational, or occasional use. Economists and urban planners consider a vacancy rate of 5% to be the ideal balance between the interests of a seller and buyer, or landlord and tenant.

Figure 5.3: Housing Unit Types

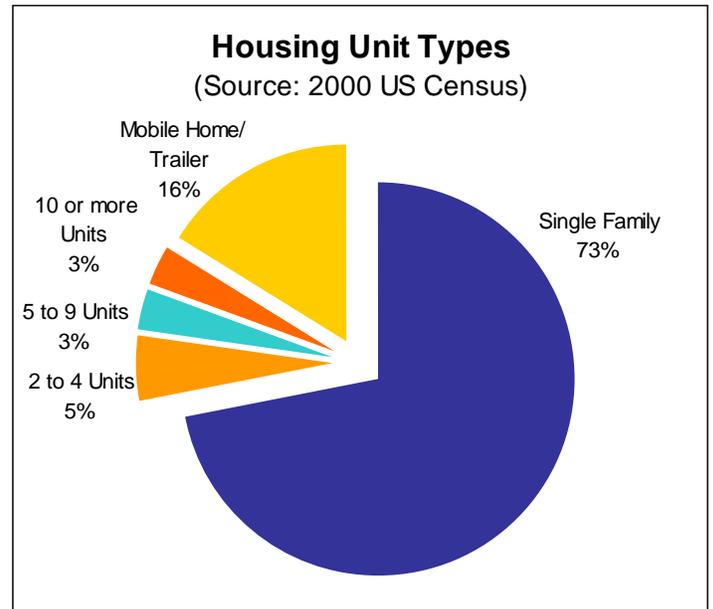


Table 5.8: Housing Occupancy Characteristics

Occupancy	1990 Number	1990 Percent	2000 Number	2000 Percent
Owner Occupied Housing Units	4,547	59.6%	5,297	66.0%
Renter Occupied Housing Units	1,706	22.4%	1,773	22.1%
Vacant Housing Units	1,374	18.0%	959	11.9%
Homeowner Vacancy Rate	-	1.3%	-	1.5%
Rental Vacancy Rate	-	5.8%	-	6.3%

Source: US Census, Jackson County

Of the owner-occupied housing units in year 2000, 40.8% had lived in the same house for five or fewer years (1995-2000) and 59% for 10 or fewer years (1990-2000). Of the population five years and older, 38.4% lived in a different house in 1995; 20.9% were living outside of Jackson County. This shows that households moving to the County from 1995 to 2000 were slightly more apt to be coming from a different county.

Table 5.9: Housing Tenure and Residency

Year Head of Household Moved into Unit	Percent of Housing Units	Residence in 1995	Percent of Population 5 years an older
1969 or earlier	12.7%	Same House in 1995	60.4%
1970 to 1979	11.3%	Different House in US in 1995	38.4%
1980 to 1989	17.0%	Same County	17.5%
1990 to 1994	18.2%	Different County	20.9%
1995 to 2000	40.8%	Same State	15.7%
		Different State	5.2%

Source: US Census, Jackson County

5.2.4 Value and Affordability Characteristics

In year 2000, the median value for a home in Jackson County was \$76,800, compared to \$112,200 for Wisconsin. The median value increased 95% from 1990, the State 81%. Nearly the entire County's housing stock is valued under \$199,999. The median monthly rent in the County was \$397, compared to \$540 for Wisconsin.

Table 5.10: Home Value and Rental Statistics

Value of Owner-Occupied Units	1990 Percent	2000 Percent	Gross Rent for Occupied Units	1990 Percent	2000 Percent
Less than \$50,000	79.4%	21.2%	Less than \$200	20.9%	9.5%
\$50,000 to \$99,999	14.7%	52.4%	\$200 to \$299	27.7%	10.9%
\$100,000 to \$149,999	2.9%	19.4%	\$300 to \$499	38.7%	45.0%
\$150,000 to \$199,999	2.9%	4.6%	\$500 to \$749	4.1%	21.4%
\$200,000 to \$299,999	0.0%	1.6%	\$750 to \$999	0.0%	2.3%
\$300,000 to \$499,999	0.0%	0.5%	\$1,000 to \$1,499	0.0%	0.1%
\$500,000 to \$999,999	0.0%	0.1%	\$1,500 or more	0.0%	0.0%
\$1,000,000 or more	0.0%	0.1%	No cash rent	8.3%	10.8%
Median Value	\$39,600	\$76,800	Median Rent	\$203	\$397

Source: US Census, Jackson County

In Jackson County, affordable housing opportunities are often provided through the sale of older housing units located throughout the County. According to the U.S. Department of Housing and Urban Development (HUD), housing is generally considered affordable when the owner or renter's monthly costs do not exceed 30% of their total gross monthly income. Among households that own their homes, 16.3% exceeded the "affordable" threshold in year 2000. In year 2000, the median percentage of household income spent on housing costs was 19.5% for owner occupied units, and 19.6% for renter occupied units. These figures are comfortably below the 30% threshold established by HUD, indicating that housing is affordable for the majority of County residents, regardless of whether they own or rent their homes.

Table 5.11: Home Costs Compared to Income

Selected Monthly Owner Costs as a Percentage of Household Income	Percent	Gross Rent as a Percentage of Household Income	Percent
Less than 15%	41.3%	Less than 15%	28.0%
15% to 19.9%	21.3%	15% to 19.9%	17.6%
20% to 24.9%	13.1%	20% to 24.9%	9.5%
25% to 29.9%	6.9%	25% to 29.9%	5.0%
30% to 34.9%	5.5%	30% to 34.9%	6.3%
35% or more	10.8%	35% or more	22.2%
Not computed	1.0%	Not computed	11.5%
Median (1990) with mortgage	19.0%	Median (1990)	24.3%
Median (2000) with mortgage	19.5%	Median (2000)	19.6%

Source: US Census, Jackson County

5.3 TRANSPORTATION

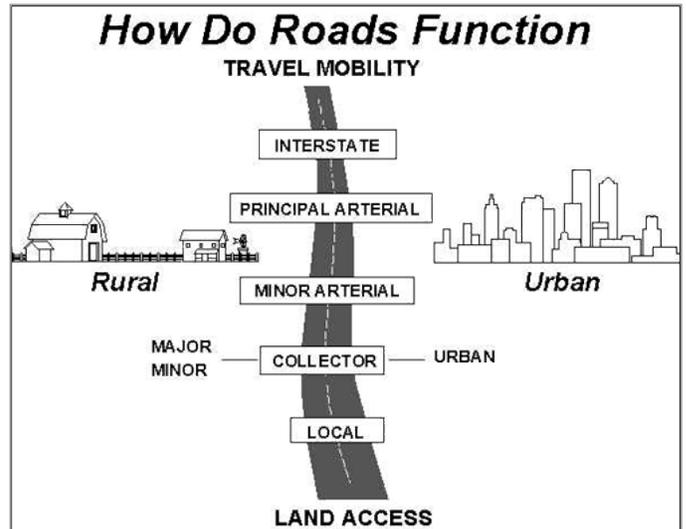
This element provides a baseline assessment of Jackson County transportation facilities and includes information required under 5566.1001, such as: commuting patterns, traffic counts, transit service, transportation facilities for the disabled, pedestrian and bicycle transportation, rail road service, aviation service, trucking, water transportation, maintenance and improvements, and state and regional transportation plans. This information provides a basis for creating goals, objectives, policies, maps, and actions to guide the future development and maintenance of transportation facilities in Jackson County.

5.3.1 Existing Transportation Facilities

Highways and the Local Street Network

All federal, state, county, and local roads are classified into categories under the "Roadway Functional Classification System." Functional classification is the process by which the nation's network of streets and highways are ranked according to the type of service they provide. It determines how travel is "channeled" within the roadway network by defining the part that any road or street should play in serving the flow of trips through a roadway network. In general, roadways with a higher functional classification should be designed with limited access and higher speed traffic. (Refer to the Jackson County Transportation Facilities Map)

Figure 5.4: Functional Classifications



- **Arterials** –accommodate interstate and interregional trips with severe limitation on land access. Arterials are designed for high-speed traffic.

- **Collectors** – serve the dual function of providing for both traffic mobility and limited land access. The primary function is to collect traffic from local streets and convey it to arterial roadways. Collectors are designed for moderate speed traffic.
- **Local Roads** – provide direct access to residential, commercial, and industrial development. Local roads are designed for low speed traffic.

Commuting Patterns

Table 5.12 shows commuting choices for resident workers over age 16. Approximately 86.7% of local workers use automobiles to commute to work, and about 12.4% percent report carpooling. 7.3% of residents worked at home and did not commute to work. The average commute time for County residents is 21.2 minutes, which is about equal to the State average.

Table 5.12: Commuting Methods

Commuting Methods, Residents 16 Years or Older	Number	Percent
Car, Truck, Van (alone)	6,505	74.3%
Car, Truck, Van (carpooled)	1,081	12.4%
Public Transportation (including taxi)	63	0.7%
Walked	326	3.7%
Other Means	132	1.5%
Worked at Home	643	7.3%
Mean Travel Time to Work (minutes)	21.2	X
Total (Workers 16 Years or Over)	8,750	100.0%

Source: US Census, Jackson County

Figure 5.5: Commuting Time

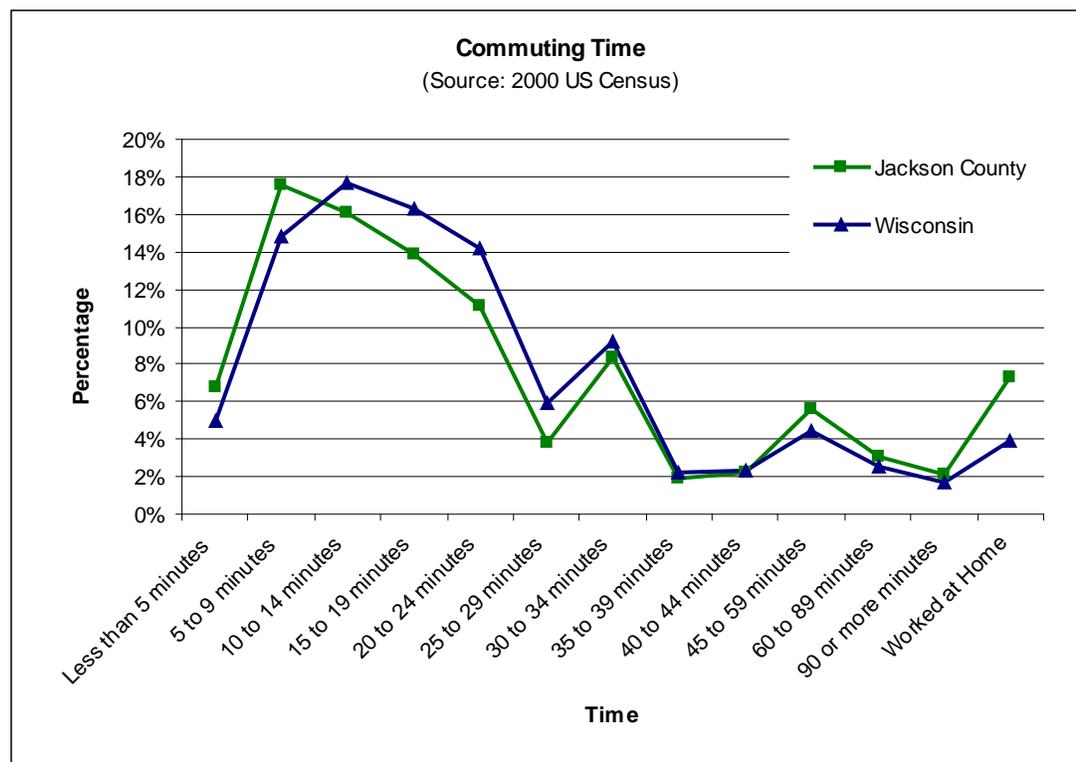


Table 5.13: Residents Place of Work

Place of Work, Residents 16 Years or Older	Jackson County
In County	6,532
Outside of County, but in WI	2,131
Outside of State	87
Total	8,750

Source: US Census

Traffic Counts

Annual Average Daily Traffic (AADT) counts are defined as the total volume of vehicle traffic in both directions of a highway or road for an average day. The AADT counts can offer indications of traffic circulation problems and trends and also provide justification for road construction and maintenance. WisDOT provides highway traffic volumes from selected roads and streets for all communities in the State once every three years. WisDOT calculates AADT by multiplying raw hourly traffic counts by seasonal, day-of-week, and axle adjustment factors. The Jackson County Transportation Facilities map displays ADT along STH and CTH in the County for 1997 and 2003.

Table 5.14: Trip Generation Estimates

Land Use	Base Unit	Rates		
		AM Peak	ADT	ADT Range
Residential				
Single Family Home	per dwelling unit	0.75	9.55	4.31-21.85
Apartment Building	per dwelling unit	0.41	6.63	2.00-11.81
Condo/Town Home	per dwelling unit	0.44	10.71	1.83-11.79
Retirement Community	per dwelling unit	0.29	5.86	
Mobile Home Park	per dwelling unit	0.43	4.81	2.29-10.42
Recreational Home	per dwelling unit	0.3	3.16	3.00-3.24
Retail				
Shopping Center	per 1,000 GFA	1.03	42.92	12.5-270.8
Discount Club	per 1,000 GFA	65	41.8	25.4-78.02
Restaurant				
(High-turnover)	per 1,000 GFA	9.27	130.34	73.5-246.0
Convenience Mart w/ Gas Pumps	per 1,000 GFA		845.6	578.52-1084.72
Convenience Market (24-hour)	per 1,000 GFA	65.3	737.99	330.0-1438.0
Specialty Retail	per 1,000 GFA	6.41	40.67	21.3-50.9
Office				
Business Park	per employee	0.45	4.04	3.25-8.19
General Office Bldg	per employee	0.48	3.32	1.59-7.28
R & D Center	per employee	0.43	2.77	.96-10.63
Medical-Dental	per 1,000 GFA	3.6	36.13	23.16-50.51
Industrial				
Industrial Park	per employee	0.43	3.34	1.24-8.8
Manufacturing	per employee	0.39	2.1	.60-6.66
Warehousing	per 1,000 GFA	0.55	3.89	1.47-15.71
Other				
Service Station	per pump	12.8	168.56	73.0-306.0
City Park	per acre	1.59	NA	NA
County Park	per acre	0.52	2.28	17-53.4
State Park	per acre	0.02	0.61	.10-2.94
Movie Theatre	per movie screen	89.48	529.47	143.5-171.5
w/Matinee	Saturday	(PM Peak)		
Day Care Center	per 1,000 GFA	13.5	79.26	57.17-126.07

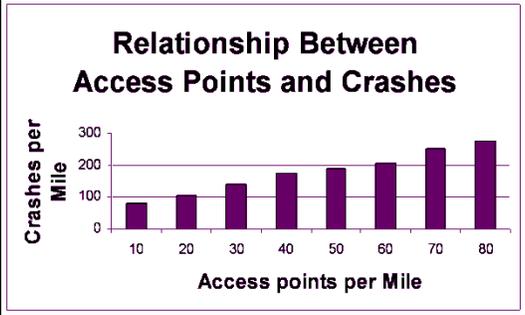
Source: Institute of Transportation Engineers (ITE). Trip Generation.

It is estimated that a single-family home generates 9.5 trips per day. A trip is defined as a one-way journey from a production end (origin) to an attraction end (destination). On a local road, one new home may not make much difference, but 10 new homes on a road can have quite an impact on safety and mobility.

Access Management and Safety

Studies show a strong correlation between: 1) an increase in crashes, 2) an increase in the number of access points per mile, and 3) the volume of traffic at each access point. Simply put, when there are more access points, carrying capacity is reduced and safety is compromised.

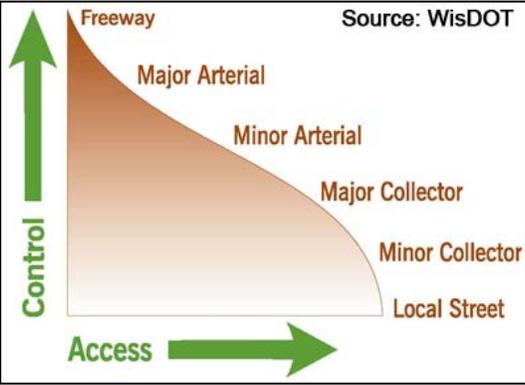
Figure 5.6: Relationship between Access Points and Crashes



The authority of granting access rights to roadways is ordinarily assigned based upon the functional classification of the roads. Arterials should fall under state jurisdiction, collectors under county jurisdiction, and local roads should be a local responsibility. Through implementation of its adopted *Access Management System Plan*, the WisDOT plans for and controls the number and location of driveways and streets intersecting state highways. In general, arterials should have the fewest access points since they are intended to move traffic through an area. Collectors and local roads should be permitted to have more access points since they function more to provide access to adjacent land.

they are intended to move traffic through an area. Collectors and local roads should be permitted to have more access points since they function more to provide access to adjacent land.

Figure 5.7: Relationship between Access and Functional Classification



The WisDOT *State Access Management Plan* divides the state highway system into one of five “Tiers,” each with its own level of access control. Within Jackson County, Tier 1 roadways include I-94. Tier 2A roadways include small portions of USH 10 and STH 54. Tier 2B roadways include USH 10 and STH 95. Tier 3 roadways include USH 12, and STH 27.

Goal for access and traffic movement	Type of new access allowed
Tier 1 maximizes Interstate/Statewide traffic movement	<ul style="list-style-type: none"> • Interchanges • Locked/gated driveways for emergency vehicles • On an interim basis – isolated field entrances
Tier 2A maximizes Interregional traffic movement	<ul style="list-style-type: none"> • At-grade public road intersections, with some interchanges possible at higher volume routes • Locked/gated driveways for emergency vehicles • On an interim basis – isolated field entrances
Tier 2B maximizes Interregional traffic movement	<ul style="list-style-type: none"> • At-grade public road intersections • Lower volume residential, commercial, and field
Tier 3 maximizes Regional/Intra-urban traffic movement	<ul style="list-style-type: none"> • At-grade public road intersections • Higher volume residential, commercial, and field
Tier 4 balances traffic movement and property access	<ul style="list-style-type: none"> • All types, provided they meet safety standards

Figure 5.8: WisDOT Guidelines for Access along State Highways

The Jackson County Zoning Ordinance Section 17.52 also defines highway access requirements. In addition, each local municipality in Jackson County may maintain other access regulations for local roads.

5.3.2 Additional Modes of Transportation

Transit Service

Jackson County is one of seven counties (La Crosse, Buffalo, Trempealeau, Monroe, Jackson, Vernon, and Crawford Counties) in the La Crosse transportation service area. In order to obtain funding under the Federal *Safe, Accountable, Flexible, Efficient, Transportation Equity Act: A Legacy for Users* (SAFETEA-LU), these counties formed a collaborative workgroup: the Regional Transportation Coordinating Committee (RTCC). In 2008, the RTCC facilitated a public planning process to prepare a “Locally Developed Coordinated Public Transit-Human Services Transportation Plan.” The plan assesses available services, identifies service gaps, and details action steps and strategies to remedy the needs and gaps. While in general, transportation providers do an adequate job of meeting the needs of the region, the primary challenge facing the La Crosse transportation service area is how to provide transportation services to a rural region in a manner that is efficient and cost-effective. The RTCC states that the only way to remedy the service gaps and service needs is to approach it from a regional perspective. For more information on the strategies and actions, visit the Mississippi River RPC website.

Currently no formal, fixed-route transit services exist in Jackson County. There are private taxi, limo, and bus companies, and most of the County is served by the Jackson County Mini-bus (see the Transportation Facilities for the Elderly or Disabled section below).

Greyhound Lines makes stops in Black River Falls, Tomah, and Eau Claire, should residents wish to make a longer journey by bus.

Transportation Facilities for the Elderly or Disabled

Jackson County Department of Health and Human Services provides transportation for elderly and disabled citizens of Jackson County through their “Mini-bus” service. Transportation services are available which allow County residents to get to medical appointments, banks, grocery shopping, visiting relatives in nursing homes or hospitals, etc.

Pedestrian and Bicycle Transportation

Walkers and bikers throughout Jackson County currently use existing trails, roadways, and sidewalks, although sidewalks are not available in some areas. On quiet country roads – including town roads and many county trunk highways – little improvement is necessary to create excellent bicycling routes. Very-low-volume rural roads (those with ADT’s below 700) seldom require special provisions like paved shoulders for bicyclists. A motorist needing to move left to pass a bicyclist is unlikely to face oncoming traffic and may simply shift over and bicyclists can ride far enough from the pavement edge to avoid hazards. State trunk highways, and some county trunk highways, tend to have more traffic and a higher percentage of trucks. As a result, the addition of paved shoulders may be appropriate in these areas. Paved shoulders should be seriously considered where low-volume town roads are being overtaken by new suburban development.

Figure 5.9: Bicycling Conditions

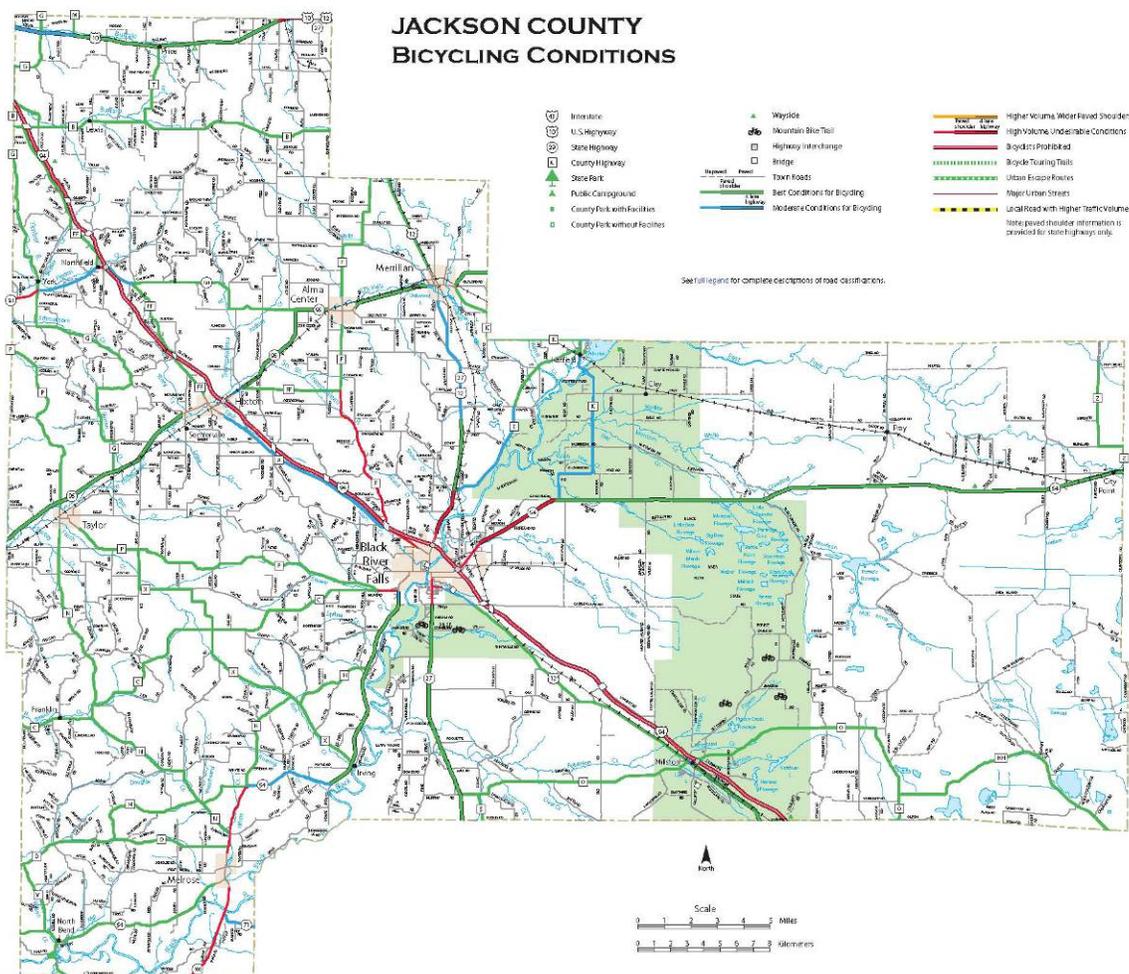
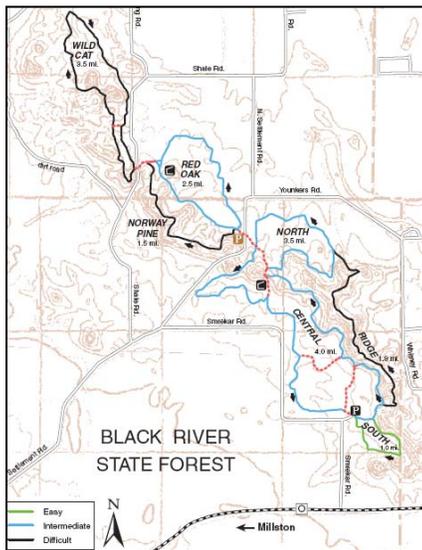


Figure 5.9 displays the WisDOT map of bicycling conditions for Jackson County. Green routes indicate roadways considered to be in the best condition for biking and the dashed green routes resemble a bikable trail.

The Wisconsin Bicycle Facility Design Handbook, available online, provides information to assist local jurisdictions in implementing bicycle-related improvements. It provides information that can help to determine if paved shoulders are necessary. In addition, the WisDOT has developed the Bicycle

Transportation Plan 2020 and the Pedestrian Plan 2020. These plans are intended to help both communities and individuals in developing bicycle and pedestrian friendly facilities.

Figure 5.10: Black River State Forest Bicycle Trails



For off-road bicycling opportunities within the County, the Black River State Forest is home to 34 miles of designated mountain bike trails winding through scenic pine and oak forests. Trailheads are located at the Castle Rock and Pigeon Creek campgrounds, and at the Smrekar and Wildcat cross-country ski trail parking lots; a daily pass costs \$4. The Wazee Recreation Area provides a nine-mile trail that follows the county's abandoned iron mine sites and provides amazing views of eastern Jackson County. In addition to designated mountain bike trails, the Black River State Forest and Jackson County Forest have a combined total of several hundred miles of old logging roads that are open to mountain bike travel.

Rail Road Service

Wisconsin's rail facilities are comprised of four major (Class 1) railroads, three regional railroads, and four local railroads. Freight railroads provide key transportation services to manufacturers and other industrial firms. Over the last ten years, the amount of Wisconsin track-miles owned by railroads has declined, due in large part to the consolidation of railroad operators and the subsequent elimination of duplicate routes. A recent commodity forecast predicts growth in state freight rail tonnage of 51% by the year 2020. Both the Canadian National and Union Pacific Railways pass through Jackson County.

Figure 5.11: Proposed Midwest Regional Rail System



*Indiana DOT is evaluating additional passenger rail service to South Bend and to Louisville.
 **In Missouri, current restrictions limit train speeds to 79 mph.

Amtrak operates two passenger trains in Wisconsin: the long-distance Empire Builder operating from Chicago to Seattle and Portland, with six Wisconsin stops (including Tomah); and the Hiawatha Service that carries about 470,000 people each year on seven daily round-trips in the Chicago-Milwaukee corridor. The WisDOT has been studying ways in which passenger rail could be expanded. WisDOT, along with Amtrak and eight other state DOTs, is currently evaluating the Midwest Regional Rail System (MWRRS), a proposed 3,000-mile Chicago based passenger rail network.

The MWRRS would provide frequent train trips between Chicago, Milwaukee, Madison, La Crosse, Eau Claire, St. Paul, Milwaukee, and Green Bay. Modern trains operating at peak speeds of up to 110-mph could produce travel times competitive with driving or flying. (Source: WisDOT Rail Issues and Opportunities Report)

Aviation Service

As of January 2000, the State Airport System is comprised of 95 publicly owned, public use airports and five privately owned, public use airports. In addition to public airports, private airports are allowed in the County and like public airports, they must comply with Federal Aviation Administration guidelines. In its *State Airport System Plan 2020*, the WisDOT does not forecast any additional airports will be constructed by year 2020. The Federal Aviation Administration (FAA) classifies airports into four categories: 1) Air Carrier/Cargo, 2) Transport/Corporate, 3) General Utility, 4) Basic Utility.

There is a General Utility airport in Black River Falls. The WisDOT does not anticipate it will change in classification from General Utility by year 2020. The WisDOT *5-Year Airport Improvement Program* lists three projects for the airport: developing the hangar area; seal-coating the pavement; and constructing the hangar.

All property within three miles of the airport is subject to the Jackson County airport overlay zoning regulations. The purpose of the ordinance is to regulate the height of structures and trees, and the use of property within the designated vicinity of the Black River Falls Airport in order to protect the approaches, airspace, and physical areas of the airport and to ensure the compatibility of surrounding land uses and development to the greatest extent possible. The ordinance establishes a set of overlay zones that limit both the use of property and the height of structures. (Refer to the Jackson County Zoning Code Chapter 21)

Trucking

Jackson County has a number of designated long truck routes that traverse the County. They include Interstate 94, USH's 10 and 12, and STH's 121, 95, 54, and 27.

Water Transportation

Jackson County's access to water transportation locally is the Black River via Black River Falls. Outside of the county Mississippi River access points include Trempealeau, Winona, MN, and La Crosse.

According to the *Public Opinion Survey*, 24% of respondents said that the overall condition of roads in Jackson County are "good" or "very good"; 42% of respondents identified road maintenance as one of the three most important issues facing Jackson County in the coming years.

5.3.3 Maintenance and Improvements

The responsibility for maintaining and improving roads should ordinarily be assigned based upon the functional classification of the roads. Arterials should fall under state jurisdiction, collectors under county jurisdiction, and local roads should be a local responsibility.

The WisDOT has developed the *State Highway Plan 2020*, a 21-year strategic plan which considers the highways system's current condition, analyzes future uses, assesses financial constraints and outlines strategies to address Wisconsin's preservation, traffic movement, and safety needs. The plan is updated every six years (*Six Year Improvement Plan*) to reflect changing transportation technologies, travel demand, and economic conditions in Wisconsin.

Table 5.15: WisDOT Six Year Improvement Plan project listings for Jackson County

Hwy	Project Title	Miles	Year	Description
10	Osseo - Fairchild Rd.	0	2008	Replace the existing Coon Creek Bridge
12	Black River Falls, North Water St.	0.05	2010 - 2013	Reconstruct the intersection of CTH A and USH 12
12	Fairchild - Black River Falls Rd	21.55	2008	Preventative Maintenance on USH 12
12	Merrillan - Black River Falls Rd.	0.04	2010 - 2013	Replace USH 12 bridge over the Branch Halls creek with a twin cell box culvert
27	Black River Falls, Roosevelt Rd.	0.67	2010 - 2013	Replace deteriorating pavement with asphalt
27	Sparta - Black River Falls Rd.	8.43	2010 - 2013	Repair deteriorating pavement with asphalt
54	Galesville - Melrose Rd.	0.07	2010 - 2013	Remove box culvert at STH 54, replace with a concrete pipe and manhole system in North Bend
94	Black River Falls - Tomah	7.58	2009	Pulverize and relay the existing base and surface and repave
94	Black River Falls - Tomah Rd.	9.05	2008	Concrete repair
94	Osseo - Black River Falls Rd.	0	2008	Widen bridge and replace bridge deck
94	Osseo - Black River Falls Rd.	0	2009	Remove the existing paint from the STH 121 bridge over I-94, and repaint.
94	Osseo - Black River Falls Rd.	0.66	2009	Resurface east bound lanes on I-94 from the west county line to STH 95.
95	Hixton, South State St.	0	2010 - 2013	Bridge rehabilitation and minor approach construction.

Source: WIDOT Six Year Highway Improvement Plan, Jackson County

Pavement Surface Evaluation and Rating

Every two years, municipalities and counties are required to provide WisDOT with a pavement rating for the physical condition of each roadway under their jurisdiction. The rating system is intended to assist in planning for roadway improvements and to better allocate its financial resources for these improvements. During the inventory, roadways are evaluated and rated in terms of their surface condition, drainage, and road crown. Paved roads are rated from 1 to 10 (10 being the best), and gravel roads are rated from 1 to 5 (5 being the best).

5.3.4 State and Regional Transportation Plans

Figure 5.12: Transportation Plans and Resources

- WisDOT Rail Issues and Opportunities Report, 2004
- WisDOT 5-Year Airport Improvement Program, 2007-2011
- WisDOT Translinks 21
- WisDOT State Highway Plan 2020
- WisDOT 6-Year Highway Improvement Plan
- WisDOT State Transit Plan 2020
- WisDOT Access Management Plan 2020
- WisDOT State Airport System Plan 2020
- WisDOT State Rail Plan 2020
- WisDOT Bicycle Transportation Plan 2020
- WisDOT Pedestrian Plan 2020
- Connections 2030

A number of resources were consulted while completing this comprehensive plan. Most of these resources were WisDOT plans resulting from Translinks 21, Wisconsin’s multi-modal plan for the 21st Century.

In follow-up to *Translinks 21*, The WisDOT has recently released its new plan: *Connections 2030*. While still in

a draft form, the plan lays out 7 themes, and 37 related policies, that will guide the State of Wisconsin as it meets the challenge to provide a high quality transportation network. The seven themes are organized not by mode of transportation, but instead as overarching goals:

- Preserve and maintain Wisconsin’s transportation system
- Promote transportation safety
- Foster Wisconsin’s economic growth
- Provide mobility and transportation choice
- Promote transportation efficiencies
- Preserve Wisconsin’s quality of life
- Promote transportation security

Throughout the creation of *Connections 2030*, WisDOT has emphasized the need to improve the link between statewide policies, such as the 37 recommended policies laid out in the plan, and implementation activities occurring at the regional or corridor level. In order to achieve this goal, in *Connections 2030* WisDOT has adopted a corridor management approach: WisDOT identified the main corridors throughout the state, and then developed a plan for the corridor that includes contextual factors such as surrounding land uses, access, etc. Each corridor plan integrates all appropriate modes of transportation.

Figure 5.13: The Badger State Corridor



The Badger State Corridor is a 180 mile corridor linking the Twin Cities, MN with southern WI. The primary highway through the Badger State Corridor is I-94 and US 12. This corridor runs roughly through the center of Jackson County.

There are several mid or long-term actions suggested for Jackson County, including mid-term goals to replace the bridges at STH 54 in Black River Falls and to support a new intercity/feeder bus line that runs from Eau Claire to the Tomah passenger rail station. This bus line would include a stop in Black River Falls. The plan also presents long-term

goals to reconstruct the existing interchange at I-94 and CTH O, and to replace the Union Pacific Railroad bridge near the Monroe/Jackson Co. line.

5.4 AGRICULTURAL, NATURAL AND CULTURAL RESOURCES

This element provides a baseline assessment of Jackson County’s agricultural, natural, and cultural resources and includes information required under 5566.1001, such as: productive agricultural areas, a natural resource inventory, and a cultural resource inventory. This information provides a basis for creating goals, objectives, policies, maps, and actions to guide the future development and maintenance of agricultural, natural, and cultural resources in the County.

5.4.1 Agricultural Resource Inventory

The following section details some of the important agricultural resources in the Jackson County. The information comes from a variety of resources including the U.S. Census, U.S. Census of Agriculture, and the Jackson County Land Conservation Department. Several other relevant plans exist and should be consulted for additional information:

- Jackson County Land and Water Resource Management Plan, 2008-2012
- Jackson County Farmland Preservation Plan, 1986
- Jackson County Animal Waste and Manure Management Ordinance – Chapter 22
- Jackson County Livestock and Animal Facility Licensing Ordinance - Chapter 23
- Soil Survey of Jackson County, 2001
- Jackson County Erosion Control Plan, 1987

Geography and Topography

Jackson County is in two physiographic regions—the Western Upland and the Central Plain. The Western Upland—land to the west of the Black River—makes up approximately 40% of the County. This region is composed of Paleozoic marine sandstones. Much of the sandstone has been worn down; however, a few high ridges near the Trempealeau County line remain at elevations more than 1,300 feet above sea level. The Central Plain—land from the eastern county boundary to a few miles west of the Black River—makes up approximately 60% of the County. This region is an eroded landscape of Upper Cambrian sandstone. It is mostly level and swampy with a few mounds that extend several hundred feet above the plain.

The highest point in Jackson County is 1,400 feet, at Saddle Mound. The lowest point is 610 feet, at the point where the Black River leaves the county. The land to the east of the Black River is predominantly forest and wetlands, and the land to the west is mainly private land—approximately 40% of which is farmland. (Source: Jackson County Land and Water Resource Management Plan, 2008-2012)

Climate

Jackson County has long, frigid winters (temperatures range from -49 to +60 degrees Fahrenheit) and short, warm summers (temperatures range from +30 to +105 degrees Fahrenheit). The County has an average growing season of four and a half months. Rainfall is generally adequate and well distributed for crop production.

Soils

The Jackson County General Soils Map (Figure 5.14) identifies ten different soil associations. These associations include both loamy and sandy soils. A soils association is comprised of one or more major soils and at least one minor soil. Each association contains a distinctive pattern of the soils in defined proportions. The soil associations provide a general idea of the soils in the area, but are not detailed enough for site-specific needs.

The Jackson County Productive Agricultural Areas Map (see Appendix F: Map 3) pinpoints areas of prime farmland. The “prime farmland” designation typically indicates Class I or II soils. These class designations refer to the quality of soils for growing crops and are based on Natural Resource Conservation Service (NRCS) classifications. Class I soils are the best soils in Jackson County for growing all crops. Class II soils are also very good agricultural soils; however, they may be prone to wetness and are therefore less desirable than Class I soils. It should be noted that not all prime farm soils are used for farming; some have been developed with residential or other uses. The “prime farmland” designation simply indicates that these soils are good for productive farming.

Table 5.16: Jackson County Soil Classes

Jackson County Soil Classes		
Class	Acres	Percent
I	2,000	0.3%
II	21,200	3%
III	122,000	20%
IV	211,200	34%
V	83,400	14%
VI	40,300	7%
VII	133,400	22%
TOTAL	613,500	100.3%*

Source: Jackson County Farmland Preservation Plan

*error due to rounding

Today many “farms” or “farmettes” qualify under this definition but few are actually the traditional farms that people think of, 80 plus acres with cattle or dairy cows. These farmettes are typically less than 40 acres, serve niche markets, and produce modest agricultural goods or revenue. Figure 5.15 illustrates how the number of smaller farms - especially those with 10-49 acres - has risen since 1987. The Jackson County Land and Water Management Plan attributes this to the increase in Amish and other smaller scale producers.

Farming Trends

Table 5.17 and Figure 5.15 provide information on the number and size of farms in Jackson County from 1987 to 2002. Both the total number of farms and the amount of land in farms has increased in Jackson County from 1987 to 2002, though the acreage per farm has decreased. The Agricultural Census defines a farm as any place from which \$1,000 or more of agricultural products were produced, and sold, during a year.

Table 5.17: Farms and Land in Farms 1987-2002

Farms and Land in Farms	Jackson County 1987	Jackson County 1992	Jackson County 1997	Jackson County 2002	Percent Change 1987-2002
Number of Farms	793	720	774	914	15.3%
Land in Farms (acres)	228,959	218,145	243,923	258,152	12.8%
Average Size of Farms (acres)	289	303	315	282	-2.4%
Market Value of Land and Buildings					
Average per Farm	\$209,659	\$244,068	\$335,588	\$435,336	107.6%
Average per Acre	\$736	\$840	\$1,068	\$1,603	117.8%

Source: US Census of Agriculture, Jackson County

The number of farms with 180 to 999 acres has decreased, while the number of very large farms (>1000 acres) has risen slightly. This is likely due to farm consolidation, which occurs when older traditional farms continually expand in order to stay afloat in the agricultural economy. There are four livestock operations with Wisconsin Pollution Discharge Elimination Systems (WPDES); and there are a few more farming operations that are at, or above, 900 Animal Units.²¹ Overall, the County reports decreases in the total head of dairy cows, cattle, and hogs from 1980 to 2006. Regardless of size, all farms are important to the local agricultural economy.

²¹ Jackson County Land and Water Resource Management Plan, 2008

Figure 5.14: General Soils of Jackson County (Source: USDA NRCS, 1992)

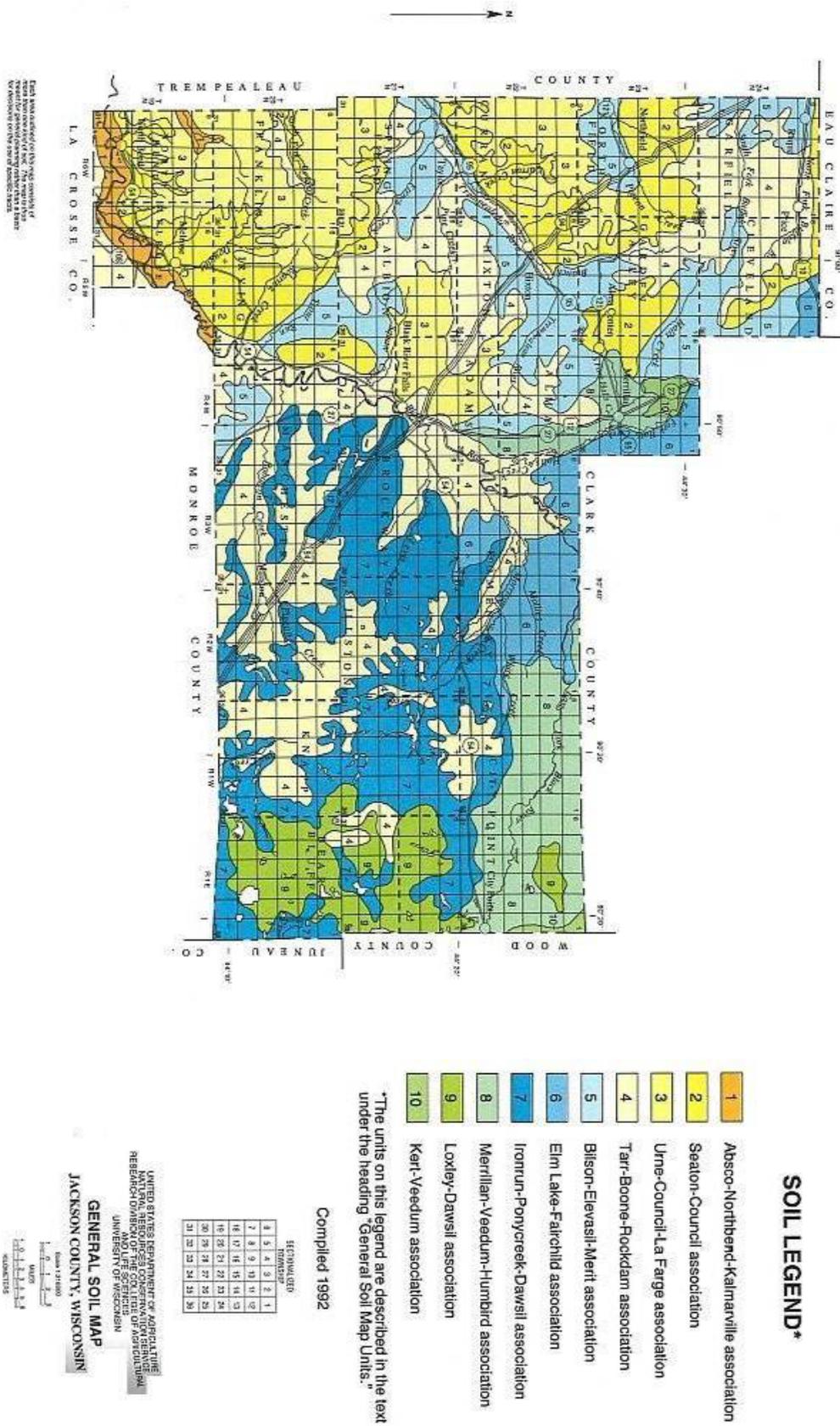


Figure 5.15: Farm Size 1987-2002, Jackson County

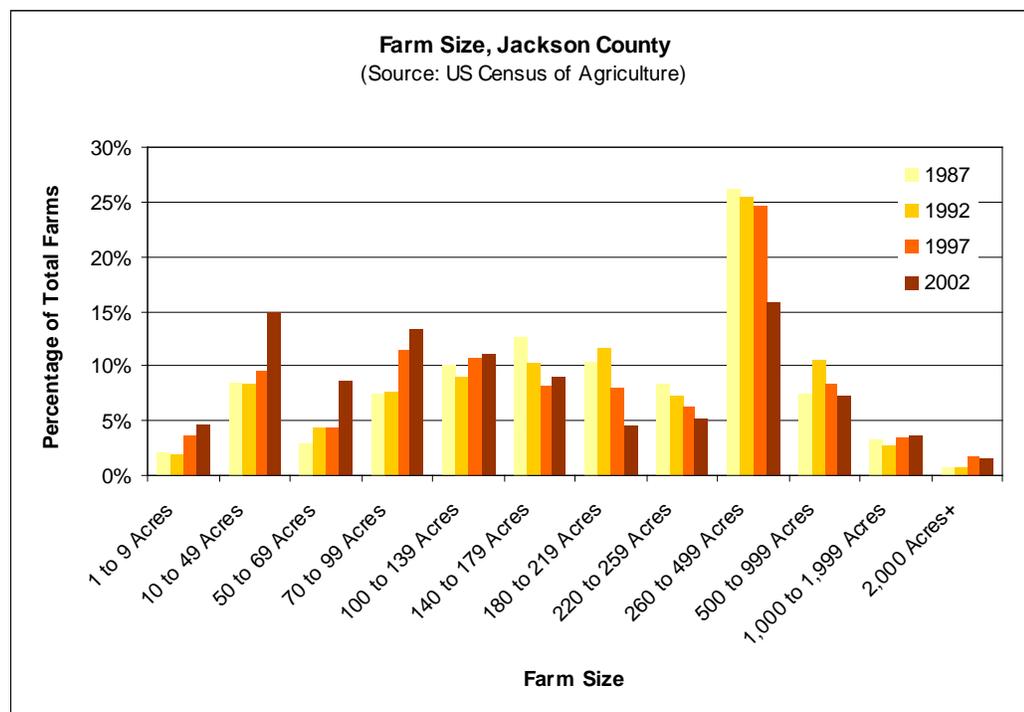


Table 5.18 displays the number of farms by NAICS (North American Industrial Classification System) for Jackson County and Wisconsin, as reported for the 2002 Census of Agriculture. The largest percentage of farms in Jackson County are in the “Sugarcane, hay, and all other” category. Jackson County has significantly fewer beef cattle ranching operations; and more fruit and tree nut farms than the State as a whole. Jackson County has more than 3,000 acres of planted cranberry beds, which no doubt contributes to the high number of farms in this NAICS category.

Table 5.18: Number of Farms by NAICS

Types of Farms by NAICS	Jackson County		Wisconsin	
	Number of Farms 2002	Percentage of Farms 2002	Number of Farms 2002	Percentage of Farms 2002
Oilseed and grain (1111)	113	12.6%	12,542	16.3%
Vegetable and melon (1112)	6	0.7%	1,317	1.7%
Fruit and tree nut (1113)	43	4.8%	1,027	1.3%
Greenhouse, nursery, and floriculture (1114)	43	4.8%	2,284	3.0%
Tobacco (11191)	0	0.0%	188	0.2%
Cotton (11192)	0	0.0%	0	0.0%
Sugarcane, hay, and all other (11193, 11194, 11199)	311	34.8%	20,943	27.2%
Beef cattle ranching (112111)	59	6.6%	9,852	12.8%
Cattle feedlots (112112)	23	2.6%	3,749	4.9%
Dairy cattle and milk production (11212)	189	21.1%	16,096	20.9%
Hog and pig (1122)	10	1.1%	759	1.0%
Poultry and egg production (1123)	13	1.5%	910	1.2%
Sheep and goat (1124)	16	1.8%	1,117	1.4%
Animal aquaculture and other animal (1125, 1129)	68	7.6%	6,347	8.2%
Total	894	100.0%	77,131	100.0%

Source: US Census of Agriculture

5.4.2 Natural Resource Inventory

The following section details some of the important natural resources in Jackson County. The information comes from a variety of resources including the Wisconsin Department of Natural Resources and the Jackson County Land and Water Conservation Department. Several other relevant plans exist and should be consulted for additional information:

According to the *Public Opinion Survey*, 71% of respondents ranked Agricultural, Natural and Cultural Resources as one of the top three planning elements most important to them.

- Jackson County Land and Water Resource Management Plan, 2008
- Jackson County Soil Erosion Control Plan, 1987
- Soil Survey of Jackson County, 2001
- Lower Chippewa River Basin – Water Quality Management Plan, 2001
- Black/Buffalo/Trempealeau River Basin – Water Quality Management Plan, 2002
- Lower Wisconsin – Water Quality Management Plan, 2002
- Nonpoint Source Control Plan for the Beaver Creek Priority Watershed Project, 1987
- Nonpoint Source Control Plan for the Upper Trempealeau River Priority Watershed Project, 1994
- Jackson County Forest Comprehensive Land Use Plan, 1997
- Jackson County Outdoor Recreation Plan, 2007
- The Black River State Forest Master Plan, 2008
- Wisconsin Statewide Comprehensive Outdoor Recreation Plan, 2005-2010
- Wisconsin DNR Legacy Report, 2006
- Wisconsin Strategy for Wildlife Species of Greatest Conservation Need, 2005

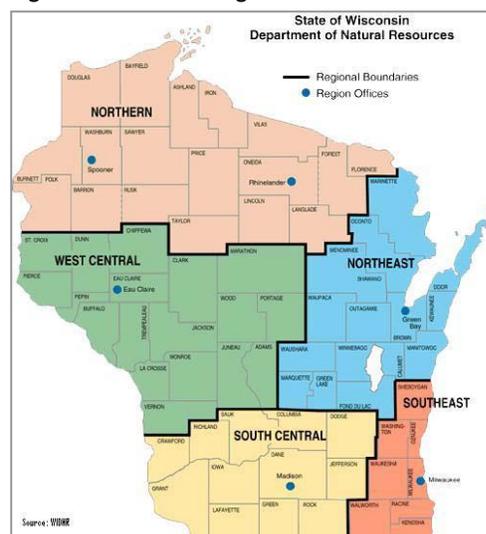
The *Jackson County Land and Water Resource Management Plan* identifies four primary areas of natural resource concern:

- preservation of agricultural land
- nutrient and pesticide management
- land use in rural areas
- stream corridor management

More specifically, public participation results during the preparation of the *Jackson County Land and Water Resource Management Plan* indicate that manure management/manure run-off and soil erosion were the two most pressing natural resource issues in the County.

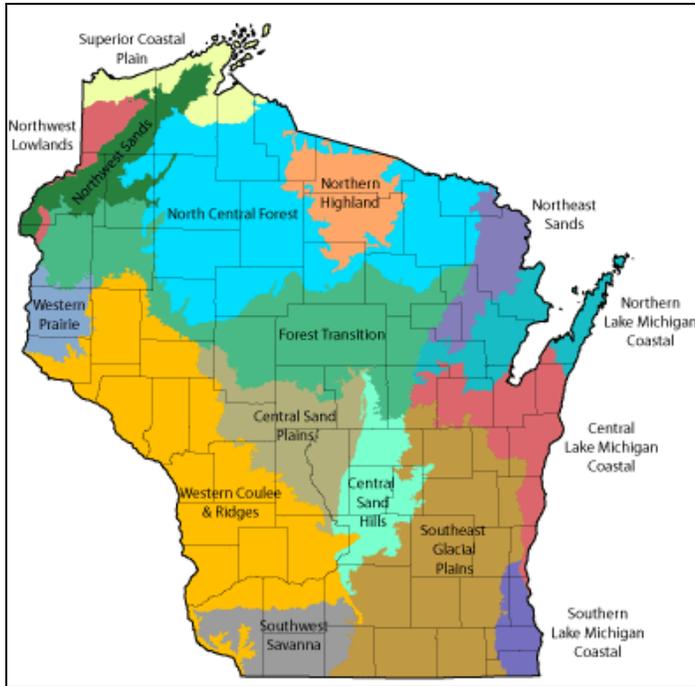
Jackson County is located within the West Central Region of the WDNR. The Regional Office is located in Eau Claire, and the nearest Service Center in Black River Falls.

Figure 5.16: WDNR Regions



In an effort to put potential future conservation needs into context, the Natural Resources Board directed the Department of Natural Resources (DNR) to *identify places critical to meet Wisconsin's conservation and outdoor recreation needs over the next 50 years*. In 2002, after a three-year period of public input, the WDNR completed the Legacy Report. The final report identifies **229 Legacy Places and 8 Statewide Needs and Resources**.

Figure 5.17: WDNR Ecological Landscapes



The 229 Legacy Places range in size and their relative conservation and recreation strengths. They also vary in the amount of formal protection that has been initiated and how much potentially remains. The Legacy Places are organized in the report by 16 ecological landscapes, shown in Figure 5.17 (ecological landscapes are based on soil, topography, vegetation, and other attributes). The eastern portion of Jackson County is in the Central Sand Plains, and the western portion is in the Western Coulee and Ridges Ecological Landscape.

Figure 5.18: Legacy Places, Jackson County



The five Legacy Places identified in (or partly within) Jackson County are:

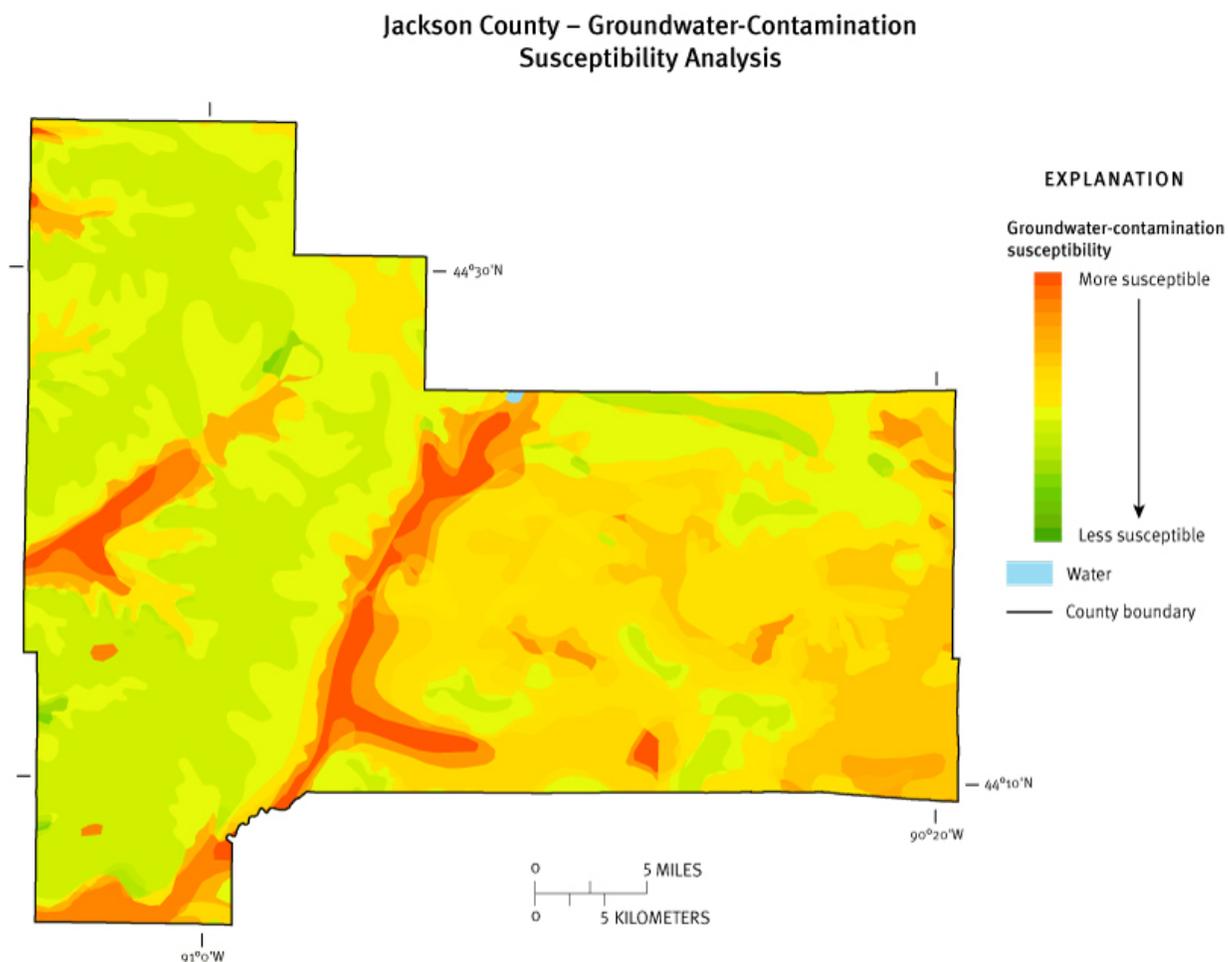
- Bear Bluff
- Black River
- Buffalo River
- Central Wisconsin Forests
- Robinson Creek Barrens

Refer to the report for specific information on each Legacy Place. (Source: WDNR Legacy Report)

Groundwater

Groundwater is the only source of drinking water in the Plan Area. It is a critical resource, not only because it is used by residents as their source of water, but also because rivers, streams, and other surface water depends on it for recharge. Groundwater contamination is most likely to occur where fractured bedrock is near ground surface, or where only a thin layer of soil separates the ground surface from the water table. According to the WDNR Susceptibility to Groundwater Contamination Map (Figure 5.19), the river corridors and the eastern lowlands are the areas with more susceptibility. Susceptibility to groundwater contamination is determined based on five physical resource characteristics: Bedrock Depth, Bedrock Type, Soil Characteristics, Superficial Deposits, and Water Table Depth.

Figure 5.19: Jackson County Groundwater Contamination



This groundwater-contamination susceptibility map is a composite of five resource characteristic maps, each of which was derived from generalized statewide information at small scales, and cannot be used for any site-specific purposes.

Map source: Schmidt, R.R., 1987, Groundwater contamination susceptibility map and evaluation: Wisconsin Department of Natural Resources, Wisconsin's Groundwater Management Plan Report 5, PUBL-WR-177-87, 27 p.

Figure created for the "Protecting Wisconsin's Groundwater Through Comprehensive Planning" web site, 2007, <http://wi.water.usgs.gov/gwcomp/>

Groundwater can be contaminated through both point and non-point source pollution (NPS). The Environmental Protection Agency defines NPS as:

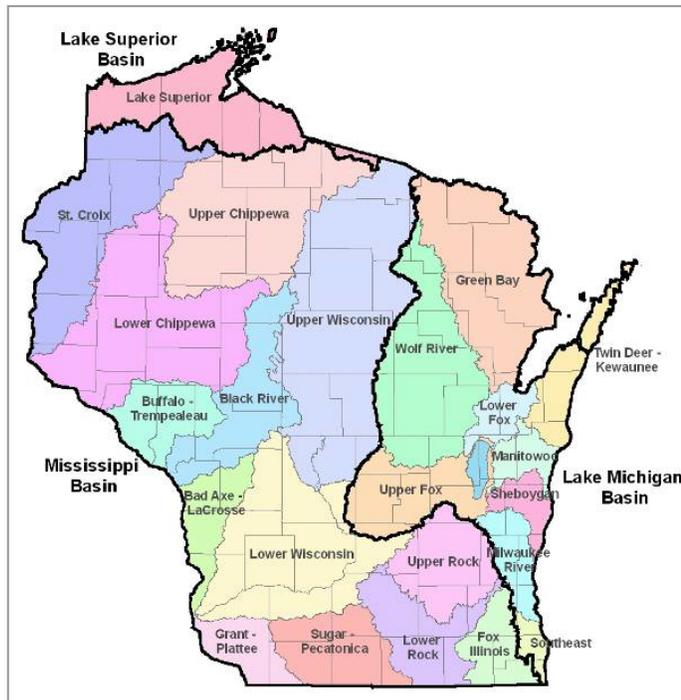
“Pollution which occurs when rainfall, snowmelt, or irrigation runs over land or through the ground, picks up pollutants, and deposits them into rivers, lakes, and coastal waters or introduces them into ground water.” And point source pollution as: “Sources of pollution that can be traced back to a single point, such as a municipal or industrial wastewater treatment plant discharge pipe.”

According to the EPA, NPS pollution remains the Nation's largest source of water quality problems and is the main reason why 40% of waterways are not clean enough to meet basic uses such as fishing or swimming. The most common NPS pollutants are sediment (erosion, construction) and nutrients (farming, lawn care). Areas that are most susceptible to contaminating groundwater by NPS pollution include:

- An area within 250ft of a private well or 1000ft of a municipal well
- An area within the Shoreland Zone (300ft from streams, 1000ft from rivers and lakes)
- An area within a delineated wetland or floodplain
- An area where the soil depth to groundwater or bedrock is less than 2 feet

Stream Corridors

Figure 5.20: WDNR River Basins and Water Management Units



Wisconsin is divided into three major River Basins each identified by the primary waterbody into which the basin drains. The entire western portion of the State is located within the Mississippi Basin. The three basins are further subdivided into 24 Water Management Units (Figure 5.20).

The majority of Jackson County is located within the Black River WMU; however, a portion in the northwest corner of the County is in the Buffalo-Trempealeau River WMU; a very small portion in the southeastern corner of the County is in the Lower Wisconsin WMU.

In 2002, the WDNR released the *Black Buffalo-Trempealeau State of the Basin Plan*. The goal of the report is to inform basin residents and decision-makers

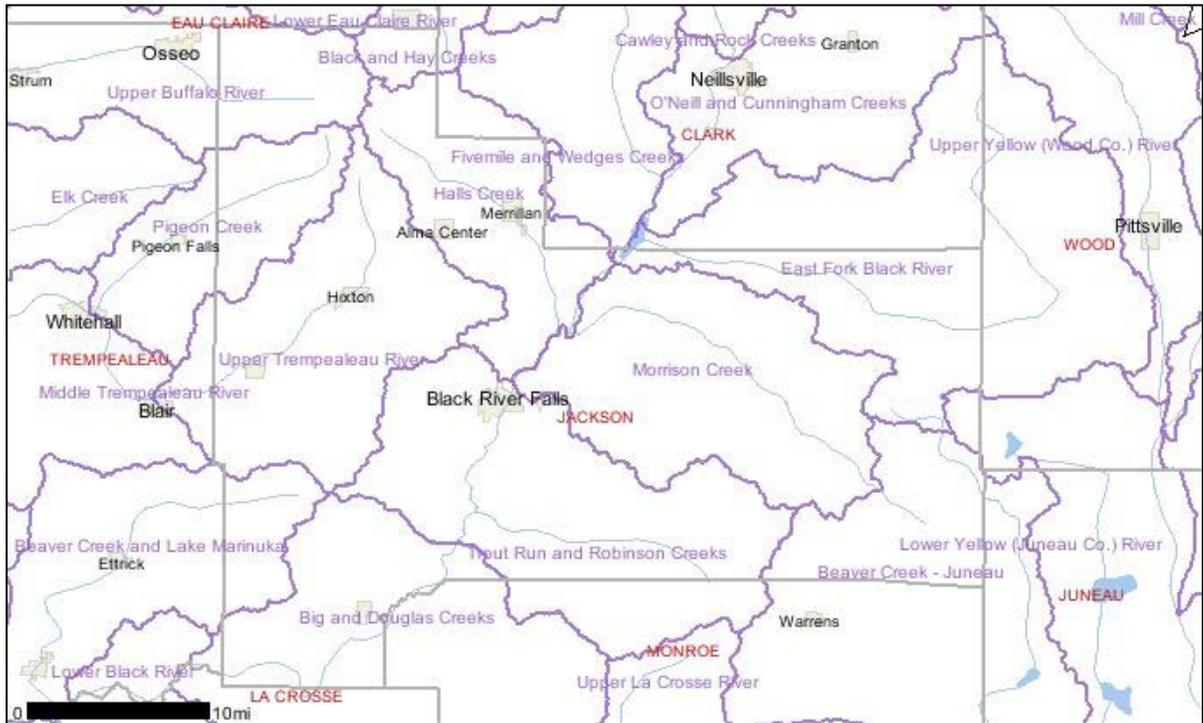
about the status of their resource base so that they can make informed, thoughtful decisions that will protect and improve the future state of the Black Buffalo-Trempealeau River basin.

The report indicates that the top five priority issues for the Basin are:

- Preserving the Basin's unique resources;
- Protecting the public's health and promoting safety;
- Improving recreational opportunities within the basin;
- Managing watersheds to reduce water quality impacts; and
- Discovering integrated management and partnership opportunities.

Each WMU is further subdivided into one or more of Wisconsin's 334 Watersheds. A watershed can be defined as an interconnected area of land draining from surrounding ridge tops to a common point such as a lake or stream confluence with a neighboring watershed. There are fourteen watersheds in Jackson County.

Figure 5.21: WDNR Watersheds



Surface Water

Surface water resources, consisting of lakes, rivers and streams together with associated floodplains, form an integral element of the natural resource base of the County. Surface water resources influence the physical development of an area, provide recreational opportunities, and enhance the aesthetic quality of the area. Lakes, rivers and streams constitute focal points of water related recreational activities; provide an attractive setting for properly planned residential development; and, when viewed in context of the total landscape, greatly enhance the aesthetic quality of the environment. Rivers and streams are susceptible to degradation through improper rural and urban land use development and management. Water quality can be degraded by excessive pollutant loads, including nutrient loads that result from malfunctioning and improperly located onsite sewage disposal systems; urban runoff; runoff from construction sites; and careless agricultural practices. The water quality of streams and ground water may also be adversely affected by the excessive development of river areas combined with the filling of peripheral wetlands (which if left in a natural state serve to entrap and remove plant nutrients occurring in runoff, thus reducing the rate of nutrient enrichment of surface waters that results in weed and algae growth). Jackson County has approximately 5,800 acres of surface water. There are 144 lakes and flowages; and 667 miles of streams. Of these streams, 79 streams (279 miles) are classified as trout streams.

According to the *Public Opinion Survey*, 92% of respondents “agreed” or “strongly agreed” that Jackson County should further ensure that its lakes, rivers, streams and wetlands are protected from degradation; 78% “agreed” or “strongly agreed” that additional development restrictions should be put into place to protect the aesthetic beauty and ecological functioning of lake, river, and stream shorelines.

Outstanding and Exceptional Waters

Wisconsin has classified many of the State's highest quality waters as Outstanding Resource Waters (ORWs) or Exceptional Resource Waters (ERWs). Waters designated as ORW or ERW are surface waters that provide outstanding recreational opportunities, support valuable fisheries, have unique hydrologic or geologic features, have unique environmental settings, and are not significantly impacted by human activities. The primary difference between the two is that ORW's typically do not have any direct point sources (e.g., industrial or municipal sewage treatment plant, etc.) discharging pollutants directly to the water. An ORW or ERW designation does not include water quality criteria like a use designation. Instead, it is a label that identifies waters the State has identified that warrant additional protection from the effects of pollution. These designations are intended to meet federal Clean Water Act obligations requiring Wisconsin to adopt an "antidegradation" policy that is designed to prevent any lowering of water quality. Jackson County has more than 50 ERW's and no ORW's. The majority of the 50 ERW's are un-named creeks; those named are listed below:

Table 5.19: Jackson County Named ERW's

Jackson County ERW's (Named)	
Allen Creek	S Fork Buffalo River
Cisna Creek	Sand Creek
Coffee Creek	Skutley Coulee (From Skutley road crossing on W line of S22 T21N R6W upstream)
Columbus Creek (Originating in S29 T20N R6W)	Snow Creek
Douglas Creek (From south section line of S32 T20N R5W upstream to headwaters in S27 T20N R6W)	Solum Creek
Indian Creek	Squaw Creek
Kay Creek	Tank Creek
Levis Creek (Mouth to junction with Indian Grave Creek)	Trempealeau River (From STH 95 at Hixton to CTH P at Taylor)
Little Creek (Originating in S21 T20 N R6W)	Vismal Creek
N Branch Trempealeau River	Vosse Coulee Creek
N Fork Buffalo River	Washington Creek (Originating in S29 T20 N R6W)
Pine Creek	Wyman Creek (Jackson/Monroe County line downstream to Wyman Lake in S34 T20N R2W)
Source: WI DNR	

Impaired Waters

Section 303(d) of the federal Clean Water Act requires states to develop a list of impaired waters, commonly referred to as the "303(d) list." This list identifies waters that are not meeting water quality standards, including both water quality criteria for specific substances or the designated uses, and is used as the basis for development of Total Maximum Daily Loads (TMDLs). States are required to submit a list of impaired waters to EPA for approval every two years. These waters are listed within Wisconsin's 303(d) Waterbody Program and are managed by the WDNR's Bureau of Watershed Management. There are thirteen bodies of water within Jackson County on the 303(d) list:

Impacts from Nutrients, Turbidity, Habitat Destruction and Sediments

- Dickey Creek
- French Creek
- Mill Creek
- Pigeon Creek
- Roaring Creek
- Trow Lake

- Trump Coulee Creek
- White Creek
- Woodward Creek

Impacts from Mercury

- Portions of the Black River
- Potter’s Flowage
- Robert’s Flowage
- Upper Harkner Flowage

Floodplains

Floods are the nations and Wisconsin’s most common natural disaster and therefore require sound land use plans to minimize their effects. Benefits of floodplain management are the reduction and filtration of sediments into area surface waters, storage of floodwaters during regional storms, habitat for fish and wildlife, and reductions in direct and indirect costs due to floods.

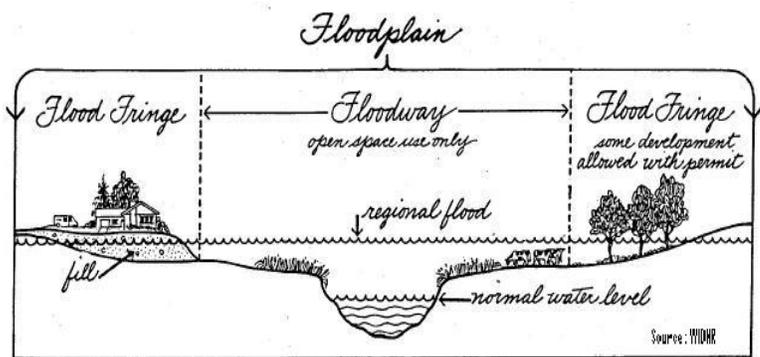
Direct Costs:

- Rescue and Relief Efforts
- Clean-up Operations
- Rebuilding Public Utilities and Facilities
- Rebuilding Uninsured Homes and Businesses
- Temporary Housing Costs for Flood Victims

Indirect Costs

- Business Interruptions (lost wages, sales, production)
- Construction and Operation of Flood Control Structures
- Cost of Loans for Reconstructing Damaged Facilities
- Declining Tax Base in Flood Blight Areas
- Subsidies for Flood Insurance

Figure 5.22: Diagram of a Floodplain



The Development Limitations Map displays the floodplain areas in the County. The Federal Emergency Management Agency (FEMA) designates floodplain areas. A flood is defined as a general and temporary condition of partial or complete inundation of normally dry land areas. The area inundated during a flood event is called the floodplain. The floodplain includes the floodway,

the floodfringe, and other flood-affected areas. The floodway is the channel of a river and the adjoining land needed to carry the 100-year flood discharge. Because the floodway is characterized by rapidly moving and treacherous water, development is severely restricted in a floodway. The floodfringe, which is landward of the floodway, stores excess floodwater until it can be infiltrated or discharged back into the channel. During a regional flood event, also known as the 100-year, one-percent, or base flood, the entire floodplain or Special Flood Hazard Area (SFHA) is inundated to a

height called the regional flood elevation (RFE). (Source: *WDNR Floodplain and Shoreland Zoning Guidebook*)

Floodplain areas generally contain important elements of the natural resource base such as woodlands, wetlands, and wildlife habitat; therefore, they constitute prime locations necessary for park, recreation, and open space areas. Every effort should be made to discourage incompatible urban development of floodplains and to encourage compatible park, recreation, and open space uses.

Floodplain zoning applies to counties, cities and villages. Section 87.30, Wis. Stats., requires that each county, city and village shall zone, by ordinance, all lands subject to flooding. Chapter NR 116, Wis. Admin. Code requires all communities to adopt reasonable and effective floodplain zoning ordinances within their respective jurisdictions to regulate all floodplains where serious flood damage may occur within one year after hydraulic and engineering data adequate to formulate the ordinance becomes available. Refer to the Jackson County Floodplain Ordinance. (Source: *WDNR Floodplain and Shoreland Zoning Guidebook*)

Wetlands

Wetlands are areas in which water is at, near, or above the land surface and which are characterized by both hydric soils and by the hydrophytic plants such as sedges, cattails, and other vegetation that grow in an aquatic or very wet environment. Wetlands generally occur in low-lying areas and near the bottom of slopes, particularly along lakeshores and stream banks, and on large land areas that are poorly drained. Under certain conditions wetlands may also occur in upland areas. Wetlands accomplish important natural functions, including:

- Stabilization of lake levels and stream flows,
- Entrapment and storage of plant nutrients in runoff (thus reducing the rate of nutrient enrichment of surface waters and associated weed and algae growth),
- Contribution to the atmospheric oxygen and water supplies,
- Reduction in stormwater runoff (by providing areas for floodwater impoundment and storage),
- Protection of shorelines from erosion,
- Entrapment of soil particles suspended in stormwater runoff (reducing stream sedimentation),
- Provision of groundwater recharge and discharge areas,
- Provision of habitat for a wide variety of plants and animals, and
- Provision of educational and recreational activities.

The Wisconsin Wetland Inventory (WWI) was completed in 1985. Pre-European settlement wetland figures estimate the state had about 10 million acres of wetlands. Based on aerial photography from 1978-79, the WWI shows approximately 5.3 million acres of wetlands remaining in the state representing a loss of about 50% of original wetland acreage. This figure does not include wetlands less than 2 or 5 acres in size (minimum mapping unit varies by county); and because the original WWI utilized aerial photographs taken in the summer, some wetlands were missed. In addition, wetlands that were farmed as of the date of photography used and then later abandoned due to wet conditions were not captured as part of the WWI.

The 1978-79 DNR wetlands inventory map for Jackson County shows 113,070 acres of wetlands (17.9% of the land area). Jackson County accounts for 2.1% of the wetlands in the State. The Development Limitations Map displays the wetland areas in the County.

Wetlands are not conducive to residential, commercial, or industrial development. Generally, these limitations are due to the erosive character, high compressibility and instability, low bearing capacity, and high shrink-swell potential of wetland soils, as well as the associated high water table. If ignored in land use planning and development, those limitations may result in flooding, wet basements, unstable foundations, failing pavement, and excessive infiltration of clear water into sanitary sewers. In addition, there are significant onsite preparation and maintenance costs associated with the development of wetland soils, particularly as related to roads, foundations, and public utilities.

Recognizing the important natural functions of wetlands, continued efforts should be made to protect these areas by discouraging costly, both in monetary and environmental terms, wetland draining, filling, and urbanization. The Wisconsin DNR and the US Army Corp of Engineers require mitigation when natural wetland sites are destroyed.

Threatened or Endangered Species

While the conservation of plants, animals and their habitat should be considered for all species, this is particularly important for rare or declining species. The presence of one or more rare species and natural communities in an area can be an indication of an area's ecological importance and should prompt attention to conservation and restoration needs. Protection of such species is a valuable and vital component of sustaining biodiversity.

Both the state and federal governments prepare their own separate lists of such plant and animal species but do so working in cooperation with one another. The WI-DNR's Endangered Resources Bureau monitors endangered, threatened, and special concern species and maintains the state's Natural Heritage Inventory (NHI) database. The NHI maintains data on the locations and status of rare species in Wisconsin and these data are exempt from the open records law due to their sensitive nature. According to the Wisconsin Endangered Species Law it is illegal to:

1. Take, transport, possess, process or sell any wild animal that is included on the Wisconsin Endangered and Threatened Species List;
2. Process or sell any wild plant that is a listed species;
3. Cut, root up, sever, injure, destroy, remove, transport or carry away a listed plant on public lands or lands a person does not own, lease, or have the permission of the landowner.

There are exemptions to the plant protection on public lands for forestry, agriculture and utility activities. In some cases, a person can conduct the above activities if permitted under a Department permit (i.e. "Scientific Take" Permit or an "Incidental Take" Permit).

More than 150 different elements—animals, plants, or natural communities—are listed in the NHI for Jackson County. For a full list of elements known to occur in Jackson County see Appendix E. For a full list of elements known to occur in Wisconsin, visit the WDNR's Endangered Resources Bureau.

- Endangered Species - one whose continued existence is in jeopardy and may become extinct.

- Threatened Species - one that is likely, within the foreseeable future, to become endangered.
- Special Concern Species - one about which some problem of abundance or distribution is suspected but not proven.

The Federal Endangered Species Act (1973) also protects animals and plants that are considered endangered or threatened at a national level. The law prohibits the direct killing, taking, or other activities that may be detrimental to the species, including habitat modification or degradation, for all federally listed animals and designated critical habitat. Federally listed plants are also protected but only on federal lands.

Forests and Woodlands

Under good management, forests or woodlands can serve a variety of beneficial functions. In addition to contributing to clean air and water and regulating surface water runoff, the woodlands contribute to the maintenance of a diversity of plant and animal life in association with human life. Unfortunately, woodlands, which require a century or more to develop, can be destroyed through mismanagement in a comparatively short time. The destruction of woodlands, particularly on hillsides, can contribute to stormwater runoff, the siltation of lakes and streams, and the destruction of wildlife habitat. Woodlands can and should be maintained for their total values; for scenery, wildlife habitat, open space, education, recreation, and air and water quality protection. There are 196,000 acres of land in Jackson County that are county or state-owned and managed property. This includes the 120,000 acres of Jackson County forest and recreational areas, and the 68,000 acre Black River State Forest.

The Managed Forest Law (MFL)

The Managed Forest Law (MFL) program is intended to foster sustainable forestry on private forests. The program can ease the burden of property taxes for Wisconsin forestland owners who commit to managing their woodlands in a sustainable manner. Annual property tax is reduced and a portion of the balance is postponed, or deferred, until the time of harvest. The Wisconsin Department of Revenue estimates an average property tax reduction of 80% for participants even after the harvest taxes are considered. MFL land may be designated as open or closed to public access. Landowners with open MFL land allow the public to hunt, fish, hike, sight-see, and cross-country ski on the property in exchange for a lower tax rate. Based on January 2008 data, the DNR estimates the County has over 7,000 acres of MFL land open to the public compared to 36,023 acres enrolled in Jackson County and almost 3 million Statewide. (*Source: Wisconsin DNR*)

Jackson County Forest

The Wisconsin County Forest Program is unique in the nation. The Department of Natural Resources oversees the program and provides technical assistance, but the counties and their county boards are charged with managing the forests. Wisconsin's county forests are truly municipal forests, managed by professional forestry staff of the counties with assistance from DNR foresters. Currently, there are county forests in 29 of Wisconsin's 72 counties, totaling more than 2.35 million acres. The bulk of this acreage originated from tax delinquent land that was destructively harvested during the Depression Era. Collectively, the county forests represent the state's largest public forest landholding.

The Jackson County Forest plays a vital role in deterring forest fragmentation and maintaining large blocks of land in Jackson County. Recreation and tourism depend on many miles of trails within these public lands. The forest is open to public hunting, fishing and camping, as well. The County

forest is also extremely important to the forest products industry and economy. In 2003 almost 200 people were employed in the forest products and processing industry in Jackson County. This translates to over \$3 million in employee compensations. Not to be forgotten are the ecological benefits of the forest, which provides habitat for the entire array of plants and animals, including a significant number of threatened and endangered species.

In order to ensure Wisconsin remains competitive in the global forest products industry, the Jackson County Forest Program became third-party certified in March 2005 under the two most widely accepted forest certification standards in North America: the Sustainable Forestry Initiative (SFI) and the Forest Stewardship Council (FSC). Certification confirms the excellent management of our county forests and their importance to the social, ecological and economic health of Wisconsin.

Much of the Jackson County Forest lies within an area known historically as the Great Swamp. This vast area, covering more than a million and a quarter acres of Central Wisconsin, consisted of low marsh and swamp lands with sandy uplands and dense stands of white pine and red pine. Most of the streams were too small to float logs, and overland access was difficult because of the wet terrain. The Great Swamp remained uncut into the mid-1880's, nearly half a century behind the logging in surrounding areas with higher ground.

After 1885 logging companies moved into the area, rail lines were extended and new towns were built. Within twenty years most of the pinery of the Great Swamp had been depleted, the mills were dismantled, and the towns were abandoned. Farming was attempted through the mid-1920's, but the Great Depression ended most farming in the Great Swamp. Discouraged settlers abandoned their lands, and the federal government, through the Resettlement Administration, bought them out and relocated them to other areas. Faced with extensive tax delinquent lands, the Jackson County Board of Supervisors, on May 2, 1933, adopted a resolution applying for the entry of 36,792.4 acres of land under the recently enacted County Forest Crop Law. The Jackson County Forest had been born. The County Forest continued to grow. By 1938 it totaled 96,300 acres. The County Forest has not had less than 100,000 acres since 1942. In 2004 total revenue generated from both timber and sphagnum moss production was over \$1.3 million. *(Source: Wisconsin DNR and Jackson County Forestry and Parks Plan)*

Black River State Forest

The Black River State Forest (BRSF) is located in central Wisconsin, adjacent to the Black River in Jackson County. The property covers 68,237 acres of forest, consisting of a mix of pine, oak, aspen, and wetland/wet forest communities. Management of the property aims to maintain areas for timber and forest products, to protect the property's valuable natural resources, and to provide recreational opportunities. Many of these habitats support plant and animal species that are rare, endangered, or threatened within the state, or federally. Other areas of the property contain productive forestland and recreational trails that support local economies and offer visitors a place to enjoy the outdoors. The area's geology helps make the Black River State Forest unique among the state forests. The property lies at the edge of the glaciated central plains, east of the "driftless" area of Wisconsin. Hiking to the top of Castle Mound provides views of the former bed of glacial Lake Wisconsin, as well as the unglaciated buttes, sandstone hills and castellated bluffs that dot the vast forest landscape

Dike 17 Wildlife Area is unique within the Forest and consists of over 3,700 acres of open land, with approximately 2,100 acres classified as a wildlife refuge closed to public access except during the gun deer season. This area was originally created to provide waterfowl resting and loafing areas

through creation and maintenance of thirteen flowages and to provide an open landscape within the state forest for sharp-tailed grouse habitat. The flowages are still maintained and annual drawdowns occur to promote vegetative growth for feeding waterfowl.

The Black River State Forest manages the lands in its care not just for economic benefits, like timber production, or social values, like recreation, but also for the ecological services they provide, including water and soil quality, wildlife habitat, and native biological diversity. An important component of ecological stewardship is the protection of native species and the landscapes in which they reside.

The most recent update of the Black River State Forest Master Plan was adopted by the Natural Resources Board in January 2010. The plan addresses land management, recreation facilities management, new proposed State Natural Areas and proposed boundary expansion.

(Source: Wisconsin DNR)

The Wildland-Urban Interface

The wildland urban interface is the place where forests and grasslands and human development meet. As development continues to expand into what were typically rural forested and grassland areas of the state, there is an increasing wildfire risk, particularly in those parts of the state which have high fire potential, such as much of Jackson County. The increased human presence in the wildland-urban interface presents a major challenge in protecting life, property and the forest resource from destructive wildland fires.

Reasons to Plan for Fire Prevention in the Wildland Urban Interface:

- Unplanned siting of development within high fire risk areas can be detrimental to residents, communities, and natural resources.
- The environmental, social, and property losses associated with fire in the wildland-urban interface are not easily replaced.
- Planning ahead for emergency response procedures can save lives.

In Jackson County, the following places are on Wisconsin's statewide list of Communities at Risk (CAR) to wildfire based on fire occurrence, hazards (vegetation), values at risk (people and property), and protection capability (or a lack thereof). In addition, communities can also be listed as being "of concern" when a portion of the area has acute fire danger, but the community as a whole is not at risk to wildfire.

Table 5.20: Communities at Risk in Jackson County

Name (city/village/town)	Risk level	WDNR Fire Response Unit
Town of Adams (T) -	Very High	Pray
Town of Albion (T)-	High	Black River Falls
Town of Alma (T)-	High	Pray
Town of Bear Bluff (T)-	Concern	Out of protection
Town of Brockway (T)-	Very High	Black River Falls
Town of City Point (T)-	Concern	Pray
Town of Cleveland (T)-	High	Augusta
Town of Garden Valley (T)	Concern	Out of protection
Town of Garfield (T)	High	Augusta
Town of Hixton (T)	Concern	Out of protection
Village of Hixton (V)	Concern	Out of protection
Town of Irving (T)	Concern	Out of protection
Town of Knapp (T)	High	Black River Falls –north Out of protection - south
Town of Komensky (T) -	Very High	Pray
Town of Manchester (T)	Very High	Black River Falls
Town of Melrose (T)	Concern	Out of protection
Village of Merrillan (V)	Very High	Black River Falls
Town of Millston (T)	High	Black River Falls

Communities that are classified as being a Community at Risk should be aware of a planning document titled a Community Wildfire Protection Plan (CWPP). CWPPs are created by a core team that includes the town government, local fire department, and Wisconsin DNR. The plan addresses items such as wildfire response, hazard mitigation, community preparedness, and structure protection. The creation of a plan helps a community organize projects for mitigating hazards, including timeframes for projects and who will be responsible for managing each project. The CWPP helps communities identify the risks in their local community and devise solutions to reduce the risk of the loss of life, property and resources.

Environmentally Sensitive Areas and Wildlife Habitat



Taken together, surface waters, wetlands, floodplains, woodlands, steep slopes, and parks represent environmentally sensitive areas that deserve special consideration in local planning. Individually all of these resources are important areas, or “rooms,” of natural resource activity. They become even more functional when they can be linked together by environmental corridors, or “hallways.” Wildlife, plants, and water all depend on the ability to move freely within the environment from room to room. Future planning should maintain and promote contiguous environmental corridors in order to maintain the quantity and quality of the natural ecosystem.

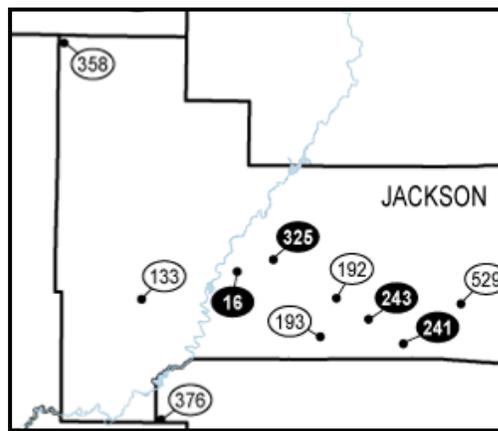
The WDNR maintains other significant environmental areas through its State Natural Areas (SNA) program. State Natural Areas protect outstanding examples of Wisconsin's native landscape of natural communities, significant geological formations and archaeological sites. Wisconsin's 560 State Natural Areas are valuable for research and educational use, the preservation of genetic and

biological diversity, and for providing benchmarks for determining the impact of use on managed lands. They also provide some of the last refuges for rare plants and animals. In fact, more than 90% of the plants and 75% of the animals on Wisconsin's list of endangered and threatened species are protected on SNAs. Site protection is accomplished by several means, including land acquisition from willing sellers, donations, conservation easements, and cooperative agreements. Areas owned by other government agencies, educational institutions, and private conservation organizations are brought into the natural area system by formal agreements between the DNR and the landowner. The SNA Program owes much of its success to agreements with partners like The Nature Conservancy, USDA Forest Service, local Wisconsin land trusts, and county governments. (Source: WDNR)

There are twelve SNA's located in Jackson County. Most SNA's are open to the public; however these sites usually have limited parking and signage. Visit the WDNR Bureau of Endangered Resources for more information on each location.

- Buffalo River Trail Prairies (No. 358)
- Castle Mound Pine Forest (No. 16)
- Gullickson's Glen (No. 133)
- Washburn Marsh (No. 192)
- Robinson Creek Pines (No. 193)
- Jay Creek Pine Forest (No. 241)
- Ketchum Creek Pines (No. 243)
- Bauer-Brockway Barrens (No. 325)
- Bear Bluff (No. 529)
- North Bend Wet Prairie (No. 565—not pictured)
- Half Moon Bottoms (No. 566—not pictured)
- Black River Savanna (No. 567—not pictured)

Figure 5.23: State Natural Areas in Jackson County



Metallic and Non-Metallic Mineral Resources

Mineral resources are divided into two categories, metallic and non-metallic resources. Metallic resources include lead and zinc. Nonmetallic resources include sand, gravel, and limestone. In June of 2001, all Wisconsin counties were obliged to adopt an ordinance for nonmetallic mine reclamation. (Refer to Jackson County Land Conservation Department) The purpose of the ordinance is to achieve acceptable final site reclamation to an approved post-mining land use in compliance with uniform reclamation standards. Uniform reclamation standards address environmental protection measures including topsoil salvage and storage, surface and groundwater protection, and concurrent reclamation to minimize acreage exposed to wind and water erosion. After reclamation, many quarries become possible sites for small lakes or landfills. Identification of quarry operations is necessary in order to minimize nuisance complaints by neighboring uses and to identify areas that may have additional transportation needs related to trucking.

5.4.3 Cultural Resource Inventory

The following section details some of the important cultural resources in Jackson County. Cultural resources, programs, and special events are very effective methods of bringing people of a community together to celebrate their cultural history. Not only do these special events build community spirit, but they can also be important to the local economy. Unfortunately, there are many threats to the cultural resources of a community. Whether it is development pressure, rehabilitation and maintenance costs, or simply the effects of time, it is often difficult to preserve the cultural resources in a community. Future planning within the community should minimize the effects on important cultural resources in order to preserve the character of the community.

Figure 5.24: A woman shows off one of the family's cows in front of her farm in Franklin.



In 1853, Jackson County was formed from Crawford County, and the City of Black River Falls was named the county seat.

The earliest known inhabitants of Jackson County were the Ho-Chunk. The area was also used by the Sioux and the Potawatomi Indians as hunting grounds. Silver Mound, located in Alma Center, is an isolated hill where for many centuries Native Americans quarried quartzite, with which they made stone tools.

Photo used with permission from the Jackson County Historical Society

The first known settlers were loggers from the eastern United States, lured to Wisconsin by the abundant white pines. The first permanent settlement was a lumber mill established in the early 1840's. The Historical Marker near Black River Falls states that before the logging ended in 1905, the sawmills in Jackson County had milled enough lumber to build a plank road nine feet wide and four inches thick around the entire world.

When the logging trade began to slow, the area was settled by farmers. In the early 1900's wheat was the most common crop. Because wheat stripped the soil of many nutrients, farmers began to raise large starchy potatoes for a local starch factory. After 1920, dairy farming became the predominant type of farming, though feed crops were grown to feed the increasing livestock herds. Today, agricultural crops along with cranberries dominate the agricultural industry of the County. In addition, sphagnum moss is harvested from the eastern sections of the County.

For more information on the history of Jackson County, visit the Jackson County Historical Society in Black River Falls.

Ho-Chunk: People of the Sacred Language

Ho-Chunk means "People of the Big Voice," or "People of the Sacred Language." The Ho-Chunk have always occupied lands in Wisconsin, Iowa, Illinois, Nebraska, South Dakota and Minnesota and are an important component of the region's history and culture.

The Ho-Chunk people are credited as being the mound builders within the region. The large effigy and conical mounds are found in southern Wisconsin and along the Mississippi and Ohio Rivers; these were solely the long inhabited areas of the pre-Columbian Ho-Chunk people. These effigy mounds appear in the shapes of animals and birds, and many contain burials. Before 1634, the Ho-Chunk people enjoyed abundant hunting, gathering, and gardening. From the Red Banks near Lake Winnebago to the waters of the Mississippi and south along the Fox, Wisconsin, and Rock Rivers, the "People" lived and thrived, practicing their cultural ways which were passed down from generation to generation.

In 1836, the Ho-Chunk were removed from the choice land of southern Wisconsin to make room for the miners that were fast taking over the land. The area was also in demand for the lush farmland of the various river valleys. Through various treaties, eventually the entire Wisconsin homeland was ceded, as the Ho-Chunk were removed to various scattered parcels of land. Throughout eleven removals, the Ho-Chunk continued to return to Wisconsin. Finally, the United States government allowed the Ho-Chunk to exchange their South Dakota reservation for lands near the more friendly Omahas of Nebraska, who willingly released part of their reservation so that the Ho-Chunks could become their neighbors. The Nation split, with part of the tribe returning to Wisconsin, and part moving to the reservation in Nebraska. Those tribal members who stayed in Nebraska on the reservation are today known as the Winnebago Tribe of Nebraska.

In 1962, the Wisconsin Winnebago Business Committee drafted and redrafted the first Wisconsin Winnebago Tribal Constitution under the 1934 Indian Reorganization Act. The first election of officers was conducted in June, 1963. Today, the tribe is located primarily in Wisconsin and changed its official name in 1994 to the Ho-Chunk Sovereign Nation (meaning People of the Big Voice). There were 6,159 tribe members as of 2001.

The tribe does not have a formal reservation; however, the tribe owns approximately 8,767 acres scattered across parts of 12 counties in Wisconsin and one county in Minnesota. The largest concentrations are in Jackson County, Sauk County, and Monroe County in Wisconsin. Smaller areas lie in Adams, Clark, Crawford, Dane, Juneau, La Crosse, Marathon, Shawano, and Wood Counties in Wisconsin, as well as Houston County, Minnesota. The administrative center is in Black River Falls, Wisconsin, in Jackson County. The tribe operates several casinos in Wisconsin including the Majestic Pines Casino in Black River Falls. *(Source: Ho-Chunk Nation Department of Heritage Preservation)*

Historical Resources

Wisconsin Historical Markers identify, commemorate and honor the important people, places, and events that have contributed to the state's heritage. The WI Historical Society's Division of Historic Preservation administers the Historical Markers program. There are seven registered historical markers in Jackson County.

The Architecture and History Inventory (AHI) is a collection of information on historic buildings, structures, sites, objects, and historic districts throughout Wisconsin. The AHI is comprised of written text and photographs of each property, which document the property's architecture and history. Most properties became part of the Inventory as a result of a systematic architectural and historical survey beginning in 1970s. Caution should be used as the list is not comprehensive and much of the information is dated; some properties may be altered or no longer exist. Due to funding cutbacks, the Historical Society has not been able to properly maintain the database. In addition, many of the properties in the inventory are privately owned and are not open to the public. Inclusion of a property conveys no special status, rights or benefits to the owners.

The Archaeological Site Inventory (ASI) is a collection of archaeological sites, mounds, unmarked cemeteries, marked cemeteries, and cultural sites throughout Wisconsin. Similar to the AHI, the ASI is not a comprehensive or complete list; it only includes sites reported to the Historical Society and some listed sites may be altered or no longer exist. The Historical Society estimates that less than 1% of the archaeological sites in the state have been identified. Wisconsin law protects Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries from intentional disturbance. Contact the State Historical Society for information on ASI records in the County.

Some resources are deemed so significant that they are listed as part of the State and National Register of Historic Places. The National Register is the official national list of historic properties in America worthy of preservation, maintained by the National Park Service. The State Register is Wisconsin’s official listing of state properties determined to be significant to Wisconsin’s heritage and is maintained by the Wisconsin Historical Society Division of Historic Preservation. Both listings include sites, buildings, structures, objects, and districts that are significant in national, state, or locally history.

Table 5.21: State and National Register of Historic Places, Jackson County

Historical Name	Location
Black Hawk Powwow Grounds	W8426 Highway 54 East, Komensky
Black River Falls Public Library	321 Main Street, Black River Falls
Gullickson’s Glen	Address restricted, Irving
Silver Mound Archaeological District	Address restricted, Hixton
Union High School	223 North Fourth Street, Black River Falls

Source: WI Historical Society National Register of Historic Places, Jackson County

The establishment of a historical preservation ordinance and commission is one of the most proactive methods a community can take to preserve cultural resources. A historical preservation ordinance typically contains criteria for the designation of historic structures, districts, or places, and procedures for the nomination process. The ordinance further regulates the construction, alteration and demolition of a designated historic site or structure. A community with a historic preservation ordinance may apply for Certified Local Government (CLG) status with the Wisconsin State Historical Society. Once a community is certified, they become eligible for:

- Matching sub-grants from the federal Historic Preservation Fund,
- Use of Wisconsin Historic Building Code,
- Reviewing National Register of Historic Places nominations allocated to the state.

There are currently 50 CLGs in the State of Wisconsin, but none in Jackson County.

5.5 ENERGY, UTILITIES AND COMMUNITY FACILITIES

This element provides a baseline assessment of the Jackson County energy, utility and community facilities and includes the information required under SS66.1001. Information includes: forecasted and existing energy, utility and community facility conditions. This information provides a basis for creating goals, objectives, policies, maps, and actions to guide the future development and maintenance of energy, utility and community facilities in the County.

5.5.1 Utilities

Sanitary Sewer System

Sanitary service across the County is determined at the local level. The vast majority of residents in the unincorporated portions of the County are served by individual private septic systems. Permits are issued by the Jackson County Zoning, Planning, and POWTS Department. A sanitary permit is needed before County Land Use Permits or Town Building Permits can be issued. This is a Wisconsin State Statute requirement. In addition, sanitary permits are required before installing, repairing, altering or reconnecting any septic system. Sewage systems are required by state law to be inspected and pumped, if needed, at least every three years by a person licensed by the state to provide this service.

Storm Water Management

Stormwater management involves providing controlled release rates of runoff to receiving systems, typically through detention and/or retention facilities, as well as measures to minimize stormwater pollutants entering area surface water features. A stormwater management system can be very simple – a series of natural drainage ways – or a complex system of culverts, pipes, and drains. Either way, the purpose of the system is to store and channel water to specific areas, diminishing the impact of non-point source pollution.

Since March 10, 2003, federal law has required that landowners of construction sites with one acre or more of land disturbance obtain construction site storm water permit coverage to address erosion control and storm water management. Except within tribal lands, the Department of Natural Resources (DNR) has been delegated by the United States Environmental Protection Agency (USEPA) to implement the federal storm water program in Wisconsin. On August 1, 2004, the DNR received authority under revised ch. NR 216, Wis. Adm. Code, to require landowners of construction sites with one acre or more of land disturbance to obtain permit coverage.

Water Supply

Water supplies for County residents are determined locally, with the vast majority served by private wells. Wisconsin has had well regulations since 1936. NR 812 (formerly NR 112), Wisconsin's Administrative Code for Well Construction and Pump Installation, is administered by the DNR. The Well Code is based on the premise that if a well and water system is properly located, constructed, installed, and maintained, the well should provide safe water continuously without a need for treatment. Refer to the WDNR, or the Jackson County Zoning Department for more information on water quality and well regulations.

Solid Waste Disposal and Recycling Facilities

Most County residents rely on private haulers for solid waste disposal, but Jackson County provides a widely distributed network of recycling drop-off sites for all municipalities. The City of Black River Falls, Town of Brockway, Village of Alma Center and the Village of Merrillan sponsor curbside collection. The County also offers numerous recycling round-up's throughout the year to collect items that aren't allowed in the everyday recycling program.

Telecommunication Facilities

Of the nineteen telecommunication towers in the County, two are owned by the County, two by the federal government, and others by private owners. The location of new telecommunication facilities are regulated through the Jackson County Zoning Code. Locations of current tower are listed below:

- Adams (3)
- Alma (1)
- Black River Falls (2)
- City Point (2)
- Cleveland (1)
- Franklin (2)
- Knapp (1)
- Manchester (2)
- Melrose (1)
- Millston (1)
- Northfield (3)

Power Plants and Transmission Lines

The majority of Jackson County is serviced by electric cooperatives including Jackson Electric Cooperative, Oakdale Electric Cooperative, and Riverland Energy Cooperative. Excel Energy also services a portion of the County. The Public Service Commission (PSC) is the branch of Wisconsin State government with the overall responsibility of regulating electric utilities.

5.5.2 Renewable Energy Facilities

To manage rising energy costs, promote local economic development, and protect the natural environment, many Wisconsin communities are looking at renewable energy resources to meet community energy demands. The following section provides a broad level discussion of local and renewable energy resources available for Jackson County communities. Additional information can be obtained from Xcel Energy (www.xcelenergy.com), Jackson Electric Cooperative (www.jackelec.com), or Focus on Energy (www.focusonenergy.com).

Focus on Energy works with eligible Wisconsin residents and businesses to install cost effective energy efficiency and renewable energy projects. If Excel Energy is your service provider, you are eligible for Focus on Energy incentives. At this time, the Jackson Electric Cooperative is not a member of Wisconsin's Focus on Energy program.

According to the Public Opinion Survey, the majority of respondents feel that it is either "Important" or "Very Important" for Jackson County to develop guidelines for both commercial/industrial and residential wind turbine/towers and solar panels.

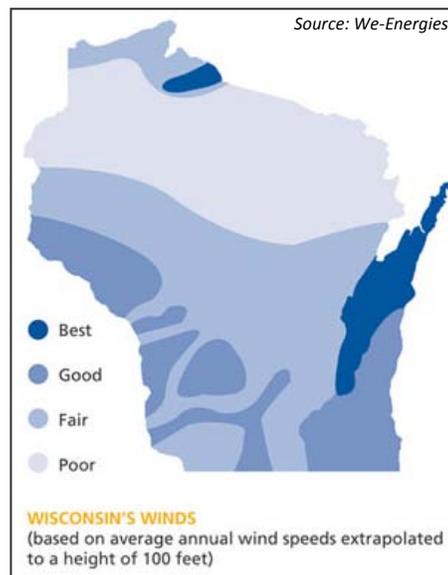
Solar

Two types of solar energy systems are well suited to Wisconsin communities: Solar electric photovoltaic (PV) and solar hot water systems. How much energy a photovoltaic (PV) or solar hot water (SHW) system produces in Wisconsin depends on the size of the system (i.e., area of the collecting surface), the orientation of the collecting surface, and site characteristics (e.g. overshadowing). Currently there are no public solar energy systems in use in Jackson County, although such systems exist for private developments.

Figure 5.25: Wisconsin Wind Energy Sources

Wind

Wind energy production is optimized when wind turbines are located at the place with the highest, steadiest wind speeds (the energy produced is related to the cube of the wind speed). As Figure 5.25 illustrates, most of the Jackson County region is not particularly well-suited for commercial scale wind systems. However, this is a generalized assumption and there may be opportunities for small and commercial scale wind systems in the County. A certified wind site assessment can provide a more detailed understanding of the feasibility of this alternative energy source. These can be provided free of charge to participating communities through Focus On Energy. Currently there are no commercial or public wind energy systems in use in Jackson County, although the County has been working on a draft ordinance to regulate these uses.



Geothermal

Geothermal power uses the natural sources of heat inside the Earth to produce heat or electricity. A geothermal heat pump takes advantage of this by transferring heat, stored in the ground, into a building during the winter, and transferring it out of the building and back into the ground during the summer. Currently, most geothermal power is generated using steam or hot water from underground. Currently there are no commercial or public geothermal systems in use in Jackson County.

Biofuel

Biofuels offer a local source of energy provided by fuels that can be grown or produced locally through agricultural or waste resources. Biofuels are derived from biomass and can be used for liquid biofuel or biogas production.

Crops and crop residues are the main source of biomass for the production of liquid biofuels. The primary food crops used for biofuel production in Wisconsin are corn (for ethanol production) and soybeans (for biodiesel production); although other sources can also be used such as: agronomic crops (e.g. switchgrass), forestry crops (e.g. poplar), or residues (unused portions of crops or trees).

The main sources of biomass for biogas (methane) production are animal waste, landfills and wastewater treatment facilities. Animal waste is a persistent and unavoidable pollutant produced primarily by the animals housed in industrial sized farms. The use of digesters to produce methane from animal waste is growing as both an energy source and a means of waste management. Biogas production from animal waste is most effective in commercial size dairy farms (Refer to Section 5.4.1). Landfill gas can be burned either directly for heat or to generate electricity for public consumption. The same is true with regard to the secondary treatment of sewage in wastewater treatment facilities where gas can be harvested and burned for heat or electricity. Currently there are no biofuel operations in Jackson County.

Hydroelectricity

Hydropower refers to using water to generate electricity. Hydroelectricity is usually sourced from large dams but micro-hydro systems can use a small canal to channel the river water through a turbine. A micro-hydro system can produce enough electricity for a home, farm, or ranch. The potential energy source from a hydro system is determined by the head (the distance the water travels vertically) and the flow (the quantity of water flowing past a given point). The greater the head and flow, the more electricity the system can generate. Hydroelectric energy is limited both by available rivers (Refer to Section 5.4.2) and by competing uses for those rivers, such as recreation, tourism, industry, and human settlements. Jackson County has two hydroelectric facilities including the Black River Falls Hydroelectric Plant and the Merrilan Hydroelectric Facility. In 2010 the Black River Falls Municipal Utility received approval from the Public Service Commission to complete \$8.5 million in upgrades to the Black River Falls facility.

5.5.3 Community Facilities

Cemeteries

Township cemeteries were inventoried in 1991 by the Wisconsin State Old Cemetery Society. There are 75 cemeteries scattered throughout the Jackson County Townships that are maintained by private cemetery associations or church organizations. There are also cemeteries in Black River Falls and the Villages in the County, bringing the total County cemetery count over 80.

Health Care Facilities

The Black River Memorial Hospital is located in the City (711 W. Adams St.) The Black River Falls Memorial Hospital is an accredited primary health-care facility. With recent remodeling and construction completed, the hospital is equipped to deliver a diverse array of healthcare services. For more information, visit the hospital’s website at www.brmh.net.

Residents of Black River Falls and Jackson County are also served by the Krohn Clinic (610 W. Adams St.). One of the first rural practices in Wisconsin, the Krohn Clinic just went through major renovations ensuring that it is able to continue to provide high-quality local health care. There are several assisted living residences within the City, as well: Family Heritage Assisted Living, Parkside Residential Facility, and Pine View Terrace. The City of Black River Falls also boasts a good supply of quality dentists, optometrists, chiropractors, etc.

County residents often utilize health care facilities outside of Jackson County. Marshfield, La Crosse, Eau Claire and other surrounding communities offer health care opportunities that may be in closer proximity to County residents.

According to the *Public Opinion Survey*, 52% of respondents ranked the maintenance and improvement of Hospital/Health Care Clinics facilities as “most important”.

Child Care Facilities

Under Wisconsin law, no person may be compensated for providing care and supervision for 4 or more children under the age of 7 for less than 24 hours a day unless that person obtains a license to operate a child care center from the Department of Health and Family Services. There are two different categories of state licensed childcare; they depend upon the number of children in care. Licensed Family Child Care Centers provide care for up to eight children. This care is usually in the

provider's home, but it is not required to be located in a residence. Licensed Group Child Care Centers provide for nine or more children.

The WI Department of Health and Family Services lists eight family child care facilities and five group child care facilities. Family facilities by definition have a capacity of up to eight children while group facilities have a capacity of nine or more children. All of the group facilities are located in or near Black River Falls, while the family facilities are scattered throughout the County.

Police and Emergency Services

Jackson County Sheriff's Department is centrally located at 30 N. 3rd Street in Black River Falls. The Sheriff's Office provides all law enforcement services to Jackson County including snowmobile/ATV and watercraft patrol. The Office also operates the Jackson County Emergency Services Communication Center which dispatches all Jackson County Emergency Services. There is widespread interest in exploring ways to make the system more efficient, with a focus on improving communication between agencies and reducing response times. In addition, Jackson County operates an enhanced 9-1-1 Emergency Telephone Number System.

Libraries

There are four public libraries within the County and many others in nearby communities surrounding the County. Libraries within the County include: the Black River Falls Library, the Melrose Community Library, the Taylor Memorial Library, and the Alma Center Public Library.

In addition to these libraries, residents can access items from over 40 area libraries through the Winding Rivers Library System. In 1971, the Wisconsin State Legislature passed a law creating seventeen Library Systems in Wisconsin. The purpose of the library systems is to provide free and equitable access to public libraries for all residents in Wisconsin even if their community has no library. The library systems also serve to take on projects too costly or complex for individual community libraries. The funding for the Public Library Systems comes from a set percentage of the budgets of all the public libraries in Wisconsin. The Winding Rivers Library System is headquartered in La Crosse and serves libraries in Buffalo, Juneau, Jackson, La Crosse, Columbia, Trempealeau, and Vernon counties. For more information, visit the Winding Rivers website <http://wrlsweb.org>.

According to the *Public Opinion Survey*, when asked to rank the maintenance and improvements of public facilities, fire protection topped the list; ambulance services and law enforcement were in the top percentages as well.

Schools

Jackson County is served by nine public schools in eight school districts including: Osseo-Fairchild, Alma Center-Humbird-Merrillan, Gale -Ettrick-Trempealeau, Whitehall, Black River Falls, Blair-Taylor, Pittsville, Tomah Area, Sparta and Melrose-Mindoro. In addition, there are a number of Amish schools within the western Townships that educate children in 1st - 8th grades. The buildings are in good repair, and the Amish repair them when needed.

Jackson County is served by three technical colleges: Chippewa Valley Technical College, Mid-State Technical College, and Western Technical College. Western Technical College offers 38 programs that lead to an associate in applied science degree. In addition, there is a satellite campus in the City of Black River Falls that offers associate degrees in nursing, accounting, marketing, and other

disciplines, as well as educational services for adults to prepare for college or employment. These include classes in basic academic skills, GED preparation, and adult high school classes. The nearest four-year universities are UW-La Crosse and UW-Eau Claire.

Other Government Facilities

There are a number of facilities owned and operated by Jackson County. The primary facilities are located in Black River Falls and are listed below:

- Jackson County Courthouse—307 Main Street
- Highway Department Shop Office and Recycling Center—23 Harrison Street
- Highway Department Administration Building—119 Harrison Street
- Forestry and Parks Department—W9790 Airport Road
- Sheriff's Department and Jail—30 N. 3rd Street
- Health and Human Services—420 Hwy 54 West

According to the *Public Opinion Survey*, the majority of respondents feel that Jackson County has an adequate amount of recreation facilities.

Parks, Open Spaces and Recreational Resources

Parks and recreational resources are important components of a county and community's public facilities. These resources provide residents with areas to exercise, socialize, enjoy wildlife viewing or provide opportunities for environmental education for adults and children. Increasingly, parks and recreational resources can contribute to a community's local economy through eco-tourism. In addition, these resources are important for wildlife habitat and movement. Taken together, it is clear that the protection, enhancement, and creation of parks and recreational resources are important to the quality of life and character of a community.

Jackson County is rich in parks and recreational resources for residents and visitors alike. Currently there are five County parks that include: East and West Arbutus County Parks, Crawford Hills, Merlin Lambert County Park, and Wazee Lake Recreation Area. These parks offer camping, swimming, picnic areas, fishing, hiking, access to ATV and snowmobile trails and even scuba diving. These facilities in addition to the Jackson County Forest provide a wealth of public access opportunities.

On the State level, Jackson County boasts one of the larger blocks of state owned conservation land in the state. The Black River State Forest is owned and managed by the Wisconsin Department of Natural Resources and offers thirteen improved areas for public use. These improvements may be as simple as a parking lot and hand pump for water to hot showers and flush toilet restrooms.

The *Jackson County Outdoor Recreation Plan for 2007-2011* provides a more detailed analysis of the existing recreational facilities and outlines planned improvements throughout the County. Maintained by the Jackson County Forestry and Parks Department, the plan identifies the following general goals:

- Maintain an outdoor recreation program that protects the natural environment and responds to the outdoor recreational needs of the area's citizenry.
- Formulate an action plan to meet the determined needs or unsatisfied public demands for outdoor recreation facilities in the county and municipalities.

- Have a program that enables the county and municipalities to continually maintain and improve their recreation programs in a way that is economically feasible and environmentally sound.
- Encourage the private sector to provide certain quality services and facilities for outdoor recreation enthusiasts.
- Consider the impact on the local economy of the many visitors and tourists in the area that utilize the county and municipal outdoor facilities.
- Establish a policy of re-evaluating goals and objectives and project plans when necessary.
- Receive maximum benefits from the Land and Water Conservation Fund (LAWCON and State Stewardship Program funds.

The 2005-2010 Wisconsin Statewide Comprehensive Outdoor Recreation Plan (SCORP) provides information on statewide and regional recreation, including recreation supply and demand, participation rates and trends, and recreation goals and actions. Since passage of the Federal Land and Water Conservation Fund (LWCF) Act of 1965, preparation of a statewide outdoor recreation plan has been required for states to be eligible for LWCF acquisition and development assistance. The LWCF is administered by the WDNR and provides grants for outdoor recreation projects by both state and local governments. The following are a few highlights of the plan:

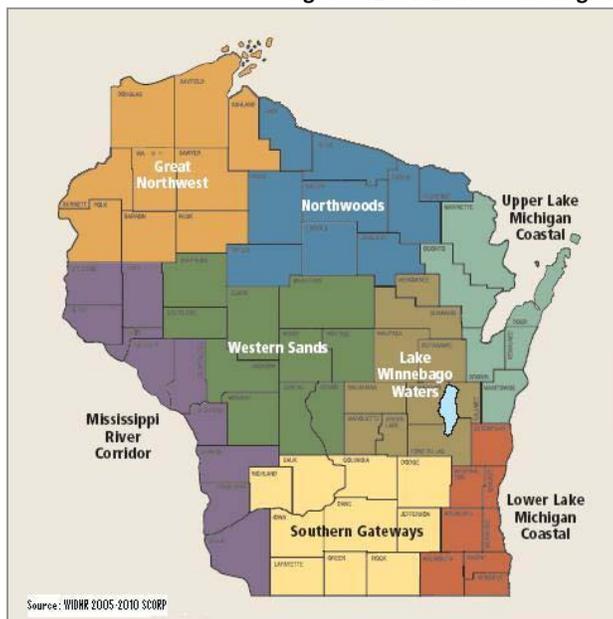
- Walking for Pleasure is rated as the activity with the most participation.
- Backpacking, Downhill Skiing, Golf, Hunting, Mountain Biking, Snowmobile, and Team Sports are decreasing in demand.
- ATVing, Birdwatching, Canoeing, Gardening, Geocaching, Paintball Games, Road Biking, RV Camping, Hiking, Water Parks, Wildlife Viewing, and Photography are increasing in demand.
- The Warren Knowles-Gaylord Nelson Stewardship Program (Stewardship 2000) provides \$60 million annually through FY 2010 for outdoor recreation purposes.

Figure 5.26: WDNR SCORP Regions

The Wisconsin SCORP divides the state into eight planning regions based on geographic size, demographic trends, tourism influences, and environmental types. Together these influences shape each region's recreational profile, describing which activities are popular, which facilities need further development, and which issues are hindering outdoor recreation. Jackson County is a part of the *Western Sands* (Chippewa, Eau Claire, Clark, Marathon, Monroe, Portage, Wood, Jackson, Juneau, and Adams Counties). The most common issues and needs for the region identified by the plan include:

Issues:

- Deteriorating facilities
- Increasing ATV usage and associated impacts
- Increasing multiple-use recreation conflicts
- Increasing pressure on parks and recreation areas from the growth of urban areas
- Increasing use of recreation facilities by disabled populations
- Invasive species



- Lack of educational programs/naturalists/interpreters
- Loss of sites/properties, i.e. Hoffman Hills, Chippewa Moraine
- Overcrowding
- Poor water quality impairing recreation

Needs:

- More biking, hiking, and horse trails
- More boating access
- More camping opportunities
- More fishing opportunities

5.6 ECONOMIC DEVELOPMENT

This element provides a baseline assessment of Jackson County economic development and contains information required under SS66.1001, such as: labor market statistics, economic base statistics, new businesses desired, strength and weaknesses for economic development, analysis of business and industry parks, and environmentally contaminated sites. This information provides a basis for creating goals, objectives, policies, maps, and actions to guide the future economic development activities in Jackson County.

According to the *Public Opinion Survey*, 72% of respondents “Agreed” or “Strongly Agreed” that Jackson County should allocate funding to recruit new industries and/or commercial businesses.

5.6.1 Economic Development Existing Conditions

Labor Market

Table 5.22: Employment Status of Civilians 16 Years or Older

Employment Status, Civilians 16 Years or Older	Jackson County	Wisconsin
In Labor Force (1990)	7,898	2,598,898
Unemployment Rate	7.7%	4.3%
In Labor Force (2000)	9,710	2,996,091
Unemployment Rate	5.4%	3.4%
In Labor Force (Sept. 2008)	9,999	3,086,900
Unemployment Rate	4.6%	4.4%

Source: US Census and WI Department of Workforce Development

Table 5.22 details the employment status of workers in Jackson County as compared to the State. At the time of the 1990 U.S. Decennial Census unemployment for the County was higher than that for the State. By year 2000, the County unemployment rate decreased to 5.4%, but was still higher than the State rate.

Table 5.23: Class of Worker

Class of Worker	Jackson County	Wisconsin
Private Wage & Salary	69.0%	81.1%
Government Worker	18.2%	12.5%
Self-Employed	11.9%	6.1%
Unpaid Family Worker	0.9%	0.3%
Total	100.0%	100.0%

Source: US Census

Table 5.23 indicates the percentage of workers by class for the County and the State, in year 2000. The County has a higher percentage of self-employed residents than the State. The County also has fewer Private Wage and Salary workers than the State.

Table 5.24 and Figure 5.27 describe the workforce by occupation within the County and State in year 2000. Occupation refers to the type of job a person holds, regardless of the industry type. The highest percentage of occupations of employed County residents is in the Management, Professional and Related category. This category also ranks highly for Jackson County.

Table 5.24: Employment by Occupation

Employment by Occupation, Civilians 16 Years & Older	Jackson County Number	Jackson County Percent	Wisconsin Number	Wisconsin Percent
Prod, Trans & Mat. Moving	1,783	20.1%	540,930	19.8%
Const, Extraction & Maint.	962	10.8%	237,086	8.7%
Farm, Fishing & Forestry	351	4.0%	25,725	0.9%
Sales & Office	1,888	21.3%	690,360	25.2%
Services	1,716	19.3%	383,619	14.0%
Mgmt, Prof & Related	2,181	24.6%	857,205	31.3%
Total	8,881	100%	2,734,925	100%

Source: US Census

Figure 5.27: Employment by Occupation

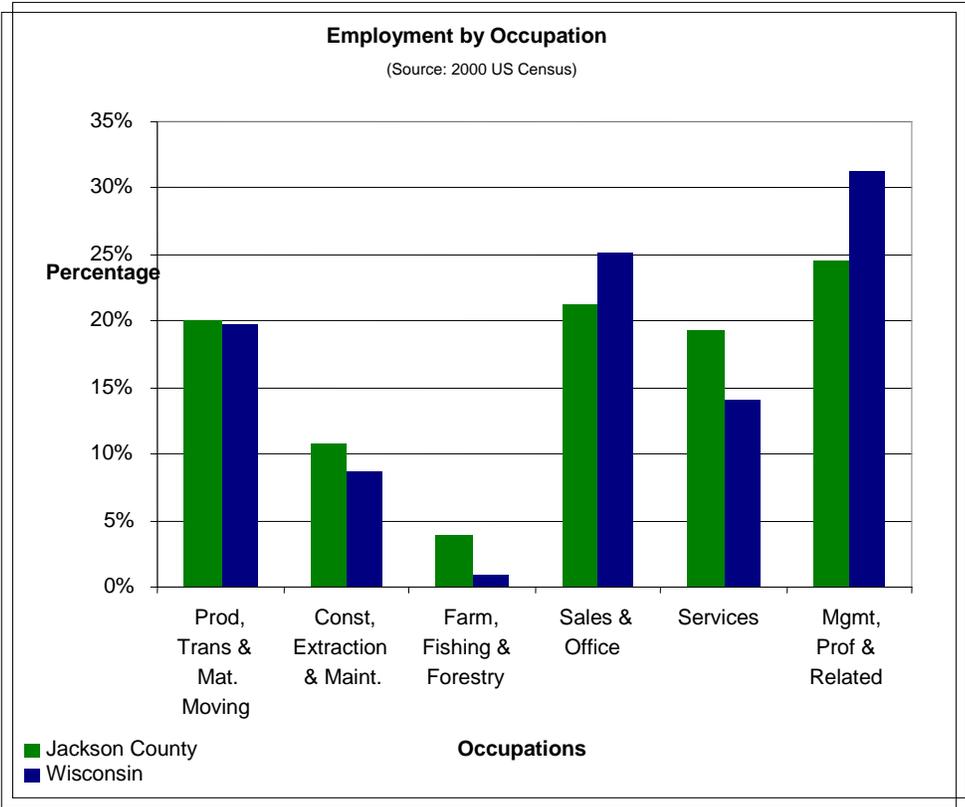


Table 5.25 and Figure 5.28 show the earnings for workers within the County and State, in years 1989 and 1999. Earning figures are reported in three forms: per capita income (total income divided by total population), median family income (based on units of occupancy with at least two related individuals), and median household income (based on every unit of occupancy with one or more individuals). For all three-income indicators, the County ranks lower than the average for the State. Percent growth for all three-income indicators between 1989 and 1999 was greater than that of the State as a whole.

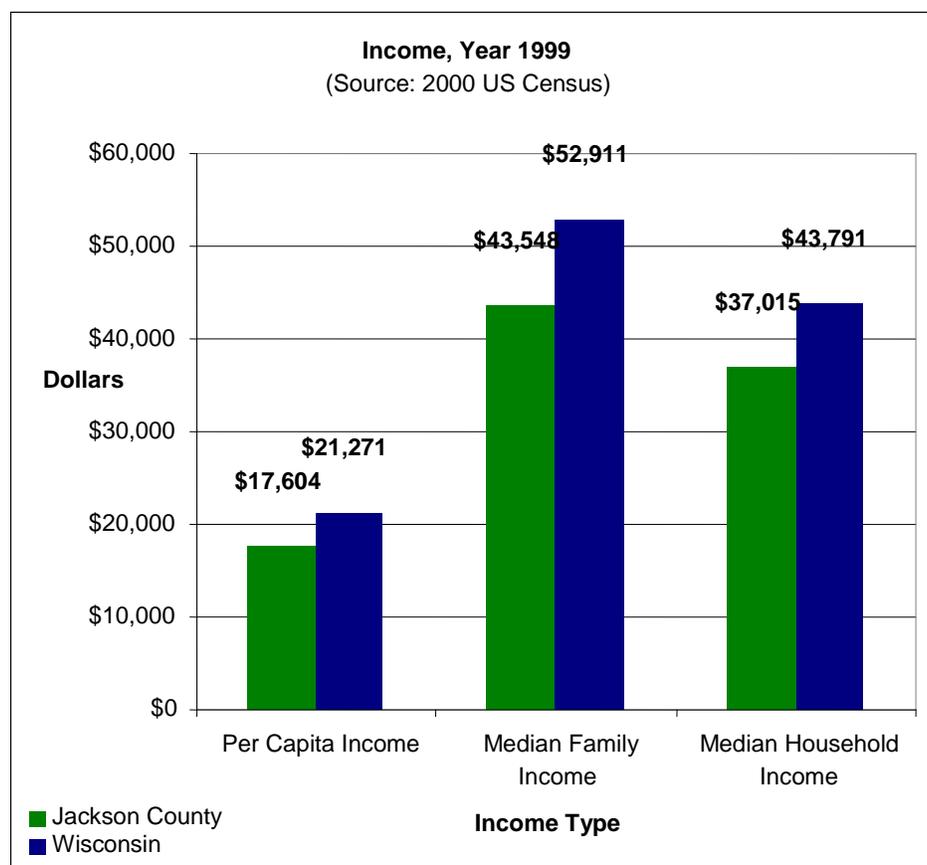
The percentage of individuals living below poverty status in Jackson County is higher than that of the State. However between 1989 and 1999, it decreased by 5.1%.

Table 5.25: Income

Income	Jackson County 1989	Jackson County 1999	Percent Change 89-99	Wisconsin 1989	Wisconsin 1999	Percent Change 89-99
Per Capita Income	\$10,173	\$17,604	73.0%	\$13,276	\$21,271	60.2%
Median Family Income	\$26,026	\$43,548	67.3%	\$35,082	\$52,911	50.8%
Median Household Income	\$21,409	\$37,015	72.9%	\$29,442	\$43,791	48.7%
Individuals Below Poverty	14.7%	9.6%	-5.1%	10.4%	8.7%	-1.7%

Source: US Census

Figure 5.28: Income, Year 1999



1. The Census Bureau uses a set of money income thresholds that vary by family size and composition to detect who is poor. If the total income for a family or unrelated individual falls below the relevant poverty threshold, then the family or unrelated individual is classified as being "below the poverty level."

Table 5.26 details the educational attainment of the County, and State for residents 25 years and older according to the 1990 and 2000 U.S. Census. In year 2000, 79% of Jackson County residents had at least a high school diploma. This figure is slightly lower than that for the State (85%). Approximately 11.3% of County residents have bachelors or a graduate/professional degree, which is below the State (22.5%).

Table 5.26: Educational Attainment Person 25 Years and Over

Educational Attainment Person 25 Years and Over	Jackson County 1990	Jackson County 2000	Wisconsin 1990	Wisconsin 2000
Less than 9th Grade	16.4%	7.1%	9.5%	5.4%
9th to 12th No Diploma	14.8%	13.9%	11.9%	9.6%
HS Grad	42.0%	41.7%	37.1%	34.6%
Some College	11.5%	18.7%	16.7%	20.6%
Associate Degree	6.6%	7.3%	7.1%	7.5%
Bachelor's Degree	6.3%	8.0%	12.1%	15.3%
Graduate/Prof. Degree	2.4%	3.3%	5.6%	7.2%
Percent High School Grad or Higher	68.8%	79.0%	78.6%	85.2%

Source: US Census

Economic Base

Table 5.27 lists the top 25 employers in Jackson County as reported by the Wisconsin Department of Workforce Development (WDWD), in year 2005. The Ho-Chunk Nation is the largest employer for Jackson County. The County Steering Committee noted that Marathon Electric and Marquette Constructors, LLC are not employers in the County and must simply be an error in WDWD data.

Table 5.27: Top 25 Employers in Jackson County

Rank	Employer	Industry Type	Number of Employees
1	Ho-Chunk Nation	American Indian and Alaska Native Tribal Government	500-999
2	Millis Transfers Inc	General Freight Trucking	500-999
3	Lunda Construction Co.	Highway, Street, and Bridge Construction	250-499
4	Black River Falls Public School	Elementary and Secondary Schools	250-499
5	Black River Memorial Hospital	General Medical and Surgical Hospitals	250-499
6	Jackson Correctional Institute	Correctional Institutions	250-499
7	Wal-mart	Discount Department Stores	250-499
8	Marathon Electric	Motor and Generator Manufacturing	250-499
9	County of Jackson	Executive and Legislative Offices	100-249
10	Fleet Guard, Inc.	Misc. General Purpose Machinery Mfg	100-249
11	Flying J., Inc.	Gasoline Stations with Convenience Stores	100-249
12	D&S Manufacturing Co, Inc.	Misc. Fabricated Metal Product Manufacturing	100-249
13	School District - Alma Center, Humbird, Merrillan	Elementary and Secondary Schools	100-249
14	Krohn Clinic Ltd.	Offices of Physicians	100-249
15	Melrose-Mindoro Public School	Elementary and Secondary Schools	100-249
16	Marquette Constructors LLC	Highway, Street, and Bridge Construction	100-249
17	Pine View Healthcare LLC	Nursing Care Facilities	50-99
18	Badger Mining Corp.	Industrial Sand Mining	50-99
19	Health Care Center	Nursing Care Facilities	50-99
20	City of Black River Falls	Executive and Legislative Offices	50-99
21	Countryside Hides, Inc.	Other Farm Product Raw Material Merchant Wholesale	50-99
22	McDonalds	Limited-Service Restaurant	50-99
23	Co-op Credit Union	Credit Union	50-99
24	Burnstads	Supermarkets and other grocery (except convenience) stores	50-99
25	Department of Natural Resources	Administration of Conservation Programs	50-99

Source: WI Department of Workforce Development, Jackson County

Table 5.28 and Figure 5.29 describe the workforce by industry within the County and State in year 2000. Whereas occupations refer to what job a person holds, industry refers to the type of work performed by a workers employer. Therefore, an industry usually employs workers of varying occupations. (i.e. a “wholesale trade” industry may have employees whose occupations include “management” and “sales”)

Historically, Wisconsin has had a high concentration of industries in agricultural and manufacturing sectors of the economy. Manufacturing has remained a leading employment sector compared to other industries within the State; however, State and National economic changes have led to a decrease in total manufacturing employment. It is expected that this trend will continue while employment in service, information, and health care industries will increase.

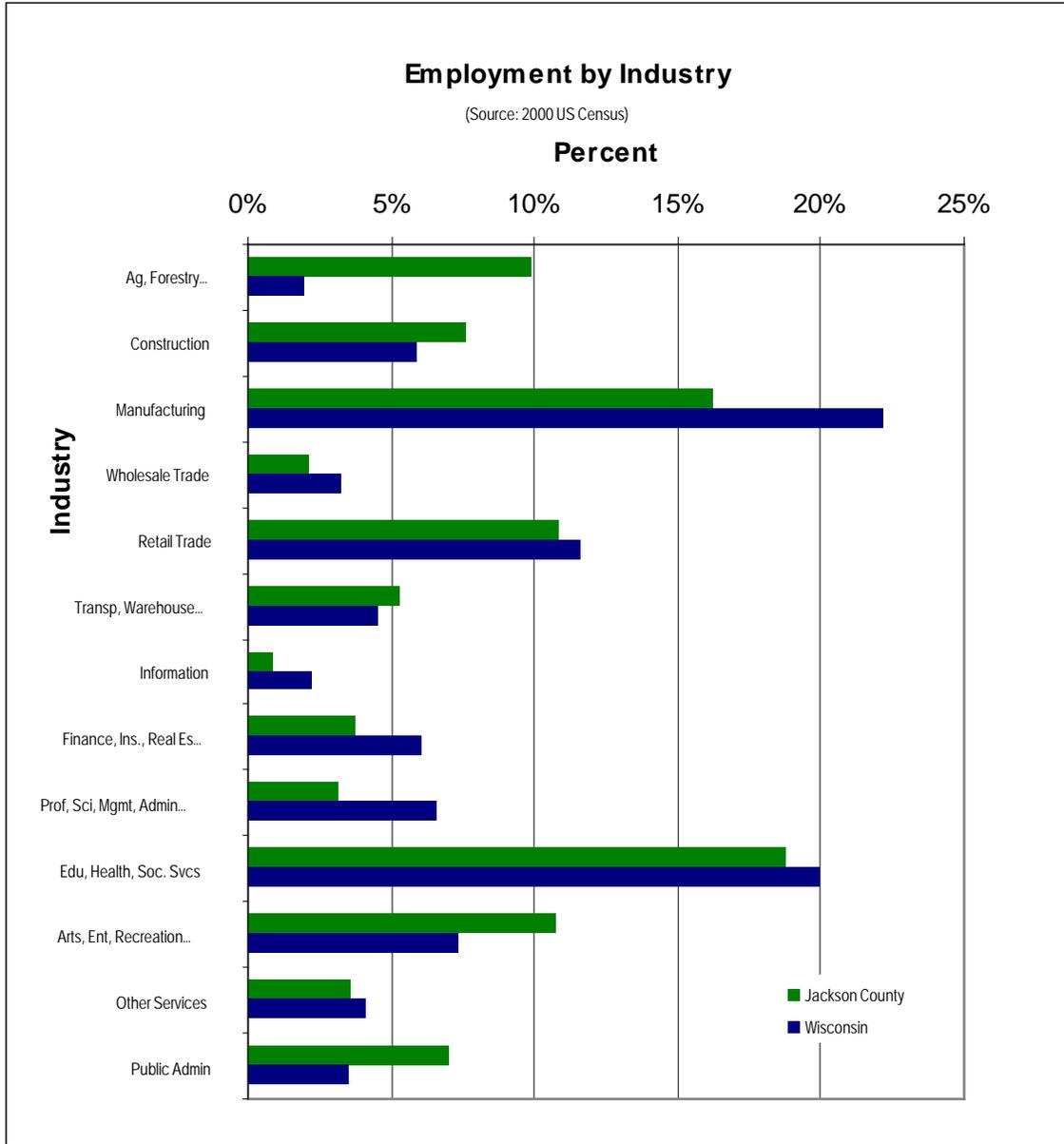
The highest percentage of employment by industry for Jackson County residents is in the Educational, Health, and Social Services category. This category is also the highest industry of employment for the State. The highest percentage of employment for Jackson County is the Educational, Health and Social Services Industry while the highest percentage for the State is in the Manufacturing category.

Table 5.28: Employment by Industry

Employment by Industry, Civilians 16 Years & Older	Jackson County Number	Jackson County Percent	Wisconsin Number	Wisconsin Percent
Ag, Forestry, Fishing, Hunting & Mining	882	9.9%	75,418	2.0%
Construction	673	7.6%	161,625	5.9%
Manufacturing	1,438	16.2%	606,845	22.2%
Wholesale Trade	193	2.2%	87,979	3.2%
Retail Trade	962	10.8%	317,881	11.6%
Transp, Warehousing & Utilities	472	5.3%	123,657	4.5%
Information	79	0.9%	60,142	2.2%
Finance, Insurance, Real Estate, Rental & Leasing	335	3.8%	168,060	6.1%
Prof, Scientific, Mgmt, Administrative & Waste Mgmt	280	3.2%	179,503	6.6%
Educational, Health & Social Services	1,667	18.8%	548,111	20.0%
Arts, Entertainment, Recreation, Accommodation & Food Services	955	10.8%	198,528	7.3%
Other Services	321	3.6%	111,028	4.1%
Public Administration	624	7.0%	96,148	3.5%
Total	8,881	100%	2,734,925	100%

Source: US Census

Figure 5.29: Employment by Industry



Within each industry, the Wisconsin Department of Workforce Development collects statistics on the average wage of employees at the County and State levels. Table 5.29 details average employee wages for industries. In Jackson County, employees working in the Construction industry earn the highest average annual wage. As expected, employees working in Leisure and Hospitality earn the lowest average wage, partly because many of these are part-time employees, and many receive tips, which are unaccounted for. The average wage per industry in all categories—with the exception of Natural Resources and Mining and Construction—is lower for Jackson County workers compared to State averages for the same industries.

Table 5.29: Wage by Industry

NAICS Code	Industries	Jackson County Average Annual Wage 2007	Wisconsin Average Annual Wage 2007	Jackson County as a Percentage of Wisconsin
21, 1133	Natural Resources & Mining	\$43,138	\$29,235	147.6%
23	Construction	\$59,804	\$47,489	125.9%
31-33	Manufacturing	\$37,954	\$47,106	80.6%
42, 44, 48, 22	Trade, Transportation, Utilities	\$28,502	\$32,762	87.0%
51	Information	\$19,589	\$48,483	40.4%
52-53	Financial Activities	\$27,794	\$50,749	54.8%
54-56	Professional & Business Services	\$31,827	\$44,328	71.8%
61-62	Educational & Health Services	\$30,944	\$39,606	78.1%
71-72	Leisure & Hospitality	\$8,844	\$13,589	65.1%
81	Other Services	\$13,449	\$22,073	60.9%
92	Public Administration	\$30,731	\$39,879	77.1%
99	Unclassified	Not available	\$45,573	Not available
	All Industries	\$32,203	\$38,070	84.6%

Source: WI Department of Workforce Development

5.6.2 Analysis of Tourism

Tourism is one of Wisconsin's biggest and fastest growing industries. In 2007, Jackson County ranked 46th among Wisconsin counties for traveler spending. It is estimated that travelers spent nearly \$70 million in Jackson County in year 2007, an increase of 216% since 1994. However, total traveler spending has been declining per year since the year 2000 high of \$84 million. These expenditures contribute approximately \$20 million in employee wages; support 1,291 full time equivalent jobs; and amounted to an estimated \$2 million in local revenues (property taxes, sales tax, lodging taxes, etc).

5.6.3 Analysis of Business and Industry Parks

Approximately 50% of the acreage of industrial parks across the County is vacant according to the Mississippi River RPC website. There does not appear to be a need for more industrial parks in the area at this time.

Table 5.30: Jackson County Business and Industry Parks

Community	Name of Site	Total Acres	Acres Sold	Acres for Sale	Zoning
City of Black River Falls	BRF Industrial Park	120	70	50	Industrial
City of Black River Falls	Andrews Rd. Business Park	50	0	50	Light Industrial
City of Black River Falls	1-94 Business Park	20	6	14	Light Industrial
Village of Taylor	Taylor Industrial Park	46	26	5	Industrial

source: http://www.mrrpc.com/Bldg_Sites/Industrial_Parks_2006.pdf

5.6.4 Environmentally Contaminated Sites

The Bureau of Remediation and Redevelopment within the Wisconsin Department of Natural Resources oversees the investigation and cleanup of environmental contamination and the redevelopment of contaminated properties. The Remediation and Redevelopment Tracking System (BRRTS) provides access to information on incidents ("Activities") that contaminated soil or groundwater. These activities include spills, leaks, other cleanups and sites where no action was

needed. Table 5.31 provides BRRTS data for sites that are still “Open” within the Plan Area. Open sites are those in need of clean up or where clean up is underway. The BRRTS also maintains a list of sites which were contaminated at one point but have since been cleaned up. Contact the Bureau for more information on these sites.

Table 5.31: BRRTS Sites

DNR Activity Number	Activity Type	Site Name	Address	Status
427548707	SPILL	Joseph Taylor residence	W15728 STH 121 Northfield	Open
427545121	SPILL		300 E. Main St. Alma Center	Open
227000270	ERP	Hale Salvage Yard	Hwy 71 Melrose	Open
227000428	ERP	Home oil bulk tanks	213 Winnebago Ave, Black River Falls	Open
227129542	ERP	Buttke Oil Co.	STH 95 and Old Hwy 95, Alma Center	Open
227229242	ERP	M&E Development Center	745 N. Elm St. Black River Falls	Open
227275762	ERP	Farmers Coop Oil Co. Bulk Plt	151920 Depot St. Hixton	Open
227543038	ERP	Superior Asphalt Plt	HWY 12/27 & Garage Rd. Merrilan	Open
227546657	ERP	Hwy 54 Towing and Repair, LLC	N5999 Hwy 54 Black River Falls	Open
227548671	ERP	Black River Recycling	W9945 W. Castle Mound Rd., Black River Falls	Open
327000088	LUST	Thompson Motors	38 Washington St. Merrilan	Open
327000352	LUST	Country Stop & Shop	N2729 CTH 0, Knapp	Open
327000811	LUST	Hunters Corner Store	Hwy 95 & Sechlerville Rd., Hixton	Open
327001091	LUST	Hixton Self Serv	STH 95, Hixton	Open
327001185	LUST	Jenson Oil Property	Hixton	Open
327001441	LUST	Tenners Melrose Mobile	300 N. Washington, Melrose	Open
327001459	LUST	Dave's Gas Station (former)	Hwy 12, Merrilan	Open
327100908	LUST	Cenex Convenience Store	Hwy 121, Northfield	Open
327100917	LUST	Anderson Duffy Property (former)	Hwy 121, Northfield	Open
327109653	LUST	Village Gas and Service	105 Main St., Alma Center	Open
327191144	LUST	Staff's Corner Store	W16211 STH 95 Taylor	Open
327203673	LUST	Maisonet Residence Former Gosch's Shell	305 Hammond St., Merrilan	Open
327278452	LUST	GTE Property (former)	43 N. First St., Black River Falls	Open
327540266	LUST	Waughtal North Property	USH 12 Black River Falls	Open
327545104	LUST	Farmer's Coop Oil Co/Cheese Hut	141 Interstate Rd. Hixton	Open
327548407	LUST	Federation Cooperative	108 N. Water St., Black River Falls	Open

Abandoned Container (AC), an abandoned container with potentially hazardous contents has been inspected and recovered. No known discharge to the environment has occurred. *Leaking Underground Storage Tank (LUST)*, a LUST site has contaminated soil and/or groundwater with petroleum, which includes toxic and cancer causing substances. *Environmental Repair (ERP)*, ERP sites are sites other than LUSTs that have contaminated soil and/or groundwater. *Spills*, a discharge of a hazardous substance that may adversely impact, or threaten to impact public health, welfare or the environment. Spills are usually cleaned up quickly. *General Property Information (GP)*, this activity type consists of records of various milestones related to liability exemptions, liability clarifications, and cleanup agreements that have been approved by NDR to clarify the legal status of the property. *Liability Exemption (VPLE)*, VPLEs are an elective process in which a property conducts an environmental investigation and cleanup of an entire property and then receives limits on future liability for that contamination under s. 292.15. *No Action Required by RR Program (NAR)*, There was, or may have been, a discharge to the environment and, based on the known information, DNR has determined that the responsible party does not need to undertake an investigation or cleanup in response to that discharge.

5.6.5 Employment Projections

The Wisconsin Department of Workforce Development collects data and projects occupation and industry growth for the State. Table 5.32 identifies which occupations are expected to experience the most growth over a ten-year period from year 2006 to 2016. According to the DWD, the fastest growing occupation is Network Systems and Data Communications Analysts. The DWD also projects substantive growth in many health-care related occupations.

Table 5.32: Fastest Growing Occupations 2006-2016

According to the *Public Opinion Survey*, 46% of respondents identified “Promote business and create jobs” as one of the three most important issues facing Jackson County in the coming years.

SOC Code	Occupational Title	WI Employment 2006	WI Employment 2016	Percent Change 2006-2016	2005 Average Annual Salary
15-1081	Network Systems and Data Communications Analysts	5,150	7,390	43.5%	\$61,337
31-1011	Home Health Aides	16,550	23,310	40.8%	\$21,134
39-9021	Personal and Home Care Aides	22,030	30,540	38.6%	\$20,218
15-1031	Computer Software Engineers, Applications	8,830	12,170	37.8%	\$72,228
31-9092	Medical Assistants	7,120	9,720	36.5%	\$28,946
29-1071	Physician Assistants	1,110	1,480	33.3%	\$80,142
29-1124	Radiation Therapists	490	650	32.7%	\$74,251
13-2052	Personal Financial Advisors	3,170	4,190	32.2%	\$71,029
29-2021	Dental Hygienists	4,170	5,470	31.2%	\$56,961
31-9091	Dental Assistants	5,340	6,960	30.3%	\$30,155
21-1011	Substance Abuse and Behavioral Disorder Counselors	1,550	2,020	30.3%	\$31,410
31-2021	Physical Therapist Assistants	1,270	1,650	29.9%	\$40,705
29-2055	Surgical Technologists	2,310	2,990	29.4%	n/a
39-5094	Skin Care Specialists	510	660	29.4%	\$42,432
31-2022	Physical Therapist Aides	1,240	1,600	29.0%	\$47,773
29-2031	Cardiovascular Technologists and Technicians	700	900	28.6%	\$24,827
21-1093	Social and Human Service Assistants	7,340	9,400	28.1%	\$32,271
29-2056	Veterinary Technologists and Technicians	1,510	1,930	27.8%	\$30,776
29-2052	Pharmacy Technicians	6,300	8,030	27.5%	\$27,067
29-1126	Respiratory Therapists	1,790	2,270	26.8%	\$50,946
15-1032	Computer Software Engineers, Systems Software	2,840	3,600	26.8%	\$77,048
13-2051	Financial Analysts	2,140	2,710	26.6%	\$67,310
29-1111	Registered Nurses	51,130	64,550	26.2%	\$59,981
29-1123	Physical Therapists	4,060	5,080	25.1%	\$67,816
21-1013	Marriage and Family Therapists	720	900	25.0%	\$44,929
39-2011	Animal Trainers	730	910	24.7%	\$26,590
49-9062	Medical Equipment Repairers	690	860	24.6%	\$46,212
29-1131	Veterinarians	1,750	2,170	24.0%	\$77,803
21-1014	Mental Health Counselors	1,650	2,040	23.6%	\$41,324
21-1023	Mental Health and Substance Abuse Social Workers	2,230	2,740	22.9%	\$49,021

Source: WI Department of Workforce Development

Table 5.33 identifies which industries are expected to experience the most growth over a ten-year period from year 2006 to 2016. According to the DWD, industries in Securities, Commodity Contracts and Other Financial Investments are expected to have the highest growth rate. Since the DWD does not collect data on employment projections for Jackson County, it is assumed that local trends will be consistent with statewide projections. It is important to note that unanticipated events, such as the economic situation facing the state and the rest of the country, may affect the accuracy of these projections.

Table 5.33: Fastest Growing Industries 2006-2016

NAICS Code	Industries	WI Employment 2006	WI Employment 2016	Percent Change 2006-2016
523	Securities, Commodity Contracts, and Other Financial Investments and Related Activities	9,500	13,120	38.1%
624	Social Assistance	65,800	86,210	31.0%
621	Ambulatory Health Care Services	104,150	133,990	28.7%
493	Warehousing and Storage	12,230	15,260	24.8%
488	Support Activities for Transportation	5,250	6,370	21.3%
518	Internet Service Providers, Web Search Portals, and Data Processing Services	8,040	9,750	21.3%
562	Waste Management and Remediation Services	5,370	6,500	21.0%
561	Administrative and Support Services	127,480	151,570	18.9%
622	Hospitals, Including State and Local Government	113,010	133,960	18.5%
533	Lessors of Nonfinancial Intangible Assets (except Copyrighted Works)	550	650	18.2%
541	Professional, Scientific, and Technical Services	95,810	113,080	18.0%
712	Museums, Historical Sites, and Similar Institutions	1,720	2,020	17.4%
623	Nursing and Residential Care Facilities	69,400	79,630	14.7%
485	Transit and Ground Passenger Transport	13,580	15,560	14.6%
327	Nonmetallic Mineral Product Manufacturing	11,520	13,020	13.0%
551	Management of Companies and Enterprises	41,510	46,800	12.7%
713	Amusement, Gambling, and Recreation Industries	26,060	29,360	12.7%
531	Real Estate	19,000	21,400	12.6%
813	Religious, Grantmaking, Civic, Professional, and Similar Organizations	87,800	98,700	12.4%
236	Construction of Buildings	30,980	34,710	12.0%
721	Accommodation	31,510	35,210	11.7%
425	Wholesale Electronic Markets and Agents and Brokers	6,570	7,340	11.7%
722	Food Services and Drinking Places	192,060	214,060	11.5%
484	Truck Transportation	49,550	55,050	11.1%
524	Insurance Carriers and Related Activities	67,700	75,180	11.0%
423	Merchant Wholesalers, Durable Goods	68,220	74,850	9.7%
238	Specialty Trade Contractors	81,470	89,380	9.7%
811	Repair and Maintenance	21,700	23,690	9.2%
522	Credit Intermediation and Related Activities	54,770	59,650	8.9%
323	Printing and Related Support Activities	33,390	33,120	-0.8%

Source: WI Department of Workforce Development

5.7 INTERGOVERNMENTAL COOPERATION

With over 2,500 units of government and special purpose districts, Wisconsin ranks 13th nationwide in total number of governmental units and 3rd nationwide in governmental units per capita. (Source: *WIDOA Intergovernmental Cooperation Guide*). While this many government units provide more local representation, it does stress the need for greater intergovernmental cooperation. This element provides a baseline assessment of the Jackson County intergovernmental relationships and contains information required under SS66.1001, such as: existing and potential areas of cooperation, and existing and potential areas of intergovernmental conflict. This information provides a basis for creating goals, objectives, policies, maps, and actions to guide the future intergovernmental cooperation activities in Jackson County.

5.7.1 Advantages and Disadvantages of Intergovernmental Cooperation

Intergovernmental cooperation has many advantages associated with it including the following:

Efficiency and reduction of costs: Cooperating on the provision of services can potentially mean lower costs per unit or person. Although these are by no means the only reasons, efficiency and reduced costs are the most common reasons governments seek to cooperate.

Limited government restructuring: Cooperating with neighboring governments often avoids the time-consuming, costly, and politically sensitive issues of government restructuring. For example, if a city and town can cooperate, the town may avoid annexation of its land and the city may avoid incorporation efforts on the part of the town, which may hinder the city's development. Cooperation also helps avoid the creation of special districts that take power and resources away from existing governments.

Coordination and planning: Through cooperation, governments can develop policies for the area and work on common problems. Such coordination helps communities minimize conflicts when levels of services and enforcement are different among neighboring communities. For example, shared water, sewage, and waste management policies can help avoid the situation in which one area's environment is contaminated by a neighboring jurisdiction with lax standards or limited services. Cooperation can also lead to joint planning for future services and the resources needed to provide them.

Expanded services: Cooperation may provide a local unit of government with services it would otherwise be without. Cooperation can make those services financially and logistically possible.

Intergovernmental cooperation also has drawbacks, which may include the following:

Reaching and maintaining an agreement: In general, reaching a consensus in cases in which politics and community sentiments differ can be difficult. For example, all parties may agree that police protection is necessary. However, they may disagree widely on how much protection is needed. An agreement may fall apart if one jurisdiction wants infrequent patrolling and the other wants an active and visible police force.

Unequal partners: If one party to an agreement is more powerful, it may influence the agreement's conditions. With service agreements, the more powerful party, or the party providing the service, may have little to lose if the agreement breaks down, it may already service itself at a reasonable rate. The weaker participants may not have other options and are open to possible exploitation.

Local self-preservation and control: Some jurisdictions may feel their identity and independence will be threatened by intergovernmental cooperation. The pride of residents and officials may be bruised if, after decades of providing their own police or fire protection, they must contract with a neighboring jurisdiction (and possible old rival) for the service. In addition, and possibly more importantly, a jurisdiction may lose some control over what takes place within their boundaries. Moreover, although government officials may lose control, they are still held responsible for the delivery of services to their electorates.

5.7.2 Existing and Potential Areas of Cooperation

Table 5.34 lists the Jackson County existing and potential areas of cooperation as identified by the Jackson County Comprehensive Plan Steering Committee.

Table 5.34: Existing Areas of Cooperation

Existing areas of cooperation with other local units of government.	
Local Unit of Government	Existing Cooperation Efforts
Villages/Cities	EMS, Recycling, Mutual Aid Fire, Comprehensive Planning, Zoning, Road Maintenance, Hazard Mitigation
Towns	EMS, Recycling, Mutual Aid Fire, Comprehensive Planning, Zoning, Road Maintenance, Hazard Mitigation
Neighboring Counties	Recycling, Road Maintenance, Recreational Agreements, Hazard Mitigation
School Districts	EMS, Recycling, Mutual Aid Fire, Comprehensive Planning
Mississippi RPC	General Planning
State of Wisconsin	Road Maintenance, Recreational Agreements, Comprehensive Planning, Sanitary
Fort McCoy	Boundary Agreements
Ho Chunk Nation	Road Maintenance, Law Enforcement, Fire, Sanitary
Potential areas of cooperation with other local units of government.	
Local Unit of Government	Potential Cooperation Efforts
All neighboring towns	Road maintenance: resurfacing for those roads that ingress/egress between towns

The Intergovernmental Cooperation Element Guide published by the Wisconsin Department of Administration provides several ideas for cooperation including the following listed below.

Voluntary Assistance: Your community, or another, could voluntarily agree to provide a service to your neighbors because doing so makes economic sense and improves service levels.

Trading Services: Your community and another could agree to exchange services. You could exchange the use of different pieces of equipment, equipment for labor, or labor for labor.

Renting Equipment: Your community could rent equipment to, or from, neighboring communities and other governmental units. Renting equipment can make sense for both communities – the community renting gets the use of equipment without having to buy it, and the community renting out the equipment earns income from the equipment rather than having it sit idle.

Contracting: Your community could contract with another community or jurisdiction to provide a service. For example, you could contract with an adjacent town or village to provide police and fire protection, or you could contract with the county for a service in addition to that already routinely provided by the county sheriff's department.

Routine County Services: Some services are already paid for through taxes and fees. Examples are police protection services from the county sheriff's department, county zoning, county public health services, and county parks. Your Intergovernmental Cooperation Element could identify areas where improvements are needed and could recommend ways to cooperatively address them.

Sharing Municipal Staff: Your community could share staff with neighboring communities and other jurisdictions – both municipal employees and independently contracted professionals. You could share a building inspector, assessor, planner, engineer, zoning administrator, clerk, etc.

Consolidating Services: Your community could agree with one or more other communities or governmental units to provide a service together. Consolidation could also include the process of joining the Town and Village to form one jurisdiction.

Joint Use of a Facility: Your community could use a public facility along with other jurisdictions. The facility could be jointly owned or one jurisdiction could rent space from another.

Special Purpose Districts: Special purpose districts are created to provide a particular service, unlike municipalities that provide many different types of services. Like municipalities, special purpose districts are separate and legally independent entities.

Joint Purchase and Ownership of Equipment: Your community could agree with other jurisdictions to jointly purchase and own equipment such as pothole patching machines, mowers, rollers, snowplows, street sweepers, etc.

Cooperative Purchasing: Cooperative purchasing, or procurement, is where jurisdictions purchase supplies and equipment together to gain more favorable prices.

Annexation: Annexation is the process of transferring parcels of land from unincorporated areas to adjacent cities or villages. Cities and villages cannot annex property without the consent of landowners as required by the following petition procedures:

- ❖ Unanimous Approval – A petition is signed by all of the electors residing in the territory and the owners of all of the real property included within the petition.

- ❖ Notice of Intent to Circulate Petition (Direct Petition for Annexation) – The petition must be signed by a majority of electors in the territory and the owners of half of the real property either in value or in land area. If no electors reside in the territory, then only the landowners need sign the petition.
- ❖ Annexation by Referendum – A petition requesting a referendum election on the question of annexation may be filed with the city or village when signed by at least 20 percent of the electors in the territory.

More detailed information on annexation can be obtained from Wisconsin State Statute Sections 66.0217-66.0223.

Detachment: Detachment is the process by which territory is detached from one jurisdiction and transferred to another. Essentially detachment is the opposite of annexation. More detailed information on detachment can be obtained from Wisconsin State Statute Sections 66.0227 and 62.075.

Incorporation: Incorporation is the process of creating a new village or city from unincorporated territory. More detailed information on incorporation can be obtained from Wisconsin State Statute Sections 66.0201-66.0215.

Consolidation

Consolidation is the process by which a town, City, or Village joins together with another town, City, or Village to form one jurisdiction. More detailed information on incorporation can be obtained from Wisconsin State Statute Section 66.0229.

Extraterritorial Planning

Cities and villages have the right to include land within their extraterritorial jurisdiction (ETJ), the area within 1 ½ mile to 3 miles (based on municipal class) of the municipal boundaries, in their planning documents. The inclusion of this land within planning documents allows for greater transparency and coordination with neighboring municipalities.

Extraterritorial Zoning

Extraterritorial Zoning allows a first, second or third class city to adopt zoning in town territory 3 miles beyond a city's corporate limits. A fourth class city or village may adopt zoning 1.5 miles beyond its corporate limits. Under extraterritorial zoning authority a city or village may enact an interim-zoning ordinance that freezes existing zoning (or if there is no zoning, existing uses). A joint extraterritorial zoning committee is established to develop a plan and regulations for the area. The joint committee is comprised of three members from the affected town and three members from the village or city. Zoning requests within the area must be approved by a majority of the committee. More detailed information can be obtained from Wisconsin State Statute Section 66.23.

Extraterritorial Subdivision “Plat” Review

Extraterritorial subdivision review allows a city or village to exercise its extraterritorial plat review authority in the same geographic area as defined within the extraterritorial zoning statute. However, whereas extraterritorial zoning requires town approval of the zoning ordinance, extraterritorial plat approval applies automatically if the city or village adopts a subdivision ordinance or official map. The town does not approve the subdivision ordinance for the village or city. The city or village may waive its extraterritorial plat approval authority if it does not wish to use it. More detailed information can be obtained from Wisconsin State Statute Section 236.10.

Intergovernmental Agreements

Intergovernmental Agreements can be proactive or reactive. There are three types of intergovernmental agreements that can be formed including general agreements, cooperative boundary agreements, and stipulations and orders.

1. General Agreements – This is the type of intergovernmental agreement that is most commonly used for services. These agreements grant municipalities with authority to cooperate on a very broad range of subjects. Specifically, Wis. Stats 66.0301 authorizes municipalities to cooperate together for the receipt of furnishing of services or the joint exercise of any power or duty required or authorized by law. The only limitation is that municipalities with varying powers can only act with respect to the limit of their powers. This means that a general agreement cannot confer upon your community more powers than it already has.
2. Cooperative Boundary Agreements – This type of agreement is proactive and is used to resolve boundary conflicts. Cooperative boundary plans or agreements involve decisions regarding the maintenance or change of municipal boundaries for a period of 10 years or more. The cooperative agreement must include a plan for the physical development of the territory covered by the plan; a schedule for changes to the boundary; plans for the delivery of services; an evaluation of environmental features and a description of any adverse environmental consequences that may result from the implementation of the plan. It must also address the need for safe and affordable housing. Using a cooperative boundary agreement, a community could agree to exchange revenue for territory, revenue for services, or any number of other arrangements. More detailed information can be obtained from Wisconsin State Statute Section 66.0307.
3. Stipulations and Orders – This type of agreement is reactive because it is used for resolving boundary conflicts that are locked in a lawsuit. The statute provides the litigants a chance to settle their lawsuit by entering into a written stipulation and order, subject to approval by a judge. Using a stipulation and order, a community could agree to exchange revenue for territory in resolving their boundary conflict. Stipulations and orders are subject to a binding referendum. More detailed information can be obtained from Wisconsin State Statute Section 66.0225.

(Source: WIDOA Intergovernmental Cooperation Element Guide)

5.7.3 Analysis of Intergovernmental Relationships

Table 5.35 provides a brief description of the quality of Jackson County’s relationships to other units of government according to the Steering Committee.

Table 5.35: Analysis of Intergovernmental Relationships

Local Unit of Government	Satisfactory (5), Neutral (3), or Unsatisfactory (1)	Comments
Adjacent Counties	5	None
Towns within the Jackson County	5	None
Municipalities within the Jackson County	5	None
School Districts serving Jackson County	5	None
Ho Chunk Nation	5	None
Fort McCoy	5	None
State of Wisconsin Departments (e.g. WisDOT, DNR, DOA, etc.)	5	None
Mississippi River Regional Planning Commission	5	None

5.7.4 Intergovernmental Conflicts and Potential Solutions

Table 5.36 provides a brief description of the existing and potential conflicts facing Jackson County, according to the Steering Committee.

Table 5.36 Intergovernmental Conflicts and Potential Solutions

Local Unit of Government	Existing and Potential Conflicts
Villages/City	There are some conflicting future land uses mapped within the extra-territorial jurisdictions between the Villages/City and the Towns. However, none of the differences are of major significance and are mentioned here as a note for future County implementation efforts.
Towns	Comprehensive plans in un-zoned towns - potential implementation issues
Neighboring Counties	
School Districts	\$25M school district referendum
Mississippi RPC	
State of Wisconsin	DNR overlapping of program jurisdictions - may get worse when service center closes
Fort McCoy	
Ho Chunk Nation	Renaming roads affects 911 services
Solutions appropriate to resolve these conflicts	
Assist those towns which are interested in adopting County zoning	

5.8 LAND USE

This element provides a baseline assessment of Jackson County land use and contains information required under 5566.1001, such as: existing land uses, existing and potential land use conflicts, natural limitations for building site development and land use trends. This information provides a basis for creating goals, objectives, policies, maps and actions to guide the future land use activities in Jackson County.

5.8.1 Existing Land Use and Housing Density

All the land in the Jackson County is categorized according to its primary use. Those categories are described in the following list and illustrated on Map 5, Existing Land Use.

Dwelling Unit: A building or a portion thereof designed exclusively for residential occupancy and containing provisions for living, sleeping, eating, cooking and sanitation for not more than one family.

- Agricultural – land used for the production of food or fiber.
- Farmstead – a residential structure associated with agricultural land and typically without urban services (public water or sewer).
- Single Family Residential – a structure that only contains one dwelling unit (as defined above).
- Duplex Residential – a structure that contains two dwelling units.
- Multi-Family Residential – a structure that contains more than two dwelling units.
- Mobile Home Park – a contiguous parcel developed for the placement of manufactured homes.
- Commercial/Office – a location where retail goods and/or services are sold or where office activities take place.
- Industrial – a property where goods and products are manufactured, produced, or stored.
- Quarry – a property where the extraction of metallic or nonmetallic minerals or materials takes place.
- Public/Institutional – properties owned and/or used by governmental bodies, non-governmental organizations, and community organizations. These can include the Town Hall, public works buildings, County, State, and Federal structures, schools, churches, and others.
- Park & Recreation – a property where recreation is the primary activity and where there is typically no commercial or residential use. The City, County, or State usually owns these properties.
- Woodland – land which is primarily forested and without structures.
- Wetlands - areas in which water is at, near, or above the land surface and which are characterized by both hydric soils and by the hydrophytic plants such as sedges, cattails, and other vegetation that grow in an aquatic or very wet environment.
- Open Space – land that is without structures and is neither forested nor used for agricultural purposes.
- Plat – land that has been platted for development but remains unused.

Table 5.37: Existing Land Use

Existing Land Use Plan Area	Acres	Percentage
Agricultural	125,736.9	19.6%
Farmstead	3,531.1	0.6%
Residential	8,533.2	1.3%
Commercial	1,031.6	0.2%
Institutional	824.0	0.1%
Open Space	106,272.9	16.6%
Pit Mining / Landfills	966.5	0.2%
Transportation	10,389.6	1.6%
Communication/Utilities	28.6	0.0%
Vacant - Platted	652.6	0.1%
Vacant	447.0	0.1%
Parks and Recreation	243.2	0.0%
Industrial	162.3	0.0%
Recreational Commercial	220.3	0.0%
Cranberry Bog	5,844.9	0.9%
Water	11,953.6	1.9%
Wooded Lands	349,347.4	54.6%
Forest Agriculture	13,995.3	2.2%
Total	640,181	100.0%

Table 5.37 approximates the existing land uses in the Jackson County as of year 2008 excluding land within incorporated municipalities. It is important to note that land use data for Jackson County is parcel based. Multiple adjacent parcels may be under a single owner, but land uses are generalized on a parcel-by-parcel basis. Most smaller water bodies (e.g., ponds and streams) are included with the land use of the adjacent larger parcel. Jackson County’s existing land use pattern is indicative of a generally rural county facing growth pressure in the Black River Falls area. The dominant land use within the County is wooded lands, comprising nearly 55% of the land area. Agriculture comprises over 19% of the area and open space accounts for more than 16% of the land area. Refer to the Existing Land Use Map in the Appendix.

Table 5.38 provides a summary of housing densities within Jackson County. Housing density is reported in both acres pre unit and units per acre. The overall housing density in Jackson County in year 2000 was 79.7 acres per unit. The Town of Bear Bluff has the lowest housing density with one unit for every 641 acres, while the City of Black River Falls has the highest housing density with one unit for every 1.6 acres. Excluding incorporated municipalities, the average housing density in Jackson County is one unit per 123 acres (.0081 units per acre).

Table 5.38: Housing Density, 2000

Community	Housing Density (acres/unit)	Housing Density (units/acre)	Community	Housing Density (acres/unit)	Housing Density (units/acre)
T. Adams	41.3	0.0242	T. Manchester	127.0	0.0079
T. Albion	63.5	0.0158	T. Melrose	104.7	0.0095
T. Alma	94.6	0.0106	T. Millston	473.3	0.0021
T. Bear Bluff	641.1	0.0016	T. North Bend	109.2	0.0092
T. Brockway	43.5	0.0230	T. Northfield	88.3	0.0113
T. City Point	555.5	0.0018	T. Springfield	102.0	0.0098
T. Cleveland	122.3	0.0082	V. Alma Center	3.0	0.3329
T. Curran	135.6	0.0074	V. Hixton	3.4	0.2912
T. Franklin	133.7	0.0075	V. Melrose	2.3	0.4322
T. Garden Valley	136.7	0.0073	V. Merrillean	2.9	0.3464
T. Garfield	110.8	0.0090	V. Taylor	2.0	0.5078
T. Hixton	89.1	0.0112	C. Black River Falls	1.6	0.6139
T. Irving	121.2	0.0083	Jackson County	79.7	0.0125
T. Knapp	348.7	0.0029	Jackson County*	122.8	0.0081
T. Komensky	314.4	0.0032			

Source: U.S. Census

*unincorporated areas only

5.8.2 Existing and Potential Land Use Conflicts

The following is a brief description of some of the key existing and potential land use conflicts expressed during the planning process. In addition, refer to Section 5.7.4 Intergovernmental Conflicts and Potential Solutions.

- Residential homes constructed on prime agriculture land
- Fragmentation of agricultural land
- Commercial uses in agricultural zoning districts
- Undomesticated animals
- Abandoned/dilapidated homes
- Lack of property and building maintenance
- Nonconforming uses in shoreland areas
- Regulating building permits/inspection of Amish structures
- Manufactured housing development issues
- Maintaining scenic viewsheds
- Improper signage and lighting
- Incompatible uses along community boundaries

5.8.3 Limitations for Building Site Development

All land does not hold the same development potential. Development should only take place in suitable areas, which is determined by a number of criteria, including:

- A community's comprehensive plan
- Compatibility with surrounding uses
- Special requirements of a proposed development
- Ability to provide utility and community services to the area
- Cultural resource constraints
- Ability to safely access the area
- Various physical constraints (soils, wetlands, floodplains, steep slopes, etc.)

The United States Soil Conservation Service (SCS), the predecessor agency to the United States Natural Resources Conservation Service (NRCS), completed a detailed operational soil survey of Jackson County. The findings of this survey are documented in the report entitled "Soil Survey of Jackson County, Wisconsin", recently updated in 2001 by the United States Department of Agriculture, Soil Conservation Service. The soil survey provided useful information regarding the suitability of the soils for various urban and rural land uses. Utilization of the soil survey involves determining the kinds and degrees of limitations that the soil properties are likely to impose on various uses and activities, and evaluating the appropriateness of a particular land use with respect to the soil limitations.

Topography is an important determinant of the land uses practicable in a given area. Lands with steep slopes (20 % or greater) are generally poorly suited for urban development and for most agricultural purposes and, therefore, should be maintained in natural cover for water quality protection, wildlife habitat, and erosion control purposes. Lands with less severe slopes (12%-20%) may be suitable for certain agricultural uses, such as pasture, and for certain urban uses, such as carefully designed low-density residential use, with appropriate erosion control measures. Lands that are gently sloping or nearly level are generally suitable for agricultural production or for urban uses.

Another important determinant of land suitability for development is the presence of water and an area’s susceptibility to flooding. Lands that are classified as wetlands, have a high water table, or are in designated floodplains are rarely suitable for rural or urban development.

The Development Limitations Map in Appendix F indicates those areas in Jackson County that are unfavorable for development due to steep slopes, wetlands, and floodplains.

5.8.4 Land Use Trends

Land Supply

In year 2008, there were 640,181 acres of land within the County, excluding municipal areas. It is anticipated that the land supply in the County will only decrease over time due to potential annexation by municipalities. Table 5.39 indicates that almost 38% of the land within the County has some sort of development limitation either due to water, wetlands, floodplains, or steep slopes. There are approximately 371,591 acres of developable land within the County. Caution should be given, as this number does not include other factors that determine land suitability for development such as transportation access or utility access, and zoning regulations.

Table 5.39: Land Supply, Plan Area

Land Use Categories	Acres	Percentage
Developed	25,930	4.1%
Development Limitations	242,660	37.9%
Developable	371,591	58.0%
Total	640,181	100.0%

Source: MSA GIS, Jackson County

Developed lands include all intensive land uses (residential, commercial, industrial, public, recreation)

Development Limitation land includes water, wetlands, floodplains, and steep slopes >12%

Developable lands include all lands not categorized as developed or undevelopable.

Land Demand

According to the U.S. Census, Jackson County gained 402 housing units between years 1990 and 2000, representing a 5.3% increase. Using the WI Dept. of Administration projected household figures for year 2030, the County is projected to add an additional 2,695 housing units between years 2000 and 2030, assuming a similar vacancy rate is maintained as in year 2000. This equates to approximately 90 housing units per year and 33.6% growth.

Table 5.40 projects the estimated total acreage that will be utilized by residential, commercial, and industrial land uses for five-year increments throughout the planning period. Projected residential acreage is calculated by using the household projections (see Table 5.5) and a lot size of 1.35 acres.

Table 5.40: Projected Land Use Needs

Projected Land Demand	2005	2010	2015	2020	2025	2030	25 Year Change
Population	19,865	20,533	21,339	22,151	22,860	23,438	3,573
Household Size	2.63	2.60	2.57	2.54	2.51	2.48	-0.15
Housing Units	8,567	8,953	9,446	9,923	10,342	10,724	2,157
Residential (acres)	12,064	12,586	13,253	13,898	14,465	14,981	2,916
Commercial (acres)	1,032	1,076	1,133	1,188	1,237	1,281	249
Industrial (acres)	162	169	178	187	195	202	39
Developable Land (acres)	371,591	371,017	370,284	369,576	368,953	368,386	-3,205

Source: MSA GIS- projections based on existing land use pattern and median residential lot size of 1.35 acres

Land Prices

Agricultural and forestlands generally sell for a higher price when sold for uses other than continued agriculture or forestry. The U.S. Census of Agriculture tracks land sale transactions involving agricultural and forestry land at the county level. From year 1998 to 2007, Jackson County has averaged a total of 45 transactions per year involving agricultural land. In all years, except 2003, the number of transactions involving land to continue in agricultural use outnumbered those involving land diverted to other uses. The average price per acre for those transactions grew by almost 153%, from \$942 to \$2,390. During that same time, an average of only 8 transactions per year occurred where agricultural land was diverted to other uses. Between 1998 and 2007, the average price per acre for those transactions grew by only 15%, from \$1,950 to \$2,248.

Table 5.41: Agricultural Land Sale Transactions

Year	Ag Land Continuing in Ag Use			Ag Land Diverted to Other Uses		
	Number of Transactions	Acres Sold	Dollars per Acre	Number of Transactions	Acres Sold	Dollars per Acre
1998	54	3,394	\$942	2	138	\$1,950
1999	61	4,122	\$1,025	9	424	\$1,540
2000	48	2,610	\$1,114	2	138	\$1,155
2001	43	2,871	\$1,225	8	422	\$1,208
2002	46	2,242	\$1,187	1	33	\$1,129
2003	19	1,469	\$1,407	29	673	\$2,092
2004	30	2,134	\$1,741	24	703	\$1,781
2005	29	2,565	\$1,974	2	123	\$2,608
2006	24	2,061	\$2,396	0	0	x
2007	19	1,298	\$2,390	1	10	\$2,248
Total	373	24,766	x	78	2,664	x

Source: US Census of Agriculture, Jackson County

Information regarding the number of forestland sale transactions is not as well known and what data is available appears in Table 5.42. From year 1998 to 2007, Jackson County has averaged 60 annual transactions where forestland continued in forest use. The average price per acre for those transactions was \$1,418. During the same period, the county averaged 6 transactions per year where forestland was diverted to other uses. The average price per acre for those transactions was \$2,239.

Table 5.42: Forest Land Sale Transactions

Year	Forest Land Continuing in Forest Use			Forest Land Diverted to Other Uses		
	Number of Transactions	Acres Sold	Dollars per Acre	Number of Transactions	Acres Sold	Dollars per Acre
1998	74	3,788	\$876	2	17	\$479
1999	82	3,310	\$859	11	421	\$1,033
2000	56	2,218	\$1,135	4	289	\$1,197
2001	64	3,002	\$1,236	6	270	\$1,053
2002	NA	NA	NA	NA	NA	NA
2003	NA	NA	NA	NA	NA	NA
2004	NA	NA	NA	NA	NA	NA
2005	52	2,565	\$2,074	6	246	\$2,527
2006	33	1,530	\$2,328	4	293	\$7,147
2007	30	1,482	\$2,474	1	40	\$2,988
Total	361	16,413	x	33	1,536	x

Source: US Census of Agriculture, Jackson County

Trends in land prices can also be derived using the tax assessment data. Table 5.43 displays the aggregate assessed value for various land use categories for year 2002 and 2007. In year 2007, the average equalized asset value (land and improvements) for residential parcels in the County was \$76,121; and \$151,424 for commercial parcels. The information is from the WI Department of Revenue, and caution should be given as the WIDOR has periodically switched the way that they have reported or assessed certain land classifications over the years (i.e. use value assessment of agricultural land).

Table 5.43: Jackson County Land Use Assessment Statistics

Land Use	2002				2007				
	Parcels	Acres	Aggregate Assessed Value	Equalized Value	Parcels	Acres	Aggregate Assessed Value	Equalized Value	Equalized Value per Parcel
Residential	8,569	10,265	\$370,353,455	\$428,861,900	9,273	12,022	\$610,336,580	\$705,867,600	\$76,121
Commercial	737	1,207	\$80,318,650	\$86,787,700	773	1,428	\$99,017,000	\$116,910,000	\$151,242
Manufacturing	58	1,305	\$14,764,400	\$17,110,400	60	1,332	\$16,232,800	\$20,395,600	x
Agricultural	7,938	161,190	\$29,709,145	\$29,268,100	8,006	152,128	\$19,882,850	\$21,743,400	\$2,716
Undeveloped	4,753	49,967	\$15,935,629	\$16,965,600	5,964	55,862	\$18,008,050	\$19,858,600	\$3,330
AG Forest	8,964	172,287	\$129,446,710	\$81,728,000	4,729	66,305	\$54,994,700	\$68,691,800	\$14,526
Forest	1,360	3,479	\$70,827,275	\$200,556,000	4,904	94,409	\$152,332,600	\$195,587,100	\$39,883
Other	0	0	\$0	\$0	1,369	3,517	\$99,597,600	\$92,037,400	\$67,230
Personal Property	x	x	\$34,356,134	\$37,477,500	x	x	\$45,128,645	\$61,323,500	NA
Total	32,379	399,700	\$745,711,398	\$898,755,200	35,078	387,003	\$1,115,530,825	\$1,302,415,000	\$37,129

Source: WI Dept Revenue, Jackson County

1. Aggregate Assessed Value – This is the *dollar amount* assigned to taxable real and personal property by the local assessor for the purpose of taxation. Assessed value is called a primary assessment because a levy is applied directly against it to determine the tax due. Accurate assessed values ensure fairness between properties within the taxing jurisdiction. The law allows each municipality to be within 10% of market value (equalized value), provided there is equity between the taxpayers of the municipality. (Source: 2006 Guide for Property Owners, WI DOR)

2. Equalized Value Assessment – This is the *estimated value* of all taxable real and personal property in each taxation district. The value represents market value (most probable selling price), except for agricultural property, which is based on its use (ability to generate agricultural income) and agricultural forest and undeveloped lands, which are based on 50% of their full, fair market value. Since assessors in different taxing districts value property at different percentages of market value, equalized values ensure fairness between municipalities. The equalized values are used for apportioning county

property taxes, public school taxes, vocational school taxes, and for distributing property tax relief. In summary, equalized values are not only used to distribute the state levy among the counties, but also the equalized values distribute each county's levy among the municipalities in that county. The WI-DOR determines the equalized value. (*Source: 2006 Guide for Property Owners, WI-DOR*)

5.8.5 Redevelopment Opportunities

The term redevelopment is typically associated with urban infill areas or the reuse of industrial areas. In a rural context, policies that support the use of existing roads and other infrastructure encourage redevelopment. Many of the County's unincorporated villages (Pray, Franklin, Irving, Millston, North Bend, Northfield, Price, and York) have the potential to be redeveloped and expanded as small rural hamlets that feature rural subdivisions and small scale commercial uses. Other redevelopment opportunities include sites listed in the WIDNR BRRTS report (Section 5.6.4). Individual municipalities may have other small sites designated for redevelopment within their comprehensive plans.