

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*** and subsequent ordinances. The Town may also adopt more detailed policy guidance from time to time, by resolution or ordinance, to reaffirm and strengthen its commitment to the policy direction provided by this plan.

2. Through consistent adherence to the policy and land use guidance of this Comprehensive Plan, the Town will ~~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~~ **protect its 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~~ **public service capacities**, including road, fire, emergency services, and other public services and facilities, **will be adequate to serve development through the life of this plan** ~~and will require little or no expansion to do so.~~
4. **The rates of commercial and residential development in the Town will remain low,** characterized by a handful of scattered new homes each year, limited commercial uses outside of the town hamlet (home occupations and agriculturally-related accessory uses), and a mix of small-scale residential and commercial development within the town hamlet. ~~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** be protected from ~~not be compromised by excessive new residential or commercial development.~~
6. **The primary land uses in the Town of Concord will remain as agriculture** crop cultivation and animal rearing for food and products, **open space, and natural environmental features.**
7. **Agricultural land use will** not be compromised by establishment of **be protected from the establishment of land uses that replace or 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. The town will not support the development of utility scale solar or wind energy facilities.
10. The town will support stringent siting guidelines for utility scale solar or wind energy facilities to mitigate the negative effects on the quality of life and health of the town residents caused by the audio, visual, view appearance, light, noise, vibration, electrical, radio interference, and other effects attributable to such solar facilities.
11. The Town will generally limit the establishment of new businesses to areas within the Town of Concord rural hamlet (see map --) Home occupations are acceptable anywhere in the Town as regulated by the Jefferson County Zoning Ordinance. New businesses may also be approvable outside the hamlet if in the A-2 zoning district and compliant with the Town of Concord's conditions for A-2 CUPs. All new non-residential development will be limited to the hamlet area.
12. ~~The existing rural hamlet as defined by the 2009 Town of Concord Agricultural Preservation and Land Use Plan and denoted by the map in Appendix -- as defined by the 1999 Jefferson County Agricultural Preservation and Land Use Plan will remain as it is throughout the duration of this plan mapped in this plan, will not be expanded; 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 the Jefferson County Agricultural Preservation and Land Use Plan, February 2021 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~~ The Town will work  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  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.  This includes any use or configuration of use that would have the effect of :
 - A. Breaking up available farmland into smaller pieces (e.g. less than 10 acres) that cannot be economically farmed due to small size and/or inconvenient access
 - B. Increasing objections to and/or complaints about customary farming practices that result in dust, odor, noise, etc.
 - C. Substantial changes in traffic and/or access that prevent safe farm vehicle access to available farmland
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. The town will oppose any proposal to establish a utility scale solar or wind energy facility in the town.~~
12. ~~The Town~~ and will work with the state and the county to encourage the adoption of ensure siting guidelines for utility scale solar and wind energy facilities that mitigate the negative effects of such a development facilities on existing residential development.
13. The Town will have in place its own desired siting guidelines for utility scale solar and wind energy facilities. 
14. 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.
15. 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.

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

16. **The Town of Concord** is in agreement with the A-2 District policies  in 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*). has significant concerns regarding the development of scattered A-2 zoning districts and their effect on nearby residential development. Accordingly, the town will develop a list of criteria to evaluate applications for rezoning to A-2 and a list of criteria to evaluate applications for CUPs in existing (or new?) A-2 areas to ensure that new business development does not negatively impact existing residential development and to ensure mitigation of nuisances which often accompany business development. 
17. **The Town will oppose the expansion of the current rural hamlet areas as defined by the 1999 Jefferson County Agricultural Preservation and Land Use Plan,**  the Town of Concord Comprehensive Land Use Plan and on map ? in Appendix ?; on the Future Land Use Map. The Town will also oppose the creation of additional rural hamlet areas and additional rural subdivisions within the Town. The Town may create and adopt a development plan for the hamlet area as a supplement to the general land use guidance provided in this plan that illustrates opportunities for infill residential and commercial development.

10.C. Future Land Use Policy

This section accompanies the Future Land Use Map (see Map --)  describing the Town's intent for each land use category. Landowner requests for zoning or land division actions (rezones, conditional use permits, variances, plats, certified survey maps, etc.) shall be evaluated against these policies (and other "strategy" policy statements throughout this plan).

A. Rural Preservation

The intent of this area, which covers most of the town, is to preserve the current use mix and character of the town's rural landscape. Current and desired future uses include agriculture (crop cultivation and animal rearing), open space and natural resource preservation, and scattered rural housing. Limited commercial activity is acceptable in this area, including home businesses with minimal visibility or impact on surrounding properties and agriculture-related activities that primarily serve or result from local agricultural production. The Town does not support the establishment of commercial solar energy or wind energy facilities in this area.

The following Jefferson County Zoning districts are acceptable in this land use area:

- N-Natural Resources
- A-1 Exclusive Agriculture
- A-3 Agricultural/Rural Residential (see also Town policy in the Housing chapter limiting parcel splits for new housing)

B. Town Hamlet

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

The intent of this area is to maintain and allow for incremental infill growth of the Town's original hamlet area, including a mix of small-scale residential and commercial uses on private water and sewer systems. The Town prefers single-family residential uses with independent private onsite wastewater treatment systems (POWTS), but may consider higher-density residential developments of 12 or fewer units on shared POWTS if the Town has first completed and adopted a Hamlet Development Plan. The Town prefers business uses that are locally-owned and operated and that are compatible with the small-town character of the hamlet – see additional policy in the Economic Chapter.

The following Jefferson County Zoning districts are acceptable in this land use area:

- N-Natural Resources
- A-1 Exclusive Agriculture
- A-2 Agricultural and Rural Business (see also Town policy in the Economic Chapter and/or any supplemental town resolutions or ordinances regarding conditions on commercial uses)
- A-3 Agricultural/Rural Residential (see also Town policy in the Housing chapter limiting parcel splits for new housing)
- B-Business
- C-Community (see also Town policy in the Economic Chapter and/or any supplemental town resolutions or ordinances regarding conditions on commercial uses)

C. Business

The intent of this area is to allow for limited business development areas near Interstate 94. This area includes only those parcels already zoned Business, and the Town desires no further growth of this use category.

The following Jefferson County Zoning districts are acceptable in this land use area:

- B-Business

D. Neighborhood Residential

The intent of this area is to maintain without further expansion those areas developed as residential neighborhoods with public or private street infrastructure. This area includes only those parcels already zoned R-2 Residential-Unsewered, and the Town desires no further expansion of this use category.

The following Jefferson County Zoning districts are acceptable in this land use area:

- R-2 Residential-Unsewered

E. Development Limitations

This designation on the Future Land Use Map is not a category of use. Rather, it is an overlay to warn Town, County and landowner participants in the development process about the likely presence of natural and/or regulatory conditions that may restrict land disturbance or development. The data used for this designation come from Jefferson

County and the State of Wisconsin (Department of Natural Resources). Applicants with intent to disturb land or build structures in or near areas with this designation should expect to verify conditions with professional assessments such as a topographical survey or wetland delineation.

10.6D. Issues

Agricultural Success

Though representing only 3% of town resident employment, agriculture is the most dominant economic feature of the landscape, covering most areas of the Town that are not protected wetlands. This reflects the high quality of the soils and the ability to farm the land profitably. 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. In 2022 the Town had 96 parcels totaling 2,830 acres of eligible parcels zoned A-1 or NR, though participation in the tax credit program was not tracked by the County or published by the State. -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.

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.)

Jefferson County has had and continues to have farmland preservation policies that track lots splits from "parent parcels" established in 1977 and allow up to 3 total splits on non-prime farmland, or 2 total splits on prime farmland. While drafting the Town's first Comprehensive Plan the Town conducted a survey of residents that included questions about lot splits and new residential growth. That 2008 survey, completed by 255 respondents, found that 138 (54.7%) supported limiting lot splits, and 113 (45.3%) did not support limiting lot splits. Based on that feedback, and research showing that the County's policies would allow more than 500 lots splits more than 1,000 additional residents, the Town established policies in the Comprehensive Plan to limit such splits within Concord to 2 new lots on non-prime land or 1 new lot on prime land.

Public feedback at meetings conducted in 2022 affirmed that this policy is still supported by a majority of interested participants. 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-2, and A-3 land use policies from the *Jefferson County Agricultural Preservation and Land Use Plan*.)

The Agricultural Business (A-2) zoning established in the Jefferson County zoning ordinance, provides for agricultural businesses that are related to the sustainability and productivity of agriculture in Jefferson County. It also provides for a wide variety of other business uses. This zoning district allows for 16 principal uses and 61 conditional uses. Many of the uses associated with this zoning are incompatible with the vision of the Town of Concord and are disruptive to nearby rural residential development.

A small portion of the land in the Town of Concord is currently zoned A-2 Agricultural Business District under the Jefferson County Zoning Ordinance.⁵ The Town continues to receive requests from resident land owners to create new A-2 zones for business purposes. Due in part to the location of the town near I94, there has also been pressure for A-2 business development from non-residents who wish to purchase land in the town and rezone it to A-2 to establish a variety of businesses. 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.

In the 2009 Town of Concord Land Use Plan, the Town limited the development of new businesses to the hamlet area. This was based on citizen input and an expressed desire not to have scattered business development throughout the town. Since the passage of the 2009 Plan, the town has consistently denied requests for rezoning to A-2 for the purpose of establishing new commercial enterprises outside of the town hamlet. A number of small A-2 zones have been approved, but none that established a new commercial enterprise outside the hamlet.

In March 2022, the Town Board did approve a significant A-2 development outside the hamlet and contrary to the town plan. The County Zoning Board upheld the Town board decision rather than the Town Plan. Part of their reasoning was that the town had approved A-2 zones in the past.

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.

No consideration was given to the fact that these zones had not created new commercial enterprises outside the hamlet. The town may want to consider establishing strict criteria for A-2 zoning or simply prohibit A-2 zoning outside of the hamlet altogether.

This district provides for agricultural businesses that are related to the sustainability and productivity of agriculture 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.

10.D.—Existing Land Use

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

The of cord com- munity on cul- land open ces, acres viron- tal tures	Source: Jefferson County, 2002		Town Con- is a mu- based agri- tural uses, spa- and of en- men- fea- re-
	Land Use Category	Area in Acres	
	Agricultural	11,899	
	Open Uncultivated Land	1,826	
	Residential	1,022	
	Commercial	13	
	Industrial	12	
	Extractive/Mining	6	
	Public	31	
	Utilities and Communication	2	
	Recreational	48	
	Wetlands	5,859	
	Woodlands	1,221	
	Landfill/Dump	28	
	Surface Water	389	
	Right of Ways	895	
	Grand Totals	23,251	

quiring 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-XX 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, com-

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

mercial, 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 estimated to have a 1% chance of flooding in a given year 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.

Coordination with County Staff and Officials



The Town has enjoyed a good working relationship with Jefferson County in the implementation of County zoning regulations, whereby the County defers to Town plans and preferences whenever it is not directly inconsistent with County plans or ordinances. This arrangement has worked well for the Town, but in a recent situation related to approval of a commercial storage use outside the Town Hamlet boundary, problems occurred because the Town Board approved a request inconsistent with the Town's adopted Comprehensive Plan. In response to resident complaints that the County acted in a manner inconsistent with the Town's plan, County staff clarified that they do not routinely review Town plans to make a determination of consistency and that the primary focus of County staff and officials is the official recommendation of the Town Board. This position makes clear that it is the responsibility of Town officials to act in conformance with their own plan. In support of that outcome, and as a matter of correct and defensible zoning practices, County staff have encouraged Towns to create a summary of how a proposed zoning action is consistent with the Town plan, and to provide that summary to the County with the Town's official action or recommendation.

10.E. Land Use Trends



Consistent with the relatively slow growth ~~and stagnation of in~~ the Town of Concord's population over the last 20 years due to limited new housing and slightly declining household size to 2.6 persons (from 2.67), 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*, the *Jefferson County Agricultural Preservation and 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 list of criteria for approval of conditional use applications for Community zoning within the hamlet to ensure a “community feel.” Criteria will steer business development to small, business ventures which are owned and conducted by the resident property owner.  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-decreased~~ from 1,884,023 in the year 1990-2000 to 2,023,198 in the year 2000-2020. This represents an increase-decrease of 139-43 residents for a population growth-decline of 7.42.1 percent over 10-20 years, and a 4.4% decline over the past 10 years, from a peak population of 2,072 in 2010.

Two population projections are identified for the period of 2020 to 2040. Department of Administration (DOA) projections had assumed slow growth between 2010 and 2020 and continued slow growth to about 2,285 people in 2040. An alternative projection by MSA suggested the possibility of a higher growth rate of about 13% in the 2020-2040 period, resulting in about 250 additional people. Assuming about 2.5 persons per household, this more aggressive projection would require about 100 new housing units in that period, or about 5 per year.

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.

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.

- **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%
Projected growth rate % per year	0.5%	0.5%	1.1%	1.2%	1.0%	2.8%

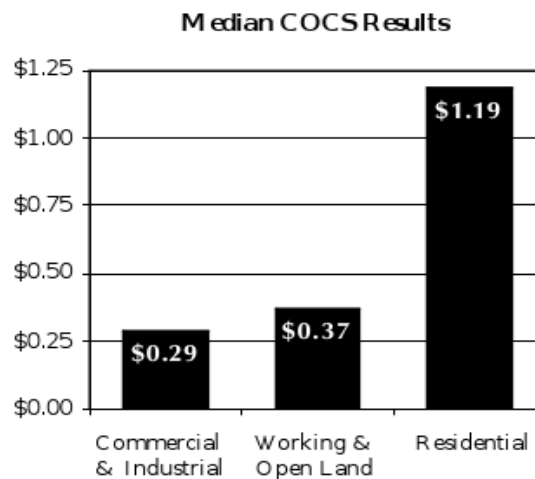
The summary of residential and population growth projections presents information for the Town to consider when implementing this Plan to achieve the goals as stated in this chapter.

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. Community Input Sessions and surveys conducted in 2022 indicate a continued strong preference to preserve the rural and agricultural character of the town and to prevent the establishment of scattered business development.

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 521-500+ homes and another 1,391 more than 1,000 additional residents-per-sons. The cost of services for residential housing is typically 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



2016 Cost of Community Services Study data, from the Farmland Information Center
(www.farmlandinfo.org)

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.

