

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. The rural landscape will include few man-made features and no large-scale, urban or suburban developments.
- 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 agricultural lands, open spaces, and development of any kind that would remove large areas of high-quality soils from production will be avoided.
- 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 Housing opportunities in the Town will continue to be scattered rather than in neighborhood plats, allowing for limited growth in households and accommodating a range of in-




come levels. A wider variety of unit types and formats will be considered in the hamlet area.







- 7 ~~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.~~
- 8 ~~Housing needs for which solutions are not available, practical, or reasonable within the Town will be met through cooperation with surrounding communities.~~
- 9 The Town will have a ~~multimodal~~ transportation system that safely accommodates drivers, bikers, and walkers that is safe, efficient, and convenient and is integrated with state, regional, and federal transportation plans.
- 10 The Town will have a transportation system that accommodates the needs of all Town residents including those with disabilities. 
- 11 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.).
- 12 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.
- 13 The Town will have cooperative, mutually beneficial relationships with local, county, state, and federal units of government (boundary agreements, snow-plowing agreements, etc.).
- 14 The foundation of Concord's *Comprehensive Land Use Plan* will be the ~~1999 Jefferson County Agricultural Preservation and Land Use Plan~~ 2021 Jefferson County Agricultural Preservation and Land Use Plan and its policies. The provisions in the County plan ~~will be modified~~ are emphasized or modified in this plan when necessary to ~~further enhance~~ protect the rural character of the Town.
- 15 ~~—~~
- 16 ~~The Town will update this plan through a public process before approving or recommending approval of a proposal inconsistent with the plan. The Town will have in place procedures to ensure public participation in resolution of future issues.~~
- 17 ~~—~~
- 18 ~~The Town will implement this plan with local ordinances and/or County zoning and subdivision ordinances, and will consistently provide findings of fact with various decisions to show their consistency with this plan. 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.~~

19 ~~—~~

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  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 ~~is defined by the future land use map (see Chapter 10 reference location here), was defined by the 1999 Jefferson County Agricultural Preservation and Land Use Plan. 2021 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 has been increased pressure in recent years for business development in the hamlet area. The Town should develop a plan for hamlet development and define parameters for allowable new business and residential development that retain the “community feel” of the hamlet area. 
- 10 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 that typically generate more than 200 vehicle trips per day should be prohibited.
- 11 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.
- 12 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.
- 13 The Town comprehensive plan must be compatible with the ~~1999 Jefferson County Agricultural Preservation and Land Use Plan,¹~~ 2021 Jefferson County Agricultural Preservation and Land Use Plan with the understanding that the Town may be more restrictive ~~but not less restrictive~~ than the County plan in terms of limiting development. The town intends to continue limiting the maximum number of lot splits to 2 (on non-prime land) and 1 (on prime land), and seeks to limit the range and intensity of conditional uses possible with A2 zoning. 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. 
- 14 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. 
- 15 ~~A major concern at the time of this writing~~ continuing 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, allows for hundreds of lots splits with A-1 zoning (data as of the end of 2006; see section G, Appendix B):~~ 
- 16 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*).
- 17 In Concord, farming is both an economic pursuit and a lifestyle, with many people farming part-time.
- 18 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*).

¹ *Jefferson County Agricultural Preservation and Land Use Plan* (Jefferson County, ~~October 1999~~) February 2021.

² *Ibid.*, pp. ~~88-94~~ ??

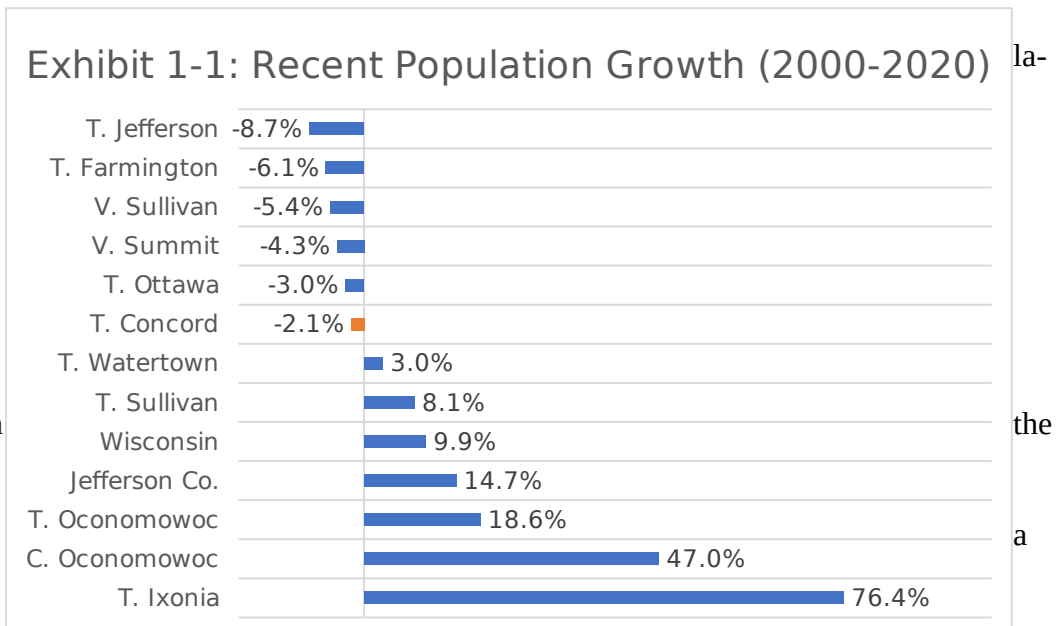
- 19 The Town must be aware of the need to research cost-effective alternatives for the services it provides and to generate adequate revenue to cover rising costs associated with these services, particularly increased costs of road maintenance and repair.
- ~~20~~ Regular resurfacing of Town roads and maintenance options to extend road life and decrease maintenance costs are a primary concern as highway maintenance accounts for approximately 50 a significant percentage of the Town's annual budget.
- 21 Town residents have indicated a strong desire for bicycle, pedestrian, and equestrian trails.
- 22 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.
- 23 In 2018, a large renewable energy company proposed a 2,500 acre commercial solar energy facility on leased land in the Towns of Concord, Ixonia, Watertown, and Farmington. ?? uses in the Town of Concord are currently leased for potential inclusion in the project. This type of facility would significantly detract from the rural quality of life and rural landscape enjoyed by residents in the target area. In October of 2018, the Town of Concord passed a resolution opposing such a development and establishing minimum desired guidelines for such an installation should it occur. This resolution and its guidelines should be revisited and updated.
- 24 Rezoning to A-2
- ~~25~~ A-2 Conditional uses Town is concerned about the flexibility offered for business development in rural areas through the A-2 District under Jefferson County's zoning ordinance. The County's Farmland Preservation and Land Use Plan adopted in 2021 allows A-2 to be used just about anywhere in the town, and the district has a long list of conditional uses including some with no connection to agriculture. The Town wants to protect rural housing quality and rural character by limiting the uses possible through A-2 zoning.
- 26 The Town needs to describe and implement effective strategies for handling local land use decisions in collaboration with the County to ensure consistency with the Town plan.

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 Bureau.

Recent Population Growth

Exhibit 1-1 depicts the population growth rate of the Town of Concord from 2000 through 2020 in comparison with other communities in immediate vicinity, Jefferson County as whole, and the State.



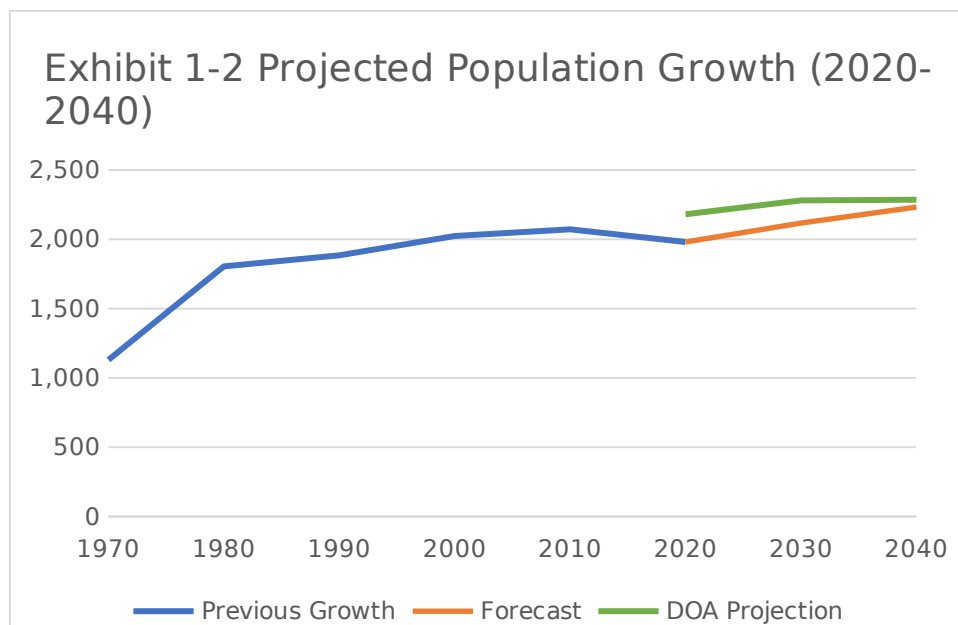
During the period 1980-2000, Concord's population declined 2.1%. Also, during the same time period, most of the neighboring towns (in Jefferson County) declined in while the Jefferson County but grew more slowly than other neighboring municipalities. The Town of Ixonia grew at a much faster rate than the surrounding communities and the County as a whole. Of these communities, the neighboring towns municipalities located in Waukesha County (Summit and Ottawa Town and City of Oconomowoc) grew at rates much greater than Concord. With the exceptions of the Town of Ixonia, Town of Sullivan and the Town of Watertown, the towns located in Jefferson County grew at a slower rate lost population, with the Town of Jefferson actually losing the most population over that time period (8.7%) (such losses are typically explained by the annexation of populated land into a neighboring municipality).

The adjacent incorporated municipalities—the City of Oconomowoc and the Village of Sullivan—grew and declined respectively also grew at a faster rate than the Town of Concord from 2000-2022, 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 of decline from 1980-2000 through 2020 (-2.17.4%) is somewhat lower than that of the County surrounding municipalities as a whole (-9.2%), as would be expected because the County includes both slower-growing rural areas because younger people are moving to and more rapidly growing areas with greater economic opportunities served by sewer and water.

Projected Population Growth

Exhibit 1-2 depicts the growth in the



Town of Concord's population from 1950-1970 through 2000-2020 based on figures from the U.S. Census Bureau.

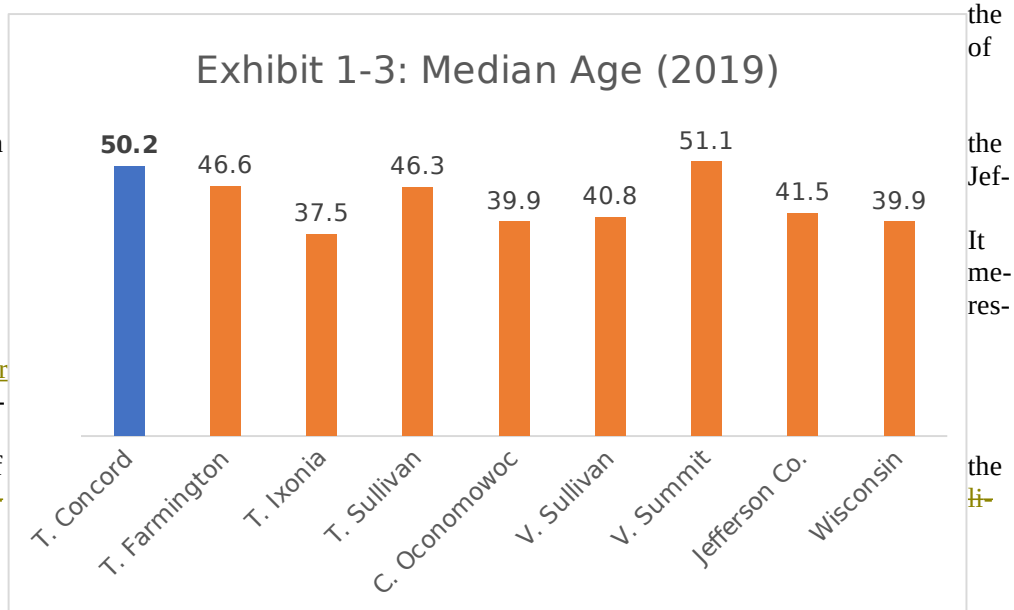
The exhibit also depicts anticipated population growth in the Town through 2025-2040 utilizing two different sets of projections.

The more moderate rate of growth depicted by the lighter gray-green 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 2000-2020 to 2025-2040, resulting in growth from 2,023-2,180 residents in the year 2000-2020 to a population of 2,280-2,285 in the year 2025-2040, an increase of 257-105 people. The black-orange line, depicting a somewhat greater similar growth rate over the same time period, is the result of projections developed for this plan by planning consultant MSA.-

~~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 median age of Town Concord residents in comparison with other communities in immediate vicinity, Jefferson County as a whole, and the State. It can be seen that the median age of Concord is slightly higher than that of its neighboring communities with the exception of the Village of Summit. The Village of Sullivan has a high proportion of rental units (48.5% to Con-

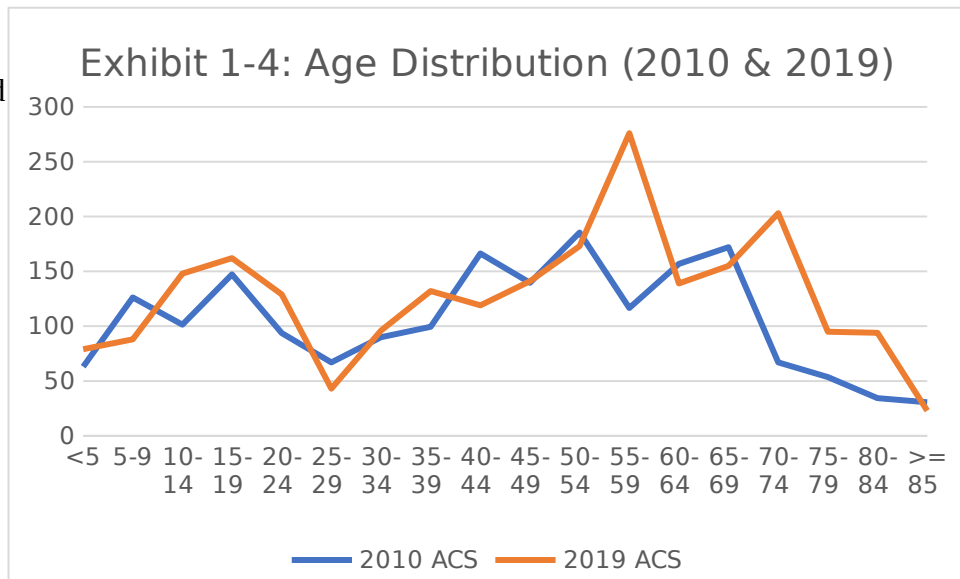


cord's 9.15%), which is the likely explanation for the lower median age observed in that Village (40.8%). The median age in the County and State as a whole are also lower; they also have a higher proportion of rental units than the Town and its neighbors.

Age Distribution

Exhibit 1-4 depicts the age distribution of Town of Concord residents in the [2019 American Community Survey \(ACS\) 5-year data \(2015-2019\) year 2000-2019](#) juxtaposed with the age distribution in [1990-2010](#).

The results are rather illustrative.



The exhibit shows that the Town's population

has generally gotten older since 2010. The largest age group, as of the 2019 ACS, are those aged 55-59 which represents 12% of the Town's population. A slightly more than half of the Town's residents were over 50-years old or older in 2019 compared to 43% in 2010.

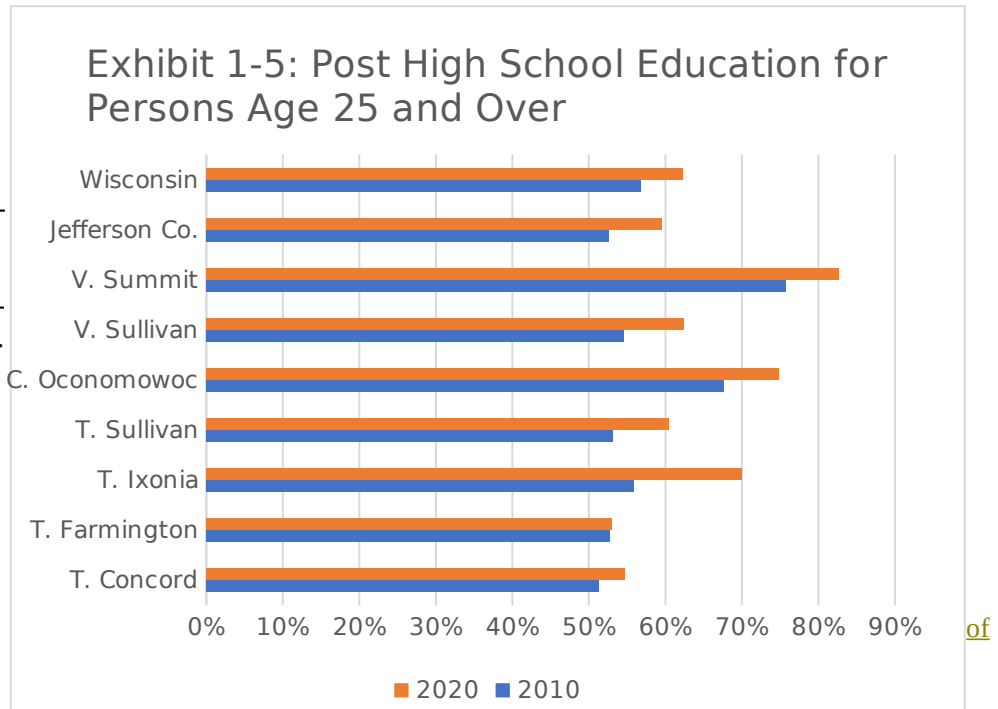
If all of Concord's 1990 residents had stayed in the Town and no new residents had arrived, the year 2000-graph would be virtually identical to the 1990-graph, shifted to the right by a ten-year increment. That is not what is observed.

While the number of school-age children in the Town in [2000-2019](#) is comparable to [1990-2010](#) levels, it appears that many of those who were children in [1990-2010](#) had left the Town by [2000-2019](#). That is, the "bump" in the [1990-2010](#) line for those 5-14 years old is now a "dip" in the [2000-2019](#) 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 – this is typical for any jurisdiction without a post-secondary school. While it is not certain from these numbers alone, it would appear that a larger proportion of Concord's young adults made this choice in [2000-2019](#) than in [2000-1990](#), 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 over the age of 50 is observed. There were 78-159 more 35-44-year-old residents aged 55-59 in 2000-2019 than there were 25-34-year-olds ten years prior in 2010. An increase in the number of residents aged 70-74-45-54-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's population has become older between 2000-2019-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 ~~1990-2010~~ and 2020, Concord experienced nominal 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 with the exception of the Town of Ixonia, whereas higher percentages are observed in the Waukesha County communities (City of Oconomowoc and Village of Summit).

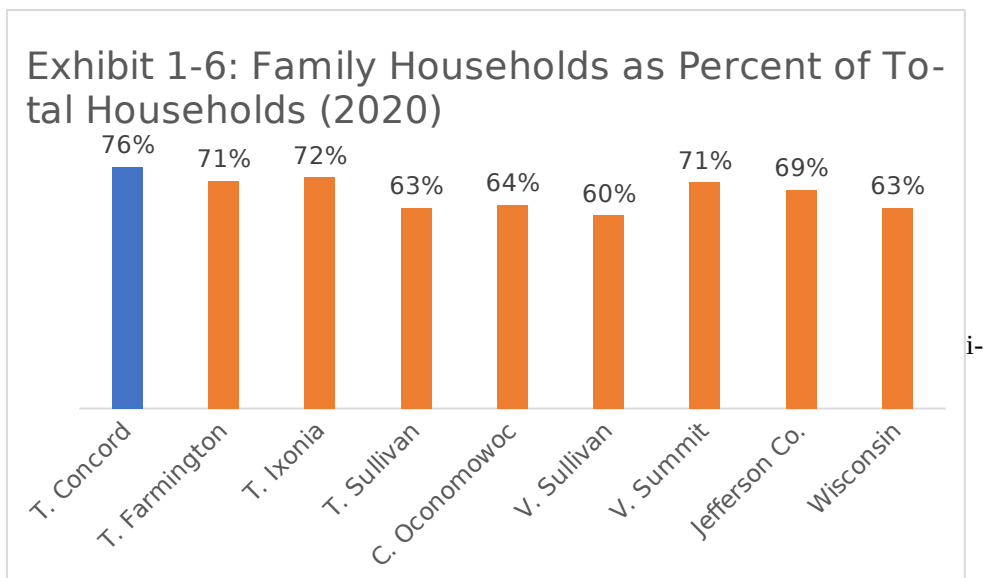


Household Composition

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~~2.67 persons (all households) and the average family size ~~3.1~~2.88 persons (families only).

Exhibit 1-6 shows that approximately ~~79 percent~~76% of Concord’s households were families, a level comparable to that of most neighboring communities. Concord had ~~757-811~~ households, ~~599-614~~ of which were families. Of these families, ~~533-521~~ were comprised of married couples, ~~205-145~~ of which had children under age 18 living with

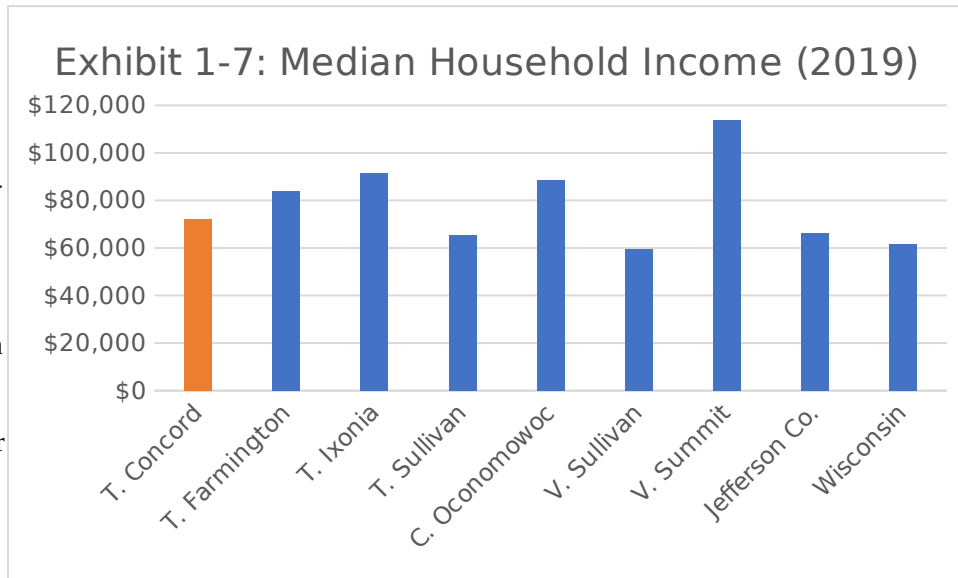


them. In all, there were 251-173 households with children, 17-9 of which were headed by female householders without husbands.

With regard to non-family households, 128-of-the-158 60.4% of non-family households in the Town were comprised of householders living alone. More than half of the households in the Town Concord had 170- consisted of households with residents 60-5 years of age or older. Forty-six percent (46%) of those individuals were living alone; 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 Waukesha County correlate with the higher educational levels of their residents that were previously noted.



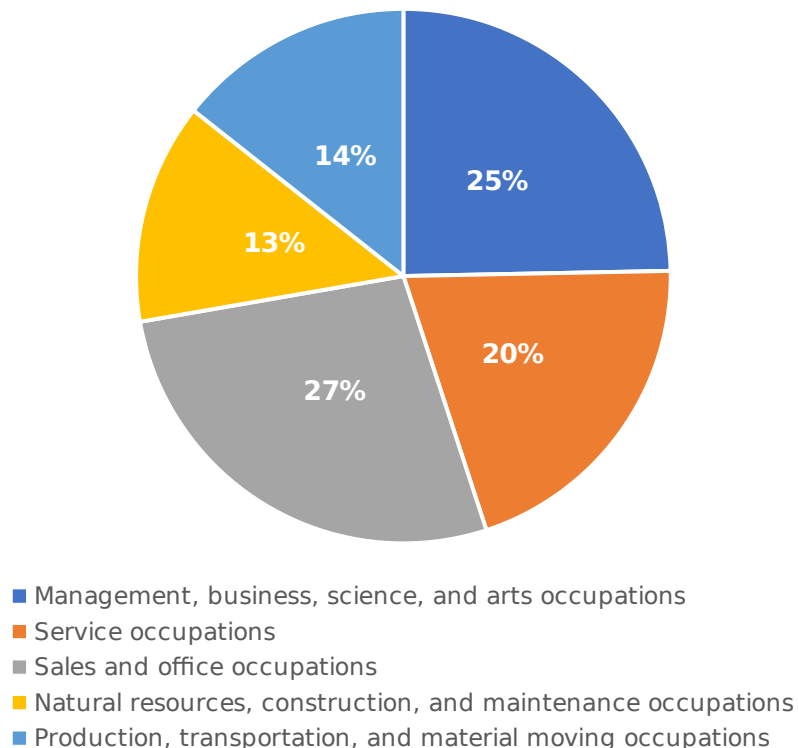
Occupation of Town Residents

Exhibit 1-8 depicts the percentage of Town residents by occupation as reported on the 2000-2019 ACS Census.

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

- Management, professional, and related (2625%)
- Sales and office occupations (2527%)
- Production, transportation, and material moving Service occupations (2022%)

Exhibit 1-8: Occupation of Town Residents



Most other Concord residents do these types of work:

- ~~Construction, extraction, and maintenance~~Production, transportation and material moving (14%)
- ~~Natural resources, construction and maintenance~~Service occupations (14%)

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~~educational/health care and social assistance (24%), with the next two industry sectors employing nearly equal numbers: ~~educational, health, and social services~~manufacturing (19%); and retail trade (13%). ~~Nine-Ten~~ percent of Concord's residents work in construction, and ~~six percent~~3% 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 (2019)

