

## **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.<sup>1</sup>
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..."<sup>2</sup> 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

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

<sup>2</sup> *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 zoning<sup>3</sup> in agricultural, residential, and community zoning districts, provided they oper-

<sup>3</sup> *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**

<b>Name of Business</b>	<b>Type of Business</b>	<b>General Location</b>
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
Groose 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 Ruckert-Mielke from Jefferson County Planning and Zoning data, 2007.

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

