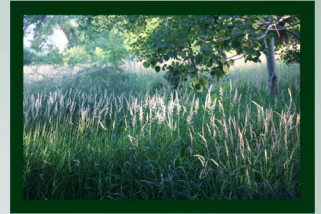


Town of Concord

Comprehensive Land Use Plan



2009



The Town of Concord Comprehensive Land Use Plan
was adopted by unanimous vote of the Concord Town Board
at a regular town board meeting on July 13, 2009,
to take effect November 1, 2009.

The three voting members of the Town Board
at that time were the following:

Bill Ingersoll - Chairman
Dave Janquart - Supervisor
Dennis Stair - Supervisor

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Overall Vision Statement

It is the expressed intent of this Comprehensive Land Use Plan to maintain the agrarian and rural character of the Town of Concord. The basis of this direction is the overwhelming response by Town citizens to the following: the 1996 Household Survey for the Town of Concord administered by Jefferson County, the 2003 and 2005 surveys done by the Town of Concord Park and Plan Commission, visioning sessions held in 2006, the responses to the Citizen Questionnaire sent out in November 2008, and the majority of citizen input during the preparation of this Plan. The direction given by the majority of respondents in all of these cases indicates both a long-standing and a continued desire to maintain the rural character of the Town. Additionally, a plan with this goal will be in keeping with the policies of Jefferson County toward preservation of agricultural lands and open space.

Chapter 1: Issues and Opportunities Element

Credit to Lawrence Oliverson, who originally drafted and presented this element.

The purpose of the Issues and Opportunities Element is to provide background information pertaining to the Town of Concord, to identify issues and/or opportunities specific to the Town, and to propose the overall goals that will serve as a framework for the construction of supporting goals specific to each element of the Concord Comprehensive Plan.

1.A. Vision Statements

In Concord's visioning workshops, comprehensive planning meetings, and related surveys, the community input has been consistent and clear that the rural character and quality of life of the Town are of the utmost importance to the majority of the citizens of Concord. Also, the natural beauty of the Town is dependent on many of the same qualities that contribute to its rural character. With development occurring in Ixonia to the north and Sullivan to the south, and with the intense development in the communities of Oconomowoc and Summit to the east and Johnson Creek to the west, maintaining the current quality of life and natural beauty of our township may be a challenge but can be accomplished with careful planning.

The rural nature of the Town does not allow for the provision of all services and facilities that may be noted in the comprehensive plan of a more urbanized area. Nonetheless, all required elements of a comprehensive plan will be addressed, although Concord residents may rely on services provided elsewhere. Whenever possible and appropriate, the Town can work with neighboring communities to meet needs. Acknowledging the difference between planning for growth and reacting to growth, the following goals have been formulated to guide the planning process:

1. Town residents will continue to enjoy the quality of life associated with rural living and the Town's agricultural base.
2. The Town will have in place strategies that will preserve, protect, and enhance the natural resources of the Town, including its environmental corridors, woodlands, wetlands, lakes, ponds, rivers, streams, prairies, parks, open spaces, groundwater resources, wildlife habitats, and other environmentally sensitive areas.
3. The Town will continue to have a "farm-friendly" atmosphere characterized by agricultural opportunities, safeguarding of agricultural zoning, and prevention of fragmentation of open spaces.
4. Concord's character and identity will be enhanced by preservation of its cultural historic resources and unique historic rural buildings.



5. Town residents will continue to have easy and convenient access to I-94 at the CTH F interchange.
6. The Town will be characterized by housing that maintains the rural nature while providing an adequate supply to meet the needs and special needs of people of all income levels and age groups.
7. Housing needs for which solutions are not available, practical, or reasonable within the Town will be met through cooperation with surrounding communities.
8. The Town will have a multimodal transportation system that is safe, efficient, and convenient and is integrated with state, regional, and federal transportation plans.
9. The Town will have a transportation system that accommodates the needs of all Town residents including those with disabilities.
10. Town residents will have access to suitable utilities and community facilities. The Town will have in place agreements for shared services and consolidated facilities with adjoining governmental bodies when appropriate (e.g., fire protection, emergency services, etc.).
11. New business development will be characterized by small-scale, locally owned operations that are compatible with the Town's rural character and agricultural land use or that provide services satisfying a demonstrated local need that cannot be adequately met in the surrounding areas.
12. The Town will have cooperative, mutually beneficial relationships with local, county, state, and federal units of government (boundary agreements, snow-plowing agreements, etc.).
13. The foundation of Concord's *Comprehensive Land Use Plan* will be the 1999 *Jefferson County Agricultural Preservation and Land Use Plan* and its policies. The provisions in the County plan will be modified when necessary to further enhance the rural character of the Town.
14. The Town will have in place procedures to ensure public participation in resolution of future issues.
15. The Town will have in place zoning, ordinances, regulations, codes, and other means to implement the elements of the comprehensive plan. This will include a method of measuring compatibility of zoning with plan goals and a method of updating the plan.

1.B. Issues and Opportunities

The Town of Concord has geographic, demographic, economic, environmental, and other factors that result in the following issues and/or opportunities. For the purpose of this list, there is no meaningful reason to distinguish between an issue and an opportunity. Both issues and opportunities were considered in the development of this comprehensive plan.

1. The approval of a responsible comprehensive plan will control pressure for development and serve to maintain the Town's rural character, natural resources, and quality of life.

2. There is the potential for annexation of town land by neighboring communities. Avenues that the Town may use to address this issue include the use of boundary agreements, conservation easements, and purchase of development rights.
3. The City of Oconomowoc and the Village of Sullivan currently exercise extraterritorial plat review in portions of the Town of Concord (*see map 3, Appendix A*).
4. The proximity of Concord to the intense growth areas of Oconomowoc, Summit, and Johnson Creek presents unique challenges to the Town in its efforts to maintain the open space desired by the majority of Town residents and agriculture as the primary land use.
5. While the passage of Interstate 94 through the Town with a four-way interchange at CTH F provides residents with easy access to the large metropolitan areas of Milwaukee and Madison, it also has a significant influence on the Town in terms of traffic volumes and development pressures primarily from the east.
6. The State is proposing a park-and-ride lot at the I-94 / CTH F interchange on a piece of state-owned property on the northeast corner of the interchange between CTH-B and the westbound off-ramp at CTH F. This proposal was rejected by the Town Board in March 2004 and again in October 2008. Objections were that the Town would have had the responsibility and cost of maintaining the park-and-ride lot. The proposal is still in place, but the State cannot go forward with the project without a maintenance agreement in place. Citizen response to a questionnaire in November 2008 indicated that 59 percent of respondents do not support the creation of a park-and-ride lot in the Town under any circumstances. An additional 22 percent would support the proposal only if there was no cost or responsibility for the Town.
7. The “I-94 Corridor” and the I-94 / CTH F interchange present areas that may attract business development or more concentrated residential development. The overwhelming majority of citizen input prior to and throughout the planning process has been against development of this area or rezoning of this area to accommodate increased residential or business development.
8. The Town of Concord has one rural hamlet area that was defined by the 1999 *Jefferson County Agricultural Preservation and Land Use Plan*. Limiting future business development to this hamlet will help to cluster such development and limit its impact on rural residential and agricultural land uses.
9. There is concern that the type and amount of economic development be consistent with the Town’s rural character; therefore, development by large businesses or employers should be prohibited.
10. The Town does not have any public water or sewage treatment facilities, although a private sanitary sewer system serves Spacious Acres mobile home park. Because the Town plans to remain without public or private sanitary sewer service (with the exception of the Spacious Acres mobile home park) and without a public water supply, all new development must be able to properly provide for a private on-site wastewater treatment system and a private well.
11. The Community Center serves as a focal point for Town business, a polling location, an activity center, and more but still offers potential for additional uses.

12. The Town comprehensive plan must be compatible with the 1999 *Jefferson County Agricultural Preservation and Land Use Plan*,¹ with the understanding that the Town may be more restrictive but not less restrictive than the County plan in terms of limiting development. This would pertain primarily to the Town's ability to limit the maximum number of lot splits beyond what is allowed by the County plan.
13. Between 2000 and 2006 there was an average of eight new lot splits per year for building sites. If lot splits in Concord were to continue at that pace, the Town would experience an increase of 192 new home sites and 513 residents by 2025.
14. A major concern at the time of this writing is the potential impact of the lot splits permitted in the A-1 District on land use patterns, traffic flow, and the rural character of the community. The *Jefferson County Agricultural Preservation and Land Use Plan*² provides for a maximum of 520 additional lot splits for building sites on non-prime soils (data as of the end of 2006; see section G, Appendix B).
15. All planning must acknowledge that an extremely high percentage of the Town's land is designated as an agricultural preservation area or environmental corridor (see map 8, Appendix A).
16. In Concord, farming is both an economic pursuit and a lifestyle, with many people farming part-time.
17. Planning must take into account the need to protect ground and surface water quality and the need for open space to recharge the aquifer (see map 6, Appendix A).
18. The Town must be aware of the need to research cost-effective alternatives for the services it provides and to generate adequate revenue to cover rising costs associated with these services, particularly increased costs of road maintenance and repair.
19. Regular resurfacing of Town roads and maintenance options to extend road life and decrease maintenance costs are a primary concern as highway maintenance accounts for approximately 50 percent of the Town's annual budget.
20. Town residents have indicated a strong desire for bicycle, pedestrian, and equestrian trails.
21. When/if the population of the Town reaches the level set by state statutes at which it could consider the changes necessary to become a village, the Town will need to explore the advantages/disadvantages of a town form of government versus a village form of government.

1.C. Demographic and Background Information

With the exception of population projections, which were created by the Wisconsin Department of Administration, all information contained in this section of the plan was taken directly from the 2000 U.S. Census and other years as noted.

¹ *Jefferson County Agricultural Preservation and Land Use Plan* (Jefferson County, October 1999).

² *Ibid.*, pp. 88–94

Recent Population Growth

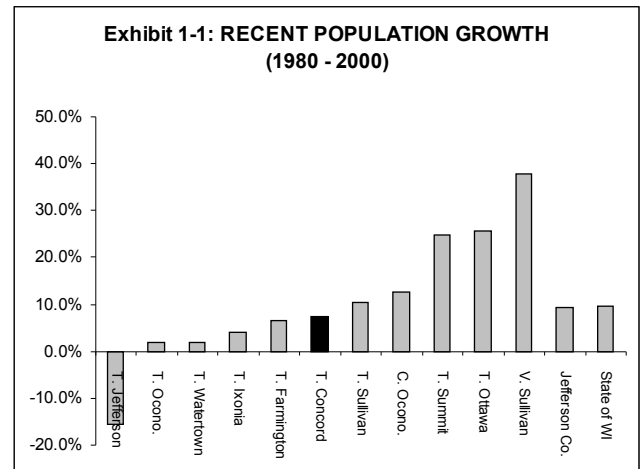
Exhibit 1-1 depicts the population growth rate of the Town of Concord from 1980 through 2000 in comparison with other communities in the immediate vicinity, Jefferson County as a whole, and the State.

During the period 1980–2000, Concord grew more quickly than most of the neighboring towns in Jefferson County but more slowly than other neighboring municipalities. Of these communities, the towns located in Waukesha County (Summit and Ottawa) grew at rates much greater than Concord.

With the exception of the Town of Sullivan, the towns located in Jefferson County grew at a slower rate, with the Town of Jefferson actually losing population over that time period (such losses are typically explained by the annexation of populated land into a neighboring municipality).

The incorporated municipalities—the City of Oconomowoc and the Village of Sullivan—also grew at a faster rate than the Town of Concord, as is often seen when municipalities are able to provide urban services (such as sewer and water) not offered by the adjacent towns. It is common for property owners to annex town land into incorporated municipalities in order to access those urban services when the land is developed.

The Town of Concord's growth rate from 1980 through 2000 (7.4%) is somewhat lower than that of the County as a whole (9.2%), as would be expected because the County includes both slower-growing rural areas and more rapidly growing areas served by sewer and water.

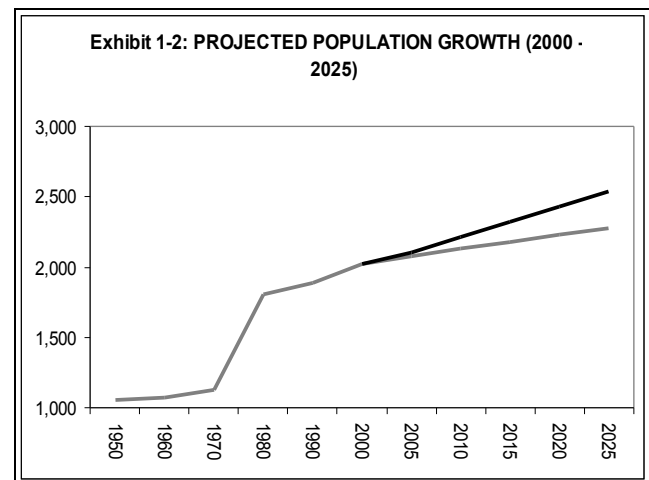


Projected Population Growth

Exhibit 1-2 depicts the growth in the Town of Concord's population from 1950 through 2000 based on figures from the U.S. Census Bureau.

The exhibit also depicts anticipated population growth in the Town through 2025 utilizing two different sets of projections.

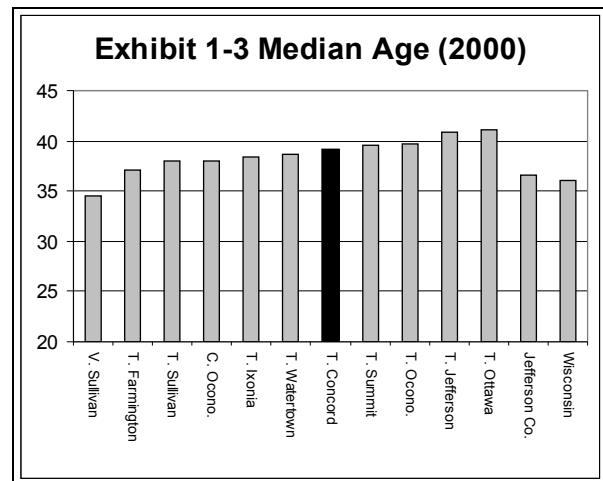
The more moderate rate of growth depicted by the lighter gray line utilizes projections developed by the State of Wisconsin Department of Administration Demographic Services Center. It can be seen that these projections anticipate a relatively steady, slow increase in population from 2000 to 2025, resulting in growth from 2,023 residents in the year 2000 to a population of 2,280 in the year 2025, an increase of 257 people.



The black line, depicting a somewhat greater growth rate over the same time period, is the result of projections developed for this plan. Between 2000 and 2006, the Town of Concord averaged eight new lot splits per year. These projections are based on the assumptions that the Town will continue to average eight new splits per year, that a home will be constructed on each of those lots, and that the average household size in the Town remains unchanged from levels in 2000. If those assumptions hold true, the population of the Town would increase at a faster rate than anticipated by the Wisconsin Department of Administration, resulting in a Town population in the year 2025 of 2,536, an increase of 513 people from 2000 levels. As seen in the slope of the line, this rate of growth is similar to that experienced by the Town between 1980 and 2000.

Median Age

Exhibit 1-3 depicts the median age of Town of Concord residents in comparison with other communities in the immediate vicinity, Jefferson County as a whole, and the State. It can be seen that the median age of Concord residents differs little from that of its neighboring communities with the exception of the Village of Sullivan. The Village of Sullivan has a high proportion of rental units (48% to Concord's 9%), which is the likely explanation for the lower median age observed in that Village. The median age in the County and State as a whole are also lower; they also have a higher proportion of rental units than the Town and its neighbors.



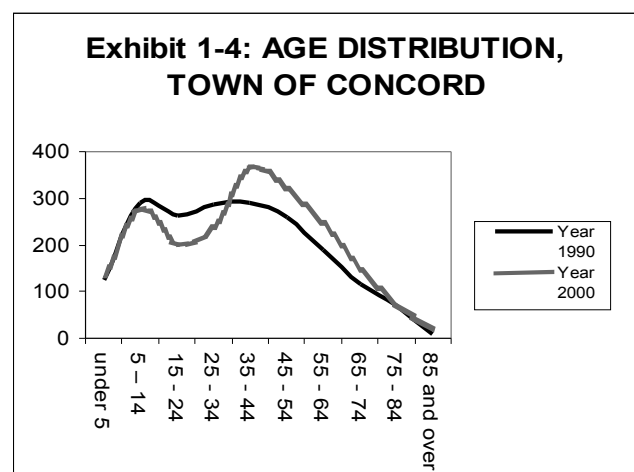
Age Distribution

Exhibit 1-4 depicts the age distribution of Town of Concord residents in the year 2000 juxtaposed with the age distribution in 1990. The results are rather illustrative.

If all of Concord's 1990 residents had stayed in the Town and no new residents had arrived, the year 2000 graph would be virtually identical to the 1990 graph, shifted to the right by a ten-year increment. That is not what is observed.

While the number of school-age children in the Town in 2000 is comparable to 1990 levels, it appears that many of those who were children in 1990 had left the Town by 2000. That is, the "bump" in the 1990 line for those 5–14 years old is now a "dip" in the 2000 line for those 15–24 years old. It is likely that

many of these young adults left the Town to pursue educational and employment opportunities. While it is not certain from these numbers alone, it would appear that a larger proportion of Con-

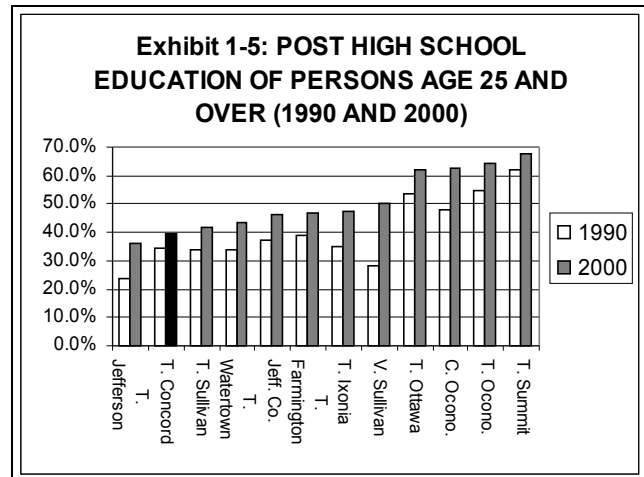


cord's young adults made this choice in 2000 than in 1990, indicating a socioeconomic shift toward pursuit of higher education and other opportunities away from home.

Although many of the Town's young adults have moved away, a comparable increase in the number of middle-aged adults is observed. There were 78 more 35–44-year-old residents in 2000 than there were 25–34 year olds ten years prior. An increase in the number of 45–54 year olds is also observed, more than would be explained by the aging of the resident population. Since the resident population is included in the tabulation, it is clear that the Town of Concord experienced an influx of new middle-aged residents between 1990 and 2000.

Educational Attainment

Exhibit 1-5 serves to reinforce an observation noted in the previous section. Like its neighbors, between 1990 and 2000, Concord experienced growth in the percentage of its residents pursuing higher education. The percentage of Concord's residents with post-high school education is comparable to those in the neighboring communities located in Jefferson County, whereas higher percentages are observed in the Waukesha County communities.



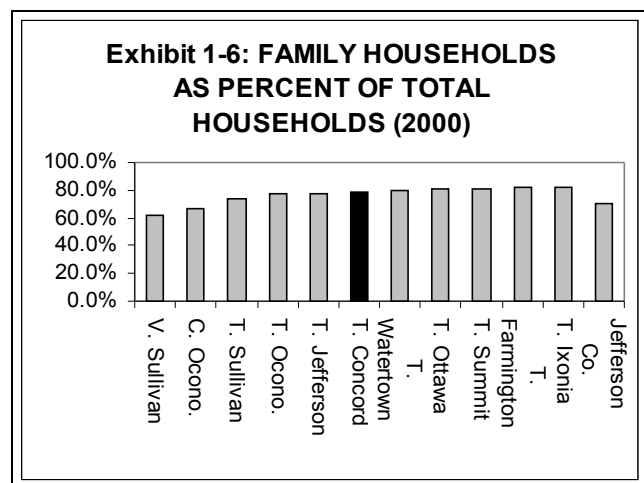
Household Composition

For the purpose of discussing household composition, a few definitions are necessary. A “household” is all of the people who occupy a dwelling unit. A “family” is a group of people related by birth, marriage, or adoption. “Family household” includes families and any other unrelated people in their household but does not include households that are not families, such as individuals living alone or unrelated roommates.

The average household size in the Town of Concord was 2.67 persons (all households) and the average family size 3.1 persons (families only).

Exhibit 1-6 shows that approximately 79 percent of Concord's households were families, a level comparable to that of most neighboring communities. Concord had 757 households, 599 of which were families. Of these families, 533 were comprised of married couples, 205 of which had children under age 18 living with them. In all, there were 251 households with children, 17 of which were headed by female householders without husbands.

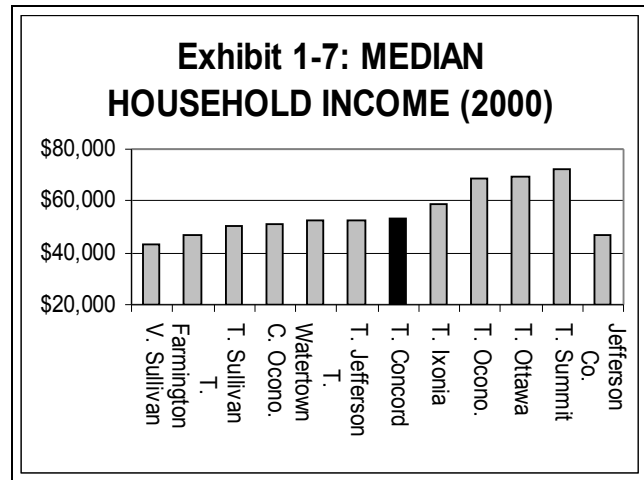
With regard to non-family households, 128 of the 158 non-family households in the Town



were comprised of householders living alone. Concord had 170 households with residents 65 years of age or older; 46 of those individuals were living alone.

Median Household Income

Exhibit 1-7 depicts the median household income of Town of Concord residents in comparison with other communities in the immediate vicinity, Jefferson County as a whole, and the State. Again, similarities are seen between the Town of Concord and neighboring towns in Jefferson County. The higher incomes of the towns in Waukesha County correlate with the higher educational levels of their residents that were previously noted.



Occupation of Town Residents

Exhibit 1-8 depicts the percentage of Town residents by occupation as reported on the 2000 Census.

The majority of Concord's residents perform one of the following three types of work:

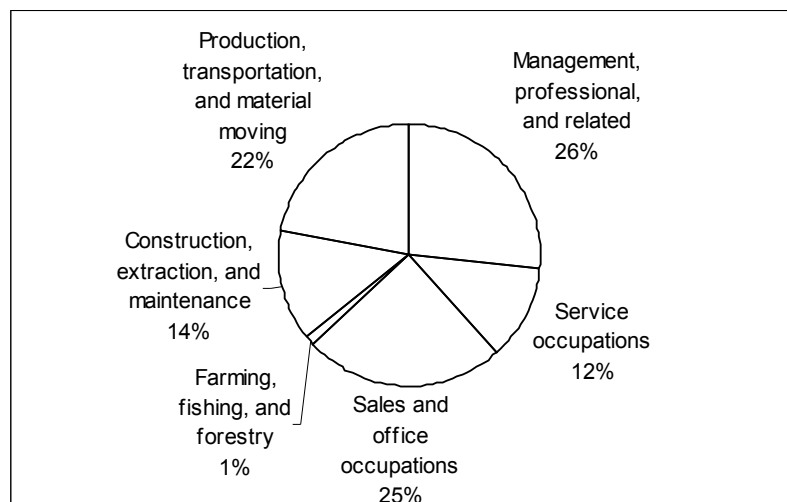
- Management, professional, and related (26%)
- Sales and office occupations (25%)
- Production, transportation, and material moving (22%)

Most other Concord residents do these types of work:

- Construction, extraction, and maintenance (14%)
- Service occupations (12%)

The remaining 1 percent of Concord's residents earns a living by farming, fishing, or forestry.

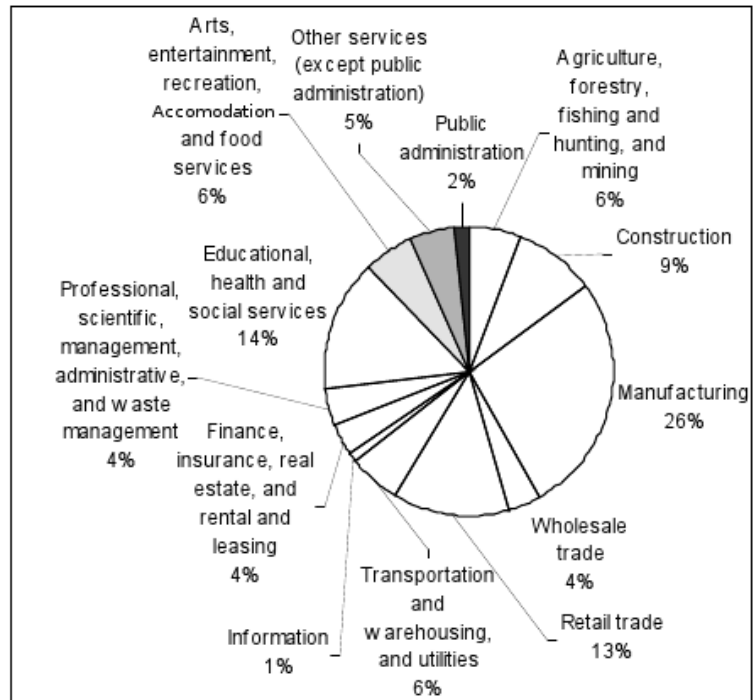
Exhibit 1-8: Occupation of Town Residents



Industry of Town Residents

Exhibit 1-9 demonstrates that Town residents are employed in a diverse range of industries. The largest number of Concord residents work in manufacturing (26%), with the next two industry sectors employing nearly equal numbers: educational, health, and social services (14%); and retail trade (13%). Nine percent of Concord's residents work in construction, and six percent in agriculture, forestry, fishing, hunting, and mining. As shown in the exhibit, the remainder of Concord's residents is employed in a broad range of industry sectors.

Exhibit 1-9: Industry of Town Residents (2000)



Chapter 2: Housing Element

Credit to Richard Leene, who originally drafted and presented this element.

2.A. Vision Statements

1. The Town of Concord will retain a quiet, rural atmosphere.
2. The Town will consist mainly of agricultural lands and productive farmland with limited residential development.
3. Our rural community will continue to be characterized by low housing and population densities.
4. The rural character of the Town will be defined by the continued presence of older houses and structures so important to the rural atmosphere and cultural heritage of the Town.
5. Town taxes and expenditures will remain reasonable and affordable.



2.B. Strategies

1. The Town may choose to limit the creation of new housing units in order to maintain rural character and limit high population density. This objective also coincides with the Town's goal of maintaining a reasonable property tax burden.
2. While the Town of Concord will support Jefferson County's current zoning ordinance¹ as it serves to limit new residential development on productive farmland and outside urban service areas, the Town may choose to adopt ordinances that are more restrictive than the County's.
3. The Town of Concord will adopt procedures that will be more restrictive than Jefferson County relative to available A-1 land splits in order to accomplish the goals of preserving the rural character of the Town and preserving agricultural land.
4. The Town will prohibit the construction of multi-unit housing and high-density housing and will support those planning principles outlined in the 1999 *Jefferson County Agricultural Preservation and Land Use Plan*² which discourage the development of higher-density housing outside areas served by public sanitary sewer service and a public water supply.

¹ *Jefferson County Zoning Ordinance No. 11* (Jefferson County, Effective January 15, 1975, Last Amended September 11, 2006).

² *Jefferson County Agricultural Preservation and Land Use Plan* (Jefferson County, October 1999), p. 101.

5. The Town will continue its reliance on neighboring communities where sewer and water is available to provide Town citizens with access to nearby multi-unit housing or higher-density housing within those communities when appropriate.
6. The Town of Concord will continue its reliance on nearby municipalities to supplement the range of housing opportunities available to local residents.
7. The Town will encourage the preservation of the Town's older houses and structures, in consideration of the role these structures play as part of the character and heritage of the Town of Concord.
8. The Town will limit new residential housing development to sites that have access to existing road infrastructure so as to limit the necessity of creating new roadways.
9. The Town will not support the creation of additional rural subdivisions beyond those areas already designated as rural subdivisions as of the writing of this plan.
10. The Town will not provide locally funded housing assistance but will follow the policy of depending on other government bodies, such as Jefferson County, the State of Wisconsin, and the Federal Government, to provide these services. Like most rural towns in Wisconsin, Concord has not allocated resources for housing subsidies, or the provision or rehabilitation of housing stock, in the past and does not anticipate doing so during the time frame covered by this plan.

2.C. Issues

1. Subdivisions and other higher-density housing clusters are not consistent with the vision statements for the Town as they are contrary to the rural nature of the community and would bring higher traffic levels to Town roads. Higher population density and traffic levels are characteristics of more urban areas and would also put more wear and tear on the Town roads. This would translate into higher road maintenance costs—the largest component of the Town's current expenses—which is also contrary to the Town's goal of maintaining a reasonable tax rate for Town expenses.
2. The Town of Concord has evaluated the number of new lots that could be created under Jefferson County's current zoning and has concluded that there is a more than adequate supply of lots (*see section G, Appendix B*). To ensure the rural vision desired by most Concord residents, the maximum number of lot splits should be restricted. This would not hinder growth at its historical rate.
3. One of the Town's objectives is to preserve our housing stock, especially the heritage buildings that represent the history of our Town. The Town of Concord will consider policies and programs in the future that will support the maintenance and rehabilitation of the Town's housing stock. As a rural town, we believe that county, state, and federal programs currently do an adequate job of helping residents maintain and rehabilitate the housing within our Town and that it is beyond the scope of our Town's government to financially support this process at this time.

2.D. Background Information

Age and Characteristics of Housing Stock

The Town of Concord is a rural community with very high rates of owner-occupancy and few vacant dwelling units (*Table 2-1*). Single-family (detached) homes are the dominant housing type in the Town of Concord (68%), with mobile homes comprising a significant subset of the housing stock (26.9%). Duplexes and single-family (attached) residences make up the balance of the dwelling units.

In Concord, owner-occupied housing differs somewhat in character from rental housing (*Table 2-2*).

- Approximately 70 percent of the owner-occupied housing units are single-family detached houses. The great majority of the other owner-occupied housing units, approximately 29 percent, are mobile homes.
- Approximately 56 percent of the rental housing units are single-family detached houses (*Table 2-2*). Many of the other rental units are located in duplexes (29.4%). The rest are single-family attached units and mobile homes.
- It should also be noted that the rental housing in the Town of Concord is much older, on average, than the owner-occupied housing. The median year of construction for rental housing is 1940 versus a median year of construction for owner-occupied housing of 1975 (*Table 2-3*).

In the Town of Concord there is no multifamily housing, either rented or in condominium ownership. There are also no assisted living complexes for senior citizens or for physically disabled or mentally disabled residents. There may be some small-scale facilities operating as community-based assisted living facilities indistinguishable from other homes. There are multifamily housing opportunities and assisted living facilities in nearby and adjacent communities such as Oconomowoc, Watertown, and Jefferson.

The rate of new housing construction in the Town of Concord has varied over time. Approximately one-quarter of the houses in the Town of Concord were built before 1939 (*Table 2-3*). Over the next three decades few housing units were built in Concord, only about 8.5 percent of the current housing stock. The 1960s and 1970s saw a large increase in the housing stock with the creation of Spacious Acres, the mobile home park, in the late 1960s and with the creation of subdivisions throughout the Town in the 1970s. The farmland preservation legislation implemented by Jefferson County in the early 1980s limited the creation of subdivisions in the Town of Concord and slowed new housing construction. The pace of housing construction in the Town of Concord has been somewhat higher in recent years as people from the Milwaukee and Madison metropolitan areas have sought a more rural atmosphere for their residences (*Table 2-4*).

Tables 2-5 through 2-7 include information detailing other characteristics of Concord's housing stock such as number of rooms, number of bedrooms, and primary heating fuel.

Housing Value and Affordability

Housing in the Town of Concord is affordable to a wide range of income levels. According to the 2000 U.S. Census, 86.6 percent of households in the Town of Concord who own their homes

meet the HUD affordability standards. For owner-occupied housing this is achieved when the cost of housing does not exceed 30 percent of household income (*Table 2-8*).

Table 2-9, taken from the 2000 U.S. Census, details the mortgage status of selected owner-occupied housing units in the Town of Concord. Of those households represented, 80.6 percent have a mortgage, 19.4 percent do not have a mortgage, and 54.8 percent have a second mortgage or home equity loan.

For selected owner-occupied homes in the Town of Concord the median value was \$160,900. All of the housing values fell between \$40,000 and \$499,999 according to the 2000 U.S. Census (*Table 2-10*).

Occupancy and Social Characteristics

Many Town residents have decades-long longevity in their current place of residence, although, as can be expected, mobility rates are somewhat higher among renters than owner occupants (*Table 2-11 and Exhibit 2-1*). The median date of the most recent move is similar for owners and renters, with the median owner-occupied household having been in its current home since 1990 and the median renter-occupied household having been in its current home since 1993.

Selected social characteristics of the Town's households, some of which have implications for housing ownership and maintenance, are detailed in Table 2-12.

2.E. Trends and Assessments

Policies and Programs for Promoting the Development of Housing for Residents of the Town of Concord (per statutes, "Local Government Unit")

Housing development in the Town of Concord currently depends on three factors:

- Free market demand
- Jefferson County Zoning Ordinances
- Town of Concord landowners willing to sell land for housing development.

There are currently more than 500 additional lot splits possible from agricultural parcels in the Town of Concord under Jefferson County zoning.³ If all of these splits were exercised and developed over the next 20 years, it would almost double the current population of the Town. As shown in Exhibit 1-2 and discussed in "Chapter 1: Issues and Opportunities Element," the population of the Town is projected to grow with the addition of 257⁴ to 513⁵ residents by the year 2025. In the year 2000, the average household size was 2.67 people. The number of lot splits available under Jefferson County zoning is more than sufficient to accommodate these population growth projections. (This plan will reduce the potential number of new residential lots but will more than meet demand for new lots at the present growth rate.)

³ *Jefferson County Zoning Ordinance No. 11* (Jefferson County, Effective January 15, 1975, Last Amended September 11, 2006).

⁴ Projection from the State of Wisconsin Department of Administration Demographic Services Center.

⁵ Projection based on an average household size of 2.67 people and a continuation of the average of eight lot splits per year that the Town has experienced since 2000.

Policies and Programs to Maintain or Rehabilitate Existing Housing Stock

The Town of Concord has no current policies or programs to maintain or rehabilitate existing housing. Building construction methods and quality are governed by the State's uniform building code and enforced by the Town of Concord building inspector. The Town is unaware of any significant deficiencies related to housing maintenance in the Town at this time. Housing in the Town is generally maintained at an adequate to excellent level.

2.F. Tables and Charts

With the exception of Table 2-4, which contains information provided by the Town of Concord Clerk, the information in these tables is from the 2000 U.S. Census. Other than table 2-1, the tables generated from the census data are based on samplings, not total households.

Table 2-1: OCCUPANCY STATUS		
	Number	Percent
Total housing units	770	100
Occupied housing units	757	98.3
Vacant housing units	13	1.7
Occupied housing units	757	100
Owner-occupied housing units	690	91.1
Renter-occupied housing units	67	8.9
Vacant housing units	13	100
For rent	0	0
For sale only	4	30.8
Rented or sold, not occupied	0	0
For seasonal, recreational, or occasional use	5	38.5
For migratory workers	0	0
Other vacant	4	30.8

Table 2-2: NUMBER OF UNITS IN STRUCTURE BY OWNER/RENTER STATUS				
	Owner-occupied housing units		Renter-occupied housing units	
	Number	Percent	Number	Percent
	675	100	68	100
One, detached	468	69.3	38	55.9
One, attached	5	0.7	4	5.9
Two	5	0.7	20	29.4
Three or more	0	0	0	0
Mobile home	197	29.2	6	8.8

Table 2-3: YEAR STRUCTURE BUILT		
	Number	Percent
1999 to March 2000	10	1.3
1995 to 1998	73	9.7
1990 to 1994	49	6.5
1980 to 1989	97	12.9
1970 to 1979	258	34.2
1960 to 1969	47	6.2
1940 to 1959	28	3.7
1939 or earlier	192	25.5
Median year built for specified renter-occupied units	1940	
Median year built for specified owner-occupied units	1975	

Table 2-4: TOWN OF CONCORD BUILDING PERMITS 2000-2006

2000: 4 new homes, 7 remodel, 4 sheds, 5 heating, 8 garages, 3 decks, 10 plumbing, 2 towers, 5 pole buildings, 19 electrical, and 1 prefab.

2001: 10 new homes, 9 remodel, 5 sheds, 14 heating, 5 garages, 2 decks, 17 plumbing, 2 agricultural, 2 pools, 3 towers, 4 pole building, 22 electrical, and 4 prefab.

2002: 43 building permits (7 new homes), 38 electrical, 13 HVAC, and 15 plumbing

2003: 43 building permits (7 new homes), 28 electrical, 16 plumbing, and 13 heating

2004: 61 building permits (13 new homes, 1 two-family home), 49 electrical, 28 plumbing, and 20 heating

2005: 62 building permits (14 new homes), 42 electrical, 30 plumbing, and 18 heating

2006: 43 building permits (12 new homes), 31 electrical, 17 plumbing, and 14 heating

Table 2-5: HOUSE HEATING FUEL		
	Number	Percent
Occupied housing units	743	100
Utility gas	369	49.7
Bottled, tank, or LP gas	187	25.2
Electricity	68	9.2
Fuel oil, kerosene, etc.	104	14
Coal or coke	0	0
Wood	15	2
Solar energy	0	0
Other fuel	0	0
No fuel used	0	0

Table 2-6: NUMBER OF ROOMS IN DWELLING UNIT BY OWNER/RENTER				
	Owner-occupied housing units		Renter-occupied housing units	
	Number	Percent	Number	Percent
	675	100	68	100
1 room	0	0	0	0
2 rooms	0	0	0	0
3 rooms	27	4	0	0
4 rooms	54	8	2	2.9
5 rooms	149	22.1	37	54.4
6 rooms	162	24	10	14.7
7 or more rooms	283	41.9	19	27.9
Median	6.2		5.4	

Table 2-7: NUMBER OF BEDROOMS BY OWNER/RENTER				
	Owner-occupied housing units		Renter-occupied housing units	
	Number	Percent	Number	Percent
	675	100	68	100
No bedroom	0	0	0	0
1 bedroom	5	0.7	0	0
2 bedrooms	135	20	20	29.4
3 bedrooms	378	56	32	47.1
4 bedrooms	137	20.3	8	11.8
5 or more bedrooms	20	3	8	11.8

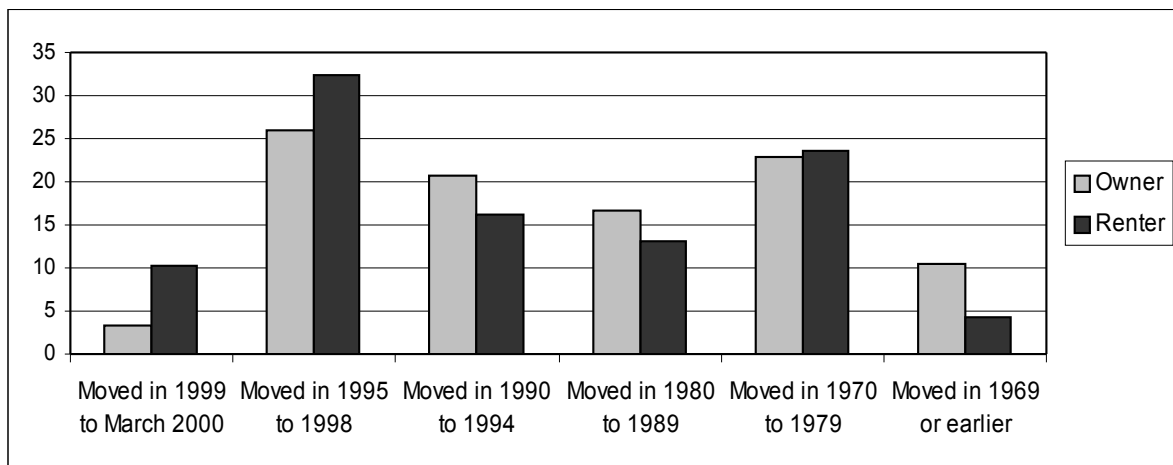
Table 2-8: SELECTED MONTHLY OWNER HOUSING COSTS AS A PERCENTAGE OF HOUSEHOLD INCOME IN 1999		
Percentage of Household Income	Number of Households	Percentage of Households
Less than 15.0 percent	81	32.8
15.0 to 19.9 percent	60	24.3
20.0 to 24.9 percent	29	11.7
25.0 to 29.9 percent	44	17.8
30.0 to 34.9 percent	10	4.0
35.0 percent or more	23	9.3

Table 2-9: MORTGAGE STATUS		
	Number	Percent
With a mortgage, contract to purchase, or similar debt	199	80.6
Without a mortgage	48	19.4
With a second mortgage or home equity loan	109	54.8
Second mortgage	23	21.1
Home equity loan	86	78.9
No second mortgage or home equity loan	90	45.2

Table 2-10: VALUE OF SPECIFIED OWNER-OCCUPIED HOUSING UNITS		
	Number	Percent
	247	100
Less than \$40,000	0	0
\$40,000 to \$49,999	4	1.6
\$50,000 to \$59,999	3	1.2
\$60,000 to \$69,999	4	1.6
\$70,000 to \$79,999	3	1.2
\$80,000 to \$89,999	0	0
\$90,000 to \$99,999	12	4.9
\$100,000 to \$124,999	36	14.6
\$125,000 to \$149,999	45	18.2
<i>\$150,000 to \$174,999 (median housing value \$160,900)</i>	38	15.4
\$175,000 to \$199,999	44	17.8
\$200,000 to \$249,999	29	11.7
\$250,000 to \$299,999	14	5.7
\$300,000 to \$399,999	10	4
\$400,000 to \$499,999	5	2
\$500,000 or more	0	0

Table 2-11: TIME IN CURRENT RESIDENCE BY OWNER/RENTER STATUS		
	Number	Percent
Owner-occupied housing units	675	100
Moved into unit 1999 to March 2000	22	3.3
Moved into unit 1995 to 1998	175	25.9
<i>Moved into unit 1990 to 1994 (median year moved 1990)</i>	<i>140</i>	<i>20.7</i>
Moved into unit 1980 to 1989	113	16.7
Moved into unit 1970 to 1979	154	22.8
Moved into unit 1969 or earlier	71	10.5
Renter-occupied housing units	68	100
Moved into unit 1999 to March 2000	7	10.3
Moved into unit 1995 to 1998	22	32.4
<i>Moved into unit 1990 to 1994 (median year moved 1993)</i>	<i>11</i>	<i>16.2</i>
Moved into unit 1980 to 1989	9	13.2
Moved into unit 1970 to 1979	16	23.5
Moved into unit 1969 or earlier	3	4.4

Table 2-12: SELECTED SOCIAL CHARACTERISTICS		
Households with Householder 65 Years and Over		
	Number	Percent
Occupied housing units	147	100
Owner occupied	133	90.5
No vehicle available	4	2.7
Below poverty level	14	9.5
Households below Poverty Level		
Owner-occupied housing units	30	100
Lacking complete plumbing facilities	0	0
Built 1939 or earlier	14	46.7
Householder 65 years and over	8	26.7
With Social Security income	13	43.3
Renter-occupied housing units	6	100
Lacking complete plumbing facilities	6	100
Built 1939 or earlier	0	0
Householder 65 years and over	6	100
With Social Security income	6	100
Age of Householder		
Occupied housing units	757	100
15 to 24 years	11	1.5
25 to 34 years	99	13.1
35 to 44 years	194	25.6
45 to 54 years	164	21.7
55 to 64 years	138	18.2
65 years and over	151	19.9
65 to 74 years	99	13.1
75 to 84 years	44	5.8
85 years and over	8	1.1

Exhibit 2-1

Chapter 3: Transportation Element

Credit to Thomas and Sally Williams, who originally drafted and presented this element.

3.A. Vision Statements

1. The Town will continue to have a quiet, rural atmosphere.
2. Town taxes will continue to be reasonable and affordable.
3. The Town will have a transportation system that is safe, efficient, and convenient and characterized by the coordinated flow and circulation of persons, vehicles, and goods.
4. Expenditures related to road maintenance and repair will be moderate and will stay within the Town budget.
5. The road network within the Town will experience minimal creation of new infrastructure.
6. Non-vehicular trails including bicycle, pedestrian, and equine trails will enhance Town residents' enjoyment of the rural environment.¹

3.B. Strategies

1. The Town will not allow hard-surfaced runway airports, commercial water transportation, railroads, or rail stations within the Town but will retain the current policy of utilizing existing airport facilities, commercial water transportation facilities, and railroad facilities in neighboring communities to fulfill these needs.
2. The Town will not operate or fund a local transit system. It will be the policy, however, not to oppose the designation of a bus stop within the Town limits for intercity bus transit if such designation is economically feasible.
3. The Town of Concord will not create or operate vehicular transportation facilities for the disabled unless the demand increases to the point that this becomes necessary. The Town will retain the current policy of utilizing existing transportation services for the disabled provided by neighboring communities and by the County (*see 3.D. Transportation Facilities for the Disabled*).
4. When new transportation amenities are constructed (parking, walkways, etc.), it will be the policy of the Town to be in compliance with requirements mandated by the Americans with Disabilities Act (ADA).
5. Within its means, the Town will keep the level of commercial trucking traveling through the Town to a minimum. Such traffic will be guided toward the interstate where possible. The Town will maintain a policy of posting weight limits on the Town roads to prevent the untimely destruction of the roads and to reduce repair costs for the Town.

¹ Professor Steve Grabow, University of Wisconsin – Extension, *Town of Concord Visioning Workshop Series: FINAL PROCEEDINGS REPORT* (September 20, 2006), p. 5. “Hope to see trails planned for non-vehicular traffic (bike, pedestrian, possibly equine).”

6. The Town will maintain and improve the roads for which it is directly responsible, including snow removal, re-grading, fixing of potholes, and all other manner of necessary improvements as needed to maintain public safety and enhance the flow of people, vehicles, and goods.
7. The Town will determine the most cost-effective and appropriate methods and schedule to employ in order to provide for necessary resurfacing/repair of Town roads.²
8. The Town will regularly reevaluate snow removal services in order to determine the most cost-effective and suitable alternative for such services.
9. The Town will continue to participate in the *Local Bridge Assistance Program* to ensure safe bridges and cost-effective bridge maintenance. Specifically, the Town will work with the Wisconsin Department of Transportation (DOT) through the *Local Bridge Assistance Program* to repair the bridge on River Road. The estimated Town portion of the shared costs is about \$85,000. The Town will set aside a portion of this estimated contribution on a yearly basis with a goal of accruing the necessary funds for repair by the year 2012.
10. The Town will continue to participate in the *Town Road Improvement Program* when appropriate to ensure safe, cost-effective repair of Town roads. Specifically, the Town of Concord will work with adjoining towns and the Wisconsin DOT under the *Town Road Improvement Program* to develop a shared-cost plan for the reconstruction/resurfacing of shared roads such as North Side Drive.
11. In regards to high-cost transportation-related projects, the Town will adopt a policy of setting aside funds on a yearly basis prior to the date of the scheduled project in order to more effectively budget for such projects.
12. The Town of Concord will continue to oppose the creation of a state-proposed park-and-ride lot at the intersection of I-94 and CTH F. The Town will oppose the park-and-ride even if the Town is not responsible for maintenance or the costs of maintenance.
13. The Town will limit new development to sites that have access to existing road infrastructure so as to limit the necessity of creating new roadways.
14. It will be the policy of the Town to allow and encourage creation of non-vehicular trails such as bicycle, pedestrian, and equine trails where economically feasible. The Town will allow such trails as long as they are not burdensome to the residents and do not add significantly to the tax liability of the citizens. It will also be the policy of the Town to facilitate the development and implementation of such projects when possible.

3.C. Issues

1. A major expense to the Town in the annual budget is highway maintenance and repair. This currently accounts for nearly 50 percent of an annual budget of approximately \$550,000. Road repair/resurfacing expenses are increasing. The Town currently employs up to 6 part-time employees and has low labor costs for routine road maintenance such as pothole repair as compared to surrounding communities. Larger resurfacing/repair

² See Appendix B for road assessment report and *Concord PASER Ratings 2008*.

projects are contracted out, and these projects constitute the bulk of the highway maintenance budget. A challenge for the Town will be to develop a reasonable and cost-effective plan to allow for the regular maintenance and resurfacing of Town roads.

2. A significant portion of the road maintenance budget is used to cover expenses related to snow removal. The Town has historically maintained its own snow removal equipment and used its own employees for plowing. For the 2007–2008 and the 2008–2009 winter seasons, the Town contracted with Jefferson County for snow plowing. The Town Board will need to evaluate its snow-plowing options to determine the most cost-effective alternative. A necessary part of this discussion will be the possible need for purchase of a new snowplow if the Town decides to return to using its own equipment and personnel. Construction of new facilities to house snow removal equipment and maintenance costs are a part of this discussion as well (*see 4.C.*).
3. **Traffic impact on the Town due to Interstate 94** (*see maps 1 & 2, Appendix A*)
 The presence of Interstate 94 has a significant influence on the Town in terms of traffic volumes and development pressures primarily from the east. According to data from the WisDOT website for 2001 and 2004, the average daily traffic count through the Town on I-94 is about 18,000 vehicles both eastbound and westbound. The same data indicate that the I-94 interchange at CTH F handles approximately 3,500 vehicles a day exiting from westbound I-94 or entering eastbound I-94. Approximately 950 vehicles a day use the westbound on-ramp and 660 use the eastbound off-ramp. These data seem to indicate a much greater traffic pressure from the east and/or a greater eastward presence by Town residents. The 2001 daily traffic counts show that approximately 350 vehicles per day use the eastbound off-ramp and 340 vehicles per day use the westbound on-ramp at the Willow Glen Interchange. Year 2004 data indicate a significant increase in this volume to about 550 vehicles using each ramp per day. Of concern is potential increased traffic pressure from the east due to the development of “Pabst Farms” in the City of Oconomowoc and Town of Summit and other commercial development directly to the east. The eastbound exit at Willow Glen Road leads directly onto Delafield Road, which is a Town road. Delafield Road continues for about 1 mile through the Town of Concord and then enters Waukesha County and, after about another mile, becomes CTH DR. It then continues eastward to access the areas of increasing residential and commercial development in the Town of Summit.
4. The State is proposing a park-and-ride lot at the I-94 / CTH F interchange on a piece of state-owned property on the northeast corner of the interchange between CTH B and the westbound off-ramp at CTH F. The plan includes 31 regular and 2 handicap spaces with the potential for an additional 35 spaces in the future. The project is scheduled for 2012. This proposal was rejected by the Town Board in March 2004, and again in October 2008. A major objection was that the Town would have had the responsibility and cost of maintaining the park-and-ride lot. The proposal is still in place, but the State cannot go forward with the project without a maintenance agreement in place. To date, both the Town of Concord and Jefferson County have been approached by the State and both have declined to accept maintenance responsibilities. A Town of Concord citizen questionnaire conducted in November 2008 revealed that of 255 respondents, 149 (59.1%) do not support a park-and-ride lot within Town limits under any circumstances. An additional

55 respondents (21.8%) support a park-and-ride only if the Town has no responsibility for maintenance, cost of maintenance, or liability.³

3.D. Modes of Transportation

Air Transportation

There are no hard-surfaced airports in the Town of Concord. The nearest large airports are Dane County Regional Airport in Madison and General Mitchell International Airport in Milwaukee, both about one hour away. Chicago's O'Hare International Airport is approximately 2.0 to 2.5 hours away. Also, Waukesha, Watertown, and Fort Atkinson have airports from which commuter planes can take off and land.

Located in the Town of Concord are a small privately owned hot air balloon company and two turf-surfaced runways. While technically called airports, these are used mainly for recreational activities rather than transportation purposes.

Water Transportation

There is no true water transportation in the Town of Concord other than recreational boating and canoeing. Water bodies include Goose Lake, Golden Lake, Mud Lake, Spence Lake, and the Oconomowoc River.

Railroads

There are currently no railroad lines running through the Town of Concord. None are expected to expand into Concord between 2007 and 2027. The nearest rail system that could have an impact on the Town of Concord would be the CPR (Canadian Pacific) rail line that runs through the Town of Ixonia. This line is currently a freight line. Within the rail corridor, a high-speed passenger rail line with service between Milwaukee and Madison is currently under consideration. This is part of a larger Midwest Regional Rail System (MWRRS) commuter line that would connect to Chicago and Minneapolis-St. Paul.

Transit

The Town of Concord does not operate any transit system. There are two intercity bus lines that run between Madison and Milwaukee on I-94 through the Town of Concord (Badger and Greyhound), although there is not a designated stop for either bus line within the Town.

Trucking

There is a moderate amount of commercial truck traffic through the Town of Concord. This is primarily through-traffic along Interstate 94 and through the minor arterials.

Local trucking activities include agricultural uses such as grain harvesting, milk pickups, seed and fertilizer deliveries to farm fields, and the movement of local farm equipment to and from local residences.

³ See Appendix B for the complete text of the *Town of Concord Comprehensive Planning Questionnaire*.

Transportation Facilities for Disabled

Currently, there are no transportation services for the elderly or disabled that are operated by the Town of Concord. The following services from neighboring communities are available to Town residents:

- **ProHealth Care (PHC)** provides non-emergency transportation services for PHC patients to PHC-owned and -staffed facilities, which would include their affiliated hospitals and medical center locations.
- **Jefferson County Human Services** has a volunteer driver program that provides non-emergency transportation for county residents who have need of such assistance. This is a service for ambulatory persons to provide access to medical services in Southeast Wisconsin and to the services provided at Jefferson County Human Services.
- Jefferson County also has a **van service** that provides transportation for services other than medical needs. This service visits area communities on a rotating schedule. There has been no request for this service in the Town of Concord up to this time.
- **Faith in Action** in Jefferson provides a variety of volunteer services, including transportation, to the residents of Jefferson, Dane, Dodge, and Walworth counties.
- Veterans may receive transportation assistance to VA medical appointments through the **County Veterans Service Office**.
- Oconomowoc **Silver Streak** also provides transportation for ambulatory seniors (over 55 years of age) and ambulatory disabled of any age.

Bicycles/Pedestrians

Visionary points with consensus generated from meetings with Professor Grabow⁴ indicate a desire for non-vehicular trails including bicycle, pedestrian, and equine trails. No plans currently exist for implementation of any of these projects.

There is currently a designated Jefferson County bicycle route that includes an approximately 7-mile section running through the Town of Concord. Starting on the northwest corner of the Town, it runs south along CTH P to Ranch Road, east on Ranch Road to Hillside Drive, south on Hillside Drive to Bakertown Road, and then follows Bakertown Road east into the Village of Sullivan. This route is designated as a “bicycle route between communities on low-volume roads” and falls under the authority of Jefferson County through the *Jefferson County Bikeway/Pedestrian Plan*.⁵ Jefferson County is the primary implementing agency for any proposed improvements to the county-wide system. Individual local communities will be the lead jurisdiction for city/village projects.

⁴ Professor Steve Grabow, University of Wisconsin – Extension, *Town of Concord Visioning Workshop Series: FINAL PROCEEDINGS REPORT* (September 20, 2006), p. 5. “Hope to see trails planned for non-vehicular traffic (bike, pedestrian, possibly equine)”

⁵ *Jefferson County Bikeway/Pedestrian Plan* (Camiro, Ltd., Bicycles &, Inc., and R.A. Smith & Associates, May 1996).

3.E. Identification of Highways within the Local Governmental Unit by Function

The State statute regarding this element requires that it “identify highways within the local governmental unit by function.” Map 3 in Appendix A shows the road network in the Town of Concord as of December 2007. There are currently approximately 6 miles of interstate, 18 miles of county roads, and 52 miles of local roads in the Town. The main functional categories for the road networks are as follows: **principal arterials**, **minor arterials**, **collectors**, and **local roads**. Arterials accommodate through traffic, whereas local roads provide direct access to individual parcels of land, including residences, farms, and small businesses. Individual driveways are not considered local roads, even in a farming community. Collectors provide connection between arterials and local roads and serve both local and through traffic. County trunk highways (CTHs) and state highways (STHs) qualify for federal aid for capital improvement projects such as road widening, traffic lights, turn lanes, shoulder improvements, and maintenance.

Principal Arterials

- Federal Interstate Highway 94 – runs east-west through the north-central portion of the Town of Concord. This is the main interstate that connects the Milwaukee area and the Madison area. There are currently east- and westbound exit ramps, along with east- and westbound entrance ramps to and from Interstate 94 at the intersection of CTH F. This is at approximately the midpoint of the interstate’s run through the Town. There are also an eastbound exit ramp and a westbound entrance ramp to the interstate at Willow Glen Road approximately 2 miles to the east of the CTH F ramps. There is currently neither an eastbound entrance ramp nor a westbound exit ramp for the interstate at the Willow Glen Road interchange.
- USH 18 – runs through the very southeast corner of the Town of Concord for approximately 0.5 miles.

Minor Arterials

- CTH F – This is a north-south through highway, extending approximately 7 miles into the Town of Concord, running from the Town of Sullivan and STH 18 to the south, through the Concord rural hamlet and continuing into the Town of Ixonia and connecting to STH 16 to the north.
- CTH E – This highway runs for approximately 3 miles from the Concord rural hamlet (where it intersects with CTH F) northwest toward the City of Watertown where it connects to STH 19.
- CTH B – This is an east-west highway, extending approximately 6 miles through the Town of Concord, running east from the City of Johnson Creek and STH 26, through the Concord rural hamlet area, and continuing toward the City of Oconomowoc and STH 67.
- CTH P – This is a north-south highway, extending from CTH E north of the Town of Concord and running for approximately one mile along the west edge of the Town of Concord in the northern part of the Town. This highway then exits the Town of Concord and runs through the Town of Johnson Creek and the Town of Farmington before again entering the Town of Concord and running for about another mile through the southwest

corner of the Town. CTH P then continues on to connect with STH 18 south of the Town of Concord.

Collectors

- North Side Drive – runs for approximately 3.5 miles along the northern boundary of the Town of Concord and separates the Town of Concord from the Town of Ixonia at this point. North Side Drive connects CTH P with CTH E and continues on to CTH F.
- Hillside Drive – runs approximately 2.5 miles from North Side Drive, south to CTH B. It then continues on from CTH B another 2.5 miles south to Bakertown Drive.
- Pioneer Drive – extends approximately 3 miles through the Town of Concord, connecting CTH B to STH 18 to the south of the Town.
- Bakertown Drive – extends for approximately 4 miles through the Town of Concord, connecting to CTH P in the southwest corner of the Town, running east and then turning south to eventually intersect with STH 18 south of the Town of Concord.
- Concord Center Drive – extends for approximately 3 miles through the Town of Concord from CTH F at the Concord rural hamlet, eastward along I-94, intersecting Willow Glen Road and continuing to the east border of the Town, eventually connecting to Delafield Road.
- Willow Glen Road – extends approximately three miles in the Town of Concord, connecting CTH B and CTH F. Willow Glen Road has a westbound entrance ramp onto I-94 and is the exit point for an eastbound exit ramp from I-94.
- Delafield Road – The eastbound I-94 exit at Willow Glen Road turns into Delafield Road and runs for approximately a mile in the Town of Concord before exiting the Town and eventually connecting to STH 67.

Local Roads

- In the northwest quadrant of the Town:
Ranch Road, N. Island View Road, S. Island View Road, Peaceful Lane, Stonewood Drive, Highmound Road, Sunset Road, Church Drive, Woody Lane Road, W. River Road, Pleasant Ridge Drive, Home View Road, County Shop Road
- In the northeast quadrant of the Town:
Allen Road, E. River Drive, Ski Slide Road, Elm Drive, North Morgan Road, Shady Lane, Grey Fox Trail, Country View Lane, Willow Court, Town Road 57
- In the southwest quadrant of the Town:
Colonial Drive, Mill Road, Rocky Lane, Elder Road, Grunnert Lane, Ridgeview Drive, Ridge View Lane, Hickory Hill Drive, Hickory Hill Lane
- In the southeast quadrant of the Town:
Sunny Side Drive, Hillview Drive, Meadowview Drive, Lakeview Drive, Wood View Drive, Riverview Drive, Knoll Drive, Inlynd Drive, Meadow Lane Road, Town Road 16, Cedar Grove Road, Golden Lake Park Road, Golden Lake Park Circle, Indian Point Road, Park Drive, Trail Drive, Ruders Circle

3.F. Currently Scheduled State Projects within the Town of Concord

(The following data and comments were collected from Tom Koprowski, Transportation Planner, WisDOT-Southwest Region-Madison Office, on July 16, 2008.)

- A complete Pavement Replacement is scheduled in 2011 for the stretch of I-94 between Johnson Creek and the Waukesha County line.
- Willow Glen Ramps: No plans to expand or remove ramps as of now. Maintenance of the ramp surfaces is scheduled for 2012.
- WisDOT's Southeast Region in Waukesha is coordinating the construction of the Concord Park-and-Ride lot at the I-94 & CTH F Interchange. This will utilize CMAQ-Congestion Mitigation and Air Quality funding. The location is the westbound off-ramp at F, in-between CTH B and I-94. Plans are done, but there is no maintenance agreement, which is required in order to proceed. The County has been approached about maintenance but has so far not agreed to perform maintenance. Maintenance agreements can also be arranged with towns/villages; therefore, the Town has been approached as well and Concord could consider helping maintain the lot. In case a maintenance agreement is signed, construction of the lot is in the schedule for 2012 (*see 3.B, point 12, for the Town's position on this issue*).
- Some fencing construction along I-94 from Madison to Waukesha County is scheduled for the 2018 construction season.

Chapter 4: Utilities and Community Facilities Element

Credit to Thomas and Sally Williams, who originally drafted and presented this element.

4.A. Vision Statements

1. The Town of Concord will retain a quiet, rural atmosphere.
2. Establishment of additional public facilities will not have the purpose of promoting or supporting areas of high population density.
3. Groundwater supply needs and concerns will be evaluated.
4. Needs and services not provided by the Town will be met through cooperation with surrounding communities.
5. The quality of the Town parks will be enhanced, and community athletic programs will be encouraged and supported by the Town.
6. The old Town Hall will be preserved as a historic site for use by the Concord Historical Society.
7. Expenditures related to upkeep of utilities and community facilities, or creation of new facilities, will be moderate and will stay within the Town budget.



4.B. Strategies

1. As sanitary sewer systems would tend to promote and support areas of higher population density, it will be the policy of the Town to discourage and limit the creation or extension of public sanitary sewer systems within the Town.
2. As sanitary sewer systems would tend to promote and support areas of higher population density, it will be the policy of the Town to prohibit the creation of additional private sanitary sewer systems within the Town.
3. Expansion of the private sanitary sewer system serving the Spacious Acres mobile home park would be allowed only to serve the future needs of the mobile home park.
4. The Town will prohibit building or development on sites which would be unable to support private on-site wastewater treatment systems.
5. The Town will recommend installation of holding tanks in the event of failing private on-site wastewater treatment systems that cannot be replaced.

6. As a public water supply would tend to promote and support areas of higher population density, it will be the policy of the Town to discourage and limit the creation or extension of public water supply systems within the Town.
7. The Town will consider negotiating with Sullivan, Oconomowoc, Dousman, and Ixonia to establish boundary agreements with a goal of setting limits for the extension of public sewer and water and for annexations.
8. The Town of Concord will continue to support and work with the UW Extension and the Rock River Coalition to determine the existence and extent of water quality and supply problems and to educate the public on these issues.
9. The Town of Concord will continue to follow Jefferson County Zoning and Subdivision regulations to govern storm water management.
10. The Town of Concord will continue its existing Inter-governmental Agreement with the Town of Ixonia to handle solid waste disposal (*see 4.D. Solid Waste Disposal and Recycling Facilities*).
11. As the Town of Concord has no facilities or personnel of its own for law enforcement, it will continue to utilize the existing state and county law enforcement arrangements.
12. The Town will continue to supply fire and emergency medical services (EMS) through intergovernmental agreements with the surrounding communities until such a time when it is determined that there is an economical alternative.
13. It will be the policy of the Town of Concord to continue to utilize public libraries in neighboring communities.
14. The Town will support the Concord Historical Society in its effort to preserve the old Town Hall.
15. It will be the policy of the Town of Concord to continue to work with the Concord Historical Society and the Wisconsin Historical Society to preserve and maintain the cemeteries in the Town in a responsible and respectful manner.
16. The Town will satisfactorily maintain its public buildings and encourage private rentals of the Community Center to help defray costs associated with its maintenance.
17. The Town will encourage shared use of cell towers.

4.C. Issues

1. The nearest public sanitary sewer service areas are in the Village of Dousman, the Village of Sullivan, the Town of Ixonia, and the City of Oconomowoc. The proximity of these sanitary districts' planned 20-year service areas suggests that at some future date, assuming that the Village of Dousman, the Village of Sullivan, the Town of Ixonia, and the City of Oconomowoc continue to expand, Town of Concord landowners adjacent to these areas might request the extension of public sanitary sewer service to their properties. One scenario might be that, in exchange for sewer service, the landowners would annex into the neighboring community. Such annexations and the extension of public sanitary sewer could set the stage for more intense development. Since Concord desires to retain farmland and a rural lifestyle and character, it may be beneficial to begin negotiating with Sul-

livan, Oconomowoc, Dousman, and Ixonia to establish boundary agreements with a goal of setting limits for sewer extensions and annexations. It should be noted that annexation of land across county lines, as would be the case with annexation of land in the Town of Concord into the City of Oconomowoc, is currently prohibited by state law. Additionally, the 1999 *Jefferson County Agricultural Preservation and Land Use Plan* currently limits annexation of land by neighboring communities within the County to designated “urban service areas.” There is currently no additional land in the Town of Concord within any “urban service area” that has not already been annexed.

2. The nearest public water supply systems are in the City of Oconomowoc and the Village of Dousman. In keeping with the concerns discussed in the sewer section, the Town may benefit from including water extension as a factor in structuring boundary agreements. Again note that annexation of land across county lines is currently prohibited by state law.
3. The Town of Concord has participated in a **GFLOW MODEL** program in cooperation with U.S. Geological Survey (USGS) and the Rock River Coalition, Inc. This study was done in part due to concerns with water quality and supply in the Rock River Basin. The purpose of the GFLOW model is to help communities identify groundwater flow and current or potential groundwater flow problems within the Rock River Basin. As Concord residents rely on their private wells for fresh water, this study should help the Town of Concord evaluate its groundwater supply needs and concerns.
4. In spring 2007, a five-member citizen volunteer group was formed to explore options for the building of a new garage to house Town equipment. The group felt that the Town would be required by the State to build to commercial building standards rather than farm pole barn standards, which would greatly increase the cost. Additionally, the Town would likely need to put in a septic system and a storage water system for truck washing. Some preliminary sketches of what the group felt would be appropriate for a new facility were made. A further aspect of the group’s discussion centered on where such a building could be located. One proposal was to tear down the old Town Hall and use that site for location of a new shed. The Town of Concord Historical Society was against this option. The second proposal was to purchase additional property. A quarter-acre site at a cost of \$25,000 was identified.

The initial impetus for exploring the possibility of a new storage shed was discussion by the Town Board about possible purchase of a new or used snowplow truck to back up the two snowplow trucks the Town already owns. The current garage has three bays in which the Town has stored two plow trucks and an old Oshkosh truck for years. The Oshkosh has been sold, so there is currently room for a third truck in the existing garage should the Town purchase one. There are, however, no truck washing facilities at this site.

4.D. Background

Sanitary Sewer Systems and Private On-Site Wastewater Treatment Systems

The Town of Concord does not currently provide public sanitary sewer service to any residential properties or businesses within the Town. All residences or businesses utilize some form of pri-

vate on-site wastewater treatment system, primarily septic or mound systems. There is no public sanitary sewer treatment facility in the Town of Concord.

The Spacious Acres mobile home park does have a private sanitary sewer system, which provides sanitary sewer service to the residences within the mobile home park. The system currently provides service to approximately 180 mobile home units and has adequate capacity for the park's current and future needs. This is a private sanitary sewer system run by a licensed operator, Bruce Ingersoll.

The nearest public sanitary sewer service areas are in the Village of Dousman, the Village of Sullivan, the Town of Ixonia, and the City of Oconomowoc.

Information from the Jefferson County Zoning Department includes the following:¹

- The County has issued 378 permits for private on-site wastewater treatment systems in the Town of Concord since 1980. Five of these have been for holding tanks.²
- 154 of these permits have been issued in the last 10 years (1998–2008). Ninety-nine permits have been issued for new systems and 55 for replacement systems. Three of these have been permits for holding tanks.³
- The County is not aware of any areas within the Town of Concord experiencing problems with failing on-site wastewater treatment systems (*see map 4, Appendix A*).
- The holding tanks existing in the Town are either for businesses that have chosen to install holding tanks or lots in which there was not enough room to build a new private on-site wastewater treatment system on the property.

Water Supply

There is no public water supply in the Town of Concord, and a need for such a system has not been identified. All residences and businesses in the Town utilize private wells and well systems. The nearest public water supply systems are in the City of Oconomowoc and the Village of Dousman.

Information from the Department of Natural Resources (DNR), provided in March 2008 by Marty Nessman, private water specialist for the region including Jefferson County, states:

- The DNR, which issues well permits, does not have any data that indicate a pattern of problems with wells in the Town of Concord.
- Private wells are not required to be tested and so the DNR has no water quality data on private wells in the Town. Wells owned by businesses that serve the public, however, are required to be tested on a regular basis for water quality. The biggest concern in the Town of Concord would be with the presence of nitrate. Wells tested in the Town have not revealed problems in this area. Data are available at: <http://www.dnr.state.wi.us/org/water/dwg/dws.htm>

¹ Information from Jefferson County Zoning Department, March 10, 2008.

² The *Sanitary Permits Applications* (Jefferson County Zoning Department, March 10, 2008) report covers Town of Concord Sanitary permits from 1980 to March 2008.

³ Ibid.

The Town of Concord has participated in a **GFLOW MODEL** program, as previously mentioned in section 4.C.

Storm Water Management

Jefferson County's Zoning and Subdivision regulations currently govern storm water management in the Town of Concord. The Town of Concord does not have a subdivision ordinance of its own in place at this time. Additionally, there is no further land available in the Town with zoning that would allow for the creation of further subdivisions. Current and anticipated residential and non-residential development levels in the Town over the next 20 years may not result in enough impervious surface and increased runoff rates to warrant the creation of a specialized plan for managing storm water runoff in the Town.

Solid Waste Disposal and Recycling Facilities

"Solid waste disposal" is the term for the pickup and/or disposal of residential and non-residential trash, garbage, and rubbish. The Town of Concord currently supplies a solid waste disposal service and a recycling service for the residents of Concord through an intergovernmental agreement with the Town of Ixonia. The Town of Concord residents deliver their solid wastes and recyclables to the designated site in the Town of Ixonia on an as-needed basis. The residents pay a fee each time they deliver wastes. From an existing resolution by intergovernmental agreement with the Town of Ixonia, specified in the Town of Concord ordinances:

Part 1. The Town of Concord Board of Supervisors hereby resolves that the Town of Ixonia be designated as the responsible unit for the Town of Concord's recycling activities according to section 66.30 of Wisconsin Statutes.

Part 2. Whereas the Town of Concord operates in a joint venture in recycling solid waste with the Town of Ixonia and the site for conducting such activities exists in the Town of Ixonia, the Town of Concord designates the Town of Ixonia be the responsible unit for Ixonia and Concord recycling as specified in statute No. 159.09 and that funds from the State of Wisconsin Recycling Grant that would be designated as the Town of Concord's share, would go directly to the Town of Ixonia and that the Town of Ixonia be responsible for all duties and powers as required by said statute.

There are also several private solid waste pickup services available to the Town of Concord residents. These currently include Waste Management and Veolia.

Parks

There are currently four parks in the Town of Concord:

- **Joy Park** is located on County Road F about one mile north of I-94 on the shores of Spence Lake. This is a 1-acre park used as a wayside and for picnicking, fishing, and bird watching. A path extends from the mowed area to the lake. Existing facilities include an entrance sign, parking lot, 2 picnic tables, and 1 trash receptacle.
- **Dahnert Park** is located on Concord Center Drive. This is a 14-acre park used for play, picnicking, relaxing, and community sports and events. Existing facilities include a parking lot with disabled parking slots, picnic tables, trash receptacles, a baseball diamond with backstop and bleachers, electronic scoreboard, swings and a slide, a sand area, pit

toilet, authentic log cabin, War Memorial Monument, 2 lighted volleyball courts, a large open area, and a shelter.

- **Ruders Circle Park** is a 1-acre park located in the southeast part of the Town on Ruders Circle. Existing facilities include a swing set and slide.
- **Golden Lake Park Circle Park** is a 1-acre park located in the southeast part of the Town on Lake Park Circle Road. Existing facilities include a backstop and small bleachers.
- There are also a number of unimproved 1-acre open spaces throughout the Town. One such lot exists in each of the following subdivisions in the Town: Grey Fox Subdivision, Colonial Drive Subdivision, and County View Subdivision.

Cemeteries

The Concord Historical Society (CHS) is currently helping to evaluate Town cemetery needs. The CHS has contacted the Wisconsin Historical Society for their guidelines regarding cemetery upkeep and proper tombstone repair and will work with the Town on an advisory level to help meet the Wisconsin State requirements. The CHS donated \$200 to the Town in 2007 for tombstone repair at the Webster Holcomb cemetery on CTH B because a Civil War veteran is buried there.

The Town of Concord is responsible for the upkeep of the 6 public cemeteries in the Town:

- **Farmington Concord Cemetery** on CTH B near CTH P
- **Pioneer Cemetery** on the northwest corner of Pioneer Drive and Bakertown Road.
- **Concord Center Cemetery** on CTH E just north of CTH F
- **Delafield Road Cemetery** on the east edge of the Town of Concord along Concord Center Drive
- **Webster Holcomb Cemetery** on west CTH B on the south side of the road
- **Thayer Cemetery** on the north side of CTH B across from the Webster Holcomb Cemetery

There are four private cemeteries in the Town of Concord:

- **Saint Stephens Cemetery** north of CTH B off Highmound Road
- **The Concord United Methodist Church Cemetery** on Concord Center Drive. Anyone can buy a lot there. It is maintained by the Concord UMC Cemetery Association.
- **St. Mary Help of Christians Cemetery** at St. Mary Help of Christians Church on the northeast corner of CTH F and Hwy 18
- A small cemetery on Bakertown Road just east of CTH P

Telecommunications Facilities

Several communication facilities exist in the Town of Concord. There is a telecommunications tower just south of I-94 on Morgan Road. There are currently three cell towers in the Town: one

along I-94 west of CTH F south of Island View Road, another north of I-94 on CTH F, and a third at the border of the Town of Concord and the Village of Sullivan on Bakertown Road.

Power Plants and Transmission Lines

There are currently no power plants or transmission lines (other than for residential service) running through the Town of Concord, nor is there an anticipated requirement or plan for the placement of power plants or transmission lines through the Town. There is a gas pipeline easement in the Town, and the potential exists for future use of this easement for transmission lines.

Police *(also see Chap. 9: Intergovernmental Cooperation Element)*

The Town of Concord currently utilizes the Jefferson County Sheriff's Department and the Wisconsin State Patrol to handle its police patrol and dispatch service requirements. There is no direct cost to the Town for these services. The residents of Concord are satisfied with the level and quality of service from these departments. If the Town of Concord can maintain its small-town, rural environment, it is not anticipated that there will be a requirement for a local community law enforcement facility in the Town of Concord.

Fire and Rescue *(also see Chap. 9: Intergovernmental Cooperation Element)*

In 2004, the following communities formed the Sullivan EMS: the Town of Concord, the Town of Sullivan, the Town of Farmington, the Town of Jefferson, and the Village of Sullivan. Each community has a representative on the committee that runs the EMS district. In April 2004, the Town Board approved a 10-year loan for \$90,000 for Concord's portion of costs associated with start-up of the EMS Service and purchase of an emergency response vehicle. In September 2004, the Town Board approved the *Sullivan Ambulance and Emergency Medical Services Agreement*. About 37 percent of those serviced by the Sullivan EMS are in the Town of Concord. The Sullivan EMS is staffed by volunteers who are trained emergency responders.

All other fire and rescue and EMS services for the Town of Concord are currently being met through intergovernmental agreements with the Towns of Sullivan and Ixonia and with the Village of Johnson Creek. The Town maintains annual contracts with these communities for service coverage in different areas of the town *(see map 5, Appendix A)*.

Child Care Facilities

The Town of Concord does not have any publicly run child care facilities and does not foresee the need for such facilities.

Health Care Facilities

There are no health care facilities in the Town of Concord. However, Watertown Memorial Hospital and Oconomowoc Memorial Hospital offer a full range of services including emergency services. In addition to these two existing hospitals, a new hospital is being constructed by Aurora Health Care at the I-94 and Highway 67 intersection. These hospitals are within 10 to 15 miles of the Town. In addition, excellent teaching hospitals, medical research centers, and trauma centers are accessible approximately 50 miles away in Madison and in the Milwaukee area. The nearby cities of Watertown and Oconomowoc both have many offices of physicians, dentists, chiropractors, and physical therapists. The Jefferson County Health Department is

staffed with public health nurses, technicians, and nutritionists who provide a variety of services and programs to county residents.

Schools

There are no longer any schools in the Town of Concord. The majority of school-age children attend the elementary, middle, and high schools in the Watertown School District, Johnson Creek School District, Oconomowoc School District, or Jefferson School District (*see map15, Appendix A*). There is an open enrollment policy in Jefferson County that permits students to apply to attend schools outside their districts.

There are also a number of private parochial schools in the neighboring communities that some of the school-age population attend. Finally, as in many other communities throughout the country, a number of school-age children are home-schooled.

Libraries

There are currently no public libraries in the Town of Concord. Many Town of Concord citizens use the Watertown Public Library which is a full-service library. There are also public libraries located in the City of Oconomowoc, the City of Jefferson, and the Village of Johnson Creek that are accessible to residents of the Town.

In addition, as residents of Jefferson County, households in the Town of Concord are automatically taxed yearly for access to the various libraries of the Mid-Wisconsin Federated Library System. This includes the nearby libraries in Watertown, Jefferson, and Johnson Creek and gives residents access to the materials in the 27 member libraries.

Other Government Facilities

- **The old Town Hall** is located on Concord Center Drive. This building was originally a one-room schoolhouse. It is currently used by the Concord Historical Society for their monthly meetings.
- **The Town of Concord Community Center** is located at W1095 Concord Center Drive. This building had been used as a school in the Watertown School District for many years and was purchased by the Town of Concord in 2004. The building has a gymnasium with a stage area and a capacity of 260, multiple smaller classroom-sized rooms, a kitchen, a bathroom with handicap access, a parking lot, and a playground. The building is currently used for Town meetings, elections, a community senior citizen group, and various other community events. It is also available for private rental.

A garage and mechanics shop and a salt shed are located on Concord Center Drive next to the old Town Hall for the storage of town equipment.

Chapter 5: Agricultural Resources Element

Credit to Pat Emery, who originally drafted and presented this element.

5.A. Vision Statements

1. The Town of Concord will continue to have the rural character desired by the majority of its residents.
2. Farmers in the Town will retain the “right to farm.”
3. Preservation of the continuity and integrity of agricultural zoning districts will allow for the continuation of accepted agricultural practices.
4. The Jefferson County Agricultural Preservation Policies set forth in the *Jefferson County Agricultural Preservation and Land Use Plan*¹ will continue to guide the preservation of agricultural lands within the Town.
5. Agricultural lands will not be compromised by establishment of land uses that are incompatible with farming.
6. The Town will support stringent requirements for CAFOs (Concentrated Animal Feeding Operations) and any other livestock facility that may have adverse environmental effects.
7. Non-farmers will continue to benefit from the aesthetics of their rural properties and the quality of life they currently enjoy.



5.B. Strategies

1. With the exception of strategy 2 below, the Town will follow the Jefferson County Agricultural Preservation Policies set forth in the *Jefferson County Agricultural Preservation and Land Use Plan*, as adopted in October 1999. The key features of this strategy are as follows:
 - a. All new homes require rezoning out of the A-1 Exclusive Agricultural District to the A-3 Rural Residential District.
 - b. For the purpose of determining the number of small lots, the parent parcel is all contiguous A-1 zoned property under the same ownership (*see Appendix B for current A-1, A-2, and A-3 land use policies from the Jefferson County Agricultural Preservation and Land Use Plan, October 1999*).

¹ *Jefferson County Agricultural Preservation and Land Use Plan* (Jefferson County, October 1999), pp.88–94.

- c. A prime agricultural land lot would be considered by the committee if they determine that no available non-prime land exists or that a prime location provides better protection of land resources.
- 2. The Town will reduce the number of permitted residential lot splits on non-prime land. The number will be reduced from 3 residential lot splits to 2 on non-prime land while still permitting one residential lot split on prime land. Procedures to be followed to implement this strategy are outlined in “Chapter 11: Implementation Element.”
- 3. Establishment of land uses that are incompatible with farming will not be allowed in areas that may reasonably be expected to have a negative impact on the continuation of farming.
- 4. The Town Board will investigate any application for a CAFO to ensure that the proposed facility meets all the requirements set forth in Wisconsin's livestock facility siting law as interpreted by ATCP 51.² It will also investigate *any* livestock facility that may have adverse environmental effects. The Town Board maintains the right to impose further regulations regarding any adverse environmental concerns associated with these operations including but not limited to: ground water pollution, water quality, air pollution, dust, traffic, noise, odor, and lighting.
- 5. The Town will seek to educate farmers regarding the benefits of participation in the **Wisconsin Farmland Preservation Program** and encourage their participation in the program (*see 5.E.*).
- 6. The Town may consider working with the various land trusts that function in this area to preserve agricultural lands through the purchase of land or of **conservation easements** (*see 5.E.*).
- 7. The Town may want to undertake an effort to educate the public about these land trusts and conservation easements. Education could take the form of mailings and/or informational meetings where members of area land trusts could be invited to speak to the citizens of the Town.
- 8. The Town will work with the **Jefferson County Farmland Conservation Easement Commission** to identify the best methods for preserving farmland in the Township (*see 5.E.*).

5.C. Issues

An increase in the percentage of rented farmland may signal the onset of trends leading to future changes in land use. “While land may remain in farming use, subtle changes in land tenure arrangements may signal important short- and long-term changes in land use. For example, an increase in the use of rented farmland in a community may occur for any number of reasons.

[1] The price of land may have been bid up through increased demand for nonfarm development. [2] Or farm commodity prices may have fallen relative to the price of farmland. [3] Or farmers may find that they simply can't 'cash flow the land,' where the mortgage principle and interest payments exceed the income they can expect to gain from production. In such a situation, rental ground is where to make money.... [4] ...farmland ... is owned by nonfarmers.... Studies have

² Wisconsin Department of Agriculture, Trade and Consumer Protection, administrative rules, chapter 51.

shown that absentee ownership and reliance on rented land are linked to faster rates of farmland conversion in urban fringe areas.”³

5.D. Background and Statistical Data

The Town of Concord is located at the eastern edge of Jefferson County. Historically and presently, it is an agricultural community strongly influenced by its location on the transportation route midway between Milwaukee and Madison. Through the years, it has served travelers as a stagecoach stop, a bus stop on STH 30, and a travel stop on I-94. In addition, the surrounding area was dominated by dairy farms and local cheese factories into the late 1950s and early 1960s.

Over time, the face of agriculture has gradually changed. In 2005 the Town of Concord had five (5) dairy farms, two (2) commercial horse stables, and several vegetable and specialty farms. In large part, crop farming has replaced dairy farming. The major areas of farm (crop) land are owned or rented by farmers raising commodity crops to be sold at market.

Agriculture remains the major land use in the Town of Concord. In 1996, of the 23,243 acres in the Town of Concord, 11,791 acres were agricultural and an additional 9,057 acres were classified as open land.⁴ Together this agricultural land and open land comprise approximately 90 percent of Concord's total area; as a result the land use is generally rural in character.

However, with regard to employment, agriculture plays a more modest role in Concord, as can be seen in the following facts from the year 2000 census.

- Only 1 percent of Concord's employed residents listed farming, fishing, and forestry as their occupation.
- 205 Concord residents, or 10.1 percent of the Town's population, lived on farms.
- Of the employed adults in the Town, 66 worked on farms.

In summary, while the majority of land in the Town of Concord is farmed, only a small minority of residents lists farming as their primary occupation. It appears that a relatively large number of acres are farmed by relatively few farmers, some of whom may not reside in the Town of Concord. A number of other residents farm part-time, have a hobby farm with a few animals and pets, or simply enjoy the atmosphere and recreational aspects of living in an agricultural area.

5.E. Conservation Programs *(See Appendix B for contact information)*

Land Trusts and Conservation Easements

Another method for preserving agricultural land is through direct cooperation with Land Trusts. A Land Trust is a nonprofit organization that works to conserve land through acquisition of land or conservation easements. Landowners can **voluntarily** sell or donate land and/or conservation easements to the land trust and receive compensation in some form. Compensation may be in the form of cash for the sale of their land or conservation easement, or, in the case of donated

³ Excerpted from Wisconsin's *Guide to the Agricultural Element*, pp.32–33.

⁴ Information from the *Jefferson County Agricultural Preservation and Land Use Plan Background Report* associated with the *Jefferson County Agricultural Preservation and Land Use Plan* (Jefferson County, 1999), pp. 164–165.

land or conservation easements, a tax deduction is given for the value of the donation, to the extent allowed by law. The purpose here would be three-fold: **(1)** to work with these land trusts to preserve the rural character of the Town by decreasing development, **(2) to preserve agricultural lands**, **(3)** to use conservation easements strategically as a buffer to development in neighboring communities and to make land in areas open to annexation less desirable for such a purpose. Some area trusts include the **Natural Heritage Land Trust, Land Trust Network of Jefferson County, Drumlin Area Land Trust**, and **Tall Pines**.

Jefferson County Farmland Conservation Easement Commission

Jefferson County has established a Farmland Conservation Easement Commission to identify the best methods to preserve farmland in the County. This committee hopes to develop and oversee a county program to receive donated conservation easements either alone or in cooperation with a land trust. The committee would ultimately like to develop a program by which they could purchase conservation easements as well as accepting donated easements.

Agricultural conservation easements permanently restrict the use of the land on which they are placed. They preserve farmland by allowing agricultural activities while prohibiting development and building for non-agricultural purposes. The landowner retains ownership of the land and all rights and liabilities associated with ownership, other than those specifically relinquished in the easement. The easement remains with the land in perpetuity.

The web site http://www.jeffersoncountyiwi.gov/jc/public/jchome.php?page_id=906 has information about donating an agricultural conservation easement and the potentially substantial federal tax breaks available to farmers.⁵

Purchase of Development Rights (PDR) Programs

Purchase of Development Rights (PDR) uses the value of the development potential of a property as a method of determining the value of a conservation easement.⁶ Some municipalities have instituted a Purchase of Development Rights Program, referred to as PDR, in which the governmental body has established criteria to determine areas that it would like to remain undeveloped or in permanent farmland use. Under a PDR program, landowners voluntarily sell to a land trust (working in conjunction with the municipality) the development value of their land, while retaining full title and ownership of the property. Although PDRs may be partially funded by state or federal grants, the municipality may set aside funds through its annual budgeting process for the purpose of purchasing the development rights to these pieces of land. The Town of Dunn in Dane County has implemented a PDR program. Under Dunn's program the town pays landowners for their development rights, and, in return, the landowners agree, through grant of a conservation easement, that their lands will continue to be farmed in perpetuity. The agricultural easement, or covenant, is binding upon subsequent purchasers.

Wisconsin Farmland Preservation Program

Many Concord farmers participate in the Wisconsin Farmland Preservation Program. In brief, this program provides participating landowners who have 35+ acres and whose lands are kept in agricultural use with state income tax credits and protection from special assessments such as

⁵ *Watertown Daily Times* (March 26, 2008).

⁶ <http://www.drumlinarealandtrust.org/land-protection-and-preservation.html>

sewer or water utilities. Landowners must be Wisconsin residents, their land must be zoned exclusively agricultural, they must meet certain minimum requirements as concerns gross farm receipts, they must farm in compliance with county soils and water conservation standards, and they must file a conservation plan with Jefferson County. Under the program, conflicting non-farm uses cannot occur near these lands. In 2005 over 30 percent of eligible land in the Town of Concord was in the Farmland Preservation Program.

Chapter 6: Environmental and Natural Resources Element

Credit to Pat Emery, who originally drafted and presented this element.

6.A. Vision Statements

1. Sound conservation practices will result in continued good air, land, and water quality.
2. Knowledge and understanding of natural drainage patterns and watersheds will guide planning and development in a manner that protects natural and environmental resources.
3. Wetlands will remain intact for their many functions and values (*see 6.D. Surface Water and Wetlands*).
4. Environmentally sensitive areas will be free from disturbance and development.
5. The Town will continue to have adequate lands needed for open space and recreational use.
6. Areas with unique vegetation and wildlife habitats are critical components of biodiversity and will continue to provide natural surroundings for threatened and diverse species.
7. The Town will have adequate natural habitat for wildlife.

6.B. Strategies

1. The Town of Concord will continue to support and work with the UW Extension and the Rock River Coalition to determine the existence and extent of water quality and supply problems and to educate the public on these issues.
2. The Town will use the resources of the State and County, as well as the Rock River Coalition, whenever appropriate in the planning process.
3. The Town of Concord will continue to consider existing drainage patterns and watersheds in all planning.
4. The draining of wetlands and development in floodplains will be severely limited.
5. The Town of Concord will protect its natural communities, particularly areas with unique vegetation and wildlife, by preventing development of these areas and by providing needed buffer areas between incompatible land uses and wildlife habitat.
6. To protect environmental corridors, the Town will follow the Jefferson County Environmental Corridor Policies set forth in the *Jefferson County Agricultural Preservation and*



Land Use Plan, as adopted in October 1999.¹ The key features of this strategy are as follows:

- a. Environmental corridor policies will be applied to these areas in addition to the land use regulations and zoning requirements.
- b. Developmental densities should be no greater than one dwelling per 10 acres. Wisconsin Department of Natural Resources (WDNR)-delineated wetlands and lands in the 100-year floodplain are not used in calculating allowable densities.
- c. Building, road construction, or land disturbance associated with non-agricultural development should be prohibited on slopes in excess of 20 percent.
- d. All proposed non-agricultural development in these areas is subject to site plan review to evaluate its impact on the environment.
- e. No buildings should be constructed within 75 feet of WDNR-designated wetlands or navigable bodies of water.

6.C. Issues

The Town has worked with the UW Extension and the **Rock River Coalition** to provide information and education to the Town citizens as to potential water quality and supply problems in the Rock River Basin. The Town has participated in the Rock River Coalition program to formulate a **GFLOW model** to help identify current or potential water supply and quality problems.

6.D. Background²

The Town of Concord is located in the glacial part of the State. The topography includes end moraines, ground moraines, a large glacial lake basin, wetlands, and eskers. Ground moraines in much of the Town of Concord are from the Green Bay Glacier. A ground moraine usually forms a gently undulating plain with moderate relief. The elongated hills of ground moraines, called drumlins, are aligned along the direction of the ice movement.

Drainage Patterns and Watersheds

As a part of the Upper Rock River Basin, almost all surface waters in the Town of Concord drain to the Rock River. The Oconomowoc River Watershed encompasses most of the Town of Concord. From its source, the Oconomowoc River flows in a southwesterly direction for 49 miles before entering the Rock River in the Town of Ixonia. Urbanization is continuing in the Oconomowoc River Watershed, especially on or near lakes. The City of Oconomowoc is the only municipality in the watershed with a wastewater discharge to surface water.

An exception to the above is the area in the southwestern part of the township in the Bark River Watershed. This watershed is part of the Lower Rock River Basin. Agriculture is the predominant land use in the Bark River Watershed (*see map 6, Appendix A*).

¹ *Jefferson County Agricultural Preservation and Land Use Plan* (Jefferson County, October 1999), p. 142.

² Information from the *Jefferson County Agricultural Preservation and Land Use Plan Background Report* associated with the *Jefferson County Agricultural Preservation and Land Use Plan* (Jefferson County, 1999), pp. 25–70.

Surface Water and Wetlands

Surface water in the Town of Concord includes lakes, rivers, and streams. Named lakes include Golden, Goose, Round, Mud, and Spence lakes.

The Town of Concord has significant acreage in wetlands, which are transition areas between uplands and water and perform valuable functions. They trap sediment and retain and remove nutrients, thereby reducing pollution and siltation. Wetlands help replenish groundwater and maintain the water table, protect watersheds and reduce flood problems, provide habitat for flora and fauna, and have scientific, educational, and recreational benefits. These areas have severe limitations for residential, industrial, and commercial development.

Floodplains

The 100-year floodplains in Jefferson County are found along the many rivers, streams, and intermittent creeks in the County. The Town of Concord is one of four towns in Jefferson County that contain large wetland areas having the potential to store flood water (*see map 7, Appendix A*).

Groundwater

All of Jefferson County is in the Rock-Fox River Basin, and bedrock furnishes most of the groundwater for the basin. Groundwater and surface water are plentiful in Jefferson County and the Town of Concord. The Town of Concord is a member of the Rock River Coalition for the purpose of maintaining water quality and supply through the tracing of water flow within the Rock River Basin.

Environmental Corridors

Environmental corridors are continuous systems of open space that include environmentally sensitive lands, natural resources requiring protection from disturbance and development, and the lands needed for open space and recreational use. They consist of open water and land in the 100-year floodplains, wetlands, steep slopes, woodlands, and publicly owned recreational and conservancy lands (*see map 8, Appendix A*).

The Town of Concord has three town parks: Dahnert Park, Golden Lake Park Drive Recreation Park, and the Green Space on Ruders Circle. In addition, there is the county-owned Joy Park on Spence Lake (*see 4.D. for more information on parks*).

Metallic/Non-Metallic Mineral Sources

There are areas throughout the Town of Concord that have fair to good potential for the extraction of sand or gravel (*see map 9, Appendix A*). Town of Concord ordinance Chapter 19, *Non-Metallic Mineral Extraction Regulation and Control*, regulates and controls the operation of non-metallic mineral extraction operations in the Town.

Vegetation and Groundcover

Prior to settlement, the Town of Concord was primarily heavily forested lands that included oak savannah, southern mesic forest, sedge meadow, prairie, and conifer swamp, as well as forests of sugar maple and basswood. In addition, the land supported open stands of open-grown oak intermingled with tall prairie grasses, tamarack bog, and marsh. As settlement took place, much of

the land was cleared for farming. Many of the original wetlands were drained; however, much of the tamarack swamp and marsh still exists as wildlife habitats.

According to the 1978 Agricultural Preservation Plan,³ there were approximately 3,180 acres of woodland in the Town of Concord. In 1996 there were 1,198 acres of woodland in the Town of Concord, as reported by the 1996 Land Use Inventory of Jefferson County (includes woodlands that are greater than 25 acres).

Rare, Threatened, and Endangered Species

Table 6-1: Threatened and Endangered Species in Jefferson County⁴

COMMON NAME	SPECIES NAME	WISCONSIN STATUS	TAXA
ANIMALS			
Giant Carrion Beetle	Nicrophorus americanus	Endangered	Beetle
Barn Owl	Tyto alba	Endangered	Bird
Black Tern	Chlidonias niger	Rule	Bird
Black-Crowned Night-Heron	Nycticorax nycticorax	Rule	Bird
Caspian Tern	Sterna caspia	Endangered	Bird
Great Egret	Casmerodius albus	Threatened	Bird
Piping Plover	Charadrius melodus	Endangered	Bird
Black Dash	Euphyes conspicuus	Special Concern	Butterfly
Greater Redhorse	Moxostoma valenciennesi	Threatened	Fish
Lake Chubsucker	Erimyzon sucetta	Special Concern	Fish
Lake Sturgeon	Acipenser fulvescens	Rule	Fish
Least Darter	Etheostoma microperca	Special Concern	Fish
Pugnose Minnow	Opsopoedus emiliae	Special Concern	Fish
Pugnose Shiner	Notropis anogenus	Threatened.	Fish
Redfin Shiner	Lythrurus umbratilis	Threatened	Fish
River Redhorse	Moxostoma carinatum	Threatened	Fish
Slender Madtom	Noturus exilis	Endangered	Fish
Weed Shiner	Notropis texanus	Special Concern	Fish
Western Sand Darter	Ammocrypta clara	Special Concern	Fish
Blanchard's Cricket Frog	Acris crepitans blanchardi	Endangered	Frog
Queen Snake	Regina septemvittata	Endangered	Snake
Blanding's Turtle	Emydoidea blandingii	Threatened	Turtle

³ *Jefferson County Agricultural Preservation Plan* (Jefferson County, 1980).

⁴ Information from the *Jefferson County Agricultural Preservation and Land Use Plan Background Report* associated with the *Jefferson County Agricultural Preservation and Land Use Plan* (Jefferson County, 1999), p. 59.

COMMON NAME	SPECIES NAME	WISCONSIN STATUS	TAXA
PLANTS			
American Cromwell	Lithospermum latifolium	Special Concern	
Common Bog Arrow grass	Triglochin maritimum	Special Concern	
Crawe Sedge	Carex crawei	Special Concern	
Cross Milkwort	Polygala cruciata	Special Concern	
Cuckoo Flower	Cardamine pratensis var. palustris	Special Concern	
Downy Willow-Herb	Epilobium strictum	Special Concern	
Dragon's Mouth	<u>Arethus bulbosa</u>	Special Concern	
False Asphodel	Tofieldia glutinosa	Threatened	
Kitten Tails	Besseyia bullii	Threatened	
Linear-Leaved Sundew	Drosera linearis	Threatened	
Marsh Blazing Star	Liatris spicata	Special Concern	
Nodding Pogonia	Triphora trianthophora	Special Concern	
Northern Blue Violet	Viola septentrionalis	Special Concern	
Ohio Goldenrod	Solidago ohioensis	Special Concern	
Pink Milkwort	Polygala incarnata	Endangered	
Prairie Indian Plantain	Cacalia tuberosa	Threatened	
Prairie Milkweed	Asclepias sullivantii	Threatened	
Prairie Sagewort	Artemisia frigida	Special Concern	
Prairie Straw Sedge	Carex suberecta	Special Concern	
Prairie White-Fringed Orchid	Platanthera leucophaea	Endangered	
Purple Milkweed	Asclepias purpurascens	Endangered	
Showy Lady's-Slipper	Cypripedium reginae	Special Concern	
Slender Sedge	Carex gracilescens	Special Concern	
Small Yellow Lady's-Slipper	Cypripedium parviflorum	Special Concern	
Tubercled Orchid	Platanthera flava var. herbiola	Threatened	
White Lady's-Slipper	Cypripedium candidum	Threatened	
Yellow Giant Hyssop	Agastache nepetoides	Threatened	
Small Fringed Gentian	Gentianopsis procera	Special Concern	
Toothed Evening Primrose	Calylophus serrulatus	Special Concern	

Wildlife, Waterfowl, and Fisheries⁵

There is an abundance of wildlife present in the Town of Concord. Fishing can be found in Golden Lake and in the rivers and streams of the township. The vegetation communities provide habitat for a variety of game animals, fur bearers, birds, mammals, reptiles, and amphibians. The following lists include some of the wildlife found in the County.

Birds	Birds	Mammals	Amphibians and Reptiles	Waterfowl
Great Horned Owl	Eastern Phoebe	Opossum	Bullfrog	Mallard
Red-tailed Hawk	Cedar Waxwing	Woodchuck	American Toad	Wood Duck
Red-bellied Woodpecker	Purple Martin	Cottontail Rabbit	Leopard Frog	Blue-winged Teal
Red-headed Woodpecker	Field Sparrow	Chipmunk	Garter Snake	Pintail
Ruby-throated Hummingbird	Indigo Bunting	Ground Squirrel	Snapping Turtle	American Wigeon
Black-capped Chickadee	Song Sparrow	Gray Squirrel		Green-winged Teal
White-breasted Nuthatch	Mourning Dove	Red Squirrel		Canada Goose
Downy Woodpecker	Common Crow	Vole		Great Blue Heron
Long-billed Marsh Wren	Catbird	Muskrat		King Fisher
Red-winged Blackbird	Starling	Raccoon		Egret
American Robin	Cardinal	Short-tailed Weasel		Swan
Swamp Sparrow	Pheasant	Striped Skunk		
Eastern Oriole	Wild Turkey	White-tailed Deer		
American Goldfinch	Dickcissel	Beaver		
Yellow Warbler	Bluebird	Otter		
American Eagle	Bittern	Coyote		

⁵ Information from the *Jefferson County Agricultural Preservation and Land Use Plan Background Report* associated with the *Jefferson County Agricultural Preservation and Land Use Plan* (Jefferson County, 1999), pp. 61–62.

Chapter 7: Cultural and Historic Resources Element

Credit to Cindy Arbiture, who originally drafted and presented this element.

7.A. Vision Statements

1. The Town of Concord will continue to have a rural character and the aesthetic quality associated with that character.
2. Concord's cultural historic resources and unique historic rural buildings will continue to contribute to the Town's historic sense of place in local and state history, to the Town's rural character, and to the quality of life currently enjoyed by residents of the Town.
3. The cultural historic resources of the Town will not be compromised by establishment of land uses that may reasonably be expected to have a negative impact on those resources.
4. The Town Board and the Concord Historical Society will continue to have a cooperative working relationship
5. The Concord Historical Society will be successful in its desire to restore the Old Concord Center School's (also referred to as the old Town Hall) original features and use the building as a local history museum.
6. Concord residents will become more aware of the Town's unique cultural resources.



7.B. Strategies

1. The Town may consider enacting a Historic Preservation Ordinance.
2. The Town will work with the Concord Historical Society, the Jefferson County Historic Sites Preservation Commission, and the Wisconsin Historical Society to identify and preserve cultural historic resources.
3. The Town may consider providing incentives to preserve old buildings
4. The Town may work with organizations established to aid in historic preservation to maintain and protect historic resources and to educate the public. These resources include the following: the Jefferson County Historic Sites Preservation Commission, the National Trust for Historic Preservation, the BARN AGAIN! Program, the Wisconsin Barn Preservation Initiative, and the Wisconsin Historical Society (*see 7.E. Historic Preservation Resources for more information*).
5. The Town could consider "place-based" economic development strategies where appropriate. These strategies build on the existing, unique assets that are found in rural areas,

including natural and scenic amenities, cultural heritage and traditions, and distinctive historic structures (*see section D, Appendix B*).

6. The Town will support the Concord Historical Society in its efforts to utilize the resources provided by the Wisconsin Council for Local History and the Wisconsin Department of Tourism and to develop a heritage tourism interest in Laura Ingalls Wilder.
7. The Town may consider working with the Jefferson County Parks Department to purchase land with the goal of preserving more local historic rural resources.
8. The Town will support the Concord Historical Society in their efforts and desire to restore the Old Concord Center School's original features and to use the building as a local history museum. (This building is also referred to as the "old Town Hall.")

7.C. Issues

1. Our farms, open land, and historic rural architecture all contribute to our historical sense of place in local and state history. These cultural resources are disappearing on a daily basis in our Town and across the County and State; they are *irreplaceable* and *finite* resources. We have one chance to preserve them before they are gone. We need to include *their* future in *our* plan for the future.
2. In the last twenty years the Town of Concord has lost many old homes, barns, and outbuildings. A rare brick barn once stood on the corner of CTH F and CTH B. Many of the remaining historic buildings are in jeopardy, with impending future plans for development or housing replacement. Some pioneer log structures still remain under clapboard farmhouses in the Town. Some historic barns still have original wood planking from trees that were cut in this area. There is a barn on Concord Center Drive with oak plank walls and tamarack wood ceiling rafters. Many local barns still have unique historic features. There were at one time eleven one-room schoolhouses in the Town of Concord. Some of the school buildings remain but have been converted to homes, and some still have their original exterior architectural features. Only one of these schools remains intact, the Old Concord Center School. It stands at its original location, complete with old chalkboards, original wood floor, and tin ceiling. The Concord Historical Society has expressed its interest and desire to restore the school's original features and to use the building as a local history museum. The society currently has some funds to start the restoration, but more fund-raising may be needed.



7.D. Background

A Brief History of the Concord Area

The pre-European settlement history of Wisconsin includes the following cultures: Paleo, 7000 to 5000 B.C.; Archaic (Old Copper and Red Ocher culture), 3000 to 250 B.C.; Hopewellian, 100

B.C. to 500 A.D.; Middle Mississippian, 1000 to 1300 A.D.; Woodland 1000 B.C. to the arrival of European settlers. The Native American cultures that were displaced by European pioneers were the Sac, Fox, Potawatomi, and Winnebago (now known as the Ho Chunk). These are the descendants of the Woodland and Middle Mississippian prehistoric cultures. Recently, the rare remains of the Archaic culture have been found in the Town of Concord and have been documented by the Wisconsin Historical Society and the Wisconsin Department of Transportation.

Originally the Concord area was part of Brown County, which was later subdivided to become Brown and Milwaukee Counties, and then finally in 1839 a portion was set off to become Jefferson County. From 1839 to 1843 Jefferson County had five original towns: Aztalan, Watertown, Jefferson, Finch, and Bark River. The Town of Concord was originally part of the Town of Watertown.

Town of Concord Beginnings

On February 12, 1841, a new town composed of townships seven and eight north of range sixteen east (T7N R16E and T8N R16E) separated from the Watertown civil township to form the Town of Union. On January 21, 1846, the Town of Union divided into two separate towns, Concord and Ixonia. The two towns took different paths in their future development. The railroad would be routed through Ixonia providing opportunities for commerce and industry. The Town of Concord remained rural, with a focus on agriculture and dairy farming.

The first general meeting of the Town of Concord was held on the first Tuesday of April 1846, at the house of Austin Kellogg. The meeting was organized by the election of Luther Thayer as Moderator and Jost D. Petrie as Clerk. Town officials were then elected for the ensuing year: Chairman of Board of Supervisors, Horatio N. Carlton; Assistant Supervisors, Luther Thayer and William Sacia; Town Clerk, Jost D. Petrie; Treasurer, William Dunning Jr.

The Town of Concord grew because it was a central stopping point between Milwaukee and Madison on the Wisconsin Stage Lines route along the old territorial road, Concord Center Drive. Territorial roads were the first roads, and they often followed Native American trails. Access to transportation routes has always played an important role in the development of any area. Concord had a population of 725 in 1850, which increased to 1,627 by 1870. By the turn of the century, Concord was a growing farming community with a Town Hall, Post Office, general store, schools, churches, a sorghum mill, barber shop, broom factory, creamery, and cheese and butter factories. There are three remaining historic church buildings in the Town: Concord Methodist, St. Mary's Catholic Church, and St. Stephan's Lutheran Church. A small Jewish synagogue called Bakerstown also had a brief history in the southwest corner of the Town. A school called Bakerstown School was also located in this area and was later moved to the City of Jefferson for use as a museum.

Quiner/Ingalls History

The Town of Concord was also home to the family members of the well-known author Laura Ingalls Wilder. Laura's grandmother, Charlotte Quiner, purchased 40 acres of land in Concord, moving from Brookfield, Wisconsin, as a widow in 1848. Lansford Ingalls, Laura's paternal grandfather, also purchased land in Concord on December 31, 1853. Laura's mother Caroline, a daughter of Charlotte Quiner, grew up in Concord where she became a teacher and met her husband Charles Ingalls. Charles Ingalls and Caroline Quiner were married in Concord by Reverend J. W. Lyman on February 1, 1860. Charles and Caroline moved to Pepin, Wisconsin, in

1862, where Laura Elizabeth Ingalls was born five years later. Later in her life Laura wrote a series of books about her pioneer childhood days on the Midwest prairie. The first book in her series is entitled *Little House in the Big Woods* and is a recollection of her family's log cabin home in the woodlands of Pepin.

Conclusion: Historic Resources in Need

The 1850 census shows Austin Kellogg as the wealthiest man in Town. He was the owner of the stagecoach stop and went on to become a state and county leader. He was appointed Lt. Colonel of the 3rd Regiment of the Militia of the State of Wisconsin for Jefferson County. His Kellogg Stagecoach Inn survived for over 145 years in the Town. It was a prime example of Greek Revival Architecture, a neoclassical style that appears in many Yankee structures in New England. The Kellogg Stagecoach Inn was burned to the ground in 1993. The land now sits vacant. William Sacia, one of our first Town officials, claimed to be the first pioneer settler in the Town of Concord. His old farmstead is located on CTH E adjacent to the Oconomowoc River. The 105-year-old farm home located on that site was burned down in July 2007 to prepare the site for a new home.

Jefferson County was a leader in the dairy industry. William Dempster Hoard published his national dairy farm magazine called the *Hoard's Dairyman*, which had a significant impact on national dairy farm trends. Hoard went on to become Governor of the State of Wisconsin in 1888, and Wisconsin became the nation's "Dairy State." The Town of Concord was, at one time, part of this prosperous dairy industry in Wisconsin and was dotted with butter and cheese factories and a creamery. Most farms in the Town up until the early 1960s still had a herd of dairy cows.

7.E. Historic Preservation Resources *(See Appendix B for contact information.)*

National Trust for Historic Preservation

The National Trust for Historic Preservation provides leadership, education, advocacy, and resources to save America's diverse historic places and to revitalize communities. It is a private, nonprofit membership organization.¹

BARN AGAIN! Program

BARN AGAIN! is a national program that provides information to help owners of historic barns rehabilitate them and put them back to productive use on farms and ranches. The program provides technical assistance through a BARN AGAIN! hotline, publishes rehabilitation guides, sponsors workshops, exhibits, and other events, and presents annual awards for the best examples of historic barns rehabilitated for continued farming use. BARN AGAIN! is sponsored by the National Trust for Historic Preservation and *Successful Farming* magazine.

BARN AGAIN! works with local, state, and national partners involved in historic preservation, farmland conservation, and rural development. Joint activities have included barn preservation conference sessions, workshops, television programs, exhibits, and public policy initiatives.²

¹ <http://www.preservationnation.org/about-us/>

² http://www.agriculture.com/ag/story.jhtml?storyid=/templatedata/ag/story/data/barnagain_about.xml

Wisconsin Barn Preservation Initiative

The Wisconsin Barn Preservation Initiative was formed by the University of Wisconsin-Extension, the State Historical Society of Wisconsin, and the Wisconsin Trust for Historic Preservation to help preserve and protect many of Wisconsin's historic agricultural buildings. The program includes workshops and technical information. A state-wide barn preservation organization, Barns NOW!, was formed to focus public and political attention on barn preservation in the State. More information can be found at: www.uwex.edu/lgc/barns/barns.htm.³

Wisconsin Historical Society

The Historic Preservation Division of the Wisconsin Historical Society assists communities, organizations, agencies, and individuals with identifying and protecting archaeological sites, burial places, and historic buildings in Wisconsin. The State Historic Preservation Office maintains inventories of those properties, administers grants, conducts and supports archaeological research, and provides technical assistance to local governments and owners of historic properties. The division also administers federal and state tax credit programs for the rehabilitation of historic properties and catalogs burial sites (including Native American mounds) and prehistoric sites and structures.

Jefferson County Historic Sites Preservation Commission

This commission was organized to effect and accomplish the protection, enhancement, and perpetuation of such improvements and of districts that represent or reflect elements of the County's cultural, social, economic, political, engineering, anthropological, archaeological, and architectural history and prehistory; safeguard the County's historic, prehistoric, and cultural heritage, as embodied and reflected in such historic structures, sites, and districts; foster civic pride in the beauty and noble accomplishments of the past; protect and enhance the County's attractions to residents, tourists, and visitors and serve as a support and stimulus to business and industry; strengthen the economy of the County; promote the use of historic and prehistoric structures, sites, and districts for the education, pleasure, and welfare of the people of the County. History is defined to include all prehistoric periods also.⁴

³ http://www.agriculture.com/ag/story.jhtml?storyid=/templatedata/ag/story/data/barnagain_statewide.xml&catref=ag9020&page=2

⁴ http://www.co.jefferson.wi.us/jc/public/jchome.php?page_id=1168

Chapter 8: Economic Development Element

This element was drafted by Vanessa Kuehner, AICP (consultant to the Town of Concord).

8.A. Vision Statements

1. The Town's rural character and quality of life will be retained.
2. The vast majority of the land in the Town will remain in agricultural use for the foreseeable future (*refer to Chap. 10: Land Use Element*).
3. There will be limited zoning for non-farm business uses.
4. The rural character of the Town will be defined by contiguous areas for the continuation of farming and protection of its natural resources.
5. The rural quality of life enjoyed by Town residents will be characterized by continued low traffic volumes and limited scale of development.
6. The Town will have in place guidelines enabling it to make responsible decisions with regard to proposals for new business development and expansion of existing businesses in the Town.
7. New businesses will be small-scale, locally owned operations that are compatible with the Town's rural character and agricultural land use.

8.B. Strategies

1. The Town will support the successful operation of small-scale home occupations and locally owned, independent businesses while acknowledging that the Town does not act as an employment center at this time, nor does it intend to become one in the future.
2. The Town will encourage and promote agriculture as the predominant land use in the Town and support agricultural economic activity that enhances farm income.
3. The Town will encourage the conduct of direct farm marketing (and value-added products on a limited scale) to supplement household incomes and provide a greater sense of community and vitality to the Town of Concord.
4. The Town will support Town residents' utilization of federal, state, and county programs that provide education on agriculture-related tourism, crop diversification, and carrying out promotional events and will provide information regarding such programs when available.
5. The Town will evaluate conditional use applications and rezoning requests for new and expanding business ventures in relation to the anticipated impact on the Town's rural character and quality of life.
6. The Town will discourage the establishment of any businesses that would reasonably be expected to have a negative impact on the rural character of the Town of Concord and es-

establish conditions of approval that fully mitigate any negative impacts of business operations for which permits are granted.

7. The Town will not rezone lands *in anticipation* of their development for non-residential purposes. Businesses that require rezoning or conditional use permits must file applications that will be evaluated by both the County and the Town on a case-by-case basis.
8. The Town will examine all applications for rezoning or conditional use to determine whether they are consistent with the Town's adopted plan, goals, and policies and with protection of public health, safety, and welfare in the Town for years to come.
9. The Town will limit the establishment of new businesses to areas within the Town of Concord rural hamlet as defined by the 1999 *Jefferson County Agricultural Preservation and Land Use Plan* (see map 10, Appendix A). An exception to this would be home occupations that operate under the current Jefferson County zoning guidelines.¹
10. The Town will not support expansion of the current rural hamlet or creation of new rural hamlet areas within the Town.
11. The Town will develop a land use plan for the current rural hamlet area as required by the 1999 *Jefferson County Agricultural Preservation and Land Use Plan* which states: "Towns with designated rural hamlets should be required to prepare development or land use plans for the designated rural hamlets..."² This plan will include a revised list of conditional uses acceptable in the Community District which is the primary zoning for the rural hamlet area. (see 8.C. for further discussion).
12. The Town will severely limit any further concentration of non-residential development in the vicinity of the CTH F interchange, the Willow Glen interchange, and Delafield Road adjacent to Willow Glen Road. Future requests that involve further non-residential development in the Town, outside the identified rural hamlet area, will be carefully considered through the plan amendment process detailed in the Implementation Element of this plan.
13. The Town will prohibit development within environmental corridors, on steep slopes, or where wetland filling would be required.
14. The Town will establish strict regulations on any non-residential development that has the potential to interfere with agricultural practices or to contaminate ground or surface water.

8.C. Issues

1. The Town is bisected by I-94. There is one full interchange at CTH F and a partial interchange at Willow Glen Road, as more fully discussed in the Transportation Element. In terms of economic development, it must be noted that the Town has considered the value of the Willow Glen Road partial interchange and concludes that the removal of this interchange would not be detrimental to the economic well-being of the Town during the life of this plan. The full interchange at CTH F is centrally located in the Town, allowing convenient access to and from I-94 for all users with business in the Town. Because the

¹ *Jefferson County Zoning Ordinance No. 11* (Jefferson County, Effective January 15, 1975, Last Amended September 11, 2006), pp. 5 and 18–24.

² *Jefferson County Agricultural Preservation and Land Use Plan* (Jefferson County, October 1999), pp. 99.

preservation of the Town's rural character is the foremost goal of this plan and is seen to have economic value to the Town, the Town does not support the further expansion of the Willow Glen Road interchange. The Town perceives that expansion of this interchange would create increased levels of residential and non-residential traffic and increased development pressures. This would not be consistent with preservation of the Town's rural character.

2. Of the approximately 120 acres in the Town of Concord rural hamlet, about 80 acres are currently in agricultural use or are open uncultivated land. This acreage should be adequate to support additional business development through the life of this plan.
3. Under the County Zoning Ordinance, the Community District permits a mix of residential, commercial, industrial, and institutional uses and has appropriately been designated as the primary future zoning district for the designated rural hamlet area. Many potential uses in the Community zoning district are conditional uses and the property owner must gain approval of both the Town of Concord and Jefferson County for the proposed use. The Jefferson County Zoning Ordinance currently provides for 47 conditional uses for Community zoning. As some of these uses may be incompatible with the vision of the Town of Concord, the Town will develop a revised list of acceptable conditional uses for Community zoning as part of a land use plan for the rural hamlet area as noted in section 8.B.11.

8.D. Designation of Sites for Businesses and Industries

The Town of Concord is essentially rural, lacking public sewer and water. This has contributed to the continuation of Concord's rural ambiance, seen as one of its foremost strengths. Consequently, the Town has chosen not to designate sites for additional businesses and industries, other than supporting those that already exist in the hamlet and a few other locations in the Town. However, there is general consensus that any future businesses that do locate in Concord should be limited to locations within the hamlet, adjacent to properties currently utilized for business purposes. As previously stated, it is expressly intended that this plan limit the further concentration of non-residential development in the vicinity of the CTH F interchange, the Willow Glen interchange, and Delafield Road adjacent to Willow Glen Road.

The Town does not rezone lands in anticipation of their development for non-residential purposes. Businesses that require rezoning or conditional use permits file applications that are evaluated by both the County and the Town on a case-by-case basis. To provide the greatest degree of protection to the Town's existing rural character, the Town intends to continue this practice for the foreseeable future, examining all applications for rezoning or conditional use to determine whether they are consistent with the Town's adopted plan, goals, and policies and with protection of public health, safety, and welfare in the Town for years to come.

The Town discourages the establishment of any business that could be expected to have a negative impact on the rural character of the Town of Concord. The Town of Concord will not support approval of new business enterprises if those businesses can reasonably be expected to have undesirable direct or secondary impacts for the public health, safety, and welfare of the community in the immediate vicinity or in the Town as a whole. Such undesirable secondary impacts

include, but are not limited to, vibration, noise, odors, hazardous materials, heavy traffic (volume or weight), criminal activity, etc.

The Town is fully supportive of the establishment of additional home occupations throughout the Town and the continuation of existing business operations. There is also a potential for Concord's farmers and other business people to reap benefits through direct farm marketing and tourism, contributing to the economic vitality of the Town while preserving and enhancing its rural character.

The establishment of secondary businesses associated with direct farm marketing and tourism – such as bed and breakfasts, riding stables, and value-added production from local produce (jams, etc.) – is another way that Concord's local economy could be enhanced while retaining the Town's rural character.

8.E. Background Information

Economic Base

Historically, agriculture was the economic mainstay in the Town of Concord since the first Yankee settlers arrived in the 1830s and 1840s from New England and the east, followed by immigrants from Europe. In 2007, the vast majority of the land in Concord was devoted to agricultural uses, principally the growing of corn and cool-weather crops.

There is very heavy demand for any farmland that is available to lease, an indication of the continuing strength of farming in Concord. Although much of the land in Concord is farmed, agriculture is by no means the largest employer of Concord's residents. According to 2000 Census data, only 1 percent of Concord's residents list farming, fishing, and forestry (collectively) as their occupation. Those industries, together with hunting and mining, employ 6 percent of Concord's residents (*see Exhibits 1-8 and 1-9*). The large amount of land devoted to farming, combined with the relatively small number of residents indicating farming as their source of income, strongly suggests the following: (1) more agricultural lands are in large-scale farms and there are fewer farmers; and (2) many residents whose primary sources of employment and income are in the non-agricultural sectors continue to farm but for them farming has become a secondary source of employment and income.

In addition to commercial farming, Concord is home to a number of hobby farms. Although these hobby farms may not have a direct economic impact on the Town through their production, nonetheless they are of value to the Town. The presence of the hobby farms contributes to the rural character of the Town, which itself is of value, and the hobby farmers support local businesses as they make purchases related to their enterprise.

Overall, in keeping with the fact that the majority of Concord's land is devoted to agriculture, Concord does not function as an employment center. Nevertheless, the Town has a vibrant local economy, comprised primarily of small, locally owned businesses. Concord has long been a place where entrepreneurial residents pursue gainful employment from a local base, with many operating their businesses as home occupations. Home occupations are allowed under Jefferson County zoning³ in agricultural, residential, and community zoning districts, provided they oper-

³ *Jefferson County Zoning Ordinance No. 11* (Jefferson County, Effective January 15, 1975, Last Amended September 11, 2006), pp. 5 and 18–25.

ate within certain parameters (and have conditional use approval when required). Some home occupations continue as very small-scale operations, while others grow in size and visibility. In addition to the home occupations that may be found throughout the Town of Concord, there are many small businesses in the Town, principally supplying goods and services that meet local needs, although several businesses cater to a specialized market and draw customers from a greater distance. As can be seen in Table 8-1, Concord's business community includes an inn, a general store, a tavern, automotive repair shops, and a variety of other small-scale, locally owned operations. Table 8-1 lists businesses that are known to be in operation in the Town of Concord in 2007. The number and range of business types shown in the table serves to demonstrate the health of Concord's local economy. Concord is expected to remain a good place to operate a business on this scale.

Consistent with Concord's goal to preserve the Town's rural character, there is limited zoning for non-farm business uses. This is desirable in terms of protecting contiguous land areas for the continuation of farming and maintaining the natural resources, low traffic volume, and limited scale of development that allow the Town to maintain its rural character in the face of rapid development occurring in other communities to the east. In terms of zoning, it can be seen that many business uses are located in the hamlet area where a concentration of C-Community zoning is found. Elsewhere in the Town, clusters of businesses are found along Concord Center Drive east of the hamlet, at the I-94 CTH F exit, and on Delafield Road near the Willow Glen exit. As can be seen in Table 8-1, other businesses operating under home occupation permits and conditional use permits are found at various locations throughout the Town.

Employment of Concord Residents

The 2000 Census provided job data on all gainfully employed Concord residents aged 16 years and older. There were 1,159 such residents. Approximately 6.6 percent of Concord's employed residents work at home. Commuting time for other workers averages 27 minutes, one-way.

■ **Industry of Town Residents**

The top industry sectors in which Town residents were employed in 2000 were as follows:

1. Manufacturing	26%
2. Educational, health, and social services	14%
3. Retail trade	13%
4. Construction	9%
5. Agriculture, forestry, fishing and hunting, and mining	6%
6. Transportation and warehousing, and utilities	6%
7. Arts, entertainment, recreation, accommodation, and food services	6%

Together these sectors accounted for the employment of over 80 percent of the 1,159 gainfully employed residents aged 16 years old and older in 2000. The remainder of Concord's residents were employed in a broad range of industry sectors (*see Exhibit 1-9*).

■ **Occupation of Town Residents**

As previously discussed, Exhibit 1-8 depicts the percentage of Town residents by occupation as reported on the 2000 Census. The majority of Concord's residents perform one of the following types of work:

1. Management, professional, and related	26%
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- | | |
|---|-----|
| 2. Sales and office occupations | 25% |
| 3. Production transportation, and material moving | 22% |
| 4. Construction, extraction, and maintenance | 14% |
| 5. Service occupations | 12% |

The remaining 1 percent of Concord's residents earn a living by farming, fishing, or forestry.

Employment Projections

It can be anticipated that the occupation and industry trends for Concord's residents will parallel those of the local economy in general, particularly that of Jefferson County. It is generally expected that there will be a continuing trend away from a manufacturing economy and toward a service economy. Although the bulk of Concord's land will remain in agricultural use, increases in agricultural mechanization can be expected to have little impact on employment in the Town because few Town residents have farming as their primary occupation. With regard to occupation, as the proportion of Concord's residents pursuing secondary education increases, it may be expected that the "management, professional, and related" occupation sector will increase.

8.F. Weaknesses and Strengths for Business Retention, Expansion, and Attraction

This list is provided to satisfy statutory requirements. Its inclusion does not imply that the Town of Concord wishes to encourage growth of any type or in any way except as detailed elsewhere in the plan.

Weaknesses

- The Town of Concord has no public water or sewer utilities and does not support the construction of additional private systems designed for moderate- to large-capacity users. This policy is intended to ensure that any businesses that exist or can be attracted will remain small – in keeping with the Town's small-scale rural character.
- The Town of Concord does not have a formal business association or farmers' association to advertise, organize, or promote the interests of businesses in the Town.
- The Town of Concord has a relatively low number of young working-age adults in relation to the population as a whole, which limits the pool of entry-level workers (*see Exhibit 1-4*).
- A smaller percentage of Town of Concord residents have pursued higher education than the population of neighboring communities (*see Exhibit 1-5*).
- Much of the land in the Town of Concord is environmentally sensitive and unsuitable for development (*see maps 7, 8, 11, 12, and 13, Appendix A*).
- Much of the land in the Town of Concord is most suitable for farming (*see map 14, Appendix A*).
- There is intensive competition from major business centers in close proximity.
- There is no concentrated Town Center area, downtown, or business park.

Strengths

- The Town has an abundance of physical and pastoral beauty, including rolling farmland, wooded drumlins, lakes, and rivers.
- Attendance at Town meetings and functions is high, evidencing concern for the Town's quality of life and a willingness to work together for the greater good of the community.
- There is a choice of quality schools for families including public, private, and parochial in the outlying communities and school districts.
- Compared to the Milwaukee and Madison areas, Town residents experience lower tax rates.
- A good county trunk highway system exists throughout the Town.
- Town residents have direct access to I-94 via CTH F and limited access at Willow Glen Road to the east of the CTH F exit.
- A significant population resides within a 30–45-minute drive of the Concord Town Hall. This population includes residents of the Cities of Oconomowoc, Watertown, and Jefferson; the Villages of Sullivan and Johnson Creek; and the Madison and Milwaukee metropolitan areas.

8.G. Areas with Perceived Environmental Constraints due to Contamination

The statute regarding this economic development element requires that it “evaluate and promote the use of environmentally contaminated sites for commercial or industrial uses.” In Concord's case, it appears that these sites are now well utilized and that no further action is required at this time to maximize their potential. The Town of Concord has no properties where environmental constraints due to contaminants are a foremost concern. Where a problem occurred, all necessary steps have already been undertaken to address the situation.

At the time of this writing, there are four sites in the Town of Concord listed in the Wisconsin Department of Natural Resources (WDNR) Brownfield Remediation and Redevelopment Tracking System. The causes of contamination at these properties were primarily spills and leaking underground storage tanks. According to the WDNR's classification system, there is no need for action due to soil contamination anywhere in the Town of Concord at this time. The sites listed in their reporting system are as follows:

- St. Mary's Church: Underground Storage Tank Closure (No action)
- Rhodee Excavating: Soil Contamination (Closed)
- Amoco Ixonia Exit: Leaking Underground Storage Tank (Closed)
- CTH B and STH 135: Spill: loose gas cap (Historic – 1979)

8.H. County and State Economic Development Program Applicability

There are agencies, programs, and resources at the federal, state, and county level designed to improve the economic viability of rural areas. A number of resources that may be of use to Town of Concord residents and to town officials are listed on the following page:

Programs and Resources for Rural Cooperatives

Agricultural cooperatives are a respected resource for farmers. The U.S. Department of Agriculture (USDA) provides a wide range of financing and technical assistance to rural areas for rural cooperatives to help get them established and to ensure value-added processing and marketing. Financial backing programs include the Business and Industry Guaranteed Loan Program, the Rural Business Enterprise Grant, and the Rural Business Opportunity Grant. Other entities, such as the University of Wisconsin and UW Extension, operate centers for cooperatives that offer technical assistance in seeding and operating rural cooperatives.

Community Economic Development

UW Extension operates the Center for Community and Economic Development that provides technical assistance and information for rural areas. Their main thrust is helping towns like Concord understand community change and recognize economically beneficial opportunities. For example, they provide a set of print materials and other resources to help prospective business owners learn how to provide agriculturally based entertainment and tourism in farming communities.

Tax Incremental Financing

Given its status as a town, and not a village or city, Concord has the statutory authority to create tax increment financing districts (TIFs) in very limited circumstances directly related to agriculture, forestry, and tourism.

Workforce Development Center of Jefferson County

The mission of the Workforce Development Center of Jefferson County is to advance the economic well-being of the region by developing and maintaining a quality workforce. The services of the Workforce Development Center are available to employers, employees, and unemployed individuals in Jefferson County.

Jefferson County Economic Development Consortium

The purpose of the Jefferson County Economic Development Consortium (JCEDC) is to foster and encourage responsible economic development activities that result in job creation, retention, increased tax base, and an improved sustainability and quality of life for the citizens of Jefferson County. To that end, the JCEDC offers a broad range of resources, networking opportunities, and educational programming for entrepreneurs and others in Jefferson County.

Table 8-1: Businesses in the Town of Concord in 2007

Name of Business	Type of Business	General Location
A.B. Masonry	Masonry Contractor	Concord Center Drive
Balloons Unlimited	Hot Air Ballooning	CTH B and CTH F
Bender CU	Salvage Yard	N. Island View Road
Boerst HO	Contractor	CTH F
Brandt CU	Salvage Yard	Hillside Drive
Buchert CU	Storage Facility	Hillside Drive
Concord Center Interstate Auto (Jack's Auto)	Auto Repair	Concord Center Drive
Concord General Store	Gas Station, Convenience Store, Eating and Drinking	I-94 and CTH F
Concord House	Special Event Hall Rental	Concord Center Drive
Concord Inn	Eating and Drinking	Concord Center Drive
The Corral, Inc.	Trailer Sales and Saddle Shop	Inlynd Drive
Degradt HO	Woodworking Shop	CTH B
Deltamarsh Kennels/Kania CU	Dog Kennel and Propagation and Sale of Game Birds	Ski Slide Road
Demaster HO	Welding	Hillside Drive
Esser Dog Training	Dog Training and Rehabilitation	Allen Road
Gessels Automotive	Auto Repair	CTH F and CTH B
Goose Gravel Pit	Aggregate Extraction	
Herr, Richard	Septic Waste Storage and Spreading	STH 18
Jack's Auto Ranch	Antique and Classic Auto Parts	N. Island View Road
Lake Country Heating and Cooling	Heating and Cooling	CTH F
Leverenz HO	Septic Service	Concord Center Drive
Kerr HO	Repair of Equipment and Trucks for Concrete	Elm Drive
Koch CU	Mini-Warehouse	Delafield Road
Kristl/Monyelle CU	Mini-Warehouse	CTH F
Makoutz HO	Lawn Care	Inlynd Drive
L.W. Meyer and Son	Equipment Repair	STH 18
Midwest Landscape	Nursery and Garden Center	Concord Center Drive
Mindemann/Bolstad CU	Trucking	Concord Center Drive
Peot CU	Storage (mfg wreaths?)	Delafield Road
Pernat HO	Firearm Sales	Hillside Drive
Schlieper HO	Machine Shop	Highmound Road
Stamper CU	Horticultural Services	Concord Center Drive
Stern CU	Lumber	Pioneer Drive
Todd's Small Engine Repair	Small Engine Repair	STH 18
Vetro Winery	Winery	Hillside Drive
W. G. Rhodex Excavating	Grading Contractor and Mini-Warehouse	Ski Slide Road
Western Culvert and Supply, Inc.	Culvert, Grading and Construction Supply Sales	Delafield Road
Western Towing	Towing and Auto Service	CTH F

Source: Compiled by Ruekert-Mielke from Jefferson County Planning and Zoning data, 2007.

CU=Conditional Use HO=Home Occupation (home occupations are also conditional uses)

Chapter 9: Intergovernmental Cooperation Element

Credit to Sally Williams, who originally drafted and presented this element.

9.A. Vision Statements

1. The Town will have in place mutually acceptable guidelines with the neighboring communities of the City of Oconomowoc and the Village of Sullivan regarding the areas in which these municipalities currently exercise extraterritorial plat review.
2. The Town will have in place boundary agreements to guide future development, plat review, and annexations with the neighboring communities of the City of Oconomowoc, the Village of Sullivan, the Town of Summit, the Town of Farmington, and the Town of Ixonia.
3. The Town will continue to have a smooth working relationship with Jefferson County to ensure that requests for zoning and land division are handled in a timely and consistent manner.
4. The Town will have in place written agreements with neighboring communities for the shared maintenance of specified roads.
5. The Town of Concord will not require a local community law enforcement facility, and law enforcement needs will continue to be met by the County and the State.
6. Maintenance costs of Town roads will be mitigated through participation in the Wisconsin Department of Transportation *Town Road Improvement Program* and the *Local Bridge Assistance Program*.
7. The enjoyment of the Town's rural atmosphere will be enhanced by the Town's participation in the Department of Natural Resources (DNR)'s Glacial Heritage Area project.
8. The Town of Concord will have in place a Natural Hazard Mitigation Plan.
9. Groundwater supply needs and concerns will be evaluated.

9.B. Strategies

Strategies to Resolve Potential Conflicts with the City of Oconomowoc

1. **Extraterritorial Plat Review:** The Town of Concord will approach the City of Oconomowoc and the City of Oconomowoc Plan Commission with the goal of developing a set of guidelines that are mutually acceptable to the City of Oconomowoc, the Town of Concord, and Jefferson County as to what types of land divisions and development will be allowed in the area of the Town in which the City of Oconomowoc exercises extraterritorial plat review (*see map 3, Appendix A*).

At the very least, the Town could request written guidelines as to what the City of Oconomowoc would approve or deny in that area. This could serve to expedite future requests for plat review and decrease frustration on the part of landowners.

2. **Boundary Agreement:** The Town of Concord may pursue the establishment of a boundary agreement with the City of Oconomowoc, which would guide future development, plat review, and annexations in the event that state law would change to allow such annexations.

Strategies to Resolve Potential Conflicts with the Village of Sullivan

3. **Extraterritorial Plat Review:** The Town of Concord will approach the Village of Sullivan and the Village of Sullivan Plan Commission with the goal of developing a set of guidelines that are mutually acceptable to the Village of Sullivan, the Town of Concord, and Jefferson County as to what types of land divisions and development will be allowed in the area of the Town in which the village exercises extraterritorial plat review (*see map 3, Appendix A*).

As above, at the very least, a unilateral set of guidelines generated by the Village of Sullivan as to what they would approve or deny in that area would be helpful.

4. **Boundary Agreement:** The Town of Concord may pursue the establishment of a boundary agreement with the Village of Sullivan, which would guide future development, plat review, and annexations in the event that a change to the County Land Use Plan would allow such annexations.

Strategies to Resolve Potential Conflicts with the Village of Dousman

5. The Town of Concord should consider establishing a written agreement with the Village of Dousman in regards to limiting future extension of Dousman's public sanitary sewer service into the southwest corner of the Town. While the Village of Dousman does not directly abut the Town of Concord, it does have a wastewater treatment facility and could extend sanitary sewer service through the Town of Summit and into the Town of Concord in the future.

Strategies to Resolve Potential Conflicts with the Towns of Summit, Ixonia, and Farmington

6. **Boundary Agreements:** The Town of Concord will approach the Towns of Summit, Ixonia, and Farmington with the goal of establishing boundary agreements including mutually acceptable guidelines for development and potential annexation in areas in which these towns would exercise extraterritorial plat review if and when they reach village status. This is particularly important with the Town of Summit, which may pursue village status in the near future.

Other Strategies the Town May Consider to Resolve Potential Conflicts with Neighboring Communities

7. **Boundary Agreements:** Regarding the potential boundary and annexation issues with neighboring communities, one regulatory route the Town of Concord might investigate is establishing cooperative boundary agreements under Section 66.0307. Such an agreement is a formal contract between municipalities and towns to set ultimate boundaries. It may contain other provisions relating to joint land use planning, zoning, the provision of shared municipal services, road maintenance, easements, and revenue sharing. A 66.0307

cooperative boundary agreement can last up to 20 years or more. New town, city, or village administrations cannot unilaterally dissolve or amend it without the consent of all the governments involved. Once a 66.0307 cooperative boundary agreement is in place, annexations can occur only as specified by the terms of the agreement. It is important to note, however, that a 66.0307 cooperative boundary agreement is rather complex. The agreement must specify the following: current land use, agreement duration, proposed boundary changes, conditions that may trigger future boundary changes, and a land use plan for the affected area with attention to public improvements and how public services will be provided to the affected area. In addition, the agreement must include proof of consistency with existing plans and ordinances and a rather detailed analysis of its environmental, economic, and social impacts.

8. **Conservation Easements:** The Town may also consider working with the various land trusts that function in this area to preserve agricultural lands. Landowners can **voluntarily** sell or donate land and/or conservation easements to the land trust and receive compensation in some form. Compensation may be in the form of cash for the sale of their land or conservation easement, or, in the case of donated land or conservation easements, a tax deduction is given for the value of the donation, to the extent allowed by law. The purpose here would be three-fold: **(1)** to work with these land trusts to preserve the rural character of the Town by decreasing development, **(2)** to preserve agricultural lands, **(3) to use conservation easements strategically as a buffer to development in neighboring communities and to make land in areas open to annexation less desirable for such a purpose.** The Town may want to undertake an effort to educate the public (especially those along borders at risk for annexation) about these land trusts. Education could take the form of mailings and/or informational meetings where members of area land trusts could be invited to speak to the citizens of the Town. Some area trusts include the **Natural Heritage Land Trust, Land Trust Network of Jefferson County, and Drumlin Area Land Trust** (see section C, Appendix B for contact information).

Strategies for Continuation of Current Cooperation and Agreements with Other Governmental Units

9. The Town of Concord will continue to work with Jefferson County to review zoning and land division requests in accordance with the *Jefferson County Zoning Ordinance*¹ and the *Jefferson County Agricultural Preservation and Land Use Plan*.²
10. The Town of Concord will continue to work with Jefferson County to ensure a preservation of agricultural land within the Town.
11. The Town may want to evaluate and quantify the current level of police protection and police presence within the Town with the objective of making a determination as to the adequacy of the services provided.
12. The Town will reevaluate fire and ambulance services as contracts expire to ensure the best protection to the Town citizens and to ensure these services are provided at a reasonable and competitive cost to the Town.

¹ *Jefferson County Zoning Ordinance No. 11* (Jefferson County, Effective January 15, 1975, Last Amended September 11, 2006).

² *Jefferson County Agricultural Preservation and Land Use Plan* (Jefferson County, October 1999).

13. The Town of Concord will continue to cooperate with public, private, and home schools in providing educational opportunities when appropriate. This could include encouraging use or rental of Town facilities by schools or home school groups to aid in providing learning opportunities or school sports-related activities.
14. The Town will pursue written agreements with each community involved in a shared road maintenance effort. This would help to establish continuity as members of governing bodies change. These need not be legally binding documents but should at least serve to set down in writing the current verbal agreements (*see 9.D. Town Road Maintenance for a list of current verbal agreements*).
15. The Town will regularly reevaluate its alternatives for snow-plowing services as contracts expire to ensure that the services are both adequate and cost-effective for the Town.
16. The Town will continue to participate in the *Local Bridge Assistance Program* to ensure safe bridges and cost-effective bridge maintenance.
17. The Town will continue to participate in the *Town Road Improvement Program* when appropriate to ensure safe, cost-effective repair of town roads.
18. The Town of Concord will continue to participate in the DNR's Glacial Heritage Area (GHA) project. The Town may consider appointing a citizen liaison to collect input from the Town, attend the planning meetings, and keep the Town informed as to the status of the project. The Town may also undertake to inform residents about the project either through information given at Town meetings or information included in mailings or in the annual Town newsletter (*see 9.D. Cooperation with the DNR for more information*).
19. The Town of Concord will continue to use the services of the UW Extension when appropriate.
20. The Town of Concord will continue to support and work with the UW Extension and the Rock River Coalition to determine the existence and extent of water quality and supply problems and to educate the public on these issues.
21. The Town of Concord will continue to work with Jefferson County to develop a *Natural Hazard Mitigation Plan*.
22. The Town of Concord will work with the Jefferson County Historic Sites Preservation Commission and the local Concord Historical Society on historic preservation issues.

9.C. Potential Conflicts with Neighboring Communities or Other Governmental Units

Potential Conflicts with the City of Oconomowoc

- The City of Oconomowoc currently exercises extraterritorial plat review in the northeast portion of the Town of Concord (*see map 3, Appendix A*). While the city cannot impose any unwanted development in that area of the Town, they can deny plats that have gained approval of the Town of Concord and Jefferson County. The purpose of this would be to refuse any development of this area that would not be in keeping with the overall development plan for the City of Oconomowoc were they to annex this area in the future.

- Because of the status of the Town of Concord as a town, there is a concern that the City of Oconomowoc may choose to annex land from the Town against the Town's wishes. Current state law prohibits the annexation of land across county lines, but future changes in state law may allow such annexations.

Potential Conflicts with the Village of Sullivan

- The Village of Sullivan currently exercises extraterritorial plat review in the southern portion of the Town of Concord (*see map 3, Appendix A*). While the village cannot impose any unwanted development in that area of the Town, they can deny plats that have gained approval of the Town of Concord and Jefferson County. The purpose of this would be to refuse any development of this area that would not be in keeping with the overall development plan for the Village of Sullivan were they to annex this area in the future.
- Because of the status of the Town of Concord as a town, there is a concern that the Village of Sullivan may choose to annex land from the Town against the Town's wishes. Currently, under the *Jefferson County Agricultural Preservation and Land Use Plan*,³ a city or village may only annex town land that lies in an *urban service area* as designated in the County Plan. To date, the 27 acres of land in the Town of Concord that were within the Village of Sullivan's designated urban service area have already been annexed (*see map 3, Appendix A*). However, a future change to the County Land Use Plan may increase the village's urban service area and make additional land in the Town of Concord available for annexation.

Potential Conflicts with the Town of Summit

The Town of Summit currently has the same status as the Town of Concord; however, they may pursue village status in the near future. This would create a situation similar to that with the City of Oconomowoc. With village status, Summit would exercise extraterritorial plat review extending into the eastern portion of the Town of Concord. There would also be a concern that the village would choose to annex land from the Town in the event that state law would change and allow annexation across county lines.

Potential Conflicts with the Village of Dousman

The Village of Dousman does not directly abut the Town of Concord, but it does have a wastewater treatment facility and could extend sanitary sewer service through the Town of Summit and into the Town of Concord in the future. Establishment within the Town of an area served by public utilities would be contrary to the intent of this plan as such an area could be a nucleus for more dense development.

³ *Jefferson County Agricultural Preservation and Land Use Plan* (Jefferson County, October 1999), pp. 173–174.

9.D. Current Cooperation and Agreements with Other Governmental Units

Zoning, Land Division, and Plat Review

- Zoning, land division, and land use in the Town of Concord are currently controlled by the *Jefferson County Zoning Ordinance*⁴ and must comply with the goals set forth in the *Jefferson County Agricultural Preservation and Land Use Plan*.⁵ The County does seek town approval for any zoning changes, plat reviews, or land divisions prior to giving county approval to such requests.
- The Village of Sullivan exercises extraterritorial plat review within a 1.5-mile radius of the Village perimeter. This includes an area along the southern border of the Town of Concord (*see map 3, Appendix A*). All requests involving zoning changes, land divisions, and plat review in this area are reviewed by the Village of Sullivan as well as the Town of Concord and Jefferson County. The Village has the right to deny these requests.
- The City of Oconomowoc exercises extraterritorial plat review within a 3-mile radius of the perimeter of the City. This includes an area in the northeast portion of the Town of Concord (*see map 3, Appendix A*). All requests involving zoning changes, land divisions, and plat review in this area are reviewed by the City of Oconomowoc as well as the Town of Concord and Jefferson County. The City has the right to deny these requests.

Protection of Persons and Property

- **Police Protection:** Police protection for citizens in the Town of Concord comes from the Jefferson County Sheriff's Department and the State Patrol. A Jefferson County Sheriff's deputy regularly attends the monthly Town Board meeting to talk to citizens and to note any complaints or areas of concern that citizens may have in regards to law enforcement within the Town.
- **Fire and EMS Services:** Fire and rescue and EMS services for the Town of Concord are currently being met through intergovernmental agreements with the Towns of Sullivan and Ixonia and with the Village of Johnson Creek. The Town maintains annual contracts with these communities for service coverage in different areas of the Town (*see map 5, Appendix A*).

Town Road Maintenance

- **Agreements with Neighboring Communities:** A number of agreements exist between the Town of Concord and neighboring communities for the purpose of maintaining roads that form common borders between Concord and neighboring communities or that traverse both communities. To date these agreements are verbal understandings and there are no formal contracts. These agreements are as follows:
 - Agreements with the **Town of Summit:** The border between the Town of Concord and the Town of Summit is down the middle of Morgan Road. Currently, the Town of

⁴ *Jefferson County Zoning Ordinance No. 11* (Jefferson County, Effective January 15, 1975, Last Amended September 11, 2006).

⁵ *Jefferson County Agricultural Preservation and Land Use Plan* (Jefferson County, October 1999).

Summit does the plowing of this road in the winter, and the Town of Concord is responsible for mowing the shoulders in the summer.

- **Agreements with the Town of Sullivan:** The Town of Sullivan plows Pioneer Drive, Trail Drive, and Indian Point Road in the winter. The Town of Concord is responsible for mowing the shoulders of these roads in the summer.
- **Agreements with the Town of Farmington:** Stonewood Drive is on the border between the Town of Farmington and the Town of Concord. Currently, Farmington plows this road in winter, and Concord mows the shoulders in the summer.
- **Agreements with the Town of Ixonia:** North Side Drive forms the border between the Town of Concord and the Town of Ixonia. Currently, Ixonia plows this road in winter, and Concord mows the shoulders in the summer.
- **County Road Maintenance:** Jefferson County is responsible for all maintenance and plowing of the county roads that run through the Town of Concord. These include: CTH B, CTH F, CTH P, and CTH E.
- **Snow Plowing:** Prior to the winter of 2007–2008, the Town of Concord used its own vehicles and employees to maintain and plow the Town roads in winter. The Town entered into a contract with Jefferson County for the winters of 2007–2008 and 2008–2009 for snow plowing. In conjunction with this, the Town used its own employees and plows to assist the County as needed. This was a contract for the 2007–2008 and 2008–2009 winter seasons only and will need to be reevaluated for future years.
- **Cooperation with Wisconsin Department of Transportation (DOT):** The Town of Concord has worked with the Wisconsin DOT to maintain bridges in the Town through the *Local Bridge Improvement Assistance Program*. Through this program, the Town can rehabilitate and/or replace, on a cost-shared basis, bridges within the Town that are structurally deficient. Currently, the Town is planning for the future replacement of the River Drive bridge with costs shared through this program. The Wisconsin DOT also provides funds for repair of seriously deteriorating town roads through the *Town Road Improvement Program* (a division of its *Local Road Improvement Program*).

Schools

- There are currently no schools, either public or private, located within the Town of Concord. The Town of Concord Community Center was for many years a school in the Watertown School District, and the building and property were purchased by the Town in spring of 2004 after the district had closed the school.
- **Public Schools:** Public school students in the Town of Concord currently attend school in four districts: Jefferson, Watertown, Johnson Creek, and Oconomowoc (*see map 15, Appendix A*). Students may apply to attend a public school outside of their district through open enrollment. Many students are bused to school from outlying areas.



- **Private Schools:** There are many students who attend private schools in neighboring communities. Busing is available to these students in some cases.
- **Home Schools:** There are a number of students in the Town who are home schooled. Currently, a home school group uses the Concord Community Center for a basketball program for members of its group.

Miscellaneous Services Shared with Neighboring Communities or Governmental Units

- The Town of Concord currently collects property taxes from all properties in the township and then disperses funds to the appropriate school districts, Madison Area Technical College, and Jefferson County as allocated.
- The Town of Concord currently contracts for the services of a building inspector and assessor independent of neighboring communities although the services of these individuals may also be used by other communities.

Cooperation with the Department of Natural Resources (DNR)

The Wisconsin DNR is embarking on an evaluation of a proposed project known as the Glacial Heritage Area (GHA). The GHA project, centered primarily in western Jefferson County, proposes to establish a coordinated network – in a “strings and pearls” layout – of conservation lands and recreation trails and facilities (*see maps 16 and 17, Appendix A*). The project coordinators have asked the Town of Concord if it would be interested in participating in this project, and the Town has indicated that it would be interested. All meetings are open to the public, and the DNR is encouraging participation by concerned individuals, landowners, conservation groups, recreation users, commercial interests, elected officials, government agencies, and others. Interested parties can find information regarding the public meetings on the website <http://dnr.wisconsin.gov/org/land/facilities/glacial/index.html> or can be added to an e-mail list by e-mailing Glacial.Heritage@wisconsin.gov.

Miscellaneous Services Shared with Jefferson County

- **Elections:** The Town of Concord currently works with Jefferson County and the State of Wisconsin on local, state, and national elections. The Town uses its own employees and follows state guidelines in participating in the election process.
- **University of Wisconsin (UW) Extension:** UW Extension services and expertise are used extensively by the Town government and Town individuals.
 - Farmers within the Town have access to a wealth of information and education.
 - The Town has used the services of Professor Steve Grabow, Community Development Educator, extensively for guidance in developing a Comprehensive Plan. Steve has conducted a number of visioning sessions with the citizens of Concord and has provided valuable information in regard to the Comprehensive Planning process.
 - The Town has worked with the UW Extension and the **Rock River Coalition** to provide information and education to the Town citizens as to potential water quality and supply problems in the Rock River Basin. The Town has participated in the Rock

River Coalition program to formulate a **GFLOW model** to help identify current or potential water supply and quality problems.

- **Parks:** Joy Park located on CTH F, 1 mile north of I-94, is the only county park located in the Town of Concord. Maintenance of the park is the sole responsibility of the County.
- **Health:** Jefferson County Health Department offers a multitude of services and educational opportunities that are available to Town residents. These include **clinics** for immunizations, flu shots, well-child check-ups, and health education; an in-home **Personal Care Program** for the elderly, the disabled, or children with special needs; a **Public Health Program** with a variety of services offered; and a **Home Health Program**.
- **Countryside Nursing Home:** This is a skilled nursing care facility run by Jefferson County for persons in need of rehabilitation, short-term, long-term, or terminal care.
- **Disaster relief planning:** Jefferson County has initiated a project to prepare a *Natural Hazard Mitigation Plan* for the County along with the towns, cities, and villages. The Town of Concord is participating in the development of this plan.
- **Jefferson County Historic Sites Preservation Commission:** Jefferson County has recently established a commission to protect and enhance county historical and cultural resources.

Garbage Collection

See the Utilities and Community Facilities Element.

Chapter 10: Land Use Element

Credit to Larry Oliverson and Dale Konle, who originally drafted and presented this element.



10.A. Vision Statements

1. The official guide for land use planning in the Town of Concord will be the *Town of Concord Comprehensive Land Use Plan*.
2. The Town will have a comprehensive plan that provides a distribution of various land uses both now and in the future that protects the Town's natural resources, especially prime agricultural soils, wetlands, floodplains, upland woods, wildlife habitats, state-designated natural areas, rivers, and surface waters.
3. The Town's current infrastructure capacity, including road, fire, emergency services, and other public services and facilities, will be adequate to serve development through the life of this plan.
4. The rates of commercial and residential development in the Town will remain at or below the levels the Town has experienced in the last 10–15 years.
5. The rural character of the Town and the quality of life enjoyed by the current residents of the Town will not be compromised by excessive new residential or commercial development.
6. The primary land uses in the Town of Concord will remain as agriculture, open space, and natural environmental features.
7. Agricultural land use will not be compromised by establishment of land uses that are incompatible with farming.
8. The Town will support stringent requirements for CAFOs (Concentrated Animal Feeding Operations) and any other livestock facility that may have adverse environmental effects.
9. All new non-residential development will be limited to the hamlet area.
10. The existing rural hamlet as defined by the 1999 *Jefferson County Agricultural Preservation and Land Use Plan* will remain as it is, and no new hamlets will be created.

10.B. Strategies

1. As stated in “Chapter 5: Agricultural Element,” the Town will limit the maximum number of lot splits in the A-1 zoning district. Procedures to be followed to implement this strategy are outlined in “Chapter 11: Implementation Element” (*see Appendix B for current A-1, A-2, and A-3 land use policies from the Jefferson County Agricultural Preservation and Land Use Plan, October 1999*).
2. Densities of new development and redevelopment within the hamlet and the scattered lot splits will not exceed the ability for that use to properly provide for a private on-site wastewater treatment system.
3. Higher densities of all new development and redevelopment within the Town are not possible due to the lack of public sanitary sewer service. For that reason, multifamily residential and other alternative residential housing styles, such as senior housing, will not be allowed.
4. Residential densities should remain highest in Spacious Acres and the previously developed subdivisions in the Town. In no case should lots be less than one acre.
5. The Town will encourage the primary land uses of agriculture, open space, and natural environmental features.
6. The Town will continue working with Jefferson County and other agencies and groups to create efficient and effective farmland preservation programs (*see Chapter 5: Agricultural Resources Element for further discussion and information on this issue*).
7. Concord will work with the Jefferson County Farmland Conservation Easement Commission concerning the purchase of conservation easements. The Town may also work directly with area land trusts to educate citizens regarding the voluntary sale or donation of conservation easements to such trusts (*see 5.E. Conservation Programs for more information*).
8. The Town will seek to educate farmers regarding the benefits of participation in the **Wisconsin Farmland Preservation Program** and encourage their participation in the program.
9. Establishment of land uses that are incompatible with farming will not be allowed in areas where such uses may reasonably be expected to have a negative impact on the continuation of farming.
10. The Town Board will investigate any application for a CAFO to ensure that the proposed facility meets all the requirements set forth in Wisconsin's livestock facility siting law as interpreted by ATCP 51.¹ It will also investigate *any* livestock facility that may have adverse environmental effects. The Town Board maintains the right to impose further regulations regarding any adverse environmental concerns associated with these operations including but not limited to: ground water pollution, water quality, air pollution, dust, traffic, noise, odor, and lighting.
11. Rural development, including farming, raising of livestock and exotics, and rural residential development, will not be allowed in areas with soils classified by Jefferson County as unsuitable for development because of their permeability, slope, or drainage patterns.

¹ Wisconsin Department of Agriculture, Trade and Consumer Protection, administrative rules, chapter 51.

12. The Town will preserve floodplains, stream channels, surface waters, woodlands, and wetlands. Development, dredging, or filling that would either raise the base flood elevation, produce flood damage, or alter the ecological integrity of those natural resources will be prohibited to ensure the environmental benefits of these significant natural resources are preserved into the future.
13. The Town of Concord is in agreement with the A-2 District policies from the *Jefferson County Agricultural Preservation and Land Use Plan*,² and they are hereby incorporated as part of the overall policy framework in the Town of Concord Comprehensive Plan (see Appendix B for current A-1, A-2, and A-3 land use policies from the *Jefferson County Agricultural Preservation and Land Use Plan*).
14. The Town will oppose the expansion of the current rural hamlet area as defined by the 1999 *Jefferson County Agricultural Preservation and Land Use Plan*. The Town will also oppose the creation of additional rural hamlet areas and additional rural subdivisions within the Town.

10.C. Issues

Agricultural Success

The success of the agricultural industry so integral to the economy of the Town is dependent on many factors. One significant factor is the properties of the soils and their ability to support crops planted in successive years. A second factor is profitability. Another factor is the presence of a large non-agricultural population that may interfere with farming practices, although maintaining a small non-agricultural population is also important.

Preservation of Agricultural Land

Despite the robust state of Concord's farm economy and the predominance of agricultural land uses in the Town, residents remain concerned about the potential loss of farmland through conversion and development for other uses. As discussed in "Chapter 5: Agricultural Resources Element," possible ways to address this issue are through the donation or sale of conservation easements and the promotion of the Farmland Preservation Program.

Donation or sale of conservation easements to land trusts would allow farmland to be preserved in perpetuity for agricultural use. Preserving working farms is a guideline that the trusts follow in their efforts to purchase land or conservation easements. Another potential use of conservation easements would be to prevent annexation.

A significant portion of the farmers in Concord utilize the Farmland Preservation Program. In 2005 more than 30 percent of the acreage able to be placed into the Farmland Preservation Program in the Town of Concord was included in the program, which comprised more than 6,000 acres county wide. Through promoting the Farmland Preservation Program, additional acreage could become protected to ensure that incompatible uses are not located adjacent to productive farmland. This would ensure that productive farmlands are preserved and would protect the rural character desired by the residents of the Town.

² *Jefferson County Agricultural Preservation and Land Use Plan* (Jefferson County, October 1999), pp. 91–92.

Lot Splits in the A-1 and A-3 Districts

(See Appendix B for current A-1, A-2, and A-3 land use policies from the 1999 Jefferson County Agricultural Preservation and Land Use Plan.)

The major concern at the time of this writing is the potential impact of lot splits permitted in the A-1 zoning district on the land use patterns, traffic flow, and rural character of the community. The *Jefferson County Agricultural Preservation and Land Use Plan*³ provides for a maximum of 521 additional lot splits for new housing units.⁴ Assuming 2.67 persons per household, an exercising of all available lot splits could result in as many as 1,391 additional residents. This could increase the population from its year 2000 level of 2,023, to 3,414 and would irrevocably alter the rural character that residents cherish. Although there is no policy currently in place to either limit or regulate the rate of development on these available splits, under Jefferson County zoning Concord is allowed to further reduce lot splits to address this problem. A citizen questionnaire conducted in November 2008 indicated that of 255 respondents, 138 (54.7%) supported limiting lot splits, and 113 (45.3%) did not support limiting lot splits.

A-2 Agricultural Business District Policies

(See Appendix B for current A-1, A-2, and A-3 land use policies from the Jefferson County Agricultural Preservation and Land Use Plan.)

A small portion of the land in the Town of Concord is zoned A-2 Agricultural Business District under the Jefferson County Zoning Ordinance.⁵ This district provides for agricultural businesses that are related to the sustainability and productivity of agriculture in Jefferson County. The only residential use permitted in the A-2 District is “farm labor housing,” which is to be occupied exclusively by employees or families of employees on farms in Jefferson County. Jefferson County has set forth detailed policies regarding the A-2 District in the *Jefferson County Agricultural Preservation and Land Use Plan*.⁶ One of these policies states that all uses in the A-2 District should be considered conditional uses and should require a conditional use permit. A second policy is that all non-agricultural structures in the A-2 District should be subject to site plan review to evaluate the proposed building and driveway locations with respect to impact on prime farmland.

Criteria for evaluating proposals for rezoning land from A-1 Exclusive Agricultural to A-2 Agricultural Business are also included in the County Plan. One of these criteria is that access to the land proposed for rezoning from A-1 to A-2 should be either from a public road or from a new private access drive that does not divide an existing field. The Town of Concord is in agreement with these A-2 District policies from the *Jefferson County Agricultural Preservation and Land Use Plan*, and they are hereby incorporated as part of the overall policy framework in the Town of Concord Comprehensive Plan.

³ *Jefferson County Agricultural Preservation and Land Use Plan* (Jefferson County, October 1999), pp. 88–91.

⁴ Information from the Jefferson County Zoning Office 11-21-2006 (see Appendix B).

⁵ *Jefferson County Zoning Ordinance No. 11* (Jefferson County Effective January 15, 1975, Last Amended September 11, 2006), pp. 20–21.

⁶ *Jefferson County Agricultural Preservation and Land Use Plan* (Jefferson County, October 1999), pp. 91–92.

10.D. Existing Land Use

Table 10-1: Table of the Existing Land Uses in the Town of Concord

Land Use Category	Area in Acres	Percent of Land Area
Agricultural	11,899	51.2%
Open Uncultivated Land	1,826	7.9%
Residential	1,022	4.4%
Commercial	13	Less than one percent
Industrial	12	Less than one percent
Extractive/Mining	6	Less than one percent
Public	31	Less than one percent
Utilities and Communication	2	Less than one percent
Recreational	48	Less than one percent
Wetlands	5,859	25.2%
Woodlands	1,221	5.3%
Landfill/Dump	28	Less than one percent
Surface Water	389	1.7%
Right of Ways	895	3.8%
Grand Totals	23,251	100%

Source: Jefferson County 2002

The Town of Concord is a community based on agricultural land uses, open spaces, and acres of environmental features requiring preservation. Table 10-1 above provides a breakdown of the existing land uses in the Town of Concord, including acreage and percentage of the Town in each land use category. Map 18 in Appendix A provides a map of the Town and its current land uses. This provides a good spatial orientation as to the location of these different uses. The existing land uses have been grouped into categories that include agricultural, residential, commercial, industrial, public, and recreational. Environmentally sensitive areas such as wetlands, woodlands, and surface water are also included on the map.

Agricultural and Open Land

Agricultural lands account for over 59 percent of the land area in the Town of Concord, while forests and wetlands comprise over 30 percent. Many of the wetland areas are associated with, or connected to, the lowland floodplains of the Oconomowoc River. Agricultural uses including row crops, forage, and grassland make up the majority of land uses in the Town. These three categories cover the entire range of crop, dairy, livestock, and exotic farming activities. For purposes of this analysis, the farmhouses, residential yards, and accessory residential structures on the farms were considered to be part of the total acreage of row croplands, forage lands, and grassland. Soils have been separated into prime and non-prime by using different classes and characteristics of soils as identified by the Natural Resources Conservation Service. Concord is rich in prime agricultural soils (*see map 14, Appendix A*).

Commercial, Industrial, Extractive, Public, Recreational, and Residential

The least intensive land uses, in terms of acreage, are commercial, industrial, extractive, public, and recreational uses, each of which amounts to less than 1 percent of the land area. This is to be expected in a rural, agriculturally based town. The hamlet at the intersection of Concord Center

Drive, CTH E, and CTH B is 120 acres in size. Currently approximately 33 percent of the acreage in the hamlet is developed with the following land uses: residential (36 acres), commercial (1.5 acres), industrial (1 acre), and public institutional (1.1 acres). The remaining 80 acres is currently in agricultural use or is open uncultivated land and has the potential to be rezoned and developed for residential or commercial land uses.

Residential use covers only 4.4 percent of the Town's land area, according to Jefferson County data. A large portion of the residential land use in the Town is located in rural residential subdivisions and the Spacious Acres mobile home park. Scattered large lot and farm homes make up the remaining residential acreage (*see map 18, Appendix A*).

Environmental Corridors and Floodplains

Environmentally significant features found within the Town include wetlands, woodlands, and steep slopes. Together, the wetlands and woodlands impart many benefits for the natural environment and the residents of the Town. These environmentally significant features have been classified as environmental corridors (*see map 8, Appendix A*). The environmental corridor areas contribute significantly to the rural atmosphere that most area residents desire. The corridors provide natural habitat for wildlife, preserve the purity of our drinking water, and serve to maintain integral portions of our ecosystem.

Due to the negative impacts that occur with significant flooding, land areas that typically flood during the 100-year rain event are identified as lands within the 100-year floodplain (*see map 7, Appendix A*). The lands within the floodplain should be protected from future development to limit flood damage to houses and structures. Many farmers depend on the crop yield from their land that is within the floodplains, and they understand the potential impact of the large storms on their crop yield in these areas.

10.E. Land Use Trends

Consistent with the relatively slow growth in the Town of Concord's population over the last 20 years, there has been little change in the overall land use pattern. A cluster of business uses and activities has remained in the hamlet and along Concord Center Drive with the exception of established home occupations that are located throughout the Town. The highest residential densities remain confined to the area near the hamlet; in the Ruders, Union Hill, and Golden Lake Park View Subdivisions in the southeastern corner of the Town; and in a mobile home park located in the southern part of the Town. The residential growth has primarily taken the form of single-family, one- or two-story houses with attached garages located throughout the Town along existing roadways. The majority of the lots for the new residential uses were created from land formerly zoned as agricultural land, following the allowable agricultural land division policies of Jefferson County.

Agricultural Trends

As noted in “Chapter 5: Agricultural Resources Element,” approximately 90 percent of the entire Town consisted of agricultural land and open land in 1996. Currently 51.2 percent of the land uses within the Town are directly related to agriculture, and 38.4 percent is open land, for a decrease of 0.4 percent or 93 acres. Despite the loss of 93 acres of farmland and open space since 1996, the core agricultural uses remain very strong in Concord.

Public, Commercial, and Residential Trends

Public and institutional uses in the Town of Concord include the old Town Hall, Community Center, Town Garage, salt shed, and the churches, parks, and cemeteries. These serve the community in a variety of ways. The old Town Hall is used by the Concord Historical Society. The Concord Community Center is the location of Town meetings and has many other community uses including rental options.

Commercial enterprises in Concord are limited, small in scale, and locally owned. As noted in “Chapter 8: Economic Development Element,” commercial and business activities consist of an inn, a general store, a tavern, automotive repair shops, towing, HVAC, and a good variety of other small-scale, locally owned operations. This is not unusual in a predominantly rural community that lacks public sewer and water. It is anticipated that future commercial development will be minimal and small in scale and will continue to be located in the hamlet adjacent to properties currently utilized for business purposes.

Concord plans to remain without public sanitary sewer service and without public water. Future changes in land use patterns will be directed by the *Town of Concord Comprehensive Land Use Plan* and the *Jefferson County Zoning Ordinance*. Under the County Zoning Ordinance, the Community District permits a mix of residential, commercial, industrial, and institutional uses and has appropriately been designated as the future land use for the hamlet. As noted in “Chapter 8: Economic Development Element,” the Town of Concord will develop a revised list of conditional uses for the Community zoning district in conjunction with the development of a land use plan for the rural hamlet area.

Much of the surrounding farmland is zoned A-1, which permits a certain number of lot splits for residential development based on prime or non-prime soils and road access. Factors such as road improvements and road extensions also affect the location of growth.

10.G. Year 2025 Population Projections and Future Land Use

Population Projections

As noted in “Chapter 1: Issues and Opportunities Element,” the population in Concord increased from 1,884 in the year 1990 to 2,023 in the year 2000. This represents an increase of 139 residents for a population growth of 7.4 percent over 10 years. Six separate population projections are identified that project population growth in the Town for the 25-year period from 2000 to 2025. These projections are summarized in Table 10-2 on the following page.

- **Projections one and two** are based on the overall expected growth of the County by the Wisconsin Department of Administration⁷ (see section F, Appendix B). These projections anticipate a population for the Town of 2,227 by 2020 and of 2,280 by 2025. This predicts a growth rate that is slower than what the Town has experienced since 1990.
- **Projections three and four** are based on projections found in the 1999 *Jefferson County Agricultural Preservation and Land Use Plan*.⁸ The County’s “mid-range projection” anticipates a population for the Town of 2,463 by 2020. The County’s “accelerated growth projection” is based on a continuation of the annual growth rate from 1990 to 1997 and anticipates a population for the Town of 2,513 by 2020.
- **Projection five** is based on the assumption that the number of lot splits in Concord will continue at the pace of eight splits per year, which has been the rate since 2000. Using this model the Town will experience an increase of 513 residents for a total population of 2,536 by 2025 assuming that a home is constructed on each of the lots and an average household size of 2.67.
- **Projection six** takes into account that the 1999 *Jefferson County Agricultural Preservation and Land Use Plan* provides for a maximum of 521 lot splits for new housing units (see section G, Appendix B). Assuming 2.67 persons per household, an exercising of all available lot splits could result in as many as 1,391 additional residents. This could increase the population from its level of 2,023 in the year 2000 to 3,414 and would irrevocably alter the rural character that residents cherish. There is no policy currently in place to either limit or regulate the pace of development on these available splits.

Table 10-2: Residential and Population Growth Projections to 2025*All calculations are based on an average household size of 2.67*

	(1) WDOA population projections to 2020	(2) WDOA population projections to 2025	(3) Jefferson County mid-range projections to 2020	(4) Jefferson County accelerated projections to 2020	(5) 8 lot splits per year – projections to 2025	(6) All potential agricultural lot splits exercised by 2025
Projected population	2,227	2,280	2,463	2,513	2,536	3,414
Population increase from 2000	204	257	440	490	513	1391
Projected number of new homes	76	96	165	184	193	521
Overall % population growth	10%	13%	22%	24%	25%	69%

⁷ *Final Population Projections for Wisconsin Municipalities: 2000-2025* (Wisconsin Department of Administration, November 25, 2003).

⁸ *Jefferson County Agricultural Preservation and Land Use Plan* (Jefferson County, October 1999), p. 43.

Projected growth rate % per year	0.5%	0.5%	1.1%	1.2%	1.0%	2.8%
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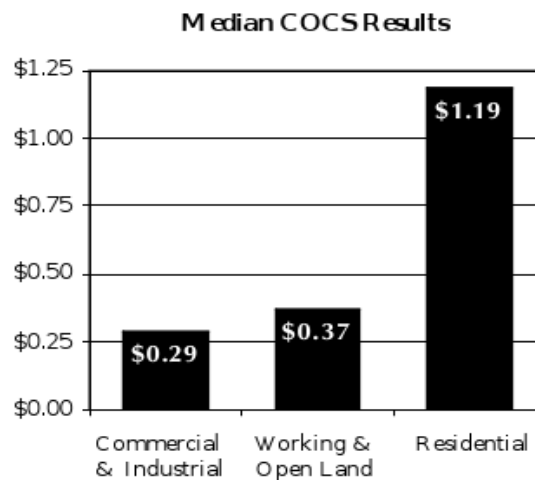
The summary of residential and population growth projections presents information for the Town to consider when implementing this Plan to achieve the goals as stated in this chapter.

Future Land Use

The Community Survey conducted in 1996 in the Town of Concord for the Jefferson 2020 Vision Plan indicated a strong preference to preserve the rural and agricultural character of the countryside. This opinion was reinforced by the 2003 survey conducted by the Town of Concord Park and Plan Commission and by citizen input elicited through the visioning sessions held in 2006.

Woodlands and wetlands form environmental corridors that also contribute to the rural character. These corridors offer many benefits for the environment and must be preserved from future development to ensure that the benefits are realized and protected in the future.

As discussed earlier in this chapter, the greatest potential impact on land use in the Town of Concord under current County Zoning would occur if all possible A-1 lot splits could be exercised and homes constructed on each of those lots. The result would be the construction of an additional 521 homes and another 1,391 persons. The cost of services for residential housing is greater than what is recovered in tax dollars. Farmland and industrial land uses pay more in taxes than the cost of their services (*see chart below*).



*Median cost per dollar of revenue raised to
provide public services to different land uses.*

Cost of community services study

American Farmland Trust

http://www.farmlandinfo.org/documents/27757/COCS_09-2007.pdf

This cost of services for residential development, along with the strong community desire to remain rural, indicates a need to consider regulatory changes that would minimize the number of allowable lot splits in the A-1 zoning district.

Chapter 11: Implementation Element

Credit to Sally Williams, who originally drafted and presented this element.

11.A. Introduction and Overview

Listed below is the sequence of steps necessary to implement the *Town of Concord Comprehensive Land Use Plan*.

- Adoption of the *Town of Concord Comprehensive Land Use Plan*
- Outline of programs and specific future actions to be completed in order to achieve the visions and to implement and integrate the strategies and recommendations contained in the other ten elements of the *Town of Concord Comprehensive Land Use Plan*
- Establishment of a process for measuring the Town's progress in achieving the objectives of the Comprehensive Plan
- Establishment of a process for updating the Comprehensive Plan

The above steps serve to integrate the visions, strategies, and recommended actions contained in the other ten elements of the Comprehensive Plan in a consistent manner. It is important to remember that integration will be an ongoing process that may take many months and perhaps a few years. As implementation proceeds, conditions may change. Changed conditions may require fine-tuning of the Comprehensive Plan to better integrate the various visions, strategies, and recommended actions in the other ten elements. This, in turn, may necessitate revisions to the implementation process.

11.B. Comprehensive Plan Adoption

A number of steps are necessary per Wisconsin State Statute 66.1001(4) to adopt the Comprehensive Plan. Upon adoption, the Comprehensive Plan becomes an official guide for the use of Town officials, citizens, and landowners as they make decisions concerning the Town's future character and development and its relationships with the surrounding municipalities and Jefferson County.

1. Pursuant to Wis. Stats. 66.1001(4)(a) the Town Board must adopt written procedures designed to foster public participation in the planning process. This step has already been taken. At the beginning of the planning process, the Town Board passed a *Public Participation Plan* at a regular board meeting on February 12, 2007. The text of the *Public Participation Plan* can be found in Appendix C.
2. Pursuant to Wis. Stats. 66.1001(4)(b), the Plan Commission is required to adopt, by majority vote of the entire commission, a resolution that "recommends" adoption of the plan to the Town Board.
3. Once the Plan Commission has recommended the Comprehensive Plan to the Town Board, the board must propose an ordinance to adopt the Plan. As required by Wis. Stats. 66.1001(d), prior to enacting the ordinance, the Town Board must pass a resolution to

hold a public hearing on the Comprehensive Plan and the proposed adoption ordinance. This hearing must be preceded by a class I notice that is published at least 30 days before the hearing is held. At a minimum the notice must contain the following:

- The date, time, and location of the hearing
- A summary of the proposed plan
- The local government staff that can be contacted for additional information
- Where to inspect and how to obtain a copy of the proposed plan before the hearing

Additionally, pursuant to Wis. Stats. 66.1001(4)(e), at least 30 days before the hearing described in par. (d), the Town Board must provide written notice of the hearing to the following: **(1)** any operator who has obtained or applied for a permit under s.295.12(3) (d), **(2)** any person who has registered a marketable non-metallic mineral deposit under s. 295.20, and **(3)** any property owner or leaseholder who has an interest in a property from which non-metallic minerals may be extracted if such person requests in writing that they be provided notice of the hearing in par. (d).

4. After the public hearing has been held, the Town Board must enact, by majority vote, the ordinance adopting the Comprehensive Plan as required by Wis. Stats. 66.1001(4)(c). Copies of the ordinance and adopted plan must then be distributed to the following communities and agencies:
 - The clerks of the Towns of Farmington, Jefferson, Ixonia, Sullivan, and Watertown in Jefferson County and the Towns of Oconomowoc and Summit in Waukesha County
 - The Village of Sullivan
 - The City of Oconomowoc
 - Jefferson County and Waukesha County
 - Wisconsin Department of Administration
 - Local public libraries and school districts (Johnson Creek, Oconomowoc, Watertown, and Jefferson)

11.C. Programs and Specific Actions

In each of the ten previous elements in the Comprehensive Plan, certain strategies were outlined to achieve the stated visions. Some of these strategies do not require specific action by the Plan Commission or Town Board at this time. Those strategies that do require specific action are outlined below. Following each action are the chapter numbers and sections of this plan that may be referenced for further information. Actions are broken into six categories with those categories being listed and detailed below in order of priority. Within each section, an approximate time frame and resource and personnel allocation are proposed. In some cases establishment of special work groups, committees, or citizen liaisons are recommended.

In order to facilitate contact with Town residents regarding updates and amendments to the plan in the future, the Town will develop and maintain a list of mailing addresses of all Concord resid-

ences and non-resident property owners. This list should be kept by the Town Clerk and updated annually when the plan is reviewed.

Zoning Restrictions

Jefferson County has county-wide zoning administered through the County Zoning Office and County Zoning and Planning Committee. It does have a partnership with each of the 16 towns; however, the creation and administration of the County Zoning Ordinance is under the jurisdiction of Jefferson County. Therefore, the towns in Jefferson County are not able to create zoning ordinances. The towns may, however, institute policies which are more restrictive than Jefferson County in regards to zoning.

Upon passage of this plan, the following procedures will be followed to further restrict zoning and land use as permitted by Jefferson County under the 1999 *Jefferson County Agricultural Preservation and Land Use Plan* and the *Jefferson County Zoning Ordinance No. 11*.

1. Within “Chapter 2: Housing Element” and “Chapter 10: Land Use Element” there is a concern about the number of residential lot splits permitted under the Jefferson County Zoning Ordinance in the A-1 zoning district. Based on the results of the *Town of Concord Comprehensive Planning Questionnaire*, the Town will reduce the number of permitted residential lot splits on non-prime land.

The Town will use the procedure established by Jefferson County in the 1999 *Jefferson County Agricultural Preservation and Land Use Plan* pg. 88-94¹ to determine “parent parcels” and the number of potential A-3 building sites available. However, the Town will allow a maximum of only two A-3 lots to be created on a non-prime parcel as opposed to the three-lot maximum allowed by the County. The Town would allow a maximum of 6 total acres to be used for the two A-3 lots with the minimum lot size being one acre. Under this procedure, the Town Plan Commission would grant only two petitions for the creation of A-3 lots from a non-prime parent parcel. It will be the responsibility of the Plan Commission to contact the Jefferson County Zoning Department when a petition to create an A-3 parcel comes before them. If the Jefferson County Zoning Department already has two approved petitions for the creation of A-3 building sites on record for the parcel in question, the Plan Commission will reject the petition to approve a third A-3 building site (*also see sections 2.B., 2.C., 5.B., 10.B., 10.C., and 10.G.*).

2. The Town will develop a land use plan for the current rural hamlet area as required by the 1999 *Jefferson County Agricultural Preservation and Land Use Plan* which states: “Towns with designated rural hamlets should be required to prepare development or land use plans for the designated rural hamlets...”² This plan will include a revised list of conditional uses acceptable in the Community District which is the primary zoning for the rural hamlet area. The Town Board may establish an interim work group or designate the Town Plan Commission to be responsible for the development of a land use plan for the rural hamlet area. Once a plan has been developed, it will be presented to the Town Board for their approval (*also see sections 8.B., 8.C., and 10.E.*).

¹ A copy of these pages is found in Section E, Appendix B,

² *Jefferson County Agricultural Preservation and Land Use Plan* (Jefferson County, October 1999), pp. 99.

Transportation-Related Actions

Actions in this section are again listed in order of priority and will be the direct responsibility of the Town Board. Initial development of a short-term road plan as described in action one should take place prior to the next budget cycle following passage of this plan if at all possible. The Town Board may want to consider establishing a work group to assist in development of the road plan. Action point two should be completed within 12–18 months of passage of this plan. Action points 3 and 4 will necessarily depend on the time frame of the project in question.

1. The Town will develop a reasonable and cost-effective approach to achieve the regular maintenance and resurfacing of Town roads. It would be beneficial, particularly in regards to developing the annual budget, if a short-term plan could be developed each July or August, well before the annual budget is set for the following year. This plan should specify the roads to be maintained or resurfaced in the upcoming budget cycle, the methods to be used, and the anticipated costs. The short-term plan could encompass a 2–3-year time span but should be updated and revised each year in July or August. The anticipated yearly budgetary costs for the road work should include funds being set aside annually for any scheduled high-cost road maintenance projects such as bridge repairs (*also see sections 3.B. and 3.C.*).
2. The Town will pursue written agreements with each community involved in a shared road maintenance effort. This would help to establish continuity as members of governing bodies change. These need not be legally binding documents but should at least serve to set down in writing the current verbal agreements (*also see section 9.B.*).
3. The Town will work with the Wisconsin Department of Transportation (DOT) through the *Local Bridge Assistance Program* to repair the bridge on River Road. The estimated Town portion of the shared costs is about \$85,000. The Town will set aside a portion of this estimated contribution on a yearly basis with a goal of accruing the necessary funds for repair by the year 2012 (*also see section 3.B. and 9.B.*).
4. The Town will work with the Wisconsin DOT under the *Town Road Improvement Program* to develop a shared-cost plan for the reconstruction or resurfacing of North Side Drive (*also see section 3.B. and 9.B.*).
5. The Town will maintain a policy of posting weight limits on the Town roads to prevent the untimely destruction of the roads and to reduce repair costs for the Town (*also see section 3.B.*).

Cooperation with Governmental and Private Land Preservation Agencies

Working with specific agencies to aid in placing farmland into preservation programs or to encourage conservation easements is of utmost importance in preserving farmland and retaining the rural character of the Town. Additionally, strategic conservation easements blocking annexation may give the Town more leverage in the negotiation of boundary agreements with neighboring municipalities.

1. Upon passage of this plan, the Town Board should consider establishing an “Agricultural Preservation Committee.” This committee should work closely with **Jefferson County Farmland Conservation Easement Commission** and would work to accomplish the following actions (*also see sections 5.B, 5.E., 9.B., 10.B., and Appendix B*):

- a) Work with the **Jefferson County Farmland Conservation Easement Commission** to identify and map strategic areas for conservation easements within the Town and to obtain necessary funding.
 - b) The established committee should undertake an effort to educate the public (especially those along borders at risk for annexation) about the role of land trusts. Education could take the form of mailings and/or informational meetings where members of area land trusts could be invited to speak to the citizens of the Town. Some area trusts include the **Natural Heritage Land Trust, Land Trust Network of Jefferson County, and Drumlin Area Land Trust.**
 - c) Seek to educate farmers regarding the benefits of participation in the **Wisconsin Farmland Preservation Program** and encourage their participation in the program.
 - d) **Land Trusts:** Work with the various land trusts that function in this area to preserve agricultural lands. The purpose here would be three-fold:
 - *to work with these land trusts to preserve the rural character of the Town by decreasing development*
 - *to preserve agricultural lands*
 - *to use conservation easements strategically as a buffer to development in neighboring communities and to make land in areas open to annexation less desirable for such a purpose.*
2. The Town of Concord will continue to participate in the Department of Natural Resources' Glacial Heritage Area (GHA) project. The Town may consider appointing a citizen liaison to collect input from the Town, attend the planning meetings, and keep the Town informed as to the status of the project. The Town may also undertake to inform town residents about the project either through information given at Town meetings or information included in mailings or in the annual Town newsletter (*also see sections 9.B. and 9.D.*).
 3. The Town of Concord will continue to work with Jefferson County to develop a *Natural Hazard Mitigation Plan*. The Town Board could appoint a citizen liaison to work with the County on behalf of the Town (*also see section 9.B.*).
 4. The Town of Concord will continue to support and work with the University of Wisconsin Extension and the Rock River Coalition to determine the existence and extent of water quality and supply problems and to educate the public on these issues. The Town Board will determine on a yearly basis if it wishes to continue monetary support of these efforts (*also see sections 4.B., 6.B., and 9.B.*).
 5. The Town will support Town residents' utilization of federal, state, and county programs that provide education on agriculture-related tourism, crop diversification, and carrying out promotional events and will provide information regarding such programs when available. This could include programs that provide education relating to direct farm marketing (and value-added products on a limited scale) (*also see 8.B.*).

Intergovernmental Cooperation for Service Provision

The Town of Concord will continue to work with the surrounding municipalities and Jefferson County to ensure that its citizens receive adequate police protection and fire and emergency medical services (EMS) coverage as well as other shared services. Wis. Stats. Section 66.0305 permits two or more municipalities, including towns, villages, and cities, to enter into agreements to share revenues from taxes and special charges to efficiently and equitably pay for costs of shared services. The Town should explore entering into such agreements if the costs of shared services become prohibitive or inequitably distributed.

Organize and Carry Out Boundary Agreement Discussions

These actions will be carried out by the Town Board assisted by the Plan Commission. Action point number one should be achieved within the first year of this plan. Negotiation of boundary agreements discussed in action points two, three, and four should be carried out under the guidance of an attorney well versed in these types of agreements. The Town may want to identify and map areas targeted for preservation or for conservation easements as discussed above prior to negotiation of these boundary agreements. Therefore, a time frame for these negotiations could be established after work on conservation easements is under way. However, research and a basic outline of what the Town would like to accomplish with these agreements should be begun in the first year.

1. The Town of Concord will approach the City of Oconomowoc and the Village of Sullivan with the goal of developing a set of guidelines that are mutually acceptable to these municipalities, the Town of Concord, and Jefferson County as to what types of land divisions and development will be allowed in the areas of the Town in which these municipalities exercise **extraterritorial plat review**. At the very least, the Town could request written guidelines as to what these municipalities would approve or deny in those areas. This could serve to expedite future requests for plat review and decrease frustration on the part of landowners (*also see section 9.B. and 9.C.*).
2. As noted in “Chapter 9: Intergovernmental Cooperation Element,” the potential for land to be annexed into the neighboring incorporated municipalities from the Town of Concord creates a source of potential intergovernmental conflict. Additionally, there is the potential for land in the Town of Concord to be annexed into other currently unincorporated municipalities if and when these municipalities become incorporated.

Therefore, the Town will begin entering into discussions with the City of Oconomowoc, the Village of Sullivan, and the Town of Summit about potential intergovernmental boundary agreements that would guide future development, plat review, and annexations and set limits for public sewer and water extensions. As noted in Chapter 9, these agreements should follow the requirements of Wis. Stats. 66.0307 for cooperative boundary agreements as they are binding upon subsequent town, city, and village administrations. Section 66.0307 cooperative boundary agreements can be rather complex, as they require intermunicipal land use and infrastructure planning (*also see sections 4.B., 4.C., 9.B., and 9.C.*).

3. In addition to the above-named municipalities, the Town of Concord should consider establishing a written agreement with the Village of Dousman in regards to limiting future extension of Dousman’s public sanitary sewer service into the southwest corner of the Town. While the Village of Dousman does not directly abut the Town of Concord, it does

have a wastewater treatment facility and could extend sanitary sewer service through the Town of Summit and into the Town of Concord in the future (*also see sections 4.B., 4.C., 9.B., and 9.C.*).

4. While less pressing than establishment of boundary agreements with the municipalities named above, the Town of Concord will approach the Towns of Ixonia and Farmington with the goal of establishing boundary agreements as described above with these municipalities (*also see section 9.B.*).

Historic Preservation

The Town Board may ask the Concord Historical Society to serve as the work group to address the following actions. Once the work group is established, a time line should be developed. Any necessary funding could be requested from the Town Board.

1. Encourage the preservation of the Town's older houses and structures in consideration of the role these structures play as part of the character and heritage of the Town of Concord. It would be helpful to identify and map these resources and seek to educate the owners of such resources regarding historic preservation (*also see sections 2.B., 7.B., and 9.B.*).
2. Work with organizations established to aid in historic preservation to maintain and protect historic resources and to educate the public. These resources may include the following: the National Trust for Historic Preservation, the BARN AGAIN! Program, the Wisconsin Barn Preservation Initiative, and the Wisconsin Historical Society (*also see sections 7.B. and 7.E.*).
3. The Town will support the Concord Historical Society in its effort to preserve the old Town Hall. The Historical Society could present a written action plan to the Town Board regarding preservation of this building (*also see section 4.B.*).
4. Develop or obtain a set of guidelines for the Town to follow to preserve and maintain the Town cemeteries in a responsible and respectful manner (*also see section 4.B. and 4.D.*).
5. The Town may consider working with the Jefferson County Parks Department to purchase land with the goal of preserving more local historical rural resources (*also see section 7.B.*).
6. The Town may consider developing guidelines to encourage Historic Preservation (*also see section 7.B.*).

11.D. Measuring Progress with the Comprehensive Plan

Below are recommended procedures for measuring the Town's progress in meeting the visions, strategies, and recommended actions of the Comprehensive Plan.

- Once special committees and citizen liaisons have been appointed pursuant to passage of this plan, the Town Board, Plan Commission, appointed committees, and work groups will meet to ensure smooth implementation of the actions in the plan. This meeting should take place within 4 months of the passage of the plan.
- The Town Board, together with the Plan Commission, work groups, and other committees and citizen liaisons appointed to carry out the actions in this plan, will hold an annual

Progress Meeting. This includes, among other things, evaluating progress on revision of zoning districts, ordinance development, land preservation initiatives, and negotiation of cooperative boundary agreements. Specifically, the Town Board must ascertain whether these actions are meeting the goals and objectives outlined in the various elements of the Comprehensive Plan and whether or not they are meeting the established time frames. Some actions that were of lower priority initially may subsequently be tied to specific time frames.

- The Town Board should monitor the number of amendments made to the Comprehensive Plan. Such amendments tend to provide a clue as to how well the Comprehensive Plan is functioning as a guide. Frequent amendments suggest the need for broader Comprehensive Plan review.

Under the Smart Growth law, the Comprehensive Plan must be updated no less than every ten years. Monitoring of the Comprehensive Plan, as recommended above, will help the Town ascertain whether it needs to be updated sooner than once every ten years.

11.E. Amending the Comprehensive Plan

In the event that an amendment to this plan would be desirable, a rigorous plan amendment process will be followed to ensure thorough consideration and a high degree of public involvement. While state statutes do not specify exact procedures for a municipality to follow, the amendment process should include a procedure similar to that used to initially adopt the Comprehensive Plan. At a minimum, adoption of any amendment to this plan must go through the following steps:

1. Any proposed amendment to the *Town of Concord Comprehensive Land Use Plan* must be submitted sixty (60) days in advance of its first consideration by the Plan Commission. If applicable, the proposed change will include a property survey, a graphical depiction of any proposed development or site improvements, a letter of intent, and description of the requested plan amendment.
2. The Plan Commission must then adopt, by majority vote of the entire commission, a resolution that “recommends” adoption of the proposed amendment to the Town Board.
3. Once the Plan Commission has recommended the amendment to the Town Board, the board must propose an ordinance to adopt the amendment. Prior to enacting the ordinance, the Town Board must hold a public hearing on the amendment and the proposed adoption ordinance. This hearing must be preceded by a class II notice that is initially published at least 30 days before the hearing is held. Additionally, a good-faith effort must be made to notify all residences and non-resident property owners by mail post-marked at least 30 days prior to the public hearing. At a minimum the notice must contain the following:
 - The date, time, and location of the hearing
 - A summary of the proposed amendment
 - The local government staff that can be contacted for additional information

- Where to inspect and how to obtain a copy of the proposed amendment before the hearing
4. After the public hearing has been held, the Town Board must enact, by majority vote, the ordinance adopting the amendment. Copies of the ordinance and adopted amendment must then be distributed to the same communities and agencies to which the original adopted plan was sent (see list in 11.B.4.).

List of Definitions

GFLOW model – A groundwater flow model, a computer program that simulates the movement of groundwater through geologic materials. Groundwater scientists and planners commonly use models to study and evaluate problems such as groundwater recharge, the movement of water to wells, wellhead protection, and the exchange of groundwater with surface water features such as springs, lakes, streams, and wetlands.

Multifamily housing – A classification of housing where more than two separate housing units are contained within one building.

Private on-site wastewater treatment system (POWTS) – For the purposes of this document, a private on-site wastewater treatment system will be defined using a portion of the definition given for a “private sewage system” under s. 145.01 (12), Wisconsin Statutes: “‘Private sewage system’ means a sewage treatment and disposal system serving a *single* structure with a septic tank and soil absorption field located on the *same parcel* as the structure.” For the purposes of this plan, a POWTS does not include wastewater treatment systems serving more than one structure or those located on a different parcel than the structure they serve.

This term also applies to an alternative sewage system approved by Jefferson County and the Town of Concord in the event of a failing system. This would include a substitute for the septic tank and soil absorption field such as a holding tank.

Private sanitary sewer system – A private sewage system serving more than one structure or a system located on a different parcel than the structure. A private sewage system may be owned by the property owner or by a special-purpose district.

Public sanitary sewer system – A sanitary sewer system that serves multiple residential or commercial structures and is controlled by a public authority.

Public water supply – A water supply that serves multiple residential or commercial structures and is controlled by a public authority.

Rock River Coalition – A basin-wide, not-for-profit organization founded in 1994 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.

Rural hamlet – Clusters of non-agricultural development within rural areas that are not served by public sanitary sewers.

Single-family (attached) – A residential structure designed to house a single-family unit from lowest level to roof, with private outside entrance, but not necessarily occupying a private lot, and sharing a common wall or walls with an adjoining dwelling unit or units.

Single-family (detached) – A free-standing residential building designed to house a single-family unit. Most single-family homes are built on lots larger than the structure itself.

Solid waste – Residential and non-residential trash.

Strategy – A pattern of purposes, policies, programs, actions, decisions, or resource allocations in response to strategic issues.¹ In this document, the term “strategy” will be used to identify the objectives, policies, and programs as required by state statutes.

Unsewered – Without public or private sanitary sewer systems.

Vision - A description of a desired end-state.² In this document, the term “vision” will be used to identify the goals as required by state statutes.

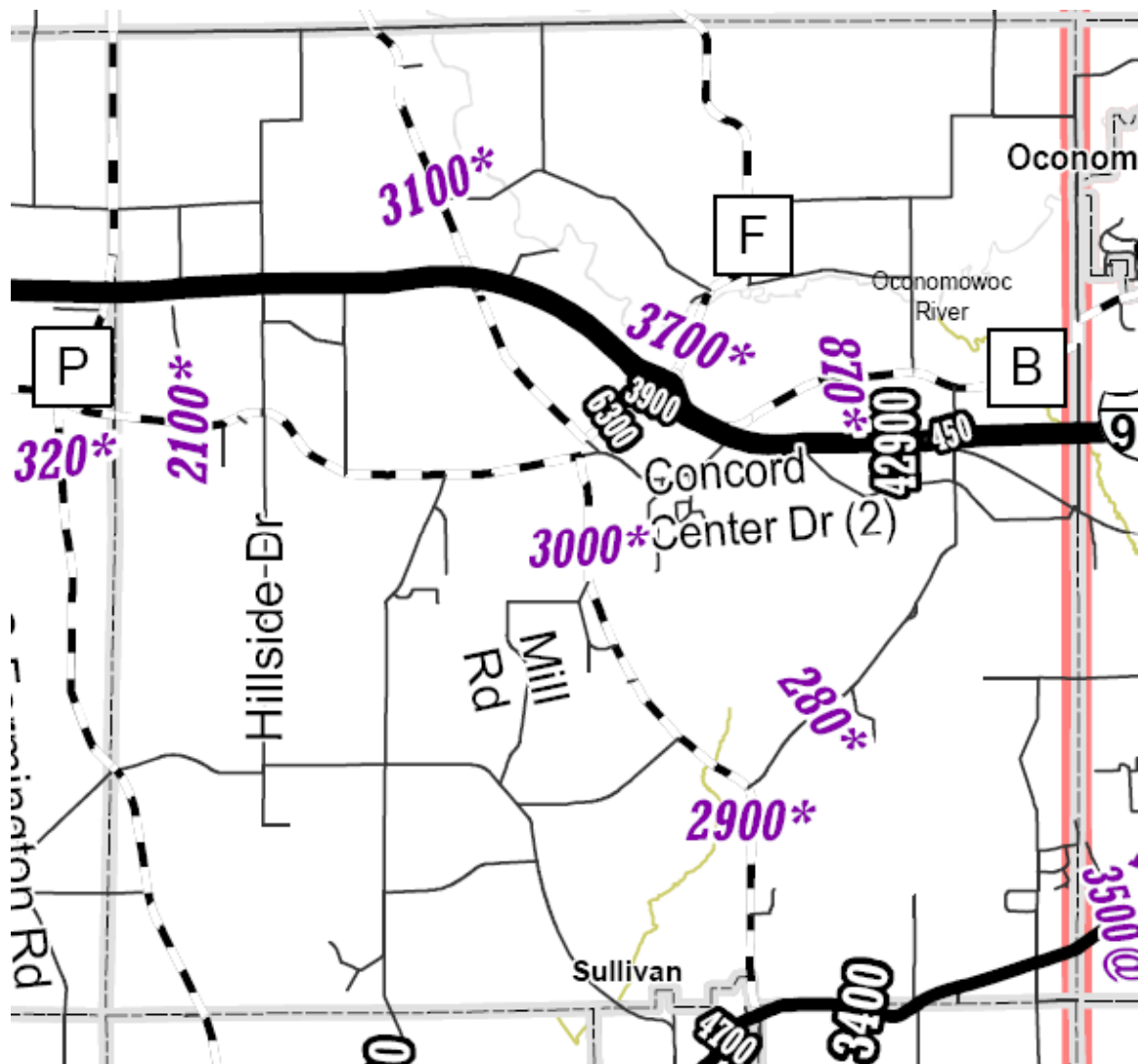
¹ Steven H. Grabow, Mark Hilliker, and Joseph Moskal, *Comprehensive Planning and Citizen Participation* (UW Extension, 2006), p. 6.

² Ibid.

Appendix A: Maps

1. Traffic Counts throughout the Town
2. Traffic Counts at the I-94 Interchanges
3. Road Network, Village of Sullivan Urban Service Area, and Extraterritorial Jurisdiction
4. Septic Suitability
5. Fire and Emergency Medical Services Districts
6. Watersheds
7. Floodplains
8. Environmental Corridors
9. Non-Metallic Mining in 2005
10. Existing Hamlet Area
11. Soils
12. Hydric Soils
13. Highly Erodable Soils
14. Prime Farmland
15. School Districts
16. Glacial Heritage Area
17. Glacial Heritage Area – A Conceptual Vision
18. Existing Land Use
19. Zoning in 2008
20. Parcels of Record in 2000
21. Parcel Freeze

Map 1: Traffic Counts throughout the Town



Source: State of Wisconsin Department of Transportation(WisDoT)

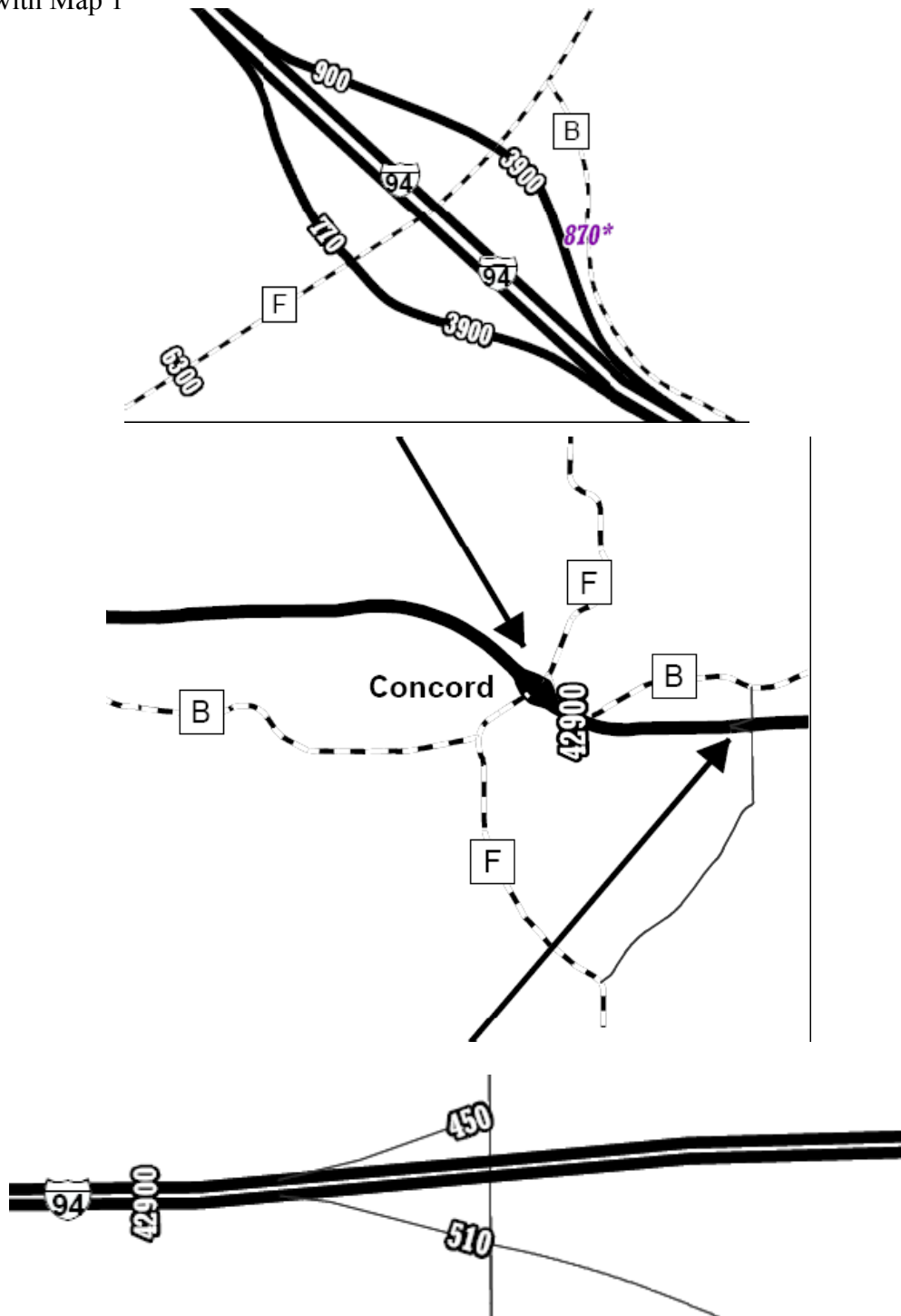
9999#- AADT - 2005	9999^ - AADT - 2002
9999* - AADT - 2004	9999~- AADT - 2001
9999@ - AADT - 2003	9999x- AADT - 2000 or older

Character following AADT on map designates year

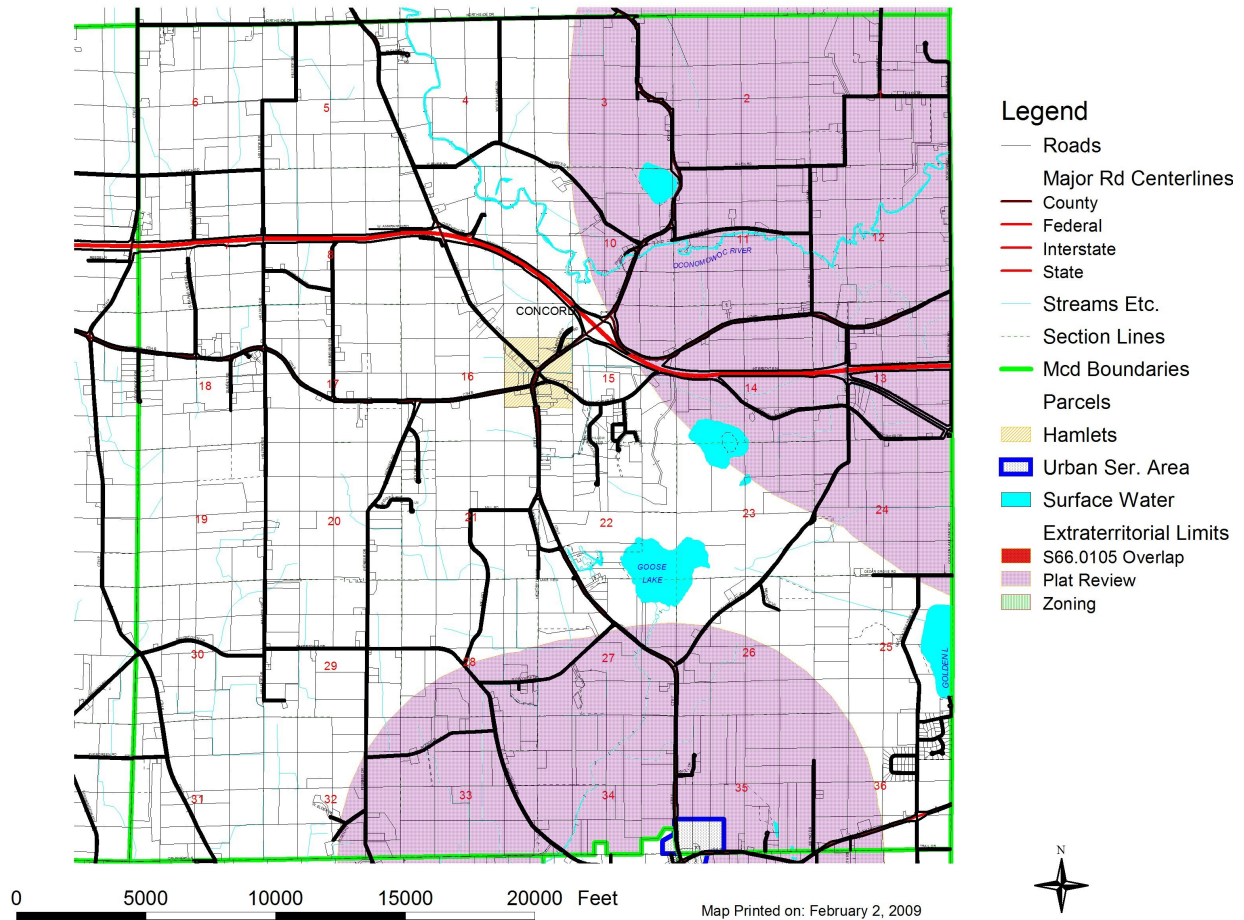
WisDoT: Traffic counts are reported as the number of vehicles expected to pass a given location on an average day of the year. This value is called the “annual average daily traffic” or AADT and is represented on traffic count or traffic volume maps. The AADT is based on a short-term traffic count, usually 48 hours, taken at the location. This count is then adjusted for the variation in traffic volume throughout the year and the average number of axles per vehicle.

Map 2: Traffic Counts at the I-94 Interchanges

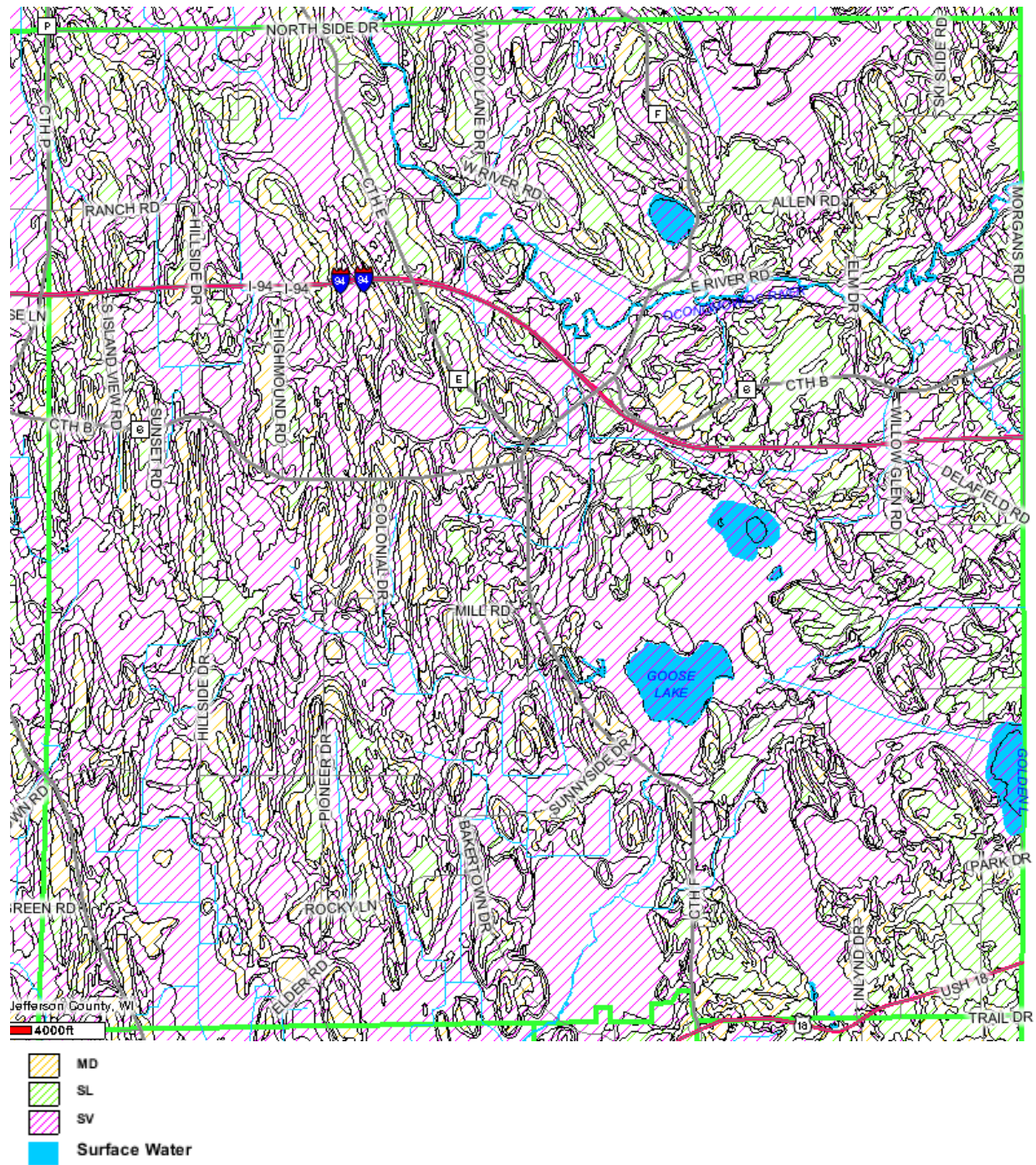
See key with Map 1



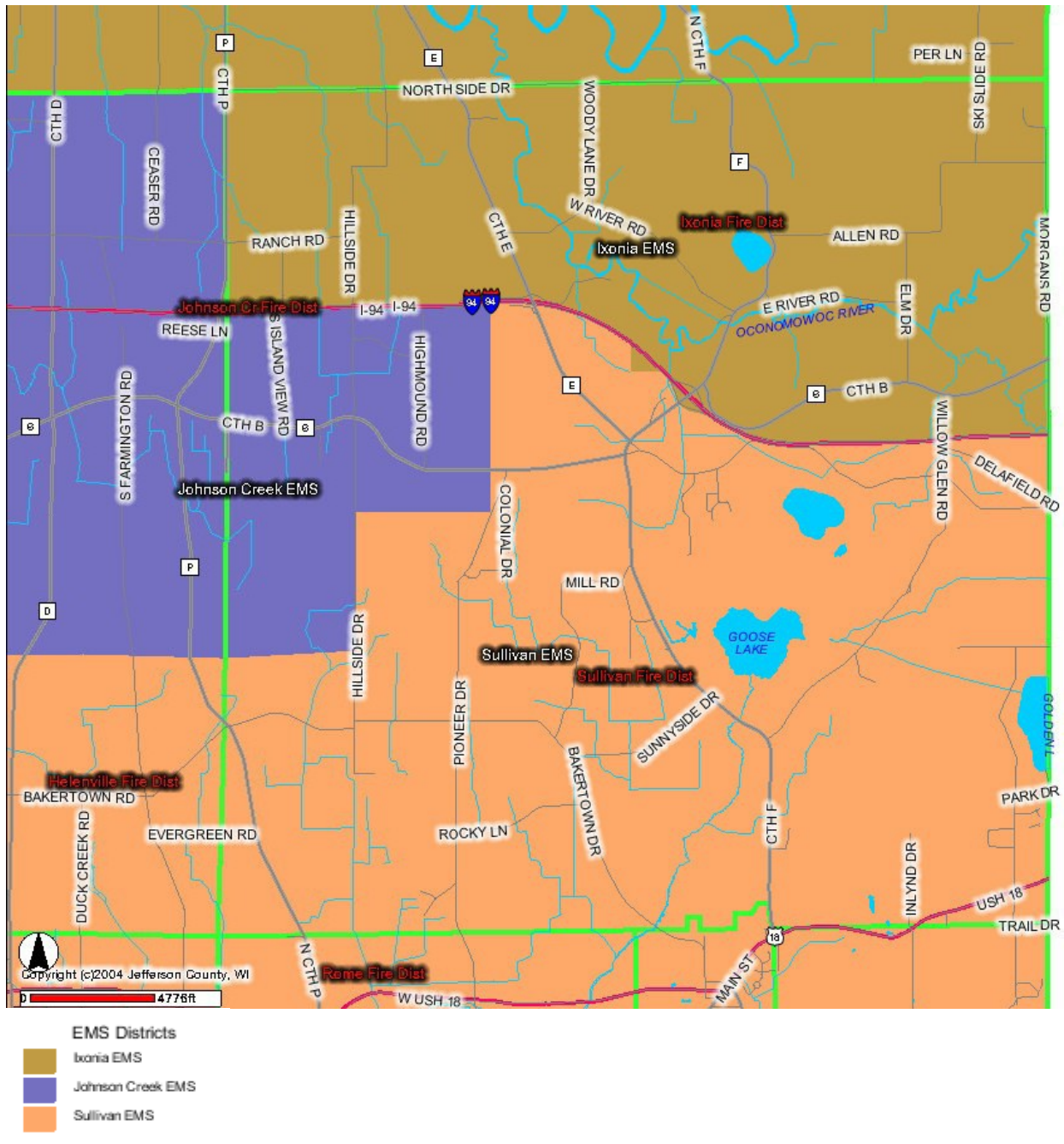
Map 3: Road Network, Village of Sullivan Urban Service Area, and Extraterritorial Jurisdiction



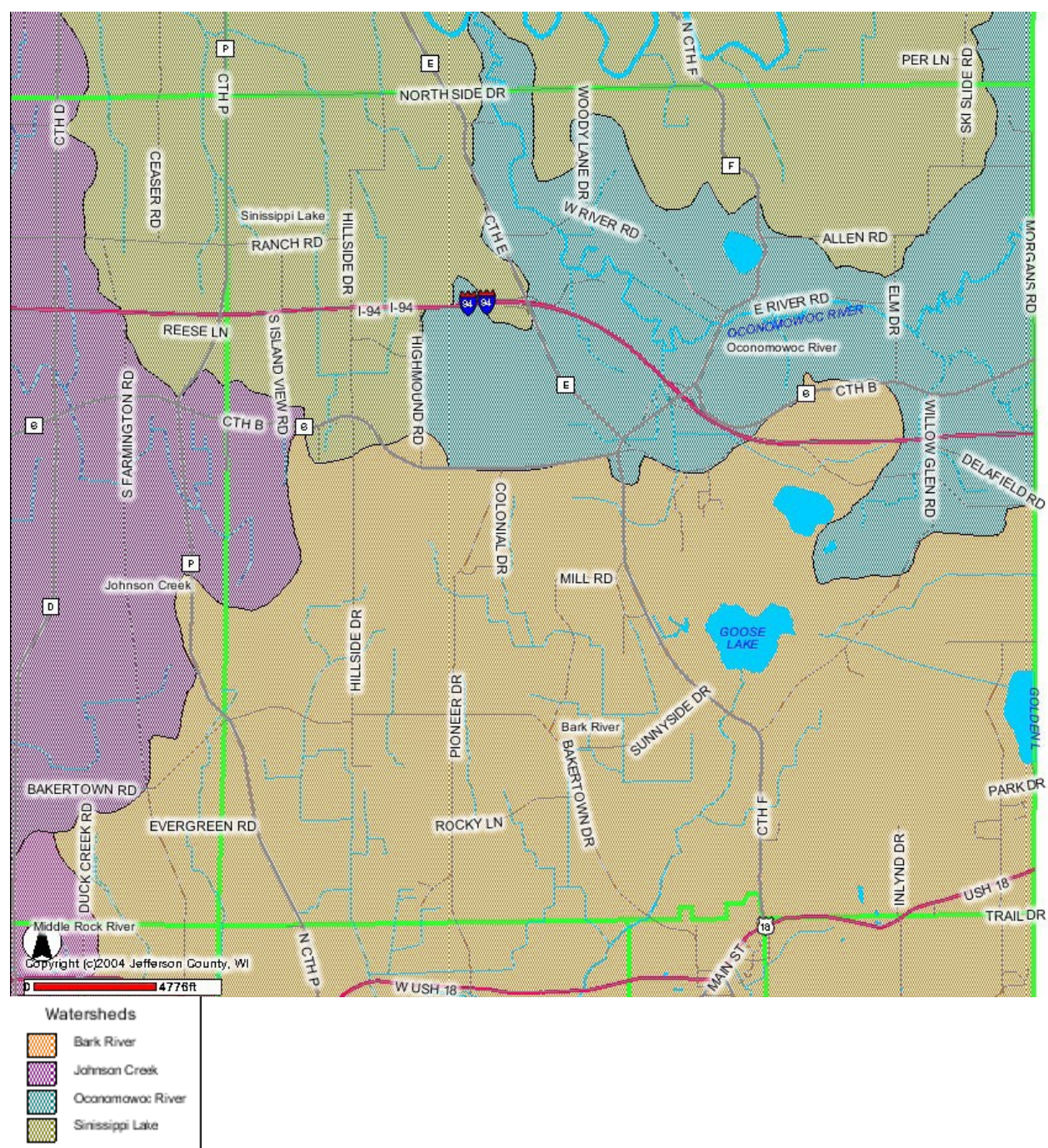
Map 4: Septic Suitability



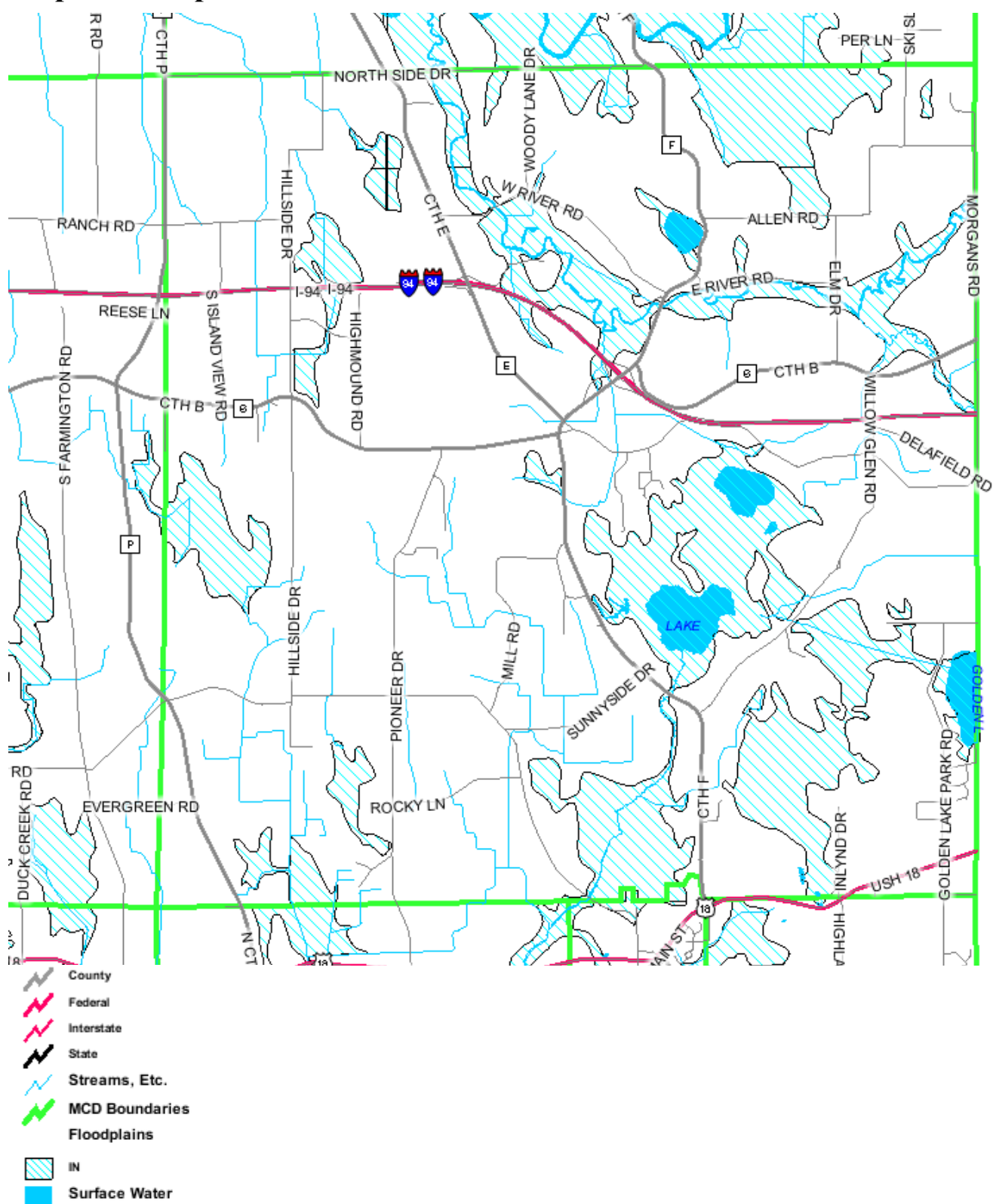
Map 5: Fire and Emergency Medical Services Districts



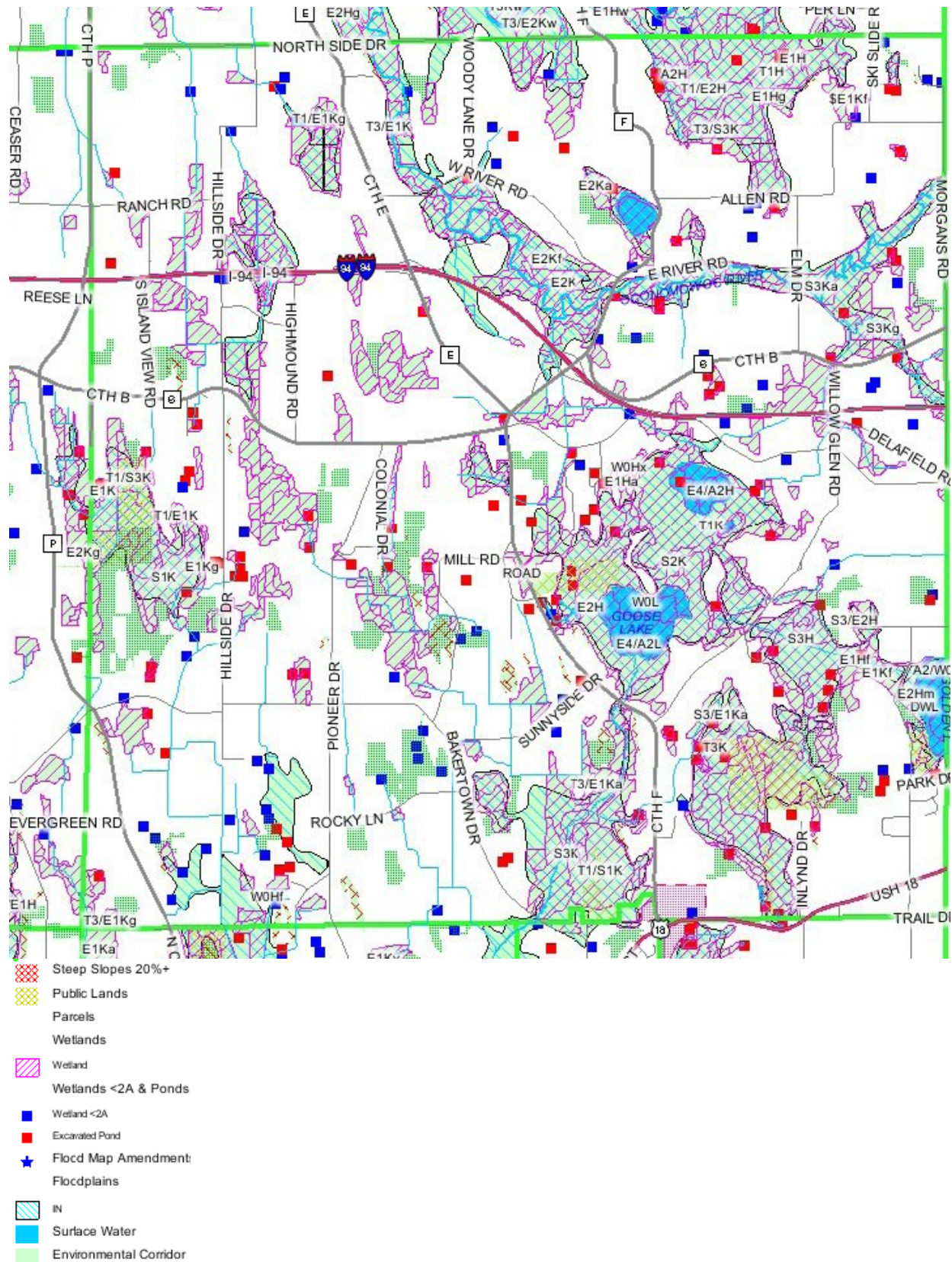
Map 6: Watersheds



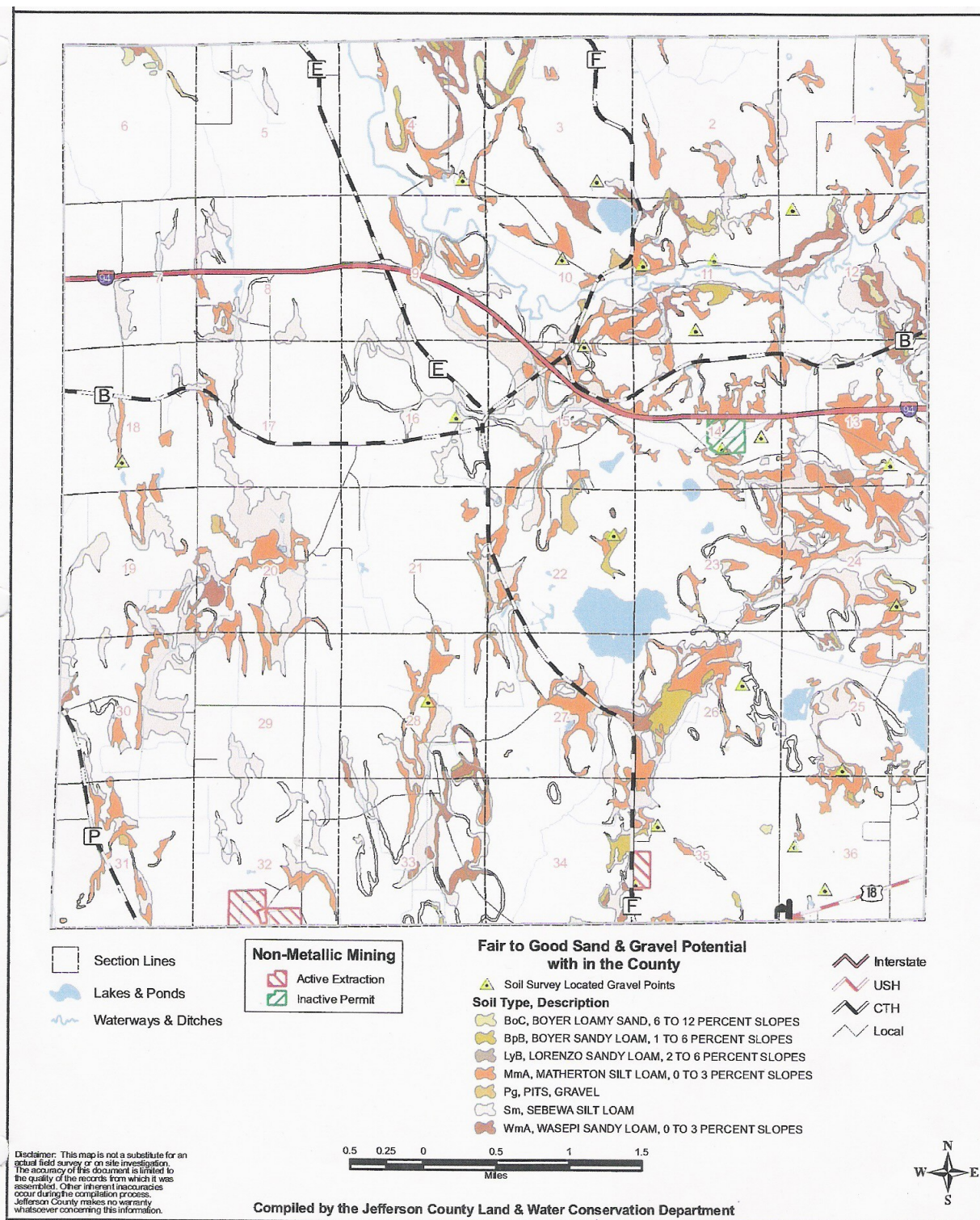
Map 7: Floodplains



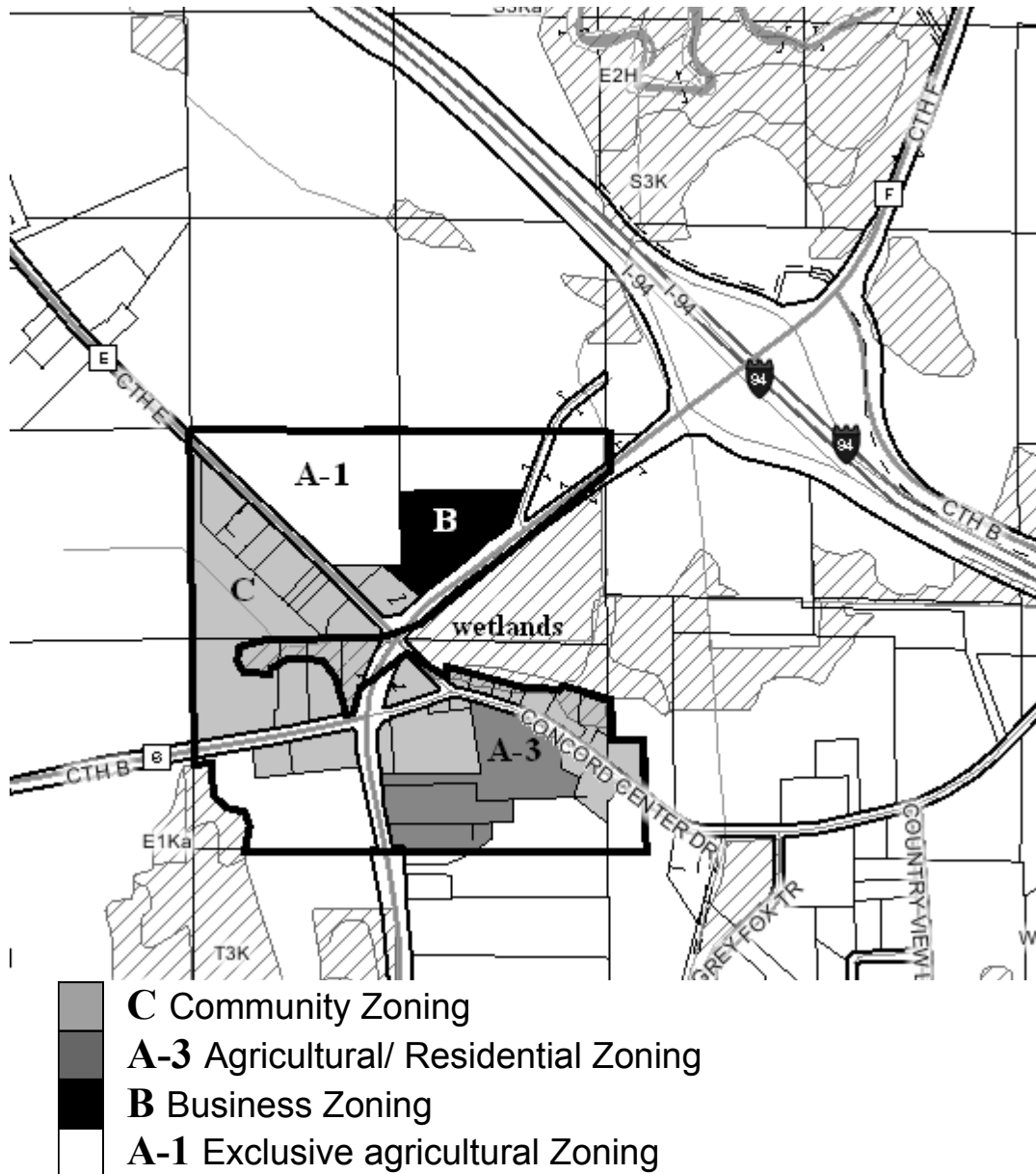
Map 8: Environmental Corridors



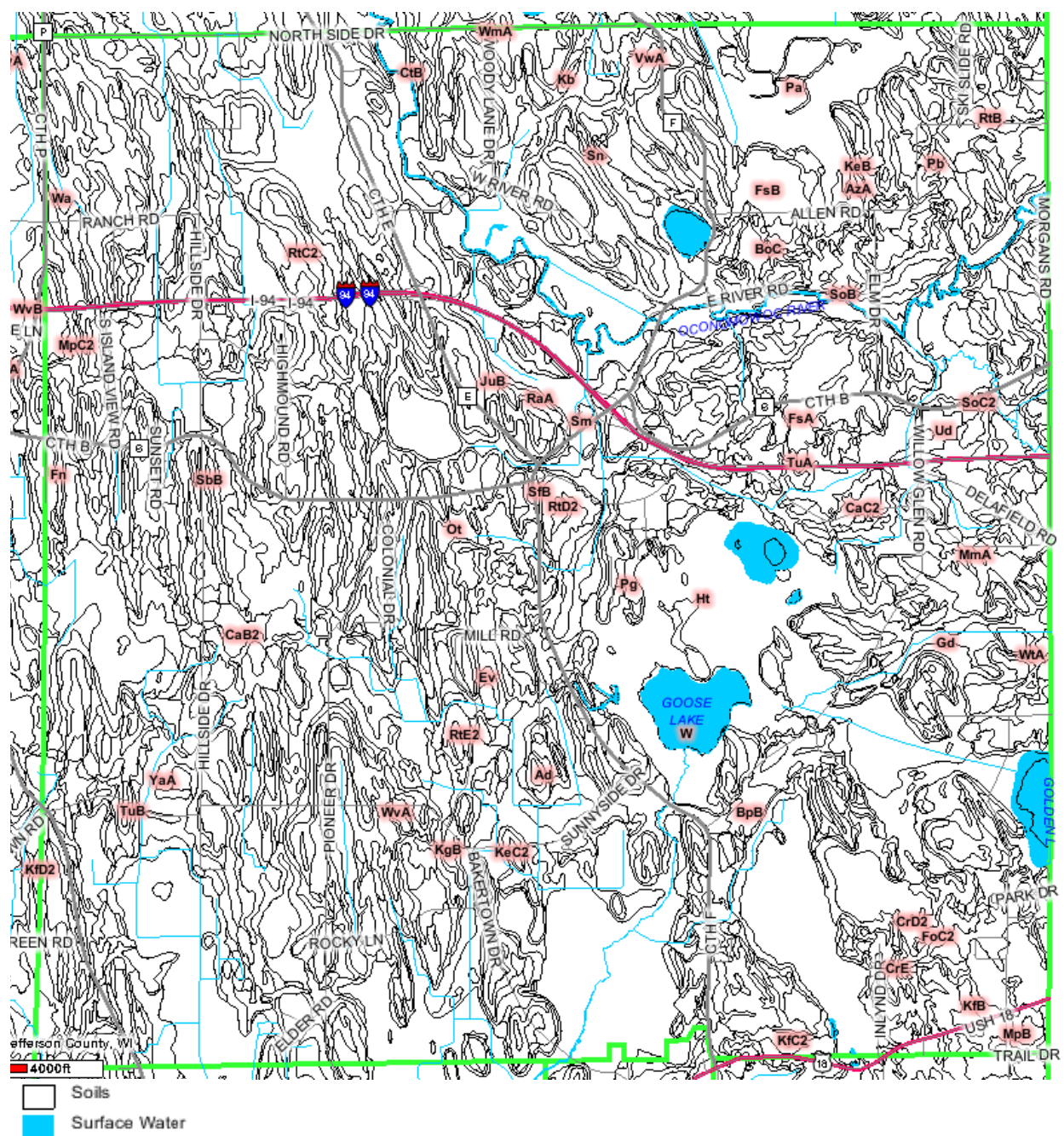
Map 9: Non-Metallic Mining in 2005



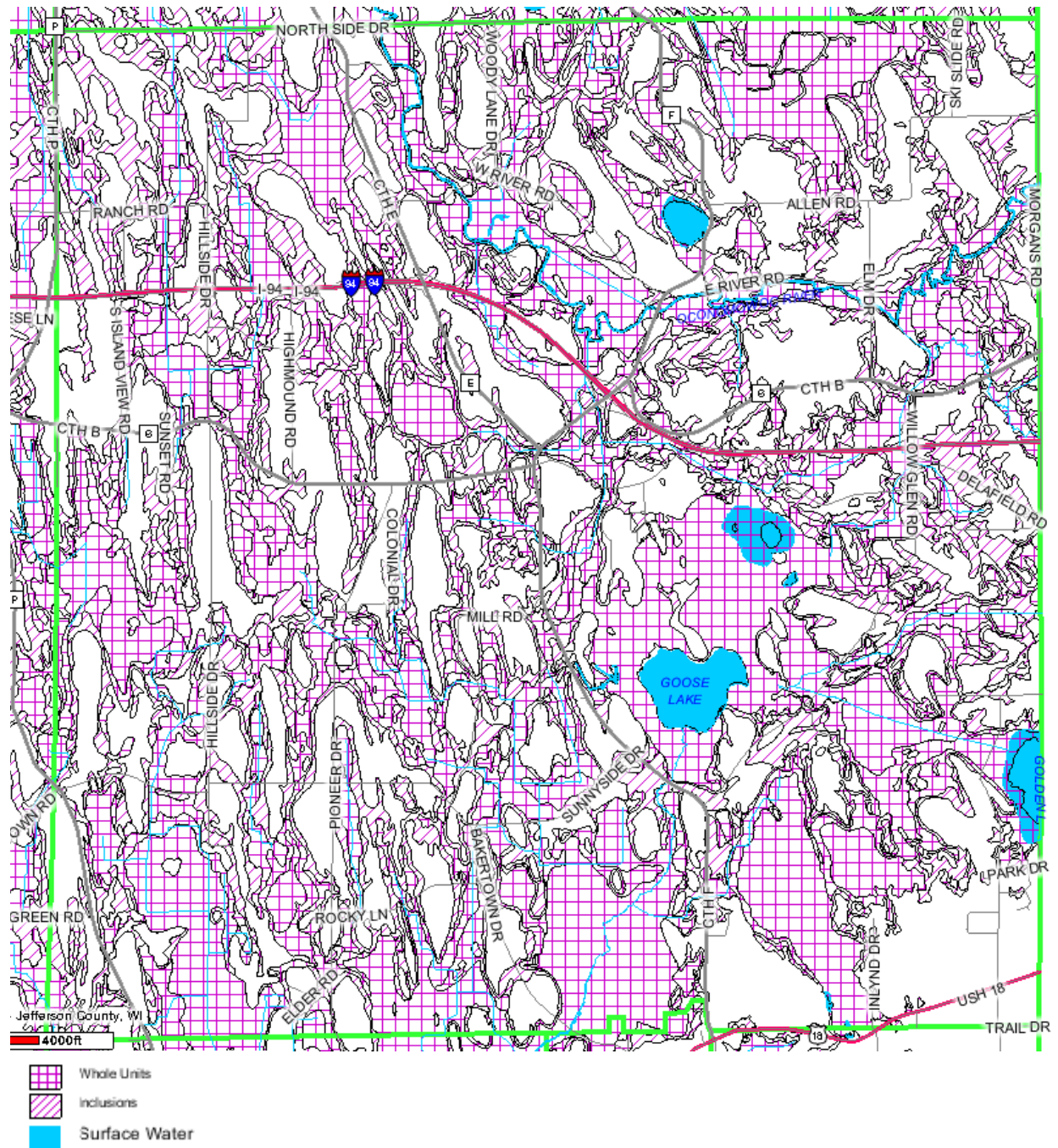
Map 10: Existing Hamlet Area (Hamlet area is outlined in black. Areas with diagonal shading are wetlands)



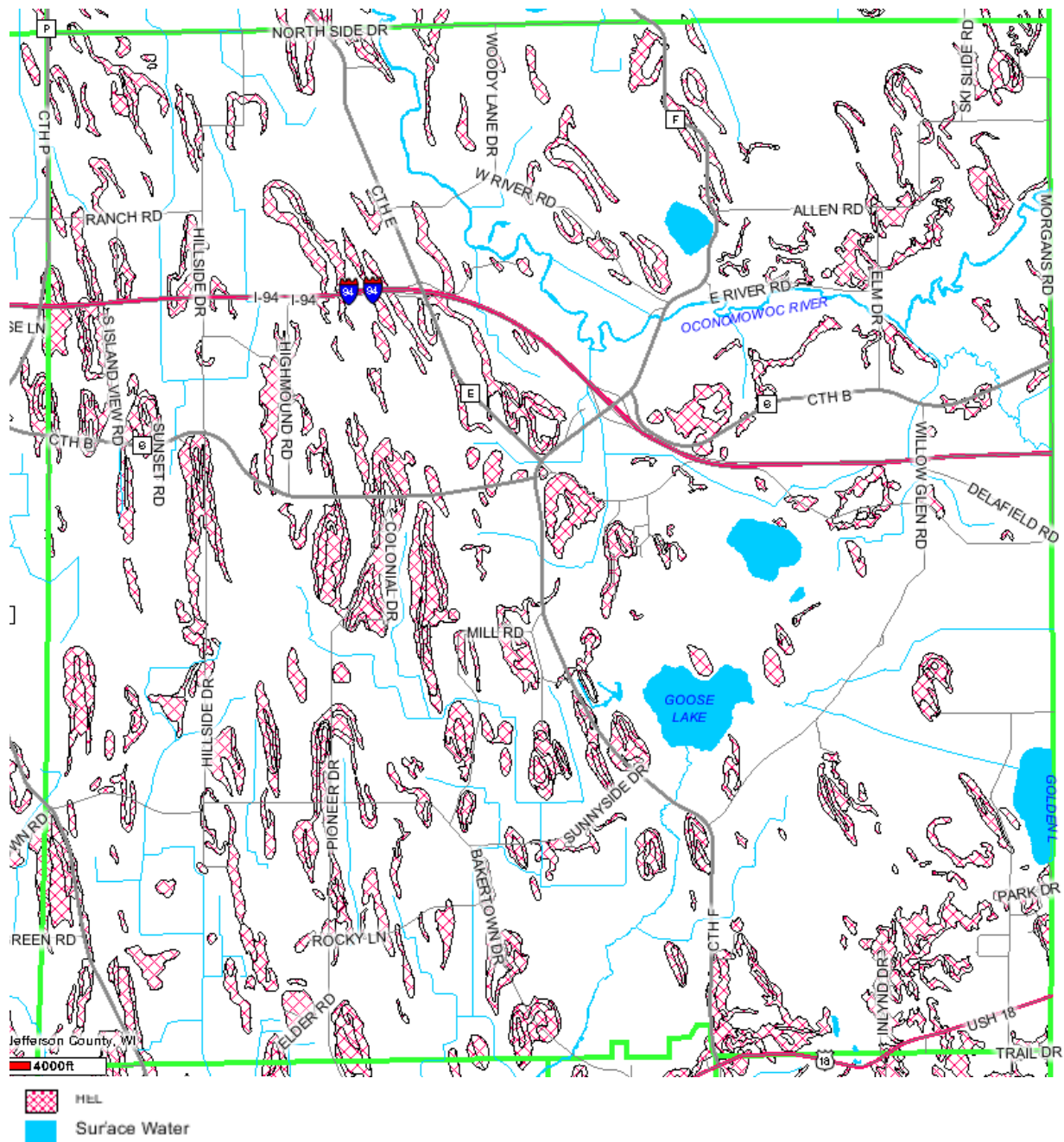
Map 11: Soils



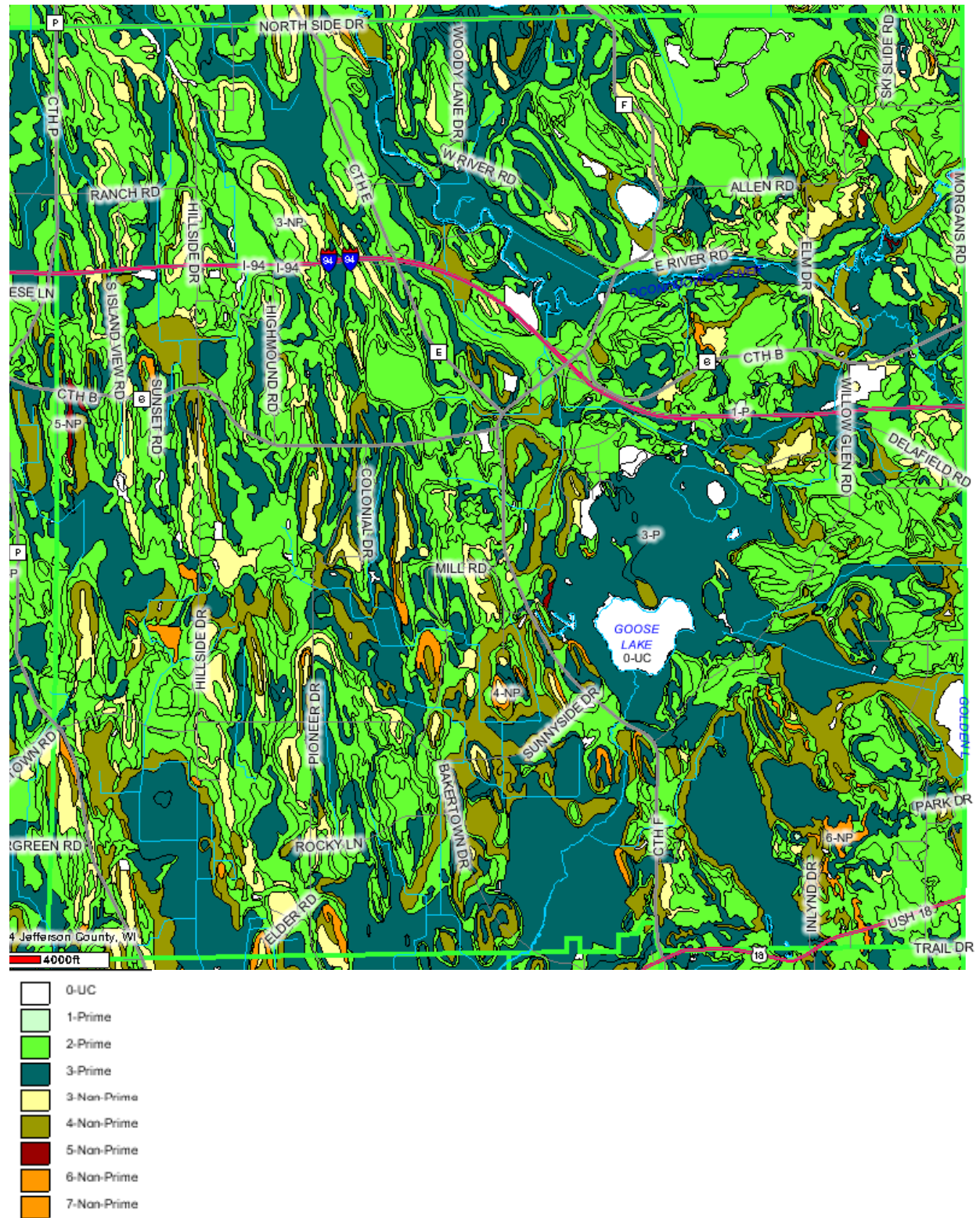
Map 12: Hydric Soils



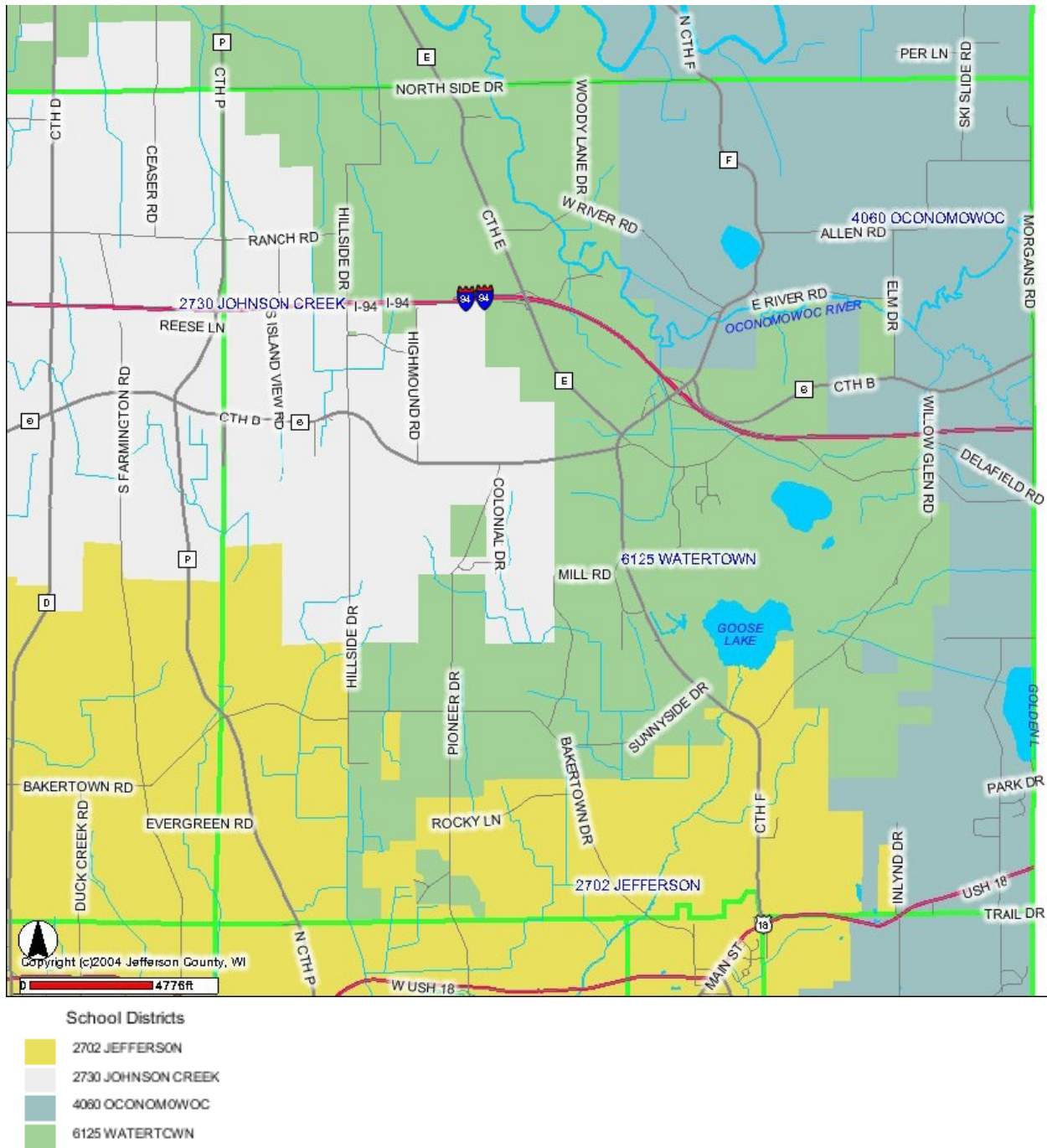
Map 13: Highly Erodable Soils



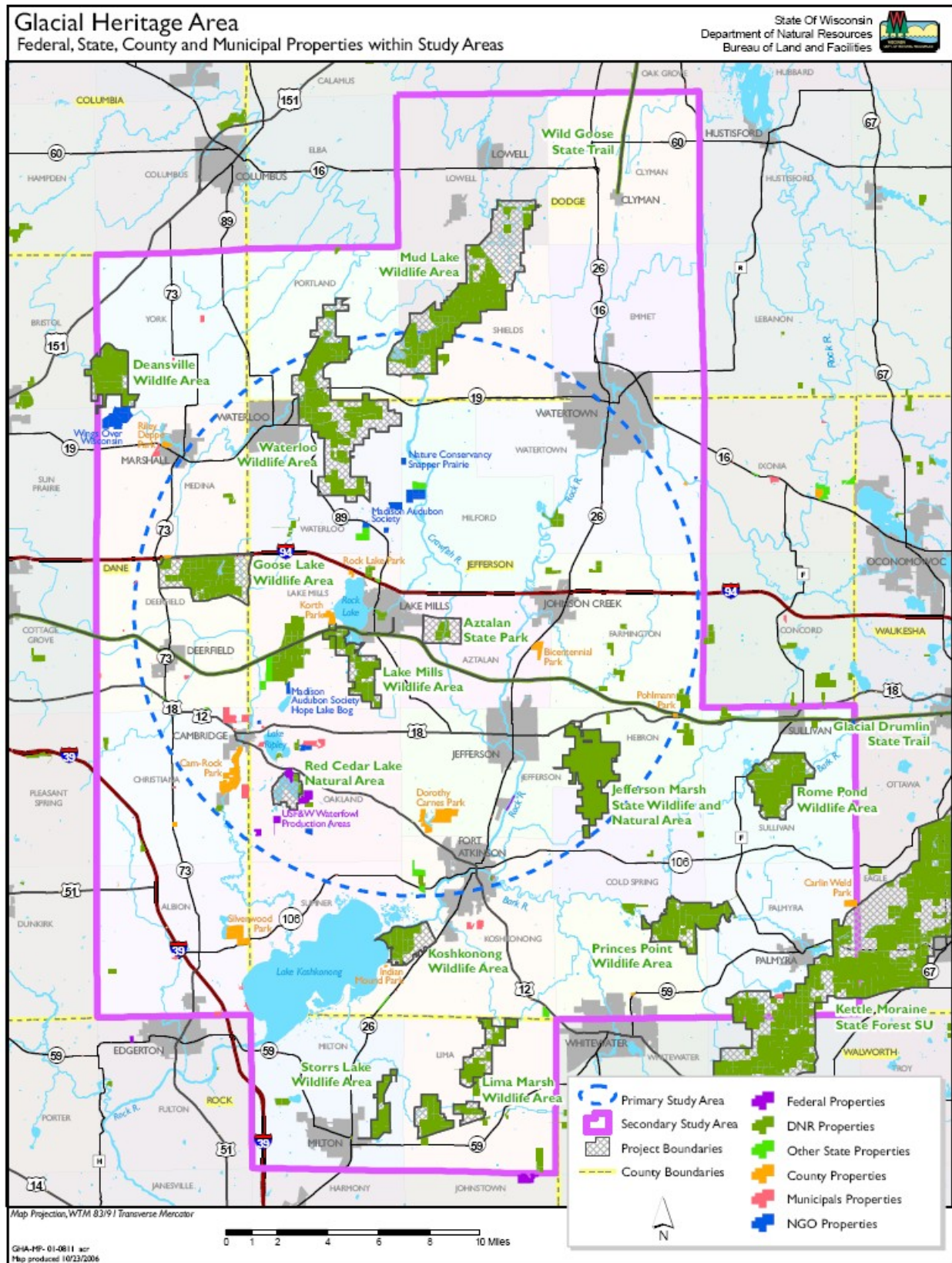
Map 14: Prime Farmland



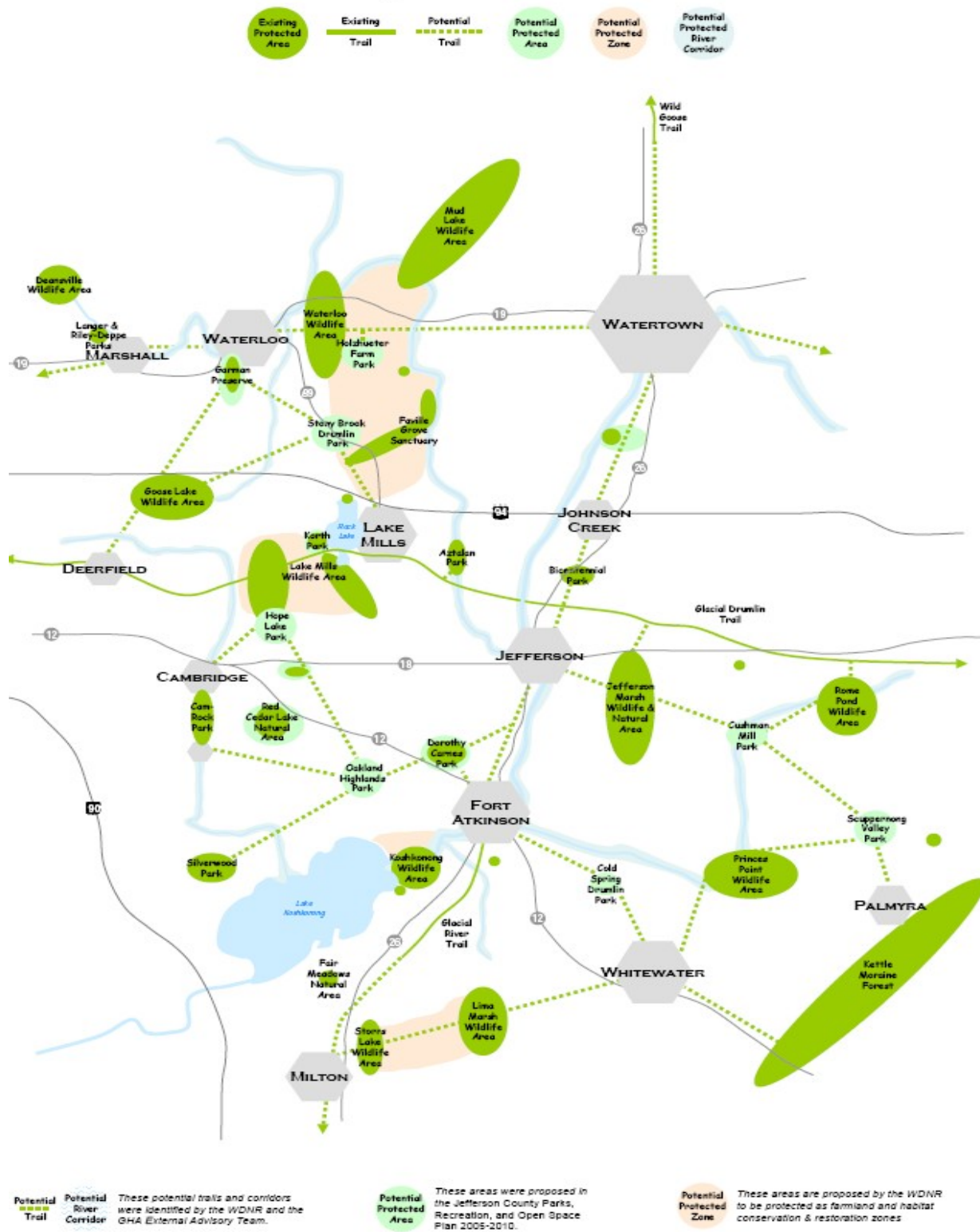
Map 15: School Districts

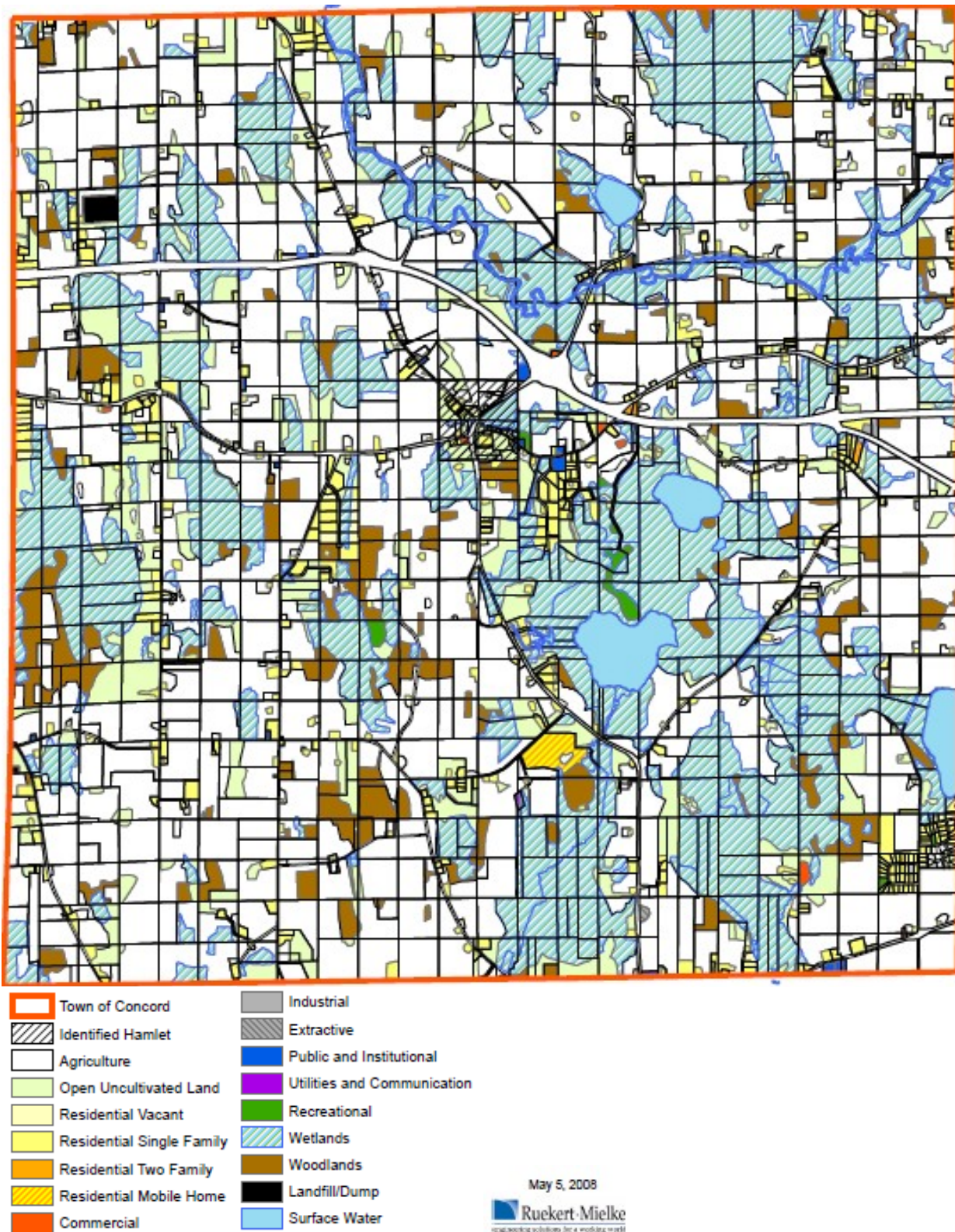


Map 16: Glacial Heritage Area

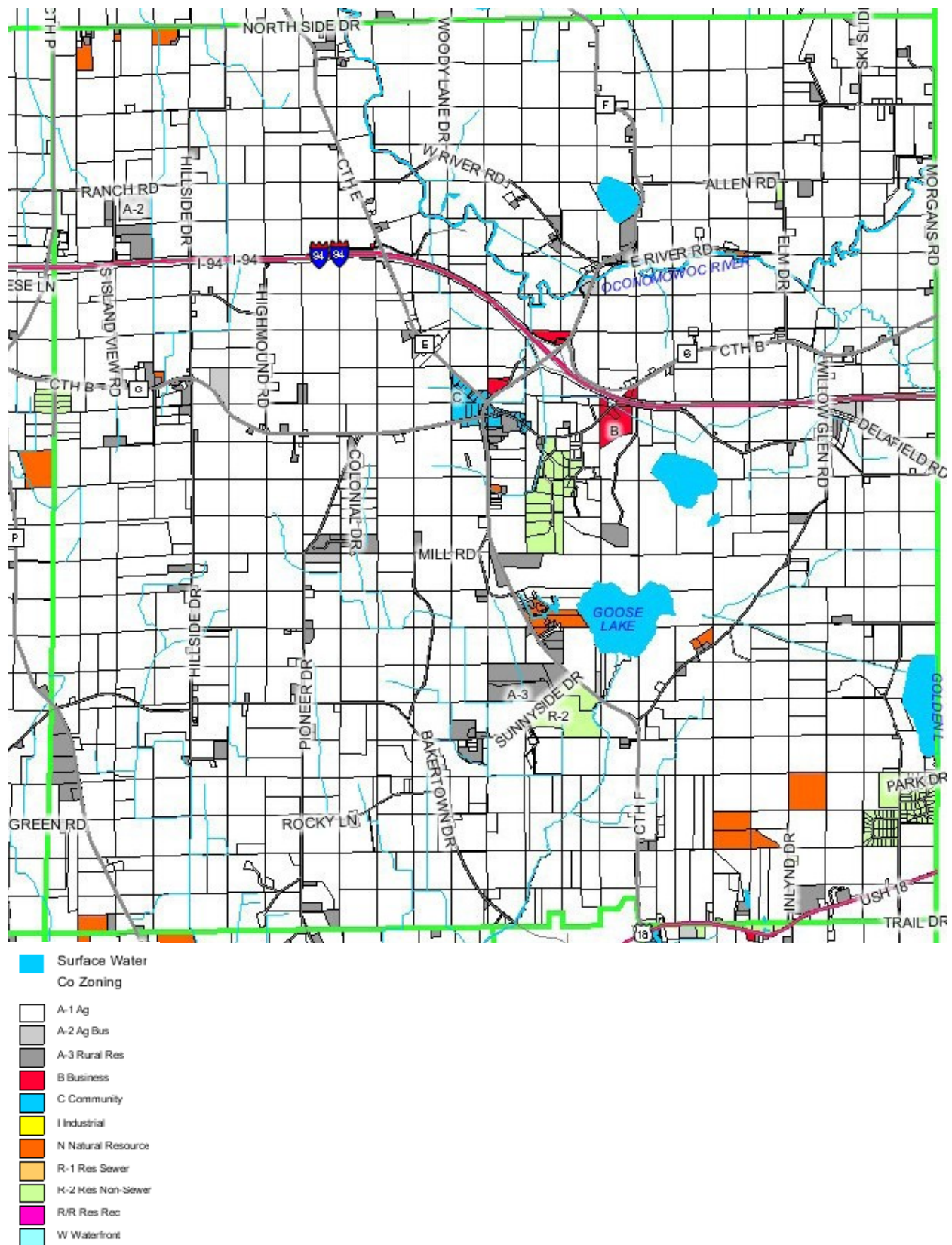


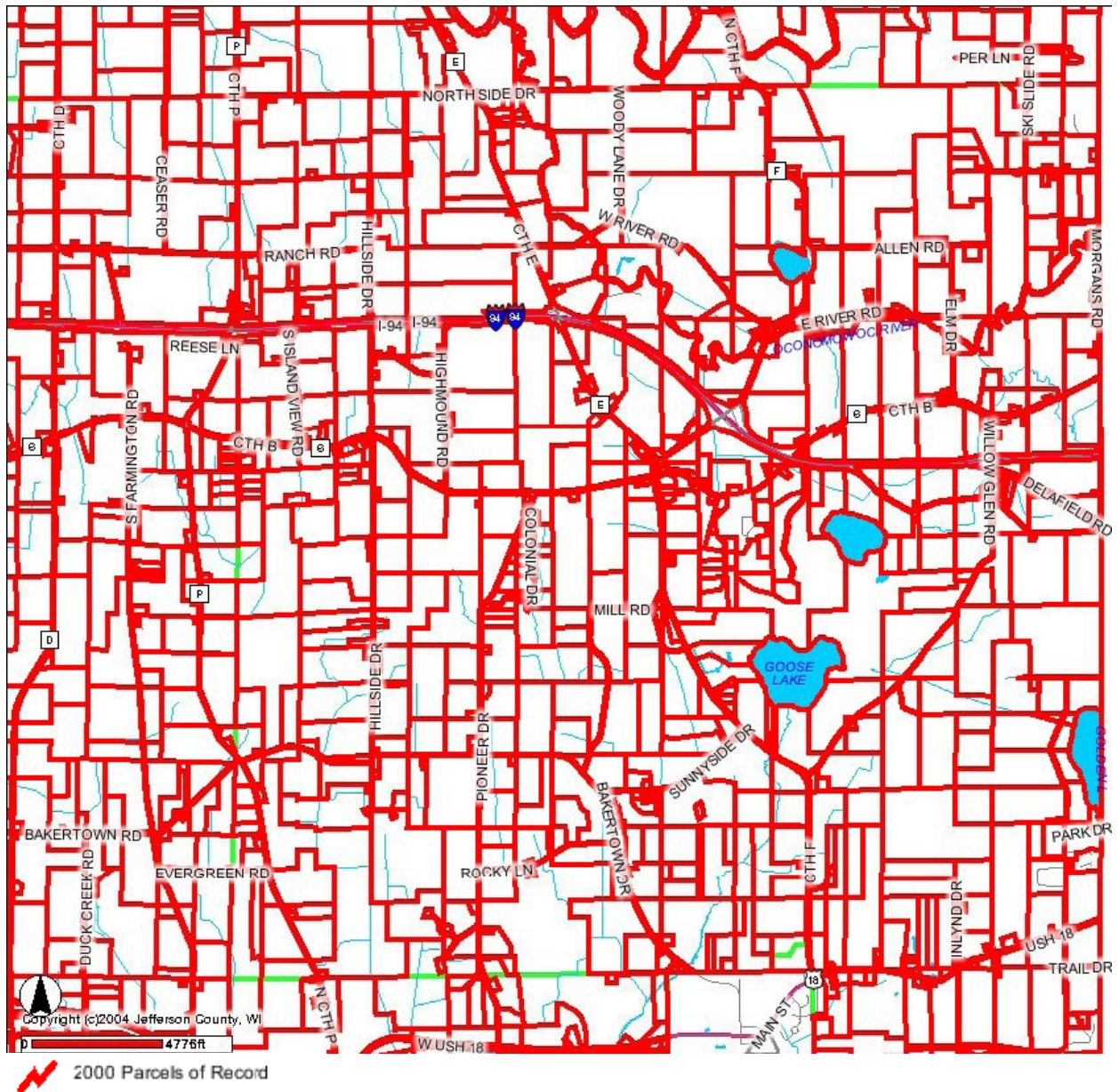
Map 17: Glacial Heritage Area – A Conceptual Vision



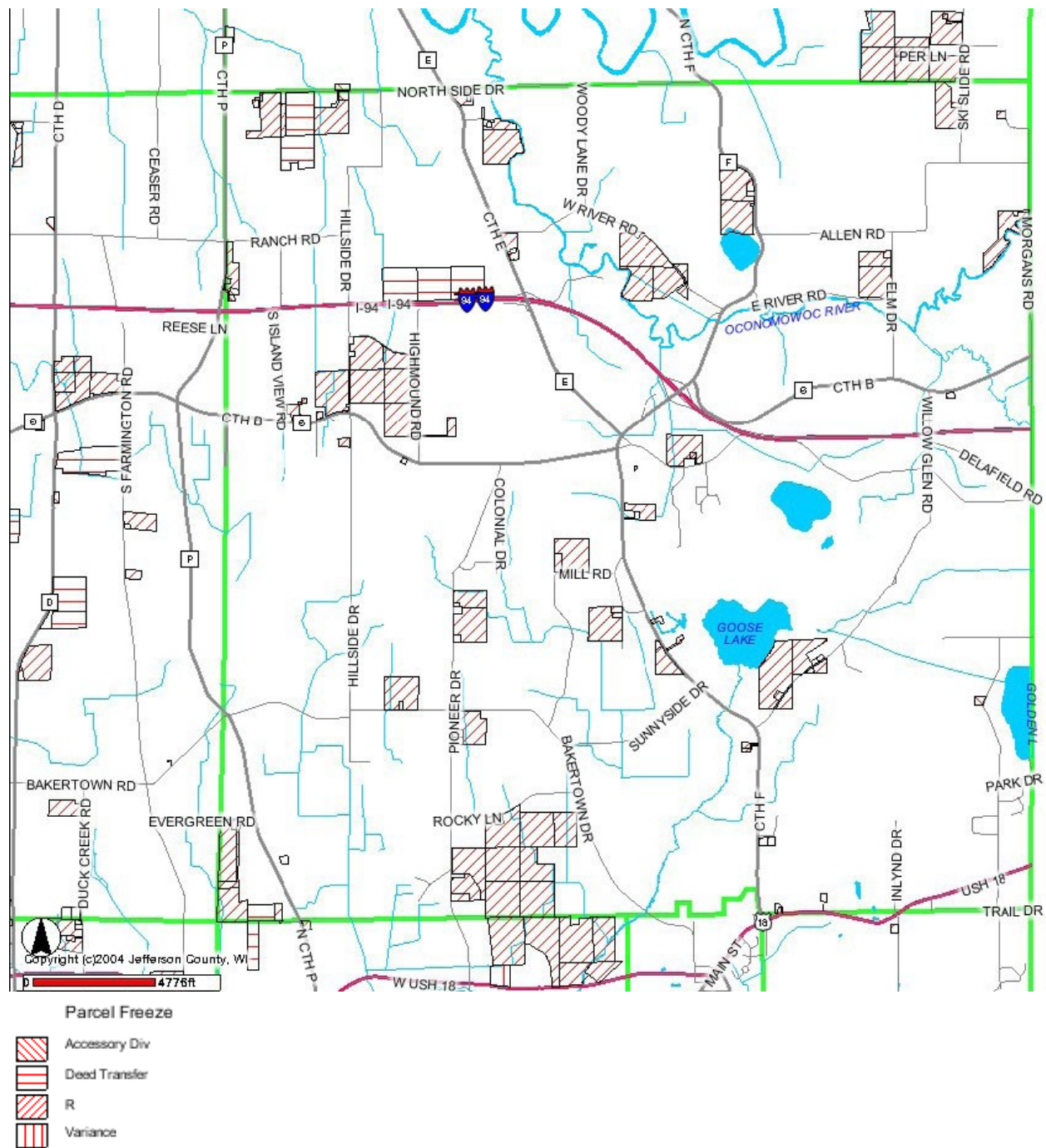
Map 18: Existing Land Use

Map 19: Zoning in 2008



Map 20: Parcels of Record in 2000

Map 21: Parcel Freeze



Appendix B: Supplemental Information

- A.** Statutory Requirements
- B.** Concord Paser Ratings 2008
- C.** Land Trust and Farmland Preservation Program Contact Information
- D.** Supporting “Place-Based” Rural Revitalization
- E.** Jefferson County Policies for Zoning Districts A-1, A-2, and A-3
- F.** Wisconsin Department of Administration Population Projections
- G.** Evaluation of Remaining Lot Splits
- H.** Town of Concord Comprehensive Planning Questionnaire
(Note: Results of questionnaire are in Appendix D)
- I.** Sample Plan Commission Resolution
- J.** Sample Town Board Resolution
- K.** Sample Ordinance

A. Statutory Requirements ¹

Each chapter is intended to satisfy the Wisconsin statutory requirements in full and to address local planning needs of the Town of Concord.

Wisconsin Statutes require that the Issues and Opportunities Element include the following: Background information on the local governmental unit and a statement of overall objectives, policies, goals, and programs of the local governmental unit to guide the future development and redevelopment of the local governmental unit over a 20-year planning period. Background information shall include population, household, and employment forecasts that the local governmental unit uses in developing its comprehensive plan, and demographic trends, age distribution, educational levels, income levels, and employment characteristics that exist within the local governmental unit.

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

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

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

Wisconsin Statutes require that the Agricultural, Natural and Cultural Resources Element be: A compilation of objectives, policies, goals, maps and programs for the conservation, and promotion of the effective management, of natural resources such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and nonmetallic mineral resources, parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources.

Wisconsin Statutes require that the Economic Development Element be: A compilation of objectives, policies, goals, maps and programs to promote the stabilization, retention or expansion, of the economic base and quality employment opportunities in the local governmental unit, including an analysis of the labor force

¹ Statutory language from *Wisconsin's Comprehensive Planning Legislation, revised 2001, 2004, and 2005* (Wisconsin Department of Administration).

and economic base of the local governmental unit. The element shall assess categories or particular types of new businesses and industries that are desired by the local governmental unit. The element shall assess the local governmental unit's strengths and weaknesses with respect to attracting and retaining businesses and industries, and shall designate an adequate number of sites for such businesses and industries. The element shall also evaluate and promote the use of environmentally contaminated sites for commercial or industrial uses. The element shall also identify county, regional and state economic development programs that apply to the local governmental unit.

Wisconsin Statutes require that the Intergovernmental Cooperation Element be: A compilation of objectives, policies, goals, maps and programs for joint planning and decision making with other jurisdictions, including school districts and adjacent local governmental units, for siting and building public facilities and sharing public services. The element shall analyze the relationship of the local governmental unit to school districts and adjacent local governmental units, and to the region, the state, and other governmental units. The element shall incorporate any plans or agreements to which the local governmental unit is a party under s. 66.0301, 66.0307, or 66.0309 (*note: previously, s. 66.30, 66.023, or 66.945*) The element shall identify existing or potential conflicts between the local governmental unit and other governmental units that are specified in this paragraph and describe processes to resolve such conflicts.

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

B. Concord Paser Ratings 2008

#	Street	Description	Rating	Action
1	North Hillside	From CTH B to Northside Drive	4 - 5	Crackfill / Chipseal
2	North Side Drive	Ixonia / Split	3 - 4	Pulverize & 3" asphalt
3	Pleasant Ridge			Pulverize old pavement, grade new cul de sac, 3" asphalt
4	Homeview Road	Bankerts' private driveway	2 - 3	Chipseal or overlay and patch culvert
5	Amaranth Road	Dow Didiom's driveway	6	Chipseal
6	Okoi Road	Private driveway	9	
7	West River Road	From Woody to CTH F	4 - 5	Major cracks, bridge is condemned by State to Woody, pulverize
8	Woody Lane	From East River Road to Northside Drive	2 - 3	Pulverize & 3" asphalt
9	Shady Lane	Private driveway	3 - 4	Dead end, chipseal or overlay, consider putting in a T-turnaround for emergency and plowing
10	East River Road	From CTH F to Elm Drive	9 - 10	2 year pavement
11	Elm Drive	From CTH B to Allen Road, New Bridge	3	Pulverize & 3" asphalt
12	Elm Drive	From East River Road to Allen	4 - 5	Pulverize & 3" asphalt
13	Allen Road	From CTH F to Elm Drive	4 - 5	Chipseal, Howard would like to see it pulverized
14	Allen Road	From Elm Drive to Ski Slide Road	9	3 year pavement, keep track of cracks
15	Allen Road	From Ski Slide Road to Morgan	7	Overlaid 3 years ago, needs crackfilling
16	Morgan Road	From Allen Road to CTH B	5	Bad area in low section, needs wedging
17	Morgan Road	From CTH B to dead end	2 - 3	Chipseal
18	Willow Glen Road	From CTH B to Concord Center Drive	5	Overlay 1¼'
19	CTH Drive	From Summit to Willow Glen	3 - 4	Scratch and 1½' Overlay
20	Morgan Road	From CTH Drive to dead end	5 - 6	Chipseal

21	Concord Center Drive	From CTH Drive to Mark Grooses	3	Pulverize & 3" asphalt
22	Willow Glen Road	From Concord Center Drive to Reindeers	3	Pulverize & 3" asphalt
23	Willow Glen Road	From Reindeers to CTH F	6	Chipseal
24	Meadow Lane	From Willow Glen Road	2 - 3	Pulverize & 3" asphalt, do with Willow Glen
25	Inlynd Drive	From STH 18 to dead end	3	Pulverize
26	Buth Road	Buth Road to Church Drive	3	Pulverize with Inlynd Drive
27	Golden Lake Road	From STH 18 to CTH BB	5 - 6	Chipseal ASAP
28	Golden Lake Park	From Golden Lake Park Circle to Golden Lake Road	5 - 6	Crackfill road to Golden Lake Road
29	Ruders Circle		1	Pulverize & 3" Asphalt
30	Park Drive	From Ruder's Circle to dead end	2 - 3	
31	Cedar Lane	From Golden Lake Road to dead end	3	Should be pulverized
32	Indian Point	From STH 18 to Trail	3	Pulverize with Ruder's Circle
33	Trail Drive	From Indian Point	4	Chipseal
34	Knoll Drive	CTH F to dead end	3	Patch and chip or overlay
35	Bakertown Road	From Sullivan limits north	4	
36	Sunnyside Road	From Bakertown to CTH F	10	1 year old
37	Mill Road	From Bakertown to CTH F	4	Could overlay or chipseal
38	Hickory Hill Lane	From Mill Road to end	4	
39	Hickory Hill Road	From CTH F to Mill Road	3 - 4	
40	Lakeview Road	From CTH F to private driveway		Needs to be turned over to Owner
41	Bakertown Road	From Sunnyside to Pioneer	6	Chipseal
42	Rocky Lane	From Pioneer to Bakertown Road	6	Chipseal
43	Elder Drive	From Pioneer to end		
44	Elder Lane	From Elder Lane to dead end	5	Private driveway
45	Bakertown Road	From Pioneer to Hillside	8 - 9	Watch cracks, 3 years old
46	Hillside Drive	From Bakertown to Kellers	2 - 3	Should pulverize, could wedge and overlay
47	Bakertown Road	From Hillside to town line	5	

48	Evergreen Road	From Bakertown to town line	5	Patch and chipseal
49	Hillside Drive	From Bakertown ¼ mile of CTH B	8 - 9	3 years old, watch cracks
50	Hillside Drive	From CTH B ¼ mile south to new pavement	5	
51	Peaceful Lane	From CTH B to dead end	4	Private driveway
52	Sunset Drive	From CTH B to dead end	5	Overlay or chipseal
53	South Islandview	From CTH B to dead end	4	Private driveway
54	Stonewood Drive	From CTH B to dead end	3	Pulverize or shape with Farmington Overlay
55	Ranch Road	From Hillside to CTH P	6	Crackfill
56	North Islandview	From Ranch Road to south end	5	
57	Church Road	From Islandview to Highmound	9 - 10	2 years old
58	Highmound Road	From CTH B to dead end	3 - 4	
59	Ridgeview Lane	From Pioneer to dead end	5	
60	Colonial Drive	From Pioneer to end	4 - 5	
61	Grey Fox Trail	From Concord Center Drive to end	3 - 4	Close to pulverize, should chipseal
62	Country View Road	From Concord Center Drive to end	5	
63	Country View Circle		5	

KEY: Paser Ratings for Paved Roads.

- | | |
|---|---|
| (1) FAILED – Needs total reconstruction. | (6) GOOD – Shows sign of aging. Sound structural condition. Could extend with sealcoat. |
| (2) VERY POOR – Severe deterioration. Needs reconstruction with extensive base repair. | (7) GOOD – First signs of aging. Maintain with routine crack filling. |
| (3) POOR – Needs patching and major overlay or complete recycling. | (8) VERY GOOD – Recent sealcoat or new road mix. Little or no maintenance required. |
| (4) FAIR – Significant aging and first signs of need for strengthening. Would benefit from recycling or overlay | (9) EXCELLENT – Recent overlay, like new. |
| (5) FAIR – Surface aging, sound structural condition. Needs sealcoat or non-structural overlay. | (10) EXCELLENT – New construction. |

C. Land Trust and Preservation Program Contact Information

Drumlin Area Land Trust

Contact: Peter Jacobs
W5016 Florine Lane
Fort Atkinson, WI 53538
Phone: (920) 568-9917
<http://www.drumlinarealandtrust.org/>

Land Trust Network of Jefferson County

Contact: Martine Koeppel
P.O. Box 142
Watertown, WI 53094
Phone: (920) 261-8560
<http://www.landtrustnetwork.org/>

The Prairie Enthusiasts

Contact: Evanne Hunt
P.O. Box 1148
Madison, WI 53071
Phone: (715) 381-1291
<http://www.theprairieenthusiasts.org/>

Wisconsin Farmland Preservation Program

Exclusive Ag Zoning – (608) 224-4637
Ag Preservation Plans – (608) 224-4632
Farmland Preservation Agreements – (608) 224-4633
http://www.datcp.state.wi.us/arm/agriculture/land-water/conservation/farmland_pres.jsp

Natural Heritage Land Trust (Dane County)

303 S Paterson Street, Suite 6
Madison, WI 53703
Phone: (608) 258-9797
<http://www.nhlt.org/index.php>

Tall Pines Conservancy (Waukesha County)

P.O. Box 65
Nashotah, WI 53058
Phone: (262) 369-0500
<http://www.tallpinesconservancy.org/locale.htm>

National Trust For Historic Preservation

Royce Yeater, Director
53 West Jackson Boulevard, Suite 350
Chicago, IL 60604
Phone: (312) 939-5547
<http://www.preservationnation.org>

BARN AGAIN! Program

Phone: (303) 623-1504
http://www.agriculture.com/ag/story.jhtmlstoryid=/templatedata/ag/story/data/barnagain_about.xml

Wisconsin Barn Preservation Initiative

<http://www.uwex.edu/lgc/barns/barns.htm>

Wisconsin Historical Society

816 State Street
Madison, WI 53706
Phone: (608) 264-6400
<http://www.wisconsinhistory.org>

D. Supporting “Place-Based” Rural Revitalization

The National Trust for Historic Preservation is working at the local, state, and national levels to help revitalize America’s rural communities and protect our rural heritage.

Across the nation, rural communities are seeking new ways to achieve sustainable economic development. Many rural development experts and community leaders agree that “place-based” economic development strategies offer particular advantages to rural communities. Place-based strategies build on the existing, unique assets that are found in rural areas, including natural and scenic amenities, cultural heritage and traditions, and distinctive historic structures and landscapes. Protecting and enhancing these assets contributes to an improved quality of life that helps retain existing residents and attract new investment.

The National Trust for Historic Preservation has decades of experience assisting communities with place-based development strategies. Our **Main Street Program** (www.mainstreet.org) has been implemented in more than 1,800 communities across the country, including many towns with populations of less than 5,000. These local Main Street programs have created more than 67,000 new businesses and 300,000 new jobs nationwide. **Heritage tourism** offers another opportunity for place-based economic development in rural regions. The National Trust Heritage Tourism Program website (www.culturalheritagetourism.org) includes many case studies of successful rural heritage tourism projects. The National Trust is also helping farmers and ranchers who are interested in retaining barns and older farm buildings for continued agricultural use through our **BARN AGAIN! Program** (www.barnagain.org).

The National Trust believes that the upcoming re-authorization of the Farm Bill offers an opportunity to expand the impact of these and other historic preservation programs in rural communities. Toward that end, the National Trust is participating in conversations with other rural leaders, groups and coalitions to develop specific recommendations for programs, tools and incentives in the next Farm Bill. These are listed on the reverse of this document.

The National Trust for Historic Preservation is a private, nonprofit membership organization dedicated to protecting the irreplaceable. Recipient of the National Humanities Medal, the Trust was founded in 1949 and provides leadership, education, advocacy, and resources to save America’s diverse historic places and revitalize communities. Its Washington, DC headquarters staff, six regional offices, and 26 historic sites work with the Trust’s 270,000 members and thousands of local community groups in all 50 states. To learn more about the National Trust for Historic Preservation, please visit our website: www.nthp.org

Information from: <http://www.preservationnation.org/search.jsp?query=place+based&submit.x=10&submit.y=9>

E. Jefferson County Policies for Zoning Districts A-1, A-2, and A-3

The following is an excerpt from the “Jefferson County Agricultural Preservation and Land Use Plan.” Note that the Town of Concord Comprehensive Land Use Plan provides for creation of an ordinance that would decrease the maximum number of allowable lot splits on non-prime agricultural land areas from 3 splits to 2 splits.

RECOMMENDED AGRICULTURAL PRESERVATION AREA GENERAL POLICIES ²

The key features of the recommended agricultural preservation policies include:

- No new dwellings in the A-1 Exclusive Agriculture District, except for replacement of existing dwellings.
- All new homes would require rezoning out of the A-1 Exclusive Agriculture District to the A-3 Rural Residential District.
- Retain the 3 lot maximum in the rural residential zone for nonprime agricultural land areas, or a prime ag land option for 1 to 2 lots dependent on whether the parent parcel is less than 50 acres or 50 acres or greater. Clustering recommended for all proposed lots.
- For the purpose of determining the number of small lots, the parent parcel is all contiguous A-1 zoned property under the same ownership.
- Rural residential lot size would be limited to 2 acres per lot with possible lot combinations for a larger lot on nonprime lands (substitute one 6 acre lot for three 2 acre lots).
- A prime ag land lot would be considered by committee if they determine that no available nonprime land exists, or that a prime ag location provides better protection of land resources.
- Definition of prime ag land the same as 1978 plan.
- Rural residential lots could not be re-divided.
- Provide for residential in-fill in those areas of higher residential densities if described in a town master plan and approved by the Jefferson County Zoning Committee.

Because of the fact that all existing rural land in Jefferson County is presently zoned, the recommended land use policies for the agricultural preservation areas are based on revising the requirements for the existing zoning categories.

All of the land presently zoned A-1 Exclusive Agricultural District should be considered long-term agricultural. Land presently zoned A-2 Agricultural Business or A-3 Agricultural/Rural Residential, or rezoned to these districts in the future, should be considered limited nonagricultural within a predominantly agricultural area.

² *Jefferson County Agricultural Preservation and Land Use Plan* (Jefferson County, October 1999), pp. 88–94.

TABLE 7.1

SMALL & LARGE LOT DIVISION POLICIES/COMPARISON OF 1978 POLICIES TO NEW POLICIES

P = Prime Land (*if nonprime not available*) NP = Nonprime Land

Small Lot Proposals for New Homes / 1 & 2 acre lot size (A-3 zone)

<i>Parent Parcel Size</i>	<i>1978 Plan/ Ordinances (number of lots possible)</i>	<i>County/ Town Option (number of lots possible)</i>
50 acres or greater	3 NP	3 NP/ or 2P
Less than 50 acres	3 NP	3 NP/ or 1P

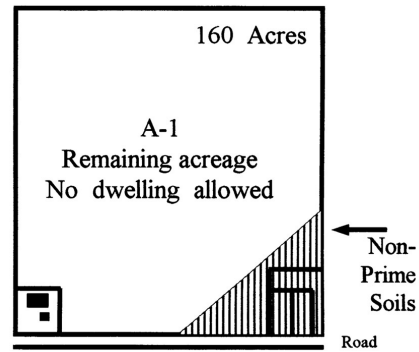
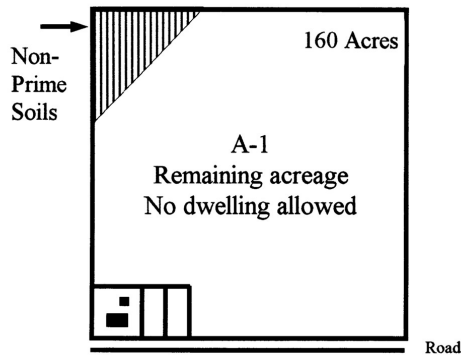
Large Lot Proposals for New Homes (A-1 zone)

<i>Parent Parcel Size</i>	<i>1978 Plan/ Ordinances (number of lots possible)</i>	<i>County/ Town Option (number of lots possible)</i>
	1 per 35 acres	NONE

This is further illustrated by the graphic on the following page.

WHAT CAN I DO ON MY LAND AS A RESULT OF NEW POLICIES?

Parent Parcel Greater than 50 Acres with Existing Dwelling



All Prime Soils or Non-Prime Unavailable

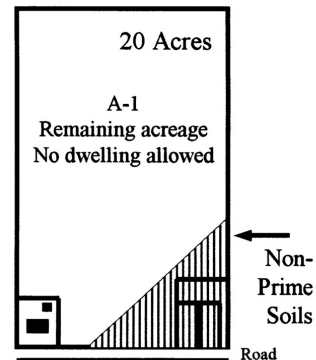
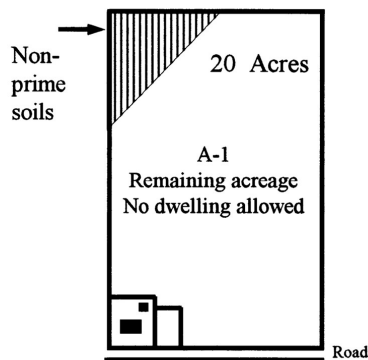
A maximum of 2 rural residential lots in prime soil

Non-Prime Soils Available

A maximum of 3 rural residential lots in non-prime soils

*Two acre maximum lot size, however option available to combine lots to create a larger lot size
Existing dwelling (pre-1978) could be divided off without counting against the total number of divisions

Parent Parcel 50 Acres or Less with Existing Dwelling



All prime soils or non-prime unavailable

Only 1 rural residential lot in prime soil

Non-Prime soils available

A maximum of 3 rural residential lots in non-prime soils

*Two acre maximum lot size, however option available to combine lots to create a larger lot size
Existing dwelling (pre-1978) could be divided off without counting against the total number of divisions

Recommended A-1 Exclusive Agricultural District Detailed Policies

The purpose of the A-1 Exclusive Agricultural District is to preserve farmland with Class I, II or III soils as identified within the Soil Survey of Jefferson County, Wisconsin. Class III soils that exhibit prime agricultural capabilities based on comparable expected yields of Class I and II shall be considered prime agricultural lands for the purpose of this plan.

1. No new dwellings permitted in the A-1 Exclusive Agricultural District except for replacement of existing dwellings. New homes would require rezoning from A-1 to A-3 rural residential.
2. Prime ag land definition remains the same as the 1978 Farmland Preservation Plan.
3. For the purpose of transfer of A-1 zoned lands (no new homes allowed in A-1 zone), the minimum lot size remains at 35 acres except for the transfer to adjoining property owners also zoned A-1.
4. The parent parcel zoned A-1 at the time of implementation of this plan shall be utilized to determine the number of potential A-3 Rural Residential lots that may be requested. A-1 zoned lands transferred from the parent parcel after the implementation of this plan and subsequent zoning ordinance shall not be utilized for the calculations of potential A-3, Rural Residential lots. (Also see A-3, Rural Residential policy details)

Note: For the purpose of assigning the number of potential A-3 building sites, "parent parcels" are defined as all contiguous A-1 zoned lands under the same ownership that existed at the time of adoption of the ordinances implementing the plan. However, A-3 divisions that had been created since the initial adoption of the A-3 zoning district in 1978 would reduce the number of potential non-prime A-3 lots available to a particular parent parcel if it can be determined that they were part of contiguous A-1 zoned lands under the same ownership.

5. Detailed tracking of parent parcels that exist at the time of implementation and the number of A-3, Rural Residential lots utilized will be maintained at the Zoning Department through computerized Geographic Information System (GIS) tracking capabilities. A recorded affidavit may also be utilized to track those parent parcels that no longer have the potential for an A-3, Rural Residential district.

Recommended A-2 Agricultural Business District Detailed Policies

The purpose of the A-2 Agricultural Business District is to provide a district for agricultural businesses that are related to maintaining the sustainability and continued productivity of agriculture in Jefferson County.

1. All uses in the A-2 Agricultural Business District should be considered conditional uses and require a conditional use permit.
2. The only residences permitted in the A-2 Agricultural Business District should be "farm labor housing" to be occupied exclusively by employees or families of employees on farms in Jefferson County.

3. The Zoning and Planning Committee should use the following criteria in evaluating proposals for rezoning land from A-1 Exclusive Agricultural to A-2 Agricultural Business District:
 - a. The rezoning should be for the minimum amount of land needed for the proposed business.
 - b. An applicant for rezoning should demonstrate that the rezoning or subsequent development would not adversely impact agricultural production on nearby or adjoining lots.
 - c. Access to the land proposed for rezoning should be either from a public road or from a new private access drive that does not divide an existing agricultural field.
4. All nonagricultural structures in the A-2 Agricultural Business District should be subject to site plan review to evaluate the proposed building and driveway locations with respect to impact on prime farmland.

Recommended A-3 Agricultural/Rural Residential District Detailed Policies

The purpose of the A-3 Rural Residential District is to allow limited nonfarm rural residential development on lands in predominantly agricultural areas that are not suited for agricultural production or, due to the proposed location, would have limited impact on agricultural production. Lots would not only be limited in number but also in size to minimize the use of land for residential purposes.

1. All new homes would require rezoning out of the A-1 zoning district to A-3, Rural Residential.
2. Retain the three-lot maximum potential with the A-3, Rural Residential zone for nonprime agricultural land areas. Previously created A-3 lots from contiguous A-1 zoned lands that were under the same ownership would reduce the three-lot maximum correspondingly.
3. Provide for a prime-ag land option for one or two lots dependent upon whether the parent parcel is less than 50 acres or 50 acres and greater. This prime ag land option would be considered by the County Planning and Zoning Committee if they determine that no available non-prime lands exist or that a prime ag land location would provide for better protection of resources. A-3 splits created prior to the implementation of this plan would not eliminate the ability to request one additional A-3 lot to allow for home construction on the remaining land.
4. For the purposes of assigning the number of potential A-3 building sites, “parent parcels” are defined as all contiguous A-1 zoned lands under the same ownership that existed at the time of adoption of the ordinances implementing the plan. However, A-3, Rural Residential divisions that had been created since the initial adoption of the A-3 zoning district in 1978 would reduce the number of potential non-prime A-3 lots available to a particular parent parcel if it can be determined that they were part of contiguous A-1 zoned lands under the same ownership.

5. A-3, Rural Residential lot size would be limited to two acres per lot with possible lot combinations on non-prime lands (i.e., substitute one six-acre lot for three, two-acre lots).
6. A-3, Rural Residential lots could not be redivided.
7. Clustering is recommended for all new lots.
8. Accessory land division for farm consolidation is permitted.
9. All structures in the A-3, Rural Residential district should be subject to site plan review to evaluate the proposed building and driveway locations with respect to impact on the preservation of farmland and other features of this plan
10. Rezoning from A-1 to A-3 should occur only if the following conditions are met:
 - a. The land proposed for rezoning is not prime farmland unless the Committee determines the detailed policy #3 is applicable (prime ag land option).

Note: The Planning and Zoning Committee, with Town Board consent, may allow rezoning from A-1 Exclusive Agricultural district to A-3, Rural Residential district under the non-prime ag land option, for certain Class I, II, or III soils based on site inspection and a long-term history of non-cultivation or the presence of physical features (e.g. rock outcroppings, upland cover) that limit the potential for use of the land as productive agricultural land.
 - b. Access to the land proposed for rezoning should be either from a public road or from a new private drive that does not divide an existing agricultural field.

Note: Access via private drives along an existing fence line or other uncultivated area may be permitted provided no more than a total of one acre of prime agricultural land is taken out of production for all proposed development on each A-3 lot proposed.
 - c. The Planning and Zoning Committee determines that the rezoning and subsequent development will not adversely impact agricultural production on nearby or adjoining property.
 - d. The Town Board approves the rezoning.
11. Detailed tracking of parent parcels that exist at the time of implementation and the number of A-3, Rural Residential lots utilized will be maintained at the Zoning Department through GIS tracking capabilities. A recorded affidavit may also be utilized to track those parent parcels that no longer have the potential for an A-3, Rural Residential district.

F. Wisconsin Department of Administration Population Projections

Final Population Projections for Wisconsin Municipalities: 2000 - 2025

(An * indicates that the municipality crosses at least one county line)

(The 2000 Census counts include the latest corrections - November 25, 2003 and may not equal those in the county age by sex projections)

FIPS Code	DOA Code	Type and Name of Municipality	Census 1980	Census 1990	Census 2000	Projection 2005	Projection 2010	Projection 2015	Projection 2020	Projection 2025
5505504125	28002	T AZTALAN	1,752	1,476	1,447	1,445	1,441	1,435	1,433	1,431
5505516225	28004	T COLD SPRING	684	683	766	781	795	808	822	837
5505516650	28006	T CONCORD	1,805	1,884	2,023	2,077	2,128	2,176	2,227	2,280
5505525300	28008	T FARMINGTON	1,528	1,404	1,498	1,513	1,535	1,554	1,576	1,599
5505533700	28010	T HEBRON	1,104	975	1,135	1,165	1,193	1,219	1,247	1,276
5505537600	28012	T IXONIA	2,905	2,789	2,902	3,054	3,201	3,344	3,490	3,637
5505537925	28014	T JEFFERSON	2,891	2,687	2,265	2,282	2,297	2,309	2,325	2,343
5505540375	28016	T KOSHKONONG	2,979	2,984	3,395	3,570	3,743	3,911	4,083	4,257
5505541700	28018	T LAKE MILLS	1,515	1,584	1,936	2,059	2,179	2,295	2,413	2,532
5505551850	28020	T MILFORD	1,066	1,007	1,055	1,061	1,066	1,070	1,076	1,083
5505559125	28022	T OAKLAND	2,240	2,526	3,135	3,368	3,594	3,814	4,038	4,263
5505561050	28024	T PALMYRA	1,069	1,176	1,145	1,157	1,168	1,178	1,189	1,202
5505578200	28026	T SULLIVAN	1,646	1,924	2,124	2,272	2,416	2,556	2,698	2,841
5505578475	28028	T SUMNER	973	822	904	907	909	910	912	915
5505583950	28030	T WATERLOO	811	694	832	867	902	934	968	1,003
5505584000	28032	T WATERTOWN	1,921	1,840	1,876	1,891	1,904	1,915	1,929	1,945
5505512225	28111	V CAMBRIDGE *	59	80	87	93	99	104	110	115
5505538350	28141	V JOHNSON CREEK	1,136	1,259	1,581	1,710	1,828	1,942	2,058	2,175
5505540737	28146	V LAC LA BELLE *	0	0	0	0	0	0	0	0
5505561025	28171	V PALMYRA	1,515	1,540	1,766	1,826	1,884	1,939	1,996	2,055
5505578175	28181	V SULLIVAN	434	449	688	738	786	833	880	928
5505526675	28226	C FORT ATKINSON	9,785	10,213	11,621	12,151	12,656	13,143	13,646	14,155
5505537900	28241	C JEFFERSON	5,647	6,078	7,338	7,569	7,788	7,997	8,218	8,442
5505541675	28246	C LAKE MILLS	3,670	4,143	4,843	5,067	5,282	5,490	5,704	5,921
5505583925	28290	C WATERLOO	2,393	2,712	3,259	3,417	3,569	3,716	3,868	4,021
5505583975	28291	C WATERTOWN *	12,202	12,388	13,535	14,262	14,957	15,636	16,334	17,032
5505586925	28292	C WHITEWATER *	2,422	2,466	2,611	2,728	2,841	2,950	3,062	3,176
055	28	JEFFERSON COUNTY	66,152	67,783	75,767	79,030	82,161	85,178	88,302	91,464

G. Evaluation of Remaining Lot Splits

Information provided to Town of Concord Clerk Lloyd Zastrow by the Jefferson County Zoning Office November 21, 2006, regarding remaining lot splits in the Town.

Concord - (36 sections)

Does not include

11-21-06

DL + MS

① Acc A-1

② Existing 1977 Res splits

③ Splits in R-2 or C zones

2000 - 2006

46 lots A-3 lots ~~(14)~~

Ave 8 per / yr.

Pending Town + County Approval

lots available 521 lots A-3

looked at soils, PP, wet, Towns of Concord, Parcel Parcels, access est....

$46 \div 6 \text{ yrs} = \text{Ave } 8 \text{ per year}$

$521 \div 8 = 65 \text{ years}$

Called Hoyd Z - 11-21-06

H. Town of Concord Comprehensive Planning Questionnaire

In December 2006, the Town Board hired Ruekert-Mielke, a firm providing municipal planning services, to help in preparing a *Comprehensive Land Use Plan* for the Town of Concord that will direct future development in the Town. A group of citizen volunteers has been meeting on the first Tuesday of each month to help with the planning process. Much of the research and writing that has gone into the plan has been done by these volunteers. Copies of minutes from these meetings and a draft of the plan can be obtained on the Town website: <http://www.concordwisconsin.org/> or by contacting the Town Clerk, Lloyd Zastrow at 262-593-8945.

The *Comprehensive Plan* is nearing completion, and three issues have been identified for which broader public input is desired before incorporating them into the Town Plan. These issues are as follows:

- 1) A state-proposed Park and Ride at the I-94 / CTH F interchange
- 2) Expansion of the hamlet to include the I-94 / CTH F interchange
- 3) Adopting more restrictive policies than County Zoning regarding A-1 lot splits

The following pages include background information and statements supporting or opposing each issue. These statements were compiled by a group of citizen volunteers comprised of persons both in support of or opposition to each issue. The final page is a Questionnaire Answer Sheet. Please fill this out and return it to the Town Clerk by December 5, 2008, using one of the options listed below. An informational meeting will be held on Tuesday, December 2, at 7:00 p.m. at the Community Center for those desiring additional information. Questionnaires may be completed and returned at this meeting.

The inclusion of these issues in this questionnaire in no way reflects either support for or opposition to the issues by the Town Board.

REMEMBER!

→ INFORMATIONAL MEETING - - - DECEMBER 2, 2008 at 7:00 P.M. at the
CONCORD COMMUNITY CENTER

→ RETURN *QUESTIONNAIRE ANSWER SHEET* BY DECEMBER 5, 2008 by:

- * Mailing to the Town Clerk at: Lloyd Zastrow
N6828 CTH-E
Oconomowoc, WI 53066
- * Fax to the Town Clerk at: 262-593-8060
- * Bring your Questionnaire Answer Sheet to the informational meeting on December 2.

WANT MORE INFORMATION? - - - CHECK OUT THE TOWN WEBSITE @
<http://www.concordwisconsin.org/>

Issue #1: The state-proposed Park and Ride

Background information: The state is proposing a Park and Ride at the I-94 / CTH F interchange on a piece of state-owned property on the northeast corner of the interchange between CTH-B and the westbound off ramp at CTH F. The plan includes 31 regular and 2 handicap spaces with the potential for an additional 35 spaces in the future. The project is scheduled for 2012. This proposal was rejected by the Town Board in March, 2004, and again in October, 2008. Objections were that the Town would have had the responsibility and cost of maintaining the Park and Ride lot. The proposal is still in place but the state cannot go forward with the project without a maintenance agreement in place. To date, both the Town of Concord and Jefferson County have been approached by the state and both have declined to accept maintenance responsibilities. A summary of a typical 15 year maintenance contract as proposed by the state is as follows:

Lot construction: The state would construct the lot at its own expense and install a sidewalk, bike rack, trash receptacles and directional signage.

Lighting: The state would install a lighting system. The maintaining municipality would be responsible for providing electricity and maintaining the system.

Signs and landscaping: The municipality would be responsible for lot signage and landscaping.

Lot maintenance: The municipality would be responsible for removal of snow, ice, dirt, and debris; mowing grass; maintaining the drainage system; repainting parking lines; replacing damaged trash receptacles; signage replacement; landscape upkeep; and graffiti removal.

Lot rehabilitation: Resurfacing or replacement of the lot surface would be done by the state.

Liability: Both the state and the municipality would be liable for claims of injury to persons or property which arise out of negligence of their officers or employees.

Reasons to support a Park & Ride:

- 93% of Concord residents work outside the Town.
- The Town is part of the “pollution abatement area.” The Park & Ride would encourage carpooling and decrease pollution.
- It could be used as a bus stop thereby providing easy access to mass transit.
- It would bring in people from other areas who may then utilize the services of local businesses.

Reasons to oppose a Park & Ride:

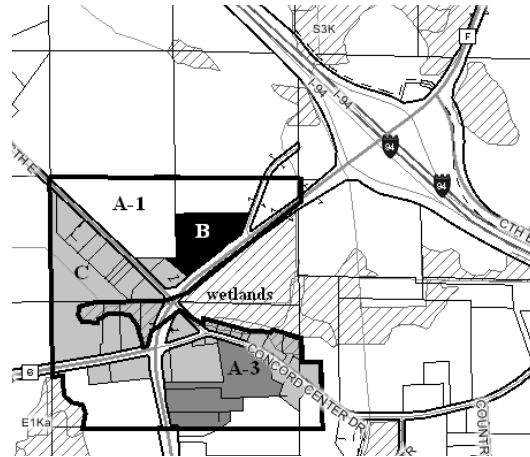
- The Town may have to maintain the facility. Maintenance costs are unknown. Previous estimates were \$2500 to \$5000 per year after the initial costs of landscaping and signage.
- Concord residents may be paying for a facility used by non-residents.
- There may be problems with criminal activity such as vandalism and theft.
- It may increase congestion at the interchange.
- Aesthetically, it would detract from the rural surroundings.
- Joy Park, 1 mile north of the interchange on CTH F, while not specifically identified as a Park and Ride, is used as such and is maintained by the County.
- Dahnert Park, the Community Center, and the old Town Hall all have parking available for town residents who wish to park for the day and carpool.

Issue # 2 Expansion of the hamlet to include the area surrounding the I94/ CTH F interchange if this would be allowed by the County in the future. (Note: The Town cannot expand the hamlet without approval by the County and amendments to the *Jefferson County Agricultural Preservation and Land Use Plan* and the *Jefferson County Zoning Ordinance*.)

Background information: The current Town of Concord rural hamlet is approximately 120 acres centered on the CTH B/ CTH F intersection (shown in the area outlined in black on the map below). This area was designated by the 1999 *Jefferson County Agricultural Preservation and Land Use Plan* to accommodate limited residential or business development. Wetlands (areas with diagonal shading) are excluded from the hamlet area.

Current Zoning: Light gray is Community zoning (C) which allows for a wide variety of uses including residential and light business, black is Business zoning (B), dark gray is Rural Residential (A-3), white is Exclusive Agricultural (A-1). All developable land in the hamlet may request rezoning to accommodate business or residential development. (Note: while the (C), (B), and (A-3) zonings allow for development, some of these areas are not yet developed.)

Current Land Use: About 50 acres in the hamlet area have been developed and uses include residential, industrial, commercial, and public institutional. The remaining 70 acres could provide for further development.



Reasons to answer YES (support Hamlet Expansion if allowed by the County in the future):

- Expanding the hamlet to include the I-94/ CTH F interchange would place development along I- 94.
- Businesses would be more attracted to the area along I-94 and more likely to locate there than in the current hamlet.
- Business development may increase the tax base.
- More businesses in the Town would decrease the cost to residents of accessing business services.
- Businesses may supply additional employment opportunities for Town residents.

Reasons to answer NO (oppose Hamlet Expansion if allowed by the County in the future):

- Expanding the hamlet to include the I-94/ CTH F interchange would place development along I-94.
- Businesses would be more attracted to the area along I-94 and more likely to locate there than in the current hamlet.
- Business development may require more expense in services and infrastructure.
- There is useable acreage in the current hamlet on which businesses could locate.
- Expanding the hamlet and allowing development at the interchange may set a legal precedent for further development.
- Most of the land surrounding the I-94/ CTH F interchange is owned by individuals who do not live in the Town. In the last few years, these individuals have purchased several hundred acres surrounding the interchange for millions of dollars above its market value.
- Development may detract from the rural character.

Issue # 3 Limiting Land Splits on parcels zoned A-1 (Exclusive Agricultural)

Background information: Many parcels of agricultural land in Concord qualify for splitting off up to 6 acres for up to 3 residences under Jefferson County zoning rules. The County zoning department estimates Concord could add an additional 520 residences under these rules. This would increase Concord's present 757 households by 72%. Under County zoning rules Concord is allowed to be more restrictive. Because of the significant impact of such a large housing increase, it has been proposed that Concord limit the new residences to 2 instead of 3 but *not change* the allowable six acres that can be split off. This would reduce the increase in new households by a third to 346 but allow for larger lots. (Note: The preceding figures are close approximations based on information provide by Jefferson County and the U.S. Census.)

More information and discussion:

County zoning is intent on preserving farm-ability. Several factors go into determining if you can split your land for residential development under county zoning. Here are some primary factors.

- Zoning – must be zoned A-1 (Exclusive Agricultural)
- Size of your land parcel
- Soil type (prime vs. sub-prime agricultural land)
- Road access for new lots
- Wetlands, natural resource corridors, and woodlands
- Slope of your land
- Previous land splits on your land

For more information you can visit the Concord website (<http://www.concordwisconsin.org>) and click on “land splits” on the front page, or for specific information about your property, call the County zoning office at 920-674-7130.

Reasons to answer YES (support limiting land splits):

- Limiting residential housing may minimize potential increases in infrastructure needs and maintenance costs.
- The higher quality of living in a low density community near jobs could make two 3 acre splits worth more than three 2 acre splits. This action shows that our community is really interested in preserving our quality of life and that we have responsible management.
- Fewer residences may result in less traffic making farming, biking, walking, and other road use safer.
- Concord will remain a small, friendly community with the desired rural character.

Reason to answer NO (oppose limiting land splits):

- It may be unfair to farmers to limit the number of residential lot splits as this could decrease the overall monetary value of the lots they could sell. i.e.: two 3 acre splits may be worth less than three 2 acre splits.
- Many farmers have already exercised all of their splits and it would be unfair to penalize those who have not.
- The retirement income of many farmers is in the value of their land. Limiting lot splits may decrease their land value and unfairly decrease their retirement income.

Questionnaire Answer Sheet

(Please return by Dec. 5, 2008, using one of the options indicated on page one.)

1. Do you support the state proposal to construct a Park and Ride lot at the I-94/ CTH F interchange? (please circle only one response)

- a. I fully support the state-proposed Park and Ride lot at the I-94/ CTH F interchange.
- b. I support the Park and Ride if the Town can develop a shared maintenance agreement with a neighboring municipality or with the County.
- c. I support the Park and Ride only if the Town is not responsible in any way for maintenance or the costs of maintenance
- d. I do not support the Park and Ride under any circumstances.

Comments: _____

2. Would you support expansion of the hamlet to include the I-94/ CTH F interchange if the County were to allow such an expansion in the future? (please circle only one response)

- a. Yes, I support the expansion of the hamlet to include the I-94/ CTH F interchange.
- b. No, I do not support the expansion of the hamlet to include the I-94/ CTH F interchange.

Comments: _____

3. Do you support reducing the maximum number of allowable lot splits on agricultural land zoned A-1 from three splits to two splits. (please circle only one response)

- a. Yes, I do support limiting lot splits beyond the limits currently set by the County.
- b. No, I do not support limiting lot splits beyond the limits currently set by the County.

Comments: _____

I. Sample Plan Commission Resolution

RESOLUTION BY THE PLAN COMMISSION TO RECOMMEND ADOPTION OF A COMPREHENSIVE LAND USE PLAN

The Plan Commission of the Town of Concord, Jefferson County, Wisconsin, by this resolution, adopted by a majority vote of the entire plan commission, recommends to the Town Board of the Town of Concord, adoption of the “Town of Concord Comprehensive Land Use Plan.”

The “Town of Concord Comprehensive Land Use Plan” contains all materials relating to and supporting the elements of the comprehensive plan including maps listed in Appendix A and all descriptive materials as referred to in Appendices B, C, and D.

The requirements of the comprehensive planning law under Wis. Stats. 66.1001 have been met, namely:

- a) The Town Board adopted a Public Participation Plan for the comprehensive planning process as required by Wis. Stats. 66.1001(4)(a) on February 12, 2007.
- b) In accordance with Wis. Stats. 66.1001(2), the comprehensive plan includes the nine required elements.
- c) This resolution has been adopted by a majority vote of the entire plan commission. This vote will be recorded in the official minutes of the plan commission.
- d) Pursuant to passage of this resolution, copies of the plan, when adopted, will be sent to all governmental units specified in Wis. Stats. 66.1001(4)(b).

Adopted this _____ day of _____, 2009

Ayes ____ Noes ____ Absent ____

Attest: _____
Town Clerk

Plan Commission Chairman

Plan Commission Secretary

J. Sample Town Board Resolution

RESOLUTION AND PUBLIC NOTICE OF PUBLIC HEARING ON PROPOSED TOWN OF CONCORD COMPREHENSIVE PLAN

The Town Board of the Town of Concord, Jefferson County, Wisconsin, by this resolution, passed by majority vote of the entire Town Board resolves and orders as follows:

A public hearing to discuss the proposed “Town of Concord Comprehensive Land Use Plan” and the adoption of an ordinance to adopt the comprehensive plan shall be held in accordance with the following Notice of Hearing, which the town clerk shall publish by a class I notice under ch. 985, Wis. Stats.:

NOTICE OF HEARING ON “TOWN OF CONCORD COMPREHENSIVE LAND USE PLAN”

A public hearing to discuss the proposed “Town of Concord Comprehensive Land Use Plan” and the adoption of an ordinance to adopt the comprehensive plan shall be held at the Town of Concord Community Center, W1089 Concord Center Drive, Sullivan, WI, on _____, at _____.

The stated purpose of this Comprehensive Plan is “to maintain the agrarian and rural character of the Town of Concord.” The State of Wisconsin Comprehensive Land Use Planning law, Statute 66.1001, requires that every county, city, village, and town that makes zoning decisions adopt a comprehensive land use plan and that all local land use decisions and mapping be consistent with the adopted plan. The proposed “Town of Concord Comprehensive Land Use Plan” contains the following as required by Wis. Stats. 66.1001:

- a) An adopted Public Participation Plan
- b) Eleven Elements as follows: Issues and Opportunities; Housing; Agricultural Resources; Natural Resources; Cultural Resources; Transportation; Economic Development; Utilities and Community Facilities; Intergovernmental Cooperation; Land Use; and Implementation. Each element includes visions, strategies, issues, and background information.
- c) The plan also includes maps and other supporting materials.

Lloyd Zastrow, town clerk of the Town of Concord, may be contacted to provide additional information on the proposed comprehensive plan and ordinance at 262-593-8945, N6828 CTH-E, Oconomowoc, WI 53066.

A copy of the proposed “Town of Concord Comprehensive Land Use Plan” may be inspected at the Watertown, Johnson Creek, Jefferson, or Oconomowoc public libraries. A copy may also be obtained from the town clerk as listed above or from the town website www.concordwisconsin.org.

The town clerk shall properly post or publish this resolution and notice of public hearing as required by Wis. Stats. 60.80 and 66.1001(4)(d)

Adopted this ____ day of _____, 2009

Town Chairman

Ayes ____ Noes ____ Absent ____

Town Supervisor

Attest: _____
Town Clerk

Town Supervisor

K. Sample Ordinance

Ordinance no. _____

**AN ORDINANCE TO ADOPT THE COMPREHENSIVE PLAN
FOR THE TOWN OF CONCORD, WISCONSIN**

The Town Board of the Town of Concord, Wisconsin, do ordain as follows:

SECTION 1. Pursuant to section 60.22 (3), section 61.35, and sections 62.23 (2) and (3) of the Wisconsin State Statutes, the Town of Concord is authorized to prepare and adopt a comprehensive plan as defined in sections 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes.

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

SECTION 3. The plan commission of the Town of Concord, by a majority vote of the entire commission recorded in its official minutes, has adopted a resolution recommending to the Town Board the adoption of the document entitled "Town of Concord Comprehensive Land Use Plan," containing all of the elements specified in section 66.1001 (2) of the Wisconsin Statutes.

SECTION 4. The Town Board has held at least one public hearing on this ordinance, in compliance with the requirements of section 66.1001 (4)(d) of the Wisconsin Statutes.

SECTION 5. The Town Board of the Town of Concord, Wisconsin, does, by the enactment of this ordinance, formally adopt the document entitled "Town of Concord Comprehensive Land Use Plan," pursuant to section 66.1001(4)(c) of the Wisconsin Statutes.

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

Adopted this ____ day of _____, 2009

Ayes ____ Noes ____ Absent ____

Attest: _____
Town Clerk

Town Chairman

Town Supervisor

Town Supervisor

Appendix C: Public Participation Plan

(This document was adopted by the Town Board on February 12, 2007.)

The Town of Concord will comply with all of the procedures for adopting a comprehensive plan detailed in Section 66.1001(4) of the Wisconsin Statutes.

To insure a complete and acceptable land use plan for the Town of Concord, which accurately and adequately identifies and represents the goals, objectives and visions of the Town of Concord land owners and residents, the Town of Concord will make an extensive effort to involve as many citizens as possible throughout the planning process.

The Town of Concord reserves the right to provide public notification and public hearings that exceed statutory minimum requirements.

The first step in the adoption process is being met by the adoption of this document detailing written procedures that are designed to foster public participation throughout the comprehensive planning process.

The Town of Concord Comprehensive Land Use Plan preparation process shall consist of, but not be limited to, the following activities:

I. Public Meetings

At a regularly scheduled Town Board meeting on April 10, 2006, the Town Board of the Town of Concord appointed Supervisors William Ingersoll and Bob Perkins to lead the comprehensive planning effort on behalf of the board. The following Tuesday night meetings are being conducted under the auspices of their authority.

First Tuesday Meetings:

The town will hold monthly open meetings scheduled on the first Tuesday of each month at 7:00 pm at the Concord Town Hall. These meetings will continue throughout the Town of Concord Comprehensive Land Use Planning process.

The purpose of these meetings will be to:

- Disseminate information to the public concerning the Town of Concord Comprehensive Land Use Plan.
- Provide an open forum to elicit public comment and feedback regarding the town plan content from interested parties.
- Review the plan at various stages of its preparation
- Where possible, identify and record the goals, objects, policies and/or programs for topics within each element as those topics are discussed.
- Identify topics for which the goals, objects, policies and/or programs need further discussion before they are acceptable to the community as a whole.
- These open public meetings commenced on October 3, 2006, prior to the adoption of this Public Participation Plan by the Town Board of the Town of Concord. Preceded by a public mailing to all residents and land owners of the Town of Concord, these "First Tues-

day” meetings were conducted in October, November, December of 2006 and January 2007. Slide presentations from these meetings are available on a link from the Town of Concord website. <http://www.concordwisconsin.org/>

Second Tuesday Meetings:

There will be open meetings scheduled for the second Tuesday of each month at 7:00 pm at the Concord Town Hall. These meetings will continue throughout the Town of Concord Comprehensive Land Use Planning process.

The purpose of these meetings will be to:

- Discuss the feedback received from the first Tuesday open meetings.
- Guide the planning and agenda for the following month’s meeting.
- Engage attendees in preparation of plan content, presentation materials, discussions, and review of plan drafts.
- These open public meetings commenced on October 10, 2006, prior to the adoption of this Public Participation Plan by the Town Board of the Town of Concord. Preceded by a verbal communication to the attendees of first “First Tuesday” meetings, these “Second Tuesday” meetings were conducted in October, November, December of 2006 and January 2007.

Concluding Public Meeting:

In accordance with state statute 66.1001(4d), there will be an open meeting scheduled at least 30 days prior to enactment of any ordinance which recommends the adoption of the Comprehensive Land Use Plan, for the purpose of discussion of that ordinance. This meeting will be preceded by a class 1 notice under ch. 985 of the state statutes.

This class 1 notification will contain at least the following:

- The date, time and place of the hearing.
- A summary, which may include a map, of the proposed comprehensive plan or amendment to such a plan.
- The name of an individual employed by the town board who may provide additional information regarding the proposed ordinance.
- Information relating to where and when the proposed comprehensive plan or amendment to such a plan may be inspected before the hearing, and how a copy of the plan or amendment may be obtained.

II. Town Board Meetings

Updates regarding the planning process will be provided at the regularly scheduled Town Board meetings conducted on the second Monday of each month at 7:00 pm at the Concord Town Hall. Residents will be encouraged to participate in the planning process. The Comprehensive Plan, however, will not be a focal point for discussions and questions at the Town Board meetings.

Draft plan documentation will be posted in the Town Hall meeting room for inspection by all town residents.

III. Visioning Seminars

The town has conducted visioning seminars to establish public consensus points for developing a community vision that reflects a shared vision and community values for the future of the Town of Concord. These seminars were also used to educate the residents on the issues, opportunities and requirements for the Comprehensive Land Use Plan.

- A series of three visioning seminars have been conducted to date. These were lead by Professor Steve Grabow of the University of Wisconsin Extension office of Jefferson County. These meetings were conducted on October 26, 2005, April 18, 2006 and August 1, 2006.
- Notifications of these meetings were presented through the regular town board meetings and through a mailing sent with the annual town newsletter.
- A 'Final Proceedings Report' for these visioning seminars is currently available on line through the 'Town of Concord Visioning work shop series' link from the Town of Concord website at <http://www.concordwisconsin.org/>

IV. Postal Mailings

In order to gather feedback from a broader section of the community, postal mailings may be sent out to the Town of Concord land owners and residents. These mailings may include, but are not limited to:

- Community opinion surveys
- Notifications of planning meetings and workshops.
- Newsletters and visioning updates
- In mid 2003, the Park and Planning Committee sent out a public opinion survey to all residents and land owners of the Town of Concord. This was to collect opinions on future land use in the Town of Concord. Only a small percent of the surveys were returned.
- In July, 2005, an updated 4 page survey was again mailed out to the residents and land owners of the Town of Concord. 249 of these surveys were returned. Results and summary information on this survey along with summary results from the Jefferson County 2020 Plan results containing just the responses from the residents of Concord are available on the Concord Town Planning webpage, A link to this planning page is available from the Town of Concord website at <http://www.concordwisconsin.org/>
- Visioning Seminar information was included in the towns' 2006 yearly newsletter.
- Post cards requesting public participation and involvement for the Tuesday night planning meetings were mailed to all residents and land owners in the Town of Concord prior to the first Tuesday night meeting in October, 2006.

V. Publication and Posting of All Public Meetings

Public notification of planning meetings and agendas will be posted in written form in various locations throughout the Town of Concord and in local media sources. These notifications will continue throughout the comprehensive planning process.

Current notification sites include:

- The Concord Town Hall bulletin board
- The lighted sign in front of the Concord Town Hall.
- Town of Concord website
- Watertown Daily Times
- The posting board located at the intersections of Hwy B and Concord Center Dr.
- The posting board at the north entrance of Golden Lake Park Circle

VI. Town Website

Calendar of Events:

There is currently an Events Calendar website available from a link on the town website.

- Contains meeting dates for events relevant to the Comprehensive Land Use Plan.
- This calendar will be kept up to date throughout the planning process.

Concord Town Planning Page:

There is currently a ‘Concord Town Planning Page’ website available from a link on the town website.

- Contains Plan and process-related information, public meeting notices, presentations from previous planning meetings, visioning workshop information, and various other links and documentation relevant to the Comprehensive Land Use Plan under development.
- This link will be kept up to date throughout the planning process.
- This web site will contain public meeting notices, presentations from previous planning meetings, visioning workshop information, and various other links and documentation relevant to the Comprehensive Land Use Plan under development.

VII. E-Mail List

An e-mail list will be maintained for providing communications, discussions and information to individuals or groups wanting additional involvement or information in the planning process. Individuals or groups desiring such involvement will be added to the e-mail list at their request.

VIII. Written Comments

Written comments on the comprehensive plan should be directed to the Town Board for their consideration and response. Where appropriate, these written comments will be shared during the public planning meetings.

IX. Issue Resolution

Identification: We will use the level of discussions from attendees at the First Tuesday meetings to gauge the general feeling of acceptance or disagreement on the specifics of a given topic. If it is determined from the general discussion that there is wide spread agreement on a topic; the

goals, objectives, policies and/or programs put forth on that topic will be incorporated into the draft copy of the Comprehensive Plan. If however, it is not clear that we have broad consensus on the point of the topic, that topic will be highlighted and set aside for further review. An updated list of all outstanding topics requiring further discussion will be maintained throughout the comprehensive plan review process and will be made available to the public at all First Tuesday meetings, on the town web site, or by contacting any of the Town Board members.

Resolution:

Every effort will be made to reach a resolution on the element components during the First Tuesday meetings. However, if an issue can not be resolved during the First Tuesday meeting, proponents of the differing opinions shall formulate the issue into a mutually agreed upon question to clarify the disagreement. At such times as determined necessary as to not interrupt the planning process, the list of clarifying questions will be communicated to the electors of the town in a manner designed to elicit broad public opinion on the issue. Such notice may take the form of a questionnaire, notice of a special meeting, or other means that adequately solicits the input and direction of a maximum number of electors.

If funds are required to communicate such disagreement to electors, a request for such funds only may be made to the Town Board.

X. Comprehensive Plan Documentation

Preparation:

The Town of Concord will prepare preliminary, final draft and final comprehensive plan documents. These documents are currently being prepared by a group of volunteer citizens from the Concord community, with the assistance of a senior planner from the Ruekert/Mielke company. Throughout the entire comprehensive planning process, all citizens will be encouraged to volunteer, in any way they can, to assist in the preparation of comprehensive planning documentation. Citizens may contact any of the town board members for information on how they may participate directly in the preparation of the comprehensive plan documentation.

Availability:

These preliminary, draft and final comprehensive plan documents will be made available for review at the regularly scheduled planning meetings, at the town board meetings, on the town web-site and at the scheduled public hearing prior to plan adoption.

In addition, the town will have copies of these documents available for loan and will provide copies of such documents for individual purchase upon request. Those persons who are owners or leaseholders of property with nonmetallic mineral resources may review the preliminary, final draft and final comprehensive plan documents as noted above.

Copies of the final draft and final comprehensive plan will be distributed in accordance with the requirements detailed in Section 66.1001(4)(b) of the Wisconsin Statutes.

Appendix D: Summary of Community Input

- A.** Community Involvement
- B.** Town of Concord Summary of Community Input
(compiled 12-5-06)
- C.** Town of Concord Initial Results from “Concerns and Hopes Exercise”
(from visioning sessions with Professor Steve Grabow)
- D.** Town of Concord Vision Statements with Consensus
(from visioning sessions with Professor Steve Grabow)
- E.** Town of Concord Comprehensive Planning Questionnaire Results

A. Community Involvement

Community input and participation has been viewed as fundamental for the success of the *Town of Concord Comprehensive Land Use Plan*. The Town of Concord has conducted and continues to conduct numerous public meetings designed to involve the community in the planning process. These monthly meetings, commencing in October of 2006, were held for the purpose of developing a Comprehensive Plan with as much citizen input as possible and to elicit citizen volunteers to aid in the research of materials and the writing of the plan. In December of 2006, the Town Board hired Ruekert-Mielke, a firm providing municipal planning services, to guide the planning process and assist the citizens in the writing of the plan when necessary. The initial step in these meetings was to develop a *Public Participation Plan* which would ensure that all citizens who wished to participate in the planning process were given the opportunity to do so. The text of that document as passed by the Town Board at a regular board meeting on February 12, 2007, is found in Appendix C.

In addition to citizen participation in the ongoing public meetings, other sources of public input have been considered throughout the planning process. This input has been largely in the form of survey responses and input gathered at visioning sessions prior to the start of the planning meetings in October, 2006. A Summary of Community Input as gathered in the 1996 Jefferson County Survey and the 2005 Town of Concord Survey can be found in Appendix D. An educational workshop on comprehensive planning was held on October 26, 2005. This was followed by three visioning workshops conducted by Professor Steve Grabow, a Community Development Educator with the University of Wisconsin-Extension, Jefferson County Office. These workshops were held on February 8, 2006; April 18, 2006; and August 1, 2006. Excerpts from the *Final Proceedings Report* compiled by Professor Grabow on these visioning sessions can be found in Appendix D.¹

A Citizen Questionnaire was also conducted in November of 2008. This questionnaire addressed three issues about which consensus could not be reached at the planning meetings. Results of this questionnaire can be found in Appendix D.

Utilizing this community input and the basic community statistics as building blocks, a list of issues and opportunities was identified and a list of overall goals developed to guide the comprehensive planning process. These are found in “Chapter 1: Issues and Opportunities Element.”

¹ *Town of Concord Visioning Workshop Series: Final Proceedings Report*, Steve Grabow, University of Wisconsin-Extension, September 20, 2006.

B. Town of Concord Summary of Community Input

(compiled 12-05-06 by Larry Oliverson)

Jefferson County 2020 Vision Plan Survey 1996 (Concord Responses)

- Relax land use policies and regulations so that all development can respond more freely to market conditions - 23.3%
- Emphasize preserving rural/agricultural character - 81.4%
- Encourage nonagricultural-related businesses/industries to locate where public utilities are available rather than in rural areas - 82.9%
- Encourage higher density development in towns contiguous to cities/villages where public utilities are most likely to become available - 65.9%
- Prohibit **all** residential development in rural areas - 37.3%
- Permit **more** development in rural areas - 33.3%
- If new development along public roads and highways is allowed, it should be clustered with landscape buffering - 70.5%
- Use zoning and other land use regulations to protect and preserve environmental areas and corridors - 84.5%
- Adopt stricter ordinances to limit size and number of highway billboards - 74.4%
- Charge "impact fees" to finance costs of public services required by new development - 65.2%
- Acquire more public conservancy areas and preserve natural resources - 70.6%
- Preserve as much prime farmland as feasible - 80.6%
- Currently up to 3 residential lot splits from farming units are allowed if not on tillable prime agricultural soils
 - a) Continue this policy - 59%
 - b) Policy is too restrictive - 22.5%
 - c) Policy not restrictive enough - 41.1%
- Use revenues from property/sales taxes to purchase "development rights" to preserve important areas - 45%
- Explore "transferable development rights" to provide incentives to keep agricultural land - 72.1%

Petition to Stop Development (Reaction to Proposed Hamlet Plan - 129 respondents)

- 128 Signature responses to stop development
- 1 signature response in favor of development

Town of Concord Planning Survey Summary 7-25-05

(249 Respondents ---- Questions 1-5 concerning demographics excluded ---- Only top 3-5 answers listed)

6. Why did you move to the Town of Concord?
 - Rural atmosphere -162 (65.1%)
 - Quiet - 130 (52.2%)
 - Less people - 110 (44.2%)
 - Natural beauty - 106 (42.6%)
 - Close to nature - 106 (42.6%)
7. What is your vision for the future of the Town of Concord?
 - Keep pretty much as is - 162 (65.1%)
 - Light industry in business park in the I-94 corridor - 77 (30.9%)
 - 3-5 acre parcels - 74 (29.7%)
 - Single family residences in designated zone area one acre - 66 (26.5%)
 - 35 acre minimum agricultural zoning - 59 (23.7%)
8. What vision do you have for the Town Center?
 - Clean up the Town of Concord Center - 158 (63.5%)
 - Try to restore the historical character of Concord - 117 (47%)
 - Continue to develop Dahnert Park into a showcase for the town -70 (28.1%)
9. What type of business or industry would you like to see in Concord?
 - Small business - 115 (46.2%)
 - Light industry - 84 (33.7%)
 - Home business - 73 (29.3%)
 - Other [Nothing - 68 (27.3%)]
 - Retail business - 56 (22.5%)
10. Where would you like to see this industry located?
 - At the intersection of I-94 and County F - 111 (44.6%)
 - Separated from residential development - 66 (26.5%)
 - Along the I-94 corridor - 65 (26.1%)
 - Other [Nowhere - 55 (22.1%)]
11. What type of billboards, if any, would you like to see in the township?
 - No additional billboards - 155 (62.2%)
 - Remove abandoned billboards - 137 (55%)
 - Billboards that have certain height and lighting restrictions 40 (16.1%)
12. Which of the following make the Town of Concord a desirable place to live?
 - Rural flavor/country living - 219 (88%)
 - Easy access to the freeway - 171 (68.7%)
 - Accessibility to both Milwaukee and Madison - 154 (61.8%)
 - Reasonable land values - 90 (36.1%)
 - Hunting/Fishing availability - 72 (28.9%)
13. What do you see as the most important things to improve the Town of Concord as a community?
 - Keep rural living atmosphere wherever possible - 183 (73.5%)

- Maintain character of town/small town flavor - 129 (51.8%)
 - Regulate growth - 105 (42.2%)
 - Master development plan - 83 (33.3%)
 - Clean up properties - 83 (33.3%)
14. If you could add (3) new businesses in the Town of Concord, what would they be?
- Restaurant - 107 (43%)
 - Expand uses at the Community Center - 68 ?? (27.3%)
 - Light/small industry - 58 (23.3%)
 - Supermarket - 52 (20.9%)
15. The population of the town is approximately 2200. What would you like the population to be in:
- | | | |
|----------|-------------------------|-------------------------|
| 5 YEARS | a) 2200 - [101 (40.6%)] | b) 3300 - [105 (42.2%)] |
| 20 YEARS | a) 2500 - [74 (29.7%)] | b) 4000 - [39 (15.7%)] |

C. Town of Concord Initial Results from “Concerns and Hopes Exercise”²

(From Town of Concord Visioning Workshop Wednesday, February 8, 2006)

Participants responded to the prompting questions with the following statements about concerns and hopes for what they would like to see in the future of the Town of Concord. This report attempts to directly capture each idea as expressed. At this point there may be disagreement or general agreement on these statements. There will be an opportunity to test the level of agreement for these ideas at the next workshop. The ideas have been organized and grouped around general theme areas.

PHYSICAL CONFIGURATION AND FUNCTION VISION STATEMENTS

B. Community Form, Design and Function

Concerns

- a. Concerned about traffic (too much congestion)
- b. Concerned about the loss of historic buildings (barns); leveled structures lost forever
- c. Concerned about population (need to stabilize population and keep quality of life)
- d. Concerned about the need to “clean up” the original hamlet

Hopes

- e. Hope to see trails planned for non-vehicular traffic (bike, pedestrian, possibly equine)
- f. Hope that the “village area” would be contained and in a defined area (so that they are not springing up everywhere)
- g. Hope for the “village” to be proximate to the existing hamlet (have a more “urban” area that is distinct from the rural area)
- h. Hope for aesthetically pleasing housing in the community that can be managed with water and sewer
- i. Hope that we have a “Mayberry” type community that remains friendly and welcoming (with “small town” feel)
- j. Hope to keep the “Community Center” strong and as a “focal center” for community vitality
- k. Hope to build “community connections”, “people interaction opportunities” (don’t have to just consider buildings), “park area interaction”
- l. Hope for more than just one rural hamlet (not just in one place)
- m. Hope for no more new subdivisions
- n. Hope that the creation of a Hamlet(s) serves as the nucleus of the Town plan

B. Housing

Concerns

- a. Concerned about crime in housing that is not owner occupied

² Professor Steve Grabow, University of Wisconsin-Extension, “Appendix,” *Town of Concord Visioning Workshop Series FINAL PROCEEDINGS REPORT* (September 20, 2006), pp. iii–vii.

- b. Concerned about the lack of clarity on what “affordable housing” really means and how a Town should address “Smart Growth” goals and what “a range of housing” means

Hopes

- c. Hope for certain areas for town houses, eight family structures, and all aspects of housing
- d. Hope that lot size is never allowed to be less than one acre each and that duplexes are allowed on parcels (one acre). This would address affordability.

C. Rural Character/Sprawl

Concerns

- a. Concerned about losing rural nature of the Town
- b. Concerned that we have urban sprawl
- c. Concerned about the need to control growth of homes and businesses so we don’t suddenly have development popping up everywhere (taking away rural community)
- d. Concerned about splitting of land and population impacts

Hopes

- e. Hope to retain “rural character” and be more cohesive as a community
- f. Hope for rural character, but have some concentrated area for smaller lots to support families and a future school. (We need a village area – not just a subdivision – more of a true neighborhood with park, town square, mom and pop store, variety in house type.)
- g. Hope that everyone notices how complicated it is in “keeping it rural”

D. Agriculture

Concerns

- a. Concerned about how difficult it is to keep land in agriculture (some trends in farm loss), loss of some working farms
- b. Concerned about splitting of land and population impacts

Hopes

- c. Hope for a community that is always “farm friendly” (support them to be profitable)

E. Commercial: Size

Concerns

- a. Concerned about threat of a large facility (like proposed hospital in Waukesha County)

Hopes

- b. Hope for some small business along I94/F
- c. Hope that the “big/large business” is not part of the vision (i.e. avoid large employer; encourage smaller business)

G. Environment

Concerns

- a. Concerned about water quality going down (5% drop in the last 30 years; heavy metals)
- b. Concerned about the need to preserve environmental assets (streams)

OPERATIONAL VISION AND OUTCOMES

H. Operational: Costs and Benefits of Growth

Concerns

- a. Concerned about impacts of increased population (additional services, costs, etc.)
- b. Concerned about the need for supporting the tax base (in light of shrinking State aid)
- c. Concerned that increased development could actually increase costs (roads, services, traffic)

I. Operational: Regulation

Concerns

- a. Concerned about continuity of “conditional use permit” in County zoning when land is sold/transferred and other County zoning legislative actions that could result in more rural housing
- b. Concerned about annexation from larger communities such as Oconomowoc and Sullivan

Hopes

- c. Hope that we get what we want as a community from this planning (i.e. hope we can be more restrictive than County plan if we so choose)
- d. Hope for a sewered area if the “village” idea is pursued

J. Operational: Process

Concerns

- a. Concerned about the lack of consensus and concerned that survey does not get us to consensus
- b. Concerned that the existing hamlet has not been “defined” (Is it the “old” hamlet or the interchange proposal?)
- c. Concerned about how survey can be interpreted
- d. Concerned that once plan is in place, can it be enforced?
- e. Concerned about population projections and reliability

Hopes

- f. Hope for a tight, precise idea for the plan (so we don’t have surprises when people come in with a proposal, and it is clear whether it is consistent with our agreed upon plan)
- g. Hope we can determine if we plan for the full Town or only a part
- h. Hope to articulate what does make Concord special and what we love about it
- i. Hope for careful documentation of community dialogue sessions
- j. Hope to approach this economically (i.e. using existing plans such as County’s as much as possible)
- k. Hope to maximize citizen involvement in process
- l. Hope that the “Hamlet Plan” gets “deepsixed” and we do a comprehensive plan for the entire Town
- m. Hope we allow ourselves enough time (1½ years) so we have even a “Citizen Volunteer Committee” to be directly involved with setting up workshops
- n. Recognize that the “Hamlet Plan” is not the same as a Comprehensive/Smart Growth Plan

D. Town of Concord Vision Statements with Consensus³

(From Town of Concord Visioning Workshops April 18 & August 1, 2006)

The following report documents the “Vision Statements with Consensus” based on the “We Agree Exercises” on April 18, and August 1, 2006. Also included are the “Statements without Consensus” along with the rationale for the objections. For several items, consensus statements were developed from the Statements without Consensus.

In a separate “affirmation process”, the participants at the August 1 workshop reaffirmed the “Statements with Consensus” that were agreed to by the participants at the April 18th workshop.

PHYSICAL CONFIGURATION AND FUNCTION VISION STATEMENTS

A. Community Form, Design and Function

Vision Statements with Consensus

- a. Hope to see trails planned for non-vehicular traffic (bike, pedestrian, possibly equine)
- b. Hope that the “village area” would be contained and in a defined area (so that they are not springing up everywhere)
- c. Hope for the “village” to be proximate to the existing hamlet (have a more “urban” area that is distinct from the rural area)
- d. Hope that we have a “Mayberry” type community that remains friendly and welcoming (with a “small town” feel)
- e. Hope to keep the “Community Center” strong and as a “focal center” for community vitality
- f. Hope to build “community connections”, “people interaction opportunities” (don’t have to just consider buildings) and “park area interactions” (“interactions” means community gatherings, community events, festivals, etc.)
- g. The Town will, for now, hold on any commitment for sewer and water, but will leave open the identification of areas for providing sewer and water in the future (if it decides on an area for “light business”). Note: This vision statement addresses item j. below. The arguments against and for sewer and water are summarized in a box on the next page.
- h. Hope for an exploration about the possible benefits of a modest expansion to the Hamlet including the quadrants at I94 and Hwy. F with a refined list of approved types of uses (with usage restrictions). Note: This vision statement addresses items k. and l. below.
- i. The Jefferson County Comprehensive Plan (Agricultural Preservation and Land Use Plan) is reaffirmed, and for now, will not allow new subdivisions (except areas adjacent to Urban Service Areas). Note: This vision statement addresses item m. below.

Statements Without Consensus, and Rationale for Objecting

- j. Hope for aesthetically pleasing housing in the community that can be managed with water and sewer
 - Does not want to see sewer and water

³ Professor Steve Grabow, University of Wisconsin-Extension, *Town of Concord Visioning Workshop Series FINAL PROCEEDINGS REPORT* (September 20, 2006), pp. 5–9.

- Problems in Ixonia with sewer/water
 - Ideas could be separated: housing; sewer/water
 - Concern about “legislating” aesthetically pleasing housing
- k. Hope for more than just one rural hamlet (not just in one place)
- One rural hamlet is enough and don’t need another
 - Confusion on what is a hamlet
 - More hamlet will result in too much (business, other)
 - Contradicts other vision for maintaining rural character
- l. Hope for no more new subdivisions
- Uncomfortable with eliminating the potential for new subdivisions
 - Would like to see conservation subdivisions
- m. Hope that the creation of a Hamlet(s) serves as the nucleus of the Town plan
- Should not just look at the Hamlet; Hamlet should not receive special treatment
 - The wording could possibly fix this (i.e. change “nucleus” to “center of town”)

Sewer and Water Arguments (from Item g. on the previous page):

Against:

- Taxes associated with utility costs
- Further assessments for new utilities
- Concerned about subdivisions
- Do not need sewer and water until there is growth pressure (growth is not inevitable)
- Helenville’s experience with sewer costs was that they were very high
- Population projections appear to project only modest growth

For:

- At some time, may need sewer and water
- Well water, over time, may be degraded
- May have some areas needing sewer and water
- State has talked about sewer needs in the future (five years?)
- Some growth pressures (Pabst Farm, Delafield, Johnson Creek, Madison, and Milwaukee)
- Need sewer and water selectively for light business

B. Housing

Vision Statements with Consensus

None. There was discussion about the requirements for balance of housing to meet an “affordable/reasonably priced housing” as referenced in Smart Growth Law and Principles of Placemaking presentation. See Appendix for Principle 7 and other principles related to Housing.

Statements Without Consensus, and Rationale for Objecting

- a. Hope for certain areas for town houses, eight family structures, and all aspects of housing
 - Contradictory to idea of rural character
 - Change wording to address senior housing
 - Clarification: Duplexes are already approved in County Zoning
 - “All aspects of housing” is too broad.
 - Need new language to include wording for affordable/reasonably priced housing
 - Sewer/water required with multifamily
- b. Hope that lot size is never allowed to be less than one acre each and that duplexes are allowed on parcels (one acre). This would address affordability.
 - Don’t want lots less than one acre
 - This contradicts County zoning which allows lots less than one acre already
 - Objects if duplexes are not owner occupied

C. Rural Character/SprawlVision Statements with Consensus

- a. Hope to retain “rural character” and be more cohesive as a community
- b. Hope that everyone notices how complicated it is in “keeping it rural”

Statements Without Consensus, and Rationale for Objecting

- c. Hope for rural character, but have some concentrated area for smaller lots to support families and a future school. (We need a village area – not just a subdivision – more of a true neighborhood with park, town square, mom and pop store, variety in house type.)
 - Object to expansion of development
 - Object to idea if it’s a new school or new development
 - First part o.k. (on rural character); existing area o.k. for development

D. AgricultureVision Statements with Consensus

- a. Hope for a community that is always “farm friendly” (support them to be profitable)

E. Commercial: SizeVision Statements with Consensus

- b. Hope that the “big/large business” is not part of the vision (i.e. avoid large employer; encourage smaller business)

Statements Without Consensus, and Rationale for Objecting

- c. Hope for some small business along I94/F
 - Need clarification on type of small business
 - Concern on enlarging hamlet too far for commercial
 - Can clarify through Zoning

F. EnvironmentVision Statements with Consensus

None. Not much discussion. Resource to develop vision could include Goals/Visioning in County Comprehensive Plan; Smart Growth Law; Principles of Placemaking

presentation. See Appendix for Principle 10 and other principles related to the environment.

OPERATIONAL VISION AND OUTCOMES

G. Operational: Costs and Benefits of Growth

Vision Statements with Consensus

None. There was a discussion that all vision statements have some feasibility and cost considerations.

H. Operational: Regulation

Vision Statements with Consensus

- a. Hope that we get what we want as a community from this planning (i.e. hope we can be more restrictive than County plan if we so choose)

Statements Without Consensus and Rationale for Objecting

- b. Hope for a sewer area if the “village” idea is pursued
 - Goes back to concern about some not want a sewer area

I. Operational: Process

Vision Statements with Consensus

- a. Hope for a tight, precise idea for the plan (so we don’t have surprises when people come in with a proposal, and it is clear whether it is consistent with our agreed upon plan)
- b. Hope we can determine if we plan for the full Town or only a part
- c. Hope to articulate what does make Concord special and what we love about it
- d. Hope for careful documentation of community dialogue sessions
- e. Hope to approach this economically (i.e. using existing plans such as County’s as much as possible)
- f. Hope to maximize citizen involvement in process
- g. Hope we allow ourselves enough time (1½ years) so we have even a “Citizen Volunteer Committee” to be directly involved with setting up workshops

Statements Without Consensus, and Rationale for Objecting

- h. Hope that the “Hamlet Plan” gets “deepsixed” and we do a comprehensive plan for the entire Town
 - Need clarification that R&M proposal was a “pie in the sky” scenario/expensive venture. Residential (in Expanded Hamlet Plan) went too far and should not have been released before more scrutiny by the Town Board.
 - Still need to pursue a “hamlet plan” idea
 - Object to “deepsixed”
- i. Recognize that the “Hamlet Plan” is not the same as a Comprehensive/Smart Growth Plan
 - Could include language on Hamlet Plan to change “Hamlet Plan” to “Proposed Expanded Hamlet Plan”

E. Town of Concord Comprehensive Planning Questionnaire Results (from November 2008)

This questionnaire was sent out by the Comprehensive Planning Volunteer Group in November 2008 to evaluate citizen input on non-consensus issues identified during the planning process. (see Public Participation Plan, Section IX. Issue Resolution) The complete text of the Questionnaire can be found in Appendix B. There were 255 responses. Total number and percent of responses are given after each choice.

Question #1: Do you support the state proposal to construct a Park and Ride lot at the I-94/ CTH F interchange?

- a. Fully support the Park and Ride: 20 (7.9%)
- b. Support the Park and Ride if the Town can develop a shared maintenance agreement: 28 (11.1%)
- c. Support the Park and Ride only if the Town is not responsible in any way for maintenance or the costs of maintenance: 55 (21.8%)
- d. Do not support the Park and Ride under any circumstances: 149 (59.1%)

Question #2: Would you support expansion of the hamlet to include the I-94/ CTH F interchange if the County were to allow such an expansion in the future?

- a. Support hamlet expansion: 74 (29.4%)
- b. Do not support hamlet expansion: 178 (70.6%)

Question #3: Do you support reducing the maximum number of allowable lot splits on agricultural land zoned A-1 from three splits to two splits.

- a. Support limiting lot splits: 138 (54.7%)
- b. Do not support limiting lot splits: 113 (45.3%)

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This plan would not have been possible without the ongoing commitment of the many Town of Concord citizens and property owners who gave their time to research and draft chapters, to attend meetings and offer insight throughout the planning process, and to volunteer in countless other ways. *A special thanks goes to Sally Williams for her extraordinary contributions to the completion of this plan.*

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Carole Hoffmeister	David Stendel
Beth Jennings	Dennis Stair, Town Supervisor
Kathy Ingersoll	John Waldschmidt
William Ingersoll, Town Chair	Howard Webb
David Janquart, Town Supervisor	David Wegner
Dale Konle	Milene Wegner
Richard Leene	Thomas Williams
Scott Leubner	Sally Williams
Diane Mahlberg	Karen Zastrow
Thomas Mahlberg	Lloyd Zastrow, Town Clerk

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