



# TOWN OF IXONIA COMPREHENSIVE PLAN



Planning for Ixonia's Future

# ACKNOWLEDGEMENTS

## Town Board

Perry T. Goetsch, Chairman  
Carl Jaeger, Supervisor  
Rick Ziegler, Supervisor  
Brian Derge, Supervisor  
Daniel Rupnow, Supervisor

## Plan Commission

Perry T. Goetsch, Chairman  
Andy Maduscha  
Don Loppnow  
Curt Pernat  
June Herman

## Comprehensive Plan Ad Hoc Committee

June Herman, Co-Chair  
Andy Maduscha, Co-Chair  
Mike Brezonick  
Ben Degner  
Peter Caine  
Heather Harris  
Vicky Holston  
Joe Mallow  
Dave Schilling  
Ann Schultz  
Stacy Yearling

# Contents

- CHAPTER ONE – TOWN CONTEXT AND DEMOGRAPHICS..... 1
  - Town History and Location ..... 1
  - Population and Households ..... 1
    - Map 1 – Geographical Context ..... 2
    - Table 1 – Historical and Projected Population and Households..... 3
    - Figure 1 - Historical and Projected Population ..... 3
    - Table 2 - Population by Urban and Rural Areas..... 4
  - Characteristics of the Population and Households..... 4
    - Table 3 - Population by Race, 2000 - 2020..... 4
    - Table 4 - Educational Attainment, Population Aged 25 and Over ..... 5
    - Table 5 - Place of Employment for Ixonia Works 16 and Over ..... 5
    - Table 6 - Time to Travel to Work ..... 6
    - Table 7 - Industry of Employment for Workers 16 and Over..... 7
    - Table 8 - Household Income ..... 8
- CHAPTER TWO – PUBLIC PARTICIPATION AND ISSUES AND OPPORTUNITIES ..... 2
  - Introduction ..... 3
  - Plan Development Process ..... 3
    - Phase 1: Inventory of historic and existing conditions and identification of issues and opportunities3
    - Phase 2: Draft goals and objectives ..... 4
    - Phase 3: Develop projections of future conditions and needs..... 4
    - Phase 4: Compile, review, and adopt the plan ..... 4
  - Public Engagement ..... 4
- CHAPTER THREE – HOUSING..... 9
  - Introduction ..... 10
  - Priority Issues..... 10
  - Existing Conditions..... 10
    - Housing Characteristics..... 11
    - Table 9 - Number of Occupied and Vacant Housing Units..... 11
    - Table 10 - Existing Housing Units..... 11
    - Figure 2 – Number of Housing Units by Type ..... 12
    - Table 11 - Housing Stock by Age ..... 13
    - Figure 3 - Housing Stock by Age..... 13

Table 12 - Home Value of Owner-Occupied Housing Units .....	14
Figure 4 - Home Value of Owner-Occupied Housing Units.....	15
Table 13 - Gross Rent of Renter-Occupied Units .....	15
Household Characteristics .....	16
Table 14 - Households by Household Size .....	16
Current Housing Market .....	16
Table 15 – Residential Listings and Sales in Jefferson County .....	16
Table 16 - Residential Sales Statistics for Ixonia .....	17
Housing Affordability .....	17
Table 17 - Gross Rent as a Percentage of Household Income .....	18
Table 18 - Number of Affordable Housing Units by Household Income Category .....	19
Assessment of Future Needs .....	19
Housing: Goals, Objectives, Policies, and Programs .....	20
Goals, Objectives, and Policies.....	20
Programs to Support Affordable Housing for Low-Income and Moderate-Income Households .....	21
CHAPTER FOUR – TRANSPORTATION .....	22
Introduction .....	23
Priority Issues.....	23
Existing Conditions.....	23
Street and Road Network.....	24
Map 2 – Transportation Network .....	25
Rail Transportation.....	26
Air Transportation.....	26
Water Transportation .....	26
Public Transport / Rideshare.....	27
Bicycle Transportation .....	27
Snowmobiles.....	28
All-Terrain and Utility Terrain Vehicles .....	28
Pedestrian Network .....	28
Town Transportation System Maintenance .....	28
Map 3 – Sidewalk Inventory.....	29
Table 19 - Current Pavement Rating of Town Roads .....	30
State, Regional, and County Plans .....	30

Jefferson County .....	30
Southeastern Wisconsin Regional Planning Commission .....	31
Wisconsin Department of Transportation .....	32
Assessment of Future Needs .....	33
Transportation: Goals, Objectives, Policies, and Programs .....	35
CHAPTER FIVE – UTILITIES AND COMMUNITY FACILITIES .....	36
Introduction .....	37
Priority Issues.....	37
Existing Facilities .....	37
Utilities – Sewer and Water .....	37
Stormwater Management .....	38
Solid Waste and Recycling .....	38
Map 4 – Sanitary Sewer Facilities .....	39
Parks and Recreation Facilities .....	40
Table 20 - Park and Recreation Facilities .....	40
Map 5 – Parks and Recreation Facilities .....	41
Public Safety.....	42
Public Works Facilities.....	42
Map 6 – Fire and EMS Service Areas.....	43
Town Hall .....	44
Town Staff .....	44
Community Volunteers .....	45
Cemeteries .....	45
Schools .....	45
Map 7 – School Districts.....	46
Figure 5 - Ixonia Elementary School Enrollment.....	47
Communication Facilities.....	47
Broadband Internet.....	47
Utilities – Electric and Natural Gas.....	48
Map 8 – Wisconsin Broadband Map.....	49
Assessment of Future Needs .....	50
State, Regional, and County Plans and Programs.....	52
Wisconsin Public Service Commission .....	52

Jefferson County .....	52
Utilities and Community Facilities: Goals, Objectives, Policies, and Programs .....	53
CHAPTER SIX – AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES .....	55
Introduction .....	56
Priority Issues.....	56
Natural Resources.....	56
Soils .....	56
Woodlands .....	56
Wetlands.....	56
Floodplains.....	57
Water Resources.....	57
Groundwater.....	57
Environmental Corridors.....	57
Agricultural Resources .....	58
Current Conditions.....	58
Farmland Preservation.....	59
Map 9 – Farmland Preservation Plan Map for Town of Ixonia in Jefferson County .....	60
Cultural Resources .....	61
Historic Places .....	61
Cultural Resources .....	61
Jefferson County Farmland Preservation Programs and Tools.....	61
Agricultural, Natural, and Cultural Resources: Goals, Objectives, Policies, and Programs .....	62
CHAPTER SEVEN – ECONOMIC DEVELOPMENT .....	63
Introduction .....	64
Priority Issues.....	64
Existing Conditions and Programs .....	64
Table 21 - Equalized Property Value by Municipality, 2022 .....	65
Table 22 - List of Largest Employers .....	66
Current Agencies Providing Assistance with Economic Development .....	66
Economic Development Tools .....	67
Assessment of Future Needs .....	68
Economic Development: Goals, Objectives, Policies and Programs.....	69
CHAPTER EIGHT – INTERGOVERNMENTAL COOPERATION .....	71

Introduction .....	72
Priority Issues.....	72
Existing Conditions.....	73
Adjacent Governmental Entities.....	73
Drainage Districts.....	73
Extraterritorial Zoning and Plat Review .....	73
State Statutes Relevant to Intergovernmental Cooperation .....	74
Existing Intergovernmental Agreements .....	76
School Districts.....	77
Jefferson County Comprehensive Plan .....	77
Assessment of Potential Opportunities .....	78
Intergovernmental Cooperation: Goals, Objectives, Policies, and Programs.....	79
CHAPTER NINE – LAND USE .....	80
Introduction .....	81
Priority Issues.....	81
Existing Land Uses.....	81
Table 23 - Existing Land Use by Acreage, 2022.....	82
Map 10 – Existing Land Use 2021 .....	83
Table 24 - Residential Land Use by Type of Unit.....	84
Pipersville .....	84
Map 11 – Pipersville Area Existing Land Use 2021 .....	85
Village Hamlet.....	86
Lac La Belle.....	86
Map 12 – Village Hamlet Existing Land Use 2021 .....	87
Map 13 – Lac La Belle Area Existing Land Use 2021 .....	88
Jefferson County Planning and Zoning .....	89
Jefferson County Land Use Plan.....	89
Table 25 - Jefferson County Land Use Plan Categories.....	90
Jefferson County Zoning .....	91
Map 14 – Existing Zoning .....	92
Table 26 – Jefferson County Zoning Categories.....	93
Growth Projections and Future Land Use Needs.....	94
Farmland Preservation Area .....	95

Pipersville .....	95
Lac La Belle Area .....	96
Village Hamlet .....	97
Table 27 - Acres of Future Development by Land Use Category, Village Hamlet.....	99
Map 15 – Planned Land Use Village Hamlet .....	100
Future Land Use .....	101
Table 28 - Projected Change in Land Use by Acreage, 2022-2040 .....	101
Map 16 – Planned Land Use Town of Ixonia.....	102
CHAPTER TEN - IMPLEMENTATION.....	103
Introduction .....	104
Priority Issues.....	104
Promoting Use of the Plan.....	104
Summary of General or Town-Wide Policies and Action Steps .....	105
Policies .....	105
High Priority Action Steps .....	105
Future Action Steps.....	107
Ongoing Action Steps.....	108
Area Specific Strategies and Action Steps.....	108
Strategies for the Farmland Preservation Area: .....	108
Strategies for the Pipersville Area: .....	108
Strategies for the Lac La Belle Area: .....	109
Strategies for the Village Hamlet Area:.....	109
Plan Review Process.....	109
Minor Updates to the Plan.....	110
Ten-Year Updates to the Plan .....	110



# CHAPTER ONE – TOWN CONTEXT AND DEMOGRAPHICS

## **Town History and Location**

The first settlers came to the area that eventually became the Town of Ixonia in 1837. They established two settlements, one known as Pipersville on the western edge of current Town boundaries, and another known as Vicksburg on the west bank of the Rock River about a half mile east of the present hamlet in the center of the Town.

The Town of Ixonia was established in 1841, with the dissolution of the former Town of Union and the creation of two new Towns, the other being the Town of Concord. The name ‘Ixonia’ was given to the newly formed Town in 1846 by having young Mary Piper draw letters until a name could be formed.

The railroad was completed through the Town in 1855. Following the railroad, the settlement of Vicksburg moved to the current Village Hamlet location next to the railroad. It was known at that time as Ixonia Center. This new settlement originally contained two stores, a saloon, one blacksmith shop, one turning shop, two shoemakers, a cheese factory, a grain elevator, a church, and a public school.

Today the Town of Ixonia is a rapidly growing, economically diverse community with strong connections to the neighboring cities of Oconomowoc and Watertown, as well as the Milwaukee and Madison metropolitan areas.

The Town encompasses approximately 36 square miles in the northeast corner of Jefferson County, bordering the Town of Concord to the south, the Town of Watertown to the west, the Town of Lebanon in Dodge County to the north, and the several municipalities in the Oconomowoc area in Waukesha County to the east. The contextual location of the Town is shown in Map 1.

## **Population and Households**

Population and household trends reveal much about how a community is changing over time as well as likely future changes in the built environment and socioeconomic activity. Table 1 and Figure 1 show the historical and projected population of the Town since 1970. A few key takeaways from this data include:

- The Town saw a 76 percent increase in its population in the last twenty years, from 2,902 to 5,120 people.
- At 5,120 people, the Town currently has more people than any other town or village in Jefferson County, and more people than the City of Waterloo.<sup>1</sup>
- The Town’s population is expected to continue to grow rapidly, increasing by another 40 percent or 2,025 people between 2020 and 2040.

---

<sup>1</sup> Jefferson County Comprehensive Plan, p. 3-4.

**Map 1 – Geographical Context**

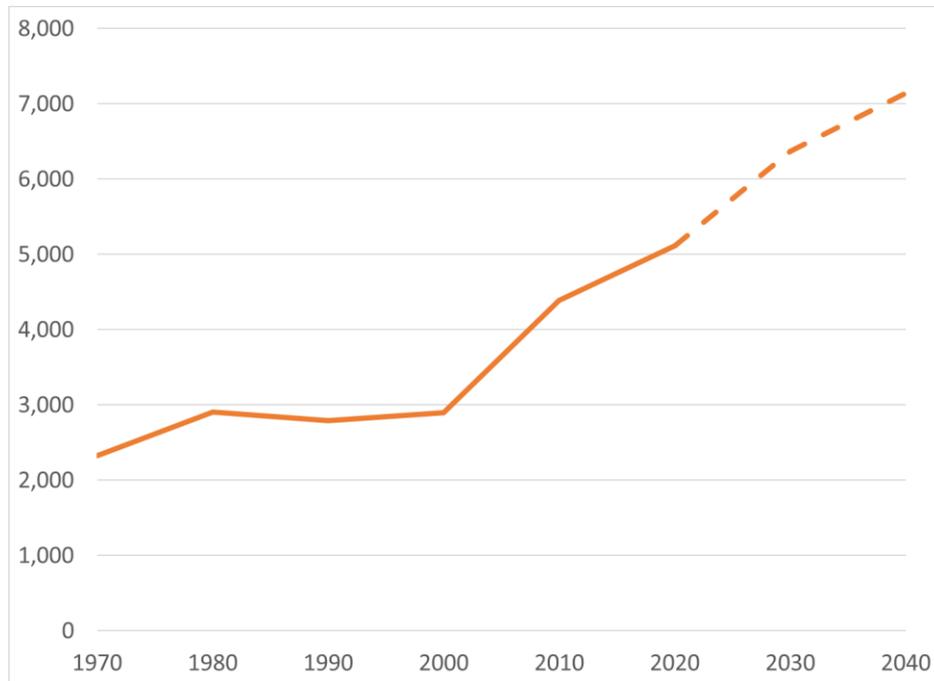
- Ixonia is expected to grow much faster than Jefferson County as a whole and faster than any other community in Jefferson County except Johnson Creek between 2020 and 2040.<sup>2</sup>
- With decreasing household sizes, an increase of 2,025 people in the Town is expected to result in about 1,000 new households between 2020 and 2040.

**Table 1 – Historical and Projected Population and Households**

Year	Population	Percent Increase	Households	Percent Increase	Persons / Household
1970	2,324				
1980	2,905	25.0%			
1990	2,789	-4.0%			
2000	2,902	4.1%	1,047		2.77
2010	4,385	51.1%	1,637	56.4%	2.68
2020	5,120	16.8%	1,880	14.8%	2.72
2030	6,375	24.5%	2,524	34.3%	2.53
2040	7,145	12.1%	2,880	14.1%	2.48

Sources: U.S. Census Bureau; WI Department of Administration, 2013

**Figure 1 - Historical and Projected Population**



<sup>2</sup> Jefferson County Comprehensive Plan, p. 3-4.

Most of the growth in population has occurred in the urban areas of the Town, which are generally those properties that receive public sewer service. While in 2000, 75 percent of the Town population still lived in rural areas, now well over half live in the urbanized areas of the Town.

**Table 2 - Population by Urban and Rural Areas**

Population by Urban / Rural	2000		2010		2020 est.	
Urban	729	25.1%	2,172	49.5%	2,853	55.7%
Rural	2,173	74.9%	2,213	50.5%	2,267	44.3%

**Characteristics of the Population and Households**

The following Tables 3 through 8 show changes in Ixonia’s demographics since 2000. These show how the makeup of the population has changed by race, education, employment, and income levels.

*Race*

Racially, the Town’s population has grown slightly more diverse in the past twenty years, particularly among people who have identified themselves as multi-racial and/or Hispanic or Latino. White residents still make up 94.3 percent of the population as of 2020.

**Table 3 - Population by Race, 2000 - 2020**

Population by Race	2000		2010		2020	
Total	2,902		4,385		5,120	
White, alone	2,860	98.6%	4,287	97.8%	4,828	94.3%
Black or African-American, alone	2	0.1%	14	0.3%	32	0.6%
American Indian or Alaska native, alone	6	0.2%	7	0.2%	10	0.2%
Asian, alone	9	0.3%	8	0.2%	34	0.7%
Native Hawaiian or OPI, alone	1	0.0%	1	0.0%	3	0.1%
Other race, alone	8	0.3%	32	0.7%	43	0.8%
Two races	16	0.6%	36	0.8%	164	3.2%
Three races	-	0.0%	1	0.0%	6	0.1%
Hispanic or Latino	26	0.9%	102	2.3%	143	2.8%
Not Hispanic or Latino	2,876	99.1%	4,283	97.7%	4,977	97.2%

Source: U.S. Decennial Census

*Education*

The number of residents without a high school degree has declined substantially, from nearly 11 percent to only 3.8 percent of residents in 2020, as estimated by the American Community Survey. Likewise, the number of residents with a college or advanced degree has grown, from 27.5 percent in 2000 to 47.9 percent in 2020.

**Table 4 - Educational Attainment, Population Aged 25 and Over**

Educational Attainment	2000 Census		2010 ACS		2020 ACS	
No HS Degree	211	10.9%	224	7.6%	118	3.8%
HS, no college degree	1,186	61.5%	1,627	55.3%	1,510	48.3%
Associates / Bachelor's	409	21.2%	764	26.0%	1,238	39.6%
Advanced degree	121	6.3%	329	11.2%	259	8.3%
<b>Male</b>						
No HS Degree	140	14.4%	131	9.1%	83	5.3%
HS, no college degree	602	62.0%	844	58.5%	829	52.5%
Associates / Bachelor's	177	18.2%	339	23.5%	495	31.3%
Advanced degree	52	5.4%	129	8.9%	172	10.9%
<b>Female</b>						
No HS Degree	71	7.4%	93	6.2%	35	2.3%
HS, no college degree	584	61.1%	783	52.2%	681	44.0%
Associates / Bachelor's	232	24.3%	425	28.3%	743	48.1%
Advanced degree	69	7.2%	200	13.3%	87	5.6%

Source: U.S. Census Bureau, American Community Survey

**Employment**

The majority of Ixonia workers 16 and over work outside of Jefferson County and this percentage has remained relatively steady over the last 20 years. The data does not indicate the specific county or municipality where Ixonia workers are employed.

About 55.5 percent of Ixonia workers have a commute time of less than 30 minutes, about 34.2 percent have a commute time over 30 minutes, and 10 percent worked at home as of the 2020 census. The percentage of workers with longer commutes and the percentage working at home both increased between 2000 and 2020. It is uncertain whether the percentage of workers working from home will remain at 2020 levels, increase, or decrease in future years.

**Table 5 - Place of Employment for Ixonia Works 16 and Over**

Place of Work for Workers 16 and Over	2000		2010		2020	
Total	1,685		2,405		2,629	
In County of Residence	532	31.6%	643	26.7%	850	32.3%
Outside County of Residence, In State	1,147	68.1%	1,762	73.3%	1,779	67.7%
Outside of State Residence	6	0.4%	-	0.0%	-	0.0%

Source: U.S. Census Bureau

**Table 6 - Time to Travel to Work**

Time to Travel to Work	2000 Census		2010 ACS		2020 ACS	
Less than 5 minutes	114	6.8%	48	2.0%	59	2.2%
5-9 minutes	143	8.5%	217	9.0%	281	10.7%
10-14 minutes	280	16.6%	314	13.1%	270	10.3%
15-19 minutes	299	17.7%	370	15.4%	379	14.4%
20-24 minutes	154	9.1%	314	13.1%	323	12.3%
25-29 minutes	118	7.0%	190	7.9%	147	5.6%
30-34 minutes	109	6.5%	276	11.5%	352	13.4%
35-39 minutes	55	3.3%	61	2.5%	56	2.1%
40-44 minutes	75	4.5%	114	4.7%	176	6.7%
45-59 minutes	209	12.4%	173	7.2%	185	7.0%
60-89 minutes	32	1.9%	100	4.2%	100	3.8%
90+ minutes	10	0.6%	38	1.6%	29	1.1%
Worked at Home	87	5.2%	190	7.9%	272	10.3%

Source: U.S. Census Bureau

The top three industries where Ixonia residents have worked over the past 20 years have been manufacturing, health care and social assistance, and retail trade. While there was not a major shift in industry of employment between 2000 and 2020, there were some trends of note:

- The number of workers employed in agriculture, forestry, fishing, and hunting, utilities, information, administrative and support and waste management services, and arts, entertainment, and recreation all decreased between 2000 and 2020.
- All other industries saw an increase in the number of Ixonia workers between 2000 and 2020.
- The industries with the largest increase in the *number* of Ixonia workers were health care and social assistance, personal, scientific, and technical services, and retail trade.
- The industries with the highest *percentage growth rates* were real estate, professional, scientific, and technical services, and other services.

**Table 7 - Industry of Employment for Workers 16 and Over**

Industry of Employment for Workers 16 and Over	2000 Census		2010 ACS		2020 ACS	
Total	1,686		2,493		2,665	
Agriculture, forestry, fishing, and hunting	73	4.3%	54	2.2%	44	1.7%
Mining	-	0.0%	31	1.2%	-	0.0%
Construction	151	9.0%	299	12.0%	201	7.5%
Manufacturing	420	24.9%	592	23.7%	486	18.2%
Wholesale trade	45	2.7%	95	3.8%	81	3.0%
Retail trade	189	11.2%	190	7.6%	335	12.6%
Transportation and warehousing	65	3.9%	77	3.1%	129	4.8%
Utilities	4	0.2%	9	0.4%	-	0.0%
Information	28	1.7%	24	1.0%	-	0.0%
Finance and insurance	51	3.0%	60	2.4%	77	2.9%
Real estate	14	0.8%	10	0.4%	62	2.3%
Professional, scientific, and technical services	58	3.4%	61	2.4%	214	8.0%
Management of companies and enterprises	-	0.0%	10	0.4%	-	0.0%
Administrative and support and waste management services	51	3.0%	129	5.2%	49	1.8%
Educational services	125	7.4%	204	8.2%	190	7.1%
Health care and social assistance	209	12.4%	411	16.5%	404	15.2%
Arts, entertainment, and recreation	30	1.8%	14	0.6%	-	0.0%
Accommodation and food services	65	3.9%	117	4.7%	136	5.1%
Other services	63	3.7%	61	2.4%	168	6.3%
Public administration	45	2.7%	45	1.8%	89	3.3%

Source: U.S. Census Bureau, American Community Survey

*Income*

Household income increased by 48 percent from 2000 to 2020. This has been driven mainly by an increase in the number of households with incomes above \$100,000. Ixonia’s median household income is now much higher than the Jefferson County median household income and the Wisconsin median household income.<sup>3</sup>

Chapter Three, Housing, examines the relationship between the rise in personal income and the change in the cost of housing during the past 20 years.

<sup>3</sup> Jefferson County Comprehensive Plan, p. 3-11.

**Table 8 - Household Income**

Annual Household Income	2000 Census		2010 ACS		2020 ACS	
Total	1,048		1,578		1,649	
Less than \$10,000	20	1.9%	20	1.3%	10	0.6%
\$10,000 - \$19,999	48	4.6%	41	2.6%	50	3.0%
\$20,000 - \$29,999	104	9.9%	140	8.9%	87	5.3%
\$30,000 - \$39,999	97	9.3%	189	12.0%	96	5.8%
\$40,000 - \$49,999	131	12.5%	130	8.2%	115	7.0%
\$50,000 - \$59,999	158	15.1%	110	7.0%	162	9.8%
\$60,000 - \$74,999	183	17.5%	319	20.2%	187	11.3%
\$75,000 - \$99,999	153	14.6%	352	22.3%	273	16.6%
\$100,000 - \$124,999	105	10.0%	150	9.5%	300	18.2%
\$125,000 - \$149,999	15	1.4%	73	4.6%	138	8.4%
\$150,000 - \$199,999	19	1.8%	49	3.1%	166	10.1%
\$200,000 or more	15	1.4%	5	0.3%	65	3.9%
Median Household Income	\$58,629		\$65,426		\$86,763	

Source: U.S. Census Bureau



## CHAPTER TWO – PUBLIC PARTICIPATION AND ISSUES AND OPPORTUNITIES

### **Introduction**

Wisconsin Comprehensive Planning legislation (Wisconsin Statutes §66.1001) requires that a municipality foster public participation in the development of a comprehensive plan and that the plan includes an Issues and Opportunities Element. Communities include a variety of information in the Issues and Opportunities element. This element generally includes demographic, employment, income, and educational attainment data, along with information gathered from public participation and key issues to guide the future development of the community. Chapter One summarized the demographic, employment, income, and educational attainment data for the Town. This chapter summarizes the plan development process and public participation and the Issues and Opportunities that emerged from this process.

### **Plan Development Process**

The Comprehensive Plan was developed over the course of eleven months in four phases as described below. An Ad Hoc Committee comprised of 12 members with a wide range of backgrounds and interests in the future development of the Town guided the development of the plan.

#### ***Phase 1: Inventory of historic and existing conditions and identification of issues and opportunities***

This phase, the longest of this planning process, involved collecting and compiling data and maps documenting historical and existing conditions in the Town for each plan element.

It also involved extensive public engagement to gather input regarding the most important issues for residents, property owners, business owners and other members of the community.

The Ad Hoc Committee held meetings during this phase as follows:

1. July 28, 2022 – Overview of the comprehensive planning process and the role of the committee.
2. September 1, 2022 – Planning for public participation including review draft community survey and future meetings.
3. September 29, 2022 – Review plan for the Community Open House and the committee's role at the Open House.
4. December 8, 2022 – Review and discuss survey results and Open House comments; discuss issues and opportunities.
5. February 2, 2022 – Review draft issues and opportunities element.
6. March 9, 2023 – Discuss review framework and divide into subcommittees to review the draft inventory of historical and existing conditions for each plan element.
7. March 20 through April 3, 2023 – Meetings of subcommittees of the Ad Hoc Committee tasked with a detailed review of each plan element.

***Phase 2: Draft goals and objectives***

This phase involved drafting goals and objectives for each plan element based on the issues and opportunities identified by the community.

The Ad Hoc Committee held a meeting to review the draft goals and objectives on April 14, 2023.

***Phase 3: Develop projections of future conditions and needs***

For this phase, projections of future conditions were developed for each plan element, identifying anticipated changes in housing needs, employment, and economic development, needs for utilities and community facilities, changes in land use and the like. A key element to guide the future development of the Town is the map of planned land uses.

The Ad Hoc Committee held meetings to review future projections and planned land uses on May 11 and June 1, 2023.

***Phase 4: Compile, review, and adopt the plan***

This phase of plan development included preparing a complete plan document with all data, maps, and appendices for review and adoption. This process included the following steps:

1. Preparation of a draft plan
2. Review of the draft plan by the Ad Hoc Committee
3. Revision and submittal of the plan to the Plan Commission
4. Review and adoption of the plan by the Plan Commission
5. Public hearing on the Plan Commission adopted plan
6. Incorporate public comments and any additional revisions
7. Town Board ordinance adopting the plan

**Public Engagement**

The Town provided multiple opportunities for public engagement during this process.

Town Website – the Town added a page to the Town website to feature information about the comprehensive plan update. Information posted to this page included the Town’s existing plan, an overview of the planning process, a link to the community survey, and a copy of the draft plan for public review and comment.

Community Survey – the Ad Hoc Committee developed a survey that was provided to the entire community. A copy of the survey was mailed to every property in the Town. A link to the survey was provided on the Town website. Copies of the survey were made available at Town Hall and provided to the public at the Community Open House on October 11, 2022, at the Town of Ixonia Fall Festival on October 30, 2022, and at Town Hall during the 2022 fall election. The survey was advertised on the Town’s Facebook page and message board. Surveys were made available September 30, 2022, and were open for responses through November 18, 2022. In total, the Town received 331 surveys. A summary of survey results is included in Appendix A.

Community Open House – The Ad-Hoc Committee hosted a Community Open House at Town Hall on October 11, 2022, from 4 pm to 8 pm. Activities at the Open House included continuous presentation about the Town and the comprehensive planning process, a handout explaining the comprehensive planning process, an opportunity to fill out the survey, a Town Maps Exercise, and an Issues and Opportunities exercise. Members of the Town staff, Trilogy, and Ad-Hoc Committee members attended the Open House to assist with the exercises and discuss the plan with community members. A list of the comments received at the Open House is included in Appendix B. Committee members also attended the Ixonia Fall Festival on October 30, 2022, to share information and get input from community members.

Public Information Meeting – The Ad-Hoc Committee hosted a public information meeting at the Town Hall on June 29, 2023, from 4 pm to 7 pm. The meeting included presentation of a summary of the draft plan, time for questions and answers, a copy of the planned land use map for review, and opportunities for the public to submit comments.

Public Hearing – the Town Board held a public hearing on the plan on \_\_\_\_, 2023. Comments received by the Town Board at the public hearing are included in Appendix C.

**Issues and Opportunities**

Priority Issues	What the Community Said	Action Steps
Preserve Rural Small-Town Atmosphere	Ixonia's rural small-town atmosphere is the best feature of the Town, the most important thing that should not be changed. Preservation of the rural atmosphere is one of the top priorities for the Town to focus on over the next 10 years. The community expressed opposition to high density development and a desire for open space in neighborhoods. At the same time, this needs to be balanced with continued residential demand, the desire for more retail and service businesses in the Town and for a more distinct 'downtown'. Ixonia has a fairly large and growing population and many businesses for a town and is essentially a small village within a rural farm township.	Through the land use plan, allow for new residential and business development in places that already have urban development and services, while limiting development of existing farmland and rural areas. Consider changes to subdivision controls to better preserve and enhance the small-town rural atmosphere and provide open space within neighborhoods.

CHAPTER TWO – PUBLIC PARTICIPATION AND ISSUES AND OPPORTUNITIES

<p>Preserve Natural and Open Space</p>	<p>Preserving natural areas and open space is a top priority for the Town to focus on over the next 10 years. Comments included a desire for open space within neighborhoods. The community identified parks and recreation as an area for the Town to focus on improvement. Trails and trail connections were the most mentioned park and recreation facilities desired by the community.</p>	<p>Consider opportunities for the Town to expand its park and recreation opportunities with passive recreation parks designed to preserve and enjoy natural and open space. Consider opportunities to expand trails and trail connections within subdivisions and to connect to recreational areas.</p>
<p>Keep Established Businesses and Industries</p>	<p>Keeping established businesses is a higher priority than attracting new businesses. Business owners listed help with advertising/promotion, high-speed internet, grants, small business development support, good roads, and police protection as the top ways the Town can support established businesses. The public strongly supports improving the Industrial Park's image by cleaning up buildings and business sites. The public also noted a need to improve the image of Marietta Avenue in the Village Hamlet/downtown area. Some members of the public would like to see the Industrial Park promoted to attract new businesses while others believe there is too much industrial development in the Town.</p>	<p>Through the land use plan, evaluate the need to provide additional land for expansion of existing businesses. Explore programs and tools to expand high-speed internet in the Town, including working with Jefferson County and the State of Wisconsin. Explore options to improve vehicular and pedestrian access to the business park and other businesses. Explore programs and tools to provide support for public and private property improvements and small business development.</p>
<p>Maintain and Improve Local Roads</p>	<p>Roadway maintenance ranked high as one of the services the public would most like the Town to improve. Business owners listed good roads as an important way that the Town can support existing businesses.</p>	<p>Prioritize continuing the Town's road maintenance program. Explore options for improving safety at key intersections in the Town, particularly along STH 16.</p>
<p>Attract and Support More Retail and Service Businesses</p>	<p>The most desired new services or businesses include dining or coffee shop, grocery store, general shopping, retail, and a hardware store. It was noted that Ixonia has lost some small businesses and that it may be time for regeneration of the business district in the Village Hamlet area. Related comments included a need to improve the Marietta Avenue/downtown area and create a more distinct downtown area.</p>	<p>Through the land use plan, identify key properties or areas for development or redevelopment for small to medium scale service and retail businesses. Identify key public improvements and explore tools to support public and private property improvements. Explore programs and tools to support business development and marketing of Ixonia businesses.</p>
<p>Improve Public Safety and Security</p>	<p>The public wants Ixonia to be known as a safe community. Improving public safety and security emerged as one of the priority focus areas for the next 10 years. Full-time</p>	<p>Continue exploring cost-effective opportunities to offer dedicated police coverage. Plan for future expansion of fire and EMS service and explore cost-effective options. Through the land use plan,</p>

CHAPTER TWO – PUBLIC PARTICIPATION AND ISSUES AND OPPORTUNITIES

	<p>fire and EMS service and dedicated law enforcement patrol are the top two new community facilities or services that the public would like the Town to offer. The public would like to see improved security in Town parks. Police protection was also noted as something the Town can do to support existing businesses and one of the top things the public would like to see improved.</p>	<p>explore potential locations for a new fire station or public safety building. Explore options to provide better access to water for fire protection.</p>
<p>Enhance Park and Recreation Opportunities</p>	<p>Recreation and community events was one of the top things that the public would like Ixonia to be known for. Activities for youth received only an average quality rating. Services and activities for youth, additional recreational activities, and services and activities for seniors were all identified as important areas for the Town to focus on over the next ten years. Town parks and recreation were identified as important for the Town to focus on improving. Approximately 40 percent of community survey respondents would like to have the Town offer an indoor community center space, an outdoor Town square space, and recreation programs. Trails and trail connections were also noted as desired facilities.</p>	<p>Through the land use plan, explore potential locations for trails and trail connections with the Inter Urban Trail, passive recreational areas, and 'Town Square' open space. Explore the potential for an indoor community center facility. Consider changes to the subdivision controls to incorporate trails or public park and open space areas.</p>
<p>Improve Marietta Avenue</p>	<p>Marietta Avenue was noted as an area that needs improvement in the Community Survey and public comments at the Community Open House.</p>	<p>Through the land use plan, identify key properties or areas for development or redevelopment. Identify key public improvements and explore tools to support public and private property improvements.</p>
<p>Improve the Image of the Industrial Park</p>	<p>Over 70 percent of Community Survey respondents would like to see the Industrial Park's image improved by cleaning up buildings and business sites that are not well maintained.</p>	<p>Explore opportunities to improve property maintenance standards and Town enforcement. Explore tools to support public and private property improvements.</p>
<p>Plan for Growth</p>	<p>Ixonia is larger than other towns and villages in Jefferson County, has a large nonresidential property tax base, experienced rapid population growth in the last 20 years and is expected to keep growing rapidly. With the construction of a new expanded wastewater treatment plant, Utility District No. 1 will be able to serve substantial new development.</p>	<p>Consider the new and expanded community facilities and services the Town may need or desire to provide as a community of over 7,000 people. Through the land use plan, consider where new residential and nonresidential development and community facilities can best be accommodated.</p>

CHAPTER TWO – PUBLIC PARTICIPATION AND ISSUES AND OPPORTUNITIES

---

<p>Maintain and Improve the Sense of Community</p>	<p>Ixonia's sense of community is good. Community events and activities for youth are fair to good. Fireman's Park was noted as a great place for community events. The public wants the Town to be known for community events and recreational options. Although providing additional parks or recreational activities is not a top priority for the public, there is some interest in providing indoor or outdoor community space. There were many mentions of more activities for youths and seniors, trails, and trail connections, upgrading existing facilities, and having more community activities such as a farmer's market or beer garden.</p>	<p>More local places to gather, well-connected neighborhoods and commercial areas, and more community events will all help strengthen the sense of community. Look for ways to offer more community activities and improve gathering places, connections between places, and public awareness of gathering places through public improvements, site design standards, signage, and other means.</p>
<p>Develop Vibrant, Well-Planned Neighborhoods</p>	<p>New single-family homes were identified as the most needed form of housing. The community indicated that new housing should be located and designed to preserve existing farmland areas and the rural feel of Ixonia and take advantage of the sanitary sewer infrastructure. The community would like new subdivisions to have better designed roadways, lighting, and pedestrian connections to the downtown area.</p>	<p>Allow for new residential development in places that already have urban development and services while limiting new residential development in existing farmland and rural areas. Consider changes to the Town's subdivision controls to improve subdivision design and to better preserve and enhance the small-town rural atmosphere, provide open space within neighborhoods, and improve pedestrian connections.</p>



## CHAPTER THREE – HOUSING

## Introduction

Secure, affordable housing represents one of the basic needs of the Town's residents. As the population and number of households in the Town grows, the overall amount of housing needed by residents will change. As the age, size, composition, and household income change, so will the types of housing needed. This chapter explores existing housing conditions in the Town to identify any current gaps or needs, the likely impact of future changes in population and households on the demand for housing in the Town, and goals, policies, and programs to meet current and future housing needs.

Wisconsin Comprehensive Planning Legislation (Wisconsin Statutes §66.1001) requires that the housing element of a comprehensive plan include:

*A compilation of objectives, policies, goals, maps, and programs of the local governmental unit to provide an adequate housing supply that meets existing and forecasted housing demand in the local governmental unit. The element shall assess the age, structural, value and occupancy characteristics of the local governmental unit's housing stock. The element shall also identify specific policies and programs that promote the development of housing for residents of the local governmental unit and provide a range of housing choices that meet the needs of persons of all income levels and of all age groups and persons with special needs, policies and programs that promote the availability of land for the development or redevelopment of low-income and moderate-income housing, and policies and programs to maintain or rehabilitate the local governmental unit's existing housing stock.*

## Priority Issues

- Preserve Rural Small-Town Atmosphere
- Preserve Natural and Open Space
- Enhance Park and Recreation Opportunities
- Plan for Growth
- Maintain and Improve the Sense of Community
- Develop Vibrant, Well-Planned Neighborhoods

## Existing Conditions

The existing housing stock in Ixonia offers a diverse mix of housing by age, type of unit, and rural versus urban settings. Housing values have risen sharply in the last 20 years and are significantly higher in Ixonia as compared to median values in Jefferson County. Contributing to the increase in housing values was the significant amount of new construction between 2000 and 2020. Demand for housing in Jefferson County and Ixonia remains high. However, opportunities for new construction in Ixonia have been limited due to restrictions on development on lands within

the Jefferson County farmland preservation area and a lack of capacity in the existing Wastewater Treatment Plant to serve new development within the Utility District No. 1.

**Housing Characteristics**

The Town added 637 new housing units between 2000 and 2010, and another 240 between 2010 and 2020, according to U.S. Census data. Occupancy has remained relatively stable in the past 20 years, with vacancy rates between 3 and 5 percent. This includes all types of housing, including multi-family units.

Vacancy rates in Ixonia have been slightly lower than the rates for Jefferson County overall.<sup>4</sup>

**Table 9 - Number of Occupied and Vacant Housing Units**

Housing Occupancy	2000		2010		2020	
Total Housing Units	1,082		1,719		1,959	
Occupied	1,047	96.8%	1,637	95.2%	1,880	96.0%
Vacant	35	3.2%	82	4.8%	79	4.0%

Source: U.S. Census Bureau

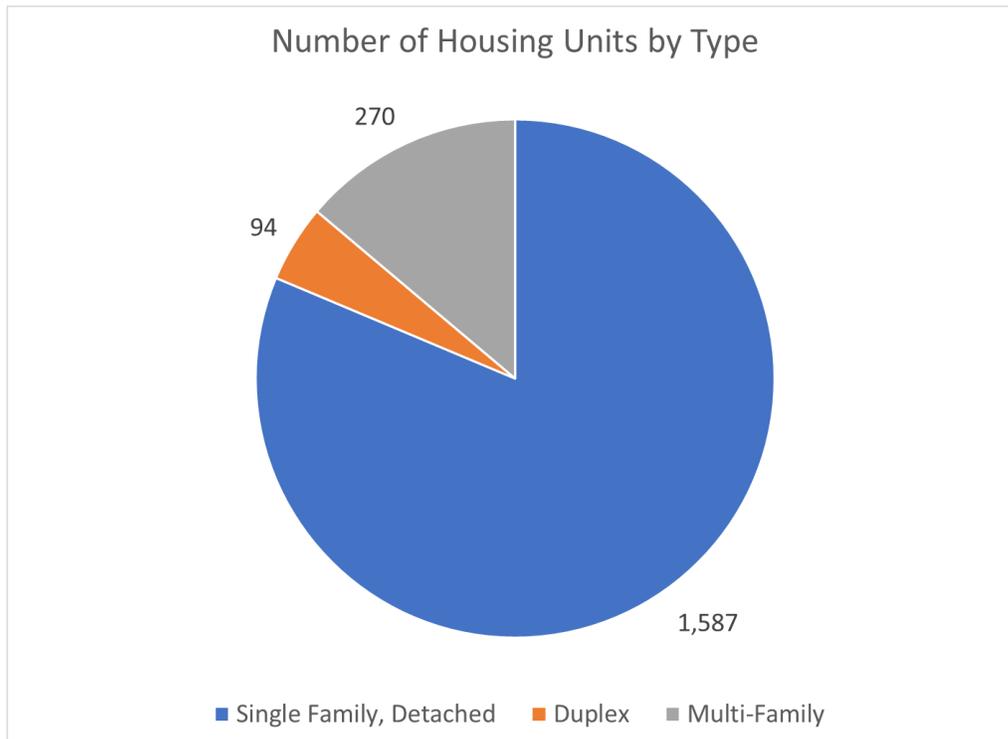
Most of the housing in the Town consists of single family, detached houses (including farmhouses). There are several duplexes within the Town and a substantial number of multi-family housing units. Table 10 shows the existing housing stock by type of unit as of July 2022.

**Table 10 - Existing Housing Units**

Housing Type	Buildings	Housing Units	% of Town Housing Units
Single Family, Detached	1,587	1,587	81.3%
Duplex	47	94	4.8%
Multi-Family	29	270	13.8%
Total	1,663	1,951	100.0%

Source: Jefferson County, Trilogy Consulting, LLC

<sup>4</sup> Jefferson County Comprehensive Plan, p. 6-6.

**Figure 2 – Number of Housing Units by Type**

Over 54 percent of the Town's housing was constructed after 1980. Forty percent of the Town's housing units were built since 2000, with 2000-2009 seeing the greatest number of new units constructed in a single decade. Most of the multi-family housing was built after 2000, as was a significant amount of single-family housing in the Village Hamlet area.

Ixonia has newer housing stock, in general, compared to Jefferson County as a whole.<sup>5</sup>

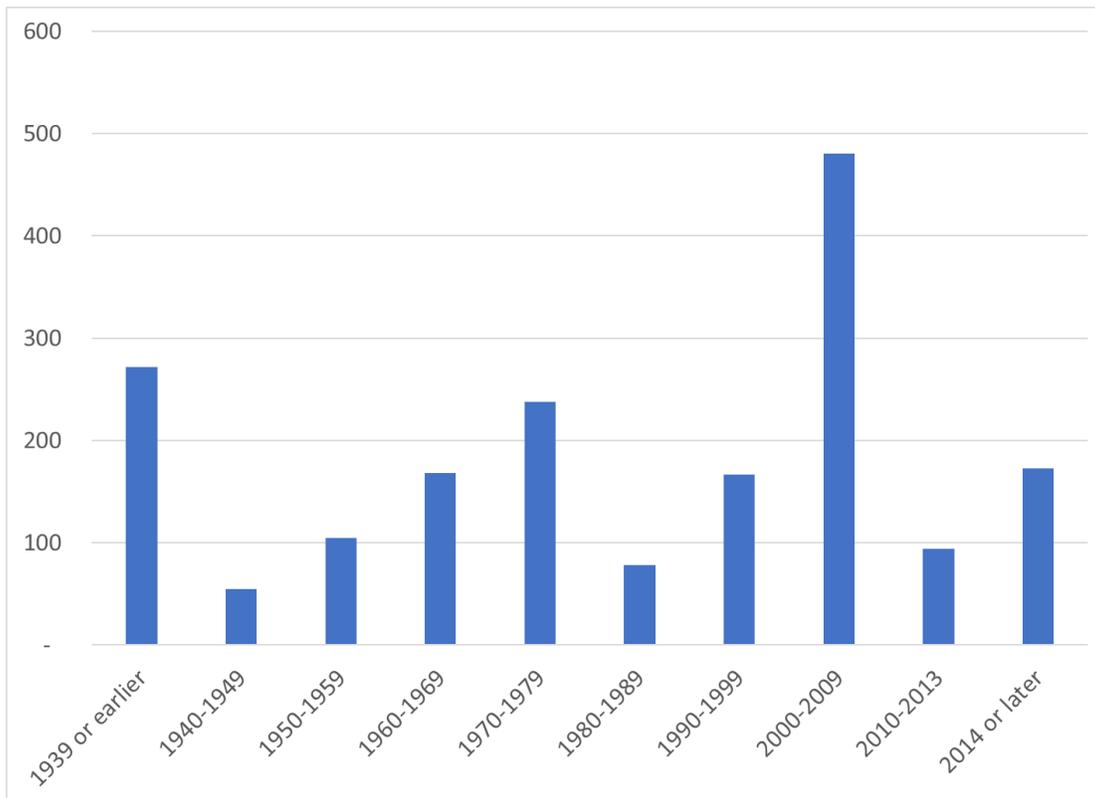
<sup>5</sup> Jefferson County Comprehensive Plan, p. 6-4.

**Table 11 - Housing Stock by Age<sup>6</sup>**

Number of Units	
Year Structure Built	
1939 or earlier	272
1940-1949	55
1950-1959	105
1960-1969	168
1970-1979	238
1980-1989	78
1990-1999	167
2000-2009	480
2010-2013	94
2014 or later	173

Source: U.S. Census Bureau, American Community Survey; Trilogy Consulting

**Figure 3 - Housing Stock by Age**



<sup>6</sup> American Community Survey is an annual demographics survey program conducted by the U.S. Census Bureau to help local officials, community leaders and businesses understand changes taking place in their communities.

Home values rose sharply between 2000 and 2010, increasing by 50 percent, and increased another 9 percent between 2010 and 2020. New home construction during this period contributed to the increase in home values, with about 40 percent of all housing units having been built in 2000 or later.

A shortage of homes for sale since 2020 has pushed home prices up even further, nationwide. A search on the real estate website Zillow.com revealed that the average home sale price for all home sales in the Town in the first 6 months of 2022 was about \$395,000. For these 22 different sales, the median year built was 2006, they had an average of 3.5 bedrooms, 2.5 bathrooms, and 2,127 square feet of space on a median of 0.32 acres of land. Home sales for May 1, 2022, through May 1, 2023, were similar. The average price for 31 home sales in Ixonia was \$396,851 with an average of 3.6 bedrooms, 2.4 baths, and 2,199 square feet of space.

The percentage of owner-occupied housing units without mortgages increased between 2000 and 2020.

The median value of homes in Ixonia in 2020 greatly exceeded the median value of \$184,300 for homes in Jefferson County.<sup>7</sup>

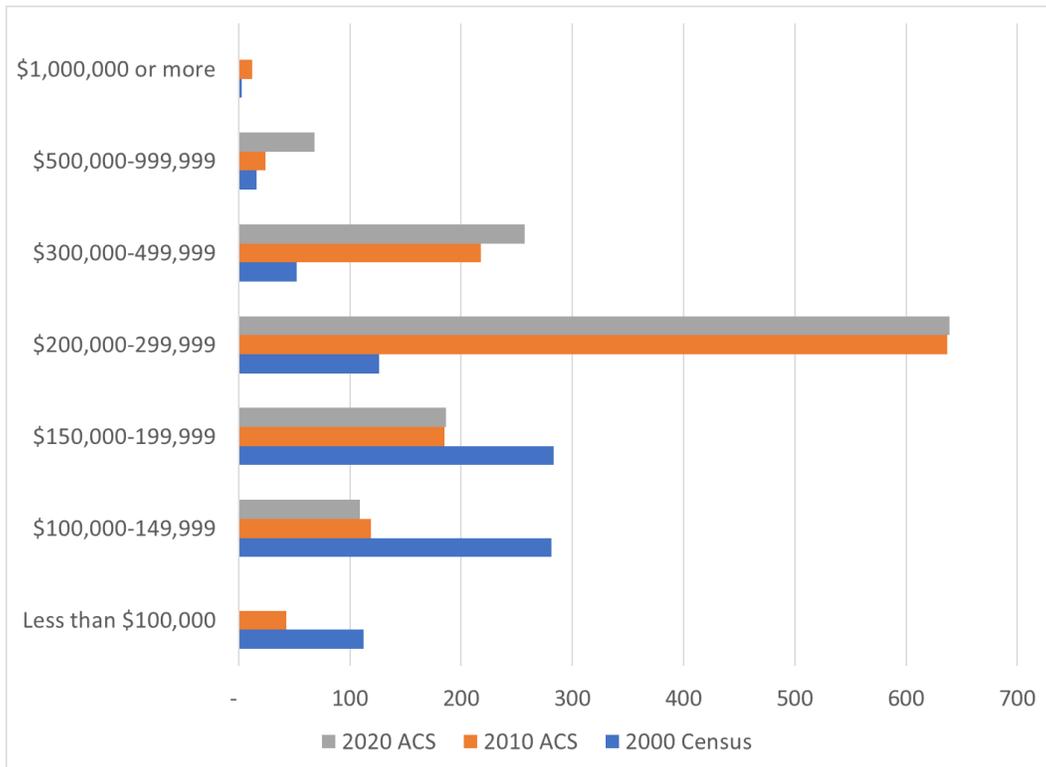
**Table 12 - Home Value of Owner-Occupied Housing Units**

Housing Data	2000 Census	2010 ACS	2020 ACS
<b>Home value</b>			
Owner-occupied units	873	1,238	1,259
Less than \$100,000	112	43	-
\$100,000-149,999	281	119	109
\$150,000-199,999	283	185	186
\$200,000-299,999	126	637	639
\$300,000-499,999	52	218	257
\$500,000-999,999	16	24	68
\$1,000,000 or more	3	12	-
Median home value	\$155,400	\$234,300	\$246,600
<b>Mortgage Status</b>			
With a mortgage	520	951	836
Without a mortgage	141	287	423

Source: U.S. Census Bureau, American Community Survey

<sup>7</sup> Jefferson County Comprehensive Plan, p. 6-6.

**Figure 4 - Home Value of Owner-Occupied Housing Units**



Housing costs increased even more rapidly for renter-occupied units between 2000 and 2020. Monthly rent rose from a median of \$581 in 2000 to \$1,030 in 2020, an increase of 77 percent. Most rental units (in the form of duplexes and multi-family housing units) are newer, having been built in the last twenty years, causing some of the higher rental costs.

**Table 13 - Gross Rent of Renter-Occupied Units**

Housing Data	2000 Census	2010 ACS	2020 ACS
Gross rent			
Renter-occupied units	174	340	370
Less than \$500	45	10	-
\$500-999	106	197	170
\$1,000-1,499	-	112	182
\$1,500-1,999	4	-	18
\$2,000 or more	-	-	-
Median rent	\$581	\$885	\$1,030
No rent	19	21	20

Source: U.S. Census Bureau, American Community Survey

**Household Characteristics**

Table 14 shows a breakdown of the size of households in the Town in 2000, 2010, and 2020. Over the past 20 years, household size in the Town has decreased slightly. The average household size dropped from 2.77 in 2000 to 2.68 in 2010, which followed a statewide trend of smaller households as the population ages. However, average household size increased to 2.72 in 2020. This may indicate that newer residents in recently built housing are beginning families.

**Table 14 - Households by Household Size**

Household Size	2000		2010		2020
Total Households	1,047		1,637		1,880
1-person	146	13.9%	288	17.6%	
2-person	418	39.9%	602	36.8%	
3-person	190	18.1%	332	20.3%	
4-person	174	16.6%	237	14.5%	
5-person	81	7.7%	136	8.3%	
6-person	26	2.5%	29	1.8%	
7-person or more	12	1.1%	13	0.8%	
Average Household Size	2.77		2.68		2.72

Source: U.S. Census Bureau

**Current Housing Market**

During the pandemic, with mortgage interest rates below 3.0 percent, and supply chain and labor issues, a combination of high demand from home buyers and a scarcity of homes for sale resulted in rapidly rising home prices. In 2023, interest rates have risen to around 6.5 percent, which has removed some buyers from the market and has also removed homes from the market. The inventory of homes for sale has decreased and prices have continued to climb.

The inventory of residential units for sale in Jefferson County was low in early 2022 and decreased substantially between early 2022 and early 2023, as shown in Table 15.

**Table 15 – Residential Listings and Sales in Jefferson County**

	February 2022	February 2023	Trend
Number of new listings	42	25	-40.5%
Number of closed sales	42	28	-33.3%
Inventory - single family residence	78	57	-26.9%
Inventory - townhouse / condominium	23	15	-34.8%

Source: Metro Milwaukee Multiple Listing Service

In the three zip codes that comprise most of Ixonia, sales prices have continued to climb in the past year, while the percent of list price received has remained stable or declined, and the number of days on the market and number of closed sales have varied.

**Table 16 - Residential Sales Statistics for Ixonia**

	53036 Zip Code		53066 Zip Code		53094 Zip Code	
	Q4-2022	1-Yr. Change	Q4-2022	1-Yr. Change	Q4-2022	1-Yr. Change
Median sales price	\$396,500	16.6%	\$365,000	23.8%	\$260,000	33.3%
Average sales price	\$402,375	14.3%	\$326,667	2.1%	\$274,224	13.3%
Percent of list price received	100.6%	1.9%	90.7%	-9.7%	97.6%	-0.4%
Days on market	12	-53.8%	110	511.1%	32	23.1%
Closed sales	4	-55.6%	6	-45.5%	42	28.8%

Source: Metro Milwaukee Multiple Listing Service

53036 - center of the Town

53066 - eastern part of the Town

53094 - western part of the Town

While home prices are currently elevated and the inventory of homes for sale is restricted, it is expected that these conditions will be temporary. It is also expected that demand for new homes in Ixonia will remain high.

**Housing Affordability**

Median household income in the Town rose by 48 percent between 2000 and 2020, as shown in Table 8 in Chapter One, compared to a 59 percent increase the value of owner-occupied housing units and 77 percent increase in the gross rent for renter-occupied housing units. Given that about 40 percent of all housing units and most multi-family housing units were constructed during this period, it seems likely that monthly housing costs, whether for a mortgage or rent, increased as a share of household income for Ixonia households.

A cost burdened household is one in which thirty percent or more of its monthly gross income is dedicated to housing. Amongst renter households in the Town, about 28 percent are cost burdened, as shown in Table 17.

Fewer renter households in Ixonia are cost burdened as compared to Jefferson County as a whole.<sup>8</sup> Still, more than a quarter of Ixonia renter households are cost burdened.

<sup>8</sup> Jefferson County Comprehensive Plan, p. 6-8.

**Table 17 - Gross Rent as a Percentage of Household Income**

Gross rent as % of household income	Number	Percent
Less than 15%	41	11%
15-19.9%	141	36%
20-24.9%	36	9%
25-29.9%	44	11%
30-34.9%	49	13%
35% or more	59	15%
Not computed	20	5%
Total	390	100%

Source: U.S. Census Bureau, American Community Survey

Table 18 shows: 1) the number of Ixonia households by broad income category; 2) the amount of income available for monthly rent or mortgage payment for households at the low end of the income category assuming they spend no more than 30 percent of their income on housing; 3) and the number of rental units and owner-occupied homes in the Town that would be affordable for households in that income category.

For households earning \$20,000 or less, there are no affordable rental units or owner-occupied homes in the Town, at least not at current mortgage interest rates. For households earning \$40,000 there are about 465 affordable housing units. Households earning \$100,000 or more can afford any rental unit in the Town and most of the owner-occupied homes. Households earning \$150,000 can afford nearly every housing unit, while households earning \$200,000 or more can afford any housing unit in the Town.

It should be noted that these statistics are as of 2020, and recent increases in housing prices may have increased the number of households that are cost burdened.

**Table 18 - Number of Affordable Housing Units by Household Income Category**

Annual Household Income	2020 ACS	Maximum Monthly Rent or Mortgage Payment <sup>(1)</sup>	Maximum Home Value Supported with Mortgage Equal to 30% of Monthly Income <sup>(2)</sup>	No. of Affordable Rental Units (Cumulative)	No. of Affordable Owner-Occupied Homes (Cumulative)	Total Affordable Housing Units (Cumulative)
Total	1,649					
Less than \$19,999	60	\$250	\$47,935	0	0	0
\$20,000 - \$39,999	183	\$500	\$95,870	0	0	0
\$40,000 - \$59,999	277	\$1,000	\$191,740	170	295	465
\$60,000 - \$99,999	460	\$1,500	\$287,610	352	934	1,286
\$100,000 - \$124,999	300	\$2,500	\$479,349	370	1,191	1,561
\$125,000 - \$149,999	138	\$3,125	\$599,187	370	1,208	1,578
\$150,000 - \$199,999	166	\$3,750	\$719,024	370	1,225	1,595
\$200,000 or more	65	\$5,000 or more	\$958,000 or more	370	1,259	1,629
Median Household Income	\$86,763					

Source: U.S. Census Bureau

(1) Maximum monthly payment calculated as 30 percent of the lowest income in each category

(2) Assumes 30-year fixed rate mortgage at 6.8% with a 20% downpayment.

**Assessment of Future Needs**

*Demand for new housing* - Based on the projected population growth expected over the next 20 years, demand for new housing will remain high. Most of the new housing is likely to be single-family housing, as indicated by recent developments and their higher preferability from the Town survey. To provide adequate housing for a more than 2,000-person increase in population, a rough estimate of housing units needed may be between 750 and 1,000, depending on trends in household size. Some new condominiums or apartments may be needed to provide adequate housing within the limited land available for new developments, and to provide additional housing options for a wider range of household incomes.

*Locate new development in sewer service areas* – The need to provide a substantial number of new housing units must be balanced with the community’s desire to preserve the rural small-town atmosphere and natural and open space. This can be accomplished by encouraging most residential development to occur within the Utility District No. 1 and require connection to the public sewer system. The new wastewater treatment plant will have the capacity to serve growth once it is online and additional connections will spread the costs of the improvements amongst a greater number of users, which will alleviate the amount of cost borne by each sewer customer.

*Proactive guidance of new development* – A key need that was indicated by public feedback and discussions with the Ad Hoc Committee and Town staff is for the Town to be more proactive in its evaluation of new housing development, to establish clear standards that developers be required to meet, and to have more control over the direction that new housing should take. This might include having information available on potential land for development, directing new

subdivisions to be built at certain locations, limiting new development of active farmland, and improving the connectivity and infrastructure of existing neighborhoods.

*Residential subdivision standards* – Among the criticisms of the newer housing developments is a lack of complete street infrastructure (streetlights, sidewalks, etc.) and a lack of connectedness with the rest of the community. To address these deficiencies and prevent similar shortcomings in the future, the Town should develop a policy to review proposed subdivisions and require developers to install all infrastructure according to Town standards. This review should include an evaluation of the need for wide enough roads to accommodate complete plowing and multi-modal transportation, sidewalks on at least one side of the road, curb and gutter for storm water management, and connections with neighboring subdivisions or trails. It should also include a requirement to install adequate water storage for fire suppression purposes and evaluate each development for potential for open space or park lands that would be available for public use. Finally, with the increase of people working from home on a limited or full-time basis, access to broadband internet will continue to be an important consideration for new residents and the Town may want to include it as part of their development standards and subdivision review.

### **Housing: Goals, Objectives, Policies, and Programs**

#### ***Goals, Objectives, and Policies***

Allow development of new residential units in suitable areas to meet demand over the next 20 years.

- Locate new residential development primarily in areas with existing urban development and sanitary sewer service.
- New housing units in areas identified as farmland preservation areas, as described in Chapter Six Agricultural, Natural, and Cultural Resources, should be limited to a small number of land divisions and construction of new units mainly on land that is not prime farmland, as regulated by Jefferson County.
- Evaluate the adequacy of the existing 15-Year Growth Area identified by Jefferson County, as described in Chapter Nine Land Use, to accommodate the anticipated demand for 750 to 1,000 new housing units.
- Allow new duplex or multi-family residential units in suitable locations to accommodate a range of household types.

Create written standards for future residential developments. These standards should address:

- Wider streets to provide curbside parking and snow plowing
- Adequate turn lanes at the entry to the development
- Preservation of open space and provision of park space
- Provision of sidewalks or walking trails
- Street lighting
- Connection to the ‘downtown’ portion of the Town where possible

- Provision of water tanks for water for fire suppression.
- Adequate broadband internet infrastructure, where appropriate.

***Programs to Support Affordable Housing for Low-Income and Moderate-Income Households***

*Jefferson County Economic Development Consortium* – The JDEDC offers two programs to make housing more affordable. The Down-Payment Plus Program and HOME Consortium Downpayment Assistance Programs provide funds to low- to moderate-income home buyers towards the purchase of a home within county limits.

*Jefferson County HOME Consortium Pre-Purchase Rehab Program* – Jefferson County offers 0% interest loans to low- to moderate-income buyers or homeowners to complete code repairs or basic repairs.

*Low Income Housing Tax Credit (LIHTC)* – The Low-Income Housing Tax Credit program (LIHTC) is a federal program that offers tax incentives to construct below market rate housing, with tax benefits that last for 10 years. Within Ixonia, Sunrise Meadows was constructed in 1988 with LIHTC.

*USDA- Rural Development Rural Development* – The U.S. Department of Agriculture (USDA) Rural Development program offers reduced interest rate loans, loan guarantees, and grants to assist low- and moderate-income households in rural areas to purchase and repair single family homes. The program also provides loans and loan guarantees to increase the supply of affordable multi-family housing in rural areas, direct loans and loan guarantees to provide affordable housing for farm labor, and rent payment assistance to low-income tenants.

*Wisconsin Housing and Economic Development Authority (WHEDA)* – WHEDA offers low-cost financing programs to homebuyers, downpayment assistance programs, and home improvement loans to homeowners with low to moderate incomes.

*Wisconsin Property Tax Deferral Loan Program (PTDL)* – WHEDA also administers a program of property tax deferral loans for the elderly.

*Community Action Coalition for South Central Wisconsin* – In Jefferson County, the Coalition provides assistance to help veterans and vulnerable families find and keep affordable housing through coaching, mentoring, referrals, assistance with housing searches and applications, landlord mediation and similar services.

*Thrive Economic Development (ThriveED)* – Created in 2016, Thrive Economic Development (ThriveED), is a 501(c)(3) non-profit organization supported by a coalition of area business and community and civic leaders. While ThriveED’s focus has historically been business attraction and retention, it has recently shifted to supporting development of affordable workforce housing to address the shortage in Jefferson County. It is currently in the process of developing a housing revolving loan fund (RLF) to support affordable multi-family housing.



## CHAPTER FOUR – TRANSPORTATION

## Introduction

The location of land development in Ixonia has always centered around the transportation network, first the railroad in the mid-1800's and later STH 16 and county highways. The transportation system serves a variety of vehicular and pedestrian traffic, provides businesses including farms with access to local and global markets and employees, and residents with access to homes, jobs, and shopping and services. The transportation network shapes the location of land development and land development, in turn, drives the demand for transportation system improvements. This chapter documents the existing transportation network and transportation modes in the Town to identify any current gaps or needs, documents county, regional and state transportation plans that will affect the transportation network in the Town, assesses the likely impact of future changes in population and households on the demand for transportation in the Town, and goals, policies, and programs to meet current and future transportation needs.

Wisconsin Comprehensive Planning Legislation (Wisconsin Statutes §66.1001) requires that the transportation element of a comprehensive plan include:

*A compilation of objectives, policies, goals, maps, and programs to guide the future development of the various modes of transportation, including highways, transit, transportation systems for persons with disabilities, bicycles, electric scooters, electric personal assistive mobility devices, walking, railroads, air transportation, trucking and water transportation. The element shall compare the local governmental unit's objectives, policies, goals, and programs to state and regional transportation plans. The element shall also identify highways within the local governmental unit by function and incorporate state, regional and other applicable transportation plans, including transportation corridor plans, county highway functional and jurisdictional studies, urban area and rural area transportation plans, airport master plans and rail plans that apply in the local governmental unit.*

## Priority Issues

- Keep Established Businesses and Industries
- Maintain and Improve Local Roads
- Improve Public Safety and Security
- Enhance Park and Recreation Opportunities
- Improve Marietta Avenue
- Maintain and Improve the Sense of Community

## Existing Conditions

The primary mode of transportation in the Town is by automobile, with limited facilities and services for other modes of transportation within the Town. Map 2 shows the current network of roads, railroads, and bike trails in the Town.

***Street and Road Network***

Roads within the Town consist of State, County, and Local Roads. State Highway 16 is the only state road within the Town and runs through the center of the Town, providing direct access to the Cities of Oconomowoc and Watertown. The eastern edge of STH 16 within the Town is the beginning of the bypass around Oconomowoc, which connects with STH 67. STH 16 will be fully re-surfaced for most of its length within the Town in 2025, with several improved right-turn lanes being installed at various intersections.

Five County roads traverse the Town:

- County Highway CW runs generally east to west along the northern edge of the Town. Where CTH CW crosses the Rock River is where the Town's Kaul Park is located, with river access via a motorized boat and canoe / kayak launch. To the west, it continues to Watertown and to the east, it becomes Mapleton Road in Waukesha County.
- County Highway E runs along the Rock River in the southwest area of the Town and is one of the two main roads serving the Pipersville area. It connects with Watertown to the northwest and the Town of Concord to the south.
- County Highway F runs north to south and serves as the Town's main connection with Interstate 94 in the Town of Concord, with the northern terminus at STH 16. It connects with the Village of Sullivan further to the south. CTH F is one of two County roads serving the Village Hamlet, with CTH P being the other. It runs along the eastern edge of the Ixonia Business Park, providing those businesses direct access to Interstate 94 to the south and STH 16 to the north. The intersection of CTH F and STH 16 was rebuilt in 2014 to be a single lane roundabout to improve the safety of the intersection.
- County Highway P runs from its eastern terminus at CTH F in the Village Hamlet west to Pipersville, then south along the border with the Town of Watertown, eventually passing under Interstate 94 to the census-designated place of Rome in the Town of Sullivan.
- County Highway SC, also signed as Main Street, runs north – south from STH 16 in the northwest part of the Town to the Town of Lebanon to the north, eventually turning into CTH R in Dodge County and connecting with the Village of Hustisford. At its intersection with Gopher Hill Road is St. Paul's Lutheran Church and School, a private institution serving grades K through 6.

All other roads are owned and maintained by the Town of Ixonia. These include streets and cul-de-sacs serving urban subdivisions in the Village Hamlet, collector streets within the Village and Lac La Belle areas, and rural roads with farm traffic serving the agricultural properties throughout the Town.

***Map 2 – Transportation Network***

The Wisconsin Department of Transportation has measured traffic counts at several locations in the Town in the past 20 years, the earliest data available being from 2004. As one would expect, the locations with the most traffic are along State Highway 16, with traffic generally being slightly heavier east of the intersection with County Highway F than west near County Highway SC. Measurements taken on County roads show they carry less than half of the traffic that travels along STH 16.

As of 2022, the Town of Ixonia was responsible for maintaining 71.27 miles of Town roads.

### ***Rail Transportation***

One active rail line runs through the Town, which runs generally parallel to STH 16. This line carries two daily Amtrak passenger trains (the 'Empire Builder' route from Chicago to Seattle/Portland) and many freight trains each day, or a total of about 25 trains per day. Amtrak, in conjunction with the Wisconsin Department of Transportation, will be adding an additional two daily passenger trains in 2023 or 2024, increasing the number of passenger trains passing through the Town from two to four.

Most intersections of the railroad tracks and Town roads are at-grade, the exception being a viaduct on Ski Slide Road. Several private driveways also cross the tracks at grade. The nearest passenger train station for Amtrak service is in Columbus, about 32 miles northwest of Town Hall.

The rail line runs through the center of the Town, separating the northern half of the Town from the southern half of the Town. It also runs through the Village Hamlet area. The presence of the rail line and the frequency of trains create hazards for pedestrians, particularly children, in the Village Hamlet area. It also delays emergency response at times.

### ***Air Transportation***

The closest airport to Ixonia is the Watertown Municipal Airport, which is classified as a medium general aviation facility, serving private charter flights. The closest airports serving commercial flights are General Mitchell International Airport in Milwaukee (47 miles from Town Hall) and Dane County Regional Airport in Madison (46 miles from Town Hall).

### ***Water Transportation***

The Rock River provides navigable waters best suited for small, personal boats such as canoes or kayaks. It is a very popular river for recreational activities, with public launches in the Town located at Kaul Park, Kanow County Park, Wayside County Park, and the CTH P bridge over the river near Pipersville. Kaul Park also provides a motorized boat launch. Additional river access is available at Rockvale Road, and any private land that abuts the river.

The Oconomowoc River, a tributary, enters the Rock River on the southern edge of the Town, near Northside Drive. This is also a popular river for recreational boating; however, at Northside Drive, the Department of Natural Resources has installed an electrical fish barrier designed to

prevent Rock River carp from entering the Oconomowoc River, requiring boaters to stay out of the water at the designated area.

The Jefferson County Watertrail Map shows the location and type of public launches on rivers in Jefferson County.

### ***Public Transport / Rideshare***

There is no public transportation within the Town. The nearest bus stations for commuting or intercity travel are the Badger Bus station in Johnson Creek, with daily service at multiple times to Madison and Milwaukee, and the Wisconsin Coach Lines stop in downtown Oconomowoc, providing limited commuter service to downtown Milwaukee.

Rideshare apps such as Uber and Lyft, do offer an additional mode of transportation throughout the Town. These apps work on a smartphone and the user requests rides from private drivers for pickup and drop off at specific locations. However, the availability of the service is completely dependent on the availability of drivers at the requested location, causing this service to be less prompt and reliable in more rural areas, as well as more costly.

Aging and Disability Resource Center of Jefferson County (ADRC) – provides transportation services to the elderly and those with disabilities to get to medical appointments when they have no other means of transportation. Dial-a-ride services are available Monday through Friday, 7:00 am to 4:30 pm.

MTM Transportation – provides rides for Non-Emergency Medicaid and BadgerCare Appointments. Rides to routine appointments may be scheduled from 7:00 a.m. to 6:00 p.m. Monday - Friday. Rides to urgent appointments may be scheduled 24 hours a day, seven days a week.

Your Friends in Action – this volunteer organization provides transportation to medical appointments and shopping/grocery store for those who are elderly, disable, or chronically ill and do not have other means of transportation.

### ***Bicycle Transportation***

The network of bicycle transportation in the Town is limited. This will improve with the completion of the Watertown / Oconomowoc Interurban Trail that will connect Ixonia by bicycle to Watertown to the west and Oconomowoc to the east. In Oconomowoc, this will also connect to the Lake Country Trail, which extends into Delafield and Pewaukee. The Lake Country Trail also connects to the Glacial Drumlin State Trail to the south, a major trail following old rail beds between Waukesha and Cottage Grove.

There are no other trails or streets with dedicated bicycle lanes within the Town. Some streets may be suitable for bicycling, if they have adequate width and fairly low automobile traffic levels, or County-owned roads with paved, striped shoulders.

***Snowmobiles***

The State of Wisconsin, Jefferson County, and private clubs maintain snowmobile trails within the Town of Ixonia. Map 5 in Chapter Five shows the current location of snowmobile trails.

***All-Terrain and Utility Terrain Vehicles***

In 2021, the Town adopted Ordinance 2021-02 to designate all Town roads as authorized routes for all-terrain and utility terrain vehicles.

***Pedestrian Network***

Pedestrian connectivity is extremely limited in the Town. Map 3 shows the existing sidewalks in the Town, all located in the Village Hamlet area. There are few sidewalks, with the exceptions being along Marietta Avenue between Town Hall (American Street) and just west of Park Street, and about 600 feet on the west side of North Street north of Marietta Avenue. Additional trails suitable for walking are located throughout the Autumn Ridge subdivision on the west side of the Village Hamlet area.

**Town Transportation System Maintenance**

Community survey results, public comments, and Ad Hoc Committee input all identified maintaining and improving local roads as a key issue for the Town.

The Town Highway Department employs four full-time and three part-time staff and is responsible for repairing and maintaining the Town's 70 miles of roads. The Highway Department's responsibilities include:

- Snow removal
- Tree trimming
- Roadside mowing and weed control
- Sign replacement
- Storm water drainage
- Culvert replacement
- Shouldering and upkeep
- Pothole repairs
- Limited crack sealing

Roads usually receive crack sealing and seal coating four years after being reconstructed. The schedule for road replacement or reconstruction has varied over the years. In 2018, the Town issued \$1.8 million of general obligation promissory notes for street improvement projects. In 2021, the Town issued another \$4.9 million of general obligation promissory notes to finance street improvement projects, as well as a new fire truck and public works equipment. These borrowings allowed the Town to resurface or reconstruct approximately 20 miles of Town roads within between 2018 and 2022. Ideally, the Town would resurface or reconstruct 2-3 miles of

***Map 3 – Sidewalk Inventory***

roads per year, however the Town’s current budget only allows for about 1.5 miles per year without borrowing.

The Town applied for a grant from the State of Wisconsin in 2021 to reconstruct and improve Marietta Avenue, however the Town did not receive any grant funding.

Pavement conditions for Town roads are monitored biannually using the Pavement Survey Evaluation and Rating (PASER) system. The PASER road rating system was developed by the University of Wisconsin-Madison Transportation Information Center. It uses a 1 to 10 rating scale, with a score of 1 indicating that a road has failed and 10 indicating a new road in excellent condition. In general, roads rated 1-4 require structural improvements, roads rated 5-7 require preventative surface treatments, and roads rated 8-10 require no maintenance or routine maintenance such as drainage clearing and crack sealing.

Table 19 summarizes the condition of Town roads. As of 2023, about 32.1 percent or 22.68 miles of Town roads require structural treatments, another 41.4 percent or 29.18 percent require preventative surface treatments, and 26.5 percent or 18.70 miles require minimal maintenance. The overall weighted average rating is 5.88, between Fair and Good condition.

**Table 19 - Current Pavement Rating of Town Roads**

Rating	Description	Need for Maintenance	Miles	Percent
1	Failed	Reconstruction	0.00	0.0%
2	Very Poor	Reconstruction	0.00	0.0%
3	Poor	Structural improvement and leveling (overlay)	9.77	13.8%
4	Fair	Structural improvement and leveling (overlay)	12.91	18.3%
5	Fair	Preservative treatments (sealcoating)	18.43	26.1%
6	Good	Preservative treatments (sealcoating)	4.48	6.3%
7	Good	Routine maintenance, crack sealing, minor patching	6.27	8.9%
8	Very Good	Little or no maintenance	4.60	6.5%
9	Excellent	No maintenance	6.59	9.3%
10	Excellent	No maintenance	7.51	10.6%
Total			70.57	100.0%
Weighted Average Rating			5.88	

Source: Wisconsin Information System for Local Roads

**State, Regional, and County Plans**

**Jefferson County**

The Jefferson County Comprehensive Plan includes the following policy guidance:

- Prepare a County Transportation Plan to analyze existing and future modes of transportation and identify deficiencies, needs, timelines, and capital needed.

- Update the County Bicycle and Pedestrian Plan that was completed in 2010.
- Investigate and invest in transportation programs to support an aging population.
- Support a robust and diverse transportation network, including planning for agricultural vehicles and non-traditional modes of transportation.
- Explore new transportation trends and technologies and plan for accommodating them, including technology such as electric vehicles and self-driving cars.

### ***Southeastern Wisconsin Regional Planning Commission***

A portion of the Town of Ixonia along STH 16 between Highview Road and the Jefferson/Waukesha County line is within the Milwaukee Urbanized Area. This extension requires Jefferson County to meet federal requirements for regional transportation planning. The County entered into a cooperative plan with the Southeastern Wisconsin Regional Plan Commission (SEWRPC) to provide regional planning services since Jefferson County is not part of a regional plan commission.

SEWRPC's Vision 2050 plan has the following recommendations for the Jefferson County portion of the Milwaukee Urbanized Area:<sup>9</sup>

- Replace the existing commuter bus service with a commuter rail line between Oconomowoc and downtown Milwaukee with a station in Oconomowoc. Transit service to the industrial area of the Town from the commuter rail line would be provided via a van shuttle service.
- As the 5.9 miles of arterial streets and highways in the Jefferson County portion of the Milwaukee urbanized area are resurfaced and reconstructed segment-by-segment, bicycle accommodation be considered and implemented, if feasible, through bicycle lanes, paved shoulders, widened outside travel lanes, or enhanced bicycle facilities, such as a separate path within the road right-of-way. One Town road, Wisconsin Avenue, is in this area and considered an arterial street.
- Incorporate "complete streets" concepts for arterial streets and highways Complete streets is a roadway design concept focused on providing for the safe and convenient travel of all roadway users (of all ages and abilities) traveling by various modes (walking, bicycling, transit, or automobile) within the roadway right-of-way. Complete street features can be implemented to encourage walking and bicycling and the use of transit as alternatives to travel by automobile. VISION 2050 recommends that complete street concepts be considered as part of the reconstruction of existing surface arterial roadways and the construction of new surface arterial roadways. In the interim, VISION 2050 recommends that, at the time of resurfacing of suitable existing arterial roadways with sufficient roadway surface width, consideration be given to providing a partial implementation of complete streets, such as adding bicycle lanes or widened travel

---

<sup>9</sup> VISION 2050, Volume III, Chapter 1, SEWRPC. VISION 2050 Plan Recommendations for the Jefferson County Portion of the Milwaukee Urbanized Area, Appendix M.

shoulders. Additionally, reducing the number of travel lanes should be considered on multi-lane roadways that have existing and future traffic volumes that do not require the current number of travel lanes. Reducing travel lanes in these situations can improve pedestrian safety and comfort by shortening crossing distances at intersections.

- To minimize traffic crashes, VISION 2050 recommends that strategies that can reduce the number of crashes should be considered for roadways identified as having excessive crashes as part of a safety assessment or during preliminary engineering for their reconstruction or rehabilitation. These strategies can include modifying roadway and roadside elements (such as increasing lane width, adding/widening paved shoulders, installing side barricades, and removing fixed objects along the roadside), improving horizontal and vertical grades, modifying intersections (such as improving signal timing and adding turn lanes), adding/ modifying signage and pavement markings, and controlling access.
- To minimize crashes involving bicyclists and pedestrians, VISION 2050 recommends implementation of safe and convenient accommodations for bicycle and pedestrian traffic. Specifically, VISION 2050 recommends that as arterial roadways in the Region are reconstructed and resurfaced, bicycle accommodation be considered and implemented. In addition, VISION 2050 recommends expanding a system of off-street bicycle paths largely constructed in natural resource and utility corridors. With respect to pedestrian safety, VISION 2050 recommends providing sidewalks in areas of existing or planned urban development and encourages making efforts to maximize pedestrian safety at street crossings in these locations.
- Safety improvements identified in the STH 16 corridor study completed by WisDOT in 2014 should be considered for implementation, as appropriate, when the segment of STH 16 within the Milwaukee urbanized area is resurfaced or reconstructed.

### ***Wisconsin Department of Transportation***

The 2014 WIS 16 Corridor Study prepared by the Wisconsin Department of Transportation (WisDOT), recommended the following improvements and changes to STH 16 and intersections within the Town of Ixonia:

- Intersection of STH 16 and Hustisford Road – Upgrade intersection to add curb and gutter and an expanded shoulder for turning movements.
- Intersection of STH 16 and CTH SC - Upgrade intersection to an expanded shoulder for turning movements.
- Intersection of STH 16 and Highview Road – Upgrade intersection to add curb and gutter and an expanded shoulder for turning movements.
- Intersection of STH 16 and Hawthorne Drive – Investigate relocating Hawthorne Drive access to Highview Road.

- Intersection of STH 16 and North Street – Upgrade intersection to add curb and gutter and an expanded shoulder for turning movements. This intersection may warrant signalization in the future.
- Intersection of STH 16 and River Valley Road – The study includes three different concepts for this intersection: removal of the intersection and replacement with two offsetting T-intersections, one to access north River Valley Road and one to access south River Valley Road and Marietta Avenue; signalization and review of options for close Marietta Avenue intersection; construction of a roundabout with review of options for close Marietta Avenue intersection. The study also calls for investigating the desirability of pedestrian facilities.
- Intersection of STH 16 and Rock River Road – Upgrade intersection to add curb and gutter and an expanded shoulder for turning movements.
- Remove or explore removal of home and field driveway access points to STH 16.
- Study expansion of STH 16 to a four-lane highway all the way west to CTH F.
- Consider extending Madison Avenue as a frontage road as indicated by future development.

This project has now been slated for construction in 2025. A handout from a February 2023 public involvement meeting and the project web page on the WisDOT project website indicated that the only significant change to the roadway configuration will be a new roundabout at East Main Street in the City of Watertown. The work on STH 16 within the Town of Ixonia is slated to include replacement of the existing pavement and base materials, upgrading of guardrails, bridge deck surface repairs over the Rock River east of River Valley Road, widening of existing paved shoulders from 3 feet to 5 feet, and mill and overlay of the roundabout at the intersection with CTH F (American Street). Additionally, 200- or 300-foot right-turn lanes will also be constructed at a number of intersections, although there will be no major reconfigurations or signalizations of those intersections. The project website, while active, can be found at <https://wisconsindot.gov/Pages/projects/by-region/sw/wis16-jeffersoncounty/default.aspx>.

### **Assessment of Future Needs**

*Road maintenance and construction standards* – The two biggest goals regarding transportation are to keep up with the road maintenance program, and to ensure that future roads and road replacements are built to Town standards regarding complete transportation needs and functions.

*New streets as the Town grows* – As the Town grows in the future, the need for maintaining Town infrastructure will grow as well. New developments will be served by new streets, sidewalks, and storm water facilities that will need Town maintenance.

*Safety and functional issues* – Some roads also have some safety and/or functional problems, and the Town will need address those, or work with the County or State to do so, when and where it can. This should include lobbying for improvements where identified, from both Town officials

and residents, contributing to opportunities for grant funding for qualifying projects, and documentation of communications regarding transportation projects. For example, some streets are not wide enough to accommodate street parking plus two lanes of travel, which can cause issues for plows in the winter. The bridge over the Rock River along CTH F is also quite narrow, which can cause issues with larger vehicles and plowing services. As traffic increases, there may also be a need to evaluate changes to streets near railroad crossings.

*Road maintenance budget* – The Town should also look to increase its annual road maintenance budget to fund a sustained program of road resurfacing and reconstruction at an adequate level. It may also be beneficial to stay in communication with neighboring municipalities regarding improvement projects to roads that cross municipal boundaries for any efficiencies in tying projects together.

*Bike and pedestrian connections* – Another important goal identified by this planning process is to provide a better-connected transportation system, through improved streets, sidewalks, and trails. Town residents have signaled a desire for better connectivity among neighborhoods, which may take the form of new sidewalks or trails where feasible, improvements to existing streets, or reconfigured intersections to improve safety for pedestrians. The County is also currently working to complete the Interurban bike trail east to Oconomowoc, and there is a desire from Town residents to improve connections from neighborhoods to the trail where possible.

*Kaul Park boat launch* – The boat launch at Kaul Park may need to be replaced or upgraded in the future. This is a popular location to launch boats and the only one for motorized boats in the Town, especially for fishing and duck hunting. Formal or informal boat launches at other locations on the Rock River may need to be assessed for their adequacy as well.

*Ixonia Elementary School traffic* – As the elementary school population grows, there may also be a need to evaluate changes to the configuration or procedures for drop off and pickup at Ixonia Elementary School. Currently, both sides of North Street are often fully parked with cars, leaving one lane open for traffic. If the school enrollment grows considerably, the Town may need to work with the school officials to address any impacts to the road network.

*Complete Streets* – Public comments and Ad Hoc Committee discussions indicate that the Town should consider adopting a Complete Streets program. Complete Streets are streets designed and operated to enable safe use and support mobility for all users. Those include people of all ages and abilities, regardless of whether they are travelling as drivers, pedestrians, bicyclists, or public transportation riders. The concept of Complete Streets encompasses many approaches to planning, designing, and operating roadways and rights of way with all users in mind to make the transportation network safer and more efficient. The details of what constitutes a complete street can vary, but it should include the evaluation of the proper width for two-lane roads and plowing needs, the need for on-street parking, bicycle access and accommodation, the potential to include sidewalks on one or both sides of the street, standards for cul-de-sacs, the need for

curb and gutter, and accommodations for all modes of transportation at intersections. This would apply to any new street or road reconstruction project.

### **Transportation: Goals, Objectives, Policies, and Programs**

Consider increasing the Town budget to support a sustained program of resurfacing or reconstruction of 2-3 miles per year of roadway, which would allow the Town to resurface or reconstruct its current 70 miles of roads every 25-35 years. Evaluate this program as new development increases the miles of roads maintained by the Town.

Work with Jefferson County and the State of Wisconsin to the extent possible to address safety and function issues. Areas of particular concern include:

- Turning movements from CTH F into the Industrial Park
- Intersection of CTH F and Marietta Avenue
- North Street and STH 16
- River Valley Road
- CTH CW

Upgrade or replace the boat launch at Kaul Park.

Work with the Oconomowoc School District and Ixonia Elementary School staff to identify alternatives to address existing congestion on North Street and increasing traffic as school enrollment increases.

Work with Jefferson County to improve speed limit enforcement on Town roads to improve safety for bicyclists, pedestrians, and ATVs.

Work with Jefferson County to develop safer accommodations for bicyclists on County roads.

Develop written standards for new residential development to allow wide enough streets to accommodate parking and improve ease of snow plowing.

Consider adopting a Complete Streets Program. Guidelines and best practices for a Complete Streets Policy are included in Appendix D and additional information and resources can be found at <https://highways.dot.gov/complete-streets>. At a minimum, a program would include the following:

- Consider improvements to accommodate the safe and efficient use of Town roads by all users and modes of transportation when a Town road is reconstructed.
- Incorporate complete streets concepts into written standards for new residential development.



## CHAPTER FIVE – UTILITIES AND COMMUNITY FACILITIES

## **Introduction**

Utilities and community facilities provide essential services to homes and businesses, house the operations of Town government, and provide social and recreational opportunities that support a sense of community and the health and well-being of Town residents. The Town of Ixonia owns and maintains numerous facilities that serve the Town’s residents and businesses. This chapter documents the kinds and locations of such facilities and assesses the potential need for new or expanded facilities in the future.

Wisconsin Comprehensive Planning Legislation (Wisconsin Statutes §66.1001) requires that the utilities and community facilities element of a comprehensive plan include:

*A compilation of objectives, policies, goals, maps and programs to guide the future development of utilities and community facilities in the local governmental unit such as sanitary sewer service, storm water management, water supply, solid waste disposal, on-site wastewater treatment technologies, recycling facilities, parks, telecommunications facilities, power-generating plants and transmission lines, cemeteries, health care facilities, child care facilities and other public facilities, such as police, fire and rescue facilities, libraries, schools and other governmental facilities. The element shall describe the location, use and capacity of existing public utilities and community facilities that serve the local governmental unit, shall include an approximate timetable that forecasts the need in the local governmental unit to expand or rehabilitate existing utilities and facilities or to create new utilities and facilities and shall assess future needs for government services in the local governmental unit that are related to such utilities and facilities.*

## **Priority Issues**

- Preserve Rural Small-Town Atmosphere
- Keep Established Businesses and Industries
- Attract and Support More Retail and Services Businesses
- Improve Public Safety and Security
- Enhance Park and Recreation Opportunities
- Improve Marietta Avenue
- Plan for Growth
- Maintain and Improve the Sense of Community

## **Existing Facilities**

### ***Utilities – Sewer and Water***

There are two sanitary districts that provide sanitary sewer service within the Town: Ixonia Utility District No. 1 and Ixonia Utility District No. 2. The sewer service areas and facilities are shown on

Map 4. Any properties outside of the district service areas are served by private on-site septic tanks.

Utility District No. 1 serves the Village Hamlet area of the Town, including most of the commercial and industrial properties in the Town. The current treatment plant is located within the business park, on Elmwood Avenue. It was constructed in 1984 with the capacity to treat an average daily wastewater flow of 85,800 gallons per day (gpd). It was expanded in 2004 to treat 220,000 gpd. However, flows from the District have frequently exceeded the plant's design capacity in recent years. The District is currently constructing a new, expanded treatment plant on land recently purchased south of STH 16 between River Valley Road and the Rock River. As of 2017, Utility District No. 1 provided sewer service to approximately 1,586 people. The new plant is designed to serve about 3,966 people and a significant amount of additional industrial wastewater.

Utility District No. 2 is located on the east side of the Town and conveys its wastewater through the City of Oconomowoc collection system and is treated at the Oconomowoc Wastewater Treatment Facility.

The Town does not provide public water service; all Town properties are served by private wells. The private Autumn Ridge Water System provides water to homes in the Autumn Ridge subdivision. Its well and pump house are located at the northwest edge of the subdivision, just west of Woody Lane.

### ***Stormwater Management***

The Town does not have a stormwater management plan. Stormwater drainage primarily flows through natural drainage ways and roadside ditches and culverts. Hunter Lane and Autumn Ridge subdivisions have private stormwater detention ponds, as do some of the properties in the industrial park.

In 2017, the Town adopted Chapter 23 of the Town Code regulating stormwater management. Chapter 23 requires construction site erosion control and regulates post-construction stormwater runoff for construction sites disturbing one or more acres of land with more than 10 percent connected impervious area.

### ***Solid Waste and Recycling***

The Town operates a solid waste and recyclables transfer site at W1276 Elmwood Avenue that serves residents of Ixonia and the Town of Concord. The site accepts garbage, recyclables, yard waste, construction waste, tires, furniture, and appliances, with fees based on the materials and the volume disposed. The site operates on Wednesday evenings and Saturday mornings.

***Map 4 – Sanitary Sewer Facilities***

The buildings at the transfer site are more than 30 years old and poorly laid out, according to Town staff.

**Parks and Recreation Facilities**

Town residents enjoy public access to and use of three Town parks and two County parks located within Ixonia. Table 20 summarizes the public park and recreation facilities located in the Town, which are also shown in Map 5. At Fireman’s Park, the former Fireman’s Hall, constructed in 1949, is still owned by the Town but leased to a private event hosting business, Chivaree on Park. The Town does not currently provide any recreational programs.

In total, the Town provides 71.41 acres of parks, or 13.9 acres per 1,000 residents. According to the National Park and Recreation Association (NRPA), the recommended standard for local parks is 10.0 acres per 1,000 residents. With the projected 2040 population of 7,145, the Town would have enough parks to provide 9.99 acres per 1,000 residents, which would still provide the recommended standards.

The County has 49.40 acres of parks in Ixonia. There is also a kayak launch access and small parking area where the Rock River crosses CTH P.

The Watertown / Oconomowoc Interurban Trail runs directly through the center of the Town, along the former Milwaukee Electric Railway & Light Company interurban railroad lines, currently owned by its successor WEPCO. This trail is partially constructed as of summer 2022; upon its completion, it will create a link to the Lake Country Interurban Trail, making a direct connection from Watertown to Pewaukee.

**Table 20 - Park and Recreation Facilities**

Park	Owner	Acreage	Facilities Provided													
			Picnic Area	Shelter	Grills	Restrooms	Play Area	Fishing	Canoe Launch	Ball Diamonds	Football Field	Soccer Field	Volleyball	Concessions	Horseshoes	Disc Golf
Firemen's Park	Town	55.20	X	X		X	X			X			X	X	X	X
Kaul Park	Town	3.50	X					X	X							
Ski Slide Park	Town	12.71	X	X	X	X	X			X	X	X	X	X		
Kanow Park	County	45.00	X	X	X	X	X	X								
Wayside Park	County	4.40	X			X		X	X							

In addition to public park and recreation amenities provided by the Town and Jefferson County, Ixonia residents can use the Ixonia Elementary School playground. The Elementary School gymnasium is also available to reserve for activities for a nominal fee to cover the School District’s costs.

***Map 5 – Parks and Recreation Facilities***

### ***Public Safety***

Fire protection and emergency medical needs are provided by the Ixonia Fire and Emergency Medical Service Department, which covers the entire Town, plus portions of the Towns of Concord and Watertown. The Fire Station is owned by the Town and located at N8320 North Street. The station was constructed in 1955 and expanded in 1975. The station does not have showers or sleeping quarters, adequate exhaust equipment, or storage lockers. The Fire and EMS service area and fire station location are shown on Map 6.

The Fire Department has two fire engines, a water tender/tanker, a brush truck, an ATV, and two ambulances.

The Fire Department provides the following services with a combination of two full-time firefighters and thirty paid-on-call (POC) volunteers, including ten firefighters with basic or advanced Emergency Medical Service (EMS) certification and certified fire inspectors:

- Full time firefighters with EMS certification on staff on weekdays
- Paid on call EMS responders on duty from 6:00 AM to 6:00 PM on weekdays and 24 hours a day on weekends

The Department responds to about 350 calls per year at present. The Fire Department provides mutual aid on a regular basis to the City of Watertown and the Western Lakes Fire District and relies on these departments for paramedic services.

The Fire Department works closely with the Oconomowoc School District and staff at Ixonia Elementary School to maintain plans for emergency situations. The Fire Station is the designated shelter area for Ixonia Elementary School during active shooter situations.

Law enforcement is provided by the Jefferson County Sheriff's Office. The Office is comprised of several departments: Communications, Detective, Jail, Patrol, and Support Services. The Patrol division provides services most visible in the Town, including traffic enforcement, water safety, snowmobile patrol, crowd control, and k-9 units. The Town does not have dedicated patrol service currently. The Town has had informal conversations with the County Sheriff's Department regarding the potential for dedicated patrol service in the Town.

### ***Public Works Facilities***

The Town's Highway Department currently operates from the same building as the Fire Department, at N8320 North Street. The building was constructed in 1955 and expanded in 1975 and is not adequate to house the current operations of both the Fire Department and Highway Department.

***Map 6 – Fire and EMS Service Areas***

### ***Town Hall***

Town Hall is located at W1195 Marietta Avenue, formerly a bank building with a drive-up teller. This is the center of Town business activities, including Board and Committee meetings, the Town administration offices, document storage, elections, and posting of official public notices.

A few community groups use the Town Hall for activities and meetings. These currently include:

- A senior exercise group that meets in the lower level three times a week
- A Tae Kwando class that meets twice a week
- A 4-H club that meets twice a month
- A model airplane club that meets once a month

Town Hall is also used occasionally for confirmation parties, birthday parties, showers, and other similar gatherings.

The building is not ADA accessible and is not well suited as a community gathering space. For example, the only access to the lower level for the senior exercise class is down a long, steep stairway. The building is also not adequately sized for election days, which results in voting lines extending outside of the building at times.

Another shortcoming is the lack of separation between the space for Town administration to provide services to the public and meeting space for Town committees. This sometimes results in members of the public coming to conduct business at the Town Hall walking through committee meetings in progress.

### ***Town Staff***

The Town of Ixonia currently employs about 9.75 full-time equivalent staff to provide the services and operate the facilities described above and the Fire Department employs two full-time staff.

Administration – The Town employs a full time Clerk / Treasurer and a full time Deputy Clerk. These two employees carry out the financial management and reporting, payroll, human resources, record keeping, reporting to State and federal oversight agencies, public information, communications, and notices, election administration, issuance of licenses and permits, utility billing and financial recordkeeping for Utility Districts 1 and 2, and a wide variety of other financial and administrative functions in support of all Town operations.

Sanitary Sewer – The Town employs a wastewater superintendent to operate and maintain the wastewater treatment plant and sanitary sewer system.

Highway Department – The Highway Department employs four full-time, seven part-time, and three seasonal staff and is responsible for repairing and maintaining the Town's 70 miles of roads, operating the Town transfer site, and maintaining Town parks.

Fire and Emergency Medical Services – The Fire Department employs a combination of two full-time firefighters and thirty paid-on-call (POC) volunteers, including ten firefighters with basic or advanced Emergency Medical Service (EMS) certification and certified fire inspectors.

### ***Community Volunteers***

Many community members contribute their time and expertise to serve on the Town Board, Town’s Plan Commission, Park and Recreation Committee, and Recycling Committee, as well as assist with special events and special projects such as the preparation of this Comprehensive Plan. Their work and input is essential to the operation of the Town.

### ***Cemeteries***

Glenview Memorial Gardens is a large private cemetery located at W1219 Glenview Avenue, in the Village Hamlet area. It is owned and operated by a large national company.

Several smaller cemeteries are located throughout the Town:

- On CTH P, Bethel Cemetery is a small, old cemetery owned and maintained by the Bethel Cemetery Association. The cemetery is still in use.
- On Hustisford Road, the German Cemetery Association owns and maintains the Ixonia Evangelical Lutheran Cemetery, which is still active.
- Next door to the Ixonia Evangelical Lutheran Cemetery is the River Road Cemetery, maintained by the River Road Cemetery Association and still active.
- On CTH E, south of Pipersville, is the Pipersville Cemetery, with burials dating back to 1840 and the most recent burials in the late 1990’s. This cemetery is owned by the Town of Ixonia.

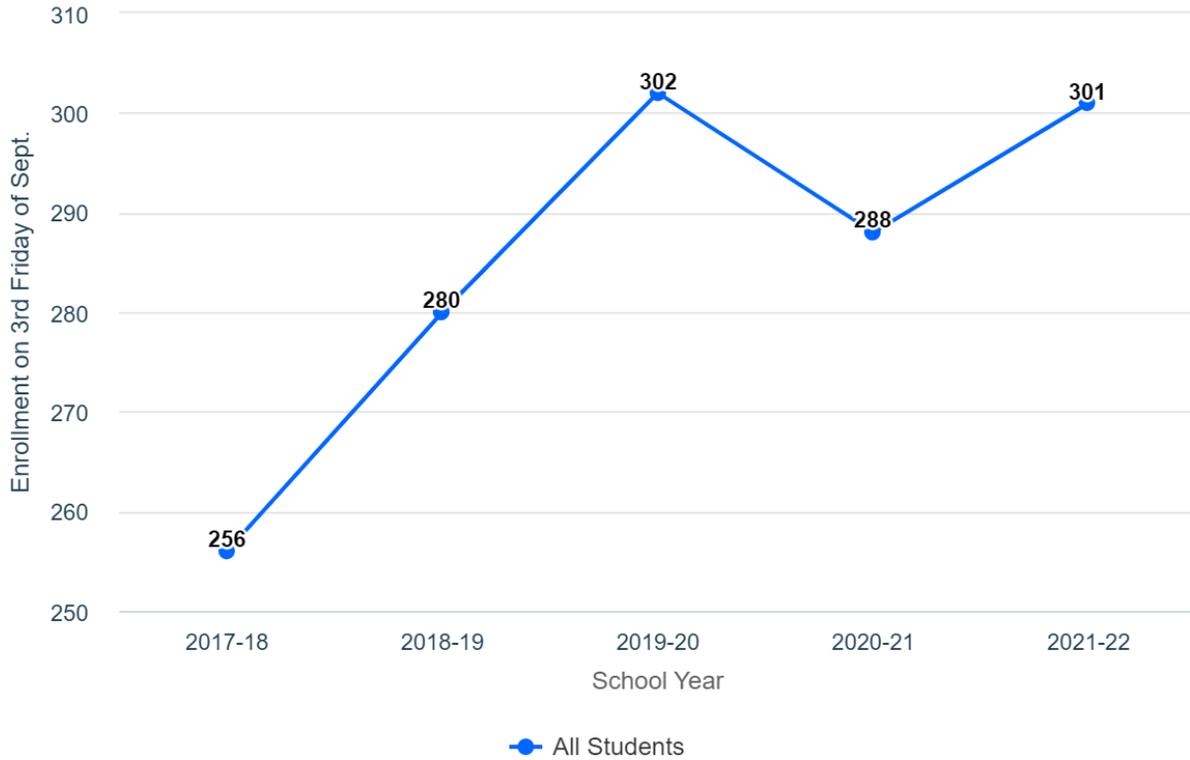
### ***Schools***

Two public school districts serve Town residents: the Oconomowoc Area School District and the Watertown Unified School District. There is one public school located in the Town, the Ixonia Elementary School, which is part of the Oconomowoc District. Most residents attend Oconomowoc District schools. Ixonia Elementary School offers a half day 4k program but no after school childcare. Enrollment at Ixonia Elementary school has increased in recent years, as shown in Figure 5.

The school districts and facilities are shown in Map 7.

***Map 7 – School Districts***

**Figure 5 - Ixonia Elementary School Enrollment**



One private school, St. Paul’s Lutheran School, is in the Town, at the intersection of CTH SC and Gopher Hill Road. The school enrolls students in grades K through 6 and is accredited by WELSSA. The school also operates an early childhood center that provides 3K and 4K programs and childcare.

**Communication Facilities**

There are four cellular service towers within the Town and one other tower, which is used for railroad communications. All the cell towers are located on privately-owned properties.

**Broadband Internet**

Access to broadband internet is increasingly essential for both homes and businesses. Broadband internet allows virtual meetings, video streaming, cloud computing, uploading, and downloading of large files, and all the other applications that have become a central part of how businesses and individuals connect, share information, learn, conduct business, and entertain themselves. High speed internet is important to attracting businesses and residents, particularly residents who work from home.

The term broadband commonly refers to high-speed Internet access that is always on and faster than the traditional dial-up access. Broadband includes several high-speed transmission technologies such as:

- Digital Subscriber Line (DSL) - DSL is a wireline transmission technology that transmits data faster over traditional copper telephone lines already installed to homes and businesses.
- Cable Modem - Cable modem service enables cable operators to provide broadband using the same coaxial cables that deliver pictures and sound to TVs.
- Fiber - Fiber optic technology converts electrical signals carrying data to light and sends the light through transparent glass fibers about the diameter of a human hair. Fiber transmits data at speeds far exceeding current DSL or cable modem speeds, typically by tens or even hundreds of Mbps.
- Wireless - Wireless broadband connects a home or business to the Internet using a radio link between the customer's location and the service provider's facility. Wireless broadband can be mobile or fixed.
- Satellite - Satellite broadband is another form of wireless broadband and is also useful for serving remote or sparsely populated areas.
- Broadband over Powerlines (BPL) - BPL is the delivery of broadband over the existing low- and medium-voltage electric power distribution network. BPL speeds are comparable to DSL and cable modem speeds. BPL can be provided to homes using existing electrical connections and outlets. BPL is an emerging technology that is available in very limited areas.

The Town of Ixonia has limited wireline broadband coverage, as shown on Map 8.

- Areas shown in dark blue have Charter-Spectrum service via cable modem, which provides high-speed connections up to 940 Megabits per second (Mbps) of download speed and 35 Mbps upload speed.
- Other areas have AT&T wireline, a variety of fixed wireless services, and satellite services advertising download speeds ranging from <1 Mbps to 100 Mbps.
- Areas shown in red have no wireline service but have some fixed wireless or satellite options advertising download speeds ranging from <1 Mbps to 100 Mbps.

### ***Utilities – Electric and Natural Gas***

Town properties are served with energy and natural gas through the Wisconsin Electric Power Company (WEPCO), more commonly known as WE Energies.

We Energies is currently constructing a Liquefied Natural Gas (LNG) facility in Ixonia, at the intersection of North Road and Triangle Road. Upon its completion, the State of Wisconsin will pay an estimated \$555,000 per year to the Town through its Utility Shared Revenue program. These are unrestricted funds that may be used for any Town purpose.

***Map 8 – Wisconsin Broadband Map***

### **Assessment of Future Needs**

*Public Safety* – Two important areas where both Town staff and Town residents have identified a need are for improved Fire and EMS service and dedicated law enforcement. Improving these services will require new facilities. Discussions with the current Fire Chief indicated that as the department responds to more calls, it will need to transition to a full-time career department, rather than one that is largely volunteer paid-on-call. This will require facilities, such as sleeping quarters and showers, that the current station does not provide. Additional staffing will also require more space for gear storage, offices, etc. A dedicated law enforcement patrol would also require some type of facility, whether it be provided by the County Sheriff’s Office, or a standalone Town Police Department. Combining these services into one Public Safety building would provide cost efficiencies and facilitate cooperation and coordination.

*Town Hall* – Another vital community facility is the Town Hall. The current facility, a former bank, has served its purpose well for the Town. However, it is deficient in several ways for a modern municipal government building. It does not provide adequate community space, elections administration often sees lines extending outside, which is a problem especially in inclement weather. A community center and location for senior programs was identified through the community survey as a desired service for Town residents. Considering that, the Town will need a new Town Hall facility in the future and should look to include space for community residents and groups to use as a part of that facility.

*Broadband internet* – As noted in the housing section, access to broadband internet is an increasingly necessary amenity for Town residents, especially those who work from home. However, in some locations, especially in the rural areas of the Town, internet service can be spotty. Broadband internet access will continue to be an issue in the more rural areas of the Town and has been in some of the more urban residential neighborhoods as well. Serving isolated areas is generally cost prohibitive for internet service providers, and there is little the Town could do to alleviate that for those areas. However, the Town may want to organize a new committee or task force to explore any options for improving the speed and reliability of internet in the Town. This body could evaluate current and future needs, explore partnerships and grants, contact service providers to learn about emerging technologies, and develop standards for new developments to address internet access in subdivision proposals. Providing public internet workstations in a new Town Hall along with the community space could be part of a solution to extending internet access to rural areas.

*Joint use of new wastewater treatment plant land* – The new wastewater treatment plant will provide sewer treatment capacity for the expected growth that will occur in the Town. The plant will only initially occupy a portion of the land, and land may be available for other uses. One idea that has been discussed is the creation of a dog park, which the Town doesn’t currently offer, and was a facility that was mentioned as desired in the Town survey.

*Recycling facility* – The current treatment plant will be maintained as a holding tank for the sewer collection system. It has been discussed that the Town recycling facility could also move to utilize the existing treatment plant buildings. As growth occurs, the Town should continue to assess the current solid waste and recycling facility’s ability to efficiently provide service. There may be a point where it would become more cost-effective and desired for the Town to contract for residential garbage and recycling pickup service with a private company and/or expand services at the recycling facility to include additional offerings such as compost.

*Parks and trails* – The community identified parks and recreation as an area for the Town to focus on improvement. There was not much interest in pursuing any additional parks or park lands in the community survey, but there were many suggestions for additional facilities at existing parks and for improving current parks. Trails and trail connections were the most mentioned park and recreation facilities desired by the community. The first step in addressing improvement facilities would likely be to prepare a new comprehensive outdoor recreation plan, which has not been updated since 2006 and is outdated.

*Recreation programs* – Public participation indicated interest in more recreational offerings for seniors and youth. The Town doesn’t currently provide any recreation programs but may wish to explore cost effective options for providing recreation programs at Town facilities for its residents. The potential for providing recreation programs in the future, either by starting a Town recreation department or partnering with an adjacent municipality or other organizations, should be considered when planning for a new Town Hall and any new amenities at Town parks.

*Town staff* – As the Town grows and adds residents, businesses, new sewer customers, additional miles of roads and sanitary sewers, and enhances its Fire and EMS services and law enforcement services, it will also need additional staff. All these factors will create more ongoing administrative responsibilities for the Town Clerk/Treasurer and Deputy Treasurer. In addition, as described throughout this Plan, public participation indicated a desire for the Town to provide support for retaining existing businesses, attract more retail and service businesses, and improve the Marietta Avenue area and the Rollex property. It is not feasible for the two current Town administrative staff to actively manage the programs needed to achieve these goals. Communities of the size of Ixonia with a substantial nonresidential property tax base and a similar range of services typically employ a full-time administrator in addition to a clerk and treasurer, and may also employ a finance manager, and additional staff in deputy clerk, deputy treasurer or administrative assistant positions. The Town should plan to add a full-time administrator, ideally one with experience in planning and zoning, and other administrative support staff.

*Ixonia Elementary School* – As of April 2023, voters approved a referendum to address capacity issues at Ixonia Elementary School, but if the growth projections for the Ixonia area come to fruition, there may be a need for further school expansion at Ixonia Elementary School.

*Day care* – Day care, while not a service the Town provides, will continue to be in demand for Town residents. While there is little that the Town can do to meet that demand, it should be cognizant that it is a service that is needed throughout the Town.

### **State, Regional, and County Plans and Programs**

#### ***Wisconsin Public Service Commission***

Wisconsin created the Wisconsin Broadband Office (WBO) within the Public Service Commission. The mission of the WBO is to make high speed internet service accessible and affordable for all Wisconsinites. WBO offers broadband grants and community planning resources.

Key steps to community broadband planning can include:

- Learning the basics of broadband including the various deployment technologies such as fiber, cable, fixed wireless, etc.
- Identifying local broadband ‘champions’ and creating a team, committee, or Task Force.
- Crafting goals and a community vision.
- Understanding current broadband availability, locating gaps, and identifying assets in your community using [maps, data, surveys, and more](#).
- Building partnerships with internet service providers, other neighboring communities, and entities such as economic development professionals, school districts, libraries, or health care providers.
- Leveraging available funding including the [Bipartisan Infrastructure Law \(BIL\)](#), [state broadband grants](#), local community matching dollars, and more.
- Emphasizing [digital equity](#) components such as affordability and adoption of broadband services

#### ***Jefferson County***

The Jefferson County Comprehensive Plan includes the following strategies relevant to the Town of Ixonia plan.

##### **Broadband Expansion**

- Encourage development in locations that are already served by, or which can reasonably be served by high-speed internet
- Encourage access to fiber cables for all developments
- Encourage internet service agreements prior to approval of the preliminary plat. This ensures that cable installation is financed by the developer.
- Promote the ‘dig once’ concept (parallel installation of roads and utilities)
- Expand wireless options for areas that cannot be physically connected to the broadband network.

- Identify ideal sites for telecom towers to ensure fiber connectivity and widespread service area coverage, while minimizing visual impacts and other nuisances
- Plan for mutually supportive broadband facilities between Jefferson County, cities, villages, and towns.

Since adoption of the plan, Jefferson County formed a Broadband Working Group and partnered with Netwurx Internet to expand broadband service in underserved areas of the county.

### **Utilities and Community Facilities: Goals, Objectives, Policies, and Programs**

Establish dedicated 24/7 police coverage for the Town. Opportunities to evaluate include:

- Contracting with the Jefferson County Sheriff's Department.
- Cooperation with an adjacent municipality.
- Establishing a Town police department.

Transition to a full-time Fire and EMS Department.

Plan for the addition of a full-time Town Administrator and other additional administrative support staff.

Prepare a comprehensive evaluation of the space needs and optimal location for future Town facilities identified in this plan. Based on the assessment of future needs, the main goal for the Town's community facilities is to perform a comprehensive evaluation of how to leverage current Town property and assets to serve future Town residents and businesses in the best and most cost-effective manner. The Town is in a transition period and owns several properties that could be better utilized for other purposes, including Town Hall, the current fire station, recycling facility, and the former Firemen's pavilion that is currently leased to Chivaree on Park. There are consulting firms that specialize in preparing studies and plans for the different types of facilities that will be needed and the Town should budget to have studies prepared once it determines its implementation priorities. Ideas for future Town facilities that were discussed as part of this planning process include:

1. A new Town Hall / Community Center. Potential opportunities discussed as part of this planning process include remodeling and expansion of the existing building, construction of a new building on the existing site, or a new building in Fireman's Park. Important considerations for a new Town Hall / Community Center include accommodation of expanded Town administration staffing and services, modern accessible community space for use by residents, organizations, and potential future offerings of public recreation programs or community events, and public internet stations to supplement the limited broadband currently available in the Town. Community spaces should include both large and small meeting spaces.
2. A public safety building designed to accommodate both a full-time Fire and EMS Department with living and sleeping quarters, and space for a Town Police Department

or a Sheriff's Department substation. Potential opportunities discussed as part of this planning process include repurposing the existing Town Hall site and adjacent land owned by the Town or exploring other centrally located sites near Ixonia Elementary School.

3. New public works facility.
4. New solid waste and recycling transfer site facilities, potentially in conjunction with public works facilities.

Through the land use plan, identify additional sites that may be suitable locations for new Town facilities.

Explore opportunities to work with other municipalities to enhance recreation offerings in the Town, especially for youth and seniors.

Prepare an updated Comprehensive Outdoor Recreation Plan to identify specific improvements for Town park and recreation facilities. As part of this plan, consider the opportunity to develop trails and trail connections within subdivisions and to connect to recreational areas and the Interurban bike trail. Also consider the opportunity to establish a dog park on the Town owned land at the new wastewater treatment plant and promotion of recreational opportunities on the Rock River.

Review the Town's use of impact fees to fund public facilities improvements to accommodate new development. The Town currently collects an impact fee for park and recreation facilities, but could also implement fees for fire, police, transportation, or wastewater collection and treatment facilities. It is recommended to review the basis for the current fees and adjust them if needed, at a minimum.

Consider formation of a task force to work with the Jefferson County Broadband Working Group and service providers to expand access to broadband internet in Ixonia.



## CHAPTER SIX – AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

## **Introduction**

With a history as a farming community, this element is especially important for understanding how the Town might plan for its future. Jefferson County adopted an Agricultural Preservation and Land Use Plan, dated February 9, 2021. This plan served as a source of information on the current conditions, and a guiding document for this element of the Ixonia comprehensive plan.

Wisconsin Comprehensive Planning Legislation (Wisconsin Statutes §66.1001) requires that the agricultural, natural, and cultural element of a comprehensive plan include:

*A compilation of objectives, policies, goals, maps and programs for the conservation, and promotion of the effective management, of natural resources such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and nonmetallic mineral resources consistent with zoning limitations under s. [295.20 \(2\)](#), parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources.*

## **Priority Issues**

- Preserve Rural Small-Town Atmosphere
- Preserve Natural and Open Space

## **Natural Resources**

All natural resource areas are shown on Map 10 in Chapter Nine, Land Use.

### ***Soils***

Most of the soils within the Town of Ixonia are Class 2 or Class 3 prime farmland soils, with some areas of Class 3 nonprime farmland and areas of Class 6 severely limited soils, particularly along the Rock River. The Natural Resources Conservation Service (NRCS) of the U.S. Department of Agriculture, maintains a soil classification database that assigns a soil classification to soil groupings. Soil classifications range from Class 1, with only slight limitations that restrict their use, to Class 7 with severe limitations that make them unsuited to cultivation.

### ***Woodlands***

Woodlands account for 1,189.5 acres of land in the Town, or 5.1% of the area within the Town, not including areas that are primarily classified as wetlands. Wooded areas are scattered throughout the Town, consisting of small woodlots on farms, residential lots, or in parks and environmental corridors.

### ***Wetlands***

Wetlands account for 4,114.0 acres, or 17.7 percent of land in the Town. Wetlands are located throughout the Town but are most prominent in land abutting the Rock River. Jefferson County

provides resources to property owners about protecting wetlands on their properties. The County also administers Shoreland-Wetland Overlay Zoning District regulations that protect and limit development in all wetlands designated as wetlands by the Wisconsin Department of Natural Resources (DNR) as shown on the DNR Surface Water Data Viewer.

### ***Floodplains***

The floodplain is defined as those areas along bodies of water, excluding the stream channel, that are subject to inundation during a 100-year recurrence interval flood event, which has a one percent chance of occurring in any given year. The Jefferson County Shoreland-Wetland Overlay Zoning District limits development in the floodplain. The ordinance uses flood hazard boundary maps, flood insurance rate maps, flood boundary-floodway maps, county soil survey maps or other existing county floodplain zoning maps to delineate floodplain areas.

### ***Water Resources***

Surface water comprises 441 acres, or 1.9 percent of the land area in the Town. Bodies of water in the Town include the Rock River and small sections of the Ashippun River and the Oconomowoc River, as well as other small streams. Nearly all of Ixonia is within the Ashippun-Rock River Watershed.

The Oconomowoc River is rated in “Fair” condition for fish and aquatic life conditions. Both the Ashippun and Rock Rivers are rated by the DNR as having “Poor” conditions for fish and aquatic life. The Ashippun River is a listed 303(d) impaired waterway due to phosphorus. The Rock River is classified as having degraded habitat due to phosphorus, suspended solids, and sediment. Runoff from impervious surfaces, agricultural practices, and residential and urban areas can all negatively impact water quality and contribute to the impairment of water bodies within a watershed.

### ***Groundwater***

Groundwater recharge takes place in upland areas with glacial till soils, moving downward towards areas of lower elevation. In places, areas of lower elevation may be overlain with silt and clay deposits with lower permeability. Siting land uses with high potential for contaminants in areas with high ground water tables or fractured bedrock can result in groundwater pollution. The Jefferson County Land and Water Resource Plan includes a goal of obtaining a better understanding of ground water quality in the County and developing a plan for completing a ground water quality study and protection plan.<sup>10</sup>

### ***Environmental Corridors***

Environmental corridors contain groups of important natural resources that protect water quality, provide wildlife habitat, protect local ecosystems, contain scenic views, and provide natural connections through and around developed areas. Environmental corridors are often

---

<sup>10</sup> Jefferson County Land and Water Resources Management Plan, 2021-2030, p. 35

located around lakes or along rivers and may make excellent areas for passive outdoor recreation such as hiking, kayaking, or other nature based outdoor activities.

These areas should be preserved and may also be valuable for passive outdoor recreation areas including trails.

Environmental corridors contain five major resource types:

- Wetlands
- Floodplain areas
- Publicly owned lands designated as public parks or conservation areas
- Contiguous upland woods over 10 acres in area
- Slopes of 20 percent or more as defined by the USDA soil survey

### **Agricultural Resources**

Farming has played an important role in the history and economy of the Town of Ixonia. Within Jefferson County in general and the Town of Ixonia, farms constitute a significant portion of the land uses and the local economy. Preservation of the rural character of Ixonia was identified as a top priority for the community.

#### ***Current Conditions***

Agricultural lands constitute 12,614 acres, or 54.1 percent, of the land within the Town, not including auxiliary land uses such as farm residences, woodlands, wetlands, and other open space often included within farms.

Agriculture within Jefferson County is characterized by the following<sup>11</sup>:

- Over 60 percent of the land area is used for farming.
- Farm ownership is consolidating, with the number of farms decreasing while the average size of farms is increasing.
- Net cash farm income for Jefferson County farms increased between 2012 and 2017.
- Both the market value of farm products and production costs are higher for Jefferson County farms as compared to the statewide average. The net cash farm income for Jefferson County farms is higher than the statewide average.
- Jefferson County ranked 9<sup>th</sup> amongst Wisconsin counties in 2017 for overall agricultural sales and 3<sup>rd</sup> for nursery, greenhouse, floriculture, and sod sales. Livestock, poultry, and product sales accounted for 70 percent of total sales. Jefferson County was the leading producer of poultry and eggs in Wisconsin in 2017.
- The majority of the County's agricultural producers are white males between the ages of 35 and 64, although about a third are female and a third are over 65.
- Most of the farms in Jefferson County are family farms.

---

<sup>11</sup> Jefferson County Comprehensive Plan, pages 9-5 through 9-8.

The farm economy in Ixonia reflects the farm economy in Jefferson County. Most of the farms are family farm operations. Farmers in Ixonia may be older than farmers in Jefferson County overall. Ixonia has diverse farm operations, including Ebert’s Greenhouse, a goat farm, a sheep farm, a pheasant farm, a grower of micro-greens, direct to consumer beef sales, and supporting businesses such as agricultural equipment repairs. Ixonia has one registered Concentrated Animal Feeding Operation (CAFO).

### ***Farmland Preservation***

The long-term sustainability of the local farm economy depends on preservation of tracts of farmland and supporting industries such as implement dealers and feed and seed suppliers. Conversion of farmland to other uses can gradually erode the viability of farming in a community or area, whether by separation of tillable farmland parcels, conflicts with other land uses, or loss of supporting businesses. According to the American Farmland Trust, Wisconsin has a high conversion threat and scored among the top states for conversion of farmland to other uses. Jefferson County maintains a higher percentage of land in agricultural uses but faces conversion threats due to its location between two urban areas.

Jefferson County analyzed farmland in the county and assigned a Productivity, Versatility, and Resiliency (PVR) rating based on soil suitability, food production history, and land cover. Outside of areas developed in urban uses and surface water and environmental corridor areas, Ixonia has substantial areas with high PVR scores.<sup>12</sup>

Most of Ixonia is designated for farmland preservation within the Jefferson County 2040 Agricultural Preservation & Land Use Plan as shown on Map 9. The purposes of the Farmland Preservation Areas are to:

- Preserve agricultural producing lands in the long-term.
- Preserve the rural character and aesthetic quality of Jefferson County.
- Provide equity and fairness to owners of land with comparable resource and location characteristics.
- Minimize nonagricultural development on prime farmland.
- Maintain the integrity of agricultural districts allowing for accepted agricultural practices.
- Protect existing farm operations from encroachment by incompatible uses.
- Maintain farmer eligibility for farmland preservation incentive programs.

---

<sup>12</sup> Jefferson County Comprehensive Plan, pages 9-8 through 9-10.

***Map 9 – Farmland Preservation Plan Map for Town of Ixonia in Jefferson County***

Within these areas, the County uses the A-1 zoning district as the primary zoning district to implement Farmland Preservation policies. Within the A-1 zoning district, the minimum lot size is 35 acres to discourage fragmentation of agricultural lands. No new construction of residential structures is allowed, only replacement of existing residential structures. Limited rezonings to A-3 to allow for new residences or to A-2 to allow for compatible agricultural and rural businesses may be considered by the County, however the goal is to minimize conversion of prime farmland to residences and other nonfarm development.

## **Cultural Resources**

### ***Historic Places***

The National Park Service maintains the National Register of Historic Places. The Wisconsin Historic Society maintains a State Register of Historic Places. The Town currently has no places listed on the State or National Register of Historic Places.

The Wisconsin Historical Society also maintains the Architecture and History Inventory (AHI), which lists historical and architectural information on properties of interest in Wisconsin. The inventory includes 277 properties within the Town of Ixonia. Inclusion on this list confers no special status, rights, or benefits. However, these properties may qualify for inclusion on a register of historic places at some point.

### ***Cultural Resources***

Cultural resources are defined as a product of human activity or any object or place given significance by human action or belief. Cultural resources could include historic buildings or districts, landforms, archeological sites, traditional cultural properties, or buildings or sites used to preserve historical resources or provide space for current cultural activities.

Ixonia does not currently contain any designated cultural resources such as historic buildings, sites, or districts, or areas or properties used for museums, libraries, musical venues or other similar activities. However, given the age of the settlements in the Town and the number of properties listed on the AHI, there may be properties that could qualify for listing on a register of historic places.

## **Jefferson County Farmland Preservation Programs and Tools**

As outlined in the Jefferson County Agricultural Preservation and Land Use Plan, the County oversees several programs that support or require farmland preservation.

*Agricultural Enterprise Areas* – Agricultural Enterprise Areas (AEAs) are designated contiguous land areas devoted to farmland. AEAs are designated by the Department of Agriculture, Trade, and Consumer Protection and lands within these areas qualify for farmland preservation income tax credits. Jefferson County enforces the following policies within AEAs:

- Limit county use of eminent domain for road expansion to maximize lands in continued agricultural production.
- Discourage the provision of urban services to these areas.
- Prioritize areas for intensive agricultural-related businesses and prototype agricultural products
- Educate landowners about the process and benefits of participation in AEAs

*Purchase of Agricultural Conservation Easements (PACE)* – Jefferson County administers a Purchase of Agricultural Conservation (PACE) program through its Land and Water Conservation Committee. The County prioritizes purchases easements in Agricultural Enterprise Areas, or within farmland preservation areas outside of urban service areas, limited-service areas, and rural hamlets.

*15-Year Growth Areas* – With limited exceptions, Jefferson County limits conversion of farmland to other uses to areas that are within designated 15-Year Growth Areas. In Ixonia, the 15-Year Growth Areas are nearly contiguous with the areas excluded from the Farmland Preservation Areas shown on Map 9.

*Zoning* – As described in more detail in Chapter Nine Land Use, the County uses the A-1 zoning district as the primary zoning district to implement Farmland Preservation policies. Within the A-1 zoning district, the minimum lot size is 35 acres to discourage fragmentation of agricultural lands. No new construction of residential structures is allowed, only replacement of existing residential structures. Limited rezonings to A-3 to allow for new residences or to A-2 to allow for compatible agricultural and rural businesses may be considered by the County, however the goal is to minimize conversion of prime farmland to residences and other nonfarm development.

#### **Agricultural, Natural, and Cultural Resources: Goals, Objectives, Policies, and Programs**

Maintain and support active agricultural use in the Town and preserve areas of natural resource importance. Current County zoning supports this goal, and the Town should continue to follow County zoning for farmland preservation and limited rural development.

Through the land use plan, identify areas in the Town that could support new residential and commercial development in areas with existing urban development and services or lands adjacent to these areas.

Though Ixonia has many buildings of historical significance, there are not any structures that are on any historical register and no organization exists to preserve local Town history. One objective of this plan may be to promote the development of local historical society or other similar organization.



## CHAPTER SEVEN – ECONOMIC DEVELOPMENT

## Introduction

This chapter documents the current conditions of the local economy and explores available programs that Ixonia government or individual residents and businesses in the Town can take advantage of for further economic growth and activity.

Wisconsin Comprehensive Planning Legislation (Wisconsin Statutes §66.1001) requires that the economic development element of a comprehensive plan include:

*A compilation of objectives, policies, goals, maps and programs to promote the stabilization, retention or expansion, of the economic base and quality employment opportunities in the local governmental unit, including an analysis of the labor force and economic base of the local governmental unit. The element shall assess categories or particular types of new businesses and industries that are desired by the local governmental unit. The element shall assess the local governmental unit's strengths and weaknesses with respect to attracting and retaining businesses and industries, and shall designate an adequate number of sites for such businesses and industries. The element shall also evaluate and promote the use of environmentally contaminated sites for commercial or industrial uses. The element shall also identify county, regional and state economic development programs that apply to the local governmental unit.*

## Priority Issues

- Preserve Rural Small-Town Atmosphere
- Keep Established Businesses and Industries
- Attract and Support More Retail and Service Businesses
- Improve Marietta Avenue
- Improve Image of the Industrial Park
- Plan for Growth
- Maintain and Improve Sense of Community

## Existing Conditions and Programs

The Town of Ixonia is unusual among towns in Wisconsin in its economic diversity and as an employment center. This centers on the Ixonia Industrial Park and the businesses contained within it, but also includes the agricultural and farm-based businesses located throughout the Town's rural areas. There are also retail and service businesses in the Town, representing a wide range of activities, although the number of these businesses is limited.

A comparison of property values in Ixonia and other municipalities in Jefferson County in Table 21 reveals the following:

- Compared to other towns in Jefferson County, Ixonia has far more property value and a higher percentage of property value in commercial and industrial uses.

- Ixonia has a similar percentage of property value in industrial uses as cities and villages in Jefferson County, but less property in commercial uses.
- Within Jefferson County, only the cities of Lake Mills, Fort Atkinson, and Watertown have more property value than Ixonia.

**Table 21 - Equalized Property Value by Municipality, 2022**

	Residential	Commercial	Industrial	Agricultural	Other	Total
<i>Towns</i>						
Town of Aztalan	\$148,548,900	\$2,725,900	\$10,177,600	\$3,227,200	\$22,934,300	\$187,613,900
Town of Cold Spring	\$80,301,400	\$3,874,300	\$1,177,600	\$3,096,200	\$12,624,800	\$101,074,300
Town of Concord	\$208,510,000	\$7,422,600	\$0	\$3,487,900	\$41,159,300	\$260,579,800
Town of Farmington	\$131,346,400	\$14,185,000	\$261,900	\$3,873,100	\$49,545,900	\$199,212,300
Town of Hebron	\$106,182,400	\$1,145,800	\$0	\$2,923,000	\$35,938,400	\$146,189,600
Town of Jefferson	\$219,958,200	\$11,379,400	\$1,682,700	\$4,168,300	\$44,986,400	\$282,175,000
Town of Koshkonong	\$507,889,800	\$13,828,200	\$1,949,900	\$3,519,100	\$26,783,100	\$553,970,100
Town of Lake Mills	\$432,479,900	\$84,479,000	\$600,200	\$3,199,900	\$23,695,200	\$544,454,200
Town of Milford	\$111,690,000	\$8,749,700	\$0	\$4,097,400	\$37,194,700	\$161,731,800
Town of Oakland	\$467,738,400	\$17,531,900	\$0	\$4,482,700	\$40,493,200	\$530,246,200
Town of Palmyra	\$230,859,200	\$5,101,100	\$0	\$3,479,400	\$65,721,900	\$305,161,600
Town of Sullivan	\$246,934,200	\$12,960,300	\$0	\$2,701,000	\$33,563,800	\$296,159,300
Town of Sumner	\$150,371,100	\$1,691,000	\$0	\$1,420,100	\$11,539,700	\$165,021,900
Town of Waterloo	\$109,293,700	\$1,791,200	\$0	\$3,429,700	\$22,179,200	\$136,693,800
Town of Watertown	\$222,090,900	\$15,663,200	\$100,000	\$4,514,600	\$38,062,000	\$280,430,700
<b>Total</b>	<b>\$3,374,194,500</b>	<b>\$202,528,600</b>	<b>\$15,949,900</b>	<b>\$51,619,600</b>	<b>\$506,421,900</b>	<b>\$4,150,714,500</b>
Percent	81.3%	4.9%	0.4%	1.2%	12.2%	100.0%
<b>Town of Ixonia</b>	<b>\$538,178,500</b>	<b>\$66,797,600</b>	<b>\$41,092,900</b>	<b>\$3,634,700</b>	<b>\$25,996,800</b>	<b>\$675,700,500</b>
<b>Percent</b>	<b>79.6%</b>	<b>9.9%</b>	<b>6.1%</b>	<b>0.5%</b>	<b>3.8%</b>	<b>100.0%</b>
<i>Villages</i>						
Village of Cambridge	\$8,025,400	\$290,500	\$0	\$0	\$0	\$8,315,900
Village of Johnson Creek	\$260,980,600	\$225,215,000	\$17,825,300	\$75,500	\$107,000	\$504,203,400
Village of Palmyra	\$107,306,700	\$19,135,900	\$21,431,300	\$124,500	\$920,700	\$148,919,100
Village of Sullivan	\$42,329,200	\$16,446,700	\$1,078,600	\$72,300	\$747,200	\$60,674,000
<b>Total</b>	<b>\$418,641,900</b>	<b>\$261,088,100</b>	<b>\$40,335,200</b>	<b>\$272,300</b>	<b>\$1,774,900</b>	<b>\$722,112,400</b>
Percent	58.0%	36.2%	5.6%	0.0%	0.2%	100.0%
<i>Cities</i>						
City of Fort Atkinson	\$905,449,700	\$274,283,300	\$58,896,400	\$51,700	\$111,200	\$1,238,792,300
City of Jefferson	\$508,996,500	\$190,006,300	\$36,677,700	\$178,300	\$1,639,600	\$737,498,400
City of Lake Mills	\$584,790,900	\$164,266,000	\$29,349,300	\$142,200	\$293,100	\$778,841,500
City of Waterloo	\$240,337,300	\$46,115,000	\$20,787,800	\$214,700	\$941,100	\$308,395,900
City of Watertown	\$887,046,500	\$260,685,300	\$122,125,100	\$153,700	\$512,400	\$1,270,523,000
<b>Total</b>	<b>\$3,126,620,900</b>	<b>\$935,355,900</b>	<b>\$267,836,300</b>	<b>\$740,600</b>	<b>\$3,497,400</b>	<b>\$4,334,051,100</b>
Percent	72.1%	21.6%	6.2%	0.0%	0.1%	100.0%

Source: Wisconsin Department of Revenue

An internet search indicated that socio-economic activity in the Town includes four churches, two restaurants, a bank, a gas station convenience store, four self-storage businesses and two new businesses proposed, 16 farms listed as businesses, 56 businesses in the industrial park, and 45 businesses outside of the industrial park, including home based businesses. This list of businesses and organizations is included in Appendix E.

The most recent list of largest employers in the Town is shown in the table below.

**Table 22 - List of Largest Employers**

Largest Employers - 2021	Industry	Est. Employees
Oconomowoc Area School District	Elementary and Secondary Education	718
K & S Tool & Die	Tool & Die	235
Create a Pack	Manufacturing	175
G & V Machine Company	Manufacturing	100
HeatTek, Inc.	Manufacturing	75
Ebert's Greenhouse Village	Greenhouse	60
Bryant Products, Inc.	Manufacturing	50
Spoerl Trucking Inc.	Trucking / heavy hauling	50
Morton Buildings	Building Contractor / Commercial	30
M P Metal Products	Manufacturing	25

Source: Town of Ixonia G.O. Promissory Notes Official Statement, March 9, 2021

**Current Agencies Providing Assistance with Economic Development**

- ThriveED
  - Created in 2016, Thrive Economic Development (ThriveED), is a 501(c)(3) non-profit organization supported by a coalition of area business and community and civic leaders. Services provided include building site search and selection, assistance in securing financing and funding sources, collection and dissemination of labor and demographics data, liaison services with local governments and regulatory agencies, and a wide range of other types of assistance with starting or expanding businesses. This organization is the de facto economic development department for Jefferson County. While ThriveED’s focus has historically been business attraction and retention, it has recently shifted to supporting development of affordable workforce housing to address the shortage in Jefferson County. It is currently in the process of developing a housing revolving loan fund (RLF) to support affordable multi-family housing.
- Wisconsin Department of Workforce Development
  - Among the department’s services are employment assistance services for veterans, people with disabilities, and apprenticeship programs.
- Wisconsin Housing and Economic Development Authority (WHEDA)

- WHEDA works with lenders, developers, local government, nonprofits, community groups, and others to implement low-cost financing programs for affordable housing and business financing products.
- Wisconsin Economic Development Corporation (WEDC)
  - The WEDC offers numerous services and programs for small businesses, entrepreneurs, business development, rural prosperity, community development, and global exporting.
- Wisconsin Economic Development Association (WEDA)
  - WEDA is a statewide nonprofit organization dedicated to expanding Wisconsin's economy. Through advocacy, networking, and education, they provide members with the resources and tools to strengthen their skills in economic development, help achieve their professional goals, and promote economic growth in communities throughout the state.
- U.S. Small Business Administration
  - Created in 1953, the U.S. Small Business Administration (SBA) is the only cabinet-level federal agency fully dedicated to small business and provides counseling, capital, and contracting expertise as the nation's only go-to resource and voice for small businesses.
- Chambers of Commerce
  - Several existing businesses in Ixonia are members of either the Watertown Area or Oconomowoc Area Chamber of Commerce. These non-profit organizations support their members through promotional and marketing tools, networking opportunities, educational programming, event planning, and community promotion.

### ***Economic Development Tools***

- Tax Increment Financing (TIF)
  - TIF is one of the primary tools available to the Town for economic development, allowing it to invest in a particular designated district within the Town to incentivize development or improvement. The taxes collected on the increased property values within the district are dedicated to expenses made for the improvements within the District. Investments can include infrastructure improvements, blight removal, land acquisition and preparation, developer incentives or funding assistance, or development of municipal utilities.
- Business Improvement District (BID)
  - A BID is a specially designated geographic area whose properties are specially assessed, with the revenues going toward funding of an operating plan developed by members of the BID. Properties that are solely used for residential purposes cannot be assessed for BID purposes. Activities might generally include landscaping improvements, litter cleanup, creation of promotional materials, etc.

- Neighborhood Improvement District (NID)
  - A NID functions similarly to a BID, the exception being that it must include residential property with 8 or more units, and that owners of the residential property have representation on the District board.
- Jefferson County Home Buyer and Home Rehab Program
  - Home Buyer Assistance Program
    - This program provides grants toward the purchase of a home in any part of Jefferson County. The funding can be used to pay for part of a down payment, all customary closing costs, prepaid items, reserves, and home buyer counseling.
  - Homeowner Repair/Rehab Programs
    - The County offers both pre- and post-purchase rehab financing for code required repairs or other mechanical, structural, and accessibility home improvements.

### **Assessment of Future Needs**

*New retail and service businesses* – One of the main results from the community survey and public comments received at the initial Open House was a desire among residents for additional retail and service businesses, particularly grocery, restaurants, other food service, and general retail.

*Support for existing businesses and business areas* – Other priorities identified in this planning process include improving the image of the industrial park by cleaning up buildings and business sites, improving the appearance of Marietta Avenue, creating a more distinct ‘downtown’ area in the Village Hamlet, redeveloping the Rollex site on the corner of Marietta Avenue and CTH F, and support for keeping established businesses and industries, including assistance with advertising/promotion, grants, and small business development.

*Land for industry* – The planning process revealed varying views on the future expansion of the industrial park, with some seeing a need to provide additional land, while others believe that the Town already has too much industrial property. However, without some additional land for expansion, the Town may lose existing businesses that don’t have sufficient space to expand within the existing industrial park.

*Locations for new commercial development* – Commercial and industrial development, while taking up only one percent of the land in the Town, constitutes sixteen percent of the Town’s tax base. Encouraging development of new commercial and industrial properties or redevelopment of existing sites in more intensive commercial and industrial use will not only provide employment and meet more of the retail and service needs of Town residents, but it will add to the Town’s tax base. Locating new or expanded businesses in areas that already have public infrastructure will minimize the cost to provide services and provide new sanitary sewer customers to help share the cost of the new wastewater treatment plant.

*Support for new business development* – While the Town doesn't have the ability to ensure that certain types of businesses locate in the Town, there are some actions the Town can take to encourage new business creation or location. These include:

- Identification of sites for new development, redevelopment, or reuse.
- Financial incentives for development or redevelopment, either from the Town or in cooperation with other agencies.
- Developing and providing information to prospective businesses to promote locating in the Town.
- Regular contact with business owners
- Improving the appearance of public and private property in the Town.

*Funding tools* – The primary tool available to the Town to provide funding for public or private property improvement is Tax Incremental Finance (TIF). The Town is in the process of creating its first Tax Incremental Finance district for the joint projects of financing the new wastewater treatment plant and an expansion of the Autumn Ridge subdivision. The subdivision addition has already been platted (subdivision layout) and a developer is ready to move forward. Subject to meeting all the requirements of Wisconsin Statutes §66.1105 and obtaining the necessary approvals, TIF funding may be used for these purposes. To fund future development and redevelopment in support of the Town's economic development goals, the Town could expand the TIF district or create a new one.

**Economic Development: Goals, Objectives, Policies and Programs**

Through the land use plan, identify a suitable area or areas for expansion of the industrial park that will minimize conflict with adjacent land uses.

Through the land use plan, identify suitable sites for development of new commercial uses.

Work with property owners in the industrial park to amend the deed restrictions to allow the Town to enforce deed restrictions.

Develop a detailed plan to improve Marietta Avenue and unused or underutilized properties, including the Rollex site, and create a distinct, attractive 'downtown' area. This plan should include:

- Identification of public improvements, including improvements and amenities to improve access and safety for bicycles and pedestrians.
- Identification of potential private property improvements, including redevelopment or rehabilitation.
- Recommended site development standards for new nonresidential development or redevelopment within the Village Hamlet area.
- Feasibility of creating a TIF district to support public and private property improvements.
- Identification of other programs and grants to support the desired improvements.

Expand the TIF district or create a new district to provide financing for public and private improvements in areas identified for rehabilitation and redevelopment.

Seek assistance from ThriveED, the economic development arm of Jefferson County. This organization can offer help in numerous ways, both from the public and private sides, to assist in economic development efforts, including accessing state funding programs. Their services include programs for not only business development, but housing assistance and employment recruitment as well.

Consider facilitating the formation of a business association as a forum for businesses, including home based businesses, to discuss needs and serve as a contact point for potential new businesses.

Consider formation of a task force to work with the Jefferson County Broadband Working Group and service providers to expand access to broadband internet in Ixonia.



## CHAPTER EIGHT – INTERGOVERNMENTAL COOPERATION

## Introduction

Intergovernmental cooperation encompasses a wide variety of cooperative efforts between individual units of government. It may include formal or informal efforts to communicate vision, share information, coordinate plans, or share resources, services, or facilities. At its most formal level, intergovernmental cooperation may involve a formal written agreement approved by the governing body of each municipality. Intergovernmental cooperation offers many potential benefits, including more efficient use of resources, improved relationships and reduced conflict, improved coordination of efforts and planning, better service levels for residents and property owners, and other benefits.

Wisconsin Comprehensive Planning Legislation (Wisconsin Statutes §66.1001) requires that the intergovernmental cooperation element of a comprehensive plan include:

*A compilation of objectives, policies, goals, maps, and programs for joint planning and decision making with other jurisdictions, including school districts, drainage districts, and adjacent local governmental units, for siting and building public facilities and sharing public services. The element shall analyze the relationship of the local governmental unit to school districts, drainage districts, and adjacent local governmental units, and to the region, the state and other governmental units. The element shall consider, to the greatest extent possible, the maps and plans of any military base or installation, with at least 200 assigned military personnel or that contains at least 2,000 acres, with which the local governmental unit shares common territory. The element shall incorporate any plans or agreements to which the local governmental unit is a party under s. [66.0301](#), [66.0307](#) or [66.0309](#). The element shall identify existing or potential conflicts between the local governmental unit and other governmental units that are specified in this paragraph and describe processes to resolve such conflicts.*

## Priority Issues

- Preserve Natural and Open Space
- Keep Established Businesses and Industries
- Maintain and Improve Local Roads
- Attract and Support More Retail and Service Businesses
- Improve Public Safety and Security
- Enhance Park and Recreation Opportunities
- Improve Marietta Avenue
- Plan for Growth

## **Existing Conditions**

### ***Adjacent Governmental Entities***

The Town is directly bordered by six other municipalities: In Jefferson County, the Town of Concord to the south, the Town of Watertown to the west; in Dodge County, the Town of Lebanon to the north; in Waukesha County, the Town of Oconomowoc, the City of Oconomowoc, and the Village of Lac La Belle to the east. The borders of the Town have not changed since 2002.

The Town is governed by the ordinances of Jefferson County, and borders Dodge County to the north and Waukesha County to the east.

### ***Drainage Districts***

The Jefferson County Drainage Board oversees 31 drainage districts in the county, four of which are in the northwest corner of Ixonia. Drainage districts provide a means of carrying out drainage projects and assessing the costs to the property owners who benefit from the construction, maintenance, and repair of drainage facilities.

The County Drainage Board has the following powers:

- Approving district boundaries, including amending boundaries.
- Conducting inspections of district improvements.
- Undertake drain construction and maintenance projects.
- Borrow money.
- Levy assessments on property owners.

### ***Extraterritorial Zoning and Plat Review***

Wisconsin Statutes §62.23 allows cities and villages to assert zoning control over an area extending 1.5 to 3.0 miles from the city or village boundary within an unincorporated town, depending on the size of the municipality. Communities with 10,000 or more population may exercise Extraterritorial Zoning (ETZ) authority within 3.0 miles of their boundary, while municipalities with less than 10,000 population may exercise ETZ within 1.5 miles. To exercise ETZ, a committee must be formed with three members from the city or village and three members from the unincorporated town. This committee is charged with preparing a zoning ordinance for the ETZ area and must approve zoning changes. The interim zoning ordinance enacted by a city or village to exert ETZ expires within 18 months but may be extended for an additional year. If the interim ordinance expires before the committee prepares a zoning plan for the area, the city or village may not enact another such interim ordinance for at least 5 years.

Cities and villages may also exert extraterritorial plat review within unincorporated areas within the same areas as extraterritorial zoning. Under this authority, cities and villages have the right to review and approve land divisions. This gives cities and villages some control over land development patterns along their borders. Extraterritorial plat review does not expire or require a joint committee to prepare a plan as a condition of its exercise.

The City of Watertown and the Village of Lac La Belle exercise extraterritorial plat review, Watertown within 3.0 miles and Lac La Belle within 1.5 miles. No municipality exercises extraterritorial zoning within the Town currently.

***State Statutes Relevant to Intergovernmental Cooperation***

WI Statute 66.0201, 66.0207, 66.0211 – Incorporation: As stated in the previously adopted comprehensive plan:

“Wisconsin Statutes, 66.0201, Incorporation of Villages and Cities; Purpose and Definitions, and 66.0211, Incorporation Referendum Procedure, regulate the process of creating new villages and cities from town territory. Wisconsin Statute, 66.0207, Standards to be applied by the department, identifies the criteria that have to be met prior to approval of incorporation. The incorporation process requires filing an incorporation petition with circuit court. Then, the incorporation must meet certain statutory criteria reviewed by the Municipal Boundary Review Section of the Wisconsin Department of Administration. These criteria include:

- Minimum standards of homogeneity and compactness, and the presence of a "well developed community center;"
- Minimum density and assessed valuation standards for territory beyond the core;
- A review of the budget and tax base in order to determine whether or not the area proposed for incorporation could support itself financially;
- An analysis of the adequacy of government services compared to those available from neighboring jurisdictions;
- An analysis of the impact incorporation of a portion of the town would have on the remainder, financially or otherwise; and
- An analysis of the impact the incorporation would have on the metropolitan region.”

Only minor amendments were made to Statute 66.0211 to direct that the Secretary of Administration has ultimate responsibility for certification, rather than the Secretary of State.

WI Statute 66.0217, 66.0219, 66.0221 – Annexation of Territory: There have been no amendments Wis. Stats. regarding annexation of territory. The following, as written in the previous comprehensive plan, is still applicable:

“Wisconsin Statute, 66.017 – 66.0221 provide three petition methods by which annexation may occur. Annexation involves the transfer of one or more tax parcels from a town to a city or village. Cities and villages cannot annex property without the consent of landowners as required by the following petition procedures:

1. Unanimous approval -A petition is signed by all of the electors residing in the territory and the owners of all of the real property included within the petition.
2. Notice of intent to circulate petition (direct petition for annexation) -The petition must be signed by a majority of electors in the territory and the owners of 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 sign the petition.
3. 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.”

WI Statute 66.0301 – Intergovernmental cooperation: As stated in the previously adopted comprehensive plan:

“Wisconsin Statute, 66.0301 permits local agreements between the state, cities, villages, towns, counties, regional planning commissions, and certain special districts, including school districts, public library systems, public inland lake protection and rehabilitation districts, sanitary districts, farm drainage districts, metropolitan sewerage districts, sewer utility districts, Indian tribes or bands, and others.

Intergovernmental agreements prepared in accordance with s. 66.0301, formerly s. 66.30, are the most common form of agreement and have been used by communities for years, often in the context of sharing public services such as police, fire, or rescue. This type of agreement can also be used to provide for revenue sharing, determine future land use within a subject area, and to set temporary municipal boundaries. However, the statute does not require planning as a component of any agreement and boundary changes have to be accomplished through the normal annexation process.”

Statute 66.0301 had several minor amendments made through several Legislative acts since 2009, but none of them were significant and/or applicable to the Town. The most relevant amendment was enacted through 2017 Wisconsin Act 59, to clarify that contracting with another municipality to provide a service fulfills the contracting municipality’s obligation to provide said service.

WI Statute 66.0305 – Political subdivision revenue sharing: As stated in the previous comprehensive plan:

“Wisconsin Statute, 66.0305, Municipal Revenue Sharing, gives authority to cities, villages, and towns to enter into agreements to share revenue from taxes and special charges with each other. The agreements may also address other matters, including agreements regarding services to be provided or the location of

municipal boundaries. Boundaries of the shared revenue area must be specified in the agreement and the term of the agreement must be for at least 10 years. The formula or other means for sharing revenue, the date of payment of revenues, and the means by which the agreement was made may be invalidated after the minimum 10-year period.”

The only amendment to this statute made since 2009 regards the timing requirement of any required referendum to enter into in such an agreement.

WI Statute 66.0307 – Boundary change pursuant to approved cooperative plan: As stated in the previously adopted comprehensive plan:

“Under 66.0307, Wisconsin Statutes, combinations of municipalities may prepare cooperative boundary plans or agreements. Each city, village, or town that intends to participate in the preparation of a cooperative plan must adopt a resolution authorizing its participation in the planning process.

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 plan 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. The participating communities must hold a public hearing prior to its adoption. Once adopted, the plan must be submitted to the Wisconsin Department of Commerce for State approval. Upon approval, the cooperative plan has the force and effect of a contract.”

There were several amendments to Statute 66.0307, addressing minor procedural and content requirements, one of which being that the Secretary of Administration is the agency of submittal, rather than the Secretary of State.

WI Statute 66.0309 – Creation, organization, powers and duties of regional planning commissions: Jefferson County remains one of the counties of the State that is not under the jurisdiction of a regional planning commission, so the provisions of this statute do not apply to the Town.

### ***Existing Intergovernmental Agreements***

Ixonia currently has the following agreements with other municipalities:

- Fire and Emergency Medical Services Agreement with the Town of Concord
  - This agreement provides fire and EMS coverage by the Ixonia Fire and EMS Department to a portion of the Town of Concord, as shown in Map 6 in Chapter 5

Utilities and Community Facilities. The Town of Concord pays Ixonia for this service based on a formula that is defined in the agreement and was equal to \$62,123 for the year 2022, plus an amount per call as provided in the agreement. This agreement expires at the end of 2022 and can be extended for an additional two years.

- Fire and Emergency Medical Services Agreement with the Town of Watertown
  - This agreement provides fire and EMS coverage by the Ixonia Fire and EMS Department to a portion of the Town of Watertown, as shown on Map X. The agreement is structured in a similar manner to that of the agreement with Concord, with a payment of a minimum of \$30,632 from the Town of Watertown to Ixonia, plus an amount per call. This agreement also expires at the end of 2022 and can be extended for an additional two years.
- The funding formulas for these agreements are largely based on equalized values. The total service area comprises approximately 58 square miles, about 36 of which is within the Town of Ixonia. The department borders also include all of Interstate 94 that is within its service territory.

The Fire Department also provides significant support for its adjacent jurisdictions through the Jefferson County MABAS (Mutual Aid Box Alarm System). This system notifies the appropriate area responders when they are needed at various levels of area fire events, and what equipment is required for the type of fire that is actively being suppressed. The Department has also had discussions with the Sullivan Fire Department about sharing services because Interstate 94 forms the boundary between the two service areas, although nothing has moved forward with that.

The Town is currently party to litigation with the City of Oconomowoc regarding sanitary sewer service to Utility District No. 2.

### ***School Districts***

The Town is served by two public school districts: Watertown Area and Oconomowoc Area. The Ixonia Elementary School is located in the center of Town, just south of STH 16 and adjacent to Firemen’s Park and is the only public school located in the Town. The school and Town have worked to collaborate on offering services where possible; the current fire station serves as a safe haven for students in the case of an emergency and the fire department has worked closely with the school on education, conducting drills, etc. The elementary students also have permitted access to use the Town-owned Firemen’s Park during the day, and the school offers its facilities to be used for community non-profit organizations.

### ***Jefferson County Comprehensive Plan***

The Jefferson County plan noted several potential opportunities for increased intergovernmental cooperation:

- Comprehensive study of Fire and EMS service sharing or consolidation. (The County did perform a study several years ago on shared municipal services, but it was focused on the largest municipalities in the County)
- Bi-annual county meeting to discuss growth and development concerns and issues.
- Improved availability of County planning staff.
- Explore opportunities for intergovernmental cooperation in fire, dispatch, police, and public works services.

### **Assessment of Potential Opportunities**

*Seek out opportunities for mutual benefit* – The Town currently does not have extensive formal agreements with other units of government and has not been proactive about working with other governmental entities, outside of the Ixonia Fire Department. The main goal for the Town is to seek out other government units that it can work with for mutual benefit or to reach other goals of this plan. This could involve working with other levels of government (e.g. Counties) or adjacent communities in the region. As a starting place, the Town may want to explore the services offered, goals, and challenges faced by other units of government in the area to better understand where there may be opportunities.

*Shared use of Town facilities* – When the Town evaluates its own municipal facility needs in the future, it may look to include consideration of other governmental units and how their facilities could work together (coordination between school facilities and Town Hall / Community Space facilities or including a County sheriff substation in a new fire station or public safety building, for example). As the Town expands or improves its public facilities, this may create new opportunities for cooperation with other units of government to provide enhanced services. For example, if the Town provides dedicated community space in the Town Hall in the future, this space could be used for expanded recreational programs, perhaps in cooperation with the City of Oconomowoc. Community space could also be used for regular hours in Ixonia for County agencies such as the Aging and Disability Resource Center.

*Community liaison position* – One potential policy to come out of the discussions with the Ad Hoc Committee was the creation of a designated Community Liaison position to coordinate communication with other governments and be the point person to organize partnerships and other programs. At present, this would likely be a volunteer from the Town Board or other Town committee. If the Town hires a full-time Administrator as recommended in Chapter Five, this would be part of the role of the Administrator. A particularly useful potential result of this position is to be aware of programs that Jefferson County offers, either to the municipality or to Town residents and businesses, for financial assistance. The Town could also look to work with the County on grant writing when opportunities become available, such as for transportation improvement projects.

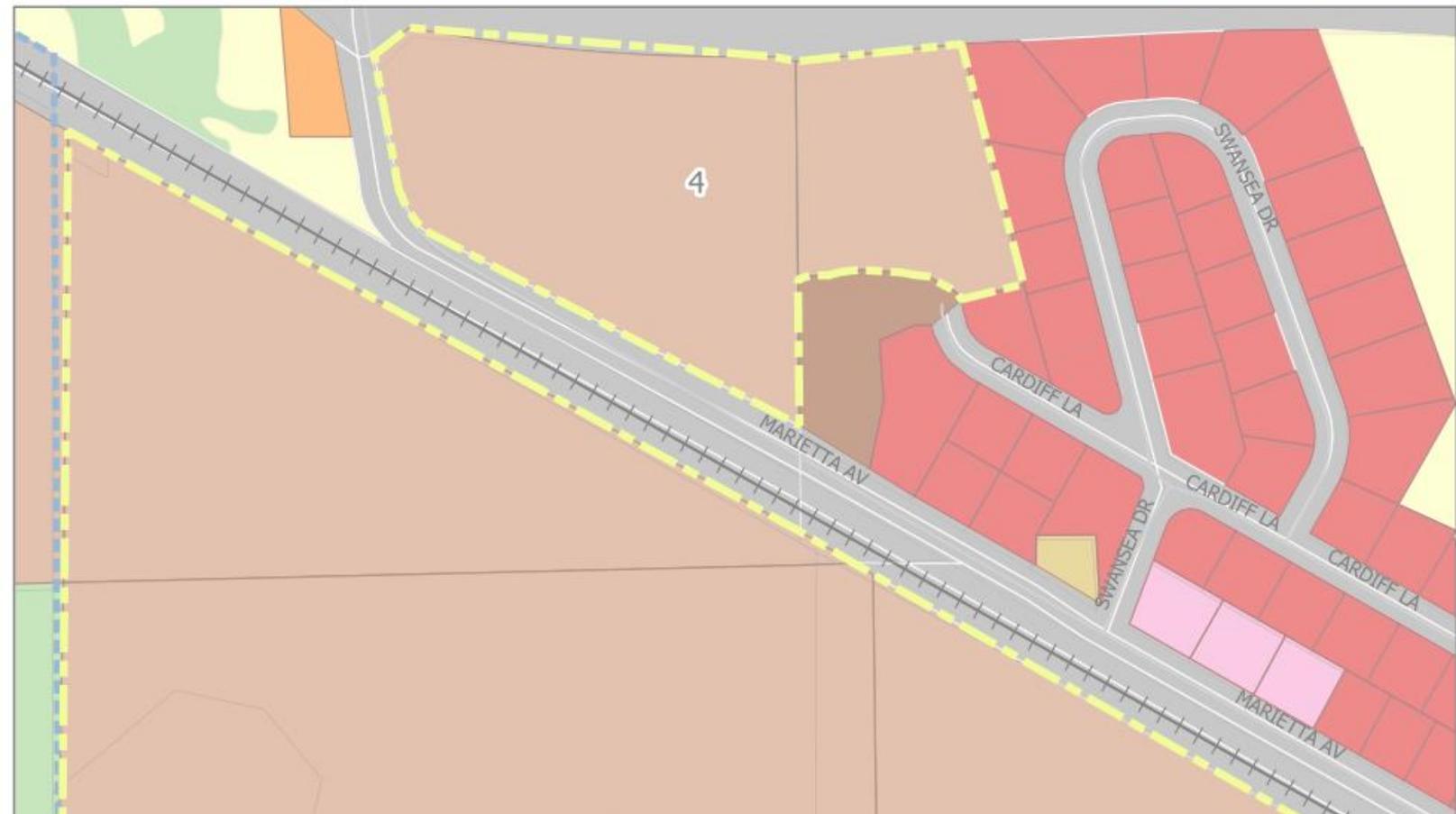
**Intergovernmental Cooperation: Goals, Objectives, Policies, and Programs**

When evaluating space needs and location for a new public safety building or Town Hall site, communicate with the School District, take into consideration the emergency shelter needs of Ixonia Elementary School (currently met by the Fire Station), and consider other opportunities to share indoor and outdoor spaces.

When evaluating space needs and locations for new Town facilities, consider opportunities to cooperate with other units of government to expand services or provide services more efficiently.

Explore opportunities to work with Jefferson County or an adjacent municipality to provide dedicated 24/7 police service.

Create a designated community liaison position to coordinate communication with other units of government and identify potential opportunities for intergovernmental cooperation on an ongoing basis.



## CHAPTER NINE – LAND USE

## Introduction

Land use planning is the foundation of any community's comprehensive plan. It provides the guidance for the development of the Town with the goal of meeting the vision that the community has for its future.

Wisconsin Comprehensive Planning Legislation (Wisconsin Statutes §66.1001) requires that the land use element of a comprehensive plan include:

*A compilation of objectives, policies, goals, maps and programs to guide the future development and redevelopment of public and private property. The element shall contain a listing of the amount, type, intensity and net density of existing uses of land in the local governmental unit, such as agricultural, residential, commercial, industrial and other public and private uses. The element shall analyze trends in the supply, demand and price of land, opportunities for redevelopment and existing and potential land-use conflicts. The element shall contain projections, based on the background information specified in par. (a), for 20 years, in 5-year increments, of future residential, agricultural, commercial and industrial land uses including the assumptions of net densities or other spatial assumptions upon which the projections are based. The element shall also include a series of maps that shows current land uses and future land uses that indicate productive agricultural soils, natural limitations for building site development, floodplains, wetlands and other environmentally sensitive lands, the boundaries of areas to which services of public utilities and community facilities, as those terms are used in par. (d), will be provided in the future, consistent with the timetable described in par. (d), and the general location of future land uses by net density or other classifications.*

## Priority Issues

- Preserve Rural Small Town Atmosphere
- Preserve Natural and Open Space
- Keep Established Businesses and Industries
- Attract and Support More Retail and Service Businesses
- Improve Public Safety and Security
- Enhance Park and Recreation Opportunities
- Improve Marietta Avenue
- Plan for Growth
- Develop Vibrant Well-Planned Neighborhoods

## Existing Land Uses

The Town of Ixonia encompasses 36.27 square miles, or 23,213 acres, of land. The Town is made up of predominantly agricultural land, as is most of Jefferson County. Generally, land use can be broken down into the following categories: Agricultural, Residential, Commercial, Industrial,

Governmental, Transportation & Utilities, and Natural Resources. Parcels can have multiple land uses, especially farm parcels that include a home and agricultural land. There are a few properties that are truly mixed-use, but they are categorized based on the main use of the buildings. The amount of land within each category is summarized below. Map 10 shows the current land use by category, as of July 2022.

**Table 23 - Existing Land Use by Acreage, 2022**

Land Use Category	Acres	% of Total
Residential	1,477.5	6.3%
Commercial	97.3	0.4%
Industrial	144.7	0.6%
Governmental / Institutional	170.5	0.7%
Transportation / Utilities	1,216.4	5.2%
Agricultural	12,614.3	54.2%
Wetlands	4,114.0	17.7%
Woodlands	1,189.5	5.1%
Surface Water	441.3	1.9%
Other Open Space	1,829.2	7.9%
Total	23,294.7	100.0%

Source: Jefferson County GIS data; Trilogy Consulting, LLC

Several important observations can be noted about current land use in Ixonia:

- While Ixonia has a substantial population and commercial and industrial development for a town, over 86 percent of the land area is still agricultural, wetlands, woodlands, surface water and other open space.
- Residential land uses in Ixonia account for only 6.3 percent of the land use by area but 79.6 percent of the tax base.
- Commercial and industrial land uses in Ixonia account for only 1.0 percent of the land use by area but 16.0 percent of the tax base.
- Development in Ixonia has followed key transportation and utility corridors in a southeast to northwest line across the Town.
- Development in Ixonia is concentrated in three clusters:
  - The ‘Village Hamlet’ area around Marietta Avenue and CTH F in the center of the Town – This area developed after the railroad was completed in 1855. Today, this area has sanitary sewer service via Utility District No. 1 and the Town’s Wastewater Treatment Plan. It has a mix of land uses, including a large industrial park as well as older commercial and residential buildings and newer residential subdivisions.

***Map 10 – Existing Land Use 2021***

- The eastern edge of the Town adjacent to Lac La Belle – This area is mostly residential and is provided with sanitary sewer service via Utility District No. 2 and an intermunicipal sewer service agreement with the City of Oconomowoc.
- The Pipersville area on the western edge of the Town – This is one of the oldest settled areas in the Town. It contains a small cluster of homes and a few businesses.
- The Village Hamlet area in the center of the Town is essentially a village within the larger Town.
- Outside of the clusters of more dense development the Town is primarily agricultural and open space lands with scattered home sites.

Single family homes on sites of less than an acre constitute most of the residential land use in the Town. The Town also has a substantial number of two family and multi-family units, but the amount of land devoted to these uses is minimal. Table 24 below shows the acreage of land use of each type of residential development; this includes only the actual use of the land; it does not include common recreational spaces or other open lands owned by subdivision property owners or any other landowner.

**Table 24 - Residential Land Use by Type of Unit**

Residential Land Use Type	Acres	Units	Units / Acre
Single Family	1,411.1	1,587	1.12
Two Family	21.9	94	4.28
Multi Family	30.6	270	8.84
Vacant Lots	13.9	-	-
<b>Total</b>	<b>1,477.5</b>	<b>1,951</b>	<b>1.32</b>

*Source: Jefferson County GIS data; Trilogy Consulting, LLC*

**Pipersville**

Pipersville is a small settlement on the western edge of the Town, one of two original settlements in the Town. Pipersville includes areas south of the Rock River around the intersection of CTH P and CTH E and north of the Rock River along Hustisford Road. This area is not served with sanitary sewer service. Map 11 shows existing land uses in the Pipersville area, which consist of small clusters of residential properties, two commercial properties, and surrounding agricultural lands and environmental and other open space. Pipersville is designated a rural hamlet with an area for future growth in the Jefferson County 2040 Agricultural Preservation & Land Use Plan.

***Map 11 – Pipersville Area Existing Land Use 2021***

***Village Hamlet***

The Village Hamlet area is in the center of the Town around STH 16, Marietta Avenue, and CTH F. This was one of the early settlements in the Town after the railroad was completed in 1855. This area includes early residential and commercial development, a large industrial park, and several newer subdivisions. Utility District No. 1 provides sanitary sewer service to this area. Map 12 shows existing land uses in the Village Hamlet area. The Village Hamlet area is designated as a limited-service area with areas for future growth in the Jefferson County 2040 Agricultural Preservation & Land Use Plan and the Jefferson County Comprehensive Plan, as described in more detail below.

***Lac La Belle***

The Lac La Belle area is on the eastern edge of the Town, along STH 16, adjacent to the Village of Lac La Belle and the City of Oconomowoc. Utility District No. 2 provides sanitary sewer service to this area under an agreement with the City of Oconomowoc. This area has residential subdivision development within the sewer service area. Map 13 shows existing land uses in the Lac La Belle area. The Lac La Belle area is designated as a limited-service area with areas for future growth in the Jefferson County 2040 Agricultural Preservation & Land Use Plan and the Jefferson County Comprehensive Plan, as described in more detail below.

***Map 12 – Village Hamlet Existing Land Use 2021***

***Map 13 – Lac La Belle Area Existing Land Use 2021***

**Jefferson County Planning and Zoning**

The County has land use authority over all unincorporated areas, including all towns. The County administers zoning districts and regulations within Ixonia. Zoning regulations must be consistent with the County’s Comprehensive Plan. Towns may develop their own zoning regulations and Comprehensive Plans if desired.

***Jefferson County Land Use Plan***

The Jefferson County 2040 Agricultural Preservation & Land Use Plan and the Jefferson County Comprehensive Plan identify several broad land use categories as described in Table 25.

**Table 25 - Jefferson County Land Use Plan Categories**

Land Use Category	Description
Farmland Preservation Area	Areas of existing agricultural uses or agricultural-related uses, that are actively used for farming and are considered agricultural producing lands, that should be preserved for agricultural or agricultural-related uses through the planning horizon of the Agricultural Preservation and Land Use Plan.
15-Year Growth Boundary	<p>Unincorporated lands that have been identified for non-agricultural growth, such as residential subdivisions, commercial and retail centers, or industrial development, within the planning horizon of the Agricultural Preservation and Land Use Plan. These areas may include identified growth areas for municipalities and growth areas for rural development centers, rural hamlets, or small scattered rural growth areas.</p> <p><b>**Note that, by definition, 15 Year Growth areas should not include Farmland Preservation Areas. In the event the growth boundaries planned by a City or Village contain land the County has designated as Farmland Preservation, the respective jurisdiction will need to revise their growth boundary based on the updated Farmland Preservation areas. In the event of conflict, land zoned as Farmland Preservation succeeds land designated as a 15 Year Growth Area.</b></p>
Rural Hamlets	A collection of small-scale, usually older buildings in a town, often located at or near the crossroads of two rural highways, and typically including some mix of residential and non-residential uses. Rural hamlets are not served with public sewer or water systems. Some rural hamlets are appropriate for additional growth, while others are not, often as a result of environmental conditions or local preferences.
Rural Development Areas	A geographic area defining an existing center of development outside of a city, village, or rural hamlet that is over 50 acres in size and is included with a limited service area where limited public services are available.
Limited Service Areas	A geographic area delineated around a rural hamlet or rural development area where a range of limited public services are currently available or plan to be available as development occurs. Sanitary sewer service must be a service provided in this area.

Most of the Town is within the County’s Farmland Preservation Area, with development restricted to limited new residential development or agricultural support businesses, as described in Chapter Six. The areas served by Utility District No. 1 and Utility District No. 2 are considered Limited Service Areas. Portions of these areas are also within the 15-Year Growth Boundary areas that allow for non-farm residential, commercial, and industrial development. Several other small areas have been identified as Growth Boundary areas, including an area adjacent to Pipersville. Figure 5-4 in the Jefferson County Comprehensive Plan and Figure 2 in the Jefferson County 2040 Agricultural Preservation & Land Use Plan show the 15-Year Growth Boundary areas in the Town of Ixonia.

***Jefferson County Zoning***

Map 14 shows the existing zoning districts within Ixonia. Table 26 summarizes the purpose and allowable land uses in each district.

***Map 14 – Existing Zoning***

**Table 26 – Jefferson County Zoning Categories**

Zoning Category		Description
Exclusive Agriculture	A-1	Promotes the continued agricultural uses on the best quality agricultural land. This district may only be used in areas designated as Agricultural Preservation Areas.
Agricultural and Rural Business	A-2	Provides for manufacturing, storage warehousing, marketing or industrial activities that are related to the agricultural industry.
Agricultural / Rural Residential	A-3	Allows limited rural residential development on lands which are predominantly agricultural areas.
Agricultural Transition	AT	Meant to preserve agricultural lands near developed areas for appropriate future growth.
Business	B	Areas that are appropriate for non-agricultural commercial land.
Community	C	Areas which traditionally serviced nearby farms and residences but were not legally incorporated into villages or cities.
Industrial	I	Areas suited for non-agricultural industrial development - often due to location, topography, streets, utilities, and relationship to other land uses.
Natural Resource	N	Prohibits development due to ground water, significant wildlife habitat, natural vegetation, or the need to protect water quality
Residential - Sewered	R-1	Areas where residential development has already occurred or is likely to occur within urban service areas and limited service areas. It is meant to allow primarily single-family homes and related accessory uses.
Residential - Unsewered	R-2	Non-farm residential areas not served by public sewer, and are located within urban service areas, limited service areas, and rural hamlets.
Residential / Recreation	R / R	Areas where mostly recreational development has already occurred or is likely to occur.
Shoreland / Wetland	Overlay District	Identifies floodplain limits and prevents unsuitable uses from locating within the floodplain. It is an overlay and acts as additional regulation on underlying zoning.
Waterfront	W	Identifies residential and commercial areas adjacent to the county's waterways.

### **Growth Projections and Future Land Use Needs**

*Land for residential and nonresidential growth* – Based on projections prepared by Jefferson County, the Wisconsin Department of Administration, the local demand for housing, and the results of the Town survey, it is expected that the Town will continue to grow over the next 20 years, with needs for all types of land uses. There are identified needs for more residential development, a desire to attract more small to medium scale service and retail businesses, and continued demand in the Ixonia Industrial Park. Based on the projected population growth, it is estimated that there will be demand for 750 to 1,000 new residential dwelling units, depending on household size.

*Preserving the rural atmosphere and open spaces* – However, the priorities of Town residents also include the desire to keep Ixonia’s rural atmosphere and open spaces. Thus, new growth should be strategically located in areas where urban development has already taken place, mainly the Village Hamlet area, and within the area to be served by the wastewater treatment plant. There are some areas outside of the Village Hamlet that are already zoned for limited residential development, but development should be directed to the Village Hamlet area to the extent practical.

*Other considerations* – Other considerations for future land use identified in the development of this Plan include:

- Identify key properties for development or redevelopment.
- Identify suitable locations for small to medium scale service and retail businesses.
- Explore potential locations for community facilities such as a new fire station or public safety building, a ‘Town Square’ open space, a new Town Hall or indoor community center space.
- Consider where new residential and nonresidential development and community facilities can best be accommodated.
- Develop written standards for future residential developments. These standards should address:
  - Wider streets to provide curbside parking and snow plowing
  - Adequate turn lanes at the entry to the development
  - Preservation of open space and provision of park space
  - Provision of sidewalks or walking trails
  - Street lighting
  - Connection to and within the Village Hamlet portion of the Town where possible
  - Provision of water tanks for water for fire suppression.
  - Adequate broadband internet infrastructure, where appropriate.

*Four distinct areas* – Through the course of developing this Plan, four distinct areas were identified in the Town, each with its own issues and focus for future land use: 1) Farmland

Preservation Area; 2) Pipersville; 3) Lac La Belle Area; and 4) Village Hamlet. The key issues and focus for future land use for each area are described below.

***Farmland Preservation Area***

This area consists of areas of existing agricultural uses or agricultural-related uses, that are actively used for farming and are considered agricultural producing lands, that should be preserved for agricultural or agricultural-related uses through the planning horizon of this Plan. The focus of land use planning for this area is to maintain and support active agricultural use in the Town and preserve areas of natural resource importance. Current Jefferson County zoning supports this goal, and the Town should continue to follow County zoning for farmland preservation and limited rural development. Limited rezonings to A-3 to allow for new residences or to A-2 to allow for compatible agricultural and rural businesses may be considered by the Town and County, however the goal is to minimize conversion of prime farmland to residences and other nonfarm development.

This area includes most of the area in the Town designated as Farmland Preservation Area in the Jefferson County Agricultural Preservation and Land Use Plan. However, the Town has identified certain limited areas designated by Jefferson County for farmland preservation as areas of potential development within the planning horizon of this Plan, as described under the future land use plan for the Village Hamlet area.

**Key Strategies for the Farmland Preservation Area:**

1. Maintain and support active agricultural use and preserve areas of natural resource importance.
2. Follow County zoning for farmland preservation and limited rural development.
3. Limited rezonings to A-3 to allow for new residences or to A-2 to allow for compatible agricultural and rural businesses may be considered.
4. Minimize conversion of prime farmland to residences and other nonfarm development.

***Pipersville***

The portion of Pipersville that is within the 15-Year Growth Boundary is limited to the areas just east and west of the intersection of Pipersville Road and CTH E. Most of this area is zoned Community and is already developed with single family residences and one commercial business, Donny's Girl Supper Club.

The 20-acre property on the western edge of this area is undeveloped and zoned Agricultural Transition. This area would be suitable for new unsewered residential development.

**Strategies for the Pipersville Area:**

1. Limit new development to the 15-Year Growth Boundary area at densities that are suitable for on-site wastewater treatment systems.
2. Develop subdivision controls and standards for residential development.

3. Explore opportunities to improve bicycle and pedestrian facilities and amenities in this area, either as part of new construction, reconstruction of Town roads, or in cooperation with Jefferson County.

### ***Lac La Belle Area***

This area has some undeveloped land west of Ski Slide Road, between Ski Slide Park and the railroad tracks that is within the 15-Year Growth Boundary and Utility District No. 2.

Just south of Ski Slide Park, the land is zoned Community. This area would be suitable for new commercial or residential development.

The current zoning for the triangle of land just north of the railroad tracks is Industrial. Approximately 8 acres of this area has been developed with storage units marketed for storage of snowmobiles, boats, and RVs. Similar uses are anticipated for the remaining 30 acres zoned Industrial.

To the west of the areas within the 15-Year Growth Boundary and the Utility District, there are properties along STH 16 that could be suitable for commercial development. However, these properties are not yet included in the 15-Year Growth Boundary or sewer service area.

There are two properties in need of rehabilitation or redevelopment within this area. One is the old Gorgina's Restaurant property on the southeast corner of STH 16 and Ski Slide Road. The other is the old Country Drive In property adjacent to Ski Slide Park at the southwest corner of Madison Avenue and Ski Slide Road.

One of the key challenges for the development of this area is that the Town relies on the City of Oconomowoc for wastewater treatment service. New development cannot obtain sewer service without the approval of the City of Oconomowoc.

### **Strategies for the Lac La Belle Area:**

1. Explore opportunities for redevelopment of the Gorgina's and Country Drive In properties, including the potential use of Tax Increment Financing (TIF) to support redevelopment.
2. Explore opportunities to improve bicycle and pedestrian facilities and amenities in this area, either as part of new construction or reconstruction of Town roads.
3. Land west of Ski Slide Road between Ski Slide Park and the railroad tracks, as well as land west of Utility District No. 2 along STH 16 may be suitable for commercial and/or residential development. However, this will depend on resolving sanitary sewer service issues with the City of Oconomowoc.

***Village Hamlet***

It was confirmed during the planning process that new growth should be strategically located in areas where urban development has already taken place, mainly the Village Hamlet area, and within the area to be served by the wastewater treatment plant.

The new wastewater treatment plant currently under construction to serve Utility District No. 1 and the Village Hamlet area will have the capacity to serve approximately 2,400 additional people as well as an increase of nonresidential flows several times over the current nonresidential flows. In total, the new treatment plant will have more than double the capacity of the current plant.

For the land use element, the Ad Hoc Committee initially identified 11 undeveloped areas within Utility District No. 1 or the Limited Service Area designated by Jefferson County. Maps of these areas are included in Appendix F. Two additional areas were later identified as suitable for development and needed to accommodate the anticipated demand for new residential and nonresidential development during the planning period. These areas are to the east and south of the existing Utility District No. 1 service area.

Suitable land uses for each of these areas were discussed in detail at two meetings of the subcommittee of the Ad Hoc Committee tasked with focusing on future land use, and at two meetings of the Ad Hoc Committee. Areas designated as potential areas of new development by land use category are as follows:

**Single Family Residential**

- Expansion of the Autumn Ridge subdivision to the west
- North of CTH P (north of Autumn Ridge subdivision)
- Between STH 16 and Marietta Avenue at the extension of Cardiff Lane
- East and west of River Valley Road between Audubon Park Drive and Hill Road
- East of River Valley Road and north of STH 16
- West of River Valley Road south of the railroad tracks

**Mixed Use / Residential**

- South of Marietta Avenue, east of CTH F, north and south of the railroad tracks
- North of Rockvale Road, just west of the Rock River
- These areas could be developed with a mix of commercial/business uses, multi-family housing and single family residential uses.

**Business (Commercial)**

- North of STH 16 and west of River Valley Road
- North of STH 16 at the extension of American Road

### Industrial

- South of the existing industrial park, from Woody Lane to Rockvale Road, east and west of CTH F
- Between Marietta Avenue and CTH P, west of Oak Drive

### Government

- East of CTH F and south of Town Hall

As noted in Chapter Seven Economic Development, another key focus for this area is developing a detailed plan to improve Marietta Avenue and unused or underutilized properties, including the Rollex site, and create a distinct, attractive ‘downtown’ area. This plan should include:

- Identification of public improvements, including improvements and amenities to improve access and safety for bicycles and pedestrians.
- Identification of potential private property improvements, including redevelopment or rehabilitation.
- Recommended site development standards for new nonresidential development or redevelopment within the Village Hamlet area.
- Feasibility of creating a TIF district to support public and private property improvements.
- Identification of other programs and grants to support the desired improvements.

Table 27 summarizes existing land use within Utility District No. 1 within the Village Hamlet area by land use category; planned land use including new areas proposed to be added to Utility District No. 1; and the change in acres of each land use if all of the areas identified as suitable for development are developed.

As shown, the land use plan identified 733 acres to include in the Utility District. About 65 percent of this land is developed or suitable for development, while 35 percent is wetlands, woodlands, and other open space.

In total, the land use plan identifies about 367 acres suitable for new residential development, 90 acres for mixed use development, 20 acres for new commercial development, 190 acres for industrial park expansion. Governmental, institutional, and transportation land uses include the site of the Wastewater Treatment Plant, an existing church, and existing roads and railroad right of way that would be included in the expanded utility district area.

**Table 27 - Acres of Future Development by Land Use Category, Village Hamlet**

Land Use Category	2022 (Acres)	Future (Acres)	Change (Acres)
Residential	296.4	663.7	367.3
Mixed Use	-	90.2	90.2
Commercial	87.3	107.0	19.8
Industrial	144.7	335.2	190.5
Governmental / Institutional	76.6	111.8	35.1
Transportation / Utilities	204.0	251.5	47.5
Agricultural	501.3	222.2	(279.1)
Wetlands	227.6	430.4	202.8
Woodlands	19.3	40.9	21.6
Surface Water	1.3	1.3	-
Other Open Space	256.8	294.3	37.5
<b>Total</b>	<b>1,815.3</b>	<b>2,548.4</b>	<b>733.1</b>

*Source: Jefferson County GIS data; Town of Ixonia; Trilogy Consulting, LLC*

Map 15 shows the planned land uses for the future development areas. This map also indicates the area along Marietta Avenue that should be included in a rehabilitation and redevelopment plan.

***Map 15 – Planned Land Use Village Hamlet***

**Strategies for the Village Hamlet Area:**

1. Work with Jefferson County to amend the 15-Year Growth Boundary and the Utility District No. 1 to include lands south of Woody Lane and east of River Valley Road.
2. Develop subdivision controls and standards for residential development.
3. Explore opportunities to improve bicycle and pedestrian facilities, amenities, and safety improvements in this area, either as part of new construction, reconstruction of Town roads, or in cooperation with Jefferson County.
4. Develop a detailed plan to improve Marietta Avenue and unused or underutilized properties, including the Rollex site, and create a distinct, attractive ‘downtown’ area.

**Future Land Use**

The projected change in land use by acre is shown in the following table. The net change considers existing farm residences that may be redeveloped as part of some of the future development areas.

**Table 28 - Projected Change in Land Use by Acreage, 2022-2040**

Land Use Category	2022 (Acres)	Future (Acres)	Change (Acres)
Residential	1,477.5	1,807.9	330.4
Mixed Use	-	90.2	90.2
Commercial	97.3	117.1	19.8
Industrial	144.7	335.2	190.5
Governmental / Institutional	170.5	172.9	2.4
Transportation / Utilities	1,216.4	1,216.4	-
Agricultural	12,614.3	12,000.2	(614.1)
Wetlands	4,114.0	4,114.0	-
Woodlands	1,189.5	1,189.5	-
Surface Water	441.3	441.3	-
Other Open Space	1,829.2	1,810.0	(19.1)
<b>Total</b>	<b>23,294.7</b>	<b>23,294.7</b>	

Source: Jefferson County GIS data; Town of Ixonia; Trilogy Consulting, LLC

The future land use plan map for the entire Town is shown on Map 16.

***Map 16 – Planned Land Use Town of Ixonia***



## CHAPTER TEN - IMPLEMENTATION

## Introduction

A thoughtful implementation plan is key to bringing the comprehensive plan to life, for monitoring progress, and for indicating when revisions or updates may be needed.

Wisconsin Comprehensive Planning Legislation (Wisconsin Statutes §66.1001) requires that the implementation element of a comprehensive plan include:

*A compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to any applicable zoning ordinances, official maps, or subdivision ordinances, to implement the objectives, policies, plans and programs contained in pars. (a) to (h). The element shall describe how each of the elements of the comprehensive plan will be integrated and made consistent with the other elements of the comprehensive plan, and shall include a mechanism to measure the local governmental unit's progress toward achieving all aspects of the comprehensive plan. The element shall include a process for updating the comprehensive plan. A comprehensive plan under this subsection shall be updated no less than once every 10 years.*

## Priority Issues

- Preserve Rural Small Town Atmosphere
- Preserve Natural and Open Space
- Keep Established Businesses and Industries
- Attract and Support More Retail and Service Businesses
- Improve Public Safety and Security
- Enhance Park and Recreation Opportunities
- Improve Marietta Avenue
- Plan for Growth
- Develop Vibrant Well-Planned Neighborhoods

## Promoting Use of the Plan

Successful implementation of this plan depends on the Ixonia community understanding and referring to this plan when making decisions with regards to the future development of the community. This includes elected and appointed officials, Town staff, developers and realtors, residents, and others interested in the development of the community. The Town should evaluate its decisions relative to this plan and regularly review progress towards the specific action steps recommended in this plan.

To facilitate understanding and use of this plan the following steps are recommended:

- A summary of the adopted plan should be prepared for easy distribution to elected and appointed officials, Town staff, developers and realtors, residents, community groups, other governmental entities, and other interested persons. That summary should include

the list of Town-wide or general policies and action steps, area-specific strategies, and the planned land use map.

- The summary of the adopted plan should be distributed to all Town officials and staff, the Town’s consulting engineer, and Thrive Economic Development, in addition to the other governmental entities as required by Wisconsin Statutes.
- A current copy of the summary and the entire adopted plan and maps should be maintained on the Town’s website and at Town Hall.
- The plan summary should be reviewed by the Town Plan Commission and Town Board on an annual basis to discuss implementation progress and any need for updates.
- As opportunities arise, the Town may also wish to share the Plan’s goals with community groups, school groups, local business leaders, or other interested groups.

### **Summary of General or Town-Wide Policies and Action Steps**

Consistent and mutually reinforcing goals and action steps emerged from the various Plan elements. Rather than list the action steps by plan element, Town-wide or general policies and action steps are summarized below, followed by area-specific strategies.

#### ***Policies***

- Locate new residential development primarily in areas with existing urban development and sanitary sewer service.
- Allow for new duplex or multi-family residential units in suitable areas to accommodate a range of household types.
- Allow for new industry and commercial uses in suitable areas to support existing business retention, business expansion, and new retail and service businesses to provide the needs of residents.
- Maintain and support active agricultural use in the Town and preserve areas of natural resource importance. Current County zoning supports this goal, and the Town should continue to follow County zoning for farmland preservation and limited rural development.

#### ***High Priority Action Steps***

- Adopt written standards for future residential developments to address:
  - Wider streets to provide curbside parking and snow plowing;
  - Adequate turn lanes at the entry to the development;
  - Preservation of open space and provision of park space;
  - Provision of sidewalks or walking trails;
  - Street lighting;
  - Connection to the ‘downtown’ portion of the Town where possible;
  - Provision of water tanks for water for fire suppression;
  - Adequate broadband internet infrastructure, where appropriate.

- Consider adopting a Complete Streets Program. At a minimum, a program would include the following:
  - Consider improvements to accommodate the safe and efficient use of Town roads by all users and modes of transportation when a Town road is reconstructed.
  - Incorporate complete streets concepts into written standards for new residential development.
- Establish dedicated 24/7 police coverage for the Town. Opportunities to evaluate include:
  - Contracting with the Jefferson County Sheriff's Department.
  - Cooperation with an adjacent municipality.
  - Establishing a Town police department.
- Prepare a comprehensive evaluation of the space needs and optimal location for future Town facilities identified in this plan. Based on the assessment of future needs, the main goal for the Town's community facilities is to perform a comprehensive evaluation of how to leverage current Town property and assets to serve future Town residents and businesses in the best and most cost-effective manner. The Town is in a transition period and owns several properties that could be better utilized for other purposes, including Town Hall, the current fire station, recycling facility, and the former Firemen's pavilion that is currently leased to Chivaree on Park. There are consulting firms that specialize in preparing studies and plans for the different types of facilities that will be needed. Considerations should include:
  - A new Town Hall / Community Center. Potential opportunities discussed as part of this planning process include remodeling and expansion of the existing building, construction of a new building on the existing site, or a new building in Fireman's Park. Important considerations for a new Town Hall / Community Center include accommodation of expanded Town administration staffing and services, modern accessible community space for use by residents, organizations, and potential future offerings of public recreation programs or community events, and public internet stations to supplement the limited broadband currently available in the Town. Community spaces should include both large and small meeting spaces.
  - A public safety building designed to accommodate both a full-time Fire and EMS Department with living and sleeping quarters, and space for a Town Police Department or a Sheriff's Department substation. Potential opportunities discussed as part of this planning process include repurposing the existing Town Hall site and adjacent land owned by the Town or exploring other centrally located sites near Ixonia Elementary School.
  - New public works facility.
  - New solid waste and recycling transfer site facilities, potentially in conjunction with public works facilities.
  - When evaluating space needs and location for a new public safety building or Town Hall site, communicate with the School District, take into consideration the

emergency shelter needs of Ixonia Elementary School (currently met by the Fire Station), and consider other opportunities to share indoor and outdoor spaces.

- When evaluating space needs and locations for new Town facilities, consider opportunities to cooperate with other units of government to expand services or provide services more efficiently.
- Prepare an updated Comprehensive Outdoor Recreation Plan to identify specific improvements for Town park and recreation facilities. As part of this plan, consider the opportunity to develop trails and trail connections within subdivisions and to connect to recreational areas, particularly the Interurban Trail. Also consider the opportunity to establish a dog park on the Town owned land at the new wastewater treatment plant and promotion of recreational opportunities on the Rock River.
- Create a designated community liaison position to coordinate communication with other units of government and identify potential opportunities for intergovernmental cooperation on an ongoing basis.

### ***Future Action Steps***

- Transition to a full-time Fire and EMS Department.
- Plan for the addition of a full-time Town Administrator, ideally one with experience in planning and zoning, and other additional administrative support staff.
- Review the Town's use of impact fees to fund public facilities improvements to accommodate new development. The Town currently collects an impact fee for park and recreation facilities, but could also implement fees for fire, police, transportation, or wastewater collection and treatment facilities. It is recommended to review the basis for the current fees and adjust them if needed, at a minimum.
- Use Tax Incremental Financing to provide financing for public and private improvements in areas identified for rehabilitation and redevelopment.
- Consider increasing the Town budget to support a sustained program of resurfacing or reconstruction of 2-3 miles per year of roadway, which would allow the Town to resurface or reconstruct its current 70 miles of roads every 25-35 years. Evaluate this program as new development increases the miles of roads maintained by the Town.
- Explore opportunities to work with other municipalities to enhance recreation offerings in the Town, especially for youth and seniors.
- Consider facilitating the formation of a business association as a forum for businesses, including home based businesses, to discuss needs and serve as a contact point for potential new businesses.
- Consider formation of a task force to work with the Jefferson County Broadband Working Group and service providers to expand access to broadband internet in Ixonia.
- Though Ixonia has many buildings of historical significance, there are not any structures that are on any historical register and no organization exists to preserve local Town

history. Consider promoting the development of a local historical society or other similar organization.

### ***Ongoing Action Steps***

- Work with Jefferson County to improve speed limit enforcement on Town roads to improve safety for bicyclists, pedestrians, and ATVs.
- Work with Jefferson County to develop safer accommodations for bicyclists on County roads.
- Seek assistance from ThriveED, the economic development arm of Jefferson County. This organization can offer help in numerous ways, both from the public and private sides, to assist in economic development efforts, including accessing state funding programs.

### **Area Specific Strategies and Action Steps**

- Work with property owners in the industrial park to amend the deed restrictions to allow the Town to enforce deed restrictions.
- Work with Jefferson County and the State of Wisconsin to the extent possible to address safety and function issues. Areas of particular concern include:
  - Turning movements from CTH F into the Industrial Park
  - Intersection of CTH F and Marietta Avenue
  - North Street and STH 16
  - River Valley Road
  - CTH CW
- Upgrade or replace the boat launch at Kaul Park.
- Work with the Oconomowoc School District and Ixonia Elementary School staff to identify alternatives to address existing congestion on North Street and increasing traffic as school enrollment increases.

### ***Strategies for the Farmland Preservation Area:***

1. Maintain and support active agricultural use and preserve areas of natural resource importance.
2. Follow County zoning for farmland preservation and limited rural development.
3. Limited rezonings to A-3 to allow for new residences or to A-2 to allow for compatible agricultural and rural businesses may be considered.
4. Minimize conversion of prime farmland to residences and other nonfarm development.

### ***Strategies for the Pipersville Area:***

1. Limit new development to the 15-Year Growth Boundary area at densities that are suitable for on-site wastewater treatment systems.
2. Develop subdivision controls and standards for residential development.

3. Explore opportunities to improve bicycle and pedestrian facilities and amenities in this area, either as part of new construction, reconstruction of Town roads, or in cooperation with Jefferson County.

***Strategies for the Lac La Belle Area:***

1. Explore opportunities for redevelopment of the Gorgina's and Country Drive In properties, including the potential use of Tax Increment Financing (TIF) to support redevelopment.
2. Explore opportunities to improve bicycle and pedestrian facilities and amenities in this area, either as part of new construction or reconstruction of Town roads.
3. Land west of Ski Slide Road between Ski Slide Park and the railroad tracks, as well as land west of Utility District No. 2 along STH 16 may be suitable for commercial and/or residential development. However, this will depend on resolving sanitary sewer service issues with the City of Oconomowoc.

***Strategies for the Village Hamlet Area:***

1. Work with Jefferson County to amend the 15-Year Growth Boundary and the Utility District No. 1 to include lands south of Woody Lane and east of River Valley Road.
2. Develop subdivision controls and standards for residential development.
3. Explore opportunities to improve bicycle and pedestrian facilities, amenities, and safety improvements in this area, either as part of new construction, reconstruction of Town roads, or in cooperation with Jefferson County.
4. Develop a detailed plan to improve Marietta Avenue and unused or underutilized properties, including the Rollex site, and create a distinct, attractive 'downtown' area. This plan should include:
  - Identification of public improvements, including improvements and amenities to improve access and safety for bicycles and pedestrians.
  - Identification of potential private property improvements, including redevelopment or rehabilitation.
  - Recommended site development standards for new nonresidential development or redevelopment within the Village Hamlet area.
  - Feasibility of creating a TIF district to support public and private property improvements.
  - Identification of other programs and grants to support the desired improvements.

**Plan Review Process**

In addition to the recommendation to review the Plan annually, Wisconsin Statutes require municipalities to amend their plan at least once every ten years. The amendment process must follow the same requirements as the original plan adoption, including public participation and the adoption process outlined in Wisconsin Statutes §66.1001(4).

Development proposals or changing conditions in the Town may trigger the need for a minor modification or update to the Plan prior to the ten-year update. Examples may include requests to change the zoning of a parcel to a use that is inconsistent with the future land use mapped in the Plan or changes recommended through detailed neighborhood or special area planning conducted by the Town. These issues should be addressed on an as-needed basis rather than waiting until the ten-year update. The procedures for minor updates and ten-year amendments are described below.

### ***Minor Updates to the Plan***

Minor updates to the Plan most commonly take the form of a change to the future land use map but could also involve a change in the plan text to change the Town's goals or policies. At a minimum, the Town must take the following steps to adopt a minor update to the Plan.

- Prepare a written summary, maps, or other exhibits to thoroughly explain the proposed update to the plan. This documentation must be made available to the public prior to the public hearing on the amendment.
- Send a copy of the amendment to the plan to all of the following:
  - Every governmental body that is located in whole or in part within the Town (i.e. school districts)
  - The clerk of every local government unit that is adjacent to the Town
  - Jefferson County
  - The Wisconsin Department of Administration
  - The public library that serves Town residents
- Hold a public hearing on the proposed amendment. The public hearing must be noticed in accordance with Wisconsin Statutes (currently a Class 1 notice 30 days prior to the hearing).
- The Plan Commission must approve the Plan amendment and forward it to the Town Board for consideration.
- The Town Board must consider an ordinance to amend the Plan and act by majority vote to approve or deny the amendment.

### ***Ten-Year Updates to the Plan***

At a minimum of once every ten years, the Plan Commission must consider the need to update the plan. The ten-year amendment will update relevant information about the Town and may revise Plan goals and recommendations. Depending on the extent of revisions contemplated by the Plan Commission, the Town may decide to re-write the plan. The ten-year review and amendment process should, at a minimum, include the following:

- Review the adopted plan and any adopted minor amendments to the plan.
- Compile and update applicable demographic, economic, and land use data to update Chapters One, Three, and Nine.

- Compile updated information regarding utilities and community facilities to update Chapter Five.
- Solicit input from Town staff, Plan Commission and Town Board regarding the scope of the update and issues that should be addressed.
- Conduct a public participation process to solicit input regarding community needs and desires and use that input to update the plan.
- Prepare an amendment to the Plan that addresses the issues raised during the internal review and the public participation process.
- Review and act to adopt, modify or reject the proposed amendment following the process required under Wisconsin Statutes as outlined above.