

Jackson County Comprehensive Plan 2023 – 2043



JACKSON COUNTY
Wisconsin



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*Member of 2010 Jackson County Comprehensive Planning Steering Committee

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

Resolution 04-14-2024

RE: ADOPT THE UPDATED 2023-2043 JACKSON COUNTY COMPREHENSIVE PLAN AS PREPARED BY THE JACKSON COUNTY COMPREHENSIVE PLAN STEERING COMMITTEE AND MISSISSIPPI RIVER REGIONAL PLANNING COMMISSION AND APPROVED BY THE JACKSON COUNTY BOARD OF SUPERVISORS ON JANUARY 15, 2024.

During the April 14, 2024, Bimonthly Meeting of the Mississippi River Regional Planning Commission a motion was made by Commissioner Phil Borreson and seconded by Commissioner Vicki Burke to approve a Resolution adopting the update to the Jackson County Comprehensive Plan 2023-2043. The motion was unanimously approved by the voting members in attendance as listed below.

MRRPC Bimonthly Meeting Commissioner Attendees	
Name	Representing
Del Twidt	Buffalo County
John Schlesselman	Buffalo County
Gerald Krachey	Crawford County
Craig Anderson	Crawford County
Bruce Strnad	Crawford County
Ron Carney	Jackson County
Tom Cooper	Jackson County
Brad Chown	Jackson County
Vicki Burke	La Crosse County
Sharon Hampson	La Crosse County
James Kuhn	Monroe County
Kim Seipel	Pepin County
Chris Kees Winkler	Pepin County
Richard Purdy	Pierce County
William Schroeder	Pierce County
Neil Gulbranson	Pierce County
Phillip Borreson	Trempealeau County
Patrick Sorge	Trempealeau County
John Pedretti	Vernon County
Jo Ann Nickelatti	Vernon County
Nancy Jaekel	Vernon County

RESOLUTION 01-01-2024

ORIGINAL

RE: UPDATE OF THE RECOMMENDED COMPREHENSIVE PLAN AS PREPARED BY THE JACKSON COUNTY COMPREHENSIVE PLAN STEERING COMMITTEE.

WHEREAS, the Jackson County Board of Supervisors directed the County Comprehensive Plan Steering Committee, a sub-committee of the Jackson County Zoning and Land Information Committee, to prepare an Updated Comprehensive Plan for Jackson County; and

WHEREAS, the Jackson County Comprehensive Plan Steering Committee has reviewed the recommended Updated Comprehensive Plan; and

WHEREAS, members of the public, adjacent and nearby local governmental units, and Jackson County have been given a 30-day review and comment period prior to the public hearing, which has been conducted by the Plan Steering Committee for the Updated Comprehensive Plan; and

WHEREAS, after said public hearing and the Jackson County Zoning and Land Information Committee recommendation, the County Board will decide whether to adopt by ordinance the Updated Comprehensive Plan; and

WHEREAS, the Updated Comprehensive Plan may be used as the basis for, among other things, official mapping (s.62.23 (6)), local subdivision regulations (s.236.45 or 236.46), county zoning ordinances (s.62.23 (7)), township zoning ordinances (s.60.61, 60.62, 60.23 (7)), zoning of shorelands or wetlands in shorelands under (s.59.692, 61.351, or 62.231), and as a guide for approving or disapproving actions affecting growth and development within the jurisdiction of Jackson County; and

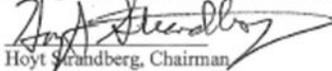
WHEREAS, this Updated Comprehensive Plan may from time to time be amended, extended, or added to in greater detail.

NOW, THEREFORE, BE IT RESOLVED, by the Jackson County Zoning and Land Information Committee that the recommended Updated Comprehensive Plan is hereby adopted as a part of the Jackson County Comprehensive Plan pursuant to s.60.62 (4), s.61.35 and s.62.23, Wis. Stats. and that the Zoning and Land Information Committee recommends said Updated Comprehensive Plan to the Jackson County Board of Supervisors for adoption by ordinance.

NOW, THEREFORE, BE IT RESOLVED, that the Jackson County Code of Ordinance 1.40 be amended to reflect the name of the amended document: "Jackson County Comprehensive Plan 2023-2043."

Respectfully Submitted,

Zoning & Land Information Committee


Hoyt Strandberg, Chairman


Alton Staff

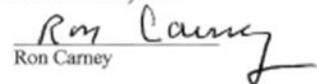

Ed Chamberlain


Jerry Schmidt


Adrian Swanson

Executive and Finance Committee


Jeff Arno, Chairman


Ron Carney

Michelle Greendeer-Rave

Alton Staff


John Higgins

I HEREBY CERTIFY

RESOLUTION # 01-01-2024

WAS ADOPTED ON 11/5/2024
BY JACKSON COUNTY BOARD OF SUPERVISORS


CINDY ALTMAN, JACKSON COUNTY CLERK

YES 17 NO

Absent: 2

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Introduction to Comprehensive Planning

The Jackson County Comprehensive Plan 2023 – 2043 responds to and is consistent with the State of Wisconsin Comprehensive Planning Law as defined in Sections 66.1001(1)a, and 66.1001(2) of the Wisconsin Statutes. The comprehensive plan is made with a general purpose of guiding and accomplishing a coordinated, adjusted, and harmonious development of the County that will, in accordance with existing and future needs, best promote public health, safety, morals, order, convenience, prosperity or the general welfare, as well as efficiency and economy in the process of development. The plan was prepared by the Zoning and Land Information Committee.

In accordance with Wisconsin Statutes, a Comprehensive Plan shall contain the following nine elements:

1. **Issues and Opportunities Element.** Background information presented in the plan should support the County's overall objectives, policies, goals, and suggested projects to guide the County for the next 20 years (with an official update in 10 years) and its development and redevelopment efforts.
2. **Housing Element.** This section should list housing types, age, value, and guide the County to determine adequate housing supply to meet existing and forecasted demands for persons of all income levels.
3. **Transportation Element.** This section should guide future development of various modes of transportation from pedestrian movement to vehicle travel on highways, railroads, truck traffic, transit options and their part in regional transportation plans.
4. **Utilities and Community Facilities Element.** This element should identify utilities and community facilities such as: sanitary sewer service, storm water management, water supply, recycling facilities, parks, telecommunications infrastructure, power generation plants and transmission lines, cemeteries, health facilities, public safety facilities, libraries, schools, and other government facilities.
5. **Agriculture, Natural and Cultural Resources Element.** This element looks at programs for conservation, promotion of effective management of natural resources, productive agricultural areas, groundwater, forests, waterways, endangered species, wetlands, mining, parks, open spaces, historic sites and recreational resources.
6. **Economic Development Element.** Consider programs to promote the stabilization, retention and expansion of the economic base and quality employment opportunities in the County. Identify existing businesses and industries, labor force analysis and available sites for expansion.
7. **Intergovernmental Cooperation Element.** Evaluate existing practices for joint planning and decision making with other jurisdictions, identify any existing or potential conflicts and consider opportunities for improvement in the future.
8. **Land-Use Element.** Identify programs to guide future development and redevelopment of private and public properties. Include maps showing current land use and projected future land use.
9. **Implementation Element.** List a compilation of programs and specific actions to be completed and describe how the elements of the comprehensive plan will be integrated in a consistent manner. Include a mechanism to measure the County's progress toward

achieving all aspects of the comprehensive plan and a process for updating the comprehensive plan (no less than once every 10 years).

Jackson County has identified three key goals:

- *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.*

Vision Statement: Jackson County is...

A unique rural county located in west central Wisconsin. Flush with state and county forests, recreational opportunities, and ethnic diversity. The County prides itself on the tourism attracted to the parks, lakes, rivers, and forests. Agriculture is a large component of the rural economy, offering cranberries, timber/trees, and conventional agricultural 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 broadband/high speed internet coverage). Providing these technologies has expanded the economic development opportunities, providing more good paying jobs for Jackson County citizens.

To achieve the County's Vision, the leaders and residents of the County must embrace future planning and active involvement to overcome issues such as: crime, drugs, infrastructure decline and maintenance, educational challenges, childcare availability, affordable housing options, improving transit/transportation and maintaining economic viability. Fortunately, the County has many opportunities for positive outcomes and a strong resource base to build from.

Implementation

The comprehensive plan has been prepared to present a vision of Jackson County and its relationship to population growth, land development, and infrastructure development.

Role of Implementation

Local governmental bodies (elected and appointed) make decisions that determine whether or not the plan can be realized. All of this affects how the plan relates to the future development of the County. Over the Plan's twenty-year planning horizon (with a full update in ten years and possible element specific updates as needed), hundreds of decisions will be made which will impact its success. Therefore, it is important that each of these decision-making bodies accepts the basic recommendations of the plan and makes decisions and recommendations based upon it.

This element looks at those tools already in place to help decision-making bodies in their work. It should be stated at the outset that the plan can be implemented using existing tools and regulations. No new laws or regulations are required for the plan to be realized. What is required is the commitment of all of the decision-making units to the ideals of the plan.

Management of Growth and Change

In lay terms, "growth" relates to the size of a community, measured by many different dimensions. "Change" relates to the character of a community, also measured by many different dimensions. Growth can influence change. Change can occur without growth, even with negative growth (e.g., loss of population).

The management of growth and change has been defined in a publication of the Urban Land Institute as: "The utilization by government of a variety of traditional and evolving techniques, tools, plans, and activities to purposefully guide local patterns of land use, including the manner, location, rate, and nature of development."

Implementation Strategies

To purposefully guide the management of growth and change requires a clear vision of what the community desires to be in the future. Achieving the vision, or implementing the plan, almost always requires a community to take a "proactive" position rather than a "reactive" position. However, both proactive and reactive positions must be carried out within the parameters of federal and state constitutional law, and pursuant to local municipal ordinances or duly established procedures.

Plan Administration

An effective planning program should be continually reviewed and updated to reflect the processes of actual development and the changing attitudes and priorities of the community. The Plan should be a living and working document for the County. Resource information should be gathered and studied to determine trends and reevaluate projections, forecasts, and plans. In five years, the comprehensive plan should be reviewed in depth to make any necessary policy and recommendation changes in relation to the direction and character of community development at that time.

The plan is based on variables that are dynamic and whose future direction cannot always be accurately predicted. Accordingly, such variables as population and urban development characteristics should be periodically compared against the plan's assumptions and recommendations. The updating process should include gathering of most recent demographic information, updated building permit and land

use data, analysis, and a public hearing before the Plan Steering Committee and Zoning & Land Information Committee.

The steering committee plays a very critical role in the planning process and must be ever alert to the opportunities and needs of the community, bringing such needs to the attention of the elected bodies or other agencies within the community having direct responsibility for public improvements. The appraisal of local needs and the continuing application of the planning principals set forth herein will assure maximum benefits from the plan and will result in orderly and economical achievement of the goals which have been established in preparation of this plan.

Implementation depends upon both private and public action. Public action includes administration of the zoning ordinance and subdivision regulations, long-range financial programming, and the review of proposals affecting the physical development of the community by the Steering and Zoning & Land Information Committees.

Administrative personnel and appointive boards and commissions will have the plan to guide them in decision-making. Close cooperation between the County, its municipalities, and neighboring jurisdictions is essential to proper administration and effectuation of the plan.

The greatest number of decisions affecting local development are made by citizens through private actions. Thus, it is essential that the public understands and supports the plan. Through involvement of citizens in the development of the plan's goals and objectives, as well as additional input at various other stages of the planning process, it is the express intent of the plan to reflect the views of the community.

The effort expressed in the previous elements is the preparation of the comprehensive plan. The plan is the instrument that Jackson County will utilize to prepare for and guide the growth and development of the County over the next twenty years.

The comprehensive plan is a flexible guide to decision making rather than an inflexible blueprint for development. Amendments should be made only after a realistic evaluation of existing conditions and the potential impact of such a change is made. Amendments should not be made merely to accommodate the daily pressures of planning and/or government. It is important to recognize that planning is a process that should occur on a continuing basis if the community is to take advantage of new opportunities as conditions change.

Plan Adoption, Monitoring, Amendments, and Update

Plan Adoption

The first official action toward plan implementation is adoption of the plan document by the Jackson County Board of Supervisors. After the Steering Committee adopts the Plan by resolution, the County Board must adopt the plan by ordinance. This action formalizes the plan document as the current basic frame of reference for general development decisions over the next 10 years (with a forward view of the next 20 years). The plan, thereby, becomes a tool for communicating the community's land use policy and for coordinating various individual decisions into a consistent set of actions to harmoniously shape the area's continued growth in the desired manner.

Plan Use and Evaluation

The County will base all its land use decisions against this Plan's goals, objectives, policies, and recommendations, including decisions on private development proposals, public investments, regulations, incentives, and other actions.

Future conditions cannot always be accurately predicted. Accordingly, such variables as community character and transportation safety and mobility should be periodically compared against the Plan's assumptions and recommendations.

This Plan should be evaluated every two to three years to determine the County's progress toward implementing the Plan and identifying areas that need to be updated. A joint meeting of the County Board, Steering Committee, and Zoning & Land Information Committee should be conducted every two to three years to perform the evaluation. The evaluation should consist of reviewing actions taken to implement the plan, including their successes, failures, and costs. It should also include an updated timetable of actions not yet taken and their projected costs.

Plan Amendments

This Comprehensive Plan may be amended at any time by the County Board following the procedures set forth in Wisconsin Statutes § 66.0295(4). Amendments are generally defined as minor changes to the plan maps or text. Amendments may be needed for a variety of reasons including:

- Changes in County goals, objectives, policies, and recommendations
- Unique opportunities presented by private development proposals
- Changes in County programs and services
- Changes in state or federal laws

Any proposed amendments should be submitted to the Steering Committee for their review and recommendations prior to being considered by the County Board for final action.

Plan Update

Wisconsin's Comprehensive Planning Law requires that the comprehensive plan be updated at least once every 10 years. An update is different than an amendment because the update is often a substantial rewrite of the plan document and maps. In addition, on January 1, 2010, "any program or action that affects land use" must be consistent with locally adopted comprehensive plans, including zoning and land division ordinances. The County should continue to monitor any changes to the language or interpretations of the State Law over the next several years.

Jackson County Action Plan

What	Who	When
Update facilities for the Jail/Justice Center in the most cost-effective manner that addresses the current and future needs of Jackson County and its ability to serve the legal/judicial stake holders to administer a successful program that meets all operational and regulatory requirements.	County Board	2024-2027
Conduct necessary needs analysis and due diligence needed to successful relocate the Highway Shop to the west Highway 54 location and make needed expansions and updates to better meet the County's long-range operational issues and annual road related priorities.	County Board	2024-2026
Work with Internet Service Providers to continually improve the Fiber Optic/Broadband infrastructure to eliminate unserved areas in the County and improve connectivity for any underserved areas while keeping the cost affordable to County residents and businesses.	County Board	2024-2027
Develop strategies and partnerships that enable the construction of new, affordable housing stock (single and multi-family dwellings) in the County based on actual demand as evidenced by current waiting lists and supported by regular Housing Analysis.	County Board	Ongoing
Support efforts to improve workforce opportunities by working with strategic partners to improve job opportunities through business expansion and attraction as well as building skills in the potential employee pool that meet the needs of County employers.	County Board	Ongoing
Continue supporting efforts to improve access and availability of affordable Childcare in the County.	County Board	Ongoing
Support efforts to enhance and improve the Health of Jackson County communities and residents through promotion of expanded health networks that are affordable and accessible.	County Board	Ongoing
Partner with area stakeholders to improve the educational opportunities for County residents and expand the talent pool needed for future growth and development of high quality employment opportunities and improved quality of life for all.	County Board	Ongoing

The following chapters summarize 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 the years 2022 and 2023 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 most 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 non-sampling errors (human and processing errors).

1. Issues and Opportunities

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 1.1 Population and Population Projections

<i>Municipality</i>	<i>Census 2000</i>	<i>Census 2010</i>	<i>Census 2020</i>	<i>Percent Change 10-20</i>	<i>Projection 2030</i>	<i>Projection 2040</i>
T. Adams	1,208	1,342	1,389	4%	1,585	1,610
T. Albion	1,093	1,210	1,197	-1%	1,450	1,495
T. Alma	983	1,044	1,033	-1%	1,250	1,280
T. Bear Bluff	128	138	155	12%	140	135
T. Brockway	2,580	2,828	3,035	7%	3,280	3,335
T. City Point	189	182	177	-3%	170	160
T. Cleveland	438	481	530	10%	550	550
T. Curran	366	343	301	-12%	330	305
T. Franklin	325	448	519	16%	555	580
T. Garden Valley	406	422	395	-6%	470	470
T. Garfield	529	638	756	18%	835	885
T. Hixton	611	652	620	-5%	755	760
T. Irving	602	751	853	14%	950	1,000
T. Knapp	275	299	303	1%	345	350
T. Komensky	462	509	505	-1%	605	625
T. Manchester	680	704	825	17%	800	800
T. Melrose	402	470	470	0%	605	640
T. Millston	136	159	168	6%	185	190
T. North Bend	397	488	491	1%	615	645
T. Northfield	586	639	674	5%	750	760
T. Springfield	567	623	693	11%	685	685
V. Alma Center	446	503	487	-3%	585	595
V. Hixton	446	433	456	5%	450	435
V. Melrose	529	503	470	-7%	485	450
V. Merrilan	585	542	562	4%	525	485
V. Taylor	513	476	484	2%	515	500
C. Black River Falls	3,618	3,622	3,523	-3%	3,725	3,565
Jackson County	19,100	20,449	21,145	3%	23,195	23,290
Wisconsin	5,363,675	5,363,715	5,893,718	10%	6,048,675	6,491,635

Source: 2020 Census

Jackson County’s 2020 estimated population is 21,145, ranking 50th out of 72 Wisconsin counties in total population. From the year 2010 to 2020, the population for Jackson County increased 3%. Excluding the incorporated communities, the population in Jackson County increased by 3% from 2010 to 2020. Of the seven other counties Jackson County borders the population growth rate ranged from -0.7% to 7.1% from 2010 to 2020 (Clark -0.1%, Eau Claire 7.1%, Juneau 0.2%, La Crosse 5.4%, Monroe 3.6%, Trempealeau 6.7%, Wood -0.7%). The growth rate for Wisconsin counties from year 2010 to 2020 was 3.6%.

Population projections allow a community to anticipate and plan for future growth needs. In the year 2013, the Wisconsin Department of Administration (WIDOA) released population projections to the year 2040 for every municipality in Wisconsin. The WIDOA projects the population in Jackson County will increase to 23,290 by the year 2040, an increase of 10.1% since the year 2020. 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.

Table 1.2 Age and Sex Distribution

	<i>Jackson County</i>	<i>Jackson County Percent (%)</i>	<i>Wisconsin</i>	<i>Wisconsin Percent (%)</i>
Male	11,031	54.0	2,889,783	50.0
Female	9,525	46.0	2,917,192	50.0
<i>Age</i>	<i>Amount</i>	<i>Percent (%)</i>	<i>Amount</i>	<i>Percent (%)</i>
Under 5 years	1,178	5.7	331,066	5.7
5 to 9 years	1,139	5.5	350,727	6.0
10 to 14 years	1,358	6.6	368,898	6.4
15 to 19 years	1,246	6.1	377,618	6.5
20 to 24 years	1,038	5.0	396,548	6.8
25 to 29 years	1,343	6.5	371,411	6.4
30 to 34 years	1,197	5.8	364,148	6.3
35 to 39 years	1,361	6.6	371,790	6.4
40 to 44 years	1,008	4.9	334,353	5.8
45 to 49 years	1,279	6.2	350,967	6.0
50 to 54 years	1,424	6.9	387,482	6.7
55 to 59 years	1,606	7.8	429,759	7.4
60 to 64 years	1,502	7.3	389,409	6.7
65 to 69 years	1,280	6.2	327,383	5.6
70 to 74 years	991	4.8	246,354	4.2
75 to 79 years	619	3.0	160,337	2.8
80 to 84 years	600	2.9	115,496	2.0
85 years & over	387	1.9	133,229	2.3
Median Age	42.0		39.6	

Source: 2020 ACS 5-Year Estimates

During the 2020 Census, the age group with the highest population in the County was those 55 to 59 years old (7.8%), followed closely by the 60 to 64-year-old age group (7.3%). The median age was 42, which is higher than the State median age at 36.0. Approximately 24.2% of the population is at or near retirement age (60+), which is higher than the State (23.6%) average.

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.

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

In the year 2020, there were 9,613 housing units in Jackson County, an increase of 1.17% since 2010. During the same period, total households increased by 3.94% for the State. The Town of Brockway saw the greatest increase in housing units (6.13%) while the Town of City Point saw the greatest decrease in housing units (-17.51%).

Table 2.1 Housing Units

<i>Municipality</i>	<i>2010</i>	<i>2020</i>	<i># Change 10-20</i>	<i>% Change 10-20</i>
T. Adams	877	840	-37	-4.22%
T. Albion	537	553	16	2.98%
T. Alma	482	457	-25	-5.19%
T. Bear Bluff	78	80	2	2.56%
T. Brockway	848	900	52	6.13%
T. City Point	257	212	-45	-17.51%
T. Cleveland	250	232	-18	-7.20%
T. Curran	183	162	-21	-11.48%
T. Franklin	222	214	-8	-3.60%
T. Garden Valley	195	195	0	0.00%
T. Garfield	322	333	11	3.42%
T. Hixton	306	290	-16	-5.23%
T. Irving	309	325	16	5.18%
T. Knapp	194	182	-12	-6.19%
T. Komensky	165	150	-15	-9.09%
T. Manchester	436	433	-3	-0.69%
T. Melrose	198	200	2	1.01%
T. Millston	128	132	4	3.13%
T. North Bend	215	212	-3	-1.40%
T. Northfield	289	297	8	2.77%
T. Springfield	262	261	-1	-0.38%
Town Totals	6,753	6,660	-93	-1.38%
V. Alma Center	229	231	2	0.87%
V. Hixton	219	222	3	1.37%
V. Melrose	250	234	-16	-6.40%
V. Merrillan	318	297	-21	-6.60%
V. Taylor	226	221	-5	-2.21%
C. Black River Falls	1,732	1,748	16	0.92%
City/Village Totals	2,974	2,953	-21	-0.71%
Jackson County	9,727	9,613	-114	-1.17%
Wisconsin	2,624,358	2,727,726	103,368	3.94%

Source: 2020 Census

Table 2.2 depicts the total households from 2010 to 2020. The US Census defines a household as including all the persons who occupy a housing unit as their usual place of residence. Whereas a housing unit is a house, an apartment, a mobile home, a group of rooms, or a single room that is occupied (or if vacant, is intended for occupancy) as separate living quarters. In Jackson County there was a decrease of 0.28% in households and an increase at the State level of 4.54%.

Since 1970, the number of persons per household has been decreasing in Wisconsin. In Wisconsin the number of people per household decreased from 2.41 to 2.38 (-1.24%) from 2010 to 2020. In Jackson County, the number of persons per household has increased from 2.28 to 2.34 (2.63%), a trend that can be attributed to smaller family sizes and increases in life expectancy.

Table 2.2 Total Households

<i>Municipality</i>	<i>2010</i>	<i>2020</i>	<i># Change 10-20</i>	<i>% Change 10-20</i>
T. Adams	499	609	110	22.04%
T. Albion	526	457	-69	-13.12%
T. Alma	405	372	-33	-8.15%
T. Bear Bluff	35	80	45	128.57%
T. Brockway	769	758	-11	-1.43%
T. City Point	96	122	26	27.08%
T. Cleveland	177	192	15	8.47%
T. Curran	179	154	-25	-13.97%
T. Franklin	198	168	-30	-15.15%
T. Garden Valley	140	148	8	5.7%
T. Garfield	241	300	59	24.48%
T. Hixton	258	231	-27	-10.47%
T. Irving	289	331	42	14.53%
T. Knapp	122	126	4	3.28%
T. Komensky	196	89	-107	-54.59%
T. Manchester	268	381	113	42.16%
T. Melrose	159	176	17	10.69%
T. Millston	77	79	2	2.60%
T. North Bend	191	183	-8	-4.19%
T. Northfield	254	248	-6	-2.36%
T. Springfield	219	210	-9	-4.11%
Town Totals	5,172	5,406	234	4.52%
V. Alma Center	211	221	10	4.74%
V. Hixton	214	205	-9	-4.21%
V. Melrose	169	194	25	14.79%
V. Merrillan	326	292	-34	-10.43%
V. Taylor	182	201	19	10.44%
C. Black River Falls	1,835	1,727	-108	-5.89%
City/Village Totals	2,937	2,840	-97	-3.30%
Jackson County	8,269	8,246	-23	-0.28%
Wisconsin	2,274,611	2,377,935	103,324	4.54%

Source: 2020 ACS 5-Year Estimates

Table 2.3 Household Projections for Jackson County Municipalities: 2010 - 2040

<i>Municipality</i>	<i>2010 Census</i>	<i>2015 Projection</i>	<i>2020 Projection</i>	<i>2025 Projection</i>	<i>2030 Projection</i>	<i>2035 Projection</i>	<i>2040 Projection</i>
T. Adams	578	628	661	703	739	758	775
T. Albion	466	506	537	575	605	628	644
T. Alma	384	419	442	472	497	514	526
T. Bear Bluff	55	58	59	59	60	61	60
T. Brockway	728	800	859	921	965	986	996
T. City Point	89	91	92	91	93	91	87
T. Cleveland	190	204	214	225	235	241	243
T. Curran	136	139	140	139	142	137	135
T. Franklin	169	185	198	213	226	237	245
T. Garden Valley	154	164	171	179	186	191	192
T. Garfield	248	275	300	327	351	370	384
T. Hixton	261	284	296	314	327	335	340
T. Irving	268	294	317	342	367	385	399
T. Knapp	129	138	145	154	161	166	169
T. Komensky	125	135	145	156	165	171	174
T. Manchester	298	318	333	350	366	375	378
T. Melrose	157	175	188	205	219	230	239
T. Millston	70	75	79	84	88	92	93
T. North Bend	194	214	230	248	264	278	287
T. Northfield	250	272	286	303	318	328	333
T. Springfield	211	221	231	242	251	257	259
V. Alma Center	205	219	231	245	258	267	271
V. Hixton	200	208	213	222	225	226	225
V. Melrose	212	218	219	220	221	218	212
V. Merrilan	241	248	250	251	253	247	241
V. Taylor	212	226	232	240	248	250	249
C. Black River Falls	1,613	1,691	1,727	1,775	1,804	1,803	1,781

Source: DOA 2013

Household projections allow a community to begin to anticipate future land use needs. WIDOA household figures are derived from their population projections; therefore, they have the same limitations. Household projections were derived using a report from the Wisconsin Department of Administration (2013). The WIDOA projected that there will be 9,938 households in Jackson County by the year 2040, an increase of 13.0% since the year 2020. The data suggests a slower rate of housing growth over the next 30 years compared to the last 30 years.

Table 2.4 Projected Households

	Number of Households						
	2010	2015	2020	2025	2030	2035	2040
Jackson County	7,843	8,405	8,795	9,257	9,632	9,841	9,938
Wisconsin	2,279,768	2,371,815	2,491,982	2,600,538	2,697,884	2,764,498	2,790,322

Source: DOA 2013

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, 54% of houses were built before 1980, and 21% were built before 1940. The percentage of older homes is slightly higher than the State’s average of 53% (before 1980).

As of 2020, 79% of Jackson County’s housing units were single-family homes, and 9.5% of the housing units were mobile homes or trailers.

2.3 Age and Structural Characteristics

In 2020, Jackson County had 8,136 occupied housing units. Of these, 75.9% were owner occupied at the time of the 2020 ACS survey. During the 2000 Census, 66% of all housing units were owner-occupied, a 9.9% increase over 20 years. In 2020, there were 1,477 vacant housing units (16%); however, some of these are also 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.

Of the owner-occupied housing units in Jackson County, 62.3% of head of household individuals moved into their residence before 2010. In 2020, 87.4% of residents 5 years and older had lived in the same house as one year ago. 5.9% moved within the same county and 4.6% moved to Jackson County from another county. This shows that households moving to the County in 2020 were slightly more apt to be coming from a home within Jackson County.

Table 2.5 Housing Age and Structure, Jackson County

Year Structure Built	Number
2014 or later	222
2010 to 2013	183
2000 to 2009	1,404
1980 to 1999	1,981
1960 to 1979	1,701
1940 to 1959	1,002
1939 or earlier	1,753

Source: 2020 ACS 5-Year Estimates

Table 2.6 Housing Occupancy Characteristics

Housing Occupancy Jackson County	Number
Occupied	8,136
Vacant	1,477
Owner-occupied housing units	75.9%
Renter-occupied housing units	24.1%

Source: 2020 ACS 5-Year Estimates

Table 2.7 Housing Tenure Jackson County

<i>Year Head of Household Moved into Unit</i>	<i>Number</i>	<i>Residents in 2020 5 years and older</i>	<i>Percent</i>
Moved in 2017 or later	2.2%	Same House 1 Year Ago	87.4%
Moved in 2015 to 2016	15.9%	Moved Within Same County	5.9%
Moved in 2010 to 2014	19.6%	Moved from Different County in WI	4.6%
Moved in 2000 to 2009	32.9%	Moved from Different State	1.8%
Moved in 1990 to 1999	16.1%	Moved from Abroad	0.3%
Moved in 1989 or earlier	13.3%		

Source: 2020 ACS 5-Year Estimates

2.4 Value and Affordability

In 2020, the median value for a home in Jackson County was \$141,800 compared to \$189,200 for Wisconsin. The median value in Jackson County increased 84% from 2000, and the State median value increased 69%. The County’s housing stock above \$299,999 doubled from 2015 to 2020. The median monthly rent in the County was \$704, compared to \$872 for Wisconsin.

Table 2.8 Home Value and Rental Statistics

<i>Value of Owner-Occupied Units with a mortgage</i>	<i>2015</i>	<i>2020</i>	<i>Gross Rent for Occupied Units</i>	<i>2015</i>	<i>2020</i>
Less than \$50,000	6.2%	5.4%	Less than \$200	1.2%	0.5%
\$50,000 to \$99,999	24.1%	25.1%	\$200 to \$299	6.4%	5.3%
\$100,000 to \$299,999	62.3%	55.6%	\$300 to \$499	15.4%	13.3%
\$300,000 to \$499,999	5.9%	10.3%	\$500 to \$749	36.4%	33.2%
\$500,000 to \$749,999	1.0%	2.6%	\$750 to \$999	17.4%	24.3%
\$750,000 to \$999,999	0.3%	0.6%	\$1,000 to \$1,499	6.2%	7.8%
\$1,000,000 or more	0.3%	0.3%	\$1,500 or more	2.6%	1.7%
Median Value	\$127,000	\$141,800	No cash rent	14.4%	13.9%
			Median Rent	\$621	\$704

Source: 2020 ACS 5-Year Estimates

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, 23.0% exceeded the “affordable” threshold in year 2020. The median percentage of household income spent on housing costs in 2020 was 20.2% 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 2.9 Home Costs Compared to Income

<i>Selected Monthly Owner Costs as a Percentage of Household Income</i>	<i>Percent</i>	<i>Gross Rent as a Percentage of Household Income</i>	<i>Percent</i>
Less than 15%	41%	Less than 15%	18%
15% to 19.9%	16%	15% to 19.9%	13%
20% to 24.9%	11%	20% to 24.9%	11%
25% to 29.9%	8%	25% to 29.9%	11%
30% to 34.9%	5%	30% to 34.9%	4%
35% or more	17%	35% or more	28%
Not computed	1%	Not computed	15%
Median (2010) with a mortgage	25.1%	Median (2010) with a mortgage	28.3%
Median (2020) with a mortgage	20.2%	Median (2020) with a mortgage	25.0%

Source: 2020 ACS 5-Year Estimates

3. Transportation

Jackson County is well served by a comprehensive array of road, rail, and pedestrian / bike sidewalks and trails. This section of the plan provides a baseline assessment of Jackson County transportation facilities and includes information required under SS66.1001, such as: commuting patterns, traffic counts, transit service, transportation facilities for the disabled, pedestrian and bicycle transportation, railroad 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.

3.1 Existing Transportation Facilities

Highways and the Local Street Network

Roadway segments are assigned to one of several possible functional classifications based on the character of the travel service each roadway provides. Roadways serve two primary travel needs: access and mobility. The three roadway functional classifications (Arterial, Collector, and Local) are further refined into seven federal sub-categories based on their role and function. It is important to note that the characteristics of these classifications can vary depending on whether a roadway is in an urban or rural setting. The classification also dictates the design elements for a functional system. The three roadway classifications are:

- **Arterials** -- Arterial roadways are at the highest level of the highway functional classification system. They provide a high level of mobility, have high speed limits, carry high traffic volumes, and allow for long-distance, uninterrupted travel. Rural Arterial roadways connect states, regions, and urban centers, may have multiple lanes, and provide limited access, such as at interchanges. Urban Arterials serve the major activity centers within the urban area and are its highest traffic volume corridors.
- **Collectors** – As the name implies, the primary role of Collectors is to collect and distribute traffic from Local Roads to Arterials. Within urban areas, Collectors provide circulation in residential neighborhoods, commercial, civic, and industrial areas. While in rural areas, they link communities and agricultural areas not served by Arterials. Collectors carry more traffic and longer trips than local roads and provide more access to adjacent homes and businesses than Arterials.
- **Local Roads** -- Local Roads are at the bottom of the functional classification hierarchy, even though they comprise the largest percentage of all roadways in the county. Their role is to provide access to homes and businesses. They have low speed limits and offer limited mobility for through traffic.

Commuting Patterns

There is no local or intercity public transit system available in the county as of 2022. 31.5% of the residents travel outside of the county for work, and 33.4% of the county's workers reside in another county. As expected, 87.7% of employed county residents rely on a car to get to work and more than 75% drive alone.

Table 3.1 shows commuting choices for resident workers over age 16. According to 2021 American Community Survey Data (U.S. Census Bureau), approximately 86% of local workers use automobiles to commute to work, and about 10% percent report carpooling. 9% of residents worked at home and did not commute to work. The average commute time for County residents is about 23 minutes.

Table 3.1 Commuting Patterns

	Total	Car, truck, or van -- drove alone	Car, truck, or van -- carpoled	Public transportation (excluding taxicab)
Workers 16 years and over	8,525	6,506	814	3
AGE				
16 to 19 years	5.40%	4.80%	5.90%	0.00%
20 to 24 years	6.90%	6.40%	12.90%	0.00%
25 to 44 years	38.70%	39.10%	43.60%	0.00%
45 to 54 years	20.80%	19.40%	27.10%	0.00%
55 to 59 years	11.30%	11.60%	4.40%	0.00%
60 years and over	17.00%	18.70%	6.00%	100.00%
Median age (years)	44.4	44.8	38.4	-

Source U.S. Census Bureau

Table 3.2 Commuting Time

	Total	Car, truck, or van -- drove alone	Car, truck, or van -- carpoled	Public transportation (excluding taxicab)
TRAVEL TIME TO WORK				
Less than 10 minutes	26.70%	22.90%	35.70%	0.00%
10 to 14 minutes	11.90%	12.70%	8.10%	0.00%
15 to 19 minutes	13.80%	14.00%	10.90%	0.00%
20 to 24 minutes	12.60%	13.40%	11.20%	0.00%
25 to 29 minutes	7.50%	8.20%	5.20%	0.00%
30 to 34 minutes	10.10%	10.70%	9.00%	0.00%
35 to 44 minutes	5.40%	5.90%	4.80%	0.00%
45 to 59 minutes	5.40%	5.30%	7.40%	0.00%
60 or more minutes	6.70%	6.80%	7.70%	100.00%

Source U.S. Census Bureau

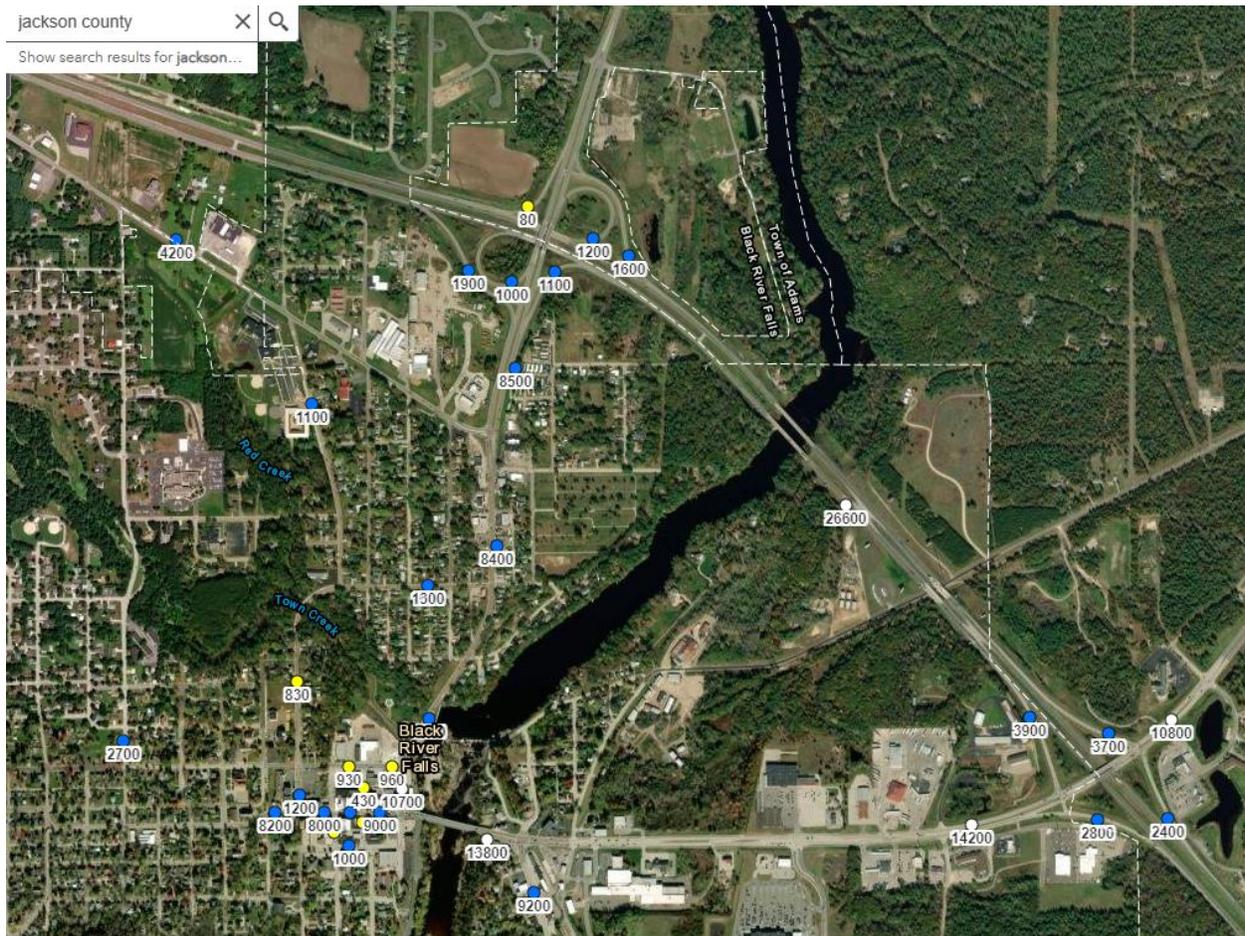
Table 3.3 Residents Place of Work

	Total	Car, truck, or van drove alone	Car, truck, or van carpooled	Public transportation (excluding taxicab)
OCCUPATION				
Management, business, science, and arts occupations	30.10%	31.10%	16.60%	0.00%
Service occupations	20.70%	20.00%	24.40%	100.00%
Sales and office occupations	16.20%	17.10%	13.90%	0.00%
Natural resources, construction, and maintenance occupations	15.40%	14.80%	18.30%	0.00%
Production, transportation, and material moving occupations	17.40%	17.10%	26.80%	0.00%
Military specific occupations	0.20%	0.00%	0.00%	0.00%
INDUSTRY				
Agriculture, forestry, fishing and hunting, and mining	13.40%	11.50%	7.70%	0.00%
Construction	6.00%	6.10%	5.30%	0.00%
Manufacturing	9.10%	9.50%	15.10%	0.00%
Wholesale trade	1.50%	0.80%	0.40%	0.00%
Retail trade	10.20%	10.70%	11.20%	0.00%
Transportation and warehousing, and utilities	6.10%	6.90%	0.90%	0.00%
Information and finance and insurance, and real estate and rental and leasing	4.50%	3.70%	11.20%	100.00%
Professional, scientific, and management, and administrative and waste management services	5.40%	3.80%	9.00%	0.00%
Educational services, and health care and social assistance	19.50%	21.40%	12.30%	0.00%
Arts, entertainment, and recreation, and accommodation and food services	10.10%	9.10%	16.50%	0.00%
Other services (except public administration)	4.20%	4.80%	2.20%	0.00%
Public administration	9.80%	11.50%	8.40%	0.00%
Armed forces	0.20%	0.00%	0.00%	0.00%
CLASS OF WORKER				
Private wage and salary workers	69.50%	71.20%	72.70%	100.00%
Government workers	19.60%	21.90%	17.20%	0.00%
Self-employed workers in own not incorporated business	9.40%	6.40%	7.10%	0.00%

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 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.

A review of location-based data for Jackson County in 2020 indicates that the County is a destination for 37,497 daily trips and origin for 37,710 daily trips each day. Research suggests much of the travel in the County is relatively short distance, less than 50 miles, and a result of Jackson (and nearby County) residents. It is interesting to note that 45% of Jackson County Origins and Destinations are for “Home – Other” trips, which are representative of travel between home and a non-regular location, such as grocery store, places of worship, friend/relative homes, and for recreation purposes.



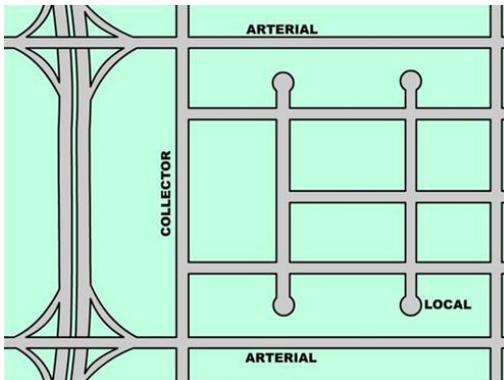
Traffic Count Maps State DOT

Access Management and Safety

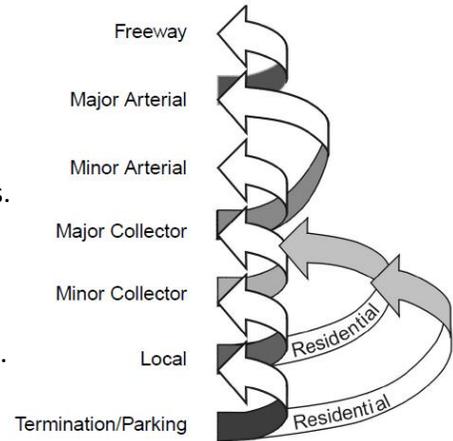
Access management is the systematic control of the location, spacing, design, and operation of driveways, median openings, interchanges, and street connections to a highway. It also involves highway design applications, such as median treatments and auxiliary lanes, and the appropriate spacing of traffic signals. Jackson County is committed to developing safe roadway systems by following basic access management guidelines.

There are 10 basic principles that comprise effective access management:

- Provide a specialized roadway system.
- Limit direct access to major roadways.
- Promote intersection hierarchy.
- Locate traffic control signals to favor through movements.
- Preserve the functional area of intersections and interchanges.
- Limit the number of conflict points.
- Separate conflict areas
- Remove turning vehicles from through traffic lanes.
- Use non-traversable medians to manage left-turn movements.
- Provide a supporting street and circulation system.



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.



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. 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). Jackson County is home to a large Amish community. Amish horse-drawn buggies are being used on all county roads, except the Interstate system, and have continued to increase on the western portion of the County (west of Black River).

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.

- Jackson County Mini Van & Mini-Bus
- Jackson County Interfaith Volunteer Caregivers
- Medical Assistance Transportation
- Jackson County Volunteer Transportation
- Black River Falls Public Transit
- Jackson County Veterans Service Office
- Pine Creek Transportation
- Abby Vans, Inc.
- Tomah VA Medical Center
- Ho-Chunk Nation Tribal Aging Unit
- Ho-Chunk Nation Division of Health and Social Services

Pedestrian and Bicycle Transportation

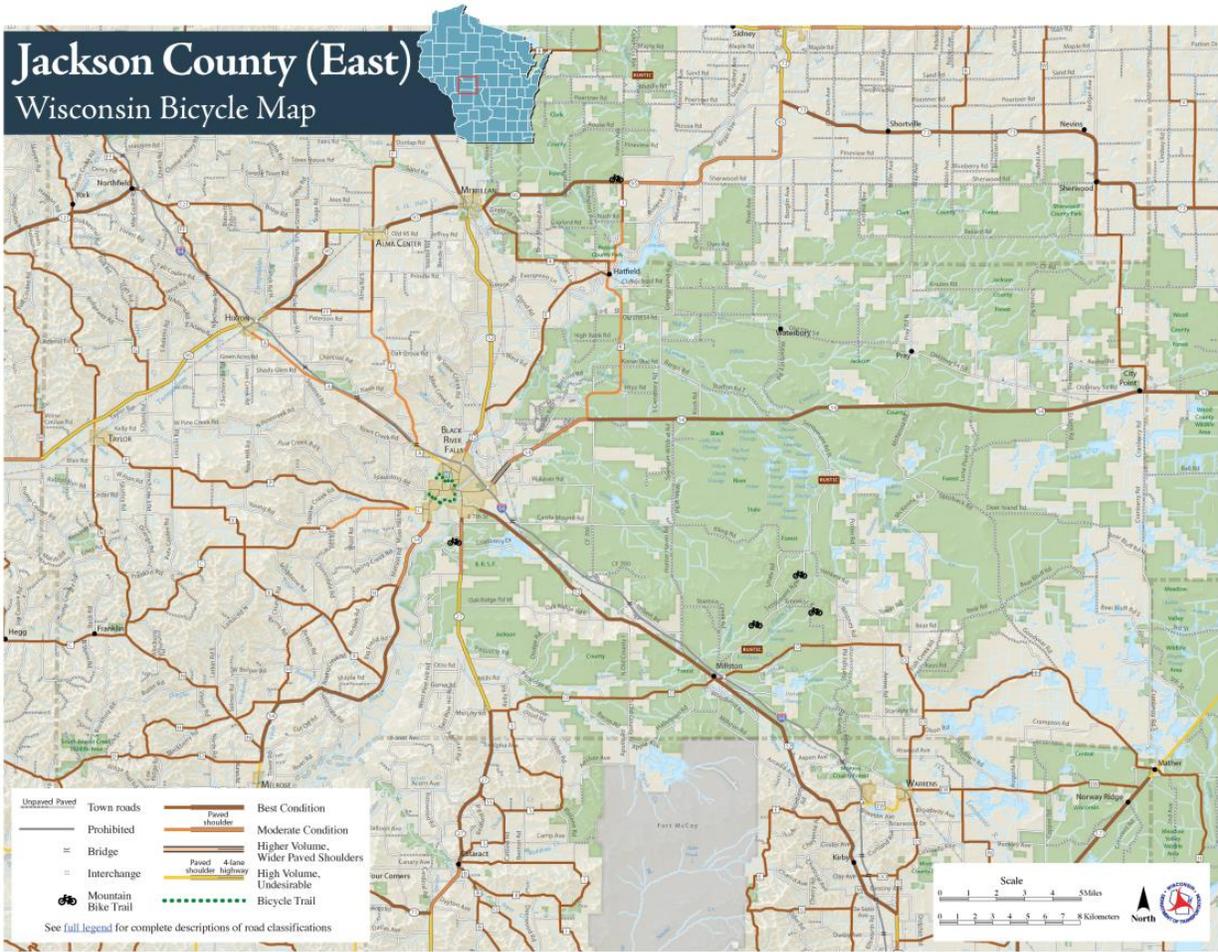
Walkers and bikers throughout Jackson County currently use existing trails, roadways, and sidewalks, although sidewalks are not available in some areas. On quiet country roads – including town roads and many county trunk highways – little improvement is necessary to create excellent bicycling routes. 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.

Figures 3.4 and 3.5 display 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 bikeable 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, 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.

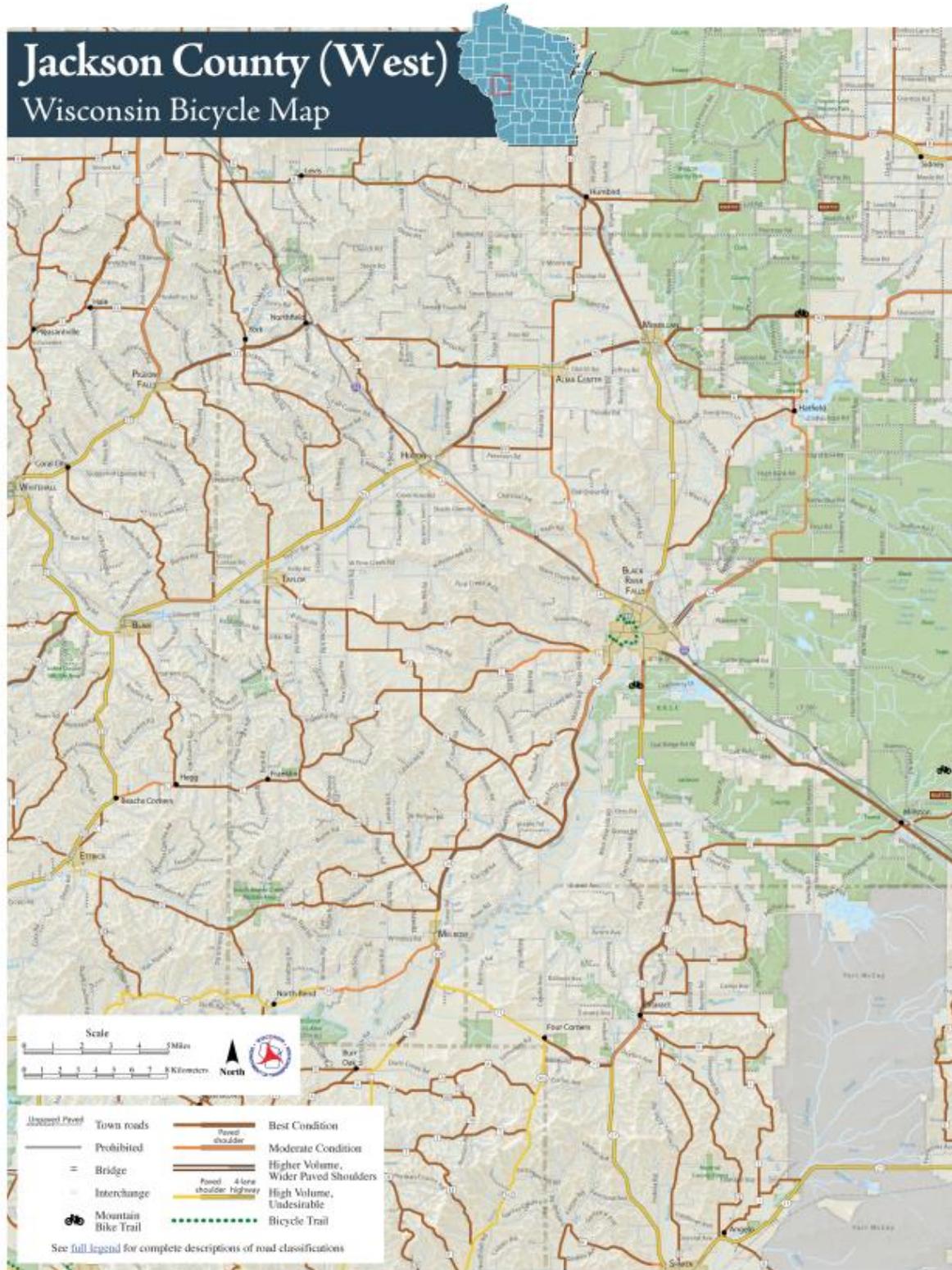
For off-road bicycling opportunities within the County, the Black River State Forest is home to 34 miles of designated mountain bike trails winding through scenic pine and oak forests. Trailheads are located at the Castle Mound and Pigeon Creek campgrounds, and at the Smrekar and Wildcat cross-country 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.

Figure 3.4



Source [WisDOT Bike Maps](#)

Figure 3.5



Source [WisDOT Bike Maps](#)

Railroad 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. The 2022 Wisconsin State Freight Plan predicts growth in state freight rail tonnage of 96.1% by the year 2020. Both the Canadian National and Union Pacific Railways pass through Jackson County.

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 roundtrips in the Chicago-Milwaukee corridor. WisDOT has been studying ways in which passenger rail could be expanded. There will be a second passenger train running from the Twin Cities to Chicago serving the same stops as the Empire Builder. This service, called the Twin Cities-Milwaukee-Chicago (TCMC) Intercity Passenger Rail Project adds a second daily round-trip passenger train on the 411-mile corridor between Chicago, Illinois and Twin Cities (St. Paul and Minneapolis) in Minnesota. The new service will complement the existing Empire Builder schedule, providing travel flexibility with both a morning and mid-day departure from Chicago and St. Paul. The Tomah and La Crosse Depots will serve as stops for the route.

Aviation Service

WisDOT adopted the Wisconsin State Airport System Plan 2030 in 2015. The plan indicates that Wisconsin's Airport System includes 98 public use airports. Black River Falls represents a Medium General Aviation Airport, while La Crosse, Mosinee, and Eau Claire offer the nearest Commercial Service. In addition to public airports, private airports are allowed in the County and like public airports, they must comply with Federal Aviation Administration (FAA) guidelines. In its State Airport System Plan 2020, the WisDOT does not forecast any additional airports will be constructed by the year 2030. The 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. WisDOT does not anticipate that Black River will change in classification from General Utility by year 2030 and does not forecast significant growth at the facility.

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 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 several designated long operator truck routes that traverse the County. They include Interstate 94, USH's 10 and 12, and STH's 121, 95, 54, and 27. There are currently no restricted truck routes in the County.

A recent survey of freight transit providers conducted by MRRPC has identified a need for more truck parking in the region because of new Federal regulations. This will require a public private effort in the county to ensure enough space is available for carriers using the routes in Jackson County.

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. A new federal designation of the Northern Grain Belt Ports on the Mississippi River should improve facilities used by Jackson County farmers and other businesses using the river to ship and receive goods.

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 most recent state transportation improvement program (STIP) for 2023-2026 identifies several transportation investments in Jackson County. Tables identifying specific projects and timelines are shown in Appendix Item A.

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).

3.4 State and Regional Transportation Plans

Several resources were consulted while completing this comprehensive plan. Most of these resources were WisDOT plans resulting from a recent Connections 2050 update (and prior iterations), Wisconsin's multi-modal plan that provides an overarching guide for transportation planning in the state.

Connect 2050 includes the Vision, Goals, and Objectives for Wisconsin's entire transportation system. A complex series of technical reports, modal plans, operational plans, business plans, local plans, and programs -- all of which are or will be guided by Connect 2050's Vision, Goals, and Objectives.

Specific modal plans that were referenced include:

- Connect 2050 (Statewide Long-Range Plan):
[Connect 2050: Let's Connect Wisconsin \(wisdotplans.gov\)](http://wisdotplans.gov)
- Wisconsin State Freight Plan:
[Wisconsin State Freight Plan \(wisdotplans.gov\)](http://wisdotplans.gov)
- Wisconsin Rail Plan 2050:
[Wisconsin Rail Plan 2050 \(wisdotplans.gov\)](http://wisdotplans.gov)
- Wisconsin State Airport System Plan 2030:
[Wisconsin Department of Transportation Wisconsin State Airport System Plan 2030 \(wisconsin.gov\)](http://wisconsin.gov)

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 SS66.1001, 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.

4.1 Agricultural Resource Inventory

The following section details some of the important agricultural resources in 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, 2022-2031
- Jackson County Farmland Preservation Plan, 2016
- Jackson County Animal Waste and Manure Management Ordinance – Chapter 22
- Jackson County Livestock and Animal Facility Licensing Ordinance - Chapter 23

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, 2022-2031)

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 (See Appendix C) 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 soil in the area but are not detailed enough for site-specific needs.

The Jackson County Productive Agricultural Areas Map (See Appendix C) 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 USDA - 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 4.1 Soil Classifications Jackson County

<i>Soil Classification</i>	<i>Description</i>
Class 1	Soils have slight limitations that restrict their use.
Class 2	Soils have moderate limitations that restrict the choice of plants or require moderate conservation practices.
Class 3	Soils have severe limitations that restrict the choice of plants or that require special conservation practices, or both.
Class 4	Soils have very severe limitations that restrict the choice of plants or that require very careful management, or both.
Class 5	Soils are subject to little or no erosion but have other limitations, impractical to remove, that restrict their use mainly to pasture, rangeland, forestland, or wildlife habitat.
Class 6	Soils have severe limitations that make them generally unsuitable for cultivation and that restrict their use mainly to pasture, rangeland, forestland, or wildlife habitat.
Class 7	Soils have very severe limitations that make them unsuitable for cultivation and that restrict their use mainly to grazing, forestland, or wildlife habitat.
Class 8	Soils and miscellaneous areas have limitations that preclude commercial plant production and that restrict their use to recreational purposes, wildlife habitat, watershed, or esthetic purposes.
Water	

Source: USDA Soil Survey 2017

Farming Trends

Table 4.2 Farms and Land in Farms

<i>Farms and Land in Farms</i>	2007	2012	2017
Number of Farms	945	864	855
Land in Farms (acres)	238,978	239,936	248,342
Average Size of Farms (acres)	253	278	290
<i>Market Value of Land and Buildings</i>			
Average per Farm	\$654,119	\$859,022	\$1,103,760
Average per Acre	\$2,587	\$3,093	\$3,800

Source: US Census of Agriculture

Table 4.2 provides information on the number and size of farms in Jackson County from 2007 to 2017. The total number of farms has decreased and the amount of land in farms has increased in Jackson County from 2007 to 2017, 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. Today many “farms” or “farmettes” qualify under this definition but few are 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 1.9 illustrates how the number of smaller farms - especially those with 50-69 acres - has risen since 2007.

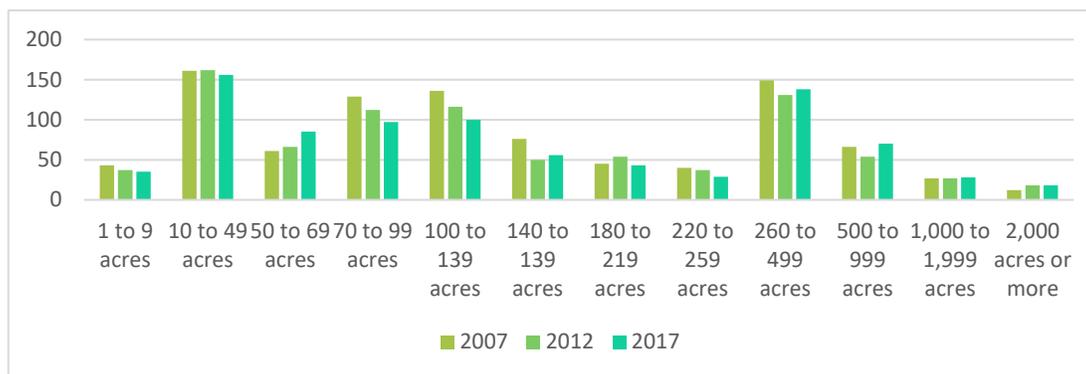


Figure 4.1 Number and Size of Farms

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 to stay afloat in the agricultural economy. There are five 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. Regardless of size, all farms are important to the local agricultural economy.

Table 4.3 displays the number of farms by NAICS (North American Industrial Classification System) for Jackson County and Wisconsin, as reported for the 2017 Census of Agriculture. The largest percentage of farms in Jackson County are in the “Oilseed and grain” category. Jackson County has significantly fewer beef cattle ranching operations and hay operations; and more fruit farms than the State as a whole. Jackson County has more than 3,000 acres of planted cranberry beds, which contributes to the high number of fruit farms in this NAICS category.

Table 4.3 Number of Farms by NAICS

Types of Farms by NAICS	Jackson County		Wisconsin	
	Number of Farms 2017	Percentage of Farms 2017	Number of Farms 2017	Percentage of Farms 2017
Oilseed and grain (1111)	217	25.4%	16,730	48.1%
Vegetable and melon (1112)	11	1.3%	1,611	4.6%
Fruit and tree nut (1113)	46	5.4%	1,451	4.2%
Greenhouse, nursery, and floriculture (1114)	21	2.5%	1,699	4.9%
Tobacco (11191)	0	0.0%	25	0.1%
Cotton (11192)	0	0.0%	0	0.0%
Sugarcane, hay, and all other (11193, 11194, 11199)	204	23.9%	15,140	43.5%
Beef cattle ranching (112111)	118	13.8%	10,464	30.1%
Cattle feedlots (112112)	23	2.7%	1,017	2.9%
Dairy cattle and milk production (11212)	129	15.1%	8,099	23.3%
Hog and pig (1122)	12	1.4%	518	1.5%
Poultry and egg production (1123)	7	0.8%	935	2.7%
Sheep and goat (1124)	24	2.8%	1,913	5.5%
Animal aquaculture and other animal (1125, 1129)	43	5.0%	5,191	14.9%

Source: US Census of Agriculture 2017

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:

- Jackson County Land and Water Resource Management Plan, 2022
- 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, 2010
- Jackson County Outdoor Recreation Plan, 2022
- The Black River State Forest Master Plan, 2010 & Central Sands Plains Regional Master Plan, 2023 (Updates the Black River State Forest Master Plan)
- Wisconsin Statewide Comprehensive Outdoor Recreation Plan, 2019-2023
- Wisconsin DNR Legacy Report, 2006
- Wisconsin Strategy for Wildlife Species of Greatest Conservation Need, 2015-2025

The 2016 Jackson County Farmland Preservation Program Plan identifies three goals related to natural resources:

- Preserve farmland and the rural landscape.
- Minimize land use conflicts in the rural areas.
- Protect sensitive environmental areas.

The Jackson County Land and Water Resource Management Plan list two high-priority goals:

- *Goal One:* Improve manure management and reduce manure runoff pollution in the waters of Jackson County.
- *Goal Two:* Continue work to decrease sedimentation from eroding gullies, eroded channelized flow sites and eroding stream bank locations.

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 in Eau Claire and the nearest Service Center is in Black River Falls.

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.

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.

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

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

(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 depend on it for recharging. Groundwater contamination is most likely to occur where fractured bedrock is near the 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 (Appendix B), 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.

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 250 ft of a private well or 1000 ft of a municipal well
- An area within the Shoreland Zone (300 ft from lakes, ponds, and flowage; 1000 ft from rivers, creeks and streams)
- 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

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 1.10).

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.

Figure 4.2 WDNR River Basins and Water management Units



- Improving recreational opportunities within the basin.
- Managing watersheds to reduce water quality impacts.
- 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.

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

Jackson County Watersheds

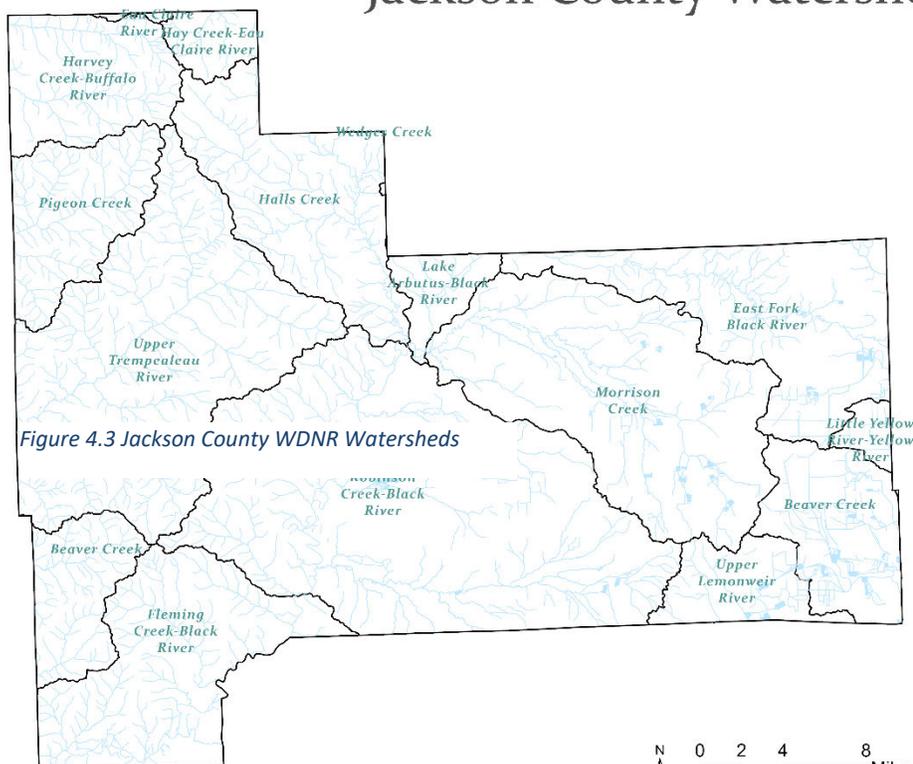


Figure 4.3 Jackson County WDNR Watersheds

and flowages; and 667 miles of streams. Of these streams, 79 streams (279 miles) are classified as trout streams.

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 4.4 Jackson County Named ERW’s

<i>Jackson County ERW's (Named)</i>	
Allen Creek	Rindahl Creek
Beltz Creek	Sand Creek
Cisna Creek	Skutley Creek
Clear Creek	Snow Creek
Coffee Creek	Solum Creek
Columbus Creek	South Fork Buffalo River
Douglas Creek	Hawk Creek
Kay Creek	Tank Creek
Levis Creek	Trempealeau River
Little Creek	Valentine Creek
North Branch Douglas Creek	Vismal Creek
North Branch Trempealeau River	Vosse Coulee Creek
North Fork Buffalo River	Washington Coulee Creek
Pine Creek	Wyman Creek

Source: WI DNR 2022

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 nation's 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.

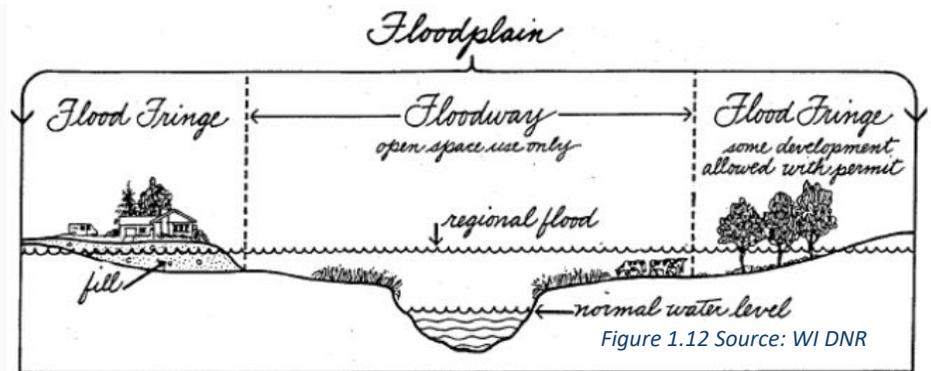
Direct Costs:

- 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

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 flood fringe, 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 flood fringe, 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 parks, recreation, and open space areas. Every effort should be made to discourage incompatible urban development of floodplains and to encourage compatible parks, 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 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. A DNR review of USACE individual and nationwide permit decisions from August 1991 to April 1998 shows wetland losses of approximately 2,053 acres statewide (312 acres/year average). During this time, permitted wetland losses declined by 460% (1,128 acres/year average). This decline is attributed to the adoption of state wetland water quality standards on August 1, 1991. 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 missing. 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 WWI.

According to the Jackson County Land and Water Resource Management Plan 2022-2031, approximately 70% of the total land in Jackson County is woodland and marshland. The Land Use 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 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 DNR 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 C 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 properties. This includes 120,000 acres of Jackson County Forest and recreational areas, and 69,000 acres of Black River State Forest.

The Managed Forest Law (MFL)

The Managed Forest Law (MFL) program is intended to foster sustainable forestry in 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 8,000 acres of MFL land open to the public. In 2006, in total, there were 33,241 acres enrolled. In 2012, there were 41,223

acres of private land enrolled in the Managed Forest Law Program and 4,403 acres enrolled in the Forest Crop Law Program. In 2022, there were 55,792 acres enrolled in the Managed Forest Law Program and 320 acres enrolled in the Forest Crop Law Program.

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. 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.

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 1.25 million 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 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. Since 2002, the Jackson County-owned Forest lands have generated between \$700,000 and \$1.6 million annually, 14 different years the revenues exceeded \$1 million. *(Source: Wisconsin DNR and Jackson County Forestry and Parks Plan)*

Black River State Forest

The Black River State Forest (BRSF), located in central Wisconsin, adjacent to the Black River in Jackson County. The property covers 68,982 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 4,999 acres of open land. 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 February 2023. The plan addresses land management, recreation facilities management, three new State Natural Areas and proposed a project boundary expansion.

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, including much of Jackson County. The increased human presence in the wildland-urban interface presents a major challenge in protecting life, property and forest resources 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 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 is not at risk to wildfire.

Table 4.5 Communities at Risk in Jackson County

<i>Name of Municipality</i>	<i>Risk Level</i>	<i>WDNR Fire Response Unit</i>
T. Adams	Very High	Pray
T. Albion	High	Black River Falls
T. Alma	High	Pray
T. Bear Bluff	Concern	Out of protection
T. Brockway	Very High	Black River Falls
T. City Point	Concern	Pray
T. Cleveland	High	Augusta
T. Garden Valley	Concern	Out of protection
T. Garfield	High	Augusta
T. Hixton	Concern	Out of protection
V. Hixton	Concern	Out of protection
T. Irving	Concern	Out of protection
T. Knapp	High	Black River Falls – north Out of protection – south
T. Komensky	Very High	Pray
T. Manchester	Very High	Black River Falls
T. Melrose	Concern	Out of protection
V. Merrillan	Very High	Black River Falls
T. Millston	High	Black River Falls

Source: WiDNR 2022

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 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 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 687 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 twenty-four SNAs located in Jackson County. Most SNAs 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.

- Bauer-Brockway Barrens
- Bear Bluff
- Black River Savanna
- Brockway Ponds
- Buffalo River Trail Prairies
- Castle Mound Pine Forest
- Catfish Eddy Terraces
- Deer Island
- East Fork of the Black River
- Glenn Creek Barrens
- Half Moon Bottoms
- Jay Creek Pine Forest
- Ketchum Creek Pines
- Komensky Barrens
- Millston Ridge Barrens
- Millston Sand Barrens
- North Bend Wet Prairie
- Robinson Creek Pines
- Spaulding Fen
- Starlight Wetlands
- Upper Black River
- Washburn Marsh
- Waazija Haci (lives amongst the pines)
- Wildcat Ridge

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 private recreational areas. Identification of quarry operations is necessary to minimize nuisance complaints by neighboring users and to identify areas that may have additional transportation needs related to trucking.

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 to preserve the character of the community.

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.

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 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. 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 because of a systematic architectural and historical survey beginning in the 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. Like 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 local history.

Table 4.5 State and National Register of Historic Places, Jackson County

<i>Historical Name</i>	<i>Community</i>
Black Hawk Powwow Grounds	Komensky
Black River Falls Commercial Historical District	Black River Falls
Black River Falls Public Library	Black River Falls
Gullickson’s Glen	Irving
Silver Mound Archaeological District	Hixton
Union High School	Black River Falls

Source: WI Historical Society National Register of Historical 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. 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.

5.1 Utilities

Sanitary Sewer System

Sanitary service across the County is determined at the local level. Most 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 roundups 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 is 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.

5.2 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).

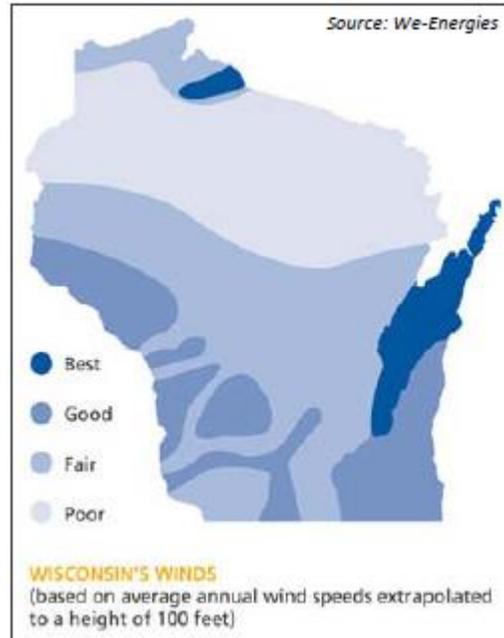
Solar

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 three public solar energy systems in use in Jackson County, although such systems exist for private developments.

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 5.1 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.

Figure 5.1 Wisconsin Wind Energy Suitability



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 to produce 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 on 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. Landfill gas can be burned either directly for heat or to generate electricity for public consumption. The same is true with 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 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.

5.3 Community Facilities

Cemeteries

Township cemeteries were inventoried in 1991 by the Wisconsin State Old Cemetery Society. There are 74 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 to 77.

Health Care Facilities

The Black River Memorial Hospital is located in the city (711 W. Adams St.) of Black River Falls. Black River Memorial Hospital and Healthcare Clinic 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.) and the Ho-Chunk Healthcare Clinic and Marshfield Clinic Dental Clinic. 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.

Childcare 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 childcare 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 Childcare Centers provide care for up to eight children. This care is usually in the provider's home, but it is not required to be in a residence. Licensed Group Childcare Centers provide for nine or more children.

The WI Department of Health and Family Services lists twelve family childcare facilities and eight group childcare facilities. Family facilities 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 and is currently migrating data into Next Generation 9-1-1 format.

Libraries

There are two public libraries within the County and many others in nearby communities surrounding the County. Libraries within the County include: the Black River Falls Library, and the Taylor Memorial 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>.

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 several Amish schools within the western Townships that educate children in 1st - 8th grades.

Jackson County is served by three technical colleges: Chippewa Valley Technical College, Mid-State Technical College, and Western Technical College. Western Technical College offers over 100 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, Viterbo University, and UW-Eau Claire.

Other Government Facilities

There are a few facilities owned and operated by Jackson County. The primary facilities are 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
- Jackson Correctional Institution (Prison) – N6500 Haipeck Road, Town of Brockway
- Black River Correctional Center (Boys Camp) – W6898 East Staffon Road, Town of Komensky
- Highway Department Shop and Storage Facility – N5661 State Hwy 54, Town of Albion
- Highway Department – N10717 Cty Road FF (FF/121 intersection), Town of Northfield

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, 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 2022-2026* 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:

1. Maintain an outdoor recreation program that protects the natural environment and responds to the outdoor recreational needs of the area's citizenry.
2. Formulate an action agenda plan to meet the determined needs or unsatisfied public demands for outdoor recreation facilities in the County and municipalities.
3. 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.
4. Encourage the private sector to provide certain quality services and facilities for outdoor recreation enthusiasts.
5. Consider the impact on the local economy of the many visitors and tourists in the area that utilize the County and municipal outdoor recreation facilities.
6. Establish a policy of re-evaluating goals and objectives and project plans when necessary.
7. Receive maximum benefits from the Land and Water Conservation Fund (LAWCON) and State Stewardship Program funds.

The 2019-2023 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 plan highlights the highest participation rates for outdoor activities in Wisconsin as hiking, nature observation, boating, fishing, and camping. Wisconsinites have historically participated in outdoor recreation at higher rates than the national average. *(Source: 2019-2023 Wisconsin Statewide Comprehensive Outdoor Recreation Plan)*

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 highest needs in the Western Sands include facilities, maintenance, and land for bicycling, camping, fishing, multipurpose trails, and public hunting.

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.

6.1 Economic Development Existing Conditions

Labor Market

Table 6.1 details the employment status of workers in Jackson County as compared to the State. From 2010-2015 the unemployment rate in the County was concurrent with the State unemployment rate. By 2020, the County unemployment rate increased to 9.3%, but was still higher than the State rate. This rate increase was seen across the State as COVID-19 impacted businesses and employment rates.

Table 6.1 Employment Status of Civilians 16 Years and Older

<i>Employment Status of Civilians 16 Years and Older</i>	<i>Jackson County</i>	<i>Wisconsin</i>
<i>In Labor Force (2010)</i>	9,957	3,078,465
<i>Unemployment Rate</i>	8.6%	8.5%
<i>In Labor Force (2015)</i>	9,852	3,079,657
<i>Unemployment Rate</i>	4.7%	4.4%
<i>In Labor Force (2020)</i>	9,905	3,096,518
<i>Unemployment Rate</i>	9.3%	6.3%

Source: ACS 5-Year Estimates, WI Workforce Development

Table 6.2 indicates the percentage of workers by class for the County and the State, in the year 2020. The County has a higher percentage of government workers than the State. The County also has fewer private wage and salary workers than the State.

Table 6.2 Class of Worker

<i>Class of Worker</i>	<i>Jackson County</i>	<i>Wisconsin</i>
<i>Private Wage & Salary</i>	71.2%	79.7%
<i>Government Worker</i>	15.2%	12.3%
<i>Self-Employed</i>	3.3%	3.2%
<i>Unpaid Family Worker</i>	10.2%	5.3%

Source: 2020 ACS 5-Year Estimates

Table 6.3 and Figure 6.1 describe the workforce by occupation within the County and State in year 2020. 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, business, science, and arts occupations category. This category also ranks highly for Jackson County.

Table 6.3 Employment by Occupation

<i>Employment by Occupation, Civilians 16 Years & Older</i>	<i>Jackson County Number</i>	<i>Jackson County Percent</i>	<i>Wisconsin Number</i>	<i>Wisconsin Percent</i>
Management, business, science, and arts occupations	2632	28.0%	1,110,652	37.2%
Service occupations	1682	17.9%	482,609	16.2%
Sales and office occupations	1802	19.2%	604,533	20.3%
Natural resources, construction, and maintenance occupations	1463	15.6%	254,428	8.5%
Production, transportation, and material moving occupations	1810	19.3%	531,055	17.8%
Total	9,389		2,983,277	

Source: 2020 ACS 5-Year Estimates

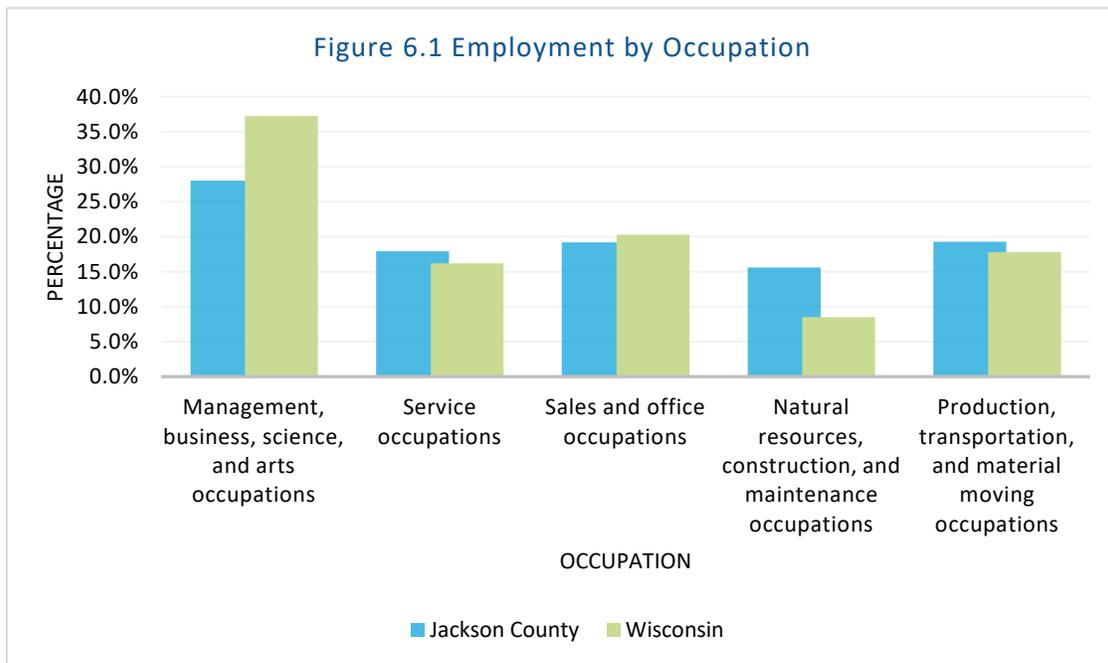


Table 6.4 shows the earnings for workers within the County and State, in the years 2010 and 2020. Earning figures are reported in three forms: per capita income (total income divided by total population), median family income (based on units of occupancy with at least two related individuals), and median 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 per capita income and median household income indicators between 2010 and 2020 was greater than that of the State as a whole.

Table 6.4 Income

<i>Income</i>	<i>Jackson County 2010</i>	<i>Jackson County 2020</i>	<i>Percent Change 10-20</i>	<i>Wisconsin 2010</i>	<i>Wisconsin 2020</i>	<i>Percent Change 10-20</i>
Per Capita Income	\$20,778	\$27,478	32.2%	\$26,624	\$34,450	29.4%
Median Family Income	\$51,885	\$67,549	30.2%	\$54,869	\$80,844	47.3%
Median Household Income	\$43,191	\$55,228	27.9%	\$51,598	\$63,293	22.7%
Individuals Below Poverty Line	16.5%	11.9%	-27.9%	12.5%	11.0%	-12.0%

Source: ACS 5-Year Estimates

Table 6.5 details the educational attainment of the County, and State for residents 25 years and older according to the 2010 and 2020 ACS 5-Year estimates. In the year 2020, 90.5% of Jackson County residents had at least a high school diploma. This figure is slightly lower than that for the State (92.6%). Approximately 15.6% of County residents have bachelor's or a graduate/professional degree, which is below the State (30.8%).

Table 6.5 Educational Attainment Individual 25 Years and Over

<i>Educational Attainment Person 25 Years and Over</i>	<i>Jackson County 2010</i>	<i>Jackson County 2020</i>	<i>Wisconsin 2010</i>	<i>Wisconsin 2020</i>
Less than 9th grade	5.2%	3.7%	3.7%	2.5%
9th to 12th grade, no diploma	8.9%	5.9%	6.9%	4.9%
High school graduate (includes equivalency)	42.6%	42.8%	34.0%	30.3%
Some college, no degree	19.5%	20.9%	20.6%	20.5%
Associate's degree	9.1%	11.2%	9.0%	11.0%
Bachelor's degree	9.6%	9.6%	17.1%	20.3%
Graduate or professional degree	5.2%	6.0%	8.6%	10.5%
High school graduate or higher	86.0%	90.5%	89.4%	92.6%
Bachelor's degree or higher	14.8%	15.6%	25.8%	30.8%

Source: ACS 5-Year Estimates

Economic Base

Table 6.6 lists the top 25 employers in Jackson County as reported by the Wisconsin Department of Workforce Development (WDWD), in the year 2005. The Ho-Chunk Nation is the largest employer for Jackson County. There are 6 businesses with 250 or more employees in Jackson County.

Table 6.6 Top 25 Employers in Jackson County

<i>Business</i>	<i>Business Description</i>	<i>Number of Employees</i>
Ho-Chunk Gaming Black River	Casinos	250-499
Black River Memorial Hospital	Hospitals	250-499
Regal Beloit-Fasco	Electric Motors-Manufacturers	250-499
Jackson Correctional Institution	Government Offices-State	250-499
Walmart Supercenter	Department Stores	250-499
Millis Transfer Inc	Trucking	250-499
Hoffman Construction Co	Building Contractors	100-249
Krohn Clinic	Clinics	100-249
D & S Manufacturing	Metal Goods-Manufacturers	100-249
Hansen's IGA	Grocers-Retail	100-249
Denny's	Full-Service Restaurant	50-99
Mc Donald's	Limited-Service Restaurant	50-99
Northern Family Farms LLP	Farms	50-99
Black River Middle School	Schools	50-99
Black River Falls High School	Schools	50-99
Lincoln Elementary School	Schools	50-99
Black River Elementary School	Schools	50-99
School District-Alma Ctr	School Districts	50-99
Forrest Street Elementary School	Schools	50-99
Cooperative Credit Union	Credit Unions	50-99
Pine View Care Ctr	Nursing & Convalescent Homes	50-99
Family Heritage Care Ctr	Nursing & Convalescent Homes	50-99
Ho Chunk Nation Health Care	Clinics	50-99
Federation Cooperative	Fertilizers-Manufacturers	50-99
Ho-Chunk Nation-Social Svc Dpt.	Social Services NEC	50-99
Jackson County Public Health	Government Offices-County	50-99
Kwik Trip	Convenience Stores	50-99
Greenleaf Trucking Inc	Trucking-Contract Hauling	50-99
Federation Cooperative	Grain-Dealers (whls)	50-99

Source: WI Department of Workforce Development, Jackson County 2020

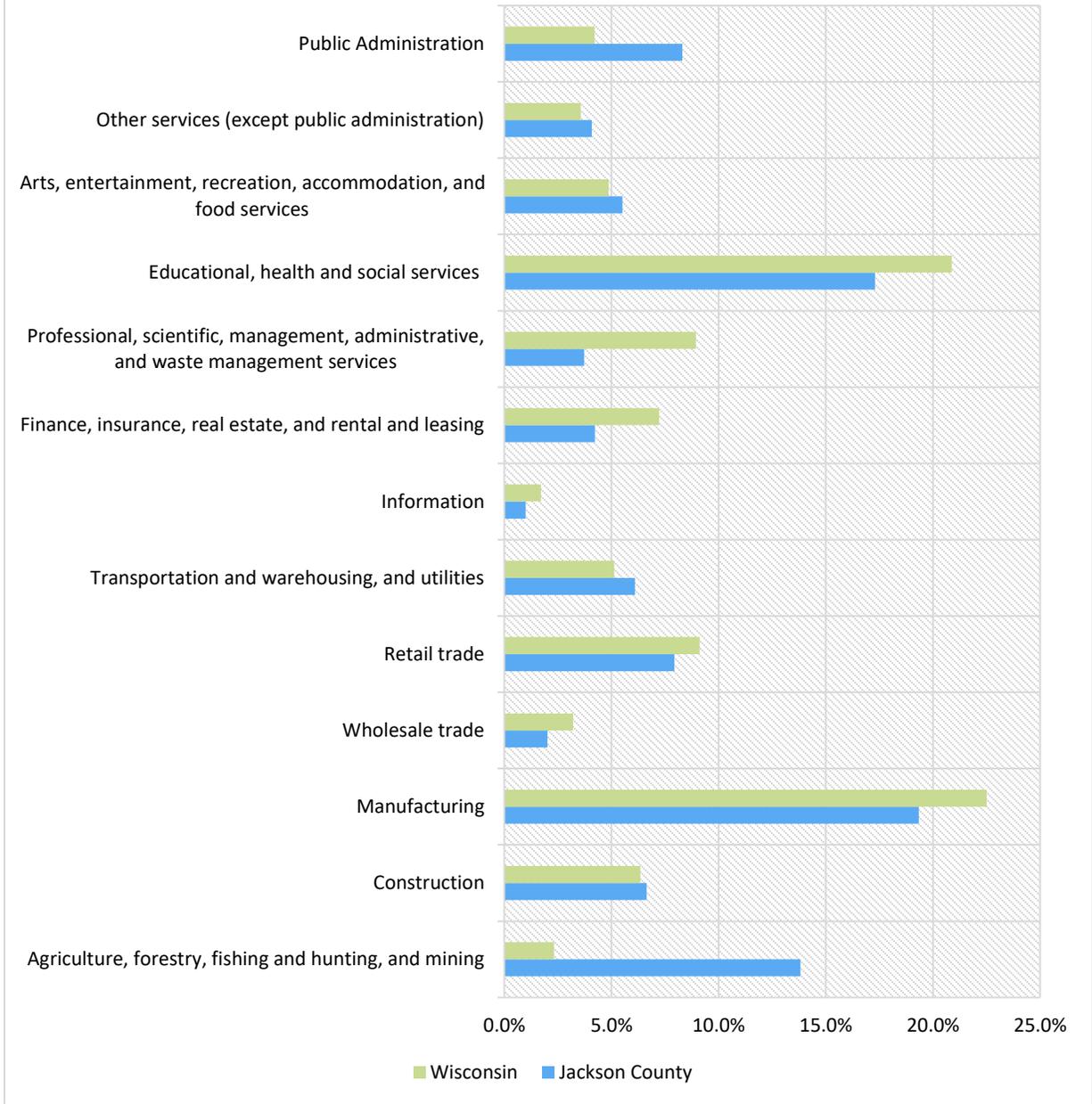
Table 6.7 and Figure 6.2 describe the workforce by industry within the County and State in the year 2020. Whereas occupations refer to what job a person holds, industry refers to the type of work performed by a worker's employer. Therefore, an industry usually employs workers of varying occupations (i.e., a "wholesale trade" industry may have employees whose occupations include "management" and "sales").

Table 6.7 Employment by Industry

	Jackson County					Wisconsin				
	2016		2020		% Change 16-20	2016		2020		% Change 16-20
	No. Emp.	%	No. Emp.	%		No. Emp.	%	No. Emp.	%	
Agriculture, forestry, fishing and hunting, and mining	757	11.4%	896	13.8%	18.4%	53,047	2.7%	48,368	2.3%	-8.8%
Construction	476	7.2%	431	6.6%	-9.5%	108,060	5.5%	132,077	6.3%	22.2%
Manufacturing	1,321	19.9%	1,255	19.3%	-5.0%	461,873	23.6%	468,663	22.5%	1.5%
Wholesale trade	96	1.4%	131	2.0%	36.5%	64,055	3.3%	66,827	3.2%	4.3%
Retail trade	543	8.2%	515	7.9%	-5.2%	185,447	9.5%	189,800	9.1%	2.3%
Transportation and warehousing, and utilities	331	5.0%	395	6.1%	19.3%	94,370	4.8%	106,807	5.1%	13.2%
Information	48	0.7%	65	1.0%	35.4%	34,565	1.8%	35,561	1.7%	2.9%
Finance, insurance, real estate, and rental and leasing	317	4.8%	274	4.2%	-13.6%	143,193	7.3%	150,507	7.2%	5.1%
Professional, scientific, management, administrative, and waste management services	163	2.5%	242	3.7%	48.5%	160,519	8.2%	186,275	8.9%	16.0%
Educational, health and social services	1,411	21.2%	1,122	17.3%	-20.5%	401,905	20.5%	434,847	20.9%	8.2%
Arts, entertainment, recreation, accommodation, and food services	413	6.2%	358	5.5%	-13.3%	98,122	5.0%	101,342	4.9%	3.3%
Other services (except public administration)	137	2.1%	265	4.1%	93.4%	69,596	3.6%	74,173	3.6%	6.6%
Public Administration	634	9.5%	539	8.3%	-15.0%	85,479	4.4%	87,837	4.2%	2.8%
Total Employees	6,647		6,488			1,960,231		2,083,084		

Source: ACS 5-Year Estimates

Figure 6.2 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 6.8 details average employee wages for industries. In Jackson County, employees working in the Management of Companies and Enterprises industry earn the highest average annual wage. As expected, employees working in Arts, Entertainment, and Recreation 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—except for Agriculture, Forestry, Fishing, and Hunting; Construction; Administrative and Support and Waste Management and Remediation Services; Health Care and Social Assistance; and Accommodation and Food Services—is lower for Jackson County workers compared to State averages for the same industries.

Table 6.8 Wage by Industry

NAICS Code	Industry	Jackson County Average Annual Wage 2021	Wisconsin Average Annual Wage 2021	Jackson County as a Percentage of Wisconsin
11	Agriculture, Forestry, Fishing and Hunting	\$40,609	\$40,263	101%
21	Mining, Quarrying, and Oil and Gas Extraction	\$66,351	\$74,415	89%
22	Utilities	\$71,969	\$100,765	71%
23	Construction	\$88,292	\$69,044	128%
31-33	Manufacturing	\$53,446	\$64,344	83%
42	Wholesale Trade	\$39,174	\$80,027	49%
44-45	Retail Trade	\$25,606	\$32,693	78%
48-49	Transportation and Warehousing	\$49,191	\$50,173	98%
51	Information	\$39,311	\$91,506	43%
52	Finance and Insurance	\$52,044	\$90,295	58%
53	Real Estate and Rental and Leasing	\$47,048	\$51,823	91%
54	Professional, Scientific, and Technical Services	\$46,057	\$85,205	54%
55	Management of Companies and Enterprises	\$90,464	\$113,508	80%
56	Administrative and Support and Waste Management and Remediation Services	\$39,331	\$39,481	100%
61	Educational Services	\$38,494	\$54,827	70%
62	Health Care and Social Assistance	\$56,136	\$56,132	100%
71	Arts, Entertainment, and Recreation	\$15,309	\$34,728	44%
72	Accommodation and Food Services	\$23,496	\$19,322	122%
81	Other Services (except Public Administration)	\$24,649	\$37,719	65%
92	Public Administration	\$42,883	\$53,830	80%
99	Unclassified (99)	Not Available	\$66,907	Not Available

Source: WI Department of Workforce Development

6.2 Analysis of Tourism

Tourism is one of Wisconsin’s biggest and fastest growing industries. The Wisconsin Department of Tourism released its 2021 economic impact data, showing Wisconsin tourism generated \$20.9 billion in total economic impact, with Jackson County contributing \$59 million in total economic impact. This is an increase of 23% from 2020 total business sales. According to the Black River Falls Area Chamber of Commerce, in 2021, Jackson County tourism generated more than 468 full and part-time jobs across diverse sectors of the industry, up 14.7% percent over 2020. This contributes to \$4.1 million in State and local taxes and \$10.5 million in labor income in Jackson County.

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 Regional Planning Commission. There does not appear to be a need for more industrial parks in the area currently.

Table 6.9 Jackson County Business and Industry Parks

<i>Community</i>	<i>Name of Site</i>	<i>Date</i>	<i># of Acres</i>	<i>Acres Sold</i>	<i>Acres For Sale</i>	<i>Zoning</i>	<i>Util. To Site?</i>	<i>Yr Utilities Installed</i>	<i>Absorp rate acres/yr</i>
City of Black River Falls	BRF Indus. Park Certified*	1978	120	78	42	Industrial	Yes	1978	< 5
City of Black River Falls	Andrews Rd Bus Park	2006	50	0	50	Lt Indus.	Yes	2006	< 5
City of Black River Falls	I-94 Business Park	2006	20	6	14	Lt Indus.	Yes	2006	5-10
Village of Taylor	Taylor Industrial Park	1979	46	26	5	Industrial	Yes	1979-98	<5

Source: MRRPC 2020

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 6.10 provides BRRTS data for sites that are still “Open” within the Plan Area. Open sites are those in need of cleanup or where cleanup 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 6.10 BRRTS Site

<i>DNR Activity Number</i>	<i>Type*</i>	<i>Site Name</i>	<i>Address</i>	<i>Status</i>
02-27-000270	ERP	Hale Salvage Yard	1/2 Mile S of STH 71 & Lake Rd., Melrose	OPEN
02-27-229242	ERP	M & E Development Center	745 N Elm St., Black River Falls	OPEN
02-27-548671	ERP	Castle Mound Salvage	W9945 W. Castle Mound Rd., Black River Falls	OPEN
03-27-001185	LUST	Jenson Oil Property	128 N State St., Hixton	OPEN
03-27-106882	LUST	Potter, Brian Property	Fire #W217, City Point	OPEN
03-27-109550	LUST	Rymenams Property	W0199 STH 54, Pittsville	OPEN
03-27-560390	LUST	Merrillan FMR Standard Gas Station	SE Corner Wash & Merrill St. Merrillan	OPEN
08-27-555412	AC	Sand Rd.	W10984 Sand Rd., Merrillan	OPEN

Source: WI DNR

**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.*

6.5 Employment Projections

The Wisconsin Department of Workforce Development collects data and projects occupation and industry growth for the State. Table 6.11 identifies which occupations are expected to experience the most growth over a ten-year period from year 2018 to 2028 in the Western Workforce Development Region (Buffalo, Crawford, Jackson, Juneau, La Crosse, Monroe, Trempealeau, and Vernon counties). According the DWD, the fastest growing occupation is Reservation and Transportation Ticket Agents and Travel Clerks. The DWD also projects substantive growth in many health-care related occupations.

Table 6.11 Fastest Growing Occupations 2018-2028

<i>Occupation Code</i>	<i>Occupation</i>	<i>Base Year Employment 2018</i>	<i>Projected Year Employment 2028</i>	<i>Percent Change (%)</i>
434181	Reservation and Transportation Ticket Agents and Travel Clerks	10	21	110.0
151132	Software Developers, Applications	234	322	37.6
151133	Software Developers, Systems Software	62	79	27.4
251071	Health Specialties Teachers, Postsecondary	140	178	27.1
419031	Sales Engineers	31	39	25.8
291071	Physician Assistants	142	178	25.4
312011	Occupational Therapy Assistants	62	77	24.2
152031	Operations Research Analysts	58	72	24.1
291171	Nurse Practitioners	198	245	23.7
414011	Sales Representatives, Wholesale and Manufacturing, Technical and Scientific Products	23	28	21.7
492011	Computer, Automated Teller, and Office Machine Repairers	60	73	21.7
191013	Soil and Plant Scientists	14	17	21.4
399021	Personal Care Aides	2,081	2,525	21.3
452011	Agricultural Inspectors	38	46	21.1
472073	Operating Engineers and Other Construction Equipment Operators	780	940	20.5
291127	Speech-Language Pathologists	278	335	20.5
292056	Veterinary Technologists and Technicians	132	158	19.7
291131	Veterinarians	83	99	19.3
151152	Computer Network Support Specialists	111	132	18.9
452091	Agricultural Equipment Operators	165	196	18.8
131161	Market Research Analysts and Marketing Specialists	496	588	18.5
291126	Respiratory Therapists	135	160	18.5
473015	Helpers--Pipelayers, Plumbers, Pipefitters, and Steamfitters	71	84	18.3
151121	Computer Systems Analysts	424	500	17.9
499044	Millwrights	17	20	17.6
472061	Construction Laborers	1,086	1,275	17.4
211018	Substance Abuse, Behavioral Disorder, and Mental Health Counselors	368	431	17.1
537081	Refuse and Recyclable Material Collectors	100	117	17.0
292032	Diagnostic Medical Sonographers	77	90	16.9
151143	Computer Network Architects	54	63	16.7

Source: WI Department of Workforce Development

Table 6.12 Fastest Growing Industries 2018-2028

<i>Industry Code</i>	<i>Industry</i>	<i>Occupation</i>	<i>Base Year Employment 2018</i>	<i>Projected Year Employment 2028</i>	<i>Percent Change (%)</i>
67	Self Employed and Unpaid Family Workers, All Jobs	Community and Social Service Occupations	76	99	30.3
102400	Professional and Business Services	Computer and Mathematical Occupations	765	978	27.8
67	Self Employed and Unpaid Family Workers, All Jobs	Computer and Mathematical Occupations	68	84	23.5
67	Self Employed and Unpaid Family Workers, All Jobs	Healthcare Support Occupations	146	179	22.6
102200	Information	Computer and Mathematical Occupations	160	194	21.3
102500	Education and Health Services	Personal Care and Service Occupations	2,444	2,924	19.6
102400	Professional and Business Services	Healthcare Practitioners and Technical Occupations	228	271	18.9
67	Self Employed and Unpaid Family Workers, All Jobs	Transportation and Material Moving Occupations	736	864	17.4
101200	Construction	Installation, Maintenance, and Repair Occupations	368	429	16.6
101200	Construction	Construction and Extraction Occupations	3,681	4,262	15.8
102400	Professional and Business Services	Production Occupations	841	972	15.6
102200	Information	Installation, Maintenance, and Repair Occupations	111	128	15.3
101100	Natural Resources and Mining	Business and Financial Operations Occupations	74	85	14.9
101200	Construction	Management Occupations	88	101	14.8
101200	Construction	Transportation and Material Moving Occupations	149	171	14.8
101100	Natural Resources and Mining	Life, Physical, and Social Science Occupations	41	47	14.6
67	Self Employed and Unpaid Family Workers, All Jobs	Architecture and Engineering Occupations	28	32	14.3
102400	Professional and Business Services	Construction and Extraction Occupations	153	174	13.7
102200	Information	Management Occupations	74	84	13.5
101200	Construction	Business and Financial Operations Occupations	135	153	13.3

<i>Industry Code</i>	<i>Industry</i>	<i>Occupation</i>	<i>Base Year Employment 2018</i>	<i>Projected Year Employment 2028</i>	<i>Percent Change (%)</i>
101100	Natural Resources and Mining	Management Occupations	986	1,114	13.0
102400	Professional and Business Services	Installation, Maintenance, and Repair Occupations	232	261	12.5
67	Self Employed and Unpaid Family Workers, All Jobs	Construction and Extraction Occupations	861	964	12.0
67	Self Employed and Unpaid Family Workers, All Jobs	Education, Training, and Library Occupations	351	392	11.7
67	Self Employed and Unpaid Family Workers, All Jobs	Life, Physical, and Social Science Occupations	138	154	11.6
102300	Financial Activities	Computer and Mathematical Occupations	173	193	11.6
101300	Manufacturing	Healthcare Practitioners and Technical Occupations	18	20	11.1
101100	Natural Resources and Mining	Transportation and Material Moving Occupations	700	777	11.0
102500	Education and Health Services	Arts, Design, Entertainment, Sports, and Media Occupations	401	445	11.0
102500	Education and Health Services	Life, Physical, and Social Science Occupations	292	324	11.0

Source: WI Department of Workforce Development

Table 6.12 identifies which industries are expected to experience the most growth over a ten-year period from year 2018 to 2028. According to the DWD, industries in Self Employed and Unpaid Family Workers are expected to have the highest growth rate followed by Professional and Business Services. Since 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.

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.

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 its boundaries. Moreover, although government officials may lose control, they are still held responsible for the delivery of services to their electorates.

7.2 Existing and Potential Areas of Cooperation

Table 7.1 lists the Jackson County existing and potential areas of cooperation as identified by the Jackson County Comprehensive Plan Steering Committee.

Table 7.1 Existing Areas of Cooperation

<i>Existing areas of cooperation with other local units of government</i>	
<i>Local Unit of Government</i>	<i>Existing Cooperation Efforts</i>
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 River 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
<i>Potential areas of cooperation with other local units of government.</i>	
<i>Local Unit of Government</i>	<i>Potential Cooperation Efforts</i>
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 the electors residing in the territory and the owners of all the real property included within the petition.
- Notice of Intent to Circulate Petition (Direct Petition for Annexation) – The petition must be signed by most electors in the territory and the owners of one-half of the real property either in value or in land area. If no electors reside in the territory, then only the landowners need to 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 has been 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 used for services. These agreements grant municipalities authority to cooperate on a very broad range of subjects. Specifically, Wis. Stats 66.0301 authorizes municipalities to cooperate 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 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)

7.3 Analysis of Intergovernmental Relationships

Table 7.2 provides a brief description of the quality of Jackson County’s relationships to other units of government according to the Steering Committee.

Table 7.2 Analysis of Intergovernmental Relationships

<i>Local Unit of Government</i>	<i>Satisfactory (5), Neutral (3), or Unsatisfactory (1)</i>	<i>Comments</i>
Adjacent Counties	5	
Towns within Jackson County	5	
Municipalities within Jackson County	5	
School Districts serving Jackson County	5	
Ho Chunk Nation	5	
Fort McCoy	5	
State of Wisconsin Departments (ie. WisDOT, DNR, DOA, etc.)	5	
Mississippi River Regional Planning Commission	5	

7.4 Intergovernmental Conflicts and Potential Solutions

Table 7.3 provides a brief description of the existing and potential conflicts facing Jackson County, according to the Steering Committee.

Table 7.3 Intergovernmental Conflicts and Potential Solutions

<i>Local Unit of Government</i>	<i>Existing and Potential Conflicts</i>
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	
Mississippi River 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...	

8. Land Use

This element provides a baseline assessment of Jackson County land use and contains information required under SS66.1001, 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.

8.1 Existing Land Use and Housing Density

All the land in 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 from the 2010 Jackson County Comprehensive Plan. Below is a list of definitions regarding land use categories.

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 to produce 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 8.1 approximates the existing land uses in Jackson County as of year 2017 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 8.1 Existing Land Use		
Existing Land Use	Acres	Percentage
Agriculture	125,731.8	19.64%
Commercial	1,031.6	0.16%
Cranberry Bog	5,848.1	0.91%
Farmsteads	3,531	0.55%
Forest Agriculture	13,994.8	2.19%
Industrial	162.3	0.02%
Multi-Family Residential	30.7	0.00%
Mobile Home Residential	64.2	0.01%
Pasture/Open Space	106,266.7	16.6%
Parks & Recreation	463.5	0.07%
Platted Lands	652.6	0.1%
Public	823.9	0.13%
Quarry	966.4	0.15%
Single Family Residential	8,883.3	1.39%
Transportation	10,390.4	1.62%
Utilities	28.6	0.00%
Wooded Lands	349332	54.57%
Water	11,953.1	1.87%
Total	640,155	100%
<i>Source: Land Use Jackson County, WI 2017</i>		

Table 8.2 provides a summary of housing densities within Jackson County. Housing density is reported in acres per unit. The overall housing density in Jackson County in the year 2020 was 66.5 acres per unit. This has changed since the 2000 census, where housing density was 79.7 acres per unit. The Town of Bear Bluff has the lowest housing density with one unit for every 448.8 acres, while the City of Black River Falls has the highest housing density with one unit for every 1.5 acres.

Table 8.2 Housing Density, 2020			
<i>Community</i>	<i>Housing Density (acres/unit)</i>	<i>Community</i>	<i>Housing Density (acres/unit)</i>
T. Adams	28.19048	T. Komensky	253.8667
T. Albion	41.43219	T. Manchester	95.18707
T. Alma	81.22538	T. Melrose	88
T. Bear Bluff	448.8	T. Millston	351.0303
T. Brockway	34.48889	T. North Bend	85.43396
T. City Point	272.3019	T. Northfield	77.57576
T. Cleveland	99.03448	T. Springfield	89.50192
T. Curran	143.0123	V. Alma Center	2.770563
T. Franklin	109.4579	V. Hixton	3.286486
T. Garden Valley	118.8103	V. Melrose	2.270085
T. Garfield	69.18919	V. Merrilan	3.059933
T. Hixton	77.02069	V. Taylor	2.114027
T. Irving	87.43385	C. Black River Falls	1.548055
T. Knapp	251.7802	Jackson County	66.57651
<i>Source: 2020 US Census</i>			

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 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

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 several 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", updated in 2001 by the United States Department of Agriculture, Soil Conservation Service. The soil survey provided useful information regarding the suitability of the soil 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 each 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 D indicates those areas in Jackson County that are unfavorable for development due to steep slopes, wetlands, and floodplains.

8.4 Land Use Trends

Land Supply

In year 2017, there were 640,155 acres of land within the County. It is anticipated that the available/buildable land use supply in the County can change over time due to annexations. Table 8.3 indicates that over 39% of the land within the County has some sort of development limitation either due to water, wetlands, floodplains, or steep slopes. There are approximately 350,448 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.

Land Use Categories	Acres	Percentage
Developed	39,907.2	6.23%
Development Limitations	249,799.6	39.02%
Developable	350,448.1	54.74%
Total	640,155	100%

Source: Land Use Jackson County, WI 2017; MRRPC GIS

Developed Lands include all intensive land uses (residential, commercial, industrial, public, recreational) Development Limitation Lands includes water, wetlands, and other areas of limited development ability. Developable Lands include all areas not included in the prior categories.

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 the year 2030, the County is projected to add an additional 2,095 housing units between the years 2010 and 2030. This equates to approximately 90 housing units per year and 33.6% growth.

Table 8.4 Jackson County Household Projections

	Number of Households						
	2010	2015	2020	2025	2030	2035	2040
Jackson County	7,843	8,405	8,795	9,257	9,632	9,841	9,938

Source: DOA 2013

Projected residential acreage is calculated by using the household projections (see Table 8.5) and a lot size of 1.35 acres. The Jackson County minimum lot size is 1.5 acres; however, some municipalities may have different minimum size requirements.

Table 8.5 Jackson County Household Increases in 5-year Increments

	Increase in Number of Households in 5-year increments						
	2010 -2015	2015-2020	2020-2025	2025-2030	2030-2035	2035-2040	2010-2040 Increase
Jackson County	562	390	462	375	209	97	2,095

Source: DOA 2013

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 2012 to 2021, Jackson County has averaged a total of 25 transactions per year involving agricultural land. In all years the number of transactions involving land to continue in agricultural use outnumbered those involving land diverted to other uses. During that same time, an average of only 3 transactions per year occurred where agricultural land was diverted to other uses. Between 2012 and 2021, the average price per acre for those transactions grew by only 8%, from \$3,257 to \$3,530.

Table 8.6 Agricultural Land Sale Transactions

Year	Ag Land Continuing in Ag Use			Ag Land Diverted to Other Use		
	Number of Transactions	Acres Sold	Dollars per Acre	Number of Transactions	Acres Sold	Dollars per Acre
2012	34	2,423	3,257	1	53	2,405
2013	24	1,658	3,483	-	-	-
2014	16	712	3,587	1	47	5,602
2015	33	1,464	3,434	6	191	13,194
2016	14	590	4,352	3	210	6,251
2017	16	1,170	3,328	7	425	11,634
2018	22	1,189	4,826	1	37	5,822
2019	23	1,083	4,433	-	-	-
2020	16	1,041	2,930	-	-	-
2021	8	317	3,530	-	-	-

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 1.42. From year 2012 to 2021, Jackson County has averaged 25 annual transactions where forestland continued in forest use. The average price per acre for those transactions was \$3,065. During the same period, the county averaged 3 transactions per year where forestland was diverted to other uses. The average price per acre for those transactions was \$3,428.

Table 8.7 Forest Land Sale Transactions

Year	Forest Land Continuing in Forest Use			Forest Land Diverted to Other Use		
	Number of Transactions	Acres Sold	Dollars per Acre	Number of Transactions	Acres Sold	Dollars per Acre
2012	37	1,491	2,246	5	326	2,593
2013	23	859	2,300	-	-	-
2014	27	1,210	3,680	1	40	2,150
2015	34	1,391	4,384	5	306	2,402
2016	11	318	2,420	3	138	2,027
2017	23	1,086	2,341	2	57	9,921
2018	24	1,402	2,698	1	76	2,820
2019	25	1,027	2,839	2	164	2,084
2020	6	484	4,703	-	-	-
2021	37	1,799	3,034	-	-	-

Source: US Census of Agriculture, Jackson County

Trends in land prices can also be derived using the tax assessment data. Table 1.43 displays the aggregate assessed value for various land use categories for year 2016 and 2021. In year 2007, the total value of land and improvements for residential parcels in the County was \$805,938,100; and \$145,705,800 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 8.8 Jackson County Land Use Assessment Statistics

Land Use	2016				2021			
	Parcels	Acres	Land Value	Total Value of Land & Improvements	Parcels	Acres	Land Value	Total Value of Land & Improvements
Residential	9,798	14,140	\$129,156,400	\$805,938,100	9,954	14,688	\$131,019,350	\$885,728,450
Commercial	822	1,833	\$29,962,400	\$145,705,800	863	2,547	\$33,228,800	\$172,797,400
Manufacturing	74	2,148	\$13,310,400	\$94,250,200	67	1,861	\$10,595,300	\$51,941,400
Agricultural	8,413	152,088	\$21,199,750	\$21,199,750	8,542	150,515	\$22,074,800	\$22,074,800
Undeveloped	6,472	57,580	\$22,588,850	\$22,588,850	6,495	56,777	\$21,617,300	\$21,617,300
AG Forest	5,003	67,188	\$75,311,600	\$75,311,600	5,046	65,846	\$81,017,000	\$81,017,000
Forest Lands	4,526	78,615	\$171,100,900	\$171,100,900	4,394	73,076	\$166,078,400	\$166,078,400
Other	1,496	3,610	\$10,246,600	\$122,548,700	1,534	3,711	\$11,439,500	\$138,217,900
Total	36,604	377,202	\$472,876,900	\$1,458,643,900	36,895	369,021	\$477,070,450	\$1,539,472,650

Source: Wi Dept. Revenue, Jackson County

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 1.6.4). Individual municipalities may have other small sites designated for redevelopment within their comprehensive plans.

Appendix A

PUBLIC PARTICIPATION PLAN

for the Update of Jackson County Comprehensive Plan 2022-2023

1. Introduction

Section 66.1001(4)(a) of Wisconsin Statutes requires the governing body of the local government unit to adopt written procedures designed to foster public participation, including open discussions, communication programs, information services, and public meetings for which advance notice is provided, in every stage in the preparation of the updated comprehensive plan. These written procedures contained within this Public Participation Plan have been developed to meet this requirement. This Plan will guide public participation throughout the County's Comprehensive Planning Update Process.

This Public Participation Program offers all citizens, businesses, other units of government, and other parties a range of opportunities to participate through the planning process in a meaningful way to shape the future of the County. Effective public input is critical for the success of this planning process because it is the citizens, businesses, and other organizations that will experience the results of the objectives, policies, goals and programs of the Comprehensive Plan in the future.

The participation program is designed to be inclusive. It encourages people to participate in the process and to maximize the effectiveness of their contributions. The opportunities are open to everyone.

Our public participation process will:

- Ensure all planning decisions are open to public comment;
- Produce better planning decisions;
- Support and add credibility to all County decision-making processes
- Provide opportunities to disseminate information about the Plan and process to all segments of the County;
- Strengthen the relationship between our decision makers, residents, and stakeholders.

2. Public Participation Methods and Opportunities

Jackson County has established the following list of public participation methods and opportunities.

a. Open Plan Commission Meetings

Plan Commission meetings scheduled during the Jackson County Comprehensive Plan update process will have an agenda item providing the opportunity for any public comment on or regarding the Jackson County Comprehensive Plan.

b. Review and Distribution of the Planning Documents

During the Comprehensive Plan update process the public may review and obtain copies of proposed, alternative, or amended elements of the County's Comprehensive Plan from the County upon request. This information may also be distributed through the County's website.

c. Website

The County will post on its website information related to the County Comprehensive Plan update planning process. This information may include agendas, minutes, draft plan elements, amendments, reports, maps, and photographs.

d. Written Comments

The County will always welcome and consider written comments and will respond either in writing or by public comment during public meetings and/or through the media.

e. Meeting Notices

The County will post meeting notices for each meeting and event in a timely manner at accessible locations, and the notices will meet the requirements for proper notification regarding purpose of meeting, date, time and location.

f. Public Hearing

The Comprehensive Planning Law requires local units of government to hold at least one (1) formal public hearing with a Class 2 public notice prior to adoption of a revised Comprehensive Plan' resolution or ordinance. Prior to adoption of the revised Comprehensive Plan, the County will conduct this required public hearing.

g. Plan Recommendation Resolution

The Plan Commission or other body of the County that is authorized to amend the County Comprehensive Plan may recommend the adoption or amendment of the Comprehensive Plan only by adopting a resolution by a majority vote of the entire commission or other body. The vote shall be recorded in the official minutes of the committee or other body. The resolution shall refer to maps and other descriptive material that relate to one or more elements of a comprehensive plan. Upon adoption of the plan amendment, the Plan and its resolution shall be distributed by the County to recipients listed in Section 66.1001(4)(b) of the Wisconsin Statutes.

i. Plan Adoption by Ordinance

No comprehensive plan that is recommended for adoption or amendment under. above may take effect until the County Board enacts an ordinance that adopts the comprehensive plan or amendment. Upon adoption of this ordinance it shall be filed with at least all of the entities specified in Section 66.1001(4)(b) of the Statutes.

j. Other

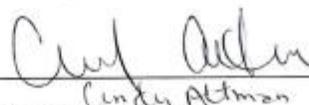
Planning is a continuous process that does not end with the adoption of a Comprehensive Plan. Since new issues and unforeseen circumstances will always arise the County may amend its Comprehensive Plan with proper public input and in accordance with County policies and State Statutes at any time.

3. Adoption

Jackson County adopted this Public Participation Plan on this 13 day of February, 2022.



Jeff Amo
Jackson County Board Chair



Cindy Altman
Jackson County Clerk



Jackson County Comprehensive Plan Survey Results

Demographics

We had very favorable results to the Jackson County survey with over 200 people responding, representing virtually every town, village, and city within the county. The majority of the people responding worked in the city of Black River Falls while residents were more evenly divided across the county. We also had a nice age distribution with respondents in all brackets. We also had thirty respondents over the age of 65.

We had 165 homeowners respond with 44 of those owning farmland. We also had 36 people that owned recreational land in the county. 41 of our respondents were business owners, or about 20% of the total. Many of our respondents also suggested that they were planning to build or buy a home in Jackson County, start, or expand business, and 42 Suggested that they were in a position to acquire land in the county. 16 Respondents suggested that they would be moving away from the county in the future.

Community Observations and Recommendations

Jobs topped the list of Issues impacting the county over the next decade. Both finding employment and finding quality employees scored in the 70th percentile. Other areas of significant concern included childcare and Internet access followed by cost of living, education, and healthcare.

Housing and Residential Development. Zoning, Planning, and Public Infrastructure

When we looked at housing and residential development, including zoning, planning, and recommendations moving forward we got some interesting results. Being able to build a second home on an existing site or accessory dwelling units (ADU's) scored high. Proximity to schools, service and retail also scored high, as well as housing densities, suggesting that any substantial development take place in cities, towns, or villages Where infrastructure is already in place.

When asked about what the county was doing well and more specifically, what aspects the residents would share with others, childcare, affordable housing, economic opportunities, and education scored well.



Business Development

When asked about business development the respondents suggested that the community focus on business parks and industrial growth followed by retail and renewable energy. Issues like technology, healthcare and education scored lower on this section of the survey but other results suggest that this was because respondents felt that the county was already doing a good job in these areas.

Roads and Transportation

When asked about transportation issues, the respondents identified a couple of key issues that need to be identified moving forward. First, the issue of ATV's or multi use vehicles needs to be addressed by the county and comprehensive policies need to be adapted. Respondents fell on both sides of this issue. Secondly, the communities and county need to be able to move pedestrians and bicycles safely and efficiently, especially across heavily trafficked areas and highways. In interviews with key stakeholder's truck traffic in the downtown, near schools, and retail districts was identified as a problem especially in Black River Falls. A long-term solution was suggested that would reroute this truck traffic using a new bridge. Finally, there was strong support for looking at ways to transport individuals who could not drive or simply wanted to reduce their carbon footprint. Specifically ride sharing, more public transit options and better bike pedestrian routes were identified as things that the county should continue to focus on moving forward. There was strong support for continued maintenance of existing roads and infrastructure as well.

Natural Resources

The respondents were also uniformly supportive of their state, county, and local parks, landmarks, conservancies, forests, and wetlands as well as the lakes and rivers in the region. Other environmental issues also drew a strong response from the audience. Mining clearly topped the list of issues that needed to be addressed but this in no way suggests that the respondents were supportive of expanding mining efforts in the county, in fact, quite the opposite with many comments suggesting strong opposition to expanded mining efforts.



Conclusion

We were pleased with the responses to the survey and feel it represented a good cross section of the community. I do need to apologize for any ambiguous questions, especially on the issue of mining in the county. You will see in the comments below that this issue solicits strong opinions.

While the comments below represent the opinion of one individual, reading through them does create some consensus. Areas like farming, renewable energy, housing, and road improvements as well as tapping into the I94 corridor and tourism seem to suggest some direction for the community. There is also strong support for all the communities working together. I believe the people from Jackson County are proud of what they have and excited about the future.

Respectfully Submitted,

Ken Harwood
Planner

Mississippi River Regional Planning Commission

Jackson County Survey Results

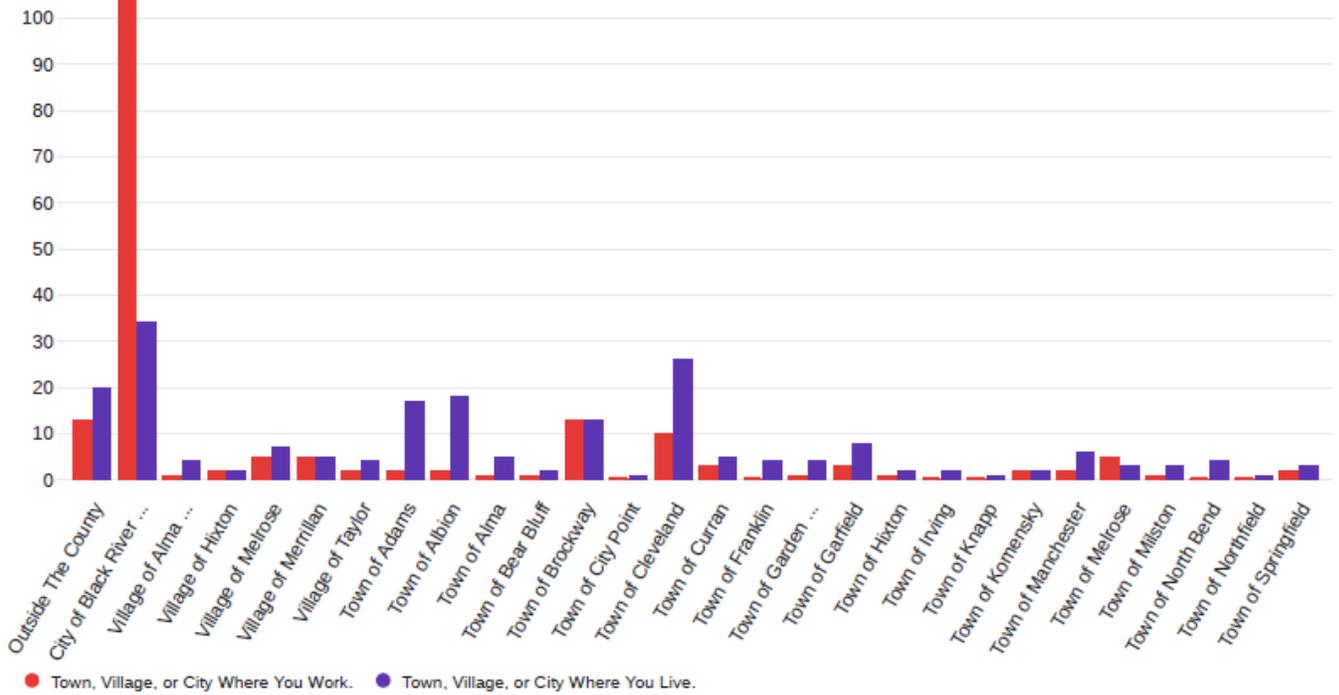
Jackson County Comprehensive Plan Survey Results



JACKSON COUNTY
Wisconsin

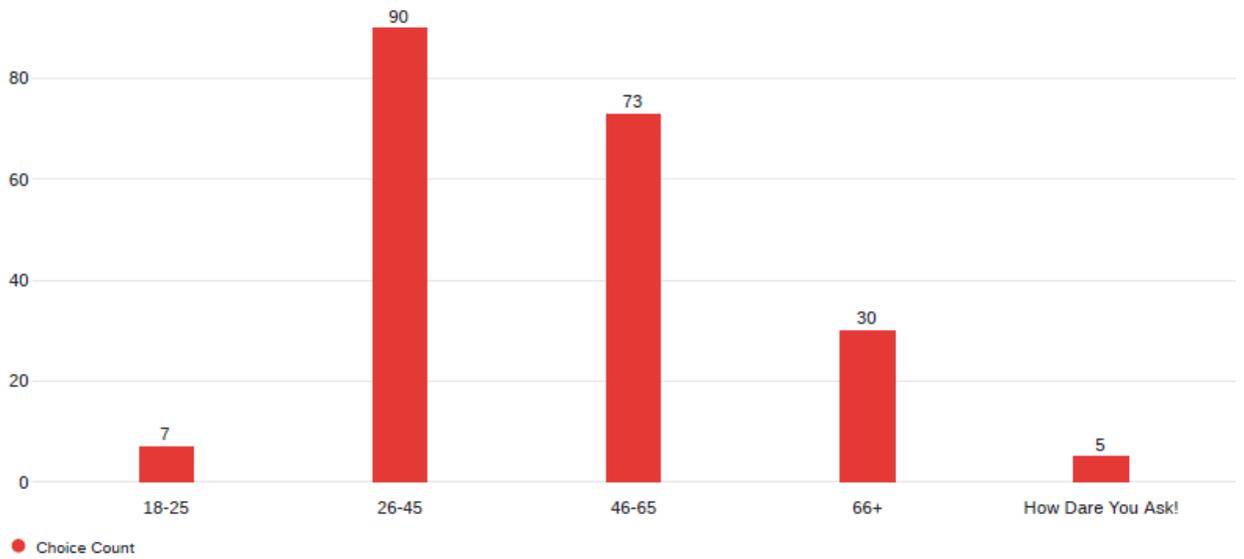


Indicate the Town, Village, or City Where You Live / Work.



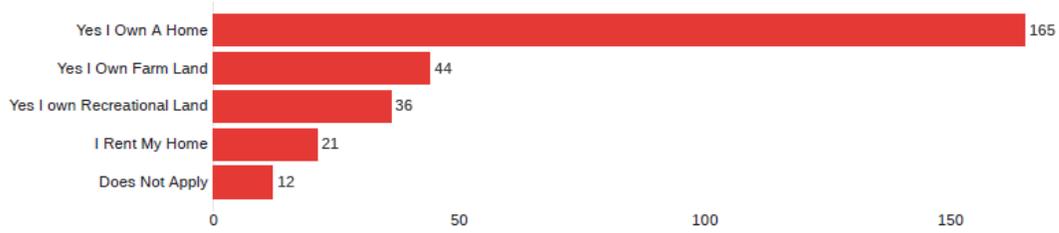
Age Group?

205 Responses

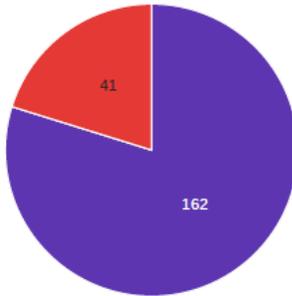


Are you a Property Owner? (Select all that apply)

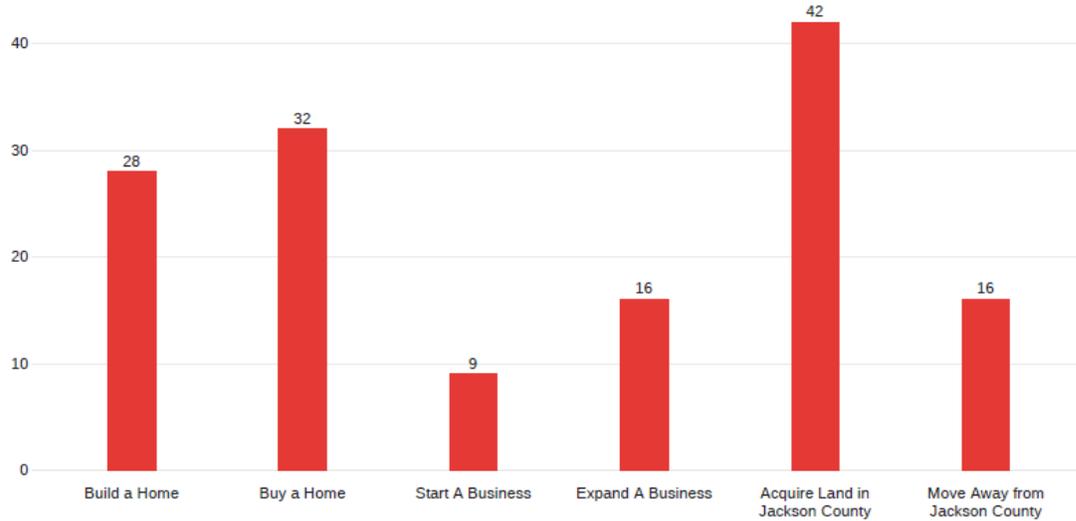
208 Responses



Q15 - Are you a Business Owner?



In the future, do you plan to... (Select all that apply)



What Issues Will Impact Jackson County Development in the Next 10 Years? SI...

Field	Mean	Median	Responses
Finding Qualified Employees	74.76	80.00	161
Child Care	73.02	80.00	156
Employment / Jobs	72.73	77.00	163
Internet Access	71.75	80.00	158
Cost of Living	69.66	73.50	164
Education	69.42	75.00	160
Health Care	68.90	70.50	160
Roads	67.34	72.00	162
Infrastructure	65.32	69.00	153
Agriculture	64.48	63.00	149
Housing Development	63.05	62.00	165
Business Development	62.31	65.00	150
Community Engagement	61.64	65.00	148
Recreation / Tourism	61.37	61.00	150
Zoning	57.28	51.50	144

Housing and Residential Development. Zoning, Planning, and Public Infrastructure...

Field	Mean	Median	Responses
Accessory Dwelling Units (Second Housing Unit on Existing Property)	3.25	3.00	154
Proximity to School, Services and Retail	2.76	3.00	161
Housing Density	2.76	3.00	160
Rural Housing	2.64	3.00	161
Other	2.61	2.00	18
Apartments or Multifamily	2.39	2.00	162
Zoning and Land Use	2.33	2.00	157
Intergovernmental Cooperation	2.30	2.00	159
Parks and Public Lands	2.30	2.00	162
Public Sewer and Water	2.28	2.00	162
Affordable Housing	1.79	2.00	165

Community Observations and Recommendations Please share your thoughts on wh...

Field	Mean	Median	Responses
Child Care	3.74	4.00	178
Affordable Housing	3.36	4.00	181
Economic Opportunities	3.14	3.00	181
Education	3.05	3.50	182
Property Taxes	2.97	3.00	182
Health Care	2.91	3.00	183
Available Job Opportunities	2.87	3.00	180
Business Support	2.69	2.00	181
Community Engagement	2.46	2.00	181
Rural Character	1.91	2.00	183
Agriculture	1.86	2.00	180
Natural Resources	1.79	1.00	184
Recreational Opportunities	1.77	1.00	182

Business Development What Business Development areas should the County and...

Field	Mean	Median	Responses
Heavy Industrial	2.85	3.00	157
Industrial Parks	2.80	3.00	157
Shipping and Distribution	2.76	3.00	158
Light Industrial	2.50	2.00	159
Retail and Service	2.28	2.00	161
Renewable Energy	2.27	2.00	160
Professional Services	2.25	2.00	158
Agriculture	2.23	2.00	160
Tourism and Recreation	1.99	2.00	161
Technology	1.85	2.00	156
Healthcare	1.82	2.00	163
Education / Job Training	1.75	2.00	158

Q12 - Roads and Transportation What Road and Transportation issues should the Co...

Field	Mean	Median	Responses
Multi Use (ATV's)	3.22	3.00	157
Traffic Controls	2.65	3.00	154
Sidewalks and Trails	2.30	2.00	161
Stormwater and Sewer	2.24	2.00	158
State and Federal Highways	2.18	2.00	160
Seasonal Maintenance (Snow, Erosion, and Potholes.)	1.71	2.00	163
County and Local Roads	1.55	1.00	162

Q14 - Public Transportation What Public Transportation issues should the County...

Field	Mean	Median	Responses
Ride Sharing	2.90	3.00	157
Bus (regional / National)	2.86	3.00	159
Bike / Pedestrian	2.61	3.00	153
Transportation Services (i.e. Abby Vans, Uber. other)	2.07	2.00	162
ADRC (Senior and Disability)	1.92	2.00	160

Q16 - Natural Resources What Natural Resource issues should the County and Commu...

Field	Mean	Median	Responses
State Parks	2.22	2.00	159
Cultural and Historic Landmarks	2.15	2.00	159
Wetlands	2.12	2.00	158
Land and Conservancy's	2.09	2.00	158
County or Community Parks	1.96	2.00	160
Wildlife and Game	1.96	2.00	160
Forests	1.83	2.00	160
Lakes, Rivers, and Waterways	1.69	2.00	160

Q17 - Renewable Energy and Environmental Issues What Renewable Energy and Enviro...

Field	Mean	Median	Responses
Mining*	3.00	3.00	157
Climate Change and Carbon Emissions	2.44	2.00	157
Hydro Electric Systems	2.37	2.00	155
Other Renewable Projects	2.36	2.00	149
Agriculture Pollution Prevention	2.32	2.00	157
Wind and Solar Projects	2.30	2.00	160
Distribution (Power Lines)	2.26	2.00	153
Water Use	2.15	2.00	157

*Editor's Note: In the case of mining, some respondents commented that they responded highly not because they wanted or supported mining but because they wanted the county to take actions to prevent additional mining in the county. While others may have responded highly because they are supportive of mining activities.

Q17 - Or you can just type your thoughts and "Big Idea" Here...

Or you can just type your thoughts and "Big Idea" Here...

I would like to see more on farm business direct to the consumer. I think this could help small farmers and help attract new people into agriculture. The path that Wisconsin agriculture is on right now is not sustainable. One of the things I would love to see is a revision of the Cheese makers license in Wisconsin. It's outdated and needs to be replaced with something more practical. Wisconsin is the only place in the United States that has such a law. I've toured plenty of small dairys in other states that do on farm cheese making. If they were in Wisconsin it wouldn't be possible for them to be successful as they are.

This survey is poorly written; many of the questions are hard to answer. I believe mining is inappropriate for my community. So, do I say it is extremely important for the County to focus on mining, meaning it is acceptable OR do I say it is unimportant and, therefore, unacceptable?

A focus on creating a clean, safe, nurturing, sustainable environment for all residents and visitors will make Jackson County a gem in west-central Wisconsin. The future is calling!

I would prefer to wholly eliminate sulfide mining & extraction in the county. Also, we must somehow find a way to help towns improve their infrastructure (fixing culverts, potholes, not converting roads to gravel, etc!)

Continue to find ways to help increase equitable access to most services/locations in jc.

Support town decisions and plans to prevent large mining operations, especially metallic and sulfide mining. As we've seen with frac sand, mining is largely a boom-n-bust economic contributor that reduces nearby land values and quality of life.

Use facilities already available instead of building completely new. Modify the strengths we have already existing as needs grow. For example, the proposed trail for walking and biking would use old railroad passages. Find the best uses for buildings available rather more building outward.

Security especially in rural areas, restrict number of air B&Bs, Regulate atv's and reduce potential car conflicts.

Quit changing the rules that county department heads don't have to live in town. Why should the highest paid people in the county get paid here and then spend their money in another county? I love when we pay a county head a nice salary and they go build a big fancy house in another county. That's a long-term commitment, where they will using JC money to support their county businesses, schools, and roads.

We need to continue to protect and promote the natural resources of our county and at the same time, we must push forward with sustainable development in housing, industry and above all we need to promote education in the areas of skilled trades and high-tech industrial jobs.

Volunteerism very important. Didn't see it.

need to make the county economical and affordable while maintaining environment

Bring Jackson County up to speed with sharing transportation routes; get wider shoulders for biking/buggy traffic from one village to another. That may provide a nice winter exercise outlet for people of this county also. BRF could benefit from a foot path or bike path over the interstate to connect with Oasis area.

Why don't the municipalities run their own garbage drop-off/recycling centers?

Does the County have landlord ordinances?

Why is the County Fair hosted in a big black parking lot? That makes it very very hot for people; why don't the people park in the parking lot and move the rides into the grassy areas?

The County city/villages/unincorporated areas are doing a good job making their 'main streets' look nice and inviting; thank you. Flowers and clean sidewalks do make a huge difference to make it seem safe for me to get out of my car and wander around into the stores of the area.

Thanks for offering this survey; it's very nice to ask us for our input.

Eliminate the possibility of metallic mining in Cleveland and Garfield. It really should not be welcome in Jackson County at all. ANYWHERE

*The headwaters of streams to creeks to rivers to the Mississippi are too important.

*The water quality in our wells is extremely important!

*The toxic chemicals to obtain a few minerals can not be introduced into the area!!

*The wildlife does not have a say!!!

*The forest and farmlands do not need to be destroyed by mining!!!

*Do you think any mining company will be responsive or responsible for accidents and damages? OR will Jackson county take on that responsibility? OR will the landowners and residents have to bear the brunt of the destruction??

Please explore relationship of the built environment and health. See Eau Claire's comp plan chapter on this.

<https://www.eauclairewi.gov/home/showpublisheddocument/7100/635246063082970000>

We live in Garfield township. A mine in this area would reduce our quality of life here. Make our land, property and water unvaluable and useless.. Make us sell out, for bottom dollar and move somewhere else. Even though we have lived here for a long time. Yes, this does not affect you who live in the county center, Black River Falls. But you would not want a mine in YOUR backyard. We don't either. It is just for those who gain monetarily from it. Not the people who live near it.

The Eau Claire area seems to be growing. We can do the same here with affordable housing. Good schooling is important as well as healthcare. Our proximity to I94 is huge.

Promote tourism! Bring more people here! Our recreation, fishing, camping, snow mobiling is a gold mine! Bring in tax revenue by promoting more tourism! Improvements to downtown black river falls like more community parks, more "draws" to downtown to pump up our businesses. Having people downtown brings more people downtown which means more revenue.

Water and land use are of extreme importance. Any proposed endeavor that would in ANY way threaten our ground water and agriculture needs to be eliminated. No water, no homes. It would seem that everything centers around Black River Falls. We "rurals" have as much right to county services as the town of BRF. We are typically ignored.

Require twice yearly inspections and testing of water quality above and below businesses on the county's waterways that maintain, grow, develop and expand their agricultural products, including but not limited to livestock farms, cranberry marshes and the research center on CTH O. F & P should work with DNR & publish all findings, concerns & suggestions.

Jackson County Comprehensive Plan Survey

TELL US
WHAT YOU
THINK!

ON YOUR PHONE...



ON YOUR COMPUTER...
MRRPC.com/Survey



Press Release



FOR IMMEDIATE RELEASE

Developing Jackson Counties Future: Introducing a Survey and Call for Participation in the Comprehensive Planning Efforts Now Ongoing.

Jackson County Wisconsin, 08.09.2023 – We are pleased to announce an important step towards shaping a brighter future for Jackson County through the launch of an in-depth survey and request for your active participation in the development of our comprehensive plan.

Jackson County is committed to supporting our communities, and to facilitate this growth, we are initiating a detailed survey designed to capture the diverse perspectives, hopes, and concerns of our residents, businesses, and stakeholders. This survey serves as a foundation for building a Comprehensive Plan that reflects our collective vision for the years to come.

Key objectives of the survey include:

1. **Participation:** We are committed to ensuring that every voice in our community is heard. The survey is open to all, providing an opportunity for residents, local leaders, businesses, and organizations to contribute their insights, goals and ideas.
2. **Understanding:** The survey will delve into a wide range of topics, including housing, transportation, economic development, child care, education, environmental sustainability, and planned growth.

3. **Our Future:** This Survey and the resulting plan will address both the current challenges and those that lie ahead. The insights collected through the survey will guide our strategic decisions in pursuit of planned growth, a sustainable future and a better Jackson County for our children and grandchildren.

“This survey is essential to gain community input for the comprehensive planning process. We invite every member of our community to actively engage in this effort. Your input, ideas, and perspectives are essential as we make investments in the future of your community.” Jon Bingol MRRPC
Executive Director

To participate in the survey and contribute to the development of a comprehensive plan, please visit www.MRRPC.com/Survey and select **Jackson County Comprehensive Plan Community Survey**. Your involvement will play a crucial role in shaping the future we all aspire to build together.

For more information about the survey or our comprehensive planning efforts, please contact:

For media inquiries, please contact:

Ken Harwood
Mississippi River Regional Planning Commission (MRRPC)
Ken@MRRPC.com
Office - 608.785.9396
Cell - 608.334.2174

About MRRPC:

The Mississippi River Regional Planning Commission (MRRPC) represents nine counties located within the Driftless Region in Western Wisconsin. We provide planning and economic development services to improve the Region’s environment, economy, and quality of life. Great jobs, thriving tourism, good healthcare, prosperous industry, and a healthy agriculture system are all key to the long term success of the region. Great plans facilitate this development.

Jackson County Comprehensive Plan Survey Questions



Jackson County Comprehensive Plan

Start of Block: Default Question Block

A Comprehensive Plan is a guide to the physical, social, and economic development of a County, City, Village, Town, or region. They serve as a roadmap for decision making and provide framework for the management of growth, resources, and services.

We appreciate your participation in this questionnaire for the development of a Comprehensive Plan for Jackson County. Your input is critical in shaping the future of this area and to ensure that participant wants and needs are reflected in the decisions made on topics such as community development, land use, housing, transportation, and economic development.

We want to hear from you even if you do not live or work in Jackson County.

Lets Get Started!

Indicate the Town, Village, or City Where You Live.

▼ Outside The County ... Town of Springfield

Indicate the Town, Village, or City Where You Work.

▼ Outside The County ... Town of Springfield

Age Group?

- 18-25
 - 26-45
 - 46-65
 - 66+
 - How Dare You Ask!
-

Are you a Property Owner? (Select all that apply)

- Yes I Own A Home
 - Yes I Own Farm Land
 - Yes I own Recreational Land
 - I Rent My Home
 - Does Not Apply
-

Are you a Business Owner?

- Yes
 - No
-

In the future, do you plan to... (Select all that apply)

- Build a Home
- Buy a Home
- Start A Business
- Expand A Business
- Acquire Land in Jackson County
- Move Away from Jackson County (We Really Don't Want you to Go!)

Community Observations and Recommendations

Please share your thoughts on what attributes in Jackson County you would share with others.

	Strongly Agree, I Would Share	Somewhat Agree	Not Important to Me	Needs Some Improvement	Needs Much Improvement, I Would Not Share
Education	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Business Support	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Natural Resources	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Community Engagement	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Available Job Opportunities	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Rural Character	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Recreational Opportunities	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Agriculture	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Affordable Housing	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Child Care	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Property Taxes	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Health Care	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Economic Opportunities	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Other	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

What Issues Will Impact Jackson County Development in the Next 10 Years? Slide to indicate your predicted level of impact (0=no impact).



Housing and Residential Development. Zoning, Planning, and Public Infrastructure
 What Housing issues should the County and Communities Focus on?

	Extremely important	Very important	Moderately important	Slightly important	Not at all important
Housing Density	<input type="radio"/>				
Affordable Housing	<input type="radio"/>				
Proximity to School, Services and Retail	<input type="radio"/>				
Rural Housing	<input type="radio"/>				
Apartments or Multifamily	<input type="radio"/>				
Parks and Public Lands	<input type="radio"/>				
Public Sewer and Water	<input type="radio"/>				
Intergovernmental Cooperation	<input type="radio"/>				
Zoning and Land Use	<input type="radio"/>				
Accessory Dwelling Units (Second Housing Unit on Existing Property)	<input type="radio"/>				
Other	<input type="radio"/>				

Business Development

What Business Development areas should the County and Communities Focus on?

	Extremely important	Very important	Moderately important	Slightly important	Not at all important
Retail and Service	<input type="radio"/>				
Agriculture	<input type="radio"/>				
Light Industrial	<input type="radio"/>				
Heavy Industrial	<input type="radio"/>				
Shipping and Distribution	<input type="radio"/>				
Healthcare	<input type="radio"/>				
Industrial Parks	<input type="radio"/>				
Tourism and Recreation	<input type="radio"/>				
Professional Services	<input type="radio"/>				
Renewable Energy	<input type="radio"/>				
Education / Job Training	<input type="radio"/>				
Technology	<input type="radio"/>				
Other	<input type="radio"/>				

Roads and Transportation

What Road and Transportation issues should the County and Communities Focus on?

	Extremely important	Very important	Moderately important	Slightly important	Not at all important
County and Local Roads	<input type="radio"/>				
State and Federal Highways	<input type="radio"/>				
Traffic Controls	<input type="radio"/>				
Sidewalks and Trails	<input type="radio"/>				
Stormwater and Sewer	<input type="radio"/>				
Multi Use (ATV's)	<input type="radio"/>				
Seasonal Maintenance (Snow, Erosion, and Potholes.)	<input type="radio"/>				
Other	<input type="radio"/>				

Public Transportation

What Public Transportation issues should the County and Communities Focus on?

	Extremely important	Very important	Moderately important	Slightly important	Not at all important
Transportation Services (i.e. Abby Vans, Uber, other)	<input type="radio"/>				
ADRC (Senior and Disability)	<input type="radio"/>				
Bus (regional / National)	<input type="radio"/>				
Ride Sharing	<input type="radio"/>				
Bike / Pedestrian	<input type="radio"/>				
Other	<input type="radio"/>				

Natural Resources

What Natural Resource issues should the County and Communities Focus on?

	Extremely important	Very important	Moderately important	Slightly important	Not at all important
Lakes, Rivers, and Waterways	<input type="radio"/>				
Land and Conservancy's	<input type="radio"/>				
Wildlife and Game	<input type="radio"/>				
Wetlands	<input type="radio"/>				
Forests	<input type="radio"/>				
Cultural and Historic Landmarks	<input type="radio"/>				
County or Community Parks	<input type="radio"/>				
State Parks	<input type="radio"/>				
Other	<input type="radio"/>				

Renewable Energy and Environmental Issues

What Renewable Energy and Environmental Issues Should The County and Communities Focus on?

	Extremely important	Very important	Moderately important	Slightly important	Not at all important
Wind and Solar Projects	<input type="radio"/>				
Other Renewable Projects	<input type="radio"/>				
Distribution (Power Lines)	<input type="radio"/>				
Hydro Electric Systems	<input type="radio"/>				
Climate Change and Carbon Emissions	<input type="radio"/>				
Water Use	<input type="radio"/>				
Mining	<input type="radio"/>				
Agriculture Pollution Prevention	<input type="radio"/>				
Other	<input type="radio"/>				

THANK YOU!

What else would you like to share with us, what is your "Big Idea" for Jackson County?

Or you can just type your thoughts and "Big Idea" Here...

Appendix B

Transportation Data

The following images are from the State Transportation Improvement Plan (STIP), which is pending approval as of November 2023.



BUREAU of PLANNING and ECONOMIC DEVELOPMENT
2024-2027 STIP

2024-2027 DRAFT STIP Project Listing
Central Office
JACKSON

8

Year	Project	Schd Dt	Pgm	Contract Type	CONCEPT	Net Miles	Route	Project Description WISDOT Program	Estimate Anticipated Funding
2026	1009-89-33	06/25/2026	207	R/R	MISC	0.000	LOC STR	BLACK RIVER FALLS, LEESON/BAUER RD	\$250,000 - \$499,999
								UP RR X-ING 184042U	
								RR OPS/SAFETY/OCR/SIGNALS & GATES	
								SAFETY OCR - RAILROAD WARNING DEVICES	RAIL HWY CROSS HAZARD ELM



BUREAU of PLANNING and ECONOMIC DEVELOPMENT
2024-2027 STIP

2024-2027 DRAFT STIP Project Listing
Northwest Region
JACKSON

353

Year	Project	Schd Dt	Pgm	Contract Type	CONCEPT	Net Miles	Route	Project Description WISDOT Program	Estimate Anticipated Funding
2024	7026-00-71	12/10/2024	206	LET	PVRPLA	5.370	CTH N	STH 54 - TAYLOR	\$3,000,000 - \$3,999,999
								CTH C TO RABBIT RUN ROAD	
								CONSTRUCTION/PVRPLA	
								STP RURAL	STBG <5K POP - IJA
2024	7027-00-72	12/10/2024	205	LET	BRRPL	0.000	CTH O	STH 27 - MILLSTON	\$250,000 - \$499,999
								CLEAR CREEK BRIDGE B-27-0179	
								CONSTRUCTION/BRIDGE REPLACEMENT	
								LOCAL BRIDGES	STBG <5K POP - IJA
2024	7244-00-70	01/09/2024	205	LET	BRRPL	0.028	CTH Z	STH 54 - NORTH COUNTY LINE	\$500,000 - \$749,999
								HAY CREEK BRIDGE B-27-0176	
								CONSTRUCTION/BRIDGE REPLACEMENT	
								LOCAL BRIDGES	HIGHWAY INFRA BRDG REPL II
	1023-06-08		303	I/E	RSRF30	7.440	IH 094	BLACK RIVER FALLS - TOMAH	\$250,000 - \$499,999
								CTH O TO CTH EW (EB)	
								DESIGN/RESURFACE	
								BACKBONE	NON-FEDERAL
2026	1020-00-86	09/15/2026	303	LET	BRRHB	0.120	IH 094	OSSEO - BLACK RIVER FALLS	\$500,000 - \$749,999
								S POLE GROVE RD BRIDGE B-27-0026	
								CONSTRUCTION/BRRHB/CONCRETE OVERLAY	
								BACKBONE	NATIONAL HIGHWAY PERF FAST
2026	1023-00-81	09/15/2026	303	LET	BRRHB	0.020	IH 094	BLACK RIVER FALLS - TOMAH	\$500,000 - \$749,999
								CASTLE MOUND ROAD BRIDGE B-27-0053	
								CONSTRUCTION/BRIDGE REHABILITATION	
								BACKBONE	NATIONAL HIGHWAY PERF FAST
2025	7239-00-71	11/11/2025	205	LET	BRRPL	0.000	LOC STR	T ADAMS, MCNULTY ROAD	\$500,000 - \$749,999



2024-2027 DRAFT STIP Project Listing
Northwest Region
JACKSON

Year	Project	Schd Dt	Pgm	Contract Type	CONCEPT	Net Miles	Route	Project Description WISDOT Program	Estimate Anticipated Funding
								BR TOWN CREEK BRIDGE B-27-0182	
								CONSTRUCTION/BRRPL	
								LOCAL BRIDGES	HIP BRIDGE FORMULA PGM OFF
2025	7240-00-70	12/09/2025	205	LET	BRRPL	0.000	LOC STR	T ALBION, OLD HWY 54 RD	\$500,000 - \$749,999
								SPRING CREEK BRIDGE B-27-0183	
								CONSTRUCTION/BRRPL	
								LOCAL BRIDGES	HIP BRIDGE FORMULA PGM OFF
2025	7250-00-70	12/09/2025	205	LET	BRRPL	0.000	LOC STR	T HIXTON, CAIN ROAD	\$500,000 - \$749,999
								N BR TREMPPEALEAU RIVER BR B-27-0178	
								CONSTRUCTION/BRIDGE REPLACEMENT	
								LOCAL BRIDGES	HIP BRIDGE FORMULA PGM OFF
2025	7251-00-71	12/09/2025	205	LET	BRRPL	0.000	LOC STR	T IRVING, NICHOLS ROAD	\$1,000,000 - \$1,999,999
								TROUT RUN CREEK BRIDGE B-27-0184	
								CONSTRUCTION/BRRPL	
								LOCAL BRIDGES	HIP BRIDGE FORMULA PGM OFF
2025	7550-00-75	02/11/2025	303	LET	BRRPL	0.500	STH 054	GALESVILLE - MELROSE	\$3,000,000 - \$3,999,999
								WILSON CR & MILL CR BR B270175,0235	
								CONSTRUCTION/BRIDGE REPLACEMENT	
								SHR BRIDGES	STBG <5K POP - IIA
2026	7550-00-77	11/10/2026	303	LET	BRRHB	0.017	STH 054	MELROSE - BLACK RIVER FALLS	\$1,000,000 - \$1,999,999
								ROARING CK B27076,DOUGLAS CK B27016	
								CONSTRUCTION/BRRHB	
								SHR BRIDGES	STBG <5K POP - IIA
2024	7520-01-50	06/25/2024	207	R/R	MISC	0.000	STH 095	MERRILLAN - NEILLSVILLE	\$100,000 - \$249,999
								UNION PACIFIC RR XING 184025D	
								RR OPS/RAIL-HIGHWAY CROSSING REPAIR	
								RAILROAD CROSSING REPAIR	NON-FEDERAL
2027	7520-00-57	04/25/2027	303	R/R	MISC	0.000	STH 095	MERRILLAN - NEILLSVILLE	\$100,000 - \$249,999



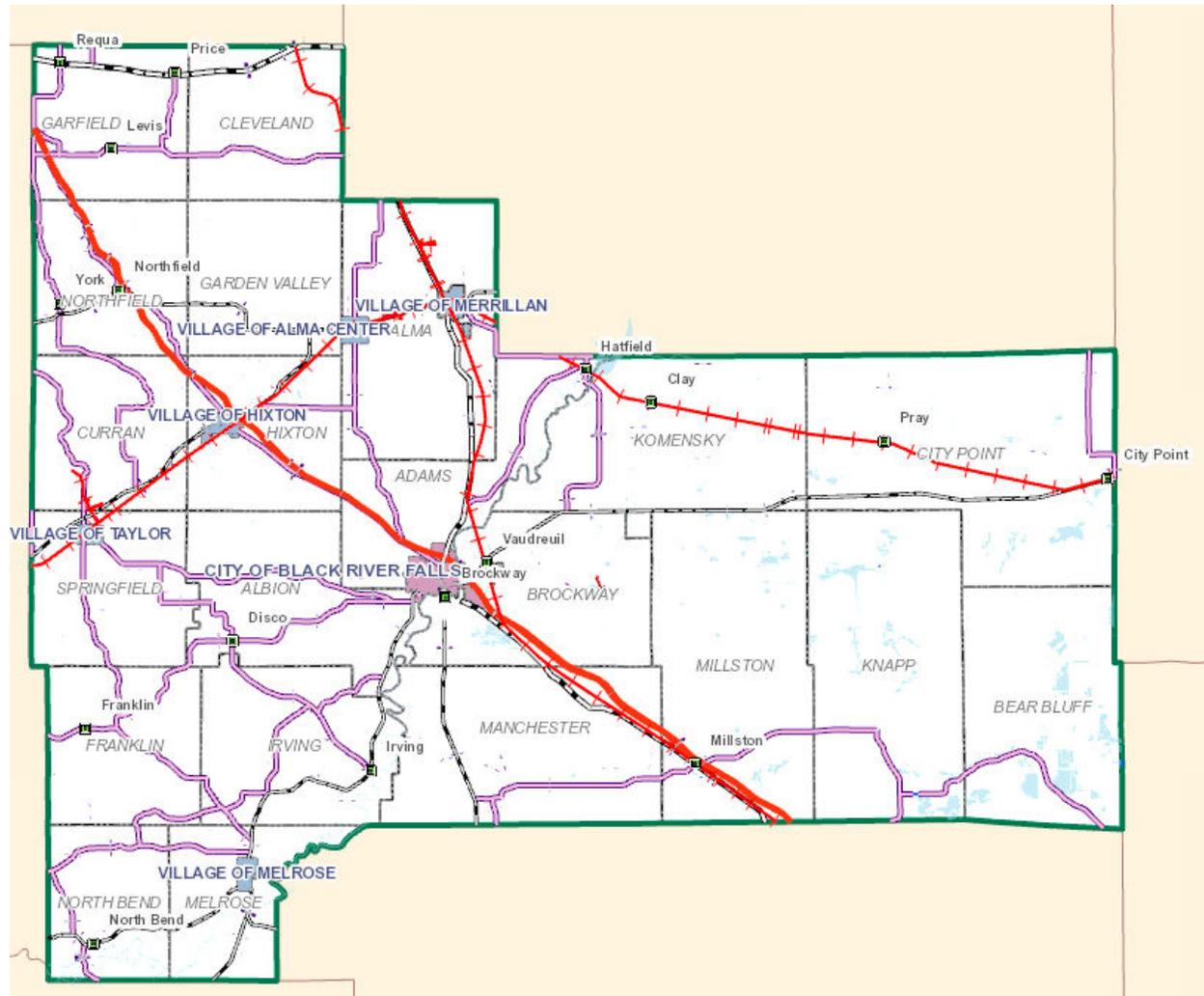
2024-2027 DRAFT STIP Project Listing
Northwest Region
JACKSON

Year	Project	Schd Dt	Pgm	Contract Type	CONCEPT	Net Miles	Route	Project Description WISDOT Program	Estimate Anticipated Funding
								WCL RR 281713G	
								RR OPERATIONS/RR XING SURFACE	
								STATE 3R	NON-FEDERAL
2027	7520-00-58	04/25/2027	303	R/R	MISC	0.000	STH 095	MERRILLAN - NEILLSVILLE	\$250,000 - \$499,999
								WCL RR XING 281713G	
								RR OPERATIONS/RR XING SIGNALS	
								STATE 3R	STBG <5K POP - IIA
2026	7930-00-72	11/10/2026	303	LET	BRRHB	0.032	STH 108	WEST SALEM - MELROSE	\$750,000 - \$999,999
								SAND CREEK B-27-0010	
								CONSTRUCTION/BRRHB	
								SHR BRIDGES	STBG <5K POP - IIA
2025	7505-00-23	11/25/2025	303	R/E	PSRS40	7.613	STH 121	INDEPENDENCE - NORTHFIELD	\$0 - \$99,999
								USH 53 N TO CTH FF SOUTH	
								REAL ESTATE ACQUISITION	
								STATE 3R	NON-FEDERAL
2026	7185-00-70	12/08/2026	303	LET	BRRHB	0.046	USH 012	BLACK RIVER FALLS - TOMAH	\$750,000 - \$999,999
								COFFEE CREEK BRIDGE B-27-0150	
								CONSTRUCTION/DECK REPLACEMENT	
								STATE 3R	NATIONAL HIGHWAY PERF IIA
2026	7540-00-72	11/10/2026	303	LET	MISC	0.152	USH 012	FAIRCHILD - BLACK RIVER FALLS	\$750,000 - \$999,999
								DRAINAGE WAY CULVERTS	
								CONSTRUCTION/CULVERT REPLACEMENT	
								SHR BRIDGES	STBG <5K POP - IIA

Proposed Midwest Regional Rail System

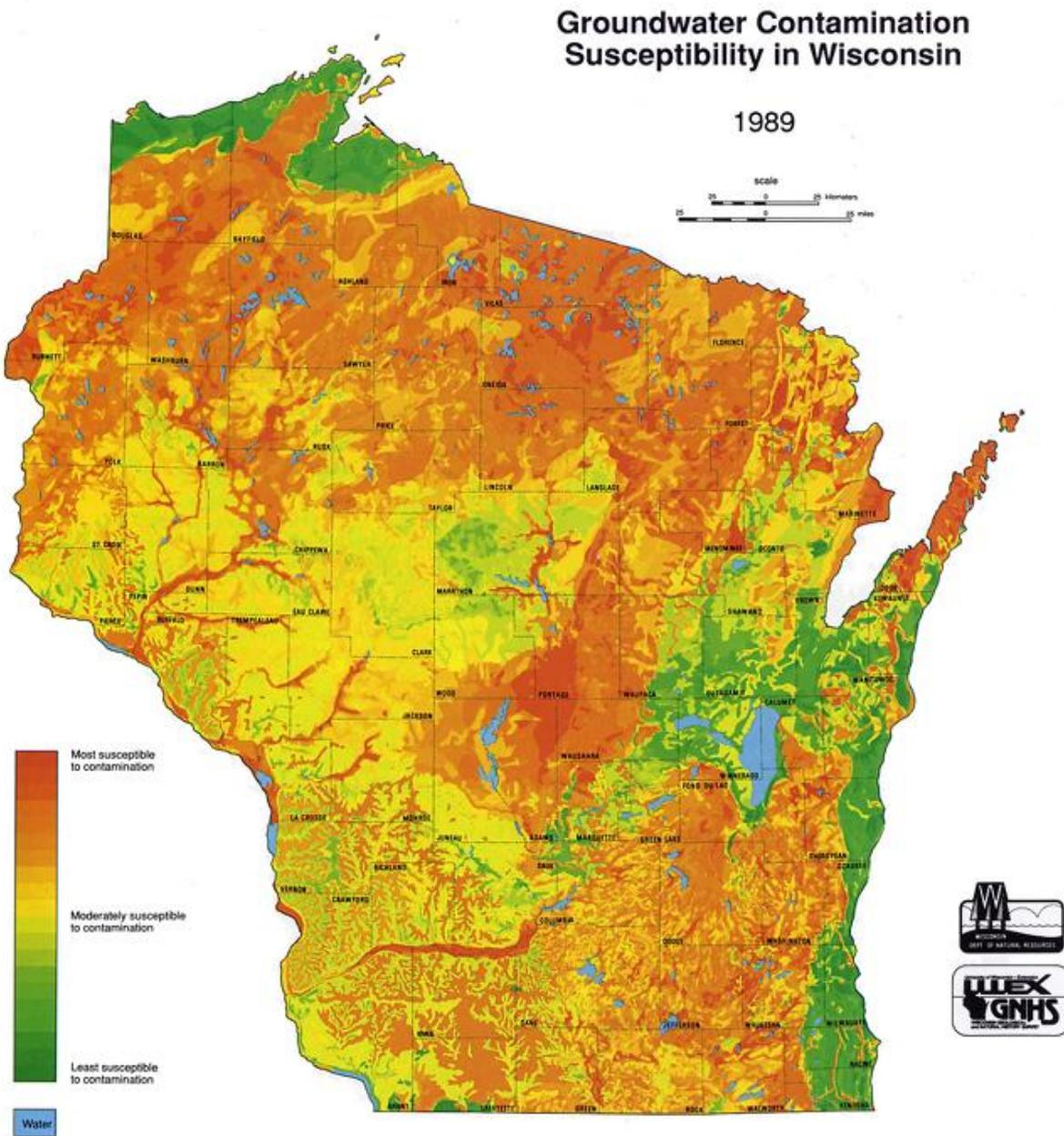


Multimodal Transportation Routes



Appendix C

WDNR Susceptibility to Groundwater Contamination Map

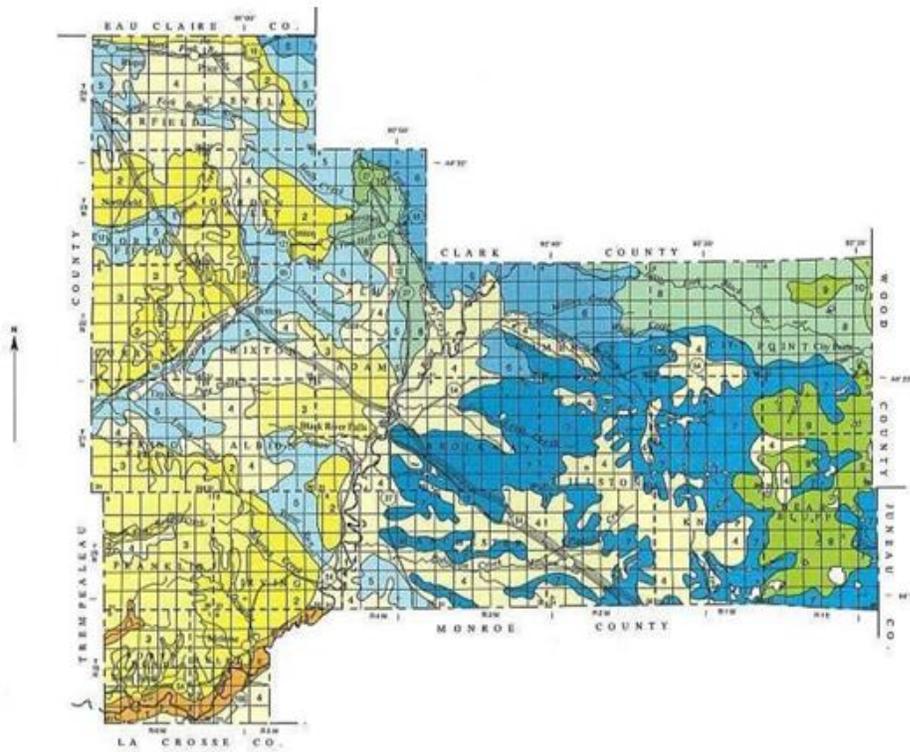


This map of groundwater contamination susceptibility in Wisconsin was reduced from an original 1:1,000,000-scale map. This page-size map has been published for general information and educational purposes only and should not be used for making planning or management decisions.

This map does not show areas that **will be contaminated**, or areas that **cannot be contaminated**. Whether an area will have groundwater contamination depends on the likelihood of contaminant release, the

type of contaminants released, and the sensitivity of the area to contamination. In turn, the likelihood of contaminant release depends on the type and intensity of land use and contaminant sources in an area. This map highlights areas sensitive to contamination and shows them in a generalized way. It does not consider the individual characteristics of specific contaminants or the subsurface release of contaminants; that is, it only considers the ability of water to move from the land surface to the water table.

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



Each area outlined on this map consists of one or more soil units. This map is not a soil survey for general use and should not be used to determine the use of specific lands.

SOIL LEGEND*

- 1 Absco-Northbend-Kalmaville association
- 2 Seaton-Council association
- 3 Urne-Council-La Farge association
- 4 Tarr-Boone-Rockdam association
- 5 Bilson-Elevasi-Merit association
- 6 Elm Lake-Fairchild association
- 7 Ironrun-Ponycreek-Dawsil association
- 8 Merrilan-Veedum-Humbird association
- 9 Loxley-Dawsil association
- 10 Kert-Veedum association

*The units on this legend are described in the text under the heading "General Soil Map Units."

Compiled 1992

SECTIONED
SHEET

1	2	3	4	5	6	7	8	9	10
11	12	13	14	15	16	17	18	19	20
21	22	23	24	25	26	27	28	29	30
31	32	33	34	35	36	37	38	39	40

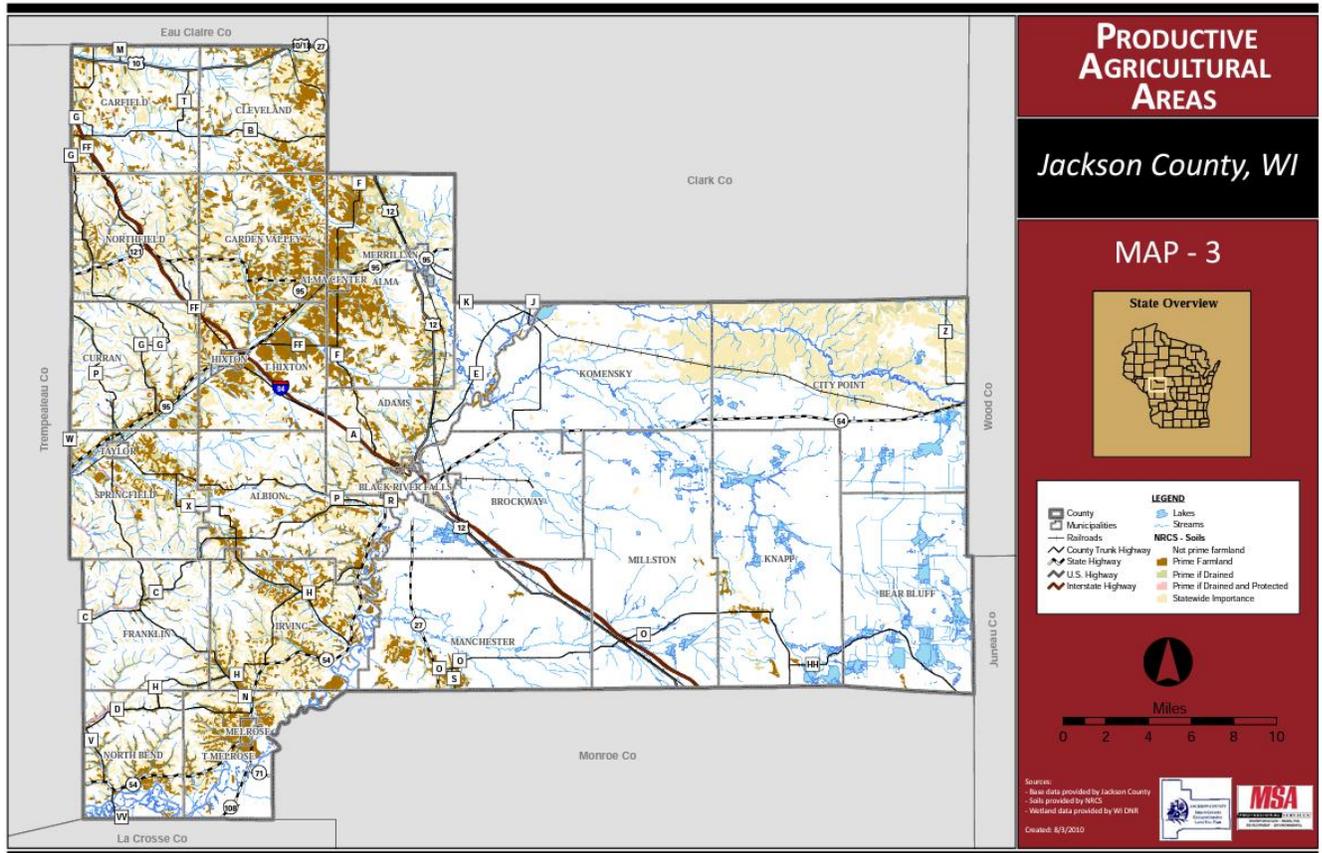
UNITED STATES DEPARTMENT OF AGRICULTURE
NATIONAL RESOURCE CONSERVATION SERVICE
RESEARCH DIVISION OF THE COLLEGE OF AGRICULTURAL
AND LIFE SCIENCES
UNIVERSITY OF WISCONSIN

**GENERAL SOIL MAP
JACKSON COUNTY, WISCONSIN**

Scale 1:25,000
1" = 2,000 feet
DATE
1992
WISCONSIN

Productive Agricultural Areas

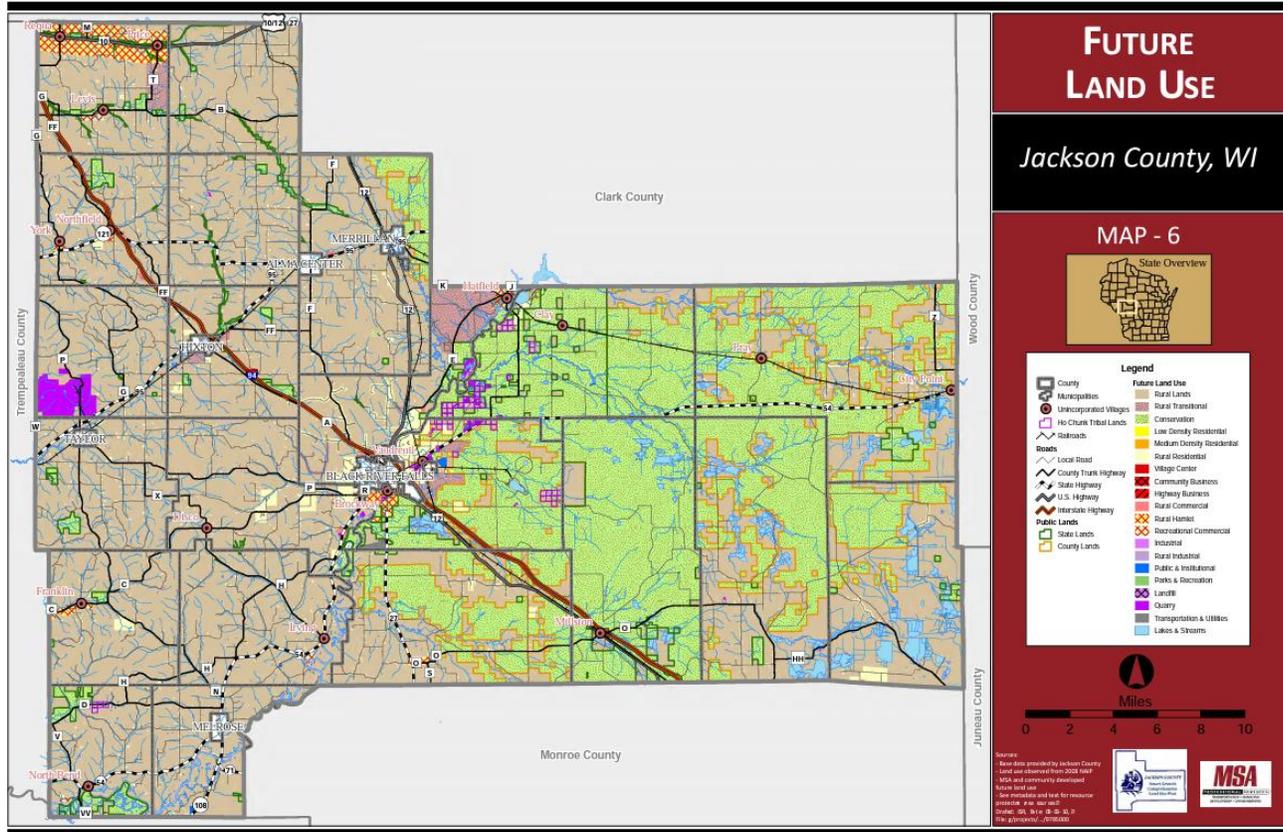
This map is an original from the 2010 Jackson County Comprehensive Plan



Appendix D

Future Land Use Map

Few changes have been made to the Future Land Use Map since the 2010 Comprehensive Plan, displayed below. Notably, three parcels in Black River Falls have been changed to Residential, which are reflected on Black River Falls' Urban Planning Documents.



Source: 2010 Jackson County Comprehensive Plan

2023 Revisions to Future Land Use for the City of Black River Falls, per City Administrator 10/04/2023



Parcel 206-2655.0000
Formerly Pasture/Open Space to Residential

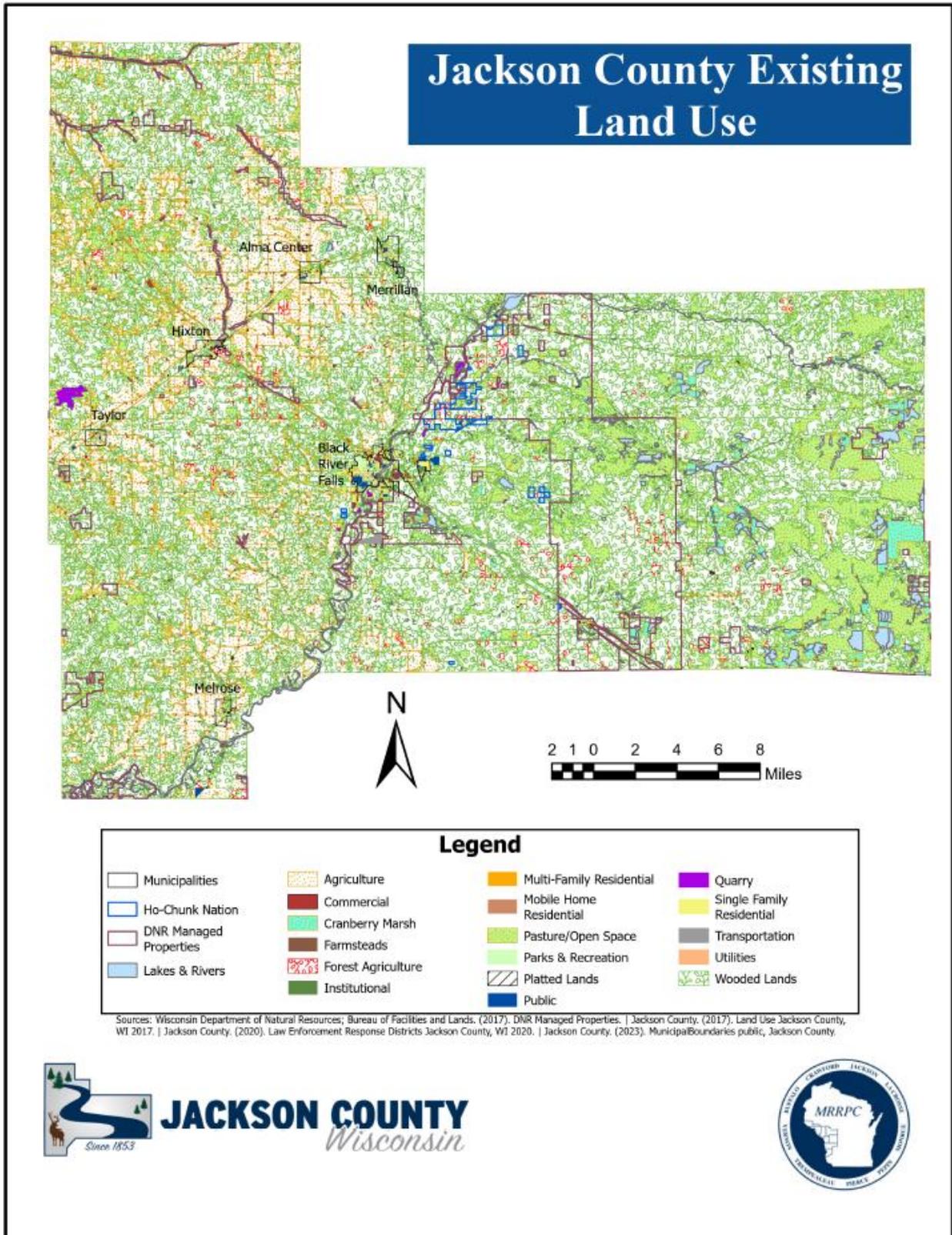


Parcel 206-2658.0005
Formerly Wooded Lands to Residential



Parcel 2062-1980.0000
Formerly Commercial to Residential

Existing Land Use Map

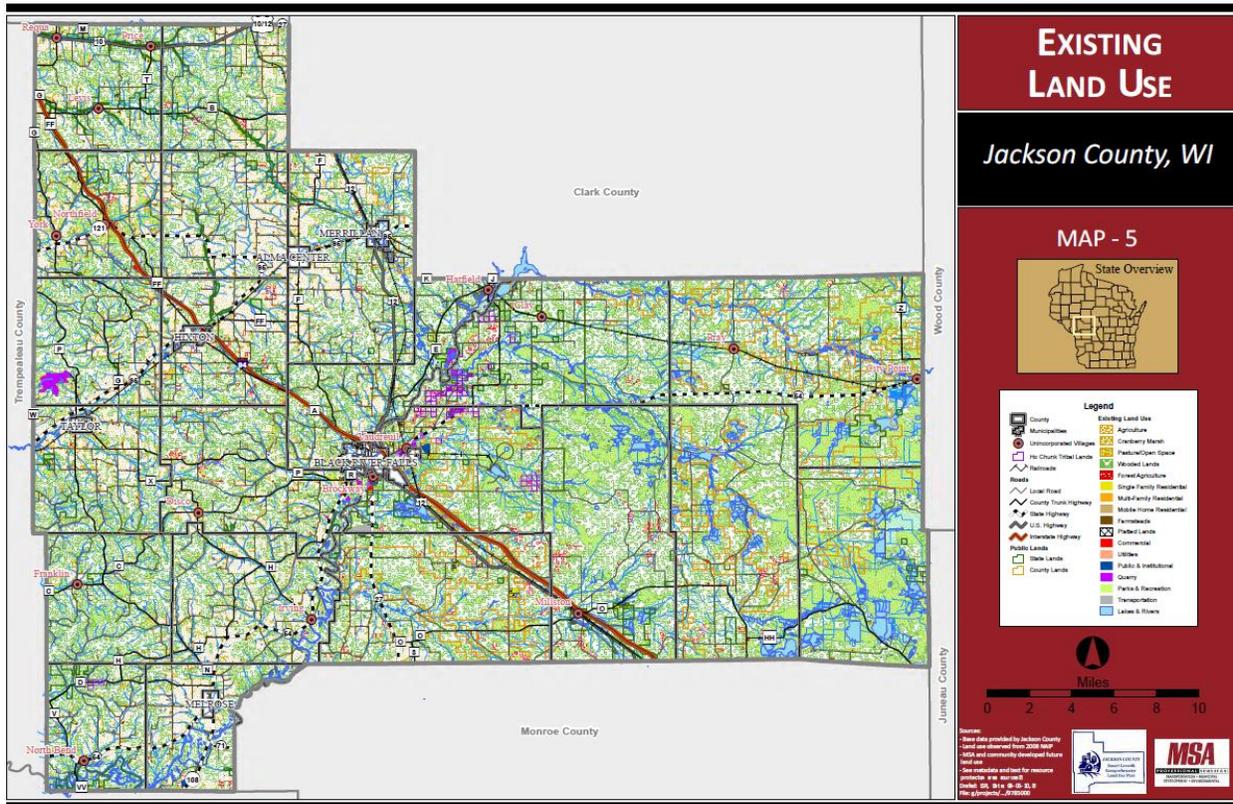


The Existing Land Use Map was created in reference to the Existing Land Use Map from the 2010 Jackson County Comprehensive Plan, as well as using Jackson County GIS Data from 2017.

Sources for the Existing Land Use Map:

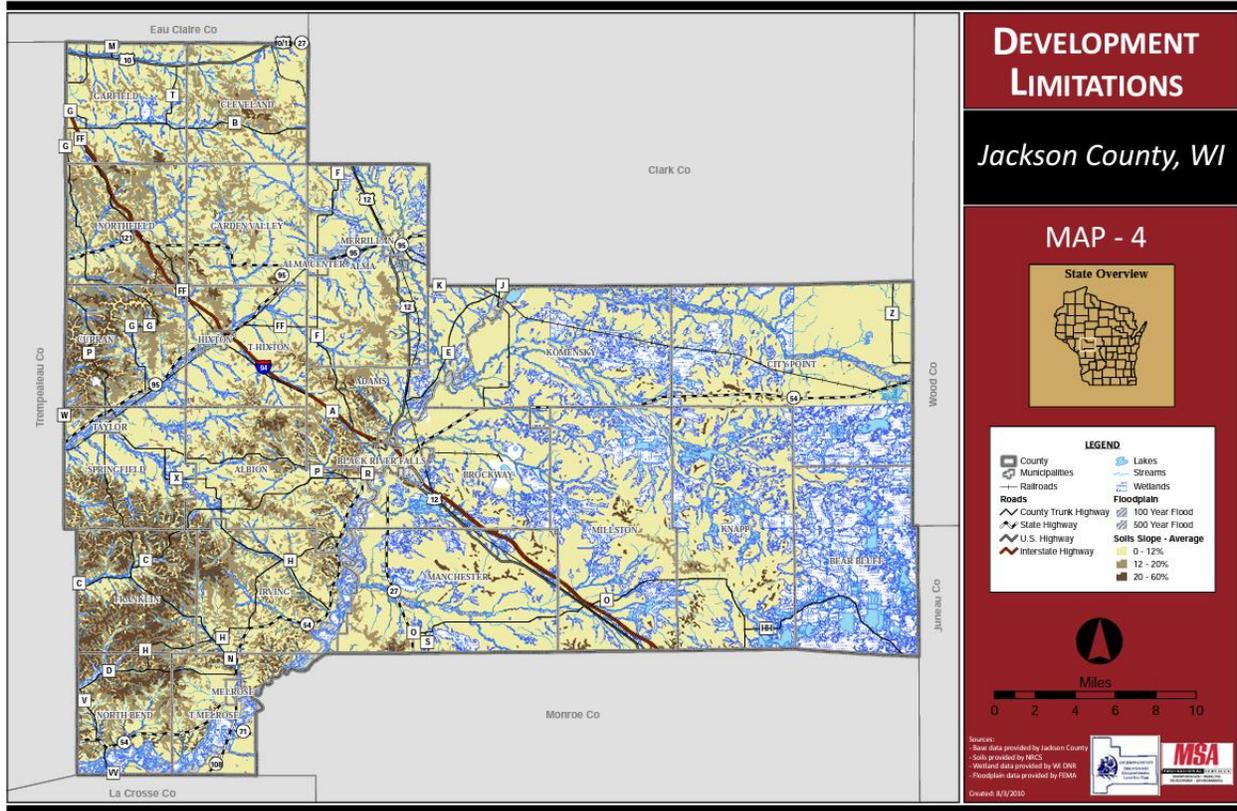
- Wisconsin Department of Natural Resources; Bureau of Facilities and Lands. (2017). *DNR Managed Properties*. . https://data-wi-dnr.opendata.arcgis.com/datasets/0400005343db41bd850043f9f5f9176b_0/explore?location=44.270575%2C-90.303998%2C10.80
- Jackson County. (2017). *Land Use Jackson County, WI 2017*. . <https://geodata.wisc.edu/catalog/76ECDF2A-6264-4A68-9642-1662B2372042>
- Jackson County. (2020). *Law Enforcement Response Districts Jackson County, WI 2020*. . <https://geodata.wisc.edu/catalog/B019124A-ED28-44CF-8FCD-C675A96EF12B>
- Jackson County. (2023). *MunicipalBoundaries public, Jackson County*. <https://geodata.wisc.edu/catalog/JacksonCounty-8bfc99f3984e4b07a2768af0be1407dd23>

2010 Jackson County Existing Land Use Map



Development Limitations Map

The following map, originally included in the 2010 Jackson County Comprehensive Plan, outlines development limitations in the County.



Appendix E

Threatened and Endangered Species in Jackson County

<u>Common name</u>	<u>Scientific name</u>	<u>WI Status*</u>	<u>Federal Status</u>	<u>Group</u>	<u>Sensitive Species</u>
A Flat-headed Mayfly	<u>Maccaffertium pulchellum</u>	SC/N		Mayfly~	
A Giant Casemaker Caddisfly	<u>Banksiola dossuaria</u>	SC/N		Caddisfly~	
A Leafhopper	<u>Limotettix pseudosphagneticus</u>	SC/N		Leafhopper~	
A Predaceous Diving Beetle	<u>Hygrotus farctus</u>	SC/N		Beetle~	
A Predaceous Diving Beetle	<u>Agabetes acuductus</u>	SC/N		Beetle~	
A Riffle Beetle	<u>Stenelmis antennalis</u>	SC/N		Beetle~	
Acadian Flycatcher	<u>Empidonax virescens</u>	THR		Bird	
Alder Thicket	<u>Alder thicket</u>	NA		Community~	
American Bittern	<u>Botaurus lentiginosus</u>	SC/M		Bird~	
American Eel	<u>Anguilla rostrata</u>	SC/N		Fish~	
American Water Shrew	<u>Sorex palustris</u>	SC/N		Mammal~	

<u>Common name</u>	<u>Scientific name</u>	<u>WI Status*</u>		<u>Federal Status</u>	<u>Group</u>	<u>Sensitive Species</u>
Arrow-headed Rattle-box	<u>Crotalaria sagittalis</u>	SC			Plant	
Ash-brown Grasshopper	<u>Trachyrhachys kiowa</u>	SC/N			Grasshopper	
Bald Eagle	<u>Haliaeetus leucocephalus</u>				Bird~	
Bat Hibernaculum	<u>Bat Hibernaculum</u>	SC			Other	Y
Big Brown Bat	<u>Eptesicus fuscus</u>	THR			Mammal~	Y
Bird Rookery	<u>Bird Rookery</u>	SC			Other~	
Black Spruce Swamp	<u>Black spruce swamp</u>	NA			Community~	
Black Tern	<u>Chlidonias niger</u>	END		SOC	Bird~	
Blanding's Turtle	<u>Emydoidea blandingii</u>	SC/P		SOC	Turtle~	
Blue Sucker	<u>Cycleptus elongatus</u>	THR			Fish~	
Brilliant Granule	<u>Guppya sterkii</u>	SC/N			Snail	
Brittle Prickly-pear	<u>Opuntia fragilis</u>	THR			Plant	
Buckhorn	<u>Tritogonia verrucosa</u>	THR			Mussel~	
Calcareous Fen	<u>Calcareous fen</u>	NA			Community~	

<u>Common name</u>	<u>Scientific name</u>	<u>WI Status*</u>		<u>Federal Status</u>	<u>Group</u>	<u>Sensitive Species</u>
Canada Mountain Ricegrass	<u>Piptatheropsis canadensis</u>	SC			Plant	
Catfoot	<u>Pseudognaphalium micradenium</u>	SC			Plant	
Central Poor Fen	<u>Central poor fen</u>	NA			Community~	
Central Sands Pine-Oak Forest	<u>Central sands pine-oak forest</u>	NA			Community	
Cerulean Warbler	<u>Setophaga cerulea</u>	THR		SOC	Bird	
Clamp-tipped Emerald	<u>Somatochlora tenebrosa</u>	SC/N			Dragonfly~	
Clustered Sedge	<u>Carex cumulata</u>	SC			Plant	
Coastal Plain Marsh	<u>Coastal plain marsh</u>	NA			Community~	
Cobweb Skipper	<u>Hesperia metea</u>	SC/N			Butterfly	
Columbine Dusky Wing	<u>Erynnis lucilius</u>	SC/N			Butterfly	
Common Nighthawk	<u>Chordeiles minor</u>	SC/M			Bird	
Connecticut Warbler	<u>Oporornis agilis</u>	SC/M			Bird	
Downy Willow-herb	<u>Epilobium strictum</u>	SC			Plant~	
Dry Cliff	<u>Dry cliff</u>	NA			Community	

<u>Common name</u>	<u>Scientific name</u>	<u>WI Status*</u>		<u>Federal Status</u>	<u>Group</u>	<u>Sensitive Species</u>
Dry-mesic Prairie	<u>Dry-mesic prairie</u>	NA			Community	
Dusted Skipper	<u>Atrytonopsis hianna</u>	SC/N			Butterfly	
Dwarf Milkweed	<u>Asclepias ovalifolia</u>	THR			Plant	
Eastern Massasauga	<u>Sistrurus catenatus</u>	END		LT	Snake~	Y
Eastern Whip-poor-will	<u>Antrostomus vociferus</u>	SC/M			Bird	
Elktoe	<u>Alasmidonta marginata</u>	SC/P			Mussel~	
Fernald's Sedge	<u>Carex merritt-feraldii</u>	SC			Plant	
Field Dodder	<u>Cuscuta pentagona</u>	SC			Plant	
Flat Floater	<u>Anodonta suborbiculata</u>	SC/P			Mussel~	
Floodplain Forest	<u>Floodplain forest</u>	NA			Community~	
Forest Locust	<u>Melanoplus islandicus</u>	SC/N			Grasshopper	
Forested Seep	<u>Forested seep</u>	NA			Community~	
Four-toed Salamander	<u>Hemidactylum scutatum</u>	SC/H			Salamander~	
Frosted Elfin	<u>Callophrys irus</u>	THR			Butterfly	

<u>Common name</u>	<u>Scientific name</u>	<u>WI Status*</u>		<u>Federal Status</u>	<u>Group</u>	<u>Sensitive Species</u>
Georgia Bulrush	<u>Scirpus georgianus</u>	SC			Plant~	
Ghost Tiger Beetle	<u>Ellipsoptera lepida</u>	SC/N			Beetle	
Gilt Darter	<u>Percina evides</u>	THR			Fish~	
Gophersnake	<u>Pituophis catenifer</u>	SC/P			Snake	
Gorgone Checker Spot	<u>Chlosyne gorgone</u>	SC/N			Butterfly	
Grassleaf Rush	<u>Juncus marginatus</u>	SC			Plant~	
Green Milkweed	<u>Asclepias hirtella</u>	SC			Plant	
Hemlock Relict	<u>Hemlock relict</u>	NA			Community	
Henslow's Sparrow	<u>Centronyx henslowii</u>	THR		SOC	Bird	
Hooded Warbler	<u>Setophaga citrina</u>	THR			Bird	
Hooker's Orchid	<u>Platanthera hookeri</u>	SC			Plant	
Huckleberry Spur-throat Grasshopper	<u>Melanoplus fasciatus</u>	SC/N			Grasshopper	
Incurvate Emerald	<u>Somatochlora incurvata</u>	END			Dragonfly~	
Karner Blue	<u>Lycaeides melissa samuelis</u>	SC/FL		LE	Butterfly	

<u>Common name</u>	<u>Scientific name</u>	<u>WI Status*</u>	<u>Federal Status</u>	<u>Group</u>	<u>Sensitive Species</u>
Kentucky Warbler	<u>Geothlypis formosa</u>	THR		Bird	
Kirtland's Warbler	<u>Setophaga kirtlandii</u>	END		Bird	
Lake Sturgeon	<u>Acipenser fulvescens</u>	SC/H		Fish~	
Large Water-starwort	<u>Callitriche heterophylla</u>	THR		Plant~	
Lark Sparrow	<u>Chondestes grammacus</u>	SC/M		Bird	
Least Bittern	<u>Ixobrychus exilis</u>	SC/M		Bird~	
LeConte's Sparrow	<u>Ammospiza leconteii</u>	SC/M		Bird~	
Liatris Borer Moth	<u>Papaipema beeriana</u>	SC/N		Moth~	
Little Brown Bat	<u>Myotis lucifugus</u>	THR		Mammal~	Y
Livid Sedge	<u>Carex livida</u>	SC		Plant~	
Long-eared Owl	<u>Asio otus</u>	SC/M		Bird	
Midwestern Fen Buckmoth	<u>Hemileuca nevadensis ssp. 3</u>	SC/N		Moth~	
Moist Cliff	<u>Moist cliff</u>	NA		Community	

<u>Common name</u>	<u>Scientific name</u>	<u>WI Status*</u>		<u>Federal Status</u>	<u>Group</u>	<u>Sensitive Species</u>
Mottled Dusky Wing	<u>Erynnis martialis</u>	SC/N			Butterfly	
Mud Darter	<u>Etheostoma asprigene</u>	SC/N			Fish~	
Netted Nutrush	<u>Scleria reticularis</u>	END			Plant~	
North American Racer	<u>Coluber constrictor</u>	SC/P			Snake	
Northern Barrens Tiger Beetle	<u>Cicindela patruela patruela</u>	SC/N			Beetle	
Northern Dry-mesic Forest	<u>Northern dry-mesic forest</u>	NA			Community	
Northern Goshawk	<u>Accipiter gentilis</u>	SC/M		SOC	Bird	Y
Northern Long-eared Bat	<u>Myotis septentrionalis</u>	THR		LT	Mammal	Y
Northern Sedge Meadow	<u>Northern sedge meadow</u>	NA			Community~	
Northern Tamarack Swamp	<u>Northern tamarack swamp</u>	NA			Community~	
Northern Wet Forest	<u>Northern wet forest</u>	NA			Community~	
Oak Barrens	<u>Oak barrens</u>	NA			Community	
Open Bog	<u>Open bog</u>	NA			Community~	
Ovate Beak Grass	<u>Diarrhena obovata</u>	END			Plant	

<u>Common name</u>	<u>Scientific name</u>	<u>WI Status*</u>	<u>Federal Status</u>	<u>Group</u>	<u>Sensitive Species</u>
Pale Green Orchid	<u>Platanthera flava</u> <u>var. herbiola</u>	THR		Plant~	
Persius Dusky Wing	<u>Erynnis persius</u>	SC/N		Butterfly	
Phlox Moth	<u>Schinia indiana</u>	END		Moth	
Phyllira Tiger Moth	<u>Grammia phyllira</u>	SC/N		Moth	
Pickerel Frog	<u>Lithobates palustris</u>	SC/H		Frog~	
Pine Barrens	<u>Pine barrens</u>	NA		Community	
Prairie Deer Mouse	<u>Peromyscus maniculatus bairdii</u>	SC/N		Mammal	
Prairie Fame-flower	<u>Phemeranthus rugospermus</u>	SC		Plant	
Prairie Leafhopper	<u>Polyamia dilata</u>	THR		Leafhopper	
Prairie Parsley	<u>Polytaenia nuttallii</u>	THR		Plant	
Prothonotary Warbler	<u>Protonotaria citrea</u>	SC/M		Bird~	
Purple Wartyback	<u>Cyclonaias tuberculata</u>	END		Mussel~	
Red-shouldered Hawk	<u>Buteo lineatus</u>	THR		Bird~	

<u>Common name</u>	<u>Scientific name</u>	<u>WI Status*</u>		<u>Federal Status</u>	<u>Group</u>	<u>Sensitive Species</u>
Redfin Shiner	<u>Lythrurus umbratilis</u>	THR			Fish~	
Regal Fritillary	<u>Speyeria idalia</u>	END		SOC	Butterfly	
Ribbed Striate	<u>Striatura exigua</u>	SC/N			Snail	
Ringed Boghaunter	<u>Williamsonia lintneri</u>	SC/N			Dragonfly~	
River Redhorse	<u>Moxostoma carinatum</u>	THR			Fish~	
Riverine Lake/Pond	<u>Riverine lake/pond</u>	NA			Community~	
Rock Clubmoss	<u>Huperzia porophila</u>	SC			Plant	
Salamander Mussel	<u>Simpsonaias ambigua</u>	THR		SOC	Mussel~	
Sand Prairie	<u>Sand prairie</u>	NA			Community	
Sand Violet	<u>Viola sagittata var. ovata</u>	END			Plant	
Sharp-tailed Grouse	<u>Tympanuchus phasianellus</u>	SC/H			Bird	
Short-winged Grasshopper	<u>Dichromorpha viridis</u>	SC/N			Grasshopper	
Silky Willow	<u>Salix sericea</u>	SC			Plant~	
Sioux (Sand) Snaketail	<u>Ophiogomphus smithi</u>	SC/N			Dragonfly~	

<u>Common name</u>	<u>Scientific name</u>	<u>WI Status*</u>	<u>Federal Status</u>	<u>Group</u>	<u>Sensitive Species</u>
Slender Glass Lizard	<u>Ophisaurus attenuatus</u>	END		Lizard	
Small-flowered Woolly Bean	<u>Strophostyles leiosperma</u>	SC		Plant	
Smooth Softshell	<u>Apalone mutica</u>	SC/H		Turtle~	
Southern Dry Forest	<u>Southern dry forest</u>	NA		Community	
Southern Dry-mesic Forest	<u>Southern dry-mesic forest</u>	NA		Community	
Southern Mesic Forest	<u>Southern mesic forest</u>	NA		Community	
Southern Sedge Meadow	<u>Southern sedge meadow</u>	NA		Community~	
Speckled Rangeland Grasshopper	<u>Arphia conspersa</u>	SC/N		Grasshopper	
Sphagnum Sprite	<u>Nehalennia gracilis</u>	SC/N		Dragonfly~	
Spotted-winged Grasshopper	<u>Orphulella pelidna</u>	SC/N		Grasshopper~	
Starhead Topminnow	<u>Fundulus dispar</u>	END		Fish~	
Stone's Locust	<u>Melanoplus stonei</u>	SC/N		Grasshopper	

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Straw Sedge	<u>Carex straminea</u>	SC		Plant~	
Stream--Fast, Hard, Warm	<u>Stream--fast, hard, warm</u>	NA		Community~	
Stream--Fast, Soft, Cold	<u>Stream--fast, soft, cold</u>	NA		Community~	
Stream--Fast, Soft, Warm	<u>Stream--fast, soft, warm</u>	NA		Community~	
Stream--Slow, Hard, Cold	<u>Stream--slow, hard, cold</u>	NA		Community~	
Stream--Slow, Soft, Cold	<u>Stream--slow, soft, cold</u>	NA		Community~	
Toothcup	<u>Rotala ramosior</u>	SC		Plant~	
Twining Screwstem	<u>Bartonia paniculata</u>	SC		Plant~	
Virginia Meadow-beauty	<u>Rhexia virginica</u>	SC		Plant~	
Water-thread Pondweed	<u>Potamogeton diversifolius</u>	SC		Plant~	
Whip Nutrush	<u>Scleria triglomerata</u>	SC		Plant~	
White Pine-Red Maple Swamp	<u>White pine-red maple swamp</u>	NA		Community~	

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Wood Turtle	<u>Glyptemys insculpta</u>	THR		SOC	Turtle~	Y
Woolly Milkweed	<u>Asclepias lanuginosa</u>	THR			Plant	

Source: WI DNR 2023

*EN: Endangered

THR: Threatened

SC: Special Concern

SC/P = protected wild animal

SC/N = no laws regulating use, possession, or harvesting

SC/H = take regulated by establishment of open closed seasons

SC/FL = federally protected as endangered or threatened, but not so designated by WDNR

SC/M = fully protected by federal and state laws under the Migratory Bird Act