



# **Town of Aztalan Comprehensive Plan**

2019 Plan Update

Recommended by Plan Commission: 9.3.19

Adopted by Town Board: 9.11.19

## TOWN OF AZTALAN COMPREHENSIVE PLAN SUMMARY

The *Town of Aztalan Comprehensive Plan* is a decision making guide for future community growth, change, and preservation over the next 20 years.

### Who might find the plan useful?

Town officials will use the *Comprehensive Plan* as a blueprint for future Town development, government activities, and budgets. Others that should find the *Plan* useful include:

- ◆ Members of the public interested in understanding the long-term vision and priorities of their local government.
- ◆ Individuals and groups with a particular interest, and a desire to learn how that interest fits within a big-picture vision for the Town or how they can “make a difference.”
- ◆ Property owners wanting to understand what they or their neighbors can do with their land in the future.
- ◆ Developers interested in exploring types and locations for future growth or redevelopment that the Town supports.
- ◆ Nearby and overlapping units of government interested in understanding how Town plans might affect their own.

### How is this *Plan* most commonly used?

Most frequently, people will use the *Comprehensive Plan* to learn how they might be able to use a particular piece of land that is different from how it is being used today, usually by following these steps:

1. **Checking the Future Land Use Maps:** Maps 6 and 7, in the Land Use chapter, present the Town’s desired pattern of future land uses, including areas for continued preservation. Each property has a unique future land use category assigned to it. This represents the Town’s desired future land use for that property.
2. **Reviewing the Future Land Use Category Description:** The Land Use chapter of the *Comprehensive Plan* includes a detailed description of each future land use category shown on the Future Land Use maps. For each category, this chapter also indicates recommended policies and programs.

### What do the Comprehensive Plan Chapters include?

**Chapter One: Issues and Opportunities**—The Town’s vision for the next 20 years.

**Chapter Two: Agricultural, Natural, and Cultural Resources**—The link between the health of area farms and the Town’s economic future. Opportunities and constraints posed by natural resource areas. The community’s cultural assets and directions toward historic preservation.

**Chapter Three: Land Use**—Where and how land development and redevelopment is projected to occur over the next 20+ years.

**Chapter Four: Transportation**—Changes to the road and trail network.

**Chapter Five: Utilities and Community Facilities**—Suggested improvements to community facilities and utilities.

**Chapter Six: Housing and Neighborhood Development**—New directions in housing and neighborhood design.

**Chapter Seven: Economic Development**—The community’s focus on Aztalan Hamlet development.

**Chapter Eight: Intergovernmental Cooperation**—How the Town intends to work with its neighbors and others to carry out the Plan.

**Chapter Nine: Implementation**—Key recommendations of the Plan and the steps to carry them out.



3. **Digging Deeper into Recommendations:** Often, a policy associated with a future land use category will refer the reader to a different chapter of the *Comprehensive Plan*. Also, Map 7 depicts a suggested neighborhood plan for the Aztalan Hamlet. The neighborhood plan designates areas proposed for future residential and commercial development as well as the location of potential new streets.

#### How do the Plans of Other Communities Affect Aztalan?

It is essential to understand that due to the Town of Aztalan's positioning, depending upon the location of the property, property owners may find themselves subjected to the plans and/or regulations of neighboring communities and Jefferson County in addition to policies in this *Plan*. Individuals consulting this *Plan* as a blueprint for development also need to consider whether their property falls within the extraterritorial jurisdiction (ETJ) of a neighboring city or village. If a property owner's land falls within an ETJ, the property owner should also consult the neighboring community's comprehensive plan before proceeding with development. In addition, because the Town of Aztalan is under Jefferson County zoning regulations, property owners throughout the Town should understand Jefferson County plans and zoning regulations. For more information about how the plans of other communities affect Aztalan, see Chapter 8: Intergovernmental Cooperation.

#### What is the Authors' Intent?

This *Plan* was based on the following assumptions: at the time of writing this *Plan* the Town fell under County zoning regulations, extraterritorial jurisdictional regulations of three other communities, and several state plans and regulations. If the Town was not under these regulations, this *Plan* would read differently. In the future, if these regulations change or are removed, the Town will revisit and amend this *Plan* in the best interest of the Town. In addition, the *Plan* authors want it known that the intent of this *Plan* should be simply understood as the words are written. Any interpretation in the future will be made by the Town Board following a recommendation from the Town Plan Commission.

#### What is the Town's Vision for the Future?

A Vision Statement is intended to broadly describe how a community would like to look, feel, and function in the future. To carry out its vision, this *Comprehensive Plan* includes detailed goals, objectives, policies and programs. These are generally organized in chapters according to the required comprehensive plan elements.

#### The Town of Aztalan Vision

The Town of Aztalan will retain its rural character through careful planning and intergovernmental cooperation in order to manage future growth and preservation. The Town will preserve its farmland, protect its natural features, and promote its cultural resources in a manner that enhances the community's natural beauty and encourages economic investment in the area. Aztalan will further enhance the character and well-being of the Town by continuing to value and protect the Rock and Crawfish Rivers, by directing future development to the Aztalan Hamlet, and by advancing recreational opportunities within its parks and trails. The Town of Aztalan respects individual property rights and strives to attain this vision with due respect to and consideration of those rights.

## ACKNOWLEDGEMENTS

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Strand Associates  
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Vandewalle & Associates prepared maps that were included in the 2009 Plan but not updated or minimally updated for this 2019 Plan update

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## INTRODUCTION

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The Town of Aztalan is a rural community located in central Jefferson County. The Town of Aztalan has a rich cultural history, productive farming base, an interesting settlement pattern featuring the Aztalan Hamlet, and an abundance of natural features and amenities that contribute to a high quality of life. The Crawfish and Rock Rivers, along with Aztalan State Park, provide recreational opportunities and enhance the Town's scenic beauty. The Town's agricultural heritage continues to characterize the landscape and support the local economy. At the same time, access created by Highway 26 and Interstate 94 – both running through the Town – has influenced change in Aztalan.

Over the last fifteen years, the Town's population has been slowly increasing. Economic growth in nearby communities has provided local employment opportunities for Town residents and enhanced the market for housing in the Town. However, as neighboring municipalities and nearby Milwaukee/Waukesha and Madison metropolitan areas grow, the Town's rural character and agricultural heritage are increasingly threatened. In this context, planning for development in a coordinated, orderly, and predictable manner will enhance the Town's ability to retain its rural character, avoid land use and intergovernmental conflicts, provide appropriate housing and employment opportunities, and protect natural, cultural, and agricultural resources.

### Purpose of this Plan

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This *Comprehensive Plan* is being prepared under the State of Wisconsin's Comprehensive Planning legislation contained in §66.1001, Wisconsin Statutes. This *Town of Aztalan Comprehensive Plan* is intended to:

- ◆ Identify areas appropriate for development and preservation in the Town over the next 20 years;
- ◆ Recommend types of land use for specific areas in the Town;
- ◆ Preserve natural features, agricultural lands, and farming in the community;
- ◆ Identify needed transportation and community facilities to serve future land uses;
- ◆ Direct private housing and economic investment in the Town; and
- ◆ Provide detailed strategies to implement plan recommendations.

The *Plan* is organized into chapters that specifically address each of the nine elements required by the law. Each chapter presents background information on the respective element (e.g. *Transportation, Land Use, And Economic Development*) and then presents the Town's goals, objectives, and policies for that element. These documented policies are the basis for the recommendations that are presented at the end of each chapter. The final chapter (*Implementation*) of the document indicates proposed strategies and implementation timelines to ensure that the recommendations presented in this *Plan* become a reality.

The State of Wisconsin's legislation describes how a comprehensive plan must be developed and adopted. Only those plans that contain the nine required elements and were adopted under the prescribed procedures have legal standing as a comprehensive plan. Zoning and land division decisions undertaken by the Town should be consistent with this *Plan* or subsequent amendments to it.

### Planning Process

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In addition to providing sound public policy guidance, a comprehensive plan should also incorporate an inclusive public participation process to ensure that its recommendations reflect a broadly supported future vision. A process of citizen review and approval is critical to the planning process. This includes not only formal requirements outlined in §66.1001, but also more informal mechanisms such as public meetings and surveys.

Near the outset of this planning process in September 2018, the Town Board adopted by resolution its public participation plan to ensure that this *Plan* accurately reflects the vision, goals, and values of its residents. This public participation plan reflects the commitment of Aztalan's Town Board and Plan Commission to get input. The results of the Town's participation processes from both this 2019 *Plan* and the 2009 plan that it replaces are summarized in the Issues and Opportunities chapter.

## General Regional Context

Map 1 shows the relationship of the Town to neighboring communities in the region. The Town is located roughly 30 miles east of Madison and 50 miles west of Milwaukee. The Town encompasses approximately 16,000 acres and is bordered on the north by the Town of Milford, on the west by the Town of Lake Mills, on the south by the Town of Jefferson, and on the east by the Town of Farmington. The nearest incorporated municipalities include the City of Lake Mills to the immediate west, the Village of Johnson Creek to the immediate east, and the City of Jefferson to the immediate south. Land use and development in the Town of Aztalan is guided by County zoning regulations.

Much of the Town's land area falls within the 1.5 mile extraterritorial jurisdictions (ETJ) of the three neighboring communities: the City of Lake Mills, the Village of Johnson Creek, and the City of Jefferson. Within each respective ETJ, state law allows each city or village to plan for those areas that bear relation to the municipality's development, review land divisions, enact extraterritorial zoning (ultimately only with the consent of the Town), and establish and implement an Official Map for road and other public facility planning. The Town has an interest in working with these neighboring communities to coordinate land use goals and policies and avoid land use conflicts.

Map 1 shows the maximum extent of each City and Village ETJ based on current municipal limits. The 1.5 mile ETJs expand as neighboring municipalities annex Town land, though it is possible that each individual City or Village may apply an ETJ that is not as distant from the municipal limits. Owners or developers of property near the edges of the indicated ETJ boundaries should check with the associated City or Village to determine whether they are actually in or out of the ETJ when considering land divisions.

## Broader Regional Influences

The Town of Aztalan has been and will continue to be influenced by the natural, cultural, and economic conditions of Jefferson County and the larger surrounding region. Understanding these influences is an important part of identifying the opportunities and challenges that the Town will face over the next 20 years. Map 2 illustrates some of these regional influences on Jefferson County and the Town of Aztalan.

### Natural and Recreational Assets

The Town of Aztalan is situated near the center of Jefferson County. Although located at the center of a rapidly growing region, Jefferson County's natural landscape has remained relatively undisrupted by development. The County's roadways offer some of the most spectacular views of glacial drumlins in the world. Other natural areas include nine State Natural Areas and parks, six Land Legacy Places, access to two state trails, and an abundance of water resources, including wetlands, lakes, and rivers. Several of these are located in and near the Town of Aztalan—including the Rock and Crawfish Rivers and Aztalan State Park. As Jefferson County communities have faced growth pressures, residents





and property owners have taken measures to preserve rural character and the vast expanses of farmland that still blanket the towns and surround the villages and cities.

### Access and Transportation Networks

Aztalan's location along Interstate 94 and State Highway 26 and the access they provide to growing metro areas provides economic, social, and cultural benefits as well as challenges. An analysis of commuting patterns indicates that every day over 26,000 people commute between Jefferson County and the five immediately adjacent counties of Waukesha, Dodge, Dane, Rock, and Walworth—an increase from about 23,000 in 2009. Running through the Town, I-94 and Highway 26 provide good access to Madison, Milwaukee, Janesville, Beloit, the Fox Valley, and Green Bay as well as many of the Midwest's other major economic centers, including Chicago, Minneapolis, and Detroit. Highway 26 extends directly through the Town. Jefferson County is also traversed by US Highways 12 and 18 and State Highways 19 and 89, and has a direct connection with I-39/90, located west of Jefferson County. For more distant travel, the Town of Aztalan is also within an hour's drive from both the Dane County Regional Airport in Madison and General Mitchell International Airport in Milwaukee.

### Proximity to Major Employment, Shopping, and Cultural Centers

The Town of Aztalan is located within a short driving distance of several major regional employment centers, shopping, and entertainment destinations.

Roughly 25 minutes west of Aztalan, the City of Madison is a major employment center featuring the seat of state government and many state agencies, the University of Wisconsin-Madison, several regional medical centers, and a regional bio-agriculture research center. Madison's American Center and the City of Sun Prairie have become an area of concentrated employment. Shopping in the Madison area includes several regional shopping malls and districts, other unique shopping opportunities such as State Street, and many cultural and entertainment venues.

To the east, the Oconomowoc area has grown dramatically, including the new Aurora Summit Hospital, which is a 25 minute drive from Aztalan. Further east, the Milwaukee Metropolitan Area is within an hour's drive of the Town of Aztalan and likewise offers diverse employment, numerous cultural and entertainment venues, and shopping destinations.

The cities of Janesville and Beloit to the southwest are also relatively accessible, as is the Fox Valley to the northeast. And for weekend excursions, Downtown Chicago is less than two and one half hours from the Town.

How to best capture and balance the benefits and challenges presented by these regional influences, along with managing the effects from being next to three incorporated municipalities, is central to the development of this *Comprehensive Plan*.



Town of Aztalan  
Comprehensive Plan

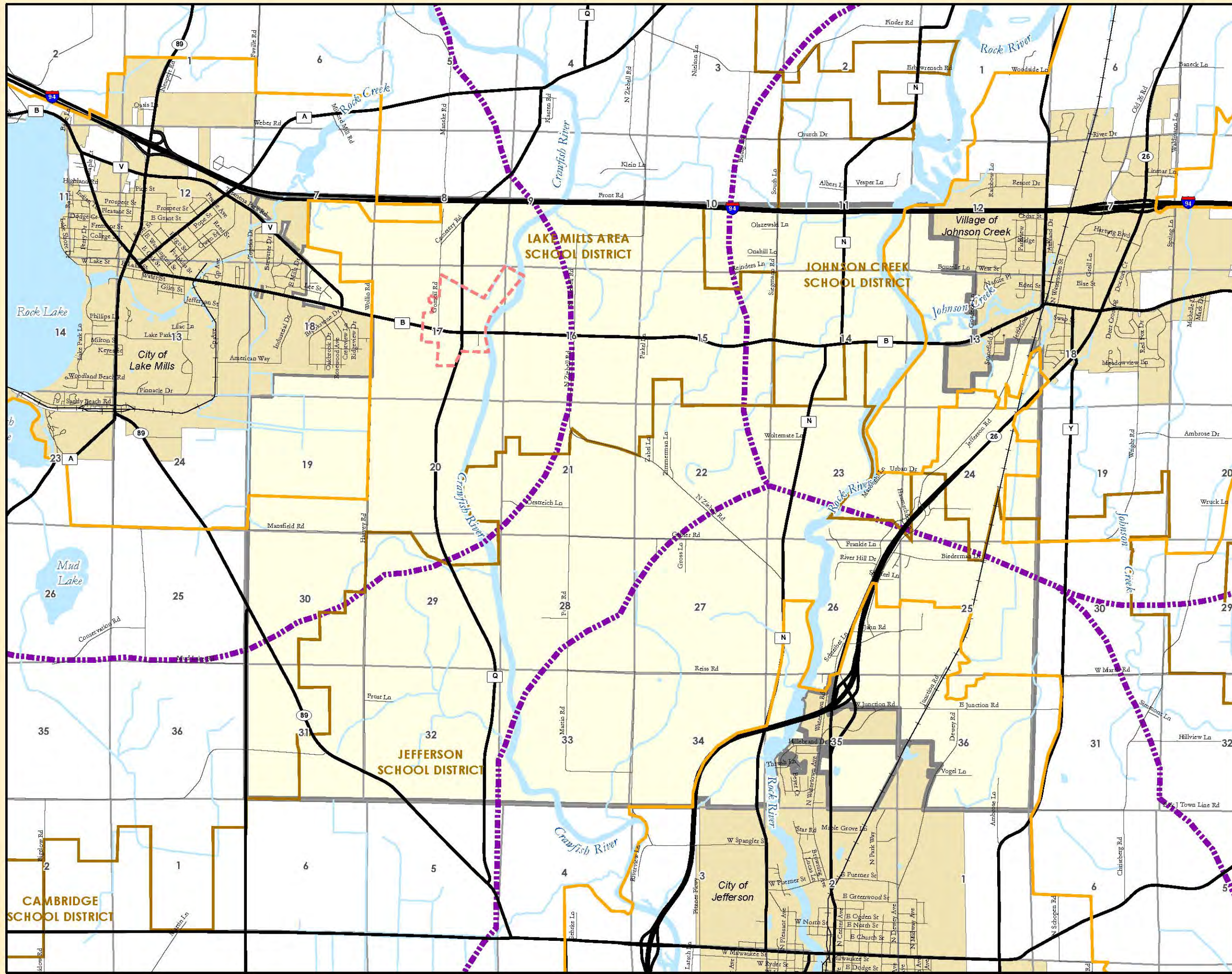
Map 1:  
Jurisdictional Boundaries

- Town of Aztalan Boundary (2018)
- City or Village (2018)
- School District Boundaries
- # Sections with Section Numbers
- Rural Hamlet Boundary
- Urban Service Area Boundaries (2012 Farmland Pres. Plan)
- Maximum Extent of City or Village Extraterritorial Jurisdictions
- Major Roads
- Local Roads
- Railroads
- Surface Water

Sources: Jefferson County LIO

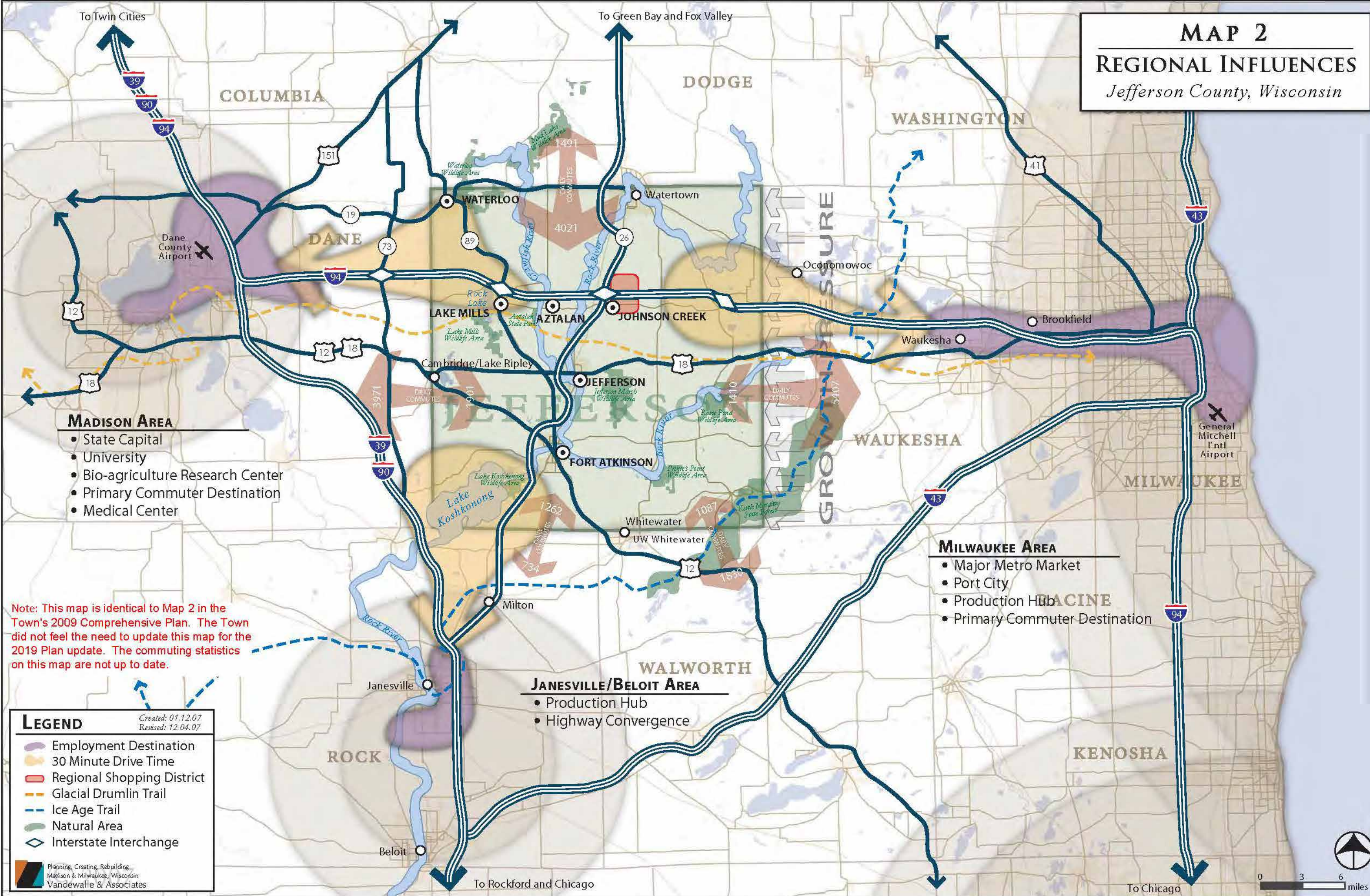
0 0.25 0.5 1 Miles

2/13/2019





# MAP 2 REGIONAL INFLUENCES Jefferson County, Wisconsin



- MADISON AREA**
- State Capital
  - University
  - Bio-agriculture Research Center
  - Primary Commuter Destination
  - Medical Center

- MILWAUKEE AREA**
- Major Metro Market
  - Port City
  - Production Hub
  - Primary Commuter Destination

- JANESVILLE/BELOIT AREA**
- Production Hub
  - Highway Convergence

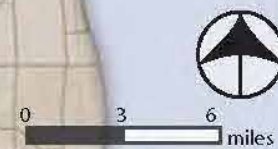
Note: This map is identical to Map 2 in the Town's 2009 Comprehensive Plan. The Town did not feel the need to update this map for the 2019 Plan update. The commuting statistics on this map are not up to date.

**LEGEND**

Created: 01.12.07  
Revised: 12.04.07

- Employment Destination
- 30 Minute Drive Time
- Regional Shopping District
- Glacial Drumlin Trail
- Ice Age Trail
- Natural Area
- Interstate Interchange

Planning, Creating, Rebuilding  
Madison & Milwaukee, Wisconsin  
Vandewalle & Associates





## CHAPTER ONE: ISSUES AND OPPORTUNITIES

This chapter of the *Plan* contains pertinent demographic trends and background information for the Town. This information provides a comprehensive understanding of the changes taking place in the Town of Aztalan. This chapter includes population, household, age distribution, and forecasts. This chapter also includes the results of the Town's public participation efforts. It also includes an overall vision and goals to guide the future preservation and development in the Town over the 20-year planning period.

### Population Trends and Forecasts

From 2000 to 2018, the Town of Aztalan experienced minor population increase. Table 1.1 compares the Town of Aztalan's population trends between 1980 and 2018 with several neighboring communities and the County. Between 2000 and 2018, the Town experienced a less than 1% increase in population. The Town's mild population fluctuations since 1980 are similar to trends observed in other Jefferson County towns. The Towns of Lake Mills and Milford experienced population increases from 2000 to 2018, and the Towns of Jefferson and Farmington experienced decreases in population. The incorporated municipalities adjacent to Aztalan experienced considerable increases in population during the same time period.

Table 1.1: Population Trends, 1980 - 2018

	1980	1990	2000	2010	2018	% Pop Change 2000-2018
<b>Town of Aztalan</b>	<b>1,752</b>	<b>1,476</b>	<b>1,447</b>	<b>1,457</b>	<b>1,464</b>	<b>&lt; 1</b>
City of Lake Mills	3,670	4,143	4,843	5,708	5,953	23
Town of Lake Mills	1,515	1,584	1,936	2,070	2,091	8
Village of Johnson Creek	1,136	1,259	1,581	2,738	2,997	89
Town of Farmington	1,528	1,404	1,498	1,380	1,381	-8
Town of Jefferson	2,891	2,687	2,265	2,178	2,183	-4
Town of Milford	1,066	1,007	1,055	1,099	1,121	6
City of Jefferson	5,687	6,078	7,338	7,973	7,967	9
City of Fort Atkinson	9,785	10,213	11,621	12,368	12,390	7
City of Whitewater*	2,422	2,466	2,611	3,240	2,838	9
City of Waterloo	2,393	2,712	3,259	3,333	3,362	3
City of Watertown	18,113	19,142	21,598	23,861	23,945	11
Jefferson County	66,152	67,783	75,767	83,686	84,352	11

*Source: Wisconsin Department of Administration, 2018*

Projecting future population is an important element of the *Comprehensive Plan* because it is a key tool in predicting demand for community services and the amount of land likely to be needed for development over the next 20 years. The more realistic the assumptions that inform the projection are, the more accurate (and therefore useful) a given projection is likely to be.

Table 1.2 shows a population projection for the Town in five-year increments through the year 2040. The projection in Table 2 has been generated by the Wisconsin Department of Administration (DOA). Population projections based on data from a longer time period are less likely to be skewed by recent short term up-turns and down-turns in residential and economic development. Historically, DOA population projections tend to be on the conservative side.

The DOA projection for minor population change in the Town over the next twenty years does not suggest that there will be low levels of new development in and near the Town. Household sizes are expected to

continue to decline, meaning that more housing units will be needed to accommodate the same population. Annexation by nearby cities and the village over the planning period may also result in some population loss. This results in a situation where there might be little population change in the Town at the same time that more housing is being built in the area of the Town.

Table 1.2: Population Projections, 2015-2040

2015	2020	2025	2030	2035	2040	Change 2015-2040
1,470	1,525	1,565	1,600	1,610	1,605	9%

*Source: Wisconsin Department of Administration, 2013*

## Other Demographic Trends

### Age and Gender

The Town of Aztalan's demographic data from the year 2010 is presented in Table 1.3. These figures suggest that the Town's overall population is fairly representative of Jefferson County as a whole. The current proportion of school-age children residing in the Town is similar to that of the County as a whole. Another significant demographic trend is the aging of the community. The median age increased from 38.5 to 44.1 in the Town—an increase of almost six years over the span of a decade. Throughout the County, median age increased significantly more in the towns than in the cities and villages. Conversely, the under 18 population decreased in the Town, County, and most other municipalities. The increase in 65 and over population will continue to influence many aspects of the community including housing, transportation, employment and services.

Table 1.3: Age and Gender Distribution, 2010

	Median Age	% under 18	% 65 and over	% Female
<b>Town of Aztalan</b>	<b>44.1</b>	<b>23.9</b>	<b>14.2</b>	<b>50.7</b>
City of Lake Mills	37.5	24.9	13.5	51.2
Town of Lake Mills	45.5	22.2	17.6	50.2
Village of Johnson Creek	32.4	27	8.4	51.2
Town of Farmington	43.7	24.1	15.2	49.4
Town of Jefferson	45.9	20.4	16.7	48
Town of Milford	43.9	21.5	15.6	47.7
City of Jefferson	37.5	24.4	15.7	50.2
City of Fort Atkinson	38.4	23.9	14.6	51.5
City of Whitewater	21.9	11.9	8.4	49.3
City of Waterloo	42.8	25.1	12	48.4
City of Watertown	35.7	25.7	14.5	51.6
Jefferson County	38.2	23.7	13.2	50.2

*Source: U.S. Census Bureau, 2010*



### Household Trends and Forecasts

Table 1.4 presents year 2010 household characteristics for the Town of Aztalan as compared with several surrounding communities and Jefferson County. Within the Town and nearby communities, the average household size is decreasing. This means that more housing is needed even for a stable or declining population. In 2010, Aztalan's average household size was higher than that of many of the surrounding communities but still decreased from 2.73 in 2000 to 2.67 in 2010. The average assessed value of houses in Aztalan is almost 25% higher than the average assessed value in Jefferson County as a whole.

Table 1.4: Household Characteristics Comparison

	Total Housing Units (2010)	Total Households (2010)	Average Household Size (2010)	Average Assessed Value (2016)*	Median Rent (2016)
<b>Town of Aztalan</b>	<b>564</b>	<b>546</b>	<b>2.67</b>	<b>\$218,200</b>	<b>\$800</b>
City of Lake Mills	2,776	2,319	2.42	\$169,200	\$901
Town of Lake Mills	923	806	2.55	\$253,700	\$1,283
Village of Johnson Creek	1,118	1,049	2.60	\$185,200	\$900
Town of Farmington	556	521	2.65	\$218,200	\$800
Town of Jefferson	895	838	2.57	\$219,400	\$623
Town of Milford	456	424	2.59	\$259,300	\$747
City of Jefferson	3,378	3,132	2.42	\$143,900	\$746
City of Fort Atkinson	5,429	5,125	2.36	\$147,000	\$789
City of Whitewater	5,113	4,766	2.28	\$160,100	\$708
City of Waterloo	1,409	1,331	2.49	\$138,800	\$720
City of Watertown	9,745	9,187	2.46	\$146,700	\$770
Jefferson County	35,147	32,117	2.49	\$175,500	\$783

Source: U.S. Census Bureau, 2010, 2016

Table 1.5 compares various characteristics associated with housing in the Town to surrounding communities and the County. The percentage of single person households, owner occupied homes, and single family structures in Aztalan are all comparable to other towns in Jefferson County. Within Aztalan, 17.6% of households are single person households.

Table 1.5: Housing Occupancy Characteristics Comparison, 2010

	Single Person Household %	Vacant %	Owner Occupied %	Single Family Units % (2016)
<b>Town of Aztalan</b>	<b>17.6</b>	<b>3.2</b>	<b>88.6</b>	<b>92.3</b>
City of Lake Mills	28.2	16.5	66.8	56.2
Town of Lake Mills	19.7	12.7	89.9	91.3
Village of Johnson Creek	21.7	6.2	70.1	56.6
Town of Farmington	20.3	6.3	87.9	92.3
Town of Jefferson	17.5	6.4	82	93.9
Town of Milford	21	7	89.9	93.6
City of Jefferson	29.8	7.3	61.8	59.4
City of Fort Atkinson	30.2	5.6	62.9	60.5
City of Whitewater	34.6	6.8	34	36
City of Waterloo	29.2	5.5	70.8	67.2
City of Watertown	28.9	5.7	60.8	60.6
Jefferson County	25.2	8.6	70.9	69.4

Source: U.S. Census Bureau, 2010

Projections for the number of households are used to estimate future demand for additional housing units. Table 1.6 includes DOA household projections, suggesting a significant increase in the total number of households within the Town over the planning period. The DOA predicts larger increase in the number of households than population. This is mainly due to declining household sizes. There will also be a continued need for a wider range of household types for various ages, income levels, and lifestyles as the baby boom generation enters retirement.

Table 1.6: Household Projections, 2015 - 2040

2015	2020	2025	2030	2035	2040	Change 2015-2040
563	593	616	636	646	649	15 %

Source: Wisconsin Department of Administration, 2013

### Education and Employment Trends

Detailed information on education and employment trends can be found in the Economic Development chapter of this *Plan*.

### Issues Raised Through Public Participation

The Town's comprehensive planning process was guided by input that was collected from a variety of sources—both via the process that led to this 2019 *Plan* and the 2009 plan it replaces.

To gather citizen perceptions of the Town of Aztalan and its growth, a written citizen survey was sent to 634 property owners in the Town in February 2008. The survey included questions intended to help gauge citizens' perceptions of existing conditions in the Town of Aztalan and attitudes about how Aztalan should grow in the future. The Town received 183 completed surveys, representing a return rate of nearly 29%. This is a good response rate for a written survey of its length. The Town Board and Plan Commission reviewed the survey results in 2019, and believed they continued to represent a good approximation of current resident attitudes.

#### ◆ **Overview of Results**

In general, Town of Aztalan residents expressed satisfaction with their community in terms of services and appearance. Increasing taxes, loss of Town land due to annexation, and loss of farmland are primary concerns. Residents valued farmlands and natural areas, emphasized through their desire to preserve active farmland, open space, and natural areas, and their desire for the Town to pay special attention to the pace and location of new development. Comments regarding the Town's existing conditions and future development revealed that respondents desired to maintain the current rural and agricultural character of the community. Though there appeared to be a general attitude toward limiting growth, respondents had mixed feelings about the promotion of business development in the area. The majority of respondents wanted to see the Town work hard to gain more Town control over land use decisions.

#### ◆ **Opinions on Existing Conditions**

The survey attempted to get opinions on existing conditions in the Town of Aztalan. Responses to such questions are useful to identify features of the community that citizens value. Out of 16 choices, respondents selected "rural atmosphere" as the number one reason they chose to live in the Town of Aztalan. "Near family or friends" and "low property taxes" were also frequently chosen as reasons for living in Aztalan. Those surveyed were also given 20 options from which to select their top three challenges facing the Town of Aztalan. 25% of respondents selected potential increases in taxes as being the number one challenge facing the Town. Loss of Town land due to annexation was selected as the second greatest challenge facing the Town. Loss of farmland/loss of farming and loss of rural character were other primary concerns.

The majority of respondents also rated Town facilities and services as "excellent" or "good," with nearly half of respondents rating each service (e.g. ambulance service, snow removal) as at least "good." Likewise, five major areas of the Town (rural, residential, lands and buildings along Highway 26, Aztalan "Hamlet" Area, and areas along the rivers) received positive appearance ratings, with over half of respondents rating each area as "good" or "excellent." The lands and buildings along Highway 26 and the Aztalan "Hamlet" area rated lower on appearance.

#### ◆ **Growth and Development Issues**

The survey included several questions designed to ascertain residents' attitudes and preferences regarding future growth and development. Approximately 80% of respondents said the Town's population was growing at an appropriate rate and just over half thought that the Town was appropriately regulating development. About 41% saw the future of the Town of Aztalan as an area of mainly agricultural land and open space, while nearly the same percentage also saw housing in the Town's future. The majority of respondents wanted to protect the Crawfish River and the Rock River, prevent home building on the best agricultural lands, promote farming as part of the Town's future, and protect the environment, including wetlands.

Those surveyed were questioned about their preferential location for future residential and business development in Aztalan. Nearly one third of respondents preferred future residential development to be located close to the Village of Johnson Creek, City of Lake Mills, City of Jefferson, or in limited quantities throughout the Town. Regarding new homes in rural areas, nearly 60% of respondents expressed a desire to keep homes off the best farmland and 20% wanted to ensure homes are located away from sensitive natural resources. More than half of respondents preferred future businesses to be

near the Highway 26 corridor. Areas surrounding the City of Lake Mills, City of Jefferson, and the Village of Johnson Creek were also among preferred locations for business development. Many respondents desired businesses related to farming, neighborhood shopping and offices, industrial development, and restaurants in the future.

◆ **Demographic Information**

In general, survey respondents were elder residents who have lived in the Town longer than the overall adult population of the Town. The vast majority (over 87%) of respondents lived in the Town of Aztalan most or all of the year. Over half of respondents lived and/or owned property in the Town for more than 15 years. Nearly one third of respondents were over age 65, while about half were between ages 45 and 65. Less than 6% of respondents were younger than 35. Less than 25% of respondents reported persons in the household under 18 years of age. The majority of adults in responding households were either retired or worked in the City of Jefferson.

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## Overview of Goals, Objectives, Policies, Programs, and Recommendations

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Each subsequent chapter of this *Comprehensive Plan* includes goals, objectives, policies, programs, and recommendations that will provide direction and policy guidance to Plan Commission members, Town Board members, residents, and other interested groups and individuals for the next 20+ years.

A vision statement, goals, objectives, policies, programs, and recommendations are defined below:

- ◆ A **Vision Statement** is an expression of the general direction the community wishes to take over the next 20 years. All goals, objectives, policies, programs and detailed recommendations to implement the *Plan* should be consistent with this vision.
- ◆ **Goals** are broad, advisory statements that express general public priorities about how the Town should approach development issues. Goals are based on key issues and opportunities that are affecting the Town.
- ◆ **Objectives** more specifically identify future direction. By accomplishing an objective, the Town moves closer to achieving its goals.
- ◆ **Policies** are rules or courses of action implemented to achieve specific objectives. Town officials should use policies on a day-to-day basis when making decisions.
- ◆ **Programs** are specific projects or services that are intended to move the Town toward achieving its goals, objectives, and policies.
- ◆ **Recommendations** provide detailed information regarding how to implement objectives, policies, and programs.

## Town of Aztalan Comprehensive Planning Vision and Goals

### The Town of Aztalan Vision

The Town of Aztalan will retain its rural character through careful planning and intergovernmental cooperation in order to manage future growth and preservation. The Town will preserve its farmland, protect its natural features, and promote its cultural resources in a manner that enhances the community's natural beauty and encourages economic investment in the area. Aztalan will further enhance the character and well-being of the Town by continuing to value and protect its two rivers, by directing future development to the Aztalan Hamlet, and by advancing recreational opportunities within its parks and trails. The Town of Aztalan respects individual property rights and strives to attain this vision with due respect to and consideration of those rights.

### The Town of Aztalan Goals

- ◆ Protect agricultural resources and farming as an occupation and way of life in the Town of Aztalan.
- ◆ Protect the unique natural and environmentally sensitive features of the Town, including wetlands, floodplains and other flood prone areas, rivers and streams, and sensitive soils.
- ◆ Enhance and maintain the Town's cultural resources and rural character.
- ◆ Manage the extent, pace, character, location, and type of new growth in a manner that preserves the quality-of-life and rural agricultural character of the Town.
- ◆ Provide safe and efficient roads that meet the needs of multiple users and minimizes impacts on landowners and farmers.
- ◆ Supply public facilities and services in line with resident expectations and the Town's rural character.
- ◆ Encourage the provision of an adequate supply of safe, affordable housing and neighborhood environments for all Aztalan residents.
- ◆ Encourage economic development opportunities appropriate for the resources and public services available in the Town and consistent with rural character.
- ◆ Establish and grow mutually beneficial intergovernmental relations with surrounding and overlapping jurisdictions.



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## CHAPTER TWO: AGRICULTURAL, NATURAL & CULTURAL RESOURCES

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### AGRICULTURAL RESOURCES

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The Town's agricultural resource base is central to the past, present, and future of Aztalan. Farm production is critical to the regional economy and the livelihood of Town residents. The productivity of agricultural land also has important influences on development policies affecting the Town and land owners.

#### Agricultural Resource Recommendations Summary

- ◆ Preserve the agricultural economy and farmland of the Town.
- ◆ Support innovative approaches to farmland preservation, such as Jefferson County's Purchase of Agricultural Conservation Easements Program.
- ◆ Stay informed about and facilitate local opportunities to expand the agricultural-based economy, in partnership with nearby cities and economic stakeholders.

### Character of Farming

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Agriculture remains a critical component of the Town's economy and community character. Farming is also a way of life for many Town residents. According to a 2007 land use inventory, agricultural land uses account for approximately 85% of the Town's total land area. Dairy farms and farms that grow corn and soybeans are common in the Town of Aztalan.

In addition to direct impacts, the Town's farms have a number of indirect impacts on the Town's economy, as a number of local industries depend on the area's agricultural products.

### Assessment of Farmland Viability

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The Natural Resources Conservation Service groups soils based on their capability to produce common cultivated crops and pasture plants without deteriorating over a long period of time. These capability classifications are based on numerous criteria that include, but are not limited to, the soil's salinity, capacity to hold moisture, potential for erosion, depth, and texture and structure, as well as local climatic limitations (e.g. temperature and rainfall). Under this system of classification, soils are separated into eight classes. Generally, Class I and Class II soils are the best suited for the cultivation of crops.

Class I soils have few limitations that restrict their use. These soils can sustain a wide variety of plants and are well suited for cultivated crops, pasture plants, range lands, and woodlands. Class II soils have moderate limitations that restrict the types of plants that can be grown or that require simple conservation practices or soil management techniques to prevent deterioration over time. However, these practices are generally easy to apply, and, therefore, these soils are still able to sustain cultivated crops, pasture plants, range lands, and woodlands. Soils in Class III have severe limitations that, under natural circumstances, restrict the types of plants that can be grown, and/or that alter the timing of planting, tillage, and harvesting. However, with the application and careful management of special conservation practices, these soils may still be used for cultivated crops, pasture plants, woodlands, and range lands.

Soils in capability classes IV through VIII present increasingly severe limitations to the cultivation of crops. Soils in Class VIII have limitations that entirely preclude their use for commercial plant production.

Map 3 depicts the location of Class I, II, and III soils in the Town. Generally, Class I soils are located in small isolated patches comprising a relatively small percentage of the total land area. Class II soils are located throughout the Town. Class II soils account for approximately 58% of the total land within the Town. Class III soils account for approximately 29% of the total land within the Town.

Soil classification has a profound impact on the potential development allowed on a given parcel. Per the Jefferson County Agricultural Preservation and Land Use Plan, it is the County's opinion that Class I and II soils are considered "prime agricultural lands," as well as Class III soils that exhibit prime agricultural capabilities. The prime/nonprime distinction is important because the County Plan limits the creation of new lots on prime agricultural lands more strictly than those in other soil classes. For example, a new lot on prime land is only allowed if no available nonprime land exists or a prime land location provides better protection of land resources. Additional policies contained in the County's Agricultural Preservation and Land Use Plan are described in Chapter 8: Intergovernmental Cooperation.



### Farmland Preservation Efforts

Local farmers can participate in several federal and state programs and initiatives that are intended to preserve long-term farming activities, including:

- ◆ The **Conservation Reserve Program (CRP)**, which provides technical and financial assistance to eligible farmers and ranchers to address soil, water, and related natural resource concerns on their lands in an environmentally beneficial and cost-effective manner.
- ◆ The **Agricultural Conservation Easement Program (ACEP)**, which provides financial and technical assistance to help conserve agricultural lands and wetlands and their related benefits.
- ◆ The **Grazing Lands Conservation Initiative**, which focuses on providing technical assistance to help new grazers begin using rotational grazing methods. Trained grazing specialists work one-on-one with farmers, developing grazing plans, including seeding recommendations, fencing and watering plans.
- ◆ The **Environmental Quality Incentives Program (EQIP)**, which provides a voluntary conservation program for farmers and ranchers that promote agricultural production and environmental quality as compatible national goals. EQIP offers financial and technical help to assist eligible participants install or implement structural and management practices on eligible agricultural land.

In addition, the State's Farmland Preservation Program strives to preserve Wisconsin farmland by means of local land use planning and soil conservation practices and provides property tax relief to farmland owners. To qualify for the credit, farmland must be planned and zoned for exclusive agricultural use and under an active soil conservation plan approved by the County. In 2017 there were 29 claims for this credit in the Town of Aztalan on 7,395 acres, constituting a total credit of \$55,635 and an average credit of \$1,918.

### Agricultural Resource Goals, Objectives, and Policies

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#### Goal:

1. Protect agricultural resources and farming as an occupation and way of life in the Town of Aztalan.

#### Objectives:

1. Preserve productive farmlands for continued agricultural use in areas planned for this use.
2. Limit the amount and guide the placement of non-agricultural uses in *Farmland Preservation Areas*, as shown on the Future Land Use map (Map 6).
3. Ensure that the limited development that does occur within *Farmland Preservation Areas* is sited and designed to preserve rural character to the extent possible.
4. Support appropriate opportunities for farmers to obtain non-farm income from the farm parcel.

#### Policies:

1. Preserve agriculture as the primary land use throughout the majority of the Town (see Map 6).
2. In areas designated as *Farmland Preservation Areas*, limit land uses to agricultural production and uses directly associated with the farm, such as small family businesses and farmsteads, and limited residential development based on policies described in the Land Use chapter.
3. Direct new subdivisions, significant residential and commercial development, and other major non-agricultural developments to the Aztalan Hamlet and nearby cities and villages, and away from *Farmland Preservation Areas*.
4. Guide the placement of homes, driveways, and other uses in *Farmland Preservation Areas* to less productive soils and the edges of agricultural fields, as described in more detail in the Land Use chapter.
5. Discourage the establishment of new farm operations of over 500 animal units—and the spreading of manure from such operations—within ½ mile of any area planned for more intensive residential development, such as those areas mapped as *Exurban Residential* and *Aztalan Rural Hamlet* on Map 6: Future Land Use.
6. Promote the continuation of agriculture in the Town by encouraging agriculture-related businesses, value added agriculture, and other farm family business opportunities to supplement farm income.
7. Support farmland tax credits, use value assessments, reform in federal farm laws, and farmer participation in Federal and State programs (such as the State's Farmland Preservation Program) that encourage the continued use of land for farming and preserve long-term farming activities.
8. Cooperate with the County to promote and expand its Purchase of Agriculture Conservation Easement (PACE) Program.

### Agricultural Resource Programs and Recommendations

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Farming is a significant land use and economic activity within the Town. To ensure that Aztalan remains a strong farming community, local farmers must be able to make a decent living, large contiguous blocks of farmland must be preserved, and non-farm uses must be directed away from the Town's agricultural areas and toward areas where development already exists.

To reflect countywide farmland preservation policies and the Town of Aztalan's farmland preservation goals, the Town recommends the following approaches to preserve valuable agricultural resources:

**Minimize Extensive Nonagricultural Development in Most Existing Farming Areas**

Large amounts of residential development in agricultural areas disrupt rural character, fragment contiguous farmlands, and undermine agricultural productivity. There are numerous conflicts between such uses, including, noise, odors, use of roads, and hours of operation. In addition, agricultural operations often conflict with residential uses (e.g., noise, odors, road usage, and hours of operation.) Further, the intrusion of nonagricultural uses in farming areas brings a sense of impermanence, which discourages further investment by remaining farmers. To maintain the integrity of agricultural areas, the Town advocates minimizing the amount of residential development in areas planned for long-term agriculture. As described in greater detail in the Land Use chapter, most of the land in the Town of Aztalan is mapped as a *Farmland Preservation Area*. This future land use category is intended to preserve large tracts of agricultural land through policies that limit land division and development within these areas.

**Direct Intensive Development into Nearby Cities and Villages, and into the Aztalan Hamlet**

Large-scale residential and commercial development projects, which have the greatest opportunity for conflicts with farming, should be directed away from the planned *Farmland Preservation Areas*. The Town intends to direct intensive development (e.g., subdivisions, commercial and industrial uses) into the nearby cities and Village and the Aztalan Hamlet area when appropriate. Recommended future land use in the Aztalan Hamlet is shown on Map 7.

**Support Efforts to Monitor and Regulate Large-Scale Livestock Operations**

A growing number of dairy operations across the State have been expanding their herd size and modernizing their facilities to increase productivity and competitiveness. While promoting the continuation of agriculture is a priority in the Town, larger farms may raise concern among neighboring farmers, landowners, and residents because of the intensity of the operation and their impact on local roads, adjacent land uses and the environment.

Recognizing the importance of providing standards to guide the siting and operation of feedlots and waste storage associated with livestock operations, the Town may support appropriate animal waste management to accomplish:

- ◆ Further the appropriate use and conservation of lands and water resources;

- ◆ Define the location, construction, installation, alteration, design and use of animal feedlots and animal waste storage facilities;
- ◆ Minimize conflicts between municipalities, rural non-farm dwellings and agricultural operations; and
- ◆ Protect agriculture's ability to grow and change.

The State of Wisconsin has rules in place for the siting of new or the expansion of existing livestock operations with 1,000 or more animal units. The WisDNR requires concentrated animal feeding operations with 1,000 or more animal units to obtain a permit. This permit is called a Wisconsin Pollutant Discharge Elimination System (WPDES) Concentrated Animal Feeding Operation permit (CAFO)—or a WPDES CAFO permit. These permits are designed to ensure that farm operations choosing to expand to 1,000 animal units or more use proper planning, construction, and manure management practices to protect water quality from adverse impacts. Table 2.1 lists the performance standards the State has established for such operations.

Table 2.1: Large-Scale Livestock Performance Standards

Performance standard (Type of standard covered)	Conservation Initiatives
Control soil erosion to meet tolerable soil loss (T) calculated by RUSLE 2 (Revised Universal Soil Loss Equation). (Cropland)	Install contour farming, cover and green manure crop, crop rotation, diversions, field windbreaks, residue management, strip-cropping, and terrace systems. Related runoff controls: critical area stabilization, grade stabilization structures, sinkhole treatment, water and sediment control basins, waterway systems.
Construct, maintain, and close manure storage facilities to prevent manure overflows and leaks. (Livestock operations and facilities)	Meet Natural Resource Conservation Service (NRCS) standards for construction, maintenance, and closure using technical standards: 313 (waste storage facility), 360 (closure of waste impoundments), 634 (manure transfer standard).
Divert clean water from feedlots. (Livestock operations and facilities within Water Quality Management Areas)	Install diversions, roof runoff systems, subsurface drains, and underground outlets.
Enforce manure management prohibitions a. No overflow from manure storage facilities. b. No unconfined manure stacks within the Water Quality Management Area. c. No direct runoff from feedlots and manure storage facilities. d. No unlimited access of livestock to shore land that prevents maintenance of adequate sod cover. (Livestock operations and facilities)	a. Design and construct facilities to technical standards, maintain facilities including adequate freeboard, repair or replace facilities, as needed. b. Relocate manure piles, construct manure storage facilities. c. Install barnyard runoff control systems, including diversions, milking center waste control systems, relocating or abandoning animal feeding operations, roof runoff systems, sediment basins, subsurface drains, underground outlets, water and sediment control basin, wastewater treatment strips, well decommissioning. For manure storage facility runoff, see (b.) above. d. Install access roads and cattle crossings, animal trails and walkways, critical area stabilization, livestock fencing, livestock watering facilities, prescribed grazing, riparian buffers, stream bank and shoreline protection.
Control nutrient runoff into waters of the state. (Cropland)	Develop and follow an annual nutrient management plan for applying fertilizer or manure. Base plans on soil tests conducted by Department of Agriculture Trade and Consumer Protection certified laboratory. Become qualified to prepare plan or use qualified planners. Apply nutrients according to UW-Extension recommendations for crops. Install additional conservation or management practices to reduce nutrient loading.



In addition to supporting the State requirements, the County has an Animal Waste Storage and Nutrient Management Ordinance to ensure that the impacts of large-scale livestock operations do not degrade the environment or disturb neighboring uses, and outline the management of animal units, odor, waste and nutrients, waste storage facilities, runoff, and animal mortality.

**Support the County's Purchase on Agricultural Conservation Easement (PACE) Program**

Preserving farmland retains the Town's rural character and economy. Agricultural conservation easements are a tool to permanently preserve farmland from willing farmers, which the Town supports.

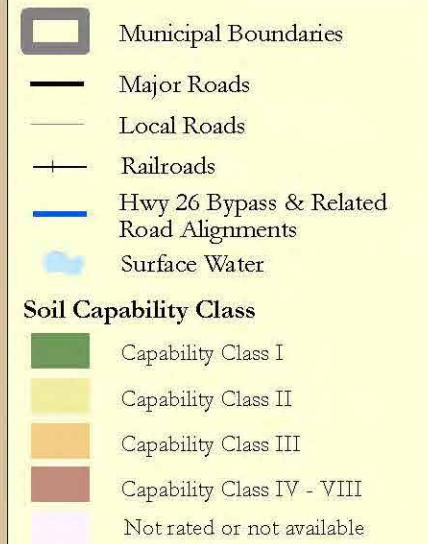
Conservation easements are voluntary, permanent legal agreements that limit the way land can be used. They do so by separating some of the rights of landownership—the right to develop, subdivide, or mine, for instance—from the rest of the rights of ownership. Those separated rights are effectively extinguished by being transferred to a conservation-committed public agency, non-profit land trust, or both as easement co-holders. Landowners retain the right to own and sell property, but the easements restrictions will always remain with the property and attached to the land title.

Jefferson County has a Purchase of Conservation Easements (PACE) program. The County PACE program seeks to permanently protect working farms from non-agricultural development through paid and donated easements. There are two ways to access the program. An interested landowner in a designated farmland preservation area may apply to sell or donate a conservation easement. The landowner does not have to offer to restrict all of his/her unused development rights on the property, but will be asked to identify the location of any remaining unused development rights on the property. Alternatively, a non-profit conservation organization may apply to the County for funds to help support the purchase of an agricultural conservation easement on a similarly-designated working farm. The County also partners with the Wisconsin Department of Natural Resources through the Glacial Heritage Area project on the purchase of conservation easements that also support recreation and natural resource conservation goals. More information on the Jefferson County PACE program can be found on the County's website: [www.co.jefferson.wi.us](http://www.co.jefferson.wi.us)



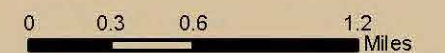
# Town of Aztalan Comprehensive Plan

## Map 3: Soils



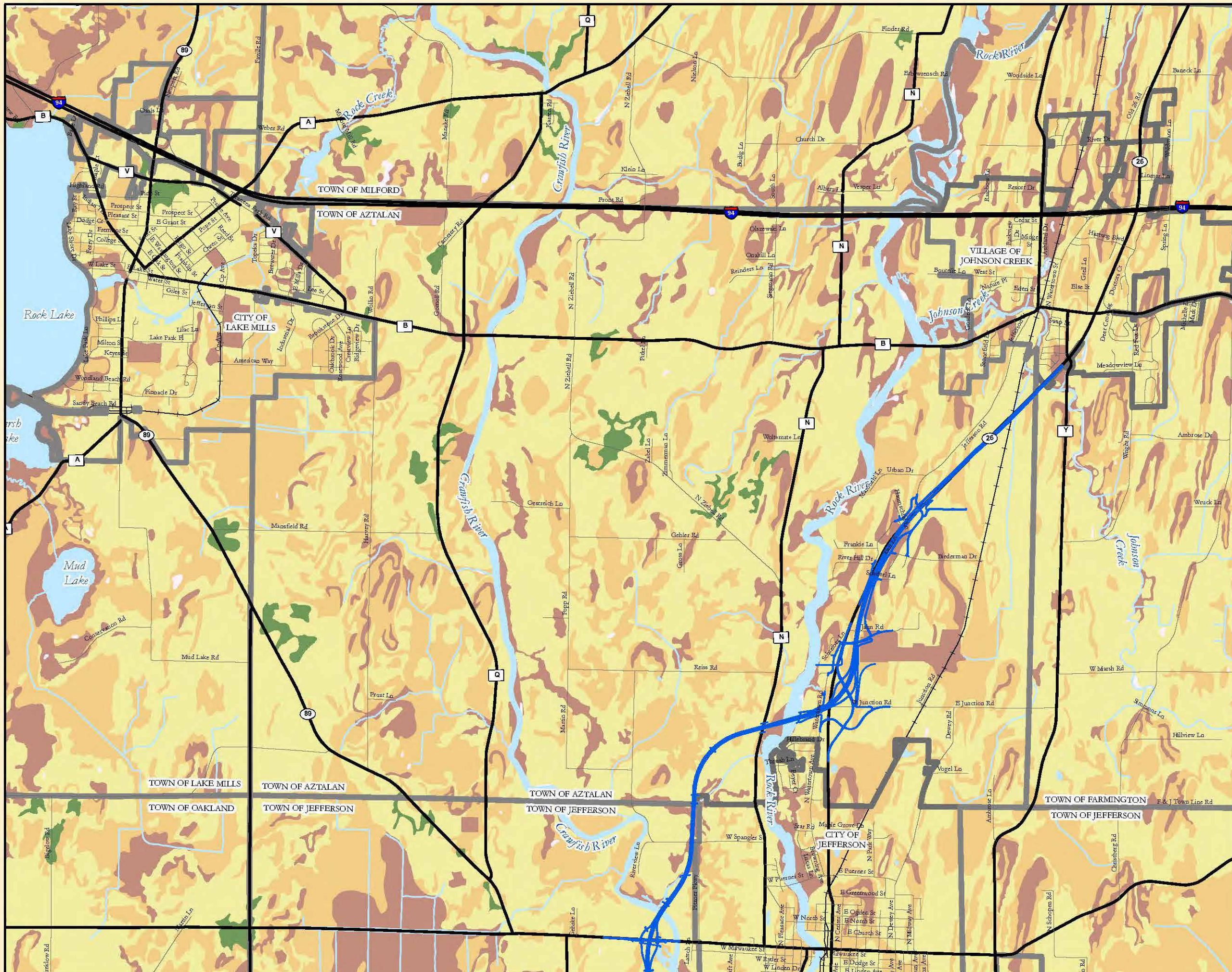
Note: This map is identical to Map 3 in the Town's 2009 Comprehensive Plan. The Town did not feel the need to update this map for the 2019 Plan update. Certain features, like municipal limits, are not up to date.

Sources: Jefferson County LIO, USDA-NRCS



**VANDEWALLE & ASSOCIATES INC.**  
Shaping places, shaping change.

Adopted: 3/11/2009





## NATURAL RESOURCES

A survey of Aztalan's natural resources provides an important framework for guiding several elements of the *Comprehensive Plan*. This information can help identify the appropriate locations for certain types of development and can pinpoint areas that should be preserved and managed for recreational purposes, flood streams and stormwater management, and ground water protection.

Maintenance of these natural features is also important for community character and appearance and for the maintenance of natural plant and animal communities. Map 4 in this *Plan* depicts the Town's key environmentally sensitive areas, some of which are described in more detail below. Map 4 does not necessarily show all of the lands inundated by flood waters in 2008 or later floods.

### Natural Resource Recommendations Summary

- ◆ Protect Environmental Corridors, flood plain areas, and other environmentally significant areas by discouraging development in these areas.
- ◆ Understand and help mitigate against future flood events like the summer 2008 floods.
- ◆ Protect surface and ground water quality by directing intensive development to the Aztalan Hamlet and nearby cities and the Village, promoting the use of vegetative buffers, and maximizing groundwater filtration in areas of new development.

## Landforms/Topography

An ecological landscape is defined as a region of Wisconsin characterized by a unique combination of physical and biological attributes, such as climate, geology, soils, water, or vegetation. Different ecological landscapes offer distinct management opportunities based upon their levels of biological productivity, habitat suitability for wildlife, and presence of rare species and natural communities.

The Town of Aztalan falls entirely within the Southeast Glacial Plains Landscape. Understanding the distinct attributes of this landscape will be important when identifying future land management and land use goals. Many of these attributes are identified in the following sections. The topography in Aztalan was shaped over 10,000 years ago by Wisconsin's most recent period of glacial activity. The landscape is characterized by gently rolling drumlins that were formed by material deposited along the edges of the ice sheet during the glacier's retreat. The terrain in and around the Town is fairly level with gentle changes of grade and few steep slopes.

## Metallic and Non-Metallic Mineral Resources

Currently, there is one active commercial quarry in the Town of Aztalan, the Hausz Brothers Quarry, which is a 65.5 acre extraction site on County Highway N (Wisconsin DOT Pit and Quarry Locations, 2016).

Under Wisconsin Statutes (§ 295.20), landowners who want to register their property as a nonmetallic mining deposit are required to notify each county, city, village and/or town that has zoning authority over their property. Registrations must be recorded at the County Register of Deeds office in the County where the mineral deposit is located. State law limits the ability of a municipality or a county to rezone or otherwise interfere with the future extraction of a mineral resource from a registered nonmetallic mineral deposit. Zoning changes prohibiting mining on land registered as a marketable nonmetallic mining deposit cannot take effect during the registration period. Registration is effective for 10 years and renewable for an additional 10 years. In addition, registration on property with active mining operations can be renewed for as long as mining is ongoing. Zoning changes may take affect after the registration has expired.

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## Groundwater Resources

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Groundwater is comprised of the portion of rainfall that does not run off to streams or rivers and does not evaporate or transpire from plants. This water percolates down through the soil until it reaches the saturated zone of an aquifer. Groundwater quality and quantity is important because private wells supply nearly all of the water for domestic, commercial and industrial uses in the Town of Aztalan. Additionally, the Town's streams and rivers are in part recharged by groundwater.

The quality and availability of groundwater in the Town is generally good. However, groundwater availability and quality will continue to be an important issue for all residents of Jefferson County. In the last few decades, the number of high-capacity wells in the region has increased to accommodate growth. Such deep wells not only threaten to deplete the aquifer, but also disturb areas of the aquifer in which natural contaminants are found in higher concentrations, such as radium, arsenic, lead, fluoride, and iron. Depletion of deep groundwater aquifers is already a serious concern for a number of communities in the more developed areas of eastern Wisconsin, such as Waukesha County.

In the Town of Aztalan, a potential groundwater contaminant is nitrate-nitrogen, which can come from improperly functioning on-site wastewater treatment systems, animal feedlots, livestock waste facilities, sludge and septage application, lawn and agricultural fertilizers, and decaying plant debris.

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## Watersheds and Surface Waters

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The Town is located within the Upper Rock River Basin. The Rock River Basin covers approximately 3,777 square miles and drains all or part of 10 counties in southern Wisconsin. Water from the Rock River Basin enters the Mississippi River via the Rock River and eventually ends up in the Gulf of Mexico. The main trunk of the Rock River flows south through the Town of Aztalan as well as through the cities of Watertown, Jefferson, and Fort Atkinson. The Crawfish River flows through the western portion of the Town, through Aztalan State Park.

Jefferson County administers shoreland zoning regulations within 300 feet of navigable streams and rivers and within 1,000 feet of lakes and ponds. These regulations establish maximum clearance standards along shorelines and set minimum setbacks for development, among other standards.

The Rock River Coalition is a local organization whose mission is "to educate and provide opportunities for people of diverse interests to work together to improve the environmental, recreational, cultural and economic resources of the Rock River Basin." The Coalition organizes and participates in a variety of plans, programs, and projects related to water quality issues in the Rock River Basin.



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## Floodplains

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The Federal Emergency Management Agency (FEMA) designates floodplain areas. These are areas predicted to be inundated with flood waters in a 100-year storm event (i.e., a storm that has a 1% chance of happening in any given year). The State requires County regulation of development in floodplains within the Town. Development is strongly discouraged in floodplains to avoid both on-site and up- and downstream property

damage. In the Town of Aztalan, floodplains are primarily located along the Crawfish River, the Rock River, and various creeks in the eastern portion of the Town. See the Map 4 for additional detail; however, this map should not be used as a substitute for the actual FEMA floodplain maps upon which these are based. Both the Rock and Crawfish River Basins experienced a major flooding for a period of several weeks in the June/July 2008 as a result of several days of extremely heavy rainfall in the region, which was preceded by the snowiest winter on record. Much of the flooding exceeded the FEMA 100-year flood plain limit.

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### Wetlands

Wetlands play significant roles in maintaining the quality of groundwater and surface water and provide valuable habitats for fish, birds, and other wildlife. Wetland habitats comprise approximately 7% of the Town's total land area, not including wetlands that are less than five acres in size. Wetland areas are scattered throughout the Town but are most concentrated in the vicinity of surface waters and floodplains.

Jefferson County's zoning ordinance specifies shoreland/wetland overlay zone regulations, which control the use and development of wetlands within 300 feet of navigable streams and rivers and 1,000 feet of lakes and ponds in all unincorporated areas of the County, including the Town of Aztalan.



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### Woodlands and Natural Vegetation

Prior to European settlement, much of Jefferson County was covered with prairies, wetlands, oak savanna, and dense forests of basswood and sugar maple. Isolated, relatively pristine remnants of these native plant communities remain in several locations in the area, but the majority of the land has been converted to agricultural and urban land uses.

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### Environmental Corridors

The Jefferson County Agricultural Preservation and Land Use Plan identifies the location of environmental corridors in the Town; these are reflected on Map 6. Environmental corridors are continuous systems of open space that include floodplains, wetlands, public lands, contiguous woodlands and areas of habitat for rare and/or endangered species. Environmental corridors are located throughout the Town and generally correspond with other natural features. It is Jefferson County's policy to discourage development within areas that have been identified as environmental corridors. However, as documented in the County's Agricultural Preservation and Land Use Plan, if and when development is permitted within an environmental corridor, it is recommended that it not exceed one dwelling unit per ten acres, or lower if the land is also within a planned Farmland Preservation Area.

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### Rare Species Occurrences

According to the Wisconsin Department of Natural Resources, there are occurrences of aquatic endangered species in the northern section of the Town of Aztalan (see Map 4). Detailed information regarding the types



of endangered animals, plants, and natural communities can be found at the Department of Natural Resources' website: <https://dnr.wi.gov/topic/endangeredresources/animals.asp>.

### State Parks and Natural/Wildlife Areas

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The 172-acre Aztalan State Park lies within the Town. The majority of the park is prairie with approximately 38 acres of oak woods and some wetlands associated with the Crawfish River. Aztalan State Park is described in detail in the Community Facilities chapter that follows.

State wildlife areas are intended to preserve wild lands for hunters, trappers, hikers, wildlife watchers, and all people interested in the outdoors. Furthermore, these areas help protect and manage important habitat for wildlife and help prevent draining, filling, and destruction of wetlands and the private blocking of important waterways, game lands, and lakes.

The nearby 3,300-acre Lake Mills Wildlife Area is characterized by shoreland, open water marsh, wetland, savannah, and isolated wood stand habitats, and is open to the public for hiking, biking, fishing, and bird watching. In 2014, a 2.5 mile recreation trail opened within the wildlife area, connecting a planned Jefferson County London Road bike route with the state's Glacial Drumlin Trail.

### Natural Resource Goals, Objectives, and Policies

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#### Goal:

1. Protect the unique natural and environmentally sensitive features of the Town, including wetlands, floodplains and other flood prone areas, rivers and streams, and sensitive soils.

#### Objectives:

1. Protect surface water and groundwater quality, as well as the various habitats associated with the Town's rivers and streams.
2. Direct development away from environmentally sensitive areas—particularly wetlands, floodplains and other flood prone areas, and sensitive soils.
3. Provide appropriate locations for new development in the Town, mainly near adjacent cities and the Village and in the Aztalan Hamlet, thereby reducing habitat fragmentation and better preserving the integrity of the regional ecosystem.

#### Policies:

1. Protect environmental corridors (shown on Map 6) as a composite of the Town's most sensitive natural areas, including wetlands, floodplains, and steep slopes, especially adjacent to future development areas.
2. Preserve environmental corridors by prohibiting new buildings in wetlands, stream banks, floodplains, shoreland setback areas, and on slopes greater than 20%. Strongly discourage placement of new buildings on hydric soils and in areas inundated by flood waters in the summer 2008 floods as approximated on Map 4.
3. Guide the location and design of development to minimize adverse impact on the quality of surface waters, aquifers, wetlands, steep slopes, woodlands and agriculture.
4. Protect surface water quality and groundwater quality by supporting streambank management, natural shoreline restoration, erosion control, river clean-up initiatives, proper agricultural practices, stormwater management, and the use of vegetative buffers.
5. Protect groundwater quality by avoiding the over-concentration of on-site waste treatment systems and seek alternatives that do not place drinking water and surface water at risk.

6. Support the preparation and implementation of nutrient management plans for high density agricultural operations expected to have large numbers of animals in any part of the Town to prevent non-point source runoff.
7. Carefully review proposals for mineral extraction operations, and the reclamation of existing mineral extraction sites.
8. Encourage landowner participation in programs that provide financial assistance and technical assistance for land management activities and land preservation efforts, particularly in flood prone areas, such as the Conservation Reserve and Managed Forest Law Programs.
9. Work with the State and County on the protection and enhancement of wildlife, threatened or endangered species, and natural resources in the Town.
10. Work with surrounding communities, the County, and the State to link natural resources preservation with recreational and economic opportunities.
11. Support the more detailed mapping of natural resources where it is apparent that a development proposal may impact these features, existing maps are in error, or changes have occurred to the features.

### Natural Resource Programs and Recommendations

#### **Protect Environmental Corridors and Other Environmentally Significant Areas**

Environmental corridors are a composite of important individual elements of the natural resource base. They have immeasurable environmental, ecological, passive recreational, stormwater management, groundwater protection and recharge, erosion control, wildlife, timber, and scenic value. Environmental corridors also have severe limitations for development; therefore, minimizing development in these areas also protects private property. Environmental corridors generally occur in a linear (corridor) pattern on the landscape (see Map 6 for *Environmental Corridor* delineations). Environmental corridors generally include the following areas:

- ◆ Floodplains
- ◆ Wetlands
- ◆ Public parks
- ◆ Public recreation lands
- ◆ Public conservancy lands
- ◆ Contiguous woodlands of greater than 10 acres
- ◆ Lands with a slope greater than 20%

New development should generally be discouraged in environmental corridors—up to a maximum density of one home per 10 acres or lower in such areas also designated as *Farmland Preservation Areas* on Map 6. Development types should be limited to those which will not impair the resource, and which are compatible to existing and proposed uses on surrounding lands. New homes and other buildings should not be placed in these areas if other, more appropriate, building sites are available outside the environmental corridor. Sensitivity to surrounding natural resources should be the guiding principal when reviewing the appropriateness of development in mapped environmental corridors. The Town will encourage developers to minimize the “footprint” of any construction in corridor areas.



The *Environmental Corridors* depicted on Map 6 are necessarily general and should be used to identify general areas where development may not be appropriate. Lands within that designation may be removed or refined, with County involvement, under one or more of the following circumstances:

- ◆ More detailed study reveals that the characteristic(s) which originally resulted in its designation as an environmental corridor no longer exists, never existed, or exists in a different location or configuration on the site, or
- ◆ Approvals from appropriate agencies are granted to alter a property so that the characteristic which resulted in its classification as an environmental corridor will no longer exist, or
- ◆ A mapping error has been identified.

### **Protect Natural Resource Zoned Lands**

Lands that are zoned N - Natural Resource, as well as lands within designated *Environmental Corridor*, are areas to be protected and preserved for current and future generations. Within such areas, prohibit the use of motor vehicles for recreational use, except when used for management purposes. Only passive recreational uses such as hiking, fishing, paddling, canoeing, kayaking, and wildlife watching are allowed on Natural Resource zoned land. The Board will also encourage these practices be followed on any designated *Environmental Corridor* lands that are not zoned Natural Resource.

### **Pursue Flood Hazard Mitigation**

The Rock River and Crawfish River are considered two of the Town's most valuable natural assets. These rivers enhance the Town's natural beauty and also serve as habitat for various species of plants and wildlife. However, threat of flood damage in the case of severe weather. As discussed earlier in the chapter, floodplains in the Town are primarily located along the Crawfish River and the Rock River. These rivers may exceed their banks during spring thaws and periods of very heavy rain. In rural areas such as Aztalan, this mainly leads to temporary road closures, erosion, and crop damage. In places of greater population density (e.g., Village of Johnson Creek, City of Jefferson, and City of Lake Mills) flooding can threaten homes, lives, health, economic activity, infrastructure, and the environment.

In summer 2008, southern Wisconsin experienced record flooding as a result of several days of heavy rain in June 2008, preceded by one of the snowiest winters on record. The lowlands around the Rock and Crawfish Rivers experienced some of the most significant flood inundation, in many cases extending beyond the floodplain lines depicted on Map 4.

In June of 2008, Wisconsin's Governor declared a state of emergency for 30 counties, including Jefferson County. Rising water on the Crawfish River forced WisDOT to close Interstate 94 between Lake Mills and Johnson Creek. Portions of Interstate 94 remained closed for over two weeks due to flooding of the Crawfish River and Rock River. Also during this time, the Johnson Creek Fire Department evacuated approximately 20 homes and 40 to 50 people for a trailer park west of Johnson Creek in the Town of Aztalan. In late June of 2008, FEMA declared a state of disaster for Jefferson County.



*In June of 2008 severe weather ravaged southern Wisconsin and other portions of the upper Midwest, resulting in millions of dollars in flood and storm damage.*

*Photo source: Wisconsin Emergency Management Website*

Climatologists project that such extreme flooding events may only become more common in the future. These events emphasize the need to mitigate the damages of common natural hazards, such as severe weather and flooding, in order to protect the well-being of the Town and its residents

In part due to such flooding events, Jefferson County adopted a Natural Hazards Mitigation Plan in 2013. That plan is an effort to reduce the impacts of natural hazards on citizens and property in Jefferson County by outlining actions that will mitigate the hazard's effects and break the cycle of repetitive disaster losses. Hazard mitigation is defined by FEMA as "any sustained action taken to reduce or eliminate long-term risk to human life and property from a hazard event." Hazard mitigation planning is the process through which hazards that threaten communities are identified, likely impacts of those hazards are determined, mitigation goals are set, and appropriate strategies to lessen impacts are determined, prioritized, and implemented. The Jefferson County Natural Hazards Mitigation Plan documents Jefferson County's hazard mitigation planning process identifies relevant hazards and risks and outlines the strategy the County and participating jurisdictions will use to decrease hazard vulnerability and increase resiliency and sustainability. At the time of updating this Plan in 2019, Jefferson County was in the process of updating this 2013 Natural Hazard Mitigation Plan.

The summary of risks for Aztalan are:

- ◆ Low risk: dam failure, dense fog, drought, wildland fire.
- ◆ Medium risk: flooding, tornado, hailstorm, thunderstorm, winter storms, temperature extremes.

In the Natural Hazards Mitigation Plan, mitigation strategies are listed for each risk above. These strategies tend to be broad approaches that any municipality in Jefferson County can implement. The Plan does not list specific projects by municipality. The most common and impactful risk in Aztalan in recent years has been flooding. The summary of mitigation strategies for flooding are:

- ◆ Continue to enforce floodplain regulation and strengthen requirements when appropriate.
- ◆ Limit development in the floodplain through local floodplain regulations or zoning.
- ◆ Provide dryland access through flood-prone areas.
- ◆ Retrofit legal nonconforming buildings that do not meet floodplain regulations (e.g., elevating, floodproofing).
- ◆ Purchase repetitive loss properties and remove structures (i.e., demolition or relocation).
- ◆ Raise the surface of local roads above 50-year flood elevations and arterials above 100-year flood elevations.
- ◆ Enlarge the cross-section of culverts and bridges when they do not adequately carry anticipated flood flows.
- ◆ Prohibit basements in new subdivisions where flooding from stormwater could be problematic.
- ◆ Clean drainageways to allow a free flow of water.
- ◆ Minimize the amount of impervious surface in a watershed so that stormwater can soak into the ground rather than contributing to flood water.
- ◆ Develop and implement appropriate evacuation procedures in flood prone area.
- ◆ Install gaging stations to better understand surface water flow regimes.
- ◆ Construct stormwater facilities (e.g., detention and retention bases) to help manage stormwater

The Town encourages implementation, and regular update, of the County Natural Hazards Mitigation Plan.

The Town encourages pursuing regular community outreach and education, including information on floodplain regulations, floodproofing, and flood insurance. Outreach should include procedures for homeowners, residents, and tourists during flood events, but should focus particularly on the coordination of emergency providers and on providing good information to local governments.

The Town also supports the assembly and dissemination of updated floodplain maps, or at least maps based on aerial imagery which depict the full extent of flooding in the Aztalan area, to aid in future development decisions, land conservation decisions, and responsible farm practices.

### **Protect Surface Water Quality**

As some new development in the Town continues, construction site erosion control and ongoing stormwater management are increasingly important issues. Although water quality in the Town's watersheds is generally good, soil erosion can quickly compromise this water quality. Tilled farmlands and unmanaged construction sites are some of the greatest contributors to off-site sediment runoff. The Town supports the conversion of flood-prone cropland to perennially vegetated areas to promote improvements to water quality, particularly during flood events.

Under State law, construction site erosion control plans are required for all sites over 1 acre in area. Any future development in the Aztalan Hamlet would also necessitate stormwater management. The Town intends to work with the County to promote ongoing stormwater management for subdivisions, future development in the Aztalan Hamlet, and other larger projects. Techniques include natural drainage swales, retention and detention basins, rain gardens on individual lots, and vegetative buffers adjacent to water bodies and other sensitive resources (see Figure 2.1). These techniques control the quantity and improve the quality of water run-off during storms. Again, these techniques are critical in shoreland areas, such as the Crawfish River and Rock River, and may serve as important within groundwater recharge areas.

#### **Protecting Aztalan's Surface Water Quality**

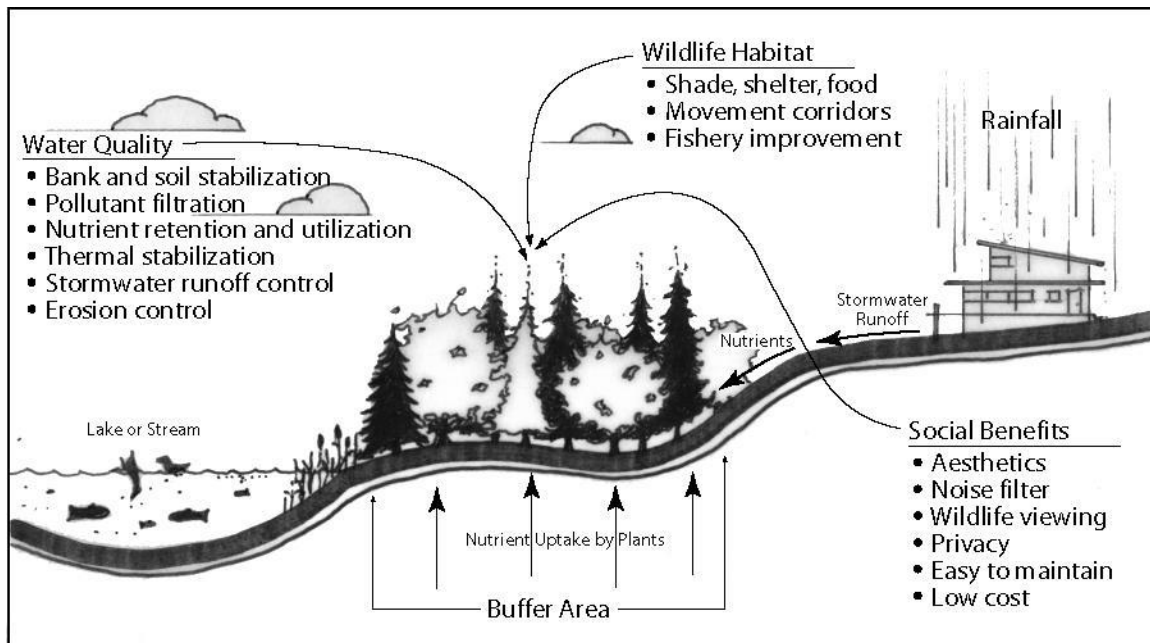
Nearly 80% of 2008 community survey respondents "strongly believed" that the Crawfish River and Rock River should be protected as important natural features in the Town.

Nearly 80% of community survey respondents also agreed that the Town should require the preservation of vegetative buffers around wetlands.

#### ◆ **Vegetative Buffers**

Vegetative buffers provide many benefits, including the protection of water quality, flood control, stream bank stabilization, water temperature control for the Town's rivers. However, it is important to note that in flood-prone areas, trees may not be the best approach to water quality protection as they may interfere with the floodwater's ability to recede. Outside of flood-prone areas, trees and shrubs retained in buffer areas provide the benefit of privacy to residents and serve as nesting areas for birds. The following buffering techniques can maximize water quality protection, habitat, and erosion control benefits in buffer areas around the Crawfish River, Rock River, and other environmentally sensitive areas:

- ◇ **Landscaping with native sedges and grasses, broadleaf groundcover plants, shrubs, sub-canopy, and canopy trees, instead of mowed lawns.** A complete buffer contains a canopy tree layer, a mid-canopy layer (smaller or younger trees such as ironwoods, hazels, or willows), and a ground layer of shrubs, ferns, forbs, and native grasses.
- ◇ **Encouraging wide buffer areas.** Wide buffer areas generally increase water quality, wildlife habitat, and erosion control. The Town should encourage, farmers, developers and landowners to consider wide buffer areas.
- ◇ **Minimizing use of pesticides and fertilizers in the buffer area, and in flood prone areas that continue to be farmed.** These chemicals can leach into the rivers, compromising the water quality and killing insects that are important food for the fish, birds, and other wildlife.

**Figure 2.1: Benefits of Vegetative Buffers**

To effectively preserve water quality, continued water quality assessment will be critical. The Town will work cooperatively with the County and WisDNR to achieve this goal. In cooperation with the County, the Town may seek funds from State programs designed to assist in efforts to protect and enhance surface water quality in key areas, including:

- ◆ The WisDNR Targeted Runoff Management Program, which provides financial assistance to communities to either construct best management practices themselves or contract with individual landowners to install such practices.
- ◆ The WisDNR Surface Water Grants Program (formerly the River Protection Grant Program), which aims to prevent the deterioration of water quality, fisheries habitat, and natural beauty as the number of homes, recreational activities, and other uses increases along lakes, rivers, and streams. Grant dollars may be used for river organization development; information and education; assessments of water quality, fish, and aquatic life; nonpoint source evaluations; purchase of land or easements; development of local ordinances; and habitat restoration.

### **Protect Groundwater Quantity and Quality**

Groundwater is the source for all of the Town's drinking water supply. If groundwater is removed from an aquifer more quickly than it is recharged, the amount of water available in the aquifer is reduced. This may be of particular concern where water tables are dropping from groundwater use in portions of the Town with high concentrations of dwelling units. In addition, groundwater recharges local rivers and streams. For these reasons, groundwater protection is critical. Through this *Plan* the Town supports several efforts to protect groundwater quality and quantity, including the following:



- ◆ **Minimize new development in areas susceptible to groundwater contamination.** In portions of the Town more highly susceptible to groundwater contamination, the Town will limit the location of commercial or other uses with the potential to emit pollutants into the soil or groundwater. Examples include gas stations or other uses that store fuel or other potential contaminants.
- ◆ **Ensure the proper placement and maintenance of on-site waste treatment (septic) systems.** Improper placement and maintenance, particularly of both old systems and chemical and biological treatment systems allowed under the “COMM 83” law, can result in groundwater contamination. In addition, an over-concentration of on-site septic systems can increase the probability of groundwater pollution. On-site system recommendations are addressed more completely in the Utilities and Community Facilities chapter.
- ◆ **Maximize groundwater infiltration when new developments are proposed.** In the limited instances when the Town reviews more intensive development proposals such as new subdivisions or commercial development proposals, it will seek to minimize impervious surface areas and maximize the amount of water that can be infiltrated on site. This is a preferred approach to directing water off-site, both to replenish the groundwater supply and minimize surface water contamination.
- ◆ **Remain informed and involved in decisions pertaining to high-capacity wells.** Permits for high capacity wells (those withdrawing more than 100,000 gallons per day) must be registered with and permitted by WisDNR. WisDNR will not approve wells that impair public water utility supplies, and has authority to deny applications for high-capacity wells should they have the potential to adversely affect the environment. Wells drawing more than 2 million gallons per day are evaluated in terms of whether they impair public water rights, future water use plans, or cause adverse groundwater effects. Should potential new sites be proposed in Aztalan over the planning period, the Town will strive to remain informed and involved in any WisDNR decision regarding high-capacity wells. One way to stay involved is through regular communication and providing public comment during Environmental Impact Statement review periods.
- ◆ **Work regularly to address circumstances that lead to dropdown.** There are cones of depression in the groundwater levels in and near Waukesha County, in particular, where there have been large amounts of rural development. These problems demand regional solutions, and the Town would like to participate in such solutions. The Town could also consider participating in cooperative groundwater management

#### Urban Density and Water Quality

It has been well-documented that urban development has negative impacts on water quality by decreasing natural ground cover and increasing the amount of stormwater runoff that enters streams and lakes.

Studies have indicated that water bodies become impaired when just 10% of the immediate adjacent land is impervious. As a result, some communities have concluded that lower-density development patterns will have less of an impact on water quality by spreading out development and allowing for more pervious surface around and between buildings, roads, driveways, and parking lots.

However, when the quantity of stormwater runoff in a given area is measured per building (or dwelling unit), versus per acre, research indicates that higher density developments generate less stormwater runoff than lower density developments and consequently have less of a negative impact on the overall watershed (see USEPA report “Protecting Water Resources with Higher Density Development”).

Therefore, compact development is not inherently contrary to the goal of protecting water quality, provided the localized increases in impervious surfaces associated with higher density development are accompanied by appropriate stormwater and water quality management techniques for individual lots and neighborhoods.

plans with municipalities, industries, local and regional planning agencies, and State agencies where appropriate, should special groundwater protection priority areas be delineated in the future.

### **Carefully Review Proposals for Mineral Extraction Sites and Enforce Reclamation**

There is currently one mineral extraction operation (gravel pit) in the Town. Over the planning period, the Town intends to make itself aware of and carefully review any proposals for new extraction activities. Mineral resources have potentially significant economic, community character, and environmental impacts. Wisconsin now has administrative rules on the reclamation of nonmetallic mines (NR 135), but these do not cover many aspects of their operation. The Town will work to assure that applications for approval of extraction operations present a clear picture of proposed activities, through submittal of a complete description, a detailed site/operations plan map(s), and a reclamation plan.



In its review of proposals for new or expanded mineral extraction operations, the Town intends to consider the following issues:

1. The site will be developed and operated according to the site/operations plan.
2. Spraying of the site and driveways should be considered to control dust.
3. Requirements of a buffer area protecting adjacent land uses, restricting operations from occurring within 100 feet of a property line and restricting accessory buildings within 100 feet. Berms of a sufficient height, width and mass should be used for screening operations from neighboring land uses.
4. On-site bulk fuel storage and appropriate places for fueling of equipment (e.g., above the water table) should be addressed to minimize the potential for groundwater contamination.
5. While excavation is in progress, the operator shall take effective steps to control erosion of all disturbed land surface areas – including planting, mulching, screening, stabilization, or other cover.
6. Require each operator to prevent any surface water or seepage from damaging the cut face of any excavations of the slope face of a hill. Operators should also drain any surface waters that are or might be concentrated as a result of a fill or excavation to a natural watercourse.
7. Access should only be through service points designated as entrances on the site/operations plan.
8. Hours of operation may be limited if the extraction site is close to residential properties.
9. Expectations for any blasting, drilling, screening and hours should be clearly understood.
10. If blasting or drilling is requested, additional standards may be applied with relation to frequency, noise and vibration levels, notice to neighbors, pre-inspection of neighboring basements and wells, and claims procedures. Maximum permissible noise levels for a site shall be no louder than 90 decibels at the nearest dwelling unit.
11. Unless the extraction site is very inaccessible, it should be completely enclosed by a safety fence or maintained at a gentle slope. Fencing should be provided around any site being actively mined.
12. Evaluation of impact of increased traffic volumes is required.

13. The petitioner should have to furnish a certificate of insurance before operations commence. The Town should be listed as an “additional named insured” on the liability insurance policy.
14. Provisions for the upgrade, repair, and maintenance of Town roads may be appropriate. Posting a bond for such work may be required.
15. Require a site rehabilitation and reclamation plan.

In the case of inactive or sites anticipated to become inactive over the planning period, the Town will work with the operator and County to require a proper reclamation plan is prepared and followed. The Town may intend these areas for different land uses over the planning period.

#### **Protect Rare Species and Wildlife Habitat Areas**

Preservation of wildlife habitat and rare plant and animal species has many benefits. It enhances the quality of residents’ lives, preserves rural character, increases pride and stewardship in private land ownership, and enhances recreational experiences. Preserving habitat and protecting rare species at the local level may also minimize the potential that a species will officially become “threatened” or “endangered,” thereby requiring federal intervention under the Endangered Species Act.

Map 4 shows all sections in the Town where rare plant or animal species and natural communities have been documented by WisDNR’s Natural Heritage Inventory (NHI). These could be aquatic or terrestrial species, plants or animals. NHI data is collected in the field on a continuous basis by biologists. However, it is important to note that not all sections of the Town have been inventoried for the presence of rare species. Because rare species are vulnerable to collection and intentional destruction, the exact locations and type of rare species is not made readily accessible. However, this data is available from WisDNR through the submittal of a “Wisconsin Natural Heritage Inventory Request Form.” As discussed previously, vegetative buffers may be an effective way to retain habitat while these areas experience development pressure, or to restore habitat where development has already occurred.

#### **Build on the Town’s Natural and Cultural Resources to Promote Tourism**

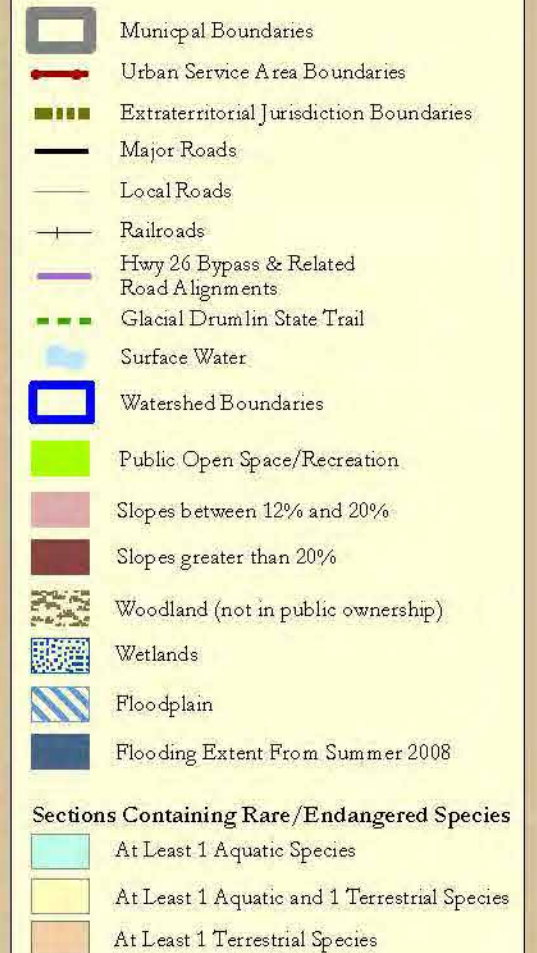
The expansion of Aztalan’s role in a nature-based tourism economy provides an opportunity for Town residents to enjoy the financial benefits of increased economic development while simultaneously preserving the area’s environment.

The area’s abundant natural resources make the Town particularly well-suited to attract growth in nature-based activities, including hiking, fishing, paddling, canoeing, kayaking, and wildlife watching. Aztalan State Park offers visitors a chance to view one of Wisconsin’s most important archaeological sites while enjoying acres of open prairie, oak woods, and rivers. The Lake Mills/Aztalan Museum is located just north of Aztalan State Park and includes two pioneer church buildings, other structures from the 19<sup>th</sup> century, and displays of pioneer life. The Rock River and Crawfish River are popular venues for fishing, canoeing and kayaking. The Crawfish River runs through the Aztalan State Park. The Town may work with the State to promote the enhancement and possible expansion of the Lake Mills/Aztalan Museum area and the creation of a recreation trail connecting the Town’s natural and cultural resources. A proposed trail linking the Glacial Drumlin State Trail to Aztalan State Park and future Aztalan Hamlet businesses are described later in the Transportation chapter.



# Town of Aztalan Comprehensive Plan

## Map 4: Natural Features

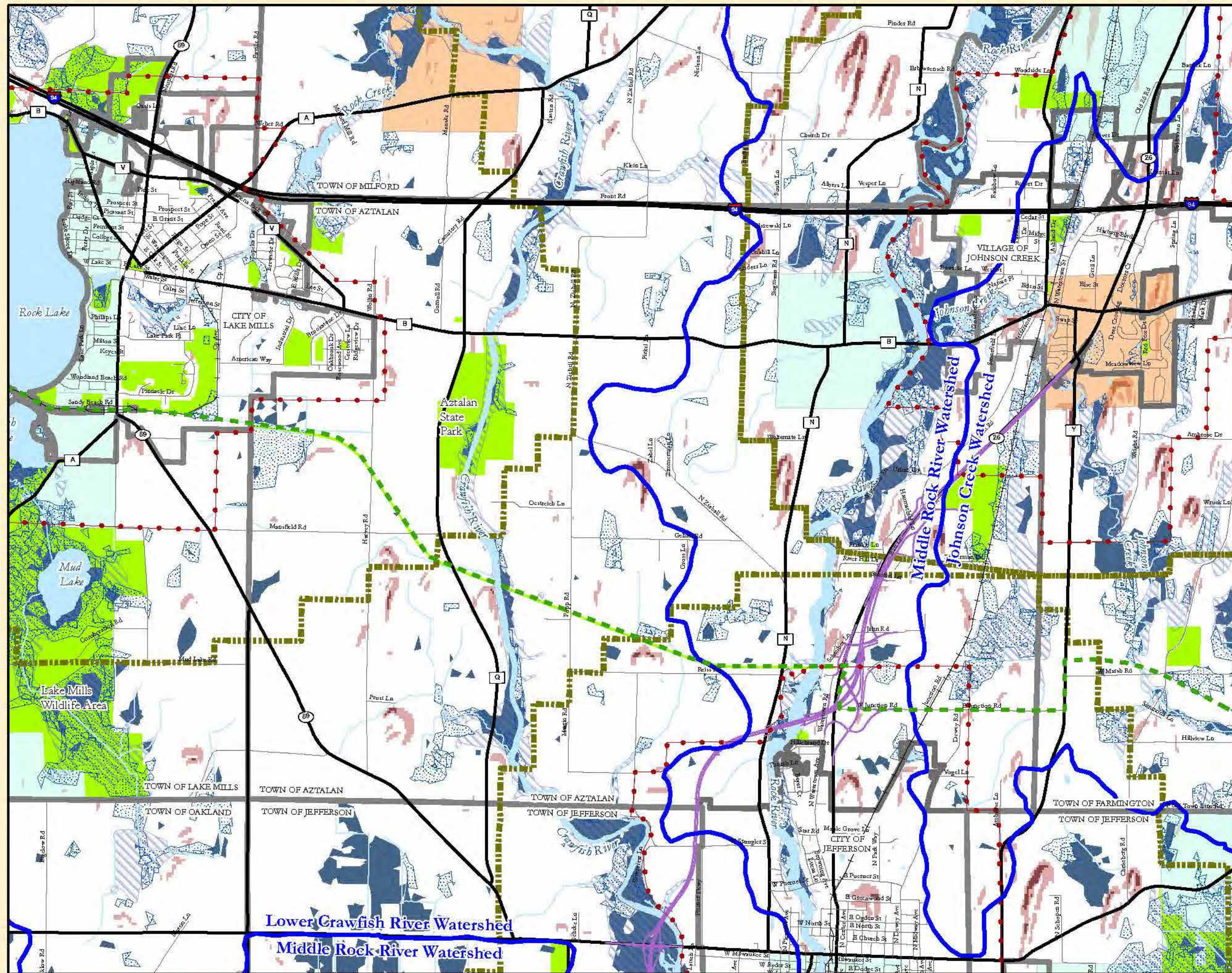


**Note:** This map is identical to Map 4 in the Town's 2009 Comprehensive Plan. The Town did not feel the need to update this map for the 2019 Plan update. Certain features, like municipal limits, extraterritorial jurisdictions, and urban service area boundaries, are not up to date. See Map 1 for up-to-date linework for those particular features.

Sources: Jefferson County LIO; US Census; Species Data - WIDNR (2007); Floodplain Data - FEMA (2007); Summer Flood Extent - Dr. Jon Chipman, Dartmouth University & Dr. Sam Batzli, UW-Wisconsin (2008)

0 0.25 0.5 1 Miles

**VANDEWALLE & ASSOCIATES INC.** Adopted: 3/11/2009  
Shaping places, shaping change





## CULTURAL RESOURCES

Identifying valued aspects of the community's past and present is a key component of planning for the Town's future.

The area now occupied by the Town of Aztalan was settled by Native Americans for centuries before the arrival and permanent settlement by people of European descent in the 1830's. Aztalan's unique geographical history includes a number of flat-topped mounds, key features in the Town's landscape. Once called

"Ancient City" by settling pioneers around 1835, Milwaukee Judge Nathaniel F. Hyer renamed the area Aztalan because it resembled a place described in Aztec legend. Archaeologists have determined that the people of Aztalan may have been related to the inhabitants of Cahokia in southwest Illinois. Other artifacts and records have been carefully preserved through the efforts of individual citizens and organizations.

### Cultural Resources Recommendations Summary

- ◆ Promote the Aztalan State Park and Aztalan Hamlet as community gathering places, balancing preservation, revitalization, and expansion.
- ◆ Preserve the Town's character by encouraging private land owners to protect or rehabilitate cultural, historical, and archeological sites.
- ◆ Cultivate a strong sense of community by celebrating the Town's rich farming heritage.

### Historic Sites

The Wisconsin Historical Society's Architecture and History Inventory (AHI) contains data on a wide range of historic properties throughout the state. The AHI identifies 35 documented structures or sites in the Town of Aztalan. This list includes the Abner Pettet Cabin, the East Aztalan School, the Old Baptist Church, Hooper's Mill, Princess Mound, and numerous other locations. The Pioneer Aztalan Site is listed on the National Register of Historic Places. Additional information about these and other properties may be found at the Wisconsin Historical Society website at: <https://www.wisconsinhistory.org/>.

### Lake Mills/Aztalan Museum

The Lake Mills/Aztalan Historical Society (website: <https://www.lakemillsaztalanhistory.com/>) is a non-profit organization that runs the Lake Mills/Aztalan Museum. The museum is housed in the old Mambre Moravian Church located just north of Aztalan State Park. The museum site includes several historical structures from the area that were moved to the site in addition to exhibits, artifacts and records from the area's earliest settlement to the present. The Historical Society sponsors a festival every year on the Sunday closest to July 4<sup>th</sup>. The festival celebrates Aztalan's pioneer heritage and is held on the museum grounds.

### Archeological Sites

In 2007, the Wisconsin State Historical Society listed 215 Town sites in its Archaeological Sites Inventory. These sites include cemeteries/burial sites, effigy mounds, and campsites/villages. All human burial sites, including cemeteries and Indian mounds, are protected under State law. The National Historic Preservation Act of 1966 requires federal agencies to ensure that their actions do not adversely affect archeological sites on or eligible for listing on the National Register of Historic Places. Archeological sites can be protected during the course of state agency activities if the sites have been recorded with the Office of the State Archeologist.

The most famous of the area's archaeological sites are found in Aztalan State Park. The Park contains archeological remains of a Native American settlement that flourished from around 1000-1300 AD. Evidence from the site indicates that a village of 500 residents once included fortified walls and pyramidal burial mounds.

Under Wisconsin law, Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected from encroachment by any type of development. Many of these sites are located on private land and may not be viewed by the general public. The Wisconsin Historical Society has documented the Heger Site on Highway N as a protected burial site. This protection applies to the mounds and a five foot buffer, as required by Wisconsin law.

### Community Special Events

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There are a variety of special events that take place within the Town. These events include, but are not limited to:

- ◆ Spring Walking Tour of ancient Aztalan (May)
- ◆ Solstice in the Park (June)
- ◆ Aztalan Days (July)
- ◆ Annual Picnic (August)
- ◆ Artifact Day(s) (September)
- ◆ Native American Day (September)

The events above are coordinated by the Aztalan Historical Society. In addition, many Town residents enjoy events and cultural offerings in nearby cities and the Village.

Flying Cow Pizza established a pizza farm at Earth Fresh Acres on Highway Q in the Town. The pizza farm is open on seven Fridays throughout the year and includes wood fired pizza with local ingredients from the farm along with live music.

### Cultural Resource Goals, Objectives, and Policies

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#### Goal:

1. Enhance and maintain the Town's cultural resources and rural character.

#### Objectives:

1. Preserve the Town's agricultural, cultural, historic, and archeological resources that celebrate the community's pre-settlement and early settlement periods.
2. Promote the Aztalan Hamlet and Aztalan State Park as the Town's "community center."

#### Policies:

1. Enhance the role of the Aztalan Hamlet as a community gathering place, balancing the preservation of its historic character with efforts to revitalize and perhaps expand the Hamlet in consort with the Aztalan State Park and its planning.
2. Support local festivals, fairs, farm tours, farm breakfasts, and markets that celebrate the Town's farming heritage, rural way of life, and rich history.
3. Work with the State and County to maintain and promote activities in the Aztalan State Park and Lake Mills/Aztalan Museum to draw people to the area.
4. Encourage private landowners to preserve and rehabilitate identified cultural, historic, and archeological resources when specific sites are proposed for development.
5. Prohibit incompatible land uses (e.g. high traffic generators, noisy uses, unattractive uses, recreational motor vehicles) from locating within or next to cultural and historic resources and residential areas.
6. Improve the appearance of existing development in the Town by:
  - ◆ Promoting redevelopment of abandoned, vacant, or obsolete parcels;



- ◆ Providing sufficient off-street parking for new uses in these areas;
  - ◆ Working with the County on enforcement of property maintenance standards;
  - ◆ Promoting high-quality signage, architecture, site design, landscaping, and lighting; and
  - ◆ Considering attractive entrance signs for the Town and the Hamlet Area.
7. Work to retain the unique identity of the Town of Aztalan, particularly as it relates to the neighboring communities of Lake Mills, Johnson Creek, and Jefferson.

### Cultural Resource Programs and Recommendations

#### **Promote the Aztalan Hamlet as a Community Gathering Place**

The Aztalan Hamlet serves as a central community gathering place, hosting venues for meetings, dining, establishments, and recreational opportunities. The Town intends to further promote the Aztalan Hamlet as the “Town center” by encouraging a mix of residential, business, recreation, and civic uses in this area, and by pairing its future success with that of the adjacent Aztalan State Park. The Town supports the moderate and well-planned expansion of the Aztalan Hamlet based upon the following guidelines (also see the Land Use chapter and Map 7):

1. Plan for a mix of small-scale commercial, community facilities, and residential uses.
2. Locate key community gathering areas (such as the Town Hall, Lake Mills/Aztalan Museum and restaurants/taverns) in close proximity to housing.
3. Arrange land uses to fill in the areas around the center with development served by new roads, rather than developing much further out in strips along current roadways (see Map 7).
4. Plan for an interconnected network of streets, extending and connecting to existing roads, where possible.
5. Establish community entry signs at the west and east ends of the Aztalan Hamlet. Over time, install wayfinding signs to points of interest including Aztalan State Park, Lake Mills/Aztalan Museum, area businesses, Crawfish River access points, and existing and future bicycling/walking trails.
6. Provide and support the provision of pedestrian/bike facilities that allow residents to safely access the Hamlet, the State Park, and the Glacial Drumlin State Trail on foot or by bike.
7. Encourage appropriate new uses to locate in the Hamlet, such as rural-oriented businesses and a convenience store.



**Protect Known Historic and Archeological Sites**

As described earlier in this chapter, the Town of Aztalan has a number of historic and archeological resources. The area's most famous archeological sites are found in Aztalan State Park and include remains of a Native American settlement featuring pyramidal mounds and a restored stockade. The two pioneer church buildings and other structures included in the Lake Mills/Aztalan Museum also are known historic sites in the Town. Native American burial mounds are also scattered throughout the Town and mostly are located on private lands.

The Heger Site on Highway N, containing burial mounds, is designated as a protected burial site. Under Wisconsin law, Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected from intentional disturbance. In situations where development is proposed in areas where historical and archeological resources exist, the Town will require developers to demonstrate how historical and archeological features will be preserved.

**Retain and Enhance the Town's Unique Identity and Image**

The Town of Aztalan is surrounded by three growing municipalities, including the City of Lake Mills, City of Jefferson, and the Village of Johnson Creek. As these communities grow, the Town will take steps to retain its unique identity. The Town intends to cultivate its strong sense of community identity by celebrating these characteristics, promoting a "hard edge" between city and country in collaboration with the adjacent municipalities, and supporting a community separation area between the Aztalan Hamlet and the City of Lake Mills.



One possibility for a Town event would be a farming heritage festival. This event could be held in the Aztalan Hamlet with activities such as farming demonstrations, activities for children, a pie eating contest, and a parade. Additionally, given the number of long-standing farm families in the Town, the Town may consider a program to recognize those farms that have been in a family for 150 years or more (e.g. "Sesquicentennial Farms").

In addition to retaining the Town's unique identity, the Town will also take steps to retain and enhance the Town's image. Scenic beauty is very important to the character and culture of the Town of Aztalan. Many areas offer expansive views of the rolling landscape and natural features. Such areas include the Crawfish River and Rock River, Lake Mills/Aztalan Museum, Aztalan State park, wetlands, open spaces, and agricultural land. Many of the local highways afford spectacular views of the landscape. Poorly maintained

**Preserving the Town's Scenery**

Approximately 73% of 2008 community survey respondents agreed that the scenery of the Town should be preserved through sign and building appearance and placement regulations.

properties and vacant buildings in some areas of the Town disrupt the desired character and natural beauty of the community. The Town intends to explore options for addressing this issue, and will consider enforcing design standards for new, rehabilitated, or redeveloped buildings, particularly in the Aztalan Hamlet. The Town will also work in cooperation with the County to enforce property maintenance codes. The Land Use chapter and Economic Development chapter provide more detailed recommendations related to this issue. Key rehabilitation areas are shown on Map 7.

## CHAPTER THREE: LAND USE

This chapter contains background information, goals, objectives, policies and recommended programs to guide the future preservation and development of lands in the Town of Aztalan. This chapter features maps and policies describing recommended future land uses over the 20 year planning period.

### Existing Land Use Map Categories

Map 5, Existing Land Use, organizes existing land uses as of 2007 by the land use categories listed below. On Map 5, these categories indicate how land was being used in 2007, which does not necessarily reflect the current zoning designations, current (2019) uses, or desired future uses. However, there has been little significant change in land use in the Town since 2007.

- ◆ **Agriculture and Rural Lands:** Agricultural uses, farmsteads, open lands, vacant parcels, and very low density single-family residential development.
- ◆ **Public Open Space/Recreation:** Park and open space facilities devoted to playgrounds, play fields, play courts, trails, picnic areas, and publicly owned natural or habitat preservation areas. This category also includes the Lake Mills Conservation Club land.
- ◆ **Single Family Residential:** Single-family detached residential development.
- ◆ **Mixed Residential:** Two-family, multiple-family, and attached single-family residential development.
- ◆ **General Commercial:** A wide range of retail, commercial service, private recreational, office, community facilities, and outdoor sales land uses.
- ◆ **Community Facilities:** Larger-scale public buildings and uses, including cemeteries, churches, schools, museums, and outdoor facilities other than parks, hospitals, and special-care facilities.
- ◆ **Light Industrial:** Indoor industrial land uses and controlled outdoor storage areas.
- ◆ **General Industrial:** Manufacturing, warehousing, distribution, and office uses, sometimes with outdoor operations and open outdoor storage areas.
- ◆ **Surface Water:** Lakes, rivers and perennial streams.
- ◆ **Rights of Way:** Publicly-owned land for transportation uses, including roads, highways, and railroads.
- ◆ **Cell Phone Towers:** Locations of telecommunication transmission towers.
- ◆ **Well Setback Areas from Closed Landfills:** Known closed landfills (location signaled by an “L” on Map 5), including their 1,200 foot buffer with a circle, where the installation of a new private drinking well is generally prohibited under WisDNR rules, unless a waiver is granted. The actual 1,200 foot radius is measured from the edge of the nearest exaction area or, if unknown because it is a filled site, from the site’s property line.

### Land Use Recommendations Summary

- ◆ Preserve the Town’s agricultural and natural character by limiting the number and influencing the siting of homes in long-term agricultural areas and environmental corridors.
- ◆ Encourage more intensive new development to be located in the Aztalan hamlet, along Highway 26, or near the cities and village.
- ◆ Work with the County and adjoining communities to arrive at mutually supportive land use plans for areas of overlapping jurisdiction.
- ◆ Work with property owners close to the cities and village to provide resources that encourage them to keep their land in the Town.



## Existing Land Use Pattern

Map 5 depicts the land use pattern within the Town of Aztalan, which has changed minimally since the year the associated inventory occurred (2007). Table 3.1 summarizes the existing acreage within the various land use categories in the Town, as presented on Map 5. The following is a summary of the development patterns depicted in this map.

Table 3.1: Existing Land Use Totals, 2007

Existing Land Use Category	Acres	Percentage
Agriculture and Rural Lands	13,547	85 %
Public Open Space/Recreation	307	2%
Single Family Residential	673	4%
Mixed Residential	3	<1 %
General Commercial	116	1%
Community Facilities	5	<1%
General Industrial	160	1%
Surface Water	369	2%
Rights of Way	823	5%
TOTAL	16,004	100%

*Source: GIS Inventory, Vandewalle & Associates, 2007*

The overwhelming majority of land within the Town is classified as agricultural land, punctuated by some scattered rural residential parcels. The majority of residential subdivisions within the Town are concentrated near the Town's incorporated neighbors. The rural hamlet of Aztalan at the intersection of Highways B and Q consists of residences and limited commercial uses and community facilities, including a museum grounds. In the eastern half of the Town, nearly all of the residential, commercial, and industrial uses are located within one mile of Highway 26, including a large ethanol plant.

## Land Development and Market Trends

Land development in the Town has been modest in recent years. During the past five years, approximately four new homes have been built each year based on Town building permit records and a total of 50 acres were rezoned from A-1 Exclusive Agricultural to A-3 Agricultural/Rural Residential. The housing and commercial development market throughout the region has been healthy. Very little commercial development has occurred in the Town in recent years.

The Wisconsin Department of Revenue reported a 7.8% increase in the total equalized value of the Town of Aztalan between 2006 and 2016 (see Table 3.2). This is significantly lower than the previous decade, within which the Town had a 40% increase in total equalized value. The main cause of this difference is the Great Recession that occurred nationwide in the late 2000s into the early 2010s. According to the Wisconsin Department of Revenue, the average assessed value of existing homes in the Town was \$218,200 in 2016—up from \$179,953 in 2005.

Table 3.2: Total Equalized Values

	2006	2016	% Change 2006-2016
<b>Town of Aztalan</b>	<b>\$120,443,600</b>	<b>\$129,921,600</b>	<b>7.8</b>
City of Lake Mills	\$428,067,300	\$511,900,300	19.5
Town of Lake Mills	\$265,249,900	\$295,610,500	11.4
Town of Farmington	\$122,910,600	\$138,655,100	12.8
Town of Jefferson	\$170,635,900	\$188,369,600	10.3
Town of Milford	\$94,619,000	\$106,674,000	12.7
Village of Johnson Creek	\$284,853,600	\$312,986,500	9.8
City of Waterloo	\$200,796,300	\$210,992,900	5
City of Jefferson	\$463,513,900	\$481,469,500	3.8
City of Fort Atkinson	\$858,736,000	\$870,654,000	1.3
City of Watertown	\$923,397,700	\$879,928,200	-4.7

Source: Wisconsin Department of Revenue

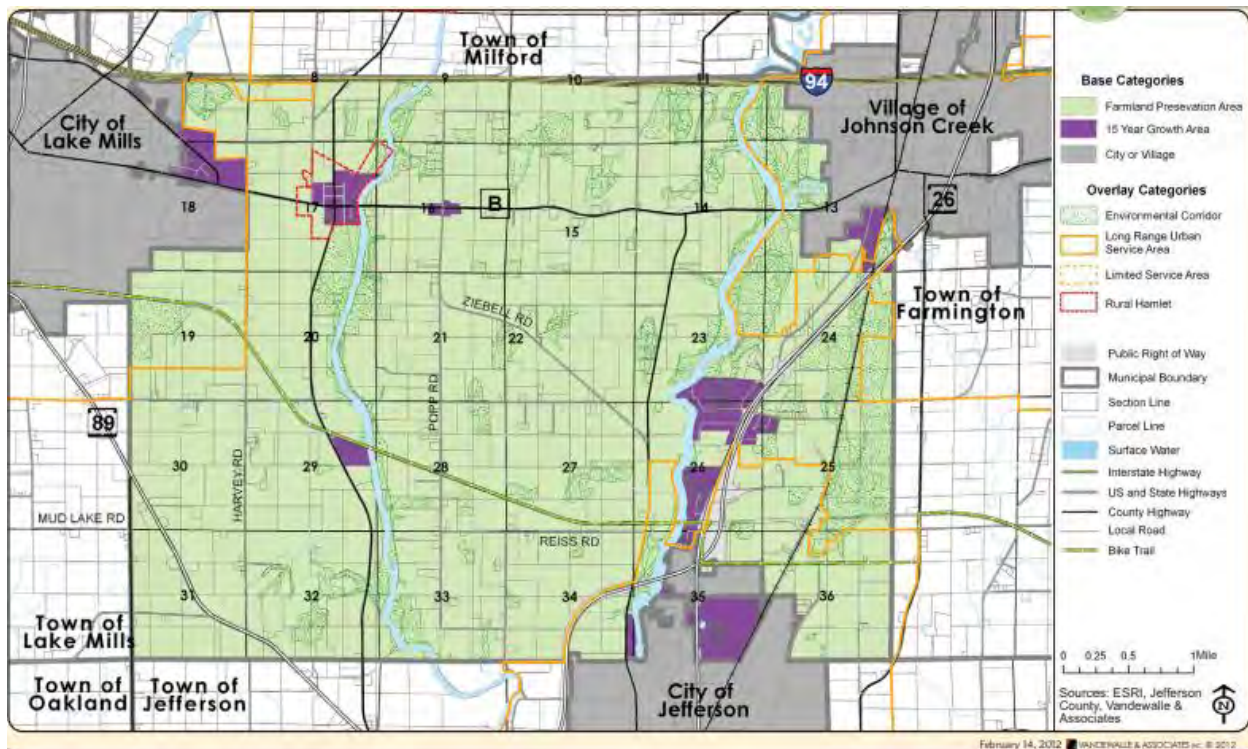
## Land Supply

The land supply for new development in the Town of Aztalan is influenced by several factors, including the following:

- ◆ The available supply of privately-held, undeveloped land in the Town, which is significant.
- ◆ Environmental constraints—mostly depicted on Map 4—which often result in structural and regulatory limits to development. These areas are particularly focused along the river corridors in the Town. Building limitations associated with environmental constraints will need to be measured and assessed by the developer and Town when a specific development proposal is being considered.
- ◆ Road access. Development potential is generally highest in areas close to existing roads, and lowest in more remote areas. The central and southwest parts of the Town, for example, have limited roads.
- ◆ Interest of property owners in development versus retaining their lands in their current uses—usually farmland. Many Town property owners do not wish to see development on their land
- ◆ The policies and regulations of adjoining cities and the village within their respective extraterritorial jurisdictions and urban service areas. These policies can significantly limit non-farm development potential in the Town. Current city and village policies are described more fully in the Intergovernmental Cooperation chapter.
- ◆ Jefferson County's plans, policies, and zoning regulations.

Figure 3.1 outlines Jefferson County's 2012 Agricultural Preservation and Land Use Plan related to land use throughout the Town of Aztalan.

Figure 3.1: County Farmland Preservation Plan Map for Town of Aztalan



The majority of the Town of Aztalan is classified as Farmland Preservation Area in the County's Plan. The County's policies for this category vary based upon attributes such as soil quality and parent parcel size (i.e., all contiguous land under the same ownership). Landowners within the Farmland Preservation Area are allowed to create new lots (and rezone out of the A-1 exclusive agricultural zoning district), but the lots generally can be a maximum of two acres and in no circumstances may a landowner create more than three new lots. The County's Plan provides greater detail with respect to individual circumstances. The Jefferson County Zoning Ordinance is consistent with and implements its adopted Plan.

The supply of land potentially available for development in the Town many consists of parcels within the County's Farmland Preservation Area that are considered "parent parcels" and that have not already been divided to their full extent, land within the designated Aztalan "hamlet" area that may be developed to greater densities under certain conditions, and already-developed parcels within the Town that are appropriate for redevelopment.

### Projected Land Use Demand

Wisconsin Statutes require comprehensive plans to include projections, in five-year increments, for future residential, agricultural, commercial, and industrial land uses in a community over the planning period. This *Plan* includes projections of land use demand over the 20-year planning period, in five-year increments. Projected land use demand, presented in Table 3.3, is then compared to the potential supply of land to meet that demand. The projections are based on the following data and assumptions:

- ◆ **New dwelling units per year:** Residential land use projections in the Town of Aztalan are based primarily on the number of new homes that are expected to be built in the Town in the next 20 years. The number of new homes expected was derived by using the projected increase in households presented in the Issues and Opportunities chapter, along with an extrapolation of recent building permit and lot creation activity.



- ◆ **Residential lot size:** The amount of land required to accommodate new homes will vary depending on the lot size on which the homes are located. The projections assume an average new residential lot size of two acres, which is consistent with Jefferson County policies.
- ◆ **Non-residential acreage:** Because the Town does not offer public sewer and water services, the amount of commercial and industrial development over the planning period is expected to be between four and five acres per five year period. The ratio between commercial and industrial development is expected to be about 50/50.
- ◆ **Flexibility factor:** Because the market for land is not only driven by demand, but is also dictated by the motivations and desires of land owners and developers, it is important to factor in an allowance for uncertainty. In other words, a given parcel of land may not be available for development when the market is ripe for development. Therefore, incorporating a flexibility factor into the projections ensures that the supply of areas designated as appropriate for development will accommodate future demand. These projections utilized a 100% flexibility factor (i.e. total projected residential, commercial, and industrial land use needs were doubled).

Table 3.3: Projected Land Development Demand, 2020-2040

	2020-2025	2025-2030	2030-2035	2035-2040	Total Demand
Projected Additional Housing Units	23	20	10	3	56
Projected Residential Land Use Acreage Demand	46	40	20	6	112
Projected Commercial and Industrial Land Use Acreage Demand	5	5	4	4	18
Total Land Use Acreage Demand w/ 100% Flexibility Factor	102	90	48	20	<b>260</b>

*Source: MDROffers Consulting*

These land use demand forecasts suggest that the Town should anticipate that about 130 additional acres of land will develop in the Town over the period between 2020 and 2040. The forecasts suggest that about double that acreage (260+ acres) should be made available for possible development that will remain in the Town. Future development planned on Map 6 and allowed under the policies of this *Plan* will provide more than enough capacity to accommodate the expected demand for residential and non-residential development under these projections, particularly given the residential splits that remain in planned *Farmland Preservation Areas* on Map 6. There will also be more development that may occur following annexation of current Town lands into the village or cities.

It is reasonable to project that about one-half of the land that will be used for new residential and non-residential development in the Town will be taken out of agricultural production during each 5-year period. Therefore, the amount of agricultural land in the Town is projected to decrease by about 16 acres per 5-year period, based on development that remains in the Town. Annexation and development of land in the village or cities will also reduce the supply of agricultural land in the Town. However, because the Town has very limited control of the annexation process and the plans of adjoining communities, it would be very challenging for the Town to estimate the expected loss of farmland as a result of annexations.

### Land Use Goal, Objectives, and General Policies

#### Goal:

1. Manage the extent, pace, character, location, and type of new growth in a manner that preserves the quality-of-life and rural agricultural character of the Town.

Objectives:

1. Preserve large blocks of land for agricultural and open space use and minimize non-agricultural development on the best agricultural soils.
2. Consider the impact on agricultural operations and sensitive natural areas when reviewing new development proposals.
3. Direct concentrated new non-farm development to areas of existing development, the Aztalan Hamlet area, the Highway 26 corridor, and nearby cities and villages.
4. Work in tandem with the City of Lake Mills, City of Jefferson, Village of Johnson Creek, and Jefferson County to jointly achieve the Town's land use objectives.
5. Utilize the Town's resources in ways that offer the area something the rest of the County does not already offer (e.g. golf course, sports complex).

General Policies:

1. Follow the land use recommendations mapped and described in this plan (Maps 6 and 7) when making and advising on detailed land use decisions, such as land division and rezoning requests.
2. Maintain low densities of non-farm development in agricultural areas in tandem with property owners and Jefferson County to preserve the long-term future of agriculture in the Town.
3. Promote redevelopment and compact new developments that utilize existing roads and utilities and are located near "Smart Growth Areas", areas of existing development, wherever practical.
4. Plan for sufficient new residential and non-residential development, and discourage annexation of existing developed areas, to secure a diverse town tax base.
5. Encourage the placement of rural development adjacent to the existing Aztalan Hamlet, in other already developed areas generally shown as *Exurban Residential* areas on Map 6, and in small groupings in planned *Farmland Preservation Areas* shown on Map 6.
6. Work to ensure proper siting of home sites to minimize farm, visual (rural character), and natural resource impacts in planned *Farmland Preservation Areas*. Consider adoption of a simple Town land division ordinance to accomplish this policy.
7. Ensure that incompatible land uses are not located close to one another, or are buffered through screening where nearby locations are unavoidable.
8. Enforce regulations (and encourage County support of regulations) designed to discourage incompatible uses (e.g., junk vehicle storage, poorly maintained lots, dog kennels), particularly in and around the hamlet area and other residential areas.
9. Assure that new developments are sustainable and positive for the community from a fiscal, transportation, economic, building quality, and environmental perspective, requiring developers to demonstrate this during the development approval process.
10. Promote compatible and complimentary land uses around Aztalan State Park.
11. Apply high-quality standards for building, sites, landscape, signage, and lighting design in new development projects.
12. Require submittal and Plan Commission approval of a complete site and building plan plans before any commercial, institutional, industrial, or residential use is allowed to be established or expanded. A complete site and building plan submittal must include a site inventory, site layout plan, landscape plan, exterior lighting plan, signage plans, and building

13. Actively and clearly participate in County zoning and land division approval processes. Work to secure greater input and flexibility in County zoning decisions, staying within the overall framework laid out in County plans and ordinances.

### Preserving and Enhancing Town Character

“Community Character” is a term often used to describe the way a community looks, feels, and functions. A community’s character is a function of the relationships between the built environment, the natural environment, and the people who live in, work in, or visit the community. Character refers to much more than just where different land uses are located. Communities are usually comprised of different, but ideally compatible, components that make up their overall character.

As Aztalan continues to change in the future, it will be important for the Town to establish standards so that new development projects have a positive impact on the way the community looks and feels. Such standards should specifically address components such as building quality, the careful relationship of agricultural and open spaces to new non-agricultural development, and the preservation and enhancement of community entryways and historic or culturally significant buildings and places.

Many Town residents recognize the value of living in a community that has retained its agricultural character, while, at the same time, having sustainable development opportunities and reasonable access to urban amenities and services. As Aztalan experiences growth pressures, the community will be challenged to maintain and enhance its character and rural flavor. Identifying the characteristics that make Aztalan a desirable place to live will help the Town better protect and build upon its assets as some new development happens.

The Town of Aztalan will strive for new development that is integrated with the landscape versus dominating it. The following guidelines will help to achieve this goal:

1. Retain large blocks of productive agricultural areas and “century farms”.
2. Maintain clear separation between developed areas and long-term farming areas and work to manage growth and secure reasonable businesses for the cities and the villages.
3. Use existing vegetation and additional landscaping to screen and soften new development.
4. Limit placement of development in environmental corridors.
5. Integrate development with existing topography and landscape patterns.
6. Minimize the number of driveways on public roads.
7. Reinforce the Aztalan “hamlet” area as the civic heart and gathering place for the Town.
8. Concentrate new development and redevelopment in the Aztalan “hamlet” area, along Highway 26, and inside or at edges of other existing development areas.



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## Land Use Programs and Recommendations

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The Future Land Use Map (Map 6) and the Aztalan Hamlet Neighborhood Plan (Map 7) indicate recommended future land uses over the 20-year planning period and their location within the Town. The *Plan* takes into consideration the supply of developable land and projected demand, and also the policies of the County and nearby governments. The *Plan* addresses areas with existing incompatible or conflicting land uses and recommends a pattern to prevent or minimize potential new conflicts in land use. Maps 6 and 7, along with the recommended policies and programs listed in this chapter, will be used to guide Town decision-making on future land use changes.

Changes in land use to implement the recommendations in this *Plan* will be at the request of property owners. This *Plan* will not compel property owners to change the use of their land. Instead, Maps 6 and 7 and the policies in this chapter will guide the Town in its review of development proposals. Not all land identified for development on Maps 6 and 7 will be appropriate for rezoning or development approval immediately following the adoption of this *Plan*. Instead, the Town will consider the best timing to achieve the recommended future land use pattern over the 20-year planning period.

**Maps 6 and 7 use numerous future land use categories to describe the Town's desired type and the future location of different land uses over the 20-year planning period. Desired future land use categories shown on Map 6 in the Town of Aztalan are described below, along with descriptions of where these land uses should be promoted in the Town, policies related to each future land use category, and approaches for preserving and enhancing the overall Town character.**

### **Farmland Preservation Area**

**Description:** The *Farmland Preservation Area* future land use category is established and mapped on Map 6 to preserve productive agricultural lands in the long-term, protect existing farm operations from encroachment by incompatible uses, promote further investments in farming, maintain farmer eligibility for farmland preservation incentive programs, and preserve the rural and aesthetic quality of the area.

This category focuses on lands actively used for farming, with productive agricultural soils, with topographic conditions suitable for farming, and with long-term suitability for farming. This category also includes scattered open lands and woodlots, farmsteads, agricultural-related uses, such as implement dealerships, associated home occupations, small family businesses, and mineral extraction operations (policies and recommendations regarding mineral extraction operations are found in Chapter Two: Agricultural, Cultural, & Natural Resources.) The majority of the Town of Aztalan is classified as *Farmland Preservation Area* on Map 6.

**Policies and Programs:** The following are the Town's policies and programs for the *Farmland Preservation Area* future land use category, in areas on Map 6 where this category is shown. While generally consistent with *Farmland Preservation Area* policies in the 2012 Jefferson County Agricultural Preservation and Land Use Plan, some Town policies differ. The 2012 County Plan suggests some willingness to support Town wishes and decisions on zoning matters in the *Farmland Preservation Area* where there are differences.

The Town intends to limit housing per the County policies in Figure 3.2 and other applicable *Farmland Preservation Area* policies within the 2012 County Agricultural Preservation and Land Use Plan, **except as follows:**

- ◆ In no instance will the Town allow more than four residences on any parcel of record or parent parcel, either as existed at time of rezoning application or on February 8, 2000.
- ◆ The Town believes that non-clustered configurations of new lots usually provide for better protection of farmland, other land resources, and rural character than clustering new lots. These include instances where new lots may be sited in non-clustered locations that are screened from public view by existing vegetation or topography, rather than lined up alongside each other and existing public roads. Therefore, the Town maintains that decisions on whether clustering is or is not desirable are best handled on a case-

by-case basis considering the context and the goals of protection of farmland, other land resources, and rural character.

- ◆ The Town desires to support use of deeper lots and “flag lots” for new residential development where farmland preservation, other land resources, and rural character are best served. This may include situations where such an arrangement would allow the homesite to be placed on less productive soils or in a woodlot, as examples. A flag lot is a lot where the portion containing the home (the “flag”) is set back a considerable distance from the public road and the driveway is placed within a narrower section of the lot that connects the public road to the home site (the “flagpole”). For deeper lots and flag lots, the Town intends to work with the County to allow the front or “flagpole” section of the lot to be wide enough only to accommodate the driveway, drainage, and other essential functions (e.g., less than 66 feet in most cases), and/or to not count against the normal maximum two acre lot area.
- ◆ Attempt to work with the County to influence the definition of what are considered “prime” and “nonprime” soils to better consider areas that are more or less suitable for farming based on considerations that go beyond soil quality (e.g., land configurations, parcel sizes). In general, the Town would like to consider those soils depicted as being within Class I and Class II soil types, as shown on Map 3, as being prime soils (not any Class III soils).
- ◆ Work with the County on policy adjustments to potentially allow for home siting on woodlots that are underlain with Class I and Class II soils, where such placement would better provide for protection of farmland, other land resources, and rural character.

#### The Future of Agricultural Lands

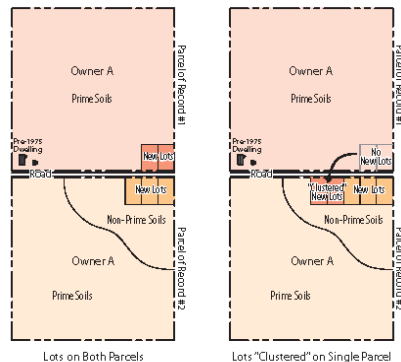
When asked about the future directions of the Town of Aztalan, more than 78% of 2008 community survey respondents agreed that the Town should not allow new homes to be built on the best agricultural lands.

Figure 3.2: COUNTY Policies for *Farmland Preservation Areas*

## New Development and Land Configuration

- New homes require rezoning from A-1 to A-3.
- Each A-1 parcel of record is allowed at least one A-3 lot, regardless of size.
- 35 acre minimum lot size in A-1 district.
- 1 acre minimum residential lot size.
- 2 acre maximum residential lot size (except larger lots allowed with use of more splits).
- Clustering of new residential lots recommended.
- Allow agricultural-related businesses as conditional uses in A-1 district and more intensive agricultural and rural businesses in the A-2 district.

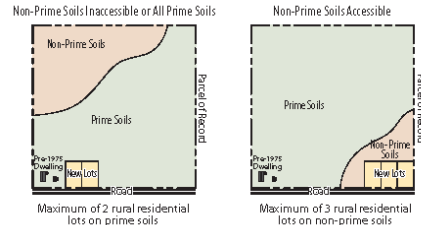
### Siting Approach for Parcels in Same Ownership Divided by Road



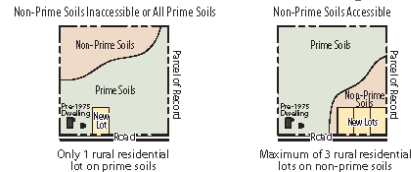
- Parcels under common ownership divided only by a road are treated as separate parcels for the purpose of determining the number of allowable A-3 lots.
- Total number of allowable lots may be shifted between the 2 parcels of record, with County and Town approval.

### Approach for Allowing New Housing

#### Parcel of Record Greater than 50 Acres with Existing Dwelling

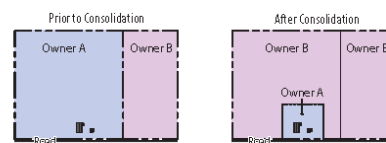


#### Parcel of Record Less than 50 Acres with Existing Dwelling



- From each "parcel of record" as it existed on February 8, 2000, no more than 3 new residences may be built on non-prime soils, and no more than 2 new residences on prime soils (on parcels 50 acres or less, no more than 1 on prime soils), subtracting any previous splits from the "parent parcel" as it existed on December 13, 1977.

### Approach to Older Houses via Farm Consolidation



- Retain prior farm consolidation lots in A-1 zoning.
- Allow 1-5 acre land divisions for residences built before January 15, 1975 by requiring a rezoning to A-3. Does not count against maximum 1-3 splits as indicated above.

NOTE: The Town of Aztalan does not endorse the above County policy on clustering. See Land Use Programs and Recommendations (pages 45-46) for Town's approach to clustering.



### **Farmland Transition Area**

**Description:** The *Farmland Transition Area* future land use category is established and mapped on Map 6 to identify certain lands in proximity to the City of Lake Mills, City of Jefferson, Village of Johnson Creek to be preserved in mainly agricultural uses until such time as more intensive development is deemed appropriate by the local governmental unit(s) with jurisdiction. The areas shown in the *Agricultural Transition Area* on Map 6 are generally areas included in this *Comprehensive Plan* and the 2012 Jefferson County Agricultural Preservation Plan as being within an urban service area.

**Policies and Programs:** The following policies and programs are recommended for this future land use category, in areas on Map 6 where the category is shown:

1. Limit new development within the *Farmland Transition Area*, in accordance with all policies applicable within the *Farmland Preservation Area*, until such time as that land is deemed appropriate for development by the Town or is removed from the Town's jurisdiction. Some exceptions to these policies for already-developed lands within these areas may be necessary.
2. Require all permitted non-farm development projects to be designed in a manner to not impede the orderly development of the surrounding area with more intensive development in the future.
3. Continue to engage with the City of Lake Mills, City of Jefferson, Village of Johnson Creek, and applicable property owners on joint plans and agreements to further determine the type, timing, and other aspects of future development within the *Farmland Transition Area* and potential adjustments to the sizes and extent of the *Farmland Transition Area* based on possible intergovernmental agreements. The Intergovernmental Cooperation chapter contains more detailed guidance on future plans and agreements with Lake Mills, Jefferson, and Johnson Creek.



### **Aztalan Rural Hamlet**

**Description:** This future land use category is intended to identify certain lands for housing, small-scale commercial and institutional uses in a clustered, higher density manner that minimizes adverse impacts on agricultural land and maintains the rural character of the Town. This area is focused around the historic Aztalan hamlet area, near the intersection of CTH B and CTH Q. In order to make the Hamlet area more attractive for an appropriate mix of new development and redevelopment, the Town believes that existing property conditions in the central part of the Hamlet should be improved and that new development should be built around existing and new recreational amenities. The Aztalan Hamlet Neighborhood Plan, presented as Map 7, represents the following key areas for the future development and redevelopment of the *Aztalan Rural Hamlet*:

- ◆ **Proposed Exurban Residential:** This development area shown on Map 7 suggests areas for future single family residential lots, per the *Exurban Residential* policies later in this chapter. This designated area is located mainly north of the existing developed parts of the Aztalan hamlet, with some lots providing river views. Development for recreational purposes, such as a golf course or sports complex/fields, is another use that may be compatible for areas designated *Exurban Residential*. Recreation developments will be considered on a case-by-case basis. Though not expected to develop for the next 10 to 15 years, those areas shown on Map 7 as “Potential (Residential) Growth Area” may also be appropriate for

Exurban Residential and other development in the future. These areas are also included in the *Aztalan Rural Hamlet* area on Map 6.

- ◆ **Proposed Commercial:** This future development area represents areas proposed for future commercial development. These designated areas are located both west of and in the heart of the existing Aztalan hamlet. On the west side, near the intersection of Highway B and Gomoll Road, the Town envisions larger sites for rural commercial uses like small contractor shops, storage uses, and offices desiring a rural location and services. Some of these areas may be conversions of existing residential and agricultural lots, if desired by the property owners. Closer to the intersection of Highways B and Q, a smaller proposed commercial area is envisioned for more “village” or neighborhood character commercial development.
- ◆ **Residential Rehabilitation Area:** This area shown on Map 7 represents places in which the Town will particularly support housing rehabilitation, property clean-up, and continued maintenance. These actions will be important for the aesthetics in the area, and the willingness of other property and business owners and potential future residents to invest in this area.
- ◆ **Aztalan State Park and Lake Mills/Aztalan Museum:** The Town supports the continued growth and health and activity in these key places that reflect the Town’s cultural and natural heritage. Increased park and museum activities and exposure will increase compatible commercial development opportunities in the hamlet. All new development in the *Aztalan Rural Hamlet* should be sited and designed in a manner to not negatively affect park or museum goals or views.
- ◆ **New Recreational Amenities:** The Town supports attracting new and enhanced recreational amenities to provide an anchor for new residential and business development in the Hamlet. This may include marketing the area for a golf course community—particularly north along the river—or an indoor/outdoor recreational complex serving the Aztalan-Lake Mills-Jefferson-Johnson Creek area. The point would be to differentiate the Hamlet from other places where housing may otherwise develop in the larger area.
- ◆ **Potential Park Enhancements:** This suggested residential development area represents a current undeveloped Town park location within the *Aztalan Rural Hamlet* (Herbert Tews Memorial Park), north along Highway Q. The Town may complete additional park improvements here, such as a playground, swing set, and/or baseball backstop. It could alternatively be a dog park location.
- ◆ **Proposed Streets:** The Aztalan Hamlet Neighborhood Plan also indicates a proposed future street pattern aimed at creating connectivity between future residential, commercial, and civic and recreational development, and opening up logical areas for additional development. Several of these proposed streets are located within already-platted street rights-of-way.

**Policies and Programs:** The following policies and programs are recommended for this future land use category in areas on Maps 6 and 7 where this category is shown:

1. Follow the neighborhood plan map (Map 7) and the additional policies in this section when making future land use decisions in this area.
2. Advocate for City of Lake Mills acknowledgement of this Hamlet Plan in its City’s Comprehensive Plan and/or an intergovernmental agreement with Lake Mills.
3. Require land proposed for new development to have direct access to a public road. Development of the land should not divide farm fields or create parcels that disrupt the economic viability and productivity of the farm.
4. Design all new lots to allow for the construction of driveways suitable in length, width, design, and slope for emergency vehicle travel.

#### Design Guidelines for New Development within the *Aztalan Rural Hamlet*

- ◆ Encourage the design of new buildings, roads, and other features to foster a cohesive and compact settlement pattern surrounding an identifiable commercial core.
- ◆ Promote shared driveways and new driveway access from local roads over County highways wherever possible. Support the construction of new Town roads where necessary.
- ◆ Preserve natural vegetation along the edges of all the Crawfish River, and the preservation of mature trees and existing topography.
- ◆ Require all new development to provide at least one front yard canopy tree per 50 feet of public street frontage.
- ◆ Promote the creation of safe and efficient pedestrian and bicycle access within the *Aztalan Rural Hamlet*, by constructing new, interconnected local streets and wider paved shoulders on County highways.
- ◆ For new buildings, incorporate architectural design that fits the context of the surrounding neighborhood, the historic structures on the Museum grounds and in Aztalan State Park, and the overall agricultural character of the Town.
- ◆ Encourage all commercial parking areas to be buffered with either landscaped berms or peripheral planting strips consisting of either existing or new screening plants. New parking lots should have at least one canopy tree for every 12 parking stalls.
- ◆ Screen all stored equipment, construction materials, salvage materials, or other materials or supplies permanently stored outside from public rights-of-way and neighboring properties. Promote board-on-board fences at least 6 feet in height as the “standard” screening approach for such areas.

5. Encourage the County to provide wider paved shoulders within the *Aztalan Rural Hamlet* area when CTH B and CTH Q are repaved or rebuilt, for both parking options and safer bike and pedestrian movement. Advocate for better advance notice of that approaching intersection when traveling along CTH B.
6. Refer to the “Design Guidelines for New Development” listed in the call out box below for new development design standards. Also, for development policies affecting lands planned for residential development in the *Aztalan Rural Hamlet*, see the *Exurban Residential* land use category section later in this chapter. For development policies affecting lands planned for commercial development in the *Aztalan Rural Hamlet*, see the *Commercial* land use category section in this chapter.

#### **Exurban Residential**

**Description:** This future land use category is intended for mainly single-family housing, potentially with groupings of two or more houses. New housing in lands mapped in the *Exurban Residential* category will generally be served by individual or group on-site waste treatment (septic) systems. New *Exurban Residential* development areas shown on Map 6 are generally located in and adjacent to existing areas of single family housing in the Town. Much of the *Aztalan Rural Hamlet* area will also accommodate new *Exurban Residential* use.

**Policies and Programs:** The following policies and programs are recommended for this future land use category in areas on Maps 6 and 7 where this category is shown:



1. Direct as much future housing development as possible away from farming areas, allowing well-planned residential development in the planned *Exurban Residential* areas.
2. Consider certain types of small-scale, non-residential uses such as churches, day care centers, parks and walking trails as generally appropriate within *Exurban Residential* areas.
3. Work with the developer and County to determine which zoning district(s) is most appropriate to implement this future land use category when considering future rezoning requests.
4. Prohibit “pre-zoning” lands for development within the *Exurban Residential* areas in advance of development proposals. Instead, require the submittal and detailed understanding of specific development proposals before supporting the rezoning of lands to the appropriate development-based zoning districts.
5. Avoid the creation of long cul-de-sacs and permanent dead-end streets wherever possible. Where a cul-de-sac is required, lengths of 1,000 feet or less are promoted.
6. Discourage new lots for residential building sites of over two acres.
7. Refer developers to the policies in the Housing and Neighborhood Development chapter when designing new neighborhoods/subdivisions.
8. Consider a future housing development to be built around the old quarry when the quarry is no longer in operation and is filled.
9. Strongly discourage placement of new buildings in *Environmental Corridors*, as shown on Map 6, and in other sensitive environmental areas.
10. Require the provision of public access at regular intervals as part of the subdivision plat for new development adjacent to waterways and public natural areas. The developer should mark these areas in the field with a permanent sign and the area should be maintained by either a homeowners’ association or the Town for perpetual public access.
11. Require new developments to implement progressive stormwater management, erosion control, and flood protection practices (see the Natural Resources chapter).
12. Work with the owners of *Exurban Residential* areas close to incorporated areas to provide resources to support their continuing to remain in the Town.
13. Provide resources to Town residents who live in *Exurban Residential* areas located close to incorporated areas to encourage them to keep their land in the Town.

#### Future Residential Development

When asked what the most important factors are when siting new homes in rural areas in the Town of Aztalan, 2008 Town survey respondents generally wanted to keep homes off the best farmland and away from sensitive natural resources, like wetlands and rivers.

#### **Environmental Corridor**

**Description:** The *Environmental Corridor* land use category includes generally continuous open space systems based on lands that have sensitive natural resources and limitations for development. Jefferson County identifies environmental corridors as natural areas and environmentally sensitive areas that contain floodplains, wetlands, public parks, recreation lands, conservancy lands, contiguous woodlands of greater than 10 acres, and land with a slope of 20% or greater.

For lands within the Town, *Environmental Corridor* is mostly associated with the Crawfish River, the Rock

#### Protecting the Environment

When asked about the future directions of the Town of Aztalan, 86% of 2008 Town survey respondents agreed that the Town should actively seek to protect the environment when land use changes are proposed.

River, drainageways and stream channels, floodplains and wetlands, and undeveloped areas near these natural features. In addition to the Crawfish River and Rock River *Environmental Corridor* areas, large areas designated as *Environmental Corridor* are found in the north central and eastern regions of the Town. Uses within this land use category are regulated under a variety of Federal, State, and County regulations.

**Policies and Programs:** The following policies and programs are recommended for this future land use category:

1. Promote the protection and preservation of environmental corridor systems.
2. Discourage development in mapped *Environmental Corridor* areas to preserve the many benefits these natural systems provide to the community (see Agricultural, Natural, & Cultural Resources chapter).
3. Continue to allow existing agricultural uses (cropping, grazing, or other preexisting agricultural uses) within *Environmental Corridors*.
4. Subject all proposed nonagricultural development within designated *Environmental Corridors* to site plan review to evaluate the development's potential impact on the environment.
5. Promote public access for passive, compatible recreation purposes such as hiking, fishing, paddling, canoeing, kayaking, and wildlife watching where safe to do so and compatible with private property rights within *Environmental Corridor* areas.
6. Prohibit the use of motor vehicles for recreational use, except when used for management purposes.
7. See Chapter 2, Natural Resources section, for additional policies and programs related to *Environmental Corridor* and related areas.



### **Public Open Space/Recreation**

**Description:** This future land use category generally includes all publicly-owned land designated as town park, county park, state park or wildlife areas. The *Public Open Space/Recreation* category mainly includes Aztalan State Park, Bicentennial County Park, and the Glacial Drumlin State Trail, and the Lake Mills Conservation Club land.

**Policies and Programs:** The following policies and programs are recommended for this future land use category in areas on Map 6 where this category is shown:

1. Continue to stay informed about the progress of refinement and implementation of the Aztalan State Park Master Plan to make sure the Town's interests are considered.
2. Work with the County and State to identify how current activities and expanded functions of Aztalan State Park, Bicentennial Park, and the Glacial Drumlin State Trail could contribute to recreational and economic development opportunities for the Town (e.g. locating outdoor recreation shops, diners, etc. along the trail or in the hamlet area).

3. Ensure that new residential development provides public park and recreational facilities, or pays fees in lieu of such facilities, to support recreational uses in the Town.
4. Design future planned development around and with access to *Public Open Space/Recreation* areas without negatively affecting these areas from an environmental or public access standpoint.
5. Ensure accessibility to parks for age and ability groups through installation of appropriate improvements within parks and adequate pedestrian connections to parks.

### **Commercial**

**Description:** This future land use category is intended for and mapped in areas appropriate for indoor commercial, retail, service, tourism-oriented, office, contractor shops, and community facility uses, excluding manufacturing, warehousing, and distribution uses. *Commercial* areas are generally planned along the Highway 26 corridor, in designated portions of the *Aztalan Rural Hamlet* on Map 7, and in limited areas close to the City of Lake Mills, City of Jefferson, and Village of Johnson Creek.

**Policies and Programs:** The following policies and programs are recommended for this future land use category in areas on Maps 6 and 7 where this category is shown:

1. Allow a range of types and scales of commercial uses within lands shown under this future land use category, except where limits are suggested under the *Aztalan Rural Hamlet* section above or on Map 7.
2. Base approval of all commercial development proposals on a complete site and building plan submittal, and on the degree to which the project fulfills the goals, objectives and policies of this *Plan*.
3. Follow the design standards for new commercial uses in the Economic Development chapter of this *Plan*. Consider requiring a site plan submittal for all new commercial development and include specific standards for all new and expanded uses mapped in this future land use category for lighting (dark sky provisions), landscaping, parking and loading (number and placement of spaces), and building and sign design and layout.
4. Promote reasonable advertising of new business uses without promoting sign clutter or competing signs.
5. Promote the redevelopment of aging commercial and residential properties, particularly along Highway 26 and in the *Aztalan Rural Hamlet*.
6. Adhere to standards for highway access control, shared driveways, and cross access that are described in the Transportation chapter.
7. Require buffers between new commercial development and nearby existing or future residential uses to reduce conflicts such as traffic noise and light pollution.

**Future Commercial Development**  
When asked where additional business growth should be located in the Town, the top responses from the 2008 survey were near the Highway 26 corridor and close to the cities and village.

### **Industrial**

**Description:** This future land use category includes manufacturing, warehousing, distribution, and office uses, often with significant outdoor storage or processing of materials. Uses in this future land use category include those with characteristics that make them less compatible with most other land uses and may require additional separation, screening, and buffering. These areas should be located near arterial roads but away from existing or planned residential areas and high visibility community gateways whenever possible.

**Policies and Programs:** The following policies and programs are recommended for this future land use category in areas on Map 6 when this category is shown:



1. Within lands shown under this future land use category, allow a range, type, and design of industrial uses. Approval of the development proposal should be based on a complete site and building plan submittal, and the degree to which the project fulfills the goals, objectives and policies of this *Plan*.
2. Ensure performance standards are established and enforced to limit the impact of *Industrial* land uses on adjacent and nearby property. These standards should place enforceable limits on excessive, noise, odor, glare, vibration, storage of hazardous and/or waste materials, and emanations of solid, liquid, and gaseous waste products.
3. Require site plan submittal for all new industrial development and include specific standards for all new and expanded uses mapped in this future land use category for lighting (dark sky provisions), landscaping, parking and loading (number and placement of spaces), and building and sign design and layout.
4. Ensure that future industrial development is appropriately separated or buffered from existing and planned residential development.
5. Ensure any existing or new industrial use provides safeguards to the quantity and quality of water resources.
6. Adhere to standards for highway access control, shared driveways, and cross access that are described in the Transportation chapter.

### **Community Facilities**

**Description:** This future land use category is designed to facilitate larger-scale public buildings, schools, religious institutions, power plants, hospitals, special care facilities, and other civic buildings. Maps 6 and 7 generally show existing locations of such facilities.

**Policies and Programs:** The following policies and programs are recommended for this future land use category in areas on Map 6 when this category is shown:

1. Require and review a detailed site and operations plan before new or expanded *Community Facility* uses are approved.
2. Consider the impact on neighboring properties before approving any new or expanded *Community Facility* use.
3. Encourage collaboration among the Highway Department, fire/EMS, police protection, and other providers of services delivered to the Town residents.
4. Amend this plan before new larger *Community Facilities* uses are sited in areas not yet shown on Map 6 for their future location.

### **“Smart Growth Areas”**

Wisconsin’s comprehensive planning law requires comprehensive plans to identify “Smart Growth Areas,” defined as “areas that will enable the development and redevelopment of lands with existing infrastructure and municipal, state, and utility services, where practical, or that will encourage efficient development patterns that are both contiguous to existing development and at densities which will have relatively low municipal, state governmental, and utility costs.”

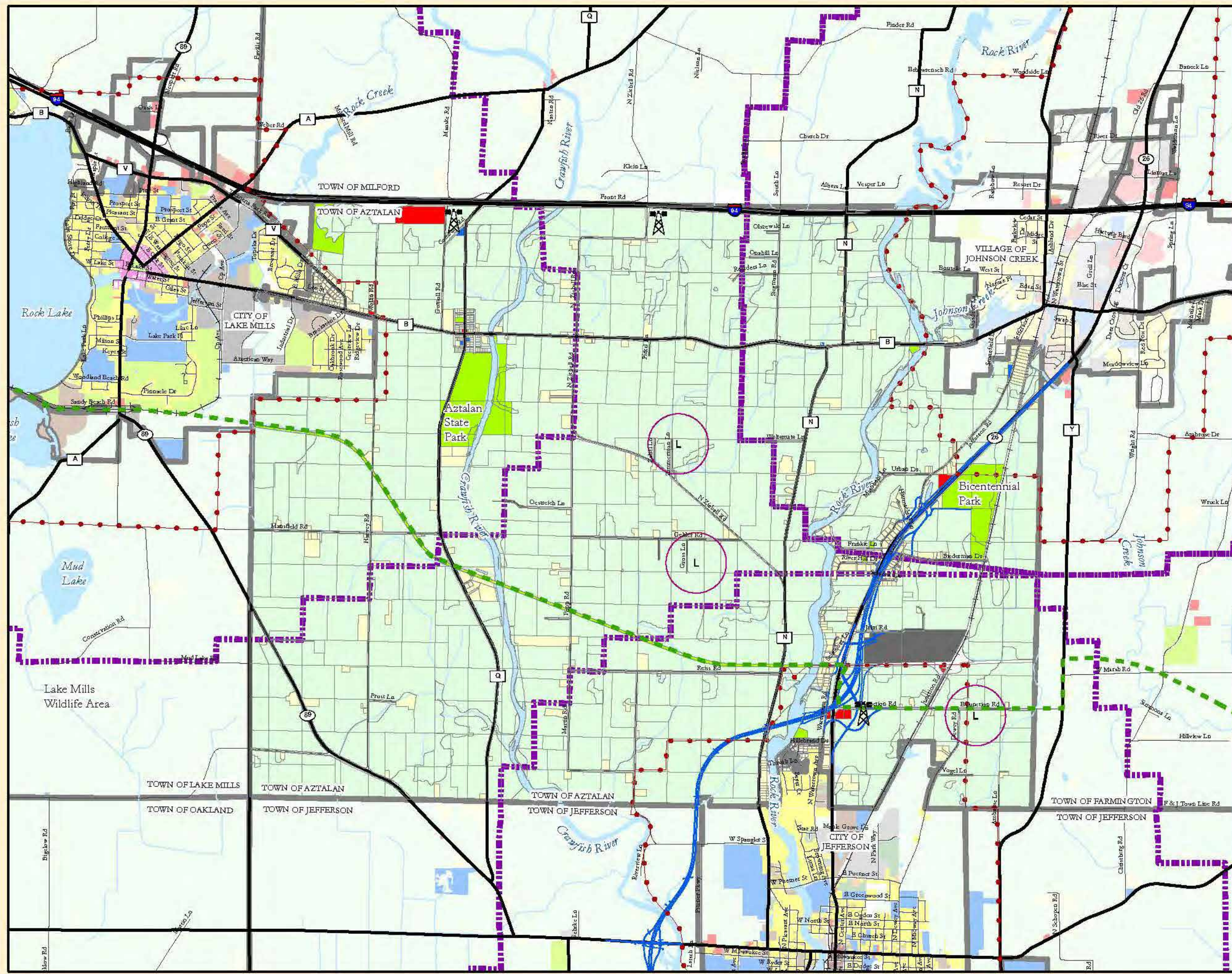
This *Plan* designates areas within the Village of Johnson Creek, City of Jefferson, and City of Lake Mills as “Smart Growth Areas” as defined above. The Town encourages intensive industrial, commercial, and residential projects to locate in or near villages or cities where utilities and greater community services are available or can be efficiently extended. Access to sanitary sewer and water services, as well as the existing development, commercial establishments, and road infrastructure make development in these areas more efficient and cost-effective. In Aztalan, these are the Village of Johnson Creek, City of Jefferson, and City of Lake Mills

In the context of rural areas of the Town, “smart growth” is defined as that which limits non-agricultural, non-forestry development and is planned to minimize the consumption and fragmentation of agricultural, forest, and recreation land, the number of driveways on existing roads, and the length and number of new Town roads. Therefore, this *Plan* reflects an effort to apply “Smart Growth” principles to the entire Town. These principles are brought forward in the goal of directing new Town residential and commercial development into the *Aztalan Rural Hamlet*.



# Town of Aztalan Comprehensive Plan

## Map 5: Existing Land Use



- Municipal Boundaries
- Urban Service Area Boundaries
- Extraterritorial Jurisdiction Boundaries
- Parcels
- Major Roads
- Local Roads
- Railroads
- Hwy 26 Bypass & Related Road Alignments
- Glacial Drumlin State Trail
- Cellphone Towers
- Well Setback Areas From Closed Landfills
- Surface Water
- Agriculture and Rural Lands
- Public Open Space/Recreation
- Single Family Residential
- Mixed Residential
- General Commercial
- Community Facilities
- Light Industrial
- General Industrial
- Surface Water
- Right of Way

Note: This map is identical to Map 5 in the Town's 2009 Comprehensive Plan. The Town did not feel the need to update this map for the 2019 Plan update. Certain features, like municipal limits and extraterritorial jurisdictions, are not up to date. See Map 1 for up-to-date linework for those particular features.



# Town of Aztalan Comprehensive Plan

## Map 6: Future Land Use

**Farmland Preservation Area**

- Preserve productive agricultural lands.
- Follow split policy and siting guidelines, described in town plan.
- Allow very limited rural residential, commercial, and institutional uses.

**Farmland Transition Area**

- Preserve in agriculture and open space until development may be appropriate.
- Town may identify these lands in future for more intensive development.
- Same policies as Farmland Preservation Area until then.

**Aztalan Rural Hamlet**

- Infill development and modest expansion beyond platted area.
- Additional Residential uses.
- Commercial, Light Industrial, and Museum grounds expansion not requiring utilities.
- Attention to opportunities and impacts associated with park.

**Exurban Residential**

- Lower density residential development served by on-site systems.
- Focused home sites within existing developed areas.
- Limited neighborhood serving commercial and institutional uses.

**Environmental Corridors**

- Continuous systems of open space as mapped by Jefferson County.
- Based mainly on drainageways and stream channels, floodplains, wetlands, and other natural features.
- Direct development away from these areas.

**Surface Water**

**Public Open Space/Recreation**

**Commercial**

**Industrial**

**Community Facilities**

**Public Roads Right of Way**

**Parcels**

**Railroads**

**Glacial Drumlin State Trail**

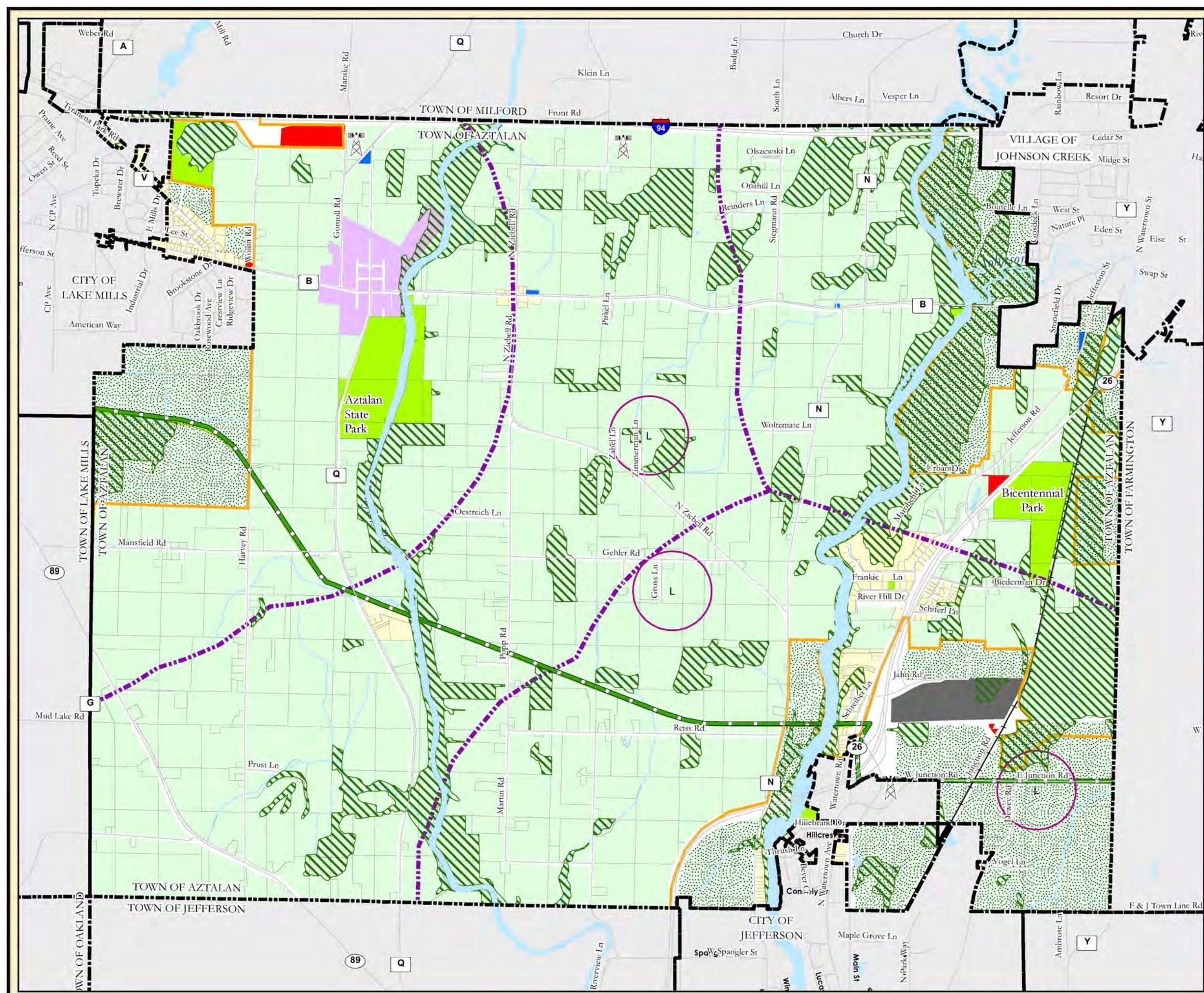
**Municipal Boundaries (2018)**

**Urban Service Area Boundaries (2012 Farmland Pres. Plan)**

**Maximum Extent of Extraterritorial Jurisdictions**

**Well Setback Area From Closed Landfill**

Sources: Jefferson County LIO, US Census, WI DNR, Vandevale & Associates





# Town of Aztalan Comprehensive Plan

## Map 7: Aztalan Hamlet Neighborhood Plan

### LEGEND

- Proposed Exurban Residential
- Existing Exurban Residential
- Proposed Commercial
- Existing Commercial
- Proposed Streets
- Potential Future Street Connections
- Proposed Intersection Improvements
- Residential Rehabilitation Area
- Tews Park
- Agricultural Transition
- Aztalan State Park
- Lake Mills/Aztalan Museum
- Floodplain
- 5 Foot Contours
- 1999 Hamlet Growth Area  
(Previously Delineated by the 1999 Jefferson County  
Agricultural Preservation and Land Use Plan)
- Expanded Hamlet Growth Area

- (A) Proposed commercial development, rural in character with limited water use (e.g. contractor shop).
- (B) Proposed long term commercial conversion, areas currently residential that could in the future become commercial.
- (C) Proposed neighborhood commercial. Provide "village" feel with minimal setbacks. Potential expansion area for existing businesses.
- (D) Proposed single family residential on average 1+ acre lots, larger along river, to be served by private well and septic. Limit access from CTH Q.
- (E) Support housing maintenance, rehabilitation, and improvements through code enforcement.
- (F) Advocate for improvements to CTH B & CTH Q. Pave shoulders or side path.
- (G) Increase connectivity between Lake Mills/Aztalan Museum and Aztalan State Park.
- (H) Consider vacating unused rights-of-way.
- (I) Consider upgrading Tews Park.

Note: This map is similar to Map 7 in the Town's 2009 Comprehensive Plan. The Town did not feel the need to significantly update this map for the 2019 Plan update.



## CHAPTER FOUR: TRANSPORTATION

This chapter includes a compilation of background information, goals, objectives, policies and recommended programs to guide the future development and maintenance of various modes of transportation in the Town of Aztalan. The chapter also compares the Town's transportation policies and programs to county, state, and regional transportation plans.

### Transportation Recommendations Summary

- ◆ Work with the County and State to maintain highways as well as work to maintain, upgrade, and ensure safety on Town roadways.
- ◆ Support additional signage and flashing lights at the intersection of County Highways B and Q. Coordinate with partners on the enhancement and creation of existing and new recreation routes and trails to improve opportunities for residents and visitors, particularly in the Aztalan Hamlet/Aztalan State Park areas.

### Existing Transportation Network

Access is a key determinant of growth because it facilitates the flow of goods and people. The Town of Aztalan is well connected to the region through the existing roadway network. Other transportation facilities, such as freight rail, airport service, and bike and recreational trails are located in or near the Town. This section describes the existing conditions of transportation facilities in the Town. Map 8 shows existing and planned transportation facilities in and near the Town.

#### Roadways

##### Interstate 94

Interstate 94 runs east-west across the north edge of the Town, although there are no interchanges in the Town. Interstate 94 serves as a regional, controlled-access facility within Wisconsin, connecting Minneapolis and La Crosse with Milwaukee and Chicago. The Wisconsin Department of Transportation (WisDOT) Corridors 2020 Plan designated the Interstate as a “backbone” route, connecting major population and economic centers. Selection of backbone routes was based on seven criteria, including multi-lane capacity needs, truck volume, and service trade centers, manufacturing centers, recreation centers, etc.

In 2015, the average daily traffic count on Interstate 94 near Aztalan, to the west of Johnson Creek, was 36,900 vehicles. This represents a 9% increase from the 33,900 vehicles per day in 2006.

##### State Highways

State Highway (STH) 26 traverses the southeastern corner of Aztalan, running from the City of

### Roadway Functional Classification System

Wisconsin's functional classification system groups roads and highways according to the character of service they offer, ranging from rapid through access to local land access. The purpose of functional classification is to enhance overall travel efficiency and accommodate traffic patterns and land uses by designing streets to the standards suggested by their functional class. The four main functional classes include:

- ◆ **Principal Arterials:** Serve longer inter-urban type trips and traffic traveling through urban areas, including interstate highways and other freeways.
- ◆ **Minor Arterials:** Provide intra-community continuity and service trips of moderate length, with more emphasis on land access than principal arterials.
- ◆ **Collectors:** Provide both land access and traffic circulation within residential neighborhoods, commercial areas, and industrial areas.
- ◆ **Local Streets:** Provide direct access to abutting land and access to collectors. Local roads offer the lowest level of mobility with through traffic movement usually discouraged.

*Source: WisDOT, Facilities Development Manual, Procedure 4-1-15*



Jefferson to the Village of Johnson Creek. Completed in 2011, the STH 26 expansion project expanded portions of STH 26 to a four-lane, divided highway, including a bypass around the City of Jefferson. This project involved the construction of one interchange and several bridges within the Town. In 2015, the traffic count on STH 26 was 17,700 near Johnson Creek, an increase of 42% from the 12,400 vehicles per day in 2006. This significant increase in traffic counts can be attributed in large part to completion of the bypass and improvements made on Highway 26. In conjunction with the highway expansion project, bike trail/lanes are proposed that will run along Jefferson Road from Johnson Creek south until Jefferson Road meets up with Highway 26.

STH 89 runs through the southwestern corner of the Town. In 2015, traffic volumes on STH 89 were around 3,400 on its Aztalan stretch, remaining relatively unchanged since 2006.

### **County Trunk Highways**

There are three County Trunk Highways (CTHs) in the Town of Aztalan. CTH Q runs north-south on the western side of the Town and experienced daily traffic volume counts in 2009 around 1,300. Average daily traffic volumes in 2009 on CTH N, running north-south on the eastern side of Aztalan, were 1,100. CTH B, which runs east-west in the northern portion of the Town and connects Lake Mills and Johnson Creek, experienced average daily traffic volume counts ranging from 3,600 to 3,900 – making it the primary east-west local traffic route through the Town. Unlike the Interstate and State Highways, traffic on the County Highways remained relatively flat between 2004 and 2009.



### **Local Roadways**

Local roadways in the Town complement the County and regional transportation network, as well as provide access to individual properties. Examples of Town roads in Aztalan are Mansfield Road, Harvey Road, Popp Road, and Ziebell Road. Over the past decade, 58 roads in the Town have been upgraded, repaired, and reconstructed.

The Town maintains a five-year road plan, which is updated annually as roads are repaired and others require routine maintenance. As of 2018, the Town has 12 road improvement projects listed in the five-year plan. Projects range from a chip seal for 0.03 miles on West Street to a seal coat of 1.73 miles of Harvey Road.

In 2018, the Town decided to withdraw its matching funds from the Jefferson County Road Aid Fund, funded by the State of Wisconsin, due to cost concerns. The Town received lower bids from the private sector, saving the Town and taxpayers money while getting more road work done.

### **Bridges**

The bridges in Aztalan cross the Rock and Crawfish Rivers along Interstate 94 and cross Interstate 94 on CTHs Q and N. The State maintains jurisdiction over the I-94 interchanges, and the State and Jefferson County maintain bridges in the Town.

### Airports

There are two airports with hard-surfaced runways in Jefferson County. The City of Watertown Airport is located at 1741 River Drive and has an average of 159 operations per day. The Fort Atkinson Municipal Airport is located at N3465 County Road K, between Jefferson and Fort Atkinson, and has an average of 30 operations per day.

The Dane County Regional Airport (DCRA) is located 28 miles west of Aztalan in Madison and offers a full range of flights to regional, national, and international destinations to serve a growing metropolitan area.

Renovations completed in June 2006 have increased the total square footage from 126,000 to 278,000 in the passenger terminal, expanding additional counter queuing areas, baggage claim areas and restaurants and shops. The Airport also continued to expand its parking options, undergoing an expansion in 2014. Within the past two years, the airport expanded service to San Francisco, Philadelphia, Tampa Bay, Fort Meyers, Las Vegas, and Phoenix. Annually, there are nearly 79,731 aircraft landings and takeoffs from three runways. DCRA is served by 7 commercial air carriers with over 100 scheduled flights per day and two air freight airlines. DCRA served almost two million passengers in 2017.

General Mitchell International Airport in Milwaukee is located about 60 miles from Aztalan. Mitchell's 13 airlines offer roughly 252 daily departures and arrivals. Approximately 50 cities are served directly from Mitchell International. It is the largest airport in Wisconsin with 42 gates. The airport terminal is open 24 hours a day. The Airport has five hard-surfaced runways and encompasses over 2,100 acres.

Other passenger travel is available through Chicago Rockford International Airport in Rockford and through O'Hare and Midway Airports in Chicago.

### Rail

The Union Pacific Railway operates the freight lines east and north of the Town from the Twin Cities area on the western border of Wisconsin, east across the state to Milwaukee and south along Lake Michigan into Chicago. A branch of this line traverses southeast Aztalan, running from Jefferson to Watertown. Major commodities handled by the railroad are coal, autos, auto parts, potash, and supplies for malt houses and flour mills. The ethanol plant in the Town is served by this line.

The Hiawatha Amtrak passenger trains connect Chicago and Minneapolis and the closest passenger stops are located in Columbus and Milwaukee.

### Bicycles and Walking

Developed in 1986, the Glacial Drumlin State Trail is one of Wisconsin's most utilized bike trails. The trail runs 52 miles from Cottage Grove in Dane County, through Jefferson County and Aztalan to the Fox River Sanctuary in Waukesha. The majority of the trail is smooth, crushed limestone, while the 13 mile eastern end near Waukesha is paved.

According to the Wisconsin Department of Transportation, CTH Q and CTH N (north of CTH B) provide the best bicycle routes in the Town, due to their paved shoulders. According to WisDOT, these highways provide the "best conditions for bicycling." CTH Q provides a north-south route that intersects with the Glacial Drumlin State Trail. State Route 89 and CTH N (south of CTH B) provide "moderate conditions for bicycling." Bicycling is discouraged on CTH B due to high traffic volume and "undesirable conditions."

### Public Transportation and Para-Transit

Jefferson County provides specialized transportation services designed for use by elderly or disabled persons. To be eligible for specialized transit services, an individual must be at least 55 years of age or be disabled. Transportation services are provided to all areas within Jefferson County in wheelchair-accessible vans.

### Truck and Water Transportation

Semi-truck transportation is concentrated along Interstate 94, STH 26, CTH B and CTH V. There is no waterborne freight or passenger transit in the Town.

## Review of County, State, and Regional Transportation Plans

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The following is a review of county, state, and regional transportation plans and studies relevant to the Town. The Town's transportation plan element is consistent with these state and regional plans.

Wisconsin Southwest Region Highway Improvement Program (2018)

The WisDOT maintains a six-year improvement program for state and federal highways within the Region. Wisconsin has 112,362 miles of public roads, from Interstate freeways to city and village streets. This highway improvement program covers only the 11,753-mile state highway system which is administered and maintained by WisDOT. The other 100,609 miles are improved and maintained by the cities, towns, counties and villages in which they are located. The state highway system consists of 1,099 miles of Interstate freeways and 10,654 miles of state and US-marked highways.

WisDOT's 2018-2023 Highway Improvement Program includes several updates to Interstate 94 and STH 26 around the Aztalan area, although no projects specifically within the Town.

Connections 2030: Long-Range Multimodal Transportation Plan (2013)

Connections 2030, adopted by WisDOT in 2013, begins with a vision to create and maintain "an integrated multimodal transportation system that maximizes the safe and efficient movement of people and products throughout the state." The plan includes recommendations for highways, rail, air, port, and bike and pedestrian movement. The plan identifies trends and challenges, including aging transportation infrastructure, increased use, and declining revenues. The plan positions relatively general recommendations around seven themes: preserve and maintain Wisconsin's transportation system, promote transportation safety, foster Wisconsin's economic growth, provide mobility and transportation choice, promote transportation efficiencies, preserve Wisconsin's quality of life, and promote transportation security..

Wisconsin Bicycle Transportation Plan 2020 (1998)

The Wisconsin Bicycle Transportation Plan 2020 presents a blueprint for improving conditions for bicycling, clarifies the WisDOT's role in bicycle transportation, and establishes policies for further integrating bicycling into the current transportation system. While there are no Aztalan-specific recommendations, the plan map shows existing state trails and future "priority corridors and key linkages" for bicycling along the State Trunk Highway system in Wisconsin.

Wisconsin Pedestrian Plan Policy 2020 (2002)

In 2001, the State also adopted a pedestrian policy plan, which highlights the importance of walking and pedestrian facilities. Additionally, the plan outlines measures to increase walking and to promote pedestrian comfort and safety. This *Plan* provides a policy framework addressing pedestrian issues and clarifies WisDOT's role in meeting pedestrian needs.

Wisconsin Rail Plan 2030 (2014)

The Wisconsin Rail Plan 2030 is the statewide long-range rail transportation plan. It provides a vision for freight rail, intercity passenger rail and commuter rail, and identifies priorities and strategies that will serve as a basis for Wisconsin rail investments over the next 20 years. Wisconsin Rail Plan 2030 brought the State of Wisconsin in compliance with the Passenger Rail Investment and Improvement Act of 2008 (PRIIA).

Jefferson County Bikeway/Pedestrianway Plan (2010)

In 1996, Jefferson County adopted the Jefferson County Bikeway/Pedestrianway Plan, which focuses improving pedestrian and bicycle facilities in the County. It was updated in 2010 and identifies desirable routes through Jefferson County and includes a detailed plan for several cities and villages. In Aztalan, CTH



B between Lake Mills and Johnson Creek is listed as a priority future bicycling route with plans to upgrade the highway with paved shoulders. Another proposed route links the Glacial Drumlin Trail to Aztalan State Park.

#### Local Roads Improvement Program (2017)

The LRIP was established to provide state funds to assist local units of government in improving what statutes describe as seriously deteriorating town roads, municipal streets in cities and villages, and county highways. Funds are provided through reimbursements for improvement projects, up to a maximum of 50 percent of the total project cost. Between 2016 and 2017, Jefferson County received over \$430,000 in LRIP funding which was used for replacing pavement and resurfacing roads.

### Transportation Goals, Objectives, and Policies

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#### Goal:

1. Provide safe and efficient roads that meet the needs of multiple users and minimizes impacts on landowners and farmers.

#### Objectives:

1. Maintain a safe and efficient road network.
2. Ensure that transportation system improvements are coordinated with land use planning and land development.
3. Participate in multi-jurisdictional (town, village, county, state) transportation system improvements and maintenance in the Aztalan area.
4. Support facilities and services for biking, walking, and other modes of transportation.

#### Policies:

1. Maintain and regularly update the Town's five-year road plan for updating Town roads and seek funding for these projects.
2. Upgrade Town roads to current standards to the extent practical when repaving or reconstructing those roads, but do not over-design those roads beyond rural standards.
3. Continue ongoing road maintenance, using part of its road aid to continually spot and patch pot holes, add shoulder gravel, and make any other minor repairs to Town roads.
4. Work with the County and State to ensure safety on the roadways by:
  - ◆ Exploring signage and speed zones to encourage motorists to reduce their speeds, particularly where there are a significant number of adjacent driveways or curves in the road. An area cited as problematic is the intersection of CTH B and CTH Q in the Aztalan Hamlet. The speed limit was reduced from 55 mph to 45 mph on both sides of CTH B as it approaches CTH Q, County Highway B may also benefit from additional signage, flashing lights, and/or rumble strips to address remaining speed and safety concerns.
  - ◆ Discouraging the use of Town roads for through and truck traffic by designating weight limits where appropriate.
  - ◆ Along State and County highways, reducing the number of private or single-use accesses wherever practical and promoting joint driveways to increase traffic safety and preserve rural character.

- ◆ Working with the County to ensure maintenance of roads to meet acceptable standards for safe bicycling, particularly along designated bicycle routes. The Town supports upgrades to CTH B to facilitate safer bicycling (e.g., 4+ foot wide paved shoulder). The Town also supports safer crossings of the Glacial Drumlin State Trail with existing Town and County roads; more assertive vegetation trimming would help.
5. Support access control and rural character objectives by discouraging “side of the road” development on main roadways—see related recommendations for the *Farmland Preservation Area* future land use category in the Land Use chapter.
  6. Plan for a network of interconnected new roads in the Aztalan Hamlet to control highway access, preserve rural character, and improve access to deeper parcels.
  7. Make sure new development projects pay their own way for impacts they have on Town roads and other infrastructure. One way to ensure this is by implementing a Town road impact fee for any new development. A second way is when new development projects are proposed, particularly large-scale proposals, require the developer to ensure Town roads are upgraded or created to accommodate traffic as a completion of development approval.
  8. Accommodate bicycle traffic on less traveled Town and County roads by ensuring Town roads provide a decent surface for bicyclists. Special treatment, such as paved shoulders for bicyclists, should be limited to County roads.
  9. Consider increasing connectivity, like a trail, between Lake Mills/Aztalan Museum and Aztalan State Park to enhance recreational and business opportunities.
  10. Continue to support additional transportation options for those without access to an automobile, including the elderly, disabled, and children.
  11. Continue to participate on appropriate state, regional, and county transportation planning efforts that may have an impact on the Town and its transportation system, including initiatives related to water, rail, truck transportation, and recreational (walking/bicycling) trail routes.

#### Improving Intersection Safety

Town residents have expressed concerns over a number of accidents, a few of them fatal, which have occurred at the intersection of CTH B and CTH Q. These concerns, coupled with a potential increase in business development in the Aztalan Hamlet area, as growth in Lake Mills and Johnson Creek at either end of CTH B, provide the Town with valid reasons to petition the County to implement additional signage, rumble strips, and/or flashing lights at this intersection.

### Transportation Programs and Recommendations

The Town’s existing transportation network includes, federal, state and county highways, complemented by a network of Town roads. This section describes key recommendations for the Town’s transportation facilities.

#### **Work with the County and State to Maintain Highways**

The Town intends to continue to work with WisDOT, Jefferson County, and its neighboring communities to coordinate appropriate improvements to existing federal, state, and county highways and bridges. Any improvements to these arterial and collector roads will have important implications for many of the land use recommendations provided in this plan.

In addition to working with the County and State to maintain highways, the Town will also work to maintain, upgrade, and ensure safety on Town roadways by:

1. Advocating for appropriate improvements to the intersection of CTH B and CTH Q, including the potential for additional signage, flashing lights, and/or rumble strips. Crossing-path crashes at major intersections are the most frequent types of crashes in Wisconsin's rural areas.
2. Continue discouraging the use of local Town roads for through and non-local truck traffic by designating weight limits where appropriate.
3. Ensuring maintenance of roads to meet acceptable standards for safe cycling, such as by removing obstacles and encouraging paved shoulders, particularly along all of CTH B and along CTH Q between CTH B and the Glacial Drumlin State Trail.
4. Identifying and addressing problem intersections through techniques like signage and reconstruction.
5. Supporting applications to federal and state programs and funding sources, such as the Transportation Enhancement Grant program, available to the County and the Town for transportation projects. Additional information on these programs is available from the WisDOT Southwest Region office in Madison and from the University of Wisconsin Transportation Information Center.

#### **Continue to Support Alternate Transportation Options**

The Town supports alternate transportation options to serve all Town residents over the planning period. The Town will continue to support and identify needs for specialized transportation services for the elderly, persons with disabilities, and low-income persons, such as the existing Jefferson County public and paratransit transportation services designed for use by elderly or disabled persons.

#### **Coordinate with Partners on Recreational Routes and Trails**

Several State and Regional partners are proposing the creation of recreational routes within the Town of Aztalan as part of their broader plans. The Town will stay informed about these plans and represent the interests of Aztalan in the projects as they progress. Several of the projects are as follows:

- ◆ **The Jefferson County Bicycle and Pedestrian Plan:** This plan has recommendations for the Aztalan area including a proposed bicycle "trail" connection from I-94 to Aztalan State Park to the Glacial Drumlin State Trail in place of the existing bicycle "route" (see Map 8). The proposed bicycle trail would also accommodate rollerblades, wheelchairs, and cross country skiers and snowmobiles. The trail would be separate from roads when possible and paved in urban areas. The Plan also advocates cycling safety improvements along CTH B.
- ◆ **The Aztalan State Park Master Plan:** This plan also contains plans for the addition of bicycling and walking trails within the Aztalan State Park and one proposed trail that would extend beyond the current State Park boundaries (see Map 8).
- ◆ **WisDNR's Glacial Heritage Area Project:** This proposed project intends to work with willing landowners (primarily in western Jefferson County) to protect and link conservation lands in a network that collectively provides a wide variety of readily accessible, nature-based recreation opportunities that are compatible with and foster natural resource sustainability along the Glacial Drumlin State Trail.

Cooperation among property owners, local governments, WisDNR, and other agencies will be necessary to implement these trails. The Town intends to coordinate with Jefferson County, the State, and residents on these trails, enhancing existing routes, improving marking of recreational routes in the Town, and establishing wayfinding signage to the new trails. Various funding sources are available through WisDNR and WisDOT to fund additional trail construction. In addition, the Town should consider advocating for paving four to five foot wide shoulders on all County highways when they are reconstructed to accommodate bicycle traffic. Traffic volumes on Town roads are generally low enough to safely accommodate bicycles without the installation of paved shoulders.



Town of Aztalan  
Comprehensive Plan

Map 8:  
Transportation and  
Community Facilities

- Town of Aztalan Boundary
- Cities & Villages
- Urban Service Area Boundaries
- Major Roads
- Local Roads
- Hwy 26 Bypass & Related Road Alignments
- Railroads
- Surface Water

Existing Community Facilities

- Town of Aztalan Town Hall & Town Garage
- Bicycle Facility/Parking
- Cellphone Towers
- Interstate Rest Area
- Public Open Space
- Community Facilities
- Glacial Drumlin State Trail
- Designated Jefferson County Bike Route

Proposed Community Facilities

- Proposed Bike/Pedestrian Trail
- Proposed Bike Route with Paved Shoulder
- Aztalan State Park Master Plan Project Boundary
- Aztalan State Park Master Plan's Recommended Visual Buffer Area
- Aztalan State Park Master Plan's Recommended Park Expansion

Note: This map is generally identical to Map 8 in the Town's 2009 Comprehensive Plan. The Town did not feel the need to update this map for the 2019 Plan update, except that it was amended to no longer advocate for a 4-way stop at CTH B & CTH Q. For updated municipal and urban service area boundaries, see Map 1.

Sources: Jefferson County LIO, US Census, WI DNR, WIS DOT, Short Elliot Hendrickson Inc., V&A

0 0.25 0.5 1 1.5 Miles

VANDEWALLE &  
ASSOCIATES INC.  
Shaping places, shaping change

Adopted: 3/11/2009





## CHAPTER FIVE: UTILITIES AND COMMUNITY FACILITIES

This chapter of the *Plan* contains background information, goals, objectives, policies, and recommended programs to guide the future maintenance and development of utilities and community facilities within the Town of Aztalan. Map 8 highlights several of the utilities and community facilities described below.

### Utilities and Community Facilities Recommendations Summary

- ◆ Continue to provide Town residents with the existing rural facilities and service levels currently offered by the Town.
- ◆ Support efforts to enhance the high quality recreational assets in the Town, such as the State Park and Trail.
- ◆ Inventory Town parkland and determine most appropriate future use and ownership.

### Existing Utility and Community Facilities

#### Town Facilities

Town facilities include Town Hall, a storage building and the maintenance shop. These are located along CTH B in the northcentral part of the Town. No significant changes or upgrades to these facilities are expected to be needed over the next 20 years outside of routine maintenance.

#### Law Enforcement

The Jefferson County Sheriff's Department provides law enforcement services to Town residents. The Sheriff's Department operates out of the City of Jefferson. These services are considered adequate by the Town.

#### Fire and Emergency Medical Services

The Town has service agreements with two separate Fire/EMS providers. The Town has agreements with Johnson Creek Fire/EMS serviced to over half of the Town on the east side of the Crawfish river and Lake Mills Fire/EMS serviced to the Town on the west side of the Crawfish River. The City of Jefferson service was eliminated due to increases in costs.

#### Libraries

The nearest public libraries are located in Lake Mills, Johnson Creek and Jefferson. The Town does not intend to have its own library.

#### Parks and Recreational Facilities

Several parks are located within the Town. These are shown on the Existing Land Use map as "Public Open Spaces/Recreation" and are described below.

##### ◆ **Aztalan State Park**

Aztalan State Park is a 172-acre archaeological treasure located along the Crawfish River. Attendance at the park has increased significantly. In 2010, 37,000 people visited the park. In 2016, that number increased to 45,000 people. The park includes some of the state's most important archaeological sites, including an ancient Middle-Mississippian village and ceremonial complex that are between 700 and 1,000 years old. The people that lived in the village built large flat-topped pyramidal mounds and a stockade around the village. Certain portions of the stockade and two mounds have been reconstructed and are available for viewing. The Park consists of mostly open prairie and oak woods and has some basic amenities such as a picnic shelter. The Park's archeological significance and natural beauty make it an ideal educational and interpretive center.

In 2003 the Wisconsin Department of Natural Resources' Natural Resources Board adopted the Aztalan State Park Master Plan. According to that plan, the site will be used for education and interpretation of its archaeological resources, as well as limited and compatible recreational uses. Improvements recommended to enhance visitors' experiences include picnic areas, interpretive nodes, trails, bridges and a visitors center. The plan calls for compatible recreational



uses such as picnicking, hiking, fishing, canoeing and cross-country skiing. The plan recommends purchasing access easements to allow public access to Signal Hill, which provides striking views of the park and the entire river valley. It also recommends expanding the park's southeastern boundary.

The Park's value as a historic site can be enhanced over time by preserving the character of lands surrounding the Park. To achieve this goal, the State has emphasized the need for a "visual buffer" surrounding the park, which would be maintained through the purchase of development rights and scenic easements on lands surrounding the Park. The area within which the State will consider purchasing such easements or development rights is shown on Map 8 as the "Aztalan State Park Master Plan Project Boundary." If and when opportunities become available, the State will also consider purchasing land surrounding Signal Hill, as well as a corridor of land connecting Signal Hill with the Park. See the Intergovernmental Cooperation chapter for further details of how the Aztalan State Park Master Plan relates to with the Town's proposed Aztalan Hamlet Neighborhood Plan (depicted on Map 7).

◆ **Bicentennial Park**

Jefferson County's Bicentennial Park consists of 109 acres located on Highway 26 in the eastern portion of the Town. The northern boundary of the park borders the 20-year Johnson Creek Urban Service Area. The 22-acre Jefferson County Dog Park is located on the site. About 65 acres of open space on a drumlin outside of the dog exercise area is equally divided between cropland, currently rented by a farmer, and an oak-hickory woodland located on the east slope of the drumlin. The woodland is in transition from oak-hickory to maple-basswood woods. The northern part of the woodland has a population of spring ephemerals. Buckthorn, honeysuckle and multi-flora rose are invading the woods.

◆ **Rock River Park**

Jefferson County's Rock River Park (or Johnson Creek) Park consists of 4 acres and is located on CTH B about one half mile west of Johnson Creek on the shores of the Rock River. The park offers a boat landing, fishing, picnicking, open space, and a flowing artesian spring. The shelter and restrooms are ADA accessible. The river shoreline has been stabilized with riprap.

◆ **Town Parks**

The Town owns and maintains a few small parks associated with residential subdivisions. There is a small park north of the City of Jefferson and west of Bicentennial Park on River Hill Drive, which features a swing set, climbing structure, and baseball backdrop. On the north side of Frankie Lane, off of Indian Head, there is approximately 1.2 acres of unimproved park. The Town has discussed more consistently mowing this park and possibly adding a playground, swing set, and/or baseball backstop. The Aztalan Hamlet area is home to Herbert Tews Memorial Park located just north of CTH B on CTH Q. Tews Park currently contains only an open, mowed field, but the Town has discussed additional park

improvements here too, such as a playground, swing set, and/or baseball backstop. It could alternatively be a dog park location.

◆ **Other Nearby Parks, Public Open Space/Recreation and Trails**

- ◇ **Rock Lake Park:** This 23 acre park, located northwest of the Town on CTH B, is owned and maintained by Jefferson County and includes a playground, boat ramp, picnic areas, and restrooms.
- ◇ **Glacier Drumlin State Trail Head:** This 1.1 acre public area in the southeast part of the Town connects to the 47 mile Glacial Drumlin State Trail and also serves as a rest area with picnic tables, bike racks and a shelter. The facility is maintained by the Wisconsin Department of Natural Resources (WisDNR).
- ◇ **Lake Mills Fish Hatchery:** This 72.5 acre facility is not primarily intended for use as a publicly accessible recreational facility, but provides a green space amenity and promotes fishing and outdoor recreation by virtue of its mission. The Fish Hatchery is owned and operated by WisDNR and includes 27 artificial ponds used to raise stocks of coho salmon, northern pike, and walleyes for purposes of stocking lakes throughout the state with these species.

### Power Distribution and Telecommunications

The Town's electricity service is provided by WE Energies.

The quality of Town's power and power distribution depends in part on the status of the power providers and infrastructure in the surrounding area. The American Transmission Company (ATC) owns and operates the electric transmission lines and substations in the eastern portion of Wisconsin. ATC's Jefferson County Project involved the construction of approximately 17 miles of new 138-kV transmission line connecting the Stony Brook Substation in Waterloo to the Jefferson Substation in Jefferson. Construction on this project was completed in October 2009.

Telephone service, cable service, and internet service is available through TDS Telecom.

### Cellular Phone Towers

There are three cell phone towers within the Town. Two are located in the northern part of the Town, in close proximity to Interstate 94. The third is located along Highway 26 near the City of Jefferson. Their locations are depicted on Maps 5 and 8.

### Water Supply and Wastewater Treatment

The Town of Aztalan does not provide municipal water service or wastewater treatment to its residents and has no plans to provide such service. All of the Town's households and businesses currently obtain their water supply from private wells and dispose of wastewater through private on-site waste treatment (septic) systems.

Public sewer and water services are available in nearby cities and the Village. However, all of these communities require annexation prior to new connections to such utilities.





Solid Waste Disposal and Recycling

Garbage collection in the Town of Aztalan is provided by private haulers. Recyclables are also collected.

Schools

The Town of Aztalan is divided among three school districts: Jefferson School District, Johnson Creek School District, and Lake Mills Area School District. Enrollment in each individual school, as well as enrollment for the district as a whole, is shown in Table 5.1 below. School District boundaries are shown on Map 1.

Table 5.1: School District Enrollment, 2013 - 2017

District-School Name	2013	2014	2015	2016	2017
<b>Jefferson School District</b>	<b>1,935</b>	<b>1,928</b>	<b>1,957</b>	<b>1,905</b>	<b>1,932</b>
<b>Johnson Creek School District</b>	<b>631</b>	<b>639</b>	<b>665</b>	<b>665</b>	<b>631</b>
<b>Lake Mills School District</b>	<b>1,477</b>	<b>1,478</b>	<b>1,508</b>	<b>1,518</b>	<b>1,581</b>

*Source: Wisconsin Information System for Education, 2018*

Health Care Services and Child Care Facilities

Town residents are served by the following clinics: Fort Healthcare Lake Mills Clinic, Fort Healthcare – Jefferson Family Practice Clinic, Sylvan Crossings (Jefferson), Johnson Creek Medical Clinic, and Lakewood Family Clinic (Johnson Creek). The nearest hospital is the Fort Memorial Hospital in Fort Atkinson. The hospital is a modern, fully accredited facility with 110 beds. In addition to comprehensive inpatient services and short-term Medicare certified skilled nursing care, the hospital offers ambulatory surgery and specialty clinics, a birthing center, cardiac rehabilitation, and emergency services including the Urgent Care Program. Town residents are also served by Watertown Memorial Hospital in Watertown. The Aurora Medical Center in Summit (25 minutes from the Town) was completed in 2010 and is a state-of-the-art facility with 110 beds specializing in orthopedic care, cardiology, neurology, cancer care, and emergency services.

Child care is available at Little Woodland Preschool and Cozy Kids Family Daycare in Lake Mills, Kiddie Kollege Preschool & Daycare in Jefferson, Learning Links Child Care in Jefferson, Crossroads Kids Connection in Johnson Creek, and other private providers.

Area Cemeteries

The Aztalan-Milford Cemetery is located in the northwest part of the Town, near the intersection of CTH Q and Cemetery Road. The cemetery is publicly owned, however, the land surrounding the current cemetery is privately owned.

Utilities and Community Facilities Goals, Objectives, and PoliciesGoal:

1. Supply public facilities and services in line with resident expectations and the Town's rural character.

Objectives:

1. Coordinate community facilities planning with land use, transportation, and natural resource planning.
2. Provide a limited number of public facilities and services within the Town to maintain a low tax levy and the overall rural character of the Town.
3. Work with Jefferson County and the State to develop and enhance appropriate recreational facilities within the Town.

4. Protect the Town's public health through proper siting and avoiding over-concentration of on-site wastewater treatment systems.

Policies:

1. Continue to provide basic services for Town residents, including public road maintenance, snow plowing on Town roads, and emergency services (fire, police, and ambulance) in collaboration with neighboring communities.
2. Consider the objectives of this *Plan*, as well as the general welfare of all residents, to determine whether new or expanded Town services or facilities may be appropriate in the future.
3. Work with the adjacent municipalities to direct intensive new development requiring a higher level of services to areas within their mutually recognized urban service areas.
4. Work with the WisDNR to enhance Aztalan State Park as an educational tourism destination, and to better connect it to the Hamlet and the Glacial Drumlin Trail.
5. Evaluate the financial and physical feasibility of creating a dog park. One idea for a location is on or near the closed landfills within the Town (see Maps 5 and 6 for locations). Other potential locations may include currently owned Town lands such as Herbert Tews Park.
6. Strongly consider implementing a Town park and recreational facility impact fee on new residential development to fund the installation of play equipment and make other improvements to Town parks as permitted by and per the procedures in Section 66.0617 of State Statutes.
7. Ensure that proper approval procedures are followed when new on-site wastewater treatment systems are proposed and require appropriate maintenance and replacement of older systems as a means to protect ground water quality.
8. Carefully evaluate proposed large on-site wastewater treatment systems, or groups of more than 20 on-site systems on smaller lots (1 to 2 acres) in the same general area, to ensure that groundwater quality standards are not impaired. The Town may require that the property owner or developer fund the preparation of a groundwater impact analysis from an independent soil scientist or other related profession.
9. Explore the potential purchase of private land south of the current Aztalan-Milford Cemetery in order to permit southward expansion of the cemetery when needed.
10. Rely on cooperative agreements with Jefferson County, Lake Mills, Johnson Creek, and Jefferson for police, fire, rescue, schools, library, and senior citizen services; and rely on private providers for health care and child care services and telecommunications.
11. Remain informed and involved in the activities and decisions of the school districts serving the Town to ensure that the Town's needs for school facilities are met.
12. Encourage private expansion of broadband internet service provided that its maintenance is not at the expense of the Town.

Utilities and Community Facilities Programs and Recommendations

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In Jefferson County, different jurisdictions provide different types of utilities and community facilities. Cities and villages provide urban utilities and facilities, such as municipal water, sewer, police, and fire protection. Towns typically provide more limited services. This section is intended to provide recommendations for improvements to facilities, utilities and services in the Town, based on the goals, objectives, and policies presented in this chapter. Priorities and timelines for recommended improvements are described in more detail in Table 5.2.

**Town Utilities and Facilities**

Consistent with residents' desires, the Town of Aztalan provides limited facilities and services—primarily road maintenance, snow plowing, recycling, trash, and rural fire protection. The Town does not intend to provide public sewer and water utilities, regional storm water management facilities, solid waste or recyclable disposal, library facilities, senior center/facilities, or health/child care facilities. No major Town facility upgrades are anticipated at the present time; remodeling of the Town Hall (particularly the interior) may be appropriate during the planning period.

**Maintain and Enhance Town Recreational Facilities**

- ◆ The Town owns and maintains a few small parks, with few improvements on them. Over the planning period, the Town will explore upgrades to Tews Park and the 1.2 area unimproved park on the north side of Frankie Lane, off of Indian Head. Potential improvements to these parks include a playground, swing set, baseball backstop, and/or dog park facilities.
- ◆ Explore the improvement and/or creation of boat launches on the Crawfish and Rock Rivers.
- ◆ Encourage better connections from the Aztalan Rural Hamlet, other development areas, and Town open space to existing State and County recreational trails and parks.

**Town Utilities and Facilities**  
The majority of 2008 survey respondents reported that the Town's facilities and services were either "good" or "excellent."

The Town may establish a park and recreational facility impact fee on new residential development to assist with such improvements, following the procedures in Section 66.0617 of Wisconsin Statutes. Such an impact fee must be supported by a "needs assessment" and adopted by ordinance—potentially as a component of a simple Town land division ordinance.

**Collaborate with the State and County on Public Recreation**

The Town will also consider collaborating with the State during the implementation of the Aztalan State Park Master Plan to ensure community needs and desires are being addressed. The Aztalan State Park Master Plan includes improvements recommended to enhance visitors' experiences including picnic areas, interpretive nodes, trails, bridges, and a visitors' center. The Town will consider how the enhancement of the Park can create tourist-oriented business opportunities, such as a sandwich and coffee shop in the Aztalan Hamlet where visitors can stop for lunch. The State Plan also calls for compatible recreational uses such as picnicking, hiking, fishing, canoeing, and cross-country skiing. The Town may consider the creation of or support for a riverfront trail along the Crawfish River that links up with the Aztalan State Park trails as well as the creation of canoe input areas along the trail to enhance recreational opportunities in the Town. Finally, the Town supports County efforts to control invasive species in Bicentennial Park.

**Support the Maintenance of Private On-Site Wastewater Treatment Systems**

All Town households and businesses currently dispose of wastewater through private septic systems. The Town does not intend to provide wastewater treatment to its residents in the future. The Town will continue to promote the State's Wisconsin Fund to help repair or replace failing septic systems, and the Town may also consider exploring the use of community/group waste treatment systems in areas of intensive development, such as the Aztalan Hamlet area.



Table 5.2: Timetable to Expand, Rehabilitate, or Create New Community Utilities or Facilities

Town Utilities & Community Facilities	Timeframe	Comments
Water Supply	N/A	Water supplied by private wells; expected to continue.
Sanitary Sewer	N/A	The Town does not provide sanitary sewer service and has no plans to provide such services in the future.
On-Site Wastewater Treatment (Septic) Systems	Ongoing	Promote the State's Wisconsin Fund to help repair or replace failing septic systems.
Stormwater Management	Ongoing	Work with the County on stormwater management.
Solid Waste & Recycling	Ongoing	Continue to contract with private companies for waste disposal and recycling.
Town Buildings	Ongoing	Support ongoing Town Hall and Town Garage maintenance; no major improvements expected to be needed, but some modernization and interior improvements are advisable.
Parks	Each 5 years	Work with the County to include Town priorities in 5-year update to County's Park and Open Space Plan (e.g., establishment of a trail connection to the Hamlet to the Aztalan State Park and Glacial Drumlin State Trail).
	2020: potential fee adoption	Explore and potentially implement a Town park and recreational facility impact fee to help fund improvements to Tews Park, the 1.2 acre park near the Town's southeast corner, and trail improvements; implement such improvements.
Telecommunication Facilities	Ongoing	Support strategies for enhancing telecommunication capabilities through co-location of existing towers.
Power Plants/Transmission Lines	Ongoing	Continue to stay informed on plans by WE Energies and ATC for improvements to and location of power lines/transmission stations within the Town.
Child Care Facilities	N/A	Future needs will be met by private parties.
Health Care Facilities	N/A	Existing and proposed medical facilities in nearby communities appear to meet needs.
Schools	Ongoing	Work with the school districts serving the Town on long-range planning issues.
Library	N/A	Area libraries meet current and forecasted needs.
Police	Ongoing	Services provided by County are expected to be adequate over the planning period.
Fire and EMS	Ongoing	Continue to work with neighboring communities to provide these services via collaboration agreements.
Cemeteries	Ongoing	Existing cemetery is expected to be adequate over the planning period.

## CHAPTER SIX: HOUSING AND NEIGHBORHOOD DEVELOPMENT

A community's housing stock is its largest long-term capital asset. Housing not only provides shelter, but also serves to create a neighborhood's and a community's sense of place. This chapter contains a compilation of background information, goals, objectives, policies and recommended programs aimed at providing an adequate housing supply that meets existing and forecasted housing demand in the Town. It also describes current and desired future patterns of neighborhood development.

### Housing and Neighborhood Development Recommendations Summary

- ◆ Utilize development siting standards for the placement of allowable new homes within mapped *Farmland Preservation Areas* in order to preserve prime farmland.
- ◆ Focus new housing development in the *Aztalan Rural Hamlet* area.
- ◆ Encourage existing Town subdivisions close to cities and villages to remain in the Town.

### Existing Housing Framework

From 2000 to 2016, the Town's total housing stock increased 4.2%, from 547 to 570 housing units. On average, the Town added 1.1 new housing unit per year over that time period. As shown in Table 6.1, most housing units in Aztalan are single family homes.

Table 6.1: Housing Types, 2000 - 2016

Units per Structure	2000 Units	2000 %	2016 Units	2016 %
Single Family	507	92.7	526	92.3
Two Family (Duplex)	12	2.2	17	3
Multi-Family	9	1.6	19	3.3
Mobile Home	19	3.5	8	1.4

Source: U.S. Census Bureau, 2000, 2016

Table 6.2 compares other 2010 and 2016 housing stock characteristics in Aztalan with surrounding communities and Jefferson County. In 2010, Aztalan had a vacancy rate of 3.2%, which is one of the lowest rates in the County. The percentage of owner-occupied housing units in the Town was 88.6%, which is similar to other area towns but higher than incorporated areas and the County. The median monthly rent for Aztalan in 2016 was \$800.

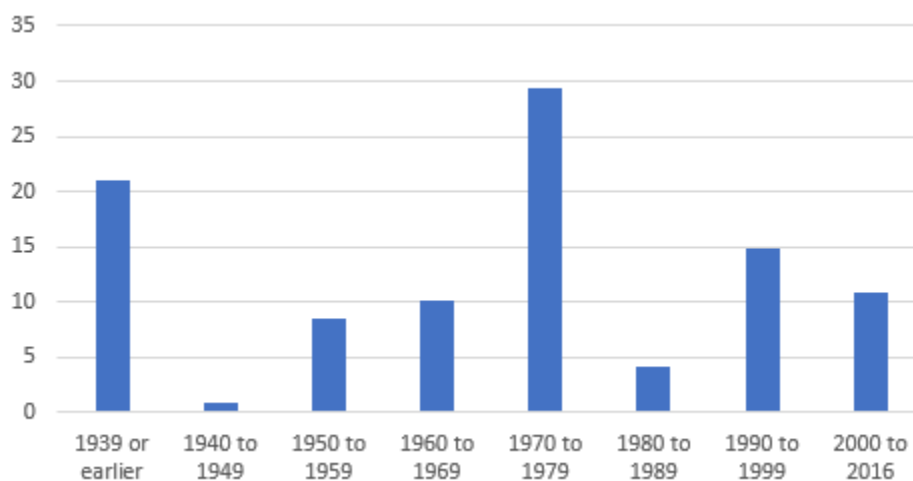
Table 6.2: Household Characteristics Comparison

	2010 Total Housing Units	2010 % Vacant	2010 % Owner-Occupied	2016 Average Assessed Value*	2016 Median Rent
<b>Town of Aztalan</b>	<b>564</b>	<b>3.2</b>	<b>88.6</b>	<b>\$218,200</b>	<b>\$800</b>
City of Lake Mills	2,776	16.5	66.8	\$169,200	\$901
Town of Lake Mills	923	12.7	89.9	\$253,700	\$1,283
Town of Farmington	556	6.3	87.9	\$218,200	\$800
Town of Jefferson	895	6.4	82	\$219,400	\$623
Town of Milford	456	7	89.9	\$259,300	\$747
Village of Johnson Creek	1,118	6.2	70.1	\$185,200	\$900
City of Jefferson	3,378	7.3	61.8	\$143,900	\$746
City of Fort Atkinson	5,429	5.6	62.9	\$147,000	\$789
City of Waterloo	1,409	5.5	70.8	\$138,800	\$720
City of Watertown	9,745	5.7	60.8	\$146,700	\$770
Jefferson County	35,147	8.6	70.9	N/A	\$783

Source: U.S. Census Bureau, 2010, 2016

Figure 6.1 illustrates the age of the Town's housing stock based on 2016 Census estimates. The age of a community's housing stock is often used as a measure of the general condition of the local housing supply. More than half of Aztalan's housing was built before 1970. About 15% of Aztalan's housing was constructed between 1990 and 2000 and 10% of housing was constructed after 2000.

Figure 6.1: Age of Housing as a Percentage of the Total 2016 Housing Stock



Source: US Census Bureau, 2016

### Housing Programs

Several housing programs are available to Aztalan's residents, including home mortgage and improvement loans from the Wisconsin Housing and Economic Development Authority (WHEDA) and home repair grants for the elderly from the U.S. Department of Agriculture. The HOME Investment Partnership's Program funds down payment assistance for homebuyers, rental rehabilitation, weatherization-related repairs, accessibility improvements, and rental housing development. The Housing Cost Reduction Initiative (HCRI)



funds activities such as emergency rental aid, homeless prevention efforts, and related housing initiatives. Further information on these programs can be obtained by contacting WHEDA. Jefferson County communities also participate in the Home Consortium, which is a 4-county governmental body that was established to help advance home ownership opportunities and programs for low-income residents.

#### Existing Neighborhood Development Pattern

Most housing in the Town is concentrated in two general areas – the Aztalan Hamlet area northeast of Lake Mills, and other subdivisions in the Highway 26 corridor, particularly near Jefferson and Johnson Creek. Other housing in the Town is in scattered locations, including more recent clusters allowed under Jefferson County's Agricultural Preservation Program.

### Housing and Neighborhood Development Goals, Objectives, and Policies

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#### Goal:

1. Encourage the provision of an adequate supply of safe, affordable housing and neighborhood environments for all Aztalan residents.

#### Objectives:

1. Support the provision of housing in the Town to meet the needs of persons of all income levels, age groups, and special needs.
2. Maintain the quality of the Town's existing housing stock and support revitalization efforts in areas such as the Aztalan Hamlet.
3. Encourage home siting in areas that will not result in property or environmental damage, or impair rural character or agricultural operations.

#### Policies:

1. Plan for a sufficient supply of developable land for housing development, in areas consistent with Town wishes, and at densities consistent with the recommendations in this *Plan*. This includes supporting opportunities for low-and moderate-income housing.
2. Maintain the Town's existing housing stock by working with Jefferson County to address housing, zoning, or property maintenance code violations on existing residential or commercial properties and working with the Town Attorney to address questions regarding the enforcement of the Town nuisance ordinance for blighted properties.
3. Guide housing development away from hydric and alluvial soils (which are formed under conditions of saturation, flooding, or ponding), environmental corridors, and other areas that are prone to flooding.
4. When reviewing new housing development proposals, encourage strategies to protect water quality and natural resources, particularly around environmental corridor areas along the Crawfish River and Rock River. Strategies should include techniques like stormwater basins and conveyance routes, rain gardens, vegetative buffers, landscaping, and other similar innovative techniques.
5. Use various tools to enforce the clean-up of residential buildings and property in disrepair, particularly in the Aztalan Hamlet area.
6. Direct most residential development to the Lake Mills, Jefferson, Johnson Creek, and Aztalan Hamlet areas.
7. Encourage infill residential development on existing vacant lots within existing developed areas.
8. Encourage home siting in a manner that helps to preserve rural character and farmland, following design standards described in this chapter.

9. Work with the County on policy adjustments to potentially allow for home siting on woodlots that are underlain with Class I or Class II soils.
10. Work with neighboring communities to manage the expansion of existing subdivisions and creation of new subdivisions by phasing new subdivision development.

### Housing and Neighborhood Development Programs and Recommendations

To ensure that land is available to accommodate an adequate housing supply over the next 20 years, this section includes recommendations for housing development, housing maintenance, and housing siting and neighborhood design.

#### **Pursue Development Siting Standards for Individual Homes**

The Town and County allow only a limited number of home sites in areas planned and zoned for agricultural use. The Town will utilize the following development siting standards for the placement of all new homes within mapped *Farmland Preservation Areas* (see Map 6) and will encourage County use of such standards. The Town may require that individuals wishing to construct such new homes first submit and obtain Town approval of a site plan showing the proposed placement of building(s) and driveway(s) on the land, and their relationship to natural features and farmland. Siting standards are listed below; many of the following standards are illustrated in Figure 6.2.



*Vegetation and topography should be used to hide new development wherever possible.*

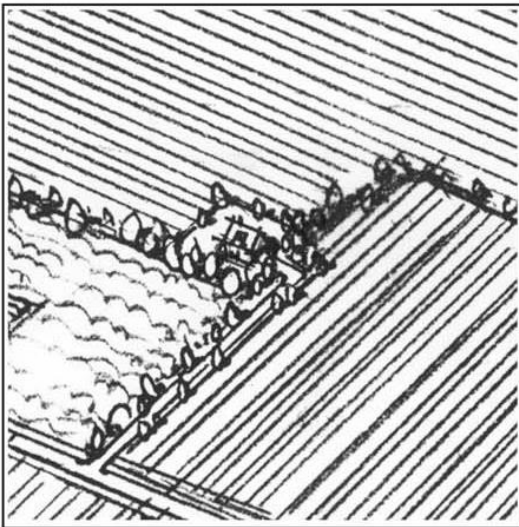
- ◆ Before laying out the lot, the developer should identify and map areas potentially worthy of preservation, including woodlots, wetlands, stream banks, lakeshore riparian areas, floodplains, hydric soils, soils with low or very low potential for dwellings with basements, and slopes greater than 20%.
- ◆ The Town promotes housing on relatively small lots in *Farmland Preservation Areas*. The Town generally supports the County's two acre maximum lot size in these areas, except where the property owner is willing to utilize more potential "splits" to obtain a larger lot size.
- ◆ New buildings, streets, and driveways should be directed away from the best agricultural soils and mapped *Environmental Corridor* shown on Map 6, unless all soils on the ownership parcel are so classified or unless those maps are demonstrated to contain inaccuracies. In the case of such total restrictions, the Town will work with the property owner to determine the area of the property that if developed would have the least impact on farmland and/or natural areas.
- ◆ Buildings should be sited to minimize visibility from public roads through proper placement with respect to existing vegetation and topographic changes, retention of existing vegetation and topography, and/or planting of new vegetation or berms. The Town generally discourages rows of side-of-the-road development, as such arrangements can have a significant impact on rural character.
- ◆ New buildings and driveways should be located adjacent to tree lines where available and at the edge of open fields rather than the middle.

- ◆ Existing vegetation, stone rows, fence lines, and tree lines should be preserved and vegetative buffers should be provided between building sites and wetlands and streams.
- ◆ Any new streets or driveways should be placed along existing contours, property lines, fencerows, lines of existing vegetation, or other natural features wherever possible.
- ◆ Where existing vegetation and changes in topography would not adequately screen the development from public roads, and new plantings would be insufficient, the developer should consider arranging development sites in a pattern resembling historic farm building placements (e.g., a group of houses set back from the road, tree lined single drive or street, fence rows).
- ◆ Homes should be sited in such a manner to minimize the potential for incompatibilities with pre-existing uses on both (a) the remainder of the parcel from which the development is proposed and (b) adjoining parcels. These include uses such as agriculture and other business operations. The Town may require that new homes be set back a minimum distance from such uses, or from particular components of such uses, such as animal confinement or loading areas.

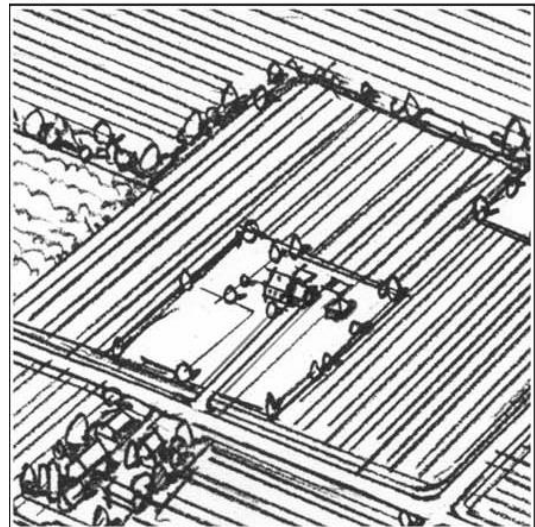
#### New Housing Development in Aztalan

More than 75% of respondents to the 2008 survey agreed that new housing in the Town should be generally limited to areas which already have development.

**Figure 6.2: Conceptual Individual House Siting**



*Example of good house siting  
(House located near vegetation row, away from  
middle of field)*



*Example of poor home siting  
(House located in middle of field and close to road)*



## CHAPTER SEVEN: ECONOMIC DEVELOPMENT

This chapter contains a compilation of background information, goals, objectives, policies and recommended programs to promote the retention and stabilization of the Town's economic base.

### Economic Development Recommendations Summary

- ◆ Support the economic health of agriculture in the Town and encourage businesses that are related to farming and recreation.
- ◆ Support the expansion of appropriate rural business activity in the Aztalan Hamlet to promote the Hamlet as the "Town Center."
- ◆ Promote the redevelopment of certain sites in the Town to attract new businesses and promote economic development.

### Labor Force Characteristics

#### Occupation of Employed Residents

The Town's labor force is the portion of the population that is employed or available for work. The labor force includes people who are in the armed forces, employed, unemployed, or actively seeking employment. According to 2016 Census estimates, 69.3% of Town residents aged 16 and older were included in the labor force. The percentage of the Town's labor force employed by sector in 2016 is shown in Table 7.1. In 2016, 21% of the labor force was employed in education, health care, and social services, up from 11.8% in 2000. The percentage of the labor force employed in manufacturing has decreased substantially from 30.6% in 2000 to 18% in 2016.

Table 7.1: Occupational Industries **of Aztalan's Labor Force**, 2016

Occupational Industry	Percentage of Labor Force
Manufacturing	18
Educational, health, and social services	21.2
Retail trade	15.1
Construction	11.3
Agriculture, forestry, fishing, hunting, and mining	5.9
Transportation, warehousing, and utilities	3.5
Other services (except public administration)	2
Arts, entertainment, recreation, accommodation, and food services	7.1
Professional, scientific, management, administrative, and waste management services	4.4
Public Administration	3.1
Finance, insurance, real estate, rental, and leasing	4.1
Wholesale trade	2.6
Information	1

Source: U.S. Census Bureau, 2016

The South Central Workforce Development Area's total employment is projected to grow approximately 8% by the year 2024 (Table 7.2). Over this time period, the most significant increase in jobs is projected to be in the Information sector (35%) followed by the Construction sector (15%) and Professional and Business Services (11%). The largest numerical increase is projected to be in the Education and Health Services sector, increasing almost 11,000 jobs from 2014 to 2024. The number of employees working on farms is projected to barely increase between 2014 and 2024.

Table 7.2: South Central Employment Projections, 2014 - 2024

	2014	2024	Change 2014 – 2024 Number	Change 2014 – 2024 Percent
<b>Total Employment: South Central WI</b>	<b>532,177</b>	<b>574,104</b>	<b>41,927</b>	<b>8</b>
Farm Employment	8,211	8,266	55	<1
Construction	18,924	21,696	2,772	15
Manufacturing	54,210	55,848	1,638	3
Trade, Transportation, and Utilities	78,055	81,252	3,197	4
Information	14,696	19,786	5,090	35
Financial Activities	26,566	28,495	1,929	7
Professional and Business Services	54,617	60,826	6,209	11
Education and Health Services	130,684	141,557	10,873	8
Leisure and Hospitality	45,259	50,418	5,159	11
Public Administration	40,651	40,989	338	1
Self Employed and Unpaid Family Workers	27,128	29,701	2,573	9

*Source: Office of Economic Advisors, Wisconsin Department of Workforce Development, 2016*

### Educational Attainment

Educational attainment is one variable that is used to assess a community's labor force potential. According to 2016 Census data, 91.3% of the Town's residents aged 25 and older attained a high school degree or higher, an increase from 85.5% in 2000. This 2016 Aztalan rate of 91.3% is identical to the Town of Jefferson and similar to the City of Jefferson (90.3%) and Jefferson County (91.1%). However, it is lower than the Town and City of Lake Mills, the Village of Johnson Creek, and the Town of Milford.

In 2016, 25.4% of Aztalan's residents had obtained a bachelor's degree or higher—up from 16.9% in 2000.

The widespread increases in the attainment of a degrees is largely attributed to increased educational attainment of younger generations.

Table 7.3: Educational Attainment, 2016

	High School Graduates	Bachelor's Degree or Higher
<b>Town of Aztalan</b>	<b>91.3</b>	<b>25.4</b>
City of Lake Mills	92.4	35.6
Town of Lake Mills	94.5	38
Village of Johnson Creek	93.9	33.4
Town of Farmington	91.5	18.5
Town of Jefferson	91.3	19.3
Town of Milford	93.1	24.9
City of Jefferson	90.3	19.4
City of Fort Atkinson	88.0	22.3
City of Whitewater	90.8	35.3
City of Waterloo	85.0	15.0
City of Watertown	90.0	21.0
Jefferson County	91.1	23.5

Source: U.S. Census Bureau, 2016

### Income

Table 7.4 presents income and labor characteristics for the Town of Aztalan and the surrounding communities. According to 2016 U.S. Census estimates, the Town's median household income was \$80,714, which is an increase from \$55,048 in 2000. This 2016 amount is higher than any other Jefferson County community. The Town's per capita income was \$32,233, also higher than most surrounding communities, except for the Town of Lake Mills, Town of Jefferson, and Town of Milford. The per capita income is defined as the total personal income, divided by the total population. This is used as a measure of the wealth of the population and indicates that Aztalan's residents fare better than much of the rest of the County from an income perspective.

Table 7.4: Income Comparison, 2016

	Median Household Income	Per Capita Income
<b>Town of Aztalan</b>	<b>\$80,714</b>	<b>\$32,233</b>
City of Lake Mills	\$60,302	\$27,150
Town of Lake Mills	\$75,833	\$40,209
Village of Johnson Creek	\$70,074	\$28,960
Town of Farmington	\$69,196	\$29,550
Town of Jefferson	\$65,104	\$32,837
Town of Milford	\$71,172	\$37,331
City of Jefferson	\$50,016	\$24,051
City of Fort Atkinson	\$46,602	\$25,881
City of Whitewater	\$30,934	\$14,943
City of Waterloo	\$73,594	\$27,555
City of Watertown	\$46,361	\$23,392
Jefferson County	\$57,290	\$27,272

Source: U.S. Census Bureau, 2016



### Commuting Patterns

According to 2016 U.S. Census estimates, Aztalan residents spent an average 22.2 minutes commuting to work, indicating that a significant number of workers traveled outside the Town (and area) for employment. This commuting time is almost identical to the average time in 2000. Roughly 6.2% of workers traveled over an hour to their jobs (up from 4% in 2000), while 22.1% traveled less than ten minutes (down from 26% in 2000). About 83.8% of workers traveled to work alone, while approximately 5.1% carpooled. An analysis of commuting patterns indicates that every day over 26,000 people commute between Jefferson County and the five immediately adjacent counties of Waukesha, Dodge, Dane, Rock, and Walworth.

### Economic Base Analysis

As indicated by commuting patterns, the Town is economically linked with various cities and villages throughout the region. Many of the Town's residents are employed in the Madison and Milwaukee/Waukesha areas, and in nearby cities and villages.

The predominant industry within the Town's borders is agriculture. However, there are several other businesses located in the Town, including the Renew Energy ethanol plant. The plant began operating in November of 2007 in the historic Ladish malting plant on Highway 26. The plant produces both ethanol and livestock feed.



### Environmentally Contaminated Sites

WisDNR's Environmental Remediation and Redevelopment Program maintains a list of contaminated sites, or brownfields, in the state. WisDNR defines brownfields as "abandoned or under-utilized commercial or industrial properties where expansion or redevelopment is hindered by real or perceived contamination." Examples of brownfields might include a large abandoned industrial site or a small corner gas station. Properties listed in the WisDNR database are self-reported, and do not necessarily represent a comprehensive listing of possible brownfields in a community.

As of September 2018, there were no contaminated sites in the Town of Aztalan in need of clean up or where clean-up is underway, at least according to the Bureau for Remediation and Redevelopment Trading System (BRRTS). There were three prior incidences that have been closed or where no action was taken. Of the three incidents, one was a spill and two were cases in which no remediation activity was required.

### Economic Development Programs

The Town has few tools, programs, and agencies of its own that are available to foster economic development. Surrounding urban communities have Chambers of Commerce and other economic development tools, such as tax increment financing.

The Glacial Heritage Development Partnership serves as the lead economic development organization in Jefferson County. It was formed from the Jefferson County Economic Development Consortium and includes neighboring Dodge County. The Partnership's overall goals are to foster and encourage responsible, sustainable economic development activities that result in job creation, job retention, increase the tax base and improve the quality of life for the citizens of Jefferson and Dodge Counties. The Glacial Heritage Development Partnership is a non-profit organization that supports the business community and maintains a positive business climate. In this effort, GHDP offers training programs and has assisted numerous businesses in obtaining financing information from banks, Wisconsin Department of Commerce, Wisconsin Business Development, Women Business Initiative Corporation, and other financing sources.

The state's Wisconsin Economic Development Corporation (WEDC), created in 2011 by then-governor Scott Walker to replace the Wisconsin Department of Commerce, grants loans as assistance to companies that attempt to grow and employ more workers within the State of Wisconsin.

The U.S. Small Business Administration's Certified Development Company (504) Loan Program provides growing businesses with long-term, fixed-rate financing for major fixed assets, such as land and buildings. 504 loans can be used to fund land purchases and improvements, grading, street improvements, utilities, parking lots and landscaping, construction of new facilities, or modernizing, renovating, or converting existing facilities. A Certified Development Company (CDC) is a nonprofit corporation set up to contribute to the economic development of its community.

### Assessment of Desired Economic Development Focus

The Wisconsin comprehensive planning statute requires the Town to "assess categories or particular types of new businesses and industries that are desired by the local government unit." Table 7.5 considers strengths and weaknesses for economic development in the Town of Aztalan. Based on these strengths and weaknesses, the Town's desired economic focus is reflected in the goals, objectives, policies, and recommendations below.

Table 7.5: Town Strengths and Weaknesses for Economic Development

Strengths	Weaknesses
Located close to growing cities and the Village.	No public sewer and water.
Good regional access via Interstate 94 and expanded Highway 26.	No direct interchange with Interstate 94 in the Town.
Bio-based industry (ethanol, etc.) along Highway 26.	Few available economic incentive programs.
Agricultural production.	Limited Town staff.
Small, home based business opportunities.	Cities and the Village have extraterritorial powers over Town land and can annex land at property owner's request.
Recreational opportunities, including the rivers, Glacial Drumlin Trail, and Aztalan State Park.	County policies favor economic development in cities and villages.

### Economic Development Goals, Objectives, and Policies

#### Goal:

1. Encourage economic development opportunities appropriate for the resources and public services available in the Town and consistent with rural character.

#### Objectives:

1. Focus economic development efforts on farming, farm-related businesses, rural-oriented businesses in the Aztalan Hamlet, and recreation-based businesses near the Aztalan State Park, Bicentennial Park, and Glacial Drumlin State Trail areas.
2. Work with adjacent and overlapping governments and agencies to attract appropriate economic development to the area.

Policies:

1. Plan for a sufficient supply of developable land for commercial and industrial uses, in areas shown as *Commercial* and *Industrial* on Map 6 and *Proposed Commercial* on Map 7.
2. Support the economic health of production agriculture in the Town to the extent possible.
3. Prevent unplanned, continuous strip commercial development along major roadways, particularly Highway 26 and Interstate 94.
4. Support opportunities for farm family businesses, home occupations, and recreation-based businesses that are compatible with the rural character of the Town and where there will be no negative impacts on surrounding properties.
5. Implement standards for new commercial development to ensure that future development is high-quality.
6. Investigate incentives for economic development and redevelopment in the Aztalan Hamlet area.
7. Encourage a thoughtful mix of compatible residential, community-serving commercial, civic and recreational uses in the Aztalan Hamlet area.
8. Explore the creation of an additional recreation amenity in the Aztalan Hamlet area such as a golf course or indoor recreation center in order to promote spin-off development in the hamlet.
9. Attempt to capitalize on the location of the Aztalan State Park, Bicentennial Park, and Glacial Drumlin State Trail for recreation-related businesses nearby.
10. Direct larger scale commercial and industrial development serving the broader region to the adjacent cities and the Village.
11. Work with private landowners to clean up contaminated, vacant, and run-down sites and buildings that threaten the public health, safety, and welfare, and impair the visual appearance of the Town.
12. Promote the careful placement and design of future mineral extraction sites, wireless telecommunication facilities, and other uses that may have a significant negative aesthetic or environmental impact. When reviewing applications for non-metallic mineral extraction sites, refer to the standards listed in the Agricultural, Natural, and Cultural Resources chapter.

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Economic Development Programs and Recommendations

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To build on the goals, objectives, and policies outlined in the previous section, the Town intends to pursue the following directions:

**Support the Economic Health of Agriculture in the Town**

The Town supports the economic health of production agriculture in the Town. The Town also encourages the exploration of “non-traditional” forms of agriculture, such as vegetable, fruit and nut farms, and other small-acreage farms; grazing; research farming; community-supported agriculture; farmers’ markets; equine centers; and businesses supporting hunting, fishing, and other outdoor recreational activities. See the Agricultural, Natural, and Cultural Resources chapter for detailed recommendations.



**Encourage Businesses that are Related to Farming and Recreation**

These uses, including home occupations and “cottage industries,” are particularly appropriate in rural areas to supplement household income (e.g., farm families). Home-based businesses and services range from those who supplement their income by selling a craft item or repairing a lawnmower to those who are employed by a company, but do most of their work from a home office (commonly called telecommuters). Two major trends have attributed to the rise of home occupations: the increased use of the personal computer and internet and the re-structuring of the corporate workforce (e.g., downsizing, out-sourcing, and “satellite” offices).

The Town’s rich farming heritage and vast natural and cultural resources (e.g., Aztalan State Park, Glacial Drumlin Trail, Rock River and Crawfish River) make promoting businesses related to farming and recreation viable in the area. The Town encourages the establishment of recreation-based businesses in the Aztalan Hamlet area as the Aztalan State Park Master Plan and Glacial Heritage Area Project are implemented to enhance and expand recreational opportunities in the area.

**Support the Expansion of Business Activity in the Aztalan Hamlet**

The Aztalan Hamlet currently serves as a community gathering place near the center of the Town for meetings, dining, and recreation. The Town intends to promote the Aztalan Hamlet as the “Town center”, with a mix of residential, business, recreation, and civic uses. Potential uses that foster the Town center idea and capitalize on traffic from CTH B and CTH Q include more homes; a coffee shop, an ice cream and/or cheese shops, and restaurants; possibly an antique or gift shop related to or in the museum; recreation outfitters; small contractor shops desired in a rural location, and a convenience/general store. Paoli—an unincorporated hamlet in southern Dane County—may provide a model to explore and emulate. Also see the Agricultural, Natural, and Cultural Resources and Land Use chapters for ideas related to the Aztalan Hamlet.

**Implement Design Guidelines for New Commercial Development**

To enhance the image and property values in the Town, future commercial development proposals should be consistent with the recommendations in this *Plan* and the design standards that follow: The Town will refer to these design standards when reviewing site plans for all new and expanded commercial and industrial development projects before a rezoning, conditional use permit, or building permit is issued.

- ◆ **Quality Building Design.** New commercial and industrial buildings should have attractive facades facing the roadway, with appropriate setbacks. Buildings should incorporate architectural designs, building materials, and exterior colors that enhance the overall image of the Town.
- ◆ **Sign Control Measures.** A community cluttered with signs can detract from the natural landscape and the overall image of the Town. The Town will work with the County and business owners to control the number, height and setback of signage, and to guide the removal and replacement of old or abandoned signs where possible.
- ◆ **Landscaping.** Landscaping should be encouraged on all new developed parcels. Landscaping should be installed around building foundations, in and around paved areas, around areas where screening is appropriate, and in a buffer area between the building and road. Landscaping materials should be of adequate size at planting to ensure both a high degree of survivability and immediate visual effectiveness.

Native plantings that blend into the Town of Aztalan's current mix of vegetative cover should be encouraged.

- ◆ **Lighting.** Inappropriately high lighting levels can have negative impacts on traffic safety, surrounding properties, and the dark night sky. The Town supports on-site lighting standards that limit the type, height, brightness, and placement of new exterior lights.

## CHAPTER EIGHT: INTERGOVERNMENTAL COOPERATION

This chapter is focused on “intergovernmental cooperation”, defined as any formal or informal arrangement by which officials of two or more jurisdictions communicate visions and coordinate plans, policies, and programs to address and resolve land use, transportation, natural resource, utility, facility, services, or other issues of mutual interest. In a state with over 2,500 units of government and a movement towards greater efficiency, it is becoming increasingly important to coordinate decisions that affect neighboring communities and overlapping jurisdictions (e.g., school districts).

### Intergovernmental Cooperation Recommendations Summary

- ◆ Pursue formal Town-City and Town-Village intergovernmental boundary/land use agreements and consider other means to limit annexation.
- ◆ Collaborate with Jefferson County on a variety of planning, zoning, and transportation efforts.
- ◆ Stay in touch with State agencies, particularly WisDNR on park and trail planning.

This chapter contains a compilation of background information, goals, objectives, policies and recommended programs for joint planning and decision making with other jurisdictions. It incorporates by reference all plans and agreements to which Aztalan is a party under §66.0301, §66.0307, and §66.0309, Wisconsin Statutes. It is intended to promote consistency between this *Plan* and plans for neighboring and overlapping jurisdictions.

### Extraterritorial Jurisdictions

Under Wisconsin law, cities and villages have extraterritorial jurisdiction (ETJ) over a certain unincorporated area outside of their municipal borders. Three municipalities, the City of Jefferson, City of Lake Mills, and Village of Johnson Creek, have extraterritorial jurisdiction over different portions of the Town (see Map 1 for the maximum extent of these jurisdictions). Extraterritorial powers enabled by State Statutes include land use planning, land division review, official mapping, and—with Town approval—zoning. The extraterritorial policies for each municipality are described later in this chapter. Intergovernmental cooperation is critical to address mutual land use concerns within each ETJ area and to avoid potential conflicts.

### Urban Service Areas

An Urban Service Area (USA) delineates the area in which public services (i.e., municipal sewer and water) are currently available or are proposed to be extended at some point in the future. These boundaries are typically drawn on the basis of a twenty-year planning horizon and can therefore change over time. Each USA is usually based upon existing physical conditions that allow or will allow the area to be served by public services in a cost-effective manner (e.g., an area that can be served by gravity-flow sewer).

Urban Service Areas are significant because an incorporated municipality’s USA may extend well beyond its existing municipal boundaries, indicating the area in which the municipality envisions future development. The area of the USA is typically well within the ETJ boundaries of the respective city or village. USAs essentially reserve land for future urban development by discouraging premature development on private water and sewer systems in those areas.

In Jefferson County, long-range USAs were last formalized in the County’s 2012 Agricultural Preservation and Land Use Plan. These long-range USAs are reflected in Maps 1 and 6 of this Town *Plan*. These often do not coincide with any WisDNR-approved current urban service areas, which under state and federal water quality rules must be mapped around all communities with a population of 10,000 or greater. The current boundaries of both WisDNR-approved urban service areas define the limits of where sanitary sewer (and



occasionally water) services may be extended today, but not necessarily all areas where such services may be extended in the future.

### Existing Regional Framework – Cities, Villages, Towns, Jefferson County

Map 1 depicts the boundaries of Aztalan’s neighboring or overlapping jurisdictions. Planning documents for these local, regional, and state jurisdictions were analyzed during the Town’s planning process to identify mutual planning issues or potential conflicts. The following is a summary of this analysis, including an analysis of potential conflicts between plans of adjoining and overlapping units of government and the Town of Aztalan. Where conflicts are apparent or may occur, approaches to resolve them are proposed later in this chapter.

#### Village of Johnson Creek

The Town of Aztalan shares its northeastern boundary with the Village of Johnson Creek. In 2018, the Village had an estimated population of 2,997. This Village also serves as a regional shopping district for the area.

Within its ETJ, the Village engages in land use planning, land division review, and official mapping. The Village of Johnson Creek’s 2017 comprehensive plan included future land use recommendations for all land within its ETJ in the Town of Aztalan. East of the Rock River, the Village’s plan showed widespread future urban neighborhood development and an extensive system of parks and environmental corridors. The Village’s 2017 Plan now shows portions of the ETJ area *west* of the river and east of Highway N for future neighborhood development and lands between Highway N and the western edge of the Village’s ETJ as a “rural holding” area. According to the Village’s 2017 plan and its subdivision ordinance, development density within the “rural holding” area is not to exceed one dwelling unit per 35 acres.

This suggestion of Village growth west of the Rock River is inconsistent both with the long-range Urban Service Area established in the 2012 County Agricultural Preservation and Land Use Plan and with the recommendations of this Town *Comprehensive Plan* - both of which suggest the River as the natural boundary between Village and Town. Still, the Village’s plan states that the Village will not be extending sewer and water service into ETJ areas outside of the Urban Service Area without a boundary agreement that specifies how and when this would occur. The Town supports this policy. Through its comprehensive plan, the Village generally expresses an interest in intergovernmental cooperation in the form of a boundary agreement.

#### **Intergovernmental Agreements Under Wisconsin Law**

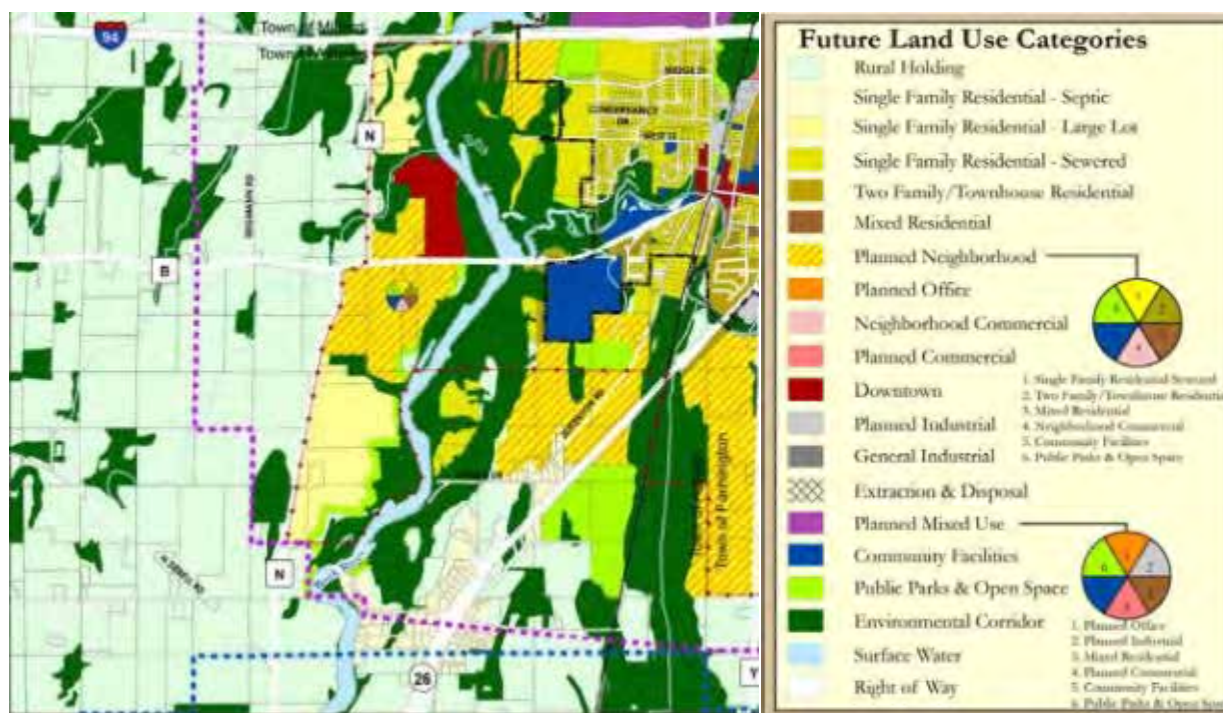
There are two main formats for intergovernmental agreements under Wisconsin Statutes.

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

Another format for an intergovernmental agreement is a “cooperative (boundary) plan” under Section 66.0307 of the Wisconsin Statutes. This approach is more labor intensive and ultimately requires State approval of the agreement, but the “66.0307” approach does not have some of the limitations of the “66.0301” agreement format.

An increasingly common approach is for communities to first enter into a “66.0301” intergovernmental agreement, which in part directs the communities to then prepare a “66.0307” cooperative plan covering issues such as boundary changes.

Figure 8.1: Johnson Creek Future Land Use



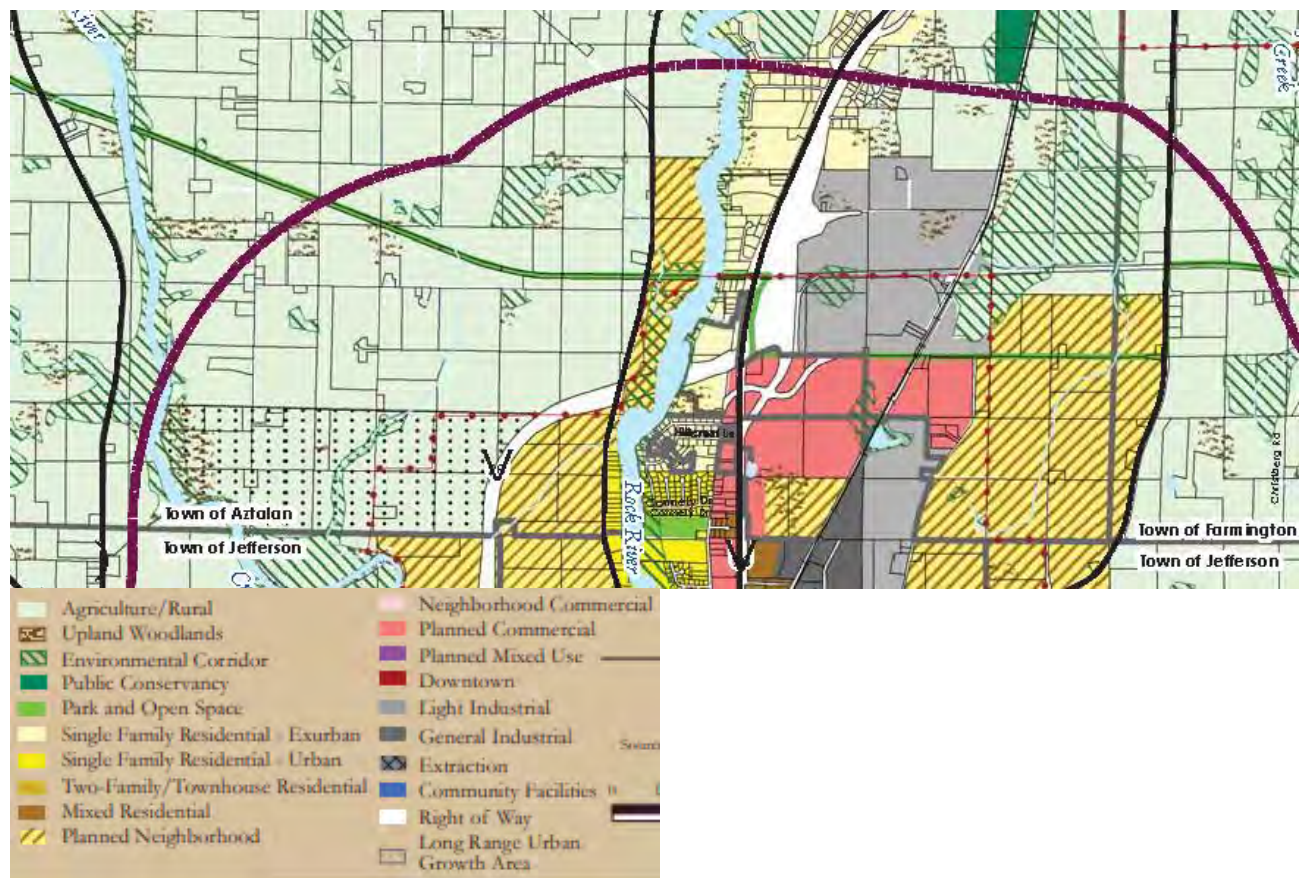
### City of Jefferson

The City of Jefferson borders Aztalan to the southeast. Jefferson's 2018 estimated population was 7,967. Within its ETJ, the City engages in land use planning, land division review, and official mapping. The City's current Urban Service Area boundary extends into its ETJ. The City's subdivision ordinance establishes a maximum density for areas outside of the USA (but within the ETJ) of one dwelling unit per 20 acres. The City's amended 2015 plan provides the following recommendations, which are generally in line with the Town's *Comprehensive Plan*:

- ◆ Work with the surrounding towns on land use, natural resource, transportation, and community development issues of mutual concern.
- ◆ Explore an intergovernmental boundary and land use agreement between the City and nearby municipalities.
- ◆ Continue intergovernmental and shared service agreements for public facilities and services and consider additional joint services and facilities where consolidating, coordinating, or sharing services or facilities will result in better services or cost savings.
- ◆ Direct new development to areas within and adjacent to existing development that utilize or extend existing infrastructure and utilities wherever practical.
- ◆ Encourage practices that minimize conflicts between nearby land uses.

The City's Future Land Use map and the Town's Future Land Use map (Map 6), which serve the same function, largely reflect one another.

Figure 8.2: City of Jefferson Future Land Use



### City of Lake Mills

The Town of Aztalan shares its northwestern boundary with the City of Lake Mills. In 2018, the estimated population of Lake Mills was 5,953.

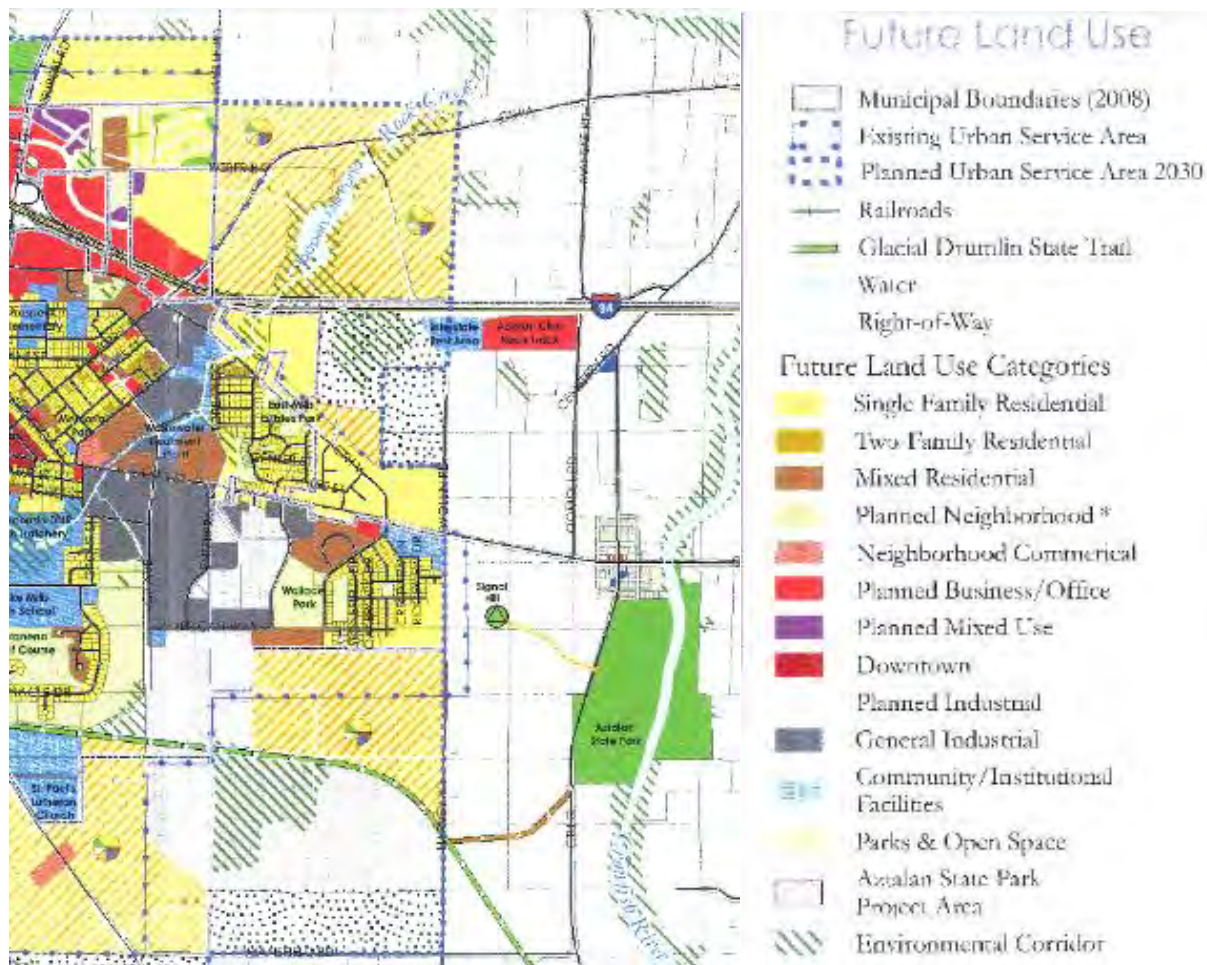
The City engages in land division review throughout its ETJ. The City's current Urban Service Area extends into the Town of Aztalan, by approximately ½ mile beyond its 2018 city limits. Given the City's proximity to Aztalan Hamlet, intergovernmental cooperation will be critical to ensuring that its long-term land use policies are consistent with Town plans for this area. The City's 2009 plan provides the following recommendations, which are generally in line with the Town's *Comprehensive Plan*:

- ◆ Work with Jefferson County and surrounding towns to limit development outside of the City's Urban Service Area. Make efforts to find common policies for implementing agricultural preservation policies within the City's extraterritorial jurisdictional outside of the City's planned growth area.
- ◆ Seek common ground on annexation, municipal services, and other issues with other surrounding towns.
- ◆ Continue to explore opportunities for more efficient provision of municipal services, facilities, and utilities through cooperative arrangements with other municipalities.
- ◆ The City will work with and attempt to find common ground with the State of Wisconsin, the Town of Aztalan, and other entities to preserve key view sheds recommended in the Aztalan State Park Master Plan.



The City's plan differs from the Town of Aztalan's visions for the future in a few ways. For example, the City's plan does not acknowledge any potential expansion of existing developed portions of the Aztalan Hamlet. The City's 2009 Plan also suggests long-range urban expansion (dot pattern on Figure 8.3) further northeast and south of the City than this Town *Comprehensive Plan* acknowledges.

**Figure 8.3: City of Lake Mills Future Land Use**



### Town of Lake Mills

The Town of Aztalan shares its western boundary with the Town of Lake Mills. In 2018 the Town had an estimated population of 2,106 residents. The Town of Lake Mills adopted its 2025 Comprehensive Plan in May 2007. The Town of Lake Mills' Comprehensive Plan plans all of the land adjacent to Aztalan as Agricultural. This designation incorporates the policies contained in the County's land use plan and zoning ordinance. There are no conflicts between the Town of Lake Mills' and Aztalan's plans.

### Town of Milford

The Town of Aztalan shares its northern boundary with the Town of Milford. In 2018, the Town had an estimated population of 1,121 residents. The Town of Milford Comprehensive Plan was designed to be consistent with the 2012 Jefferson County Agricultural Preservation and Land Use Plan. One of the main objectives of the Town *Plan* is the preservation of prime agricultural land. The *Plan* designates most of the land adjacent to Aztalan for future Agricultural and Open Space use with a few pockets of land designated as Upland Woods or Recreational. The Town has two small rural hamlets, one located around the intersection

of the Crawfish River and CTH A, and the other located along CTH A and the Rock River. The *Plan* calls for residential densities to remain highest in the hamlets in order to preserve prime agricultural land. There are no conflicts between Milford's and Aztalan's plans that would prevent the Town of Aztalan from carrying out the goals, objectives, and policies set forth in this *Plan*.

#### Town of Farmington

The Town of Farmington borders the Town of Aztalan to the east. In 2018, the Town had an estimated population of 1,121 residents. While Farmington does not have its own plan, the Jefferson County Agricultural Preservation and Land Use Plan shows the majority of the Town's land remaining in agricultural use, with development concentrated in a small rural hamlet along CTH B, just west of CTH P. There are no conflicts between Farmington's and Aztalan's plans.

#### Town of Jefferson

The Town of Jefferson borders Aztalan to the south. Its 2018 estimated population was 2,183 residents. The Town of Jefferson does not have its own comprehensive plan. According to the Jefferson County Agricultural Preservation and Land Use Plan, a significant portion of Town lands outside of the City of Jefferson are planned to remain agricultural, with significant areas to the east designated as environmental corridor. There are no conflicts between the Town of Jefferson's and Aztalan's plans

#### Jefferson County

Being in the path of Madison-Milwaukee development, Jefferson County is concerned about preserving its historic agricultural land use base and small community character.

Planning and zoning decisions in the County are guided by the 2012 Jefferson County Agricultural Preservation and Land Use Plan and by County zoning, which is applicable in all unincorporated areas, including the Town of Aztalan. The County's plan is considered a strong model for fostering agricultural preservation, environmental protection, and vibrant cities and villages. The County's plan advocates for long-term growth in the County's developed communities (mostly villages and cities) with urban infrastructure and services, with the intent of protecting and preserving farmland, natural resources, and rural character in the County's many undeveloped and pristine areas. The Jefferson County Zoning Ordinance is used to implement the goals, objectives, and policies contained in the County Plan. The intent of the County's plan and regulations is to protect the rich agricultural land from development and fragmentation that occurs when non-farming owners seeking a rural lifestyle buy large tracts of prime farmland only to cease its productive use.

The County plan designates the vast majority of the Town of Aztalan as a Farmland Preservation Area, with extensive pockets of environmental corridors. The County Plan delineates one rural hamlet near the intersection of Highways B and Q in the northeastern portion of the Town—around the historic Aztalan Hamlet area and nearby farmlands.



The County zoning ordinance includes three agricultural zoning districts: A-1 Exclusive Agricultural, A-2 Agricultural Business, and A-3 Agricultural/Rural Residential. The purpose of the A-1 District is to preserve farmland consisting of prime soils. Accordingly, the development regulations within this district are restrictive. No new dwellings are permitted in the A-1 District, except for the replacement of existing dwellings. The minimum lot area in the A-1 District is thirty-five acres. Any new homes require rezoning away from A-1. Rezoning away from A-1 are guided by policies in the ordinance and County plan.

At the time of writing, Jefferson County was beginning a process to update its 2012 plan.

### State Agency Jurisdictions

The Wisconsin Department of Transportation's (WisDOT's) Southwest Region office, located in Madison, serves a 16 county region including Jefferson County. WisDOT is responsible for transportation planning throughout the State and is the primary agency for planning and managing Federal and State highways, including Interstate 94 and STHs 89 and 26. WisDOT also reviews and has input in County and City transportation plans to ensure compatibility between plans (see Transportation chapter for more information).

The Wisconsin Department of Natural Resources (WisDNR) provides service to all Jefferson County residents out of six South Central Wisconsin offices including Madison, Fitchburg, Janesville, Poynette, Dodgeville, and Horicon. WisDNR manages assets such as the Glacier Drumlin Trail and Aztalan State Park. Current and future plans for Aztalan State Park are addressed in the Utilities and Community Facilities chapter.

There are no known conflicts between the Town's plans and the plans and actions of these State agencies. However, the Town should work closely with WisDNR to assure that the Town's plan for the Aztalan Hamlet area and the State's Aztalan Park Master Plan are implemented collaboratively.

### Regional Planning Commissions

The Town of Aztalan is not located within the jurisdiction of any regional planning commission or metropolitan planning organization.

### School Districts

The Town of Aztalan lies within three school districts: Lake Mills Area School District, Johnson Creek School District, and Jefferson School District. There are no known conflicts between School District and Town plans. See Map 1 for school district boundaries and the Utilities and Community Facilities chapter for more information.





## Intergovernmental Cooperation Goals, Objectives, and Policies

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### Goal:

1. Establish and grow mutually beneficial intergovernmental relations with surrounding and overlapping jurisdictions.

### Objectives:

1. Recognize the 2012 County Long-Range Urban Service Areas and extraterritorial jurisdictions of the Village of Johnson Creek, City of Jefferson, and City of Lake Mills, and cooperate in mutual planning efforts for these areas.
2. Continue to work with the Village of Johnson Creek, City of Jefferson, and City of Lake Mills on the siting and building of joint use public facilities and the sharing of public services.
3. Participate in County-level economic development efforts.
4. Cooperate with Jefferson County on the implementation of this *Comprehensive Plan*.

### Policies:

1. Provide a copy of this *Comprehensive Plan* to all surrounding local governments and Jefferson County for consideration and inclusion in the pending update to the Jefferson County Agricultural Preservation and Land Use Plan.
2. Encourage the Village, cities, and other interested governmental units to consider this *Comprehensive Plan* and other recommendations of Town officials in making future decisions about the Urban Service Areas and extraterritorial jurisdictions.
3. Work with surrounding communities and Jefferson County to encourage an orderly, efficient land use pattern that preserves farming and natural resources and minimizes conflicts between urban and rural areas.
4. Work with the Village and cities on intergovernmental agreements, particularly boundary agreements. Such agreements could also address land use, transportation, and service issues of mutual concern. In absence of such agreements, pursue other efforts to minimize annexation of Town lands.
5. Cooperate with other units of government, including the County and WisDNR, on the preservation and sensible use of natural resources and on recreational initiatives, such as the Glacial Heritage Area Project and Aztalan State Park Master Plan (as discussed in greater detail in the Agricultural, Natural, and Cultural Resources and Utilities and Community Facilities chapters).
6. Work with surrounding communities and agencies like the Glacial Heritage Development Partnership to help advance the economic viability of the agriculture and business economies of the area.
7. Work with the Village and cities on future planning for library expansions, fire services and facilities, emergency medical facilities and services, and other current and possible future joint facilities and services.
8. Work with the school districts through periodic communications and meetings to assure that the Town's interests are represented in District decisions that affect Town residents.

## Intergovernmental Cooperation Programs and Recommendations

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Intergovernmental communication, coordination, and cooperation are critical in implementing many of the recommendations of this *Plan*. This section attempts to coordinate recommendations for surrounding and overlapping jurisdictions, avoid inefficient or conflicting development patterns, and promote intergovernmental cooperation.

The State comprehensive planning law requires that this *Comprehensive Plan* identify existing and potential conflicts between the Town and other governmental units, and describe processes to resolve such conflicts. This planning process has been designed to avoid and minimize potential conflicts, yet some still exist. The following subsections address remaining or potential conflict areas and potential resolution processes.

#### **Collaborate with Jefferson County on Planning and Development Issues**

This Town *Comprehensive Plan* is generally consistent with existing Jefferson County plans and policies. Specifically, this *Comprehensive Plan* is consistent with the primary focus of the 2012 Jefferson County Agricultural Preservation and Land Use Plan, which advocates growth and development in a manner that will preserve the rural character, agricultural base, and natural resources of the countryside and contribute to the high quality of life and prosperity of the County's communities while treating landowners in a fair and equitable manner.

However, as documented earlier in this Town *Comprehensive Plan*, the Town requests that the County honor the Town's wishes where it desires to be different than County policies. The Town also urges the County to consider, in its pending update to its 2012 Plan, adjustments or flexibility to its policies regarding new home siting in the Farmland Preservation Area per the recommendations in this Town *Plan*.

#### **Boundary Agreements**

More than 80% of respondents to the 2008 survey agreed that the Town should seek boundary agreements with neighboring cities and villages.

#### **Seek Intergovernmental Boundary Agreements with Neighboring Municipalities**

The Town of Aztalan perceives mutual benefits among the Town and the neighboring Village and Cities for formal intergovernmental agreements covering community development and boundary issues.

Intergovernmental agreement(s) could help communities minimize competition for development, share both the costs and benefits of economic development, make sure future development is of high quality, provide all parties with a greater sense of certainty on the future actions of others, and promote municipal efficiency. The following is an outline of issues that intergovernmental agreements could cover.

- ◆ **Municipal Boundary Changes.** The Town does not expect every square inch to remain in the Town, but desires some security on Town boundaries to maintain its fiscal viability and provide some predictability. Future annexation area boundaries could be established based on logical service areas, growth plans and projections, and community separation interests.
- ◆ **Utility Service Area Boundaries.** The communities could also agree to logical areas and cooperation for future expansions to the urban service areas, and to municipal utility systems. This, combined with the municipal boundary provisions described above, may provide greater certainty to both communities, property owners, developers, and the general public as to where intensive development could occur and where it could not. The discussions on utility services could also cover provisions for dealing with developed areas with failing septic systems to address public health concerns.
- ◆ **Reconcile Future Land Use Recommendations.** Map 6 shows the Town's future land use plan. The future land use map for neighboring municipalities are shown in Figure 8.1 – Figure 8.3 in this Chapter. There are some significant differences among these plans or areas that are currently in the Town of Aztalan—particularly in the Johnson Creek area. Each intergovernmental agreement could include provisions to amend this *Comprehensive Plan* and neighboring plans as necessary to be consistent with the agreement.
- ◆ **Refine Extraterritorial Options.** The agreement could discuss the extent of neighboring municipality review of extraterritorial land divisions, including future road right-of-way needs. Innovative approaches to achieving shared growth management and land use objectives, such as cooperative extraterritorial zoning, could also be discussed. Under such a system, the Village/Town and/or City/Town would jointly make zoning decisions within the two extraterritorial jurisdictions.

- ◆ **Explore Shared Programs or Services.** The communities could discuss greater opportunities for co-operation or consolidation of local parks and recreational programming, for instance. Other issues that could be advanced include a joint commitment to work with WisDNR to maintain and improve linkages to and along the Glacial Drumlin State Trail, and even revenue sharing for new municipal taxes generated from development in some areas of joint interest.

#### Challenges Facing Aztalan

Respondents to the 2008 survey indicated “Loss of Town land due to annexation” as one of the top three challenges facing the Town of Aztalan.

#### **Work to Limit Annexation of Town Land**

Initial indications suggest that the surrounding Village and Cities may also be interested in pursuing intergovernmental agreements with the Town. Still, in the event neighboring municipalities elect not to pursue agreements with the Town, or such negotiation efforts fail, the Town of Aztalan will work to limit annexation via other means. Significant annexation into the Town’s boundaries poses a threat to its autonomy and future, potentially jeopardizing agriculture and the rural lifestyle still enjoyed by many who choose to live within the Town.

Approaches to minimize the incentives or possibility of annexing land include:

- ◆ **Nominate an Agricultural Enterprise Area (AEA).** The Town could nominate for State approval an AEA over most of the planned *Farmland Preservation Area*. This will create a greater sense of permanence for farmers in the designated area, enable greater farmland preservation tax credits (thereby reducing the incentive for development and annexation), and perhaps create a regional coalition to make annexation into the AEA unpopular.
- ◆ **Permit more Town subdivision development.** The Town may choose to amend Map 6 to designate more *Exurban Residential* areas close to the Village and Cities. Statutes and court decisions have significantly diminished the ability of cities and villages to stop subdivisions in their extraterritorial jurisdictions, and to annex lands that are already occupied by residents.
- ◆ **Explore Town utility service.** The Town may investigate the creation of a Town sanitary or utility district in areas close to neighboring municipalities, which would eliminate the top incentive for annexation.
- ◆ **Engage in public communications and persuasion.** Encouraging attendance at neighboring municipality planning meetings at which major growth plans or annexations are being discussed has proven effective in other communities. In many cases, there are people with property in both communities or with significant community influence, who can make such efforts particularly effective.



## CHAPTER NINE: IMPLEMENTATION

Few of the recommendations of this *Plan* will be automatically implemented. Specific follow-up action will be required for the *Plan* to become reality. This final chapter is intended to provide the Town with a roadmap for these implementation actions. It includes a compilation of programs and specific actions to be completed in a stated sequence, as required under §66.1001, Wisconsin Statute.

### Implementation Recommendations Summary

- ◆ Provide a copy of this *Comprehensive Plan* and all subsequent amendments to surrounding and overlapping governments.
- ◆ Cooperate with others, including County and surrounding local governments and local property owners, as appropriate, in order to implement the recommendations of this *Comprehensive Plan*.
- ◆ Update this *Comprehensive Plan* by 2029 in accordance with Wisconsin Statute §66.1001.

### Plan Adoption

A first step in implementing the *Town of Aztalan Comprehensive Plan* is making sure that it is adopted in a manner which supports its future use for more detailed decision making. The Town has included all necessary elements for this *Plan* to be adopted under the state's comprehensive planning legislation. Section 66.1001(4), Wisconsin Statutes, establishes the procedures for the adoption of and update to a comprehensive plan. The Town followed this process in adopting this *Plan*.

### Plan Monitoring, Amendments, and Update

Once adopted, the Town should regularly evaluate its progress towards achieving the recommendations of this *Plan*, and amend and update it as appropriate. This section suggests recommended criteria and procedures for monitoring, amending, and updating the *Plan*.

#### Plan Monitoring

The Town should constantly evaluate its decisions related to private development proposals, public investments, regulations, incentives, and other actions against the recommendations of this *Plan*. The *Plan* should be used as the first “point of reference” when evaluating these projects, which are typically decided upon on a monthly basis.

#### Plan Amendments

This *Plan* can be amended and changed. Amendments may be appropriate in the years following initial plan adoption, particularly in instances where the *Plan* is becoming irrelevant or contradictory to emerging policy or trends, or does not provide specific advice or guidance on an emerging issue. “Amendments” are generally defined as minor changes to the plan maps or text. The *Plan* should be specifically evaluated for potential amendments every three years. Frequent amendments to accommodate specific development proposals should be avoided, or else the plan will become meaningless.

The state comprehensive planning law requires that the Town use the procedures defined under Section 66.1001(4), Wisconsin Statutes to amend this *Plan*, as follows.

- a) Either the Town Board or Plan Commission initiates the proposed *Comprehensive Plan* amendment. This may occur as a result of a regular Plan Commission review of the *Plan*, or may be initiated at the request of a property owner or developer.
- b) The Plan Commission prepares or directs the preparation of the specific text or map amendment to the *Comprehensive Plan*.

- c) The Plan Commission holds one or more public meetings on the proposed *Comprehensive Plan* amendment. Following the public meeting(s), the Plan Commission makes a recommendation by resolution to the Town Board by majority vote of the entire Commission (see Section 66.1001(4)b of Statutes).
- d) The Town Clerk sends a copy of the recommended *Plan* amendment to nonmetallic mine operators, any person who has registered a marketable nonmetallic mineral deposit with the local government, and any other property owner or leaseholder who has requested notification in writing at least 30 days to review and comment on the recommended *Plan* amendment.
- e) The Town Clerk directs the publishing of a Class 1 notice, published at least 30 days before a Town Board public hearing and containing information required under Section 66.1001(4)d, Wisconsin Statutes.
- f) The Town Board holds the formal public hearing on an ordinance that would incorporate the proposed *Plan* amendment into the *Comprehensive Plan*.
- g) Following the public hearing, the Town Board approves (or denies) the ordinance adopting the proposed *Plan* amendment. Adoption must be by a majority vote of all members. The Town Board may require changes from the Plan Commission recommended version of the proposed *Plan* amendment.
- h) The Town Clerk sends a copy of the adopted ordinance and *Plan* amendment (not the entire *Comprehensive Plan*) to all adjacent and surrounding government jurisdictions, nonmetallic mine operators, any person who has registered a marketable nonmetallic mineral deposit with the local government, and any other property owner or leaseholder who has requested notification in writing as required under Sections 66.1001(4)b and c, Wisconsin Statutes.
- i) The Town Clerk sends copies of the adopted *Plan* amendment to the Jefferson County Zoning Department.

### Plan Update

The state comprehensive planning law requires that this *Plan* be updated at least once every ten years. As opposed to an amendment, an update is often a substantial re-write of the plan document and maps. Based on this deadline, the Town intends to update this *Comprehensive Plan* before the year 2029 (i.e., ten years after 2019), at the latest. The Town will continue to monitor any changes to the language or interpretations of the state law over the next several years.

### Consistency Among Plan Elements

The state comprehensive planning statute requires that the implementation element “describe how each of the elements of the comprehensive plan shall be integrated and made consistent with the other elements of the comprehensive plan.” Because the various elements of this *Plan* were prepared simultaneously, there are no known internal inconsistencies between the different elements or chapters of this *Plan*.

### Implementation Programs and Recommendations

Table 9.1 provides a detailed list and timeline of the major actions that the Town intends to complete to implement this *Plan*. Often, such actions will require substantial cooperation with others, including County and surrounding local governments and local property owners. The table has four different columns of information, described as follows:

- ◆ **Category:** The list of recommendations is divided into different categories—based on different implementation tools or plan elements.

- ◆ **Recommendation:** The second column lists the actual steps, strategies, and actions recommended to implement key aspects of the *Plan*. The recommendations are for Town actions, recognizing that many of these actions may not occur without cooperation from others.
- ◆ **Implementation Timeframe:** The fourth column responds to the comprehensive planning statute, which requires implementation actions to be listed in a “stated sequence.” The suggested timeframe for the completion of each recommendation reflects the priority attached to the recommendation. Suggested implementation timeframes span the next 10 years, because the *Plan* will have to be updated by 2029. Most, however, are “ongoing” efforts that the Town intends to pursue over the entire 10 years as opportunities present themselves.

Table 9.1: Implementation Programs and Recommendations

Category	Recommendation	Implementation Timeframe (ongoing except where indicated)
<b>Agricultural, Natural, and Cultural Resources</b> (see chapter two)	Minimize extensive nonagricultural development in most existing farming areas.	
	Support efforts to monitor and regulate large-scale livestock operations.	
	Support the County’s Purchase of Agricultural Conservation Easement (PACE) Program.	
	Protect environmental corridors and other environmentally significant areas.	
	Protect Natural Resource zoned lands.	
	Pursue flood hazard mitigation.	
	Protect groundwater quantity and quality.	
	Carefully review proposals for mineral extraction sites and enforce reclamation.	
	Protect rare species and wildlife habitat areas.	
	Build on the Town’s natural and cultural resources to promote tourism.	
	Promote the Aztalan Hamlet as a community gathering place.	
	Protect known historic and archeological sites.	
	Retain and enhance the Town’s unique identity and image.	
<b>Land Use</b> (see chapter three)	Follow the neighborhood plan map (Map 7) when making future land use decisions.	
	Make sure to document and transmit to County all Town recommended conditions of approval for rezonings, conditional use permits, variances, and other actions for which Town provides recommendations.	



Category	Recommendation	Implementation Timeframe (ongoing except where indicated)
	Consider a simple Town Land Division Ordinance to provide Town with approval authority over plats and CSMs, better achieve design objectives, and potentially include a park impact fee	2020-21
<b>Transportation</b> (see chapter four)	Continue Town Road Improvement Program (TRIP) for updating Town roads.	
	Work with the County and State to maintain highways.	
	Continue to support alternate transportation options.	
	Coordinate with partners on recreational routes and trails.	
<b>Utilities and Community Facilities</b> (see chapter five)	Maintain and enhance town and recreational facilities.	
	Collaborate with the State and County on public recreation.	
	Support the maintenance of private on-site wastewater treatment systems.	
<b>Housing and Neighborhood Development</b> (see chapter six)	Continue efforts to clean up unkempt, unsafe, and unsightly properties in the Town.	
	Implement development siting standards for individual homes.	
<b>Economic Development</b> (see chapter seven)	Support the economic health of agriculture in the Town.	
	Encourage businesses that are related to farming and recreation.	
	Support the expansion of business activity in the Aztalan Hamlet.	
	Implement design guidelines for new commercial development.	
<b>Intergovernmental Cooperation</b> (see chapter eight)	Collaborate with Jefferson County on planning and development issues.	
	Seek intergovernmental boundary agreements with neighboring municipalities.	2020-2022
	Work to limit annexation of Town land.	
	Update this <i>Comprehensive Plan</i> .	2028-2029

Plan Commission Resolution 9.2019  
Adopting and Recommending the Comprehensive Plan  
for the Town of Aztalan  
Jefferson County, Wisconsin

WHEREAS, section 66.1001(4), Wisconsin Statutes, establishes the required procedure for a local government to adopt a comprehensive plan, and section 66.1001(2) identifies the required elements of a comprehensive plan: and

WHEREAS, the Town of Aztalan Plan Commission has the authority to recommend that the Town of Aztalan adopt a "comprehensive plan" under section 66.1001(4)(b); and

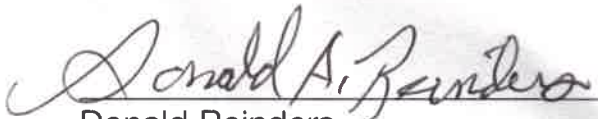
WHEREAS, the town has prepared the Town of Aztalan Comprehensive Plan, containing all maps and other descriptive materials, to be the comprehensive plan for the Town under section 66.1001, Wisconsin Statutes; and

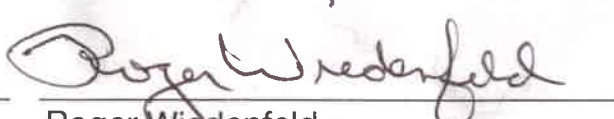
NOW, THEREFORE, BE IT RESOLVED that the Plan Commission of the Town of Aztalan hereby adopts the Comprehensive Plan as the Town's comprehensive plan under section 66.1001(4), Wisconsin Statutes; and


BE IT FURTHER RESOLVED that the Secretary of the Plan Commission certifies a copy of the Comprehensive Plan to the Town Board; and

BE IT FINALLY RESOLVED that the Plan Commission hereby recommends that, following a public hearing held July 29, 2019, the Town Board adopt an ordinance to constitute official Town approval of the Town of Aztalan Comprehensive Plan as the Town's comprehensive plan under section 66.1001, Wisconsin Statutes.

Adopted this 3rd day of September, 2019.

  
Donald Reinders

  
Roger Wiedenfeld

  
Ken Staude

  
Lisa Woolever

Attest:

  
Sandra Marks, Plan Commission Secretary

Ordinance 9.2019  
To Adopt the Town of Aztalan Comprehensive Plan  
Town of Aztalan-Jefferson County, Wisconsin

The Town Board of the Town of Aztalan, Wisconsin, does ordain as follows:

SECTION 1-Pursuant to sections 60.22(3) and 62.23(2) and (3) of Wisconsin Statutes, the Town of Aztalan is authorized to prepare and adopt a comprehensive plan as defined in sections 66.1001(1)(a) and 66.1001(2) of Wisconsin Statutes.

SECTION 2-The Town Board of the Town of Aztalan has adopted and followed written procedures designed to foster public participation in every stage of preparation of a comprehensive plan as required by section 66.1001(4)(a) of Wisconsin Statutes.

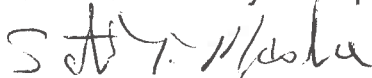
SECTION 3-The Plan Commission of the Town of Aztalan, by a majority vote of the entire Plan Commission recorded in its official minutes, has adopted a resolution recommending to the Town Board the adoption of the document entitled "TOWN OF AZTALAN COMPREHENSIVE PLAN", containing all of the elements specified in section 66.1001(2) of the Wisconsin Statutes.

SECTION 4-The Town of Aztalan has held a public hearing on July 29, 2019 and provided numerous other opportunities for public involvement per its adopted public participation strategy and procedures. (Resolution 2007-10/10).

SECTION 5-The Town Board of the Town of Aztalan, Jefferson County, Wisconsin, does, by enactment of this ordinance, formally adopt the document entitled, "TOWN OF AZTALAN COMPREHENSIVE PLAN", pursuant to section 66.1001(4)(c) of Wisconsin Statutes.

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

Adopted this 11th day of September, 2019.



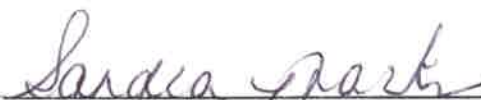
Scott Masche, Chairperson



Michael Burow, Supervisor



Larry Christianson, Supervisor

Attest: 

Sandra Marks, Clerk