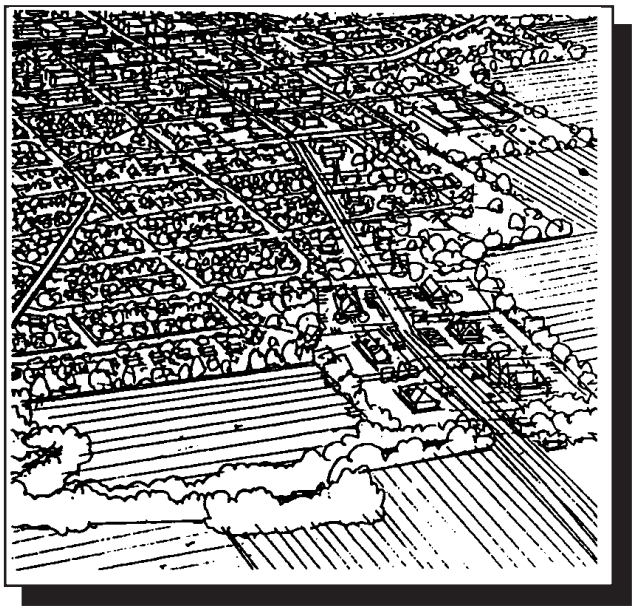
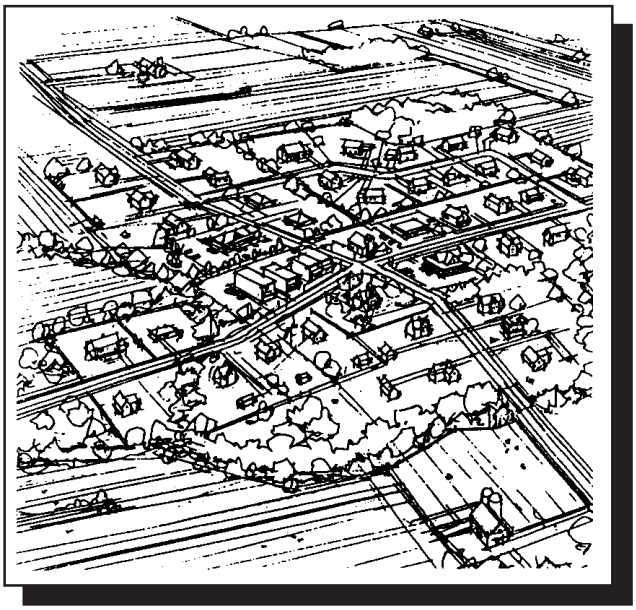
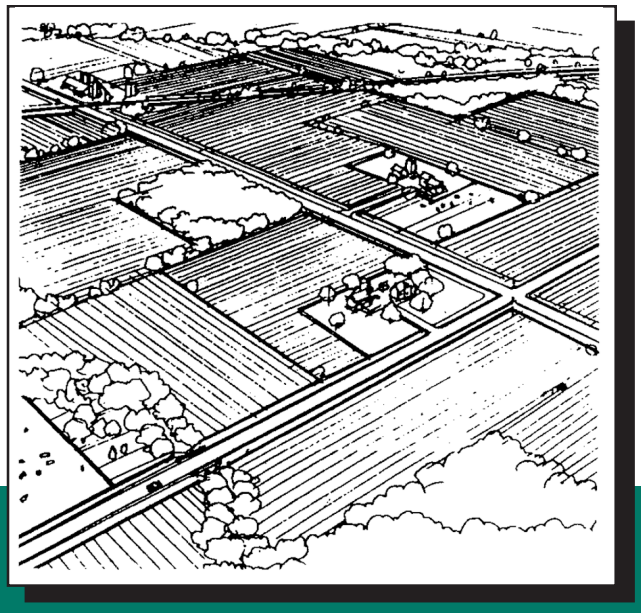
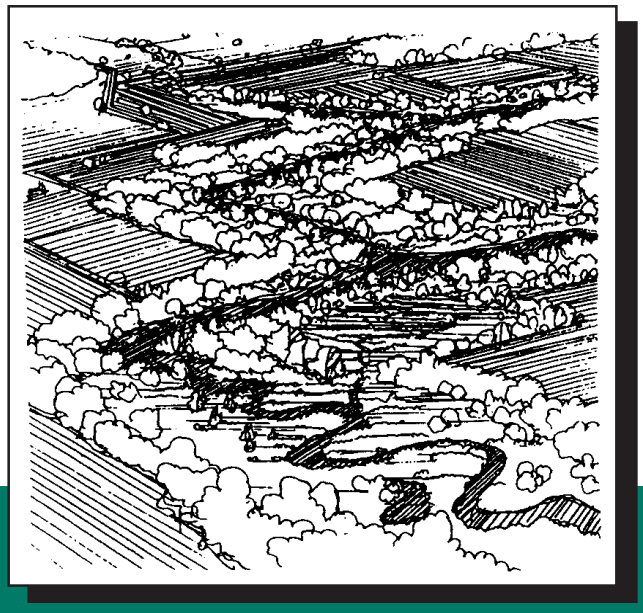
JEFFERSON COUNTY

AGRICULTURAL PRESERVATION AND LAND USE PLAN









October 1999

JEFFERSON COUNTY AGRICULTURAL PRESERVATION AND LAND USE PLAN

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The final Jefferson County Agricultural Preservation and Land Use Plan was prepared under the auspices of the Jefferson County Board of Supervisors and under the direction of the Jefferson County Planning and Zoning Committee. Members of this committee include:

- John Weiss, Chairman
- Kathleen Groskopf
- August Lehmann
- Lisle Piper
- Leon Zimdars

Other important contributors to the planning process include:

- Jefferson County 2020 Plan Steering Committee
- Jefferson County Board of Supervisors
- Jefferson County Core Planning Group
- Jefferson County Town Boards
- Jefferson County Farm Bureau
- Jefferson County Environmental Network
- Jefferson County Economic Development Corporation
- Jefferson County Board of Realtors
- JJR, Incorporated

Staff Resources:

- Jefferson County Zoning Department
- University of Wisconsin-Extension
- Jefferson County Land Information Staff
- Corporation Counsel

A final acknowledgement is made to the many citizens of Jefferson County who diligently participated in the numerous public workshops, public surveys, visioning processes, focus groups, and a variety of other approaches necessary for a meaningful public involvement.

1. INTRODUCTION

The Jefferson County Agricultural Preservation and Land Use Plan provides a vision and guidelines for growth, development, and land preservation in Jefferson County over the next two decades. The plan is intended to function as the primary policy document setting forth goals and objectives and a vision of how Jefferson County should grow and develop in a manner that preserves the natural resources and environmental quality of the County.

The Jefferson County Agricultural Preservation and Land Use Plan is accompanied by several technical reports, which should be considered part of the submittal package to the Wisconsin Department of Agriculture Trade and Consumer Protection for purposes of certification pursuant to Wisconsin Statutes ss. 91.06 and 91.61.

The accompanying technical reports include:

- Background Report
- Public Involvement Process Report
- Implementation Recommendation Report (septic suitability maps are available from the Jefferson County Zoning Department)

Jefferson County is located midway between the Milwaukee and Madison metropolitan areas with excellent access via Interstate Highway 94 and other regional highways. Over the next twenty-year period, Jefferson County will experience increasing development pressure. Most of the communities in Jefferson County have been very successful in developing sound and diversified economies. Many of the communities are increasingly serving as "bedroom suburbs."

While the growth and economic development in Jefferson County has many positive aspects, the development pressures pose a serious threat to the agricultural resources, rural character and small town life-style that most residents of the County value. As land values have increased and new nonfarm residents have moved into the communities and countryside, the natural resources and traditional agricultural practices are threatened. Southeastern Wisconsin was recently identified in a national study as one of the key areas in the country where prime farmlands are most threatened by development pressures.

A fundamental goal of the Jefferson County Agricultural Preservation and Land Use Plan is to guide and manage the growth and development in a manner that will preserve the rural character, agricultural base, and natural resources of the countryside and contribute to the high quality of life and prosperity of the communities. The Jefferson County Agricultural Preservation and Land Use Plan identifies and plans for growth in those communities in Jefferson County with the infrastructure and physical characteristics to sustain development while protecting and preserving the natural resources and rural character of the countryside.

The Jefferson County Agricultural Preservation and Land Use Plan is based on the principle of achieving sound long-range planning goals that protect the environment and serve the betterment of the entire community while treating landowners in a fair and equitable manner.

The Jefferson County Agricultural Preservation and Land Use Plan is an advisory policy document. The extent to which Jefferson County will be able to achieve the vision set forth in the plan is going to be dependent on the ability of Jefferson County and the individual local governments to implement sound land use and development policies through a variety of implementation tools, including zoning and land division regulations, capital improvement planning, infrastructure and facilities siting, environmental regulations, and other day-to-day decisions.

2. STATEMENT IDENTIFYING CHANGES FROM THE EXISTING JEFFERSON COUNTY AGRICULTURAL PRESERVATION PLAN

The existing Jefferson County Agricultural Preservation Plan was prepared in 1978 and adopted in 1980. This section provides an overview of how the existing plan differs from the new plan and it highlights some of the recommendations in the new plan.

The existing plan and the Agricultural Preservation portion of the new plan are comparable with respect to overall goals and background data. The new plan was predicated on an extensive public involvement process that documented very strong support for farmland preservation and retaining the rural and predominantly agricultural character of the majority of Jefferson County outside of planned urban service areas.

The key elements of the Jefferson County Agricultural Preservation and Land Use Plan that distinguish it from the existing plan and reinforce a strong emphasis on agricultural preservation are summarized below.

1. The new plan contains consensus points (vision statements) and four goals, which reaffirm and further refine the desire to preserve agriculture in Jefferson County.

    - Preserve the rural character and aesthetic quality of Jefferson County.
    - Provide equity and fairness to owners of land with comparable resource and location characteristics.
    - Minimize nonagricultural development on prime agricultural soils.
    - Maintain the integrity of agricultural districts allowing for accepted agricultural practices.

2. The new plan refines the 1978 plan with a “Right to Farm” statement which is included below:

    “The Jefferson County Board finds that development in rural areas and changes in agricultural technology, practices, and scale of operation have increasingly tended to create conflicts between agricultural and other uses of land. The County Board believes that to the extent possible, consistent with good land use planning and environmental protection, the County’s land use and zoning regulations should not hamper agricultural production or the use of modern agricultural technology.”

3. The County’s process in the new plan included the identification of seven alternative agricultural preservation scenarios. The alternatives ranged from a “most restrictive” policy to a “least restrictive” policy regarding the potential for development within the rural,

agricultural preservation areas of Jefferson County. Within the range of alternatives was a "no change or baseline" scenario similar to existing regulation. After an extensive, multi-year process, the final recommendations for agricultural preservation are considered "moderately more restrictive" when compared to existing regulations.

4. The major component for the new plan's agricultural preservation recommendations retains the existing policy that allows a maximum of three new rural residential lots in nonprime land on an existing property. In addition, one or two small rural residential lots in prime lands are allowed if nonprime lands are not available on the parent parcel. The recommendation removes a provision from existing regulations, which allows a dwelling on 35-acre parcels in the exclusive agricultural zone. These options go a long way toward preventing the consumption of large amounts of agricultural lands for residential uses.

   Some of the key features of the recommended agricultural preservation policies in the new plan 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 is 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).

5. The new plan contains a land use section that goes beyond just the agricultural preservation component. It includes a Rural Hamlet section, Environmental Corridor recommendations, and Urban Service area policies that are very detailed when compared with the existing plan. The rural hamlet policies allow for the possibility of increasing development within 10 designated rural hamlet areas if a town master plan is prepared and approved. The environmental corridor policies provide additional protections in specific environmentally sensitive areas of the County including floodplains, wetlands, upland woods of greater than 10 acres, and slopes exceeding 20%. The purpose of the urban service area policies is to encourage the majority of new development in the County to occur in areas that can be served by public services. The new plan calls for approximately 70% of new development to be targeted for urban service areas.

The above statement provides an overview of differences between the old and new plan and it briefly previews recommendations from the new plan. The new plan further emphasizes the County's commitment to agricultural preservation and it refines the 1978 plan with a "Right to Farm" statement. Also, it's agricultural preservation recommendations are considered "moderately more restrictive" when compared to existing regulations and it includes a Rural Hamlet section, Environmental Corridor recommendations, and Urban Service area policies that are more detailed when compared with the existing plan. The new agricultural preservation and land use policy recommendations are presented in detail in the remaining sections of this plan document.

3. PLANNING PROCESS

3.A. PLAN PHASES

The Jefferson County Agricultural Preservation and Land Use Plan preparation process consisted of four distinct phases including:

Phase 1 Background Inventory and Profile

- Demographic Data Analysis
- Environmental Resource Inventory
- Transportation Facilities Inventory
- Community Facilities Inventory
- Historic Resources Inventory
- Economic Development Inventory
- Land Use Inventory

Phase 2 Growth Trends and Projections

- Demographic Trends and Projections
- Issues Identification and Analysis

Phase 3 Vision Statement and Alternative Policy Scenarios

- Consensus Points
- Urban Service Area Policy Scenarios
- Rural Land Use (Agricultural Preservation) Policy Scenarios
- Environmental Corridor Policy Scenarios
- Rural Hamlet Policy Scenarios

Phase 4 Agricultural Preservation and Land Use Plan and Policies

- Adopted Goals and Objectives
- Land Use Policies
- Agricultural Preservation Plan
- Development Design Guidelines
- Park, Open Space and Environmental Plan
- Transportation Overview
- Community Services and Facilities Overview
- Implementation Recommendations
- Plan Reconciliation Process Recommendations

3.B. PUBLIC INVOLVEMENT PROCESS

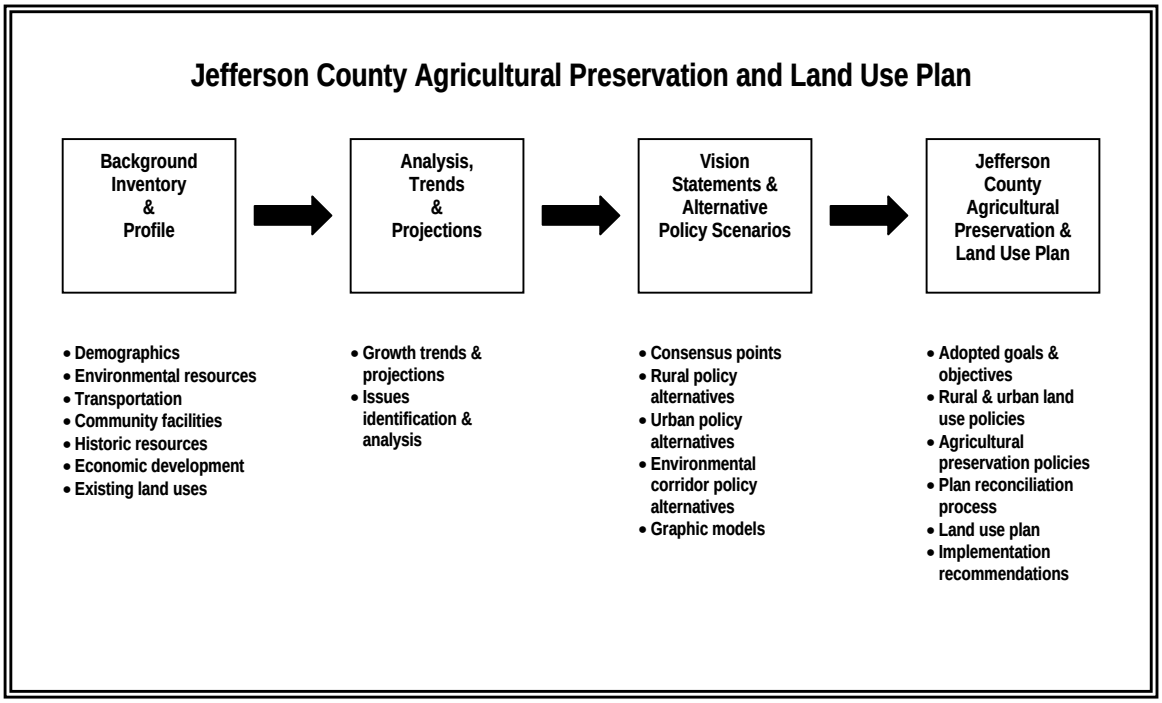
QUADRANT MEETINGS

Discussion about a possible Jefferson County Agricultural Preservation and Land Use Planning process began in 1994. This was followed with a series of countywide workshops conducted by the Jefferson County Core Planning Group, Jefferson County Zoning Department and UW-Extension to discuss key long-range growth, land preservation, and development issues. Public meetings were conducted in each quadrant of the County and with all units of government, including each city, village, and town.

JEFFERSON COUNTY 2020 STEERING COMMITTEE

Following an extensive public dialog that identified a range of planning issues, Jefferson County engaged Discovery Group, Ltd., a Madison-based planning consulting firm, to work jointly with County staff to prepare the plan. A 20-member Steering Committee appointed by the Jefferson County Board of Supervisors guided the work of the consultant and staff team. The consultant began work on the project in June 1996.

The Jefferson County 2020 Steering Committee consisted of community leaders representing a broad range of interest groups and local units of government. Members included representatives and spokespersons for agriculture, economic development, environment, real estate, transportation, education, and local and County government. The Steering Committee was responsible for reviewing data, selecting preferred planning policies from a range of alternative scenarios, and making a final recommendation to the Jefferson County Board of Supervisors. The Board of Supervisors has final approval authority.



TOWN, VILLAGE AND CITY PARTICIPATION

Town governments participated throughout the planning process. The Towns Association appointed four members of the Steering Committee. The staff and consultant team met individually with each Town Board and/or Town Plan Commission. The Jefferson County staff held several workshops for Town officials and made regular presentations of the plan in draft form to the Jefferson County Towns Association.

While the planning process focused primarily on the unincorporated portions of the County, there were extensive efforts to coordinate with villages and cities in Jefferson County. The Jefferson County staff and the consultant team met individually with the staff of each of the local units of government and a Community Growth Task Force was formed to address areas of shared concern between the incorporated communities and the towns in Jefferson County.

PUBLIC MEETINGS AND WORKSHOPS

Through the use of a broad range of tools and techniques, there was an extensive effort to involve as many citizens as possible throughout the planning process. There were numerous town, quadrant, and countywide public meetings to get initial public input and review the plan at various stages of its preparation.

All meetings of the Steering Committee directing the plan were "open meetings" with opportunities for public comment. Some of the Steering Committee and quadrant meetings were televised and broadcast on local public access channels.

Some of the specific public involvement activities that were part of the planning process included:

1. Initial year of pre-planning with the "Planning Core Group" and a round of quadrant meetings to identify planning issues
2. Community Opinion Survey
3. Town Meetings
4. Focus Group Meetings (2 rounds)
    - Environmental Issues Focus Group
    - Economic Development Focus Group
    - Housing and Real Estate Development Focus Group
    - Agricultural Issues Focus Group
5. Quadrant Meetings (2 rounds)
6. Jefferson County Land Use Plan Open House
7. Jefferson County Agricultural Preservation Plan Open House
8. Newsletters and Visioning Packet
9. Planning and Educational Display Materials
10. Educational Forums
11. Plan Reconciliation Process

PLAN RECONCILIATION PROCESS

The initial County land use planning effort began in 1996, and was guided by a 20-person Steering Committee and planning consultant. This two-year process involved numerous public workshops, meetings with local officials, public surveys, visioning, and a variety of other approaches. Public information meetings were held near the conclusion of the Steering Committee's work. The process then moved to the policy responsibility of the County Planning and Zoning Committee that held a Public Hearing on the Steering Committee's recommendations in May 1998. The Committee and the County Board considered each element of the plan along with public commentary at four County Board meetings in the latter part of 1998. The County Board voted in October to send the plan back to the Planning and Zoning Committee for further refinement.

In December 1998, the Jefferson County Planning and Zoning Committee began an extensive "Plan Reconciliation Process" to address unresolved issues related primarily to the agricultural preservation policies and rules related to land divisions and rezoning. Several key advisory groups provided input during the "Plan Reconciliation Process" including:

- Jefferson County Board of Supervisors
- Jefferson County Towns Association (A unit of the Wisconsin Towns Association)
- Jefferson County Farm Bureau

- Jefferson County Environmental Network
- Jefferson County Economic Development Corporation
- Jefferson County Board of Realtors

The Jefferson County Zoning Department staff, University of Wisconsin- Extension, Jefferson County Land Information staff, and the Corporation Counsel provided technical assistance during the "Plan Reconciliation Process".

The Planning and Zoning Committee formatted its Plan Reconciliation Process around the following key premises:

1. The Committee and its advisors focused on the agricultural preservation section of the plan that was the most controversial part of the planning effort.

2. Each advisor group selected representatives from their group to work closely with the Committee in identifying what they either liked or disliked about plan recommendations previously considered. The groups were invited to suggest policies, which they believed, should be incorporated into the new plan.

Workshops between the County Planning and Zoning Committee and the Farm Bureau, Jefferson County Board of Realtors, Jefferson Economic Development Corporation, and the Jefferson County Environmental Network were held from February through June 1999. Each County Board Supervisor was also invited to provide observations and policy considerations to the Committee at a Plan Reconciliation Meeting on March 12, 1999. Several Supervisors provided comments to the Committee. Each meeting of the Plan Reconciliation Process was open to the public.

A subcommittee of the Jefferson County Towns Association presented a report containing specific plan policy recommendations at a June 7, 1999 workshop. Subsequently, a joint County/Town Option for plan consideration in agricultural preservation areas was developed at a July 7, 1999 Plan Reconciliation Meeting between the County Planning and Zoning Committee and representatives of the Jefferson County Towns Association.

RESULTS OF THE PLAN RECONCILIATION PROCESS

The Jefferson County Planning and Zoning Committee, through the Plan Reconciliation Process involving a partnership with groups actively involved in this long planing process, is recommending a detailed set of plan recommendations in Agricultural Preservation areas. This County/Town Option is highlighted in Chapter 7A of the Agricultural Preservation policies. It is in response to the policy guidance received from the Farm Bureau, Board of Realtors, County Economic Development Corporation, and Environmental Network. The County/Town Option is structured around the proposal developed by the Jefferson County Towns Association.

The individual Town Supervisors from throughout Jefferson County demonstrated support for the County/Town Option at the July 19th meeting of the Jefferson County Towns Association in which

the recommendation was overwhelmingly supported (with 14 of the 16 Towns represented). The Committee has also received favorable reaction about the County/Town Option from the various other advisory groups and informal citizen input.

The Plan Reconciliation Process also considered the other elements of the land use plan and these recommendations have been incorporated into Chapter 7B Rural Hamlet Policies; 7C Urban Service Areas; and 7D Environmental Corridor Overlay District Policies.

PLAN APPROVAL AND IMPLEMENTATION

The County Board of Supervisors approved the Plan Reconciliation Process recommendations, and authorized staff to prepare this final Jefferson County Agricultural Preservation and Land Use Plan. Ordinance amendments implementing the plan recommendations will be subsequently developed and scheduled for a Public Hearing.

4. COMMUNITY OPINION SURVEY

A key guide used by the staff and consultant team and the Jefferson County 2020 Steering Committee was the Community Opinion Survey that was mailed to each residential household in Jefferson County in August 1996. The purpose of the survey was to get initial public input on a variety of issues in Jefferson County including land use and development policies; environmental protection, open space and conservancy policies; and farmland preservation.

One survey questionnaire was sent to each household based on the computerized tax rolls used by the County to send property tax bills. The survey was mailed directly to each household with return postage prepaid. Questionnaires were also available from the municipal clerk of each town, village, and city and from the County Clerk. A total of 5,097 completed surveys were returned and tabulated.

Approximately 57 percent of the returned surveys were from town residents and 43 percent were from residents in the villages and cities.

The survey results were tabulated on a countywide basis and also tabulated separately for each individual town, village, and city. The results of the surveys for each municipality were submitted to each municipal clerk. There were numerous additional editorial comments submitted along with the completed surveys. These responses were transcribed and submitted to the Steering Committee.

The countywide survey results are summarized below. Separate tabulations of the response from each town and incorporated unit of government and a transcription of additional comments submitted by respondents are available for review at the Jefferson County Zoning Department or UW-Extension Office.

4.A. SUMMARY OF SURVEY RESPONSES

The following is a summary of the survey responses:

- 90 percent of the respondents favor clear land use policies and regulations to guide rural development.
- 87 percent of the respondents support land use policies and regulations that emphasize preserving the rural and agricultural character of the countryside.
- 72 percent of the respondents support cluster development with landscaped buffering.
- 90 percent of the respondents support implementation of zoning and other land use regulations to protect and preserve identified environmental areas and corridors.
- 78 percent of the respondents believe a greater emphasis should be placed on protecting the aesthetic quality of rural areas.
- 75 percent of the respondents support acquisition of more public conservancy areas to preserve environmentally sensitive sites, wildlife habitats, and unique natural resources.
- 88 percent of the respondents support preserving prime agricultural land in Jefferson County.
- 71 percent of the respondents support exploring the use of "transferable development rights" as a tool for preserving agricultural land and other natural resources.
- 56 percent of the respondents support the "purchase of development rights" with public revenues as a means to preserve prime agricultural land and other natural resources.
- 62 percent of the respondents support continuation of current zoning regulations with respect to the provision that allows the creation of up to 3 residential lots from farming units, providing the lots are not on tillable prime agricultural soils.
- 17 percent believe the current zoning regulations regarding rural land divisions are too restrictive.
- 42 percent believe the current zoning regulations regarding rural land divisions should be more restrictive.
- The highest priority for park and outdoor recreation system improvements is the acquisition of natural conservancy lands and historic and archeological sites, provision of hiking and biking trails, and provision of facilities for water-related activities such as swimming and boating.

4.B. COMMUNITY OPINION SURVEY QUESTIONNAIRE RESPONSES

Land Use and Development Policies

Q 1: Jefferson County should adopt a clear set of land use policies and regulations to guide the location and type of rural development.

Strongly Agree	2937	57.6%
Agree	1661	32.6%
Disagree	213	4.2%
Strongly Disagree	145	2.8%
No Opinion	84	1.6%
No Response	57	1.1%
Total	5097	100.0%

Q 2: Jefferson County should relax its land use policies and regulations so that all development can respond more freely to market conditions.

Strongly Agree	323	6.3%
Agree	550	10.8%
Disagree	1474	28.9%
Strongly Disagree	2498	49.0%
No Opinion	183	3.6%
No Response	69	1.4%
Total	5097	100.0%

Q 3: Jefferson County's land use policies and regulations should emphasize preserving the rural and agricultural character of the countryside.

Strongly Agree	2706	53.1%
Agree	1711	33.6%
Disagree	372	7.3%
Strongly Disagree	141	2.8%
No Opinion	118	2.3%
No Response	49	1.0%
Total	5097	100.0%

Q 4: Jefferson County should generally encourage nonagricultural-related businesses and industries to locate within cities and villages, where public utilities are available, rather than in rural areas.

Strongly Agree	2511	49.3%
Agree	1958	38.4%
Disagree	296	5.8%
Strongly Disagree	181	3.6%
No Opinion	105	2.1%
No Response	46	0.9%
Total	5097	100.0%

Q 5: Jefferson County should actively encourage higher density development in the townships contiguous to cities and villages where public utilities are most likely to become available.

Strongly Agree	1024	20.1%
Agree	2390	46.9%
Disagree	745	14.6%
Strongly Disagree	494	9.7%
No Opinion	337	6.6%
No Response	107	2.1%
Total	5097	100.0%

Q 6: Jefferson County should adopt a "no-growth" policy and prohibit all residential development in rural areas.

Strongly Agree	786	15.4%
Agree	832	16.3%
Disagree	2019	39.6%
Strongly Disagree	1205	23.6%
No Opinion	201	3.9%
No Response	54	1.1%
Total	5097	100.0%

Q 7: Jefferson County should permit more development in the rural areas of Jefferson County.

Strongly Agree	280	5.5%
Agree	1107	21.7%
Disagree	1647	32.3%
Strongly Disagree	1625	31.9%
No Opinion	352	6.9%
No Response	86	1.7%
Total	5097	100.0%

Q 8: If Jefferson County accommodates new development along public roads and highways, the County should require it to be clustered with landscape buffering.

Strongly Agree	1179	23.1%
Agree	2504	49.1%
Disagree	550	10.8%
Strongly Disagree	211	4.1%
No Opinion	567	11.1%
No Response	86	1.7%
Total	5097	100.0%

Q 9: Jefferson County should use zoning and other land use regulations to protect and preserve identified environmental areas and corridors.

Strongly Agree	2366	46.4%
Agree	2228	43.7%
Disagree	193	3.8%
Strongly Disagree	113	2.2%
No Opinion	127	2.5%
No Response	70	1.4%
Total	5097	100.0%

Q 10: Jefferson County should adopt stricter ordinances to limit the size and number of highway billboards.

Strongly Agree	2155	42.3%
Agree	1961	38.5%
Disagree	322	6.3%
Strongly Disagree	94	1.8%
No Opinion	529	10.4%
No Response	36	0.7%
Total	5097	100.0%

Q 11: Jefferson County should limit development on hillsides and hilltops.

Strongly Agree	1032	20.2%
Agree	1514	29.7%
Disagree	1244	24.4%
Strongly Disagree	409	8.0%
No Opinion	832	16.3%
No Response	66	1.3%
Total	5097	100.0%

Q 12: If Jefferson County accommodates new development in rural areas, greater emphasis should be placed on aesthetic quality.

Strongly Agree	1460	28.6%
Agree	2498	49.0%
Disagree	420	8.2%
Strongly Disagree	149	2.9%
No Opinion	487	9.6%
No Response	83	1.6%
Total	5097	100.0%

Q 13: It is not appropriate for government to regulate the aesthetic quality of developments.

Strongly Agree	305	6.0%
Agree	877	17.2%
Disagree	2023	39.7%
Strongly Disagree	1307	25.6%
No Opinion	471	9.2%
No Response	114	2.2%
Total	5097	100.0%

Q 14: Jefferson County should charge "impact fees" to finance the costs of public services required by new development.

Strongly Agree	1493	29.3%
Agree	2171	42.6%
Disagree	568	11.1%
Strongly Disagree	312	6.1%
No Opinion	477	9.4%
No Response	76	1.5%
Total	5097	100.0%

Q 15: Jefferson County should charge zoning, land division, and building permit fees sufficient to cover the entire cost of reviewing and administering ordinance requirements.

Strongly Agree	1262	24.8%
Agree	2398	47.0%
Disagree	731	14.3%
Strongly Disagree	244	4.8%
No Opinion	406	8.0%
No Response	56	1.1%
Total	5097	100.0%

Open Space, Conservancy, and Recreation Policies

Q 16: Jefferson County should acquire more public conservancy areas to preserve identified environmentally-sensitive sites, wildlife habitats, and unique natural resources.

Strongly Agree	1924	37.7%
Agree	1909	37.5%
Disagree	634	12.4%
Strongly Disagree	248	4.9%
No Opinion	324	6.4%
No Response	58	1.1%
Total	5097	100.0%

Q 17: Jefferson County should acquire land and/or access easements to create recreational trails and open space corridors along major rivers.

Strongly Agree	1245	24.4%
Agree	2023	39.7%
Disagree	897	17.6%
Strongly Disagree	451	8.8%
No Opinion	412	8.1%
No Response	69	1.4%
Total	5097	100.0%

Q 18: Jefferson County should promote recreation trails and bicycle routes connecting to regional trail systems, such as the Glacial Drumlin Trail and the Ice Age Trail.

Strongly Agree	1303	25.6%
Agree	2456	48.2%
Disagree	605	11.9%
Strongly Disagree	282	5.5%
No Opinion	407	8.0%
No Response	44	0.9%
Total	5097	100.0%

Q 19: Jefferson County should expand the number, size, and location of county parks.

Strongly Agree	688	13.5%
Agree	1757	34.5%
Disagree	1324	26.0%
Strongly Disagree	348	6.8%
No Opinion	903	17.7%
No Response	77	1.5%
Total	5097	100.0%

Q 20: If Jefferson County acquires additional land for parks and trails, how would you rank the need for the following types of outdoor recreation facilities.

	Low Priority 1	2	3	4	High Priority 5	N/R	Total
All-terrain vehicles	3541 69.50%	532 10.40%	406 8.00%	120 2.40%	151 3.00%	347 6.80%	5097 100%
Ball Diamonds	1175 23.10%	832 16.30%	1743 34.20%	598 11.70%	408 8.00%	341 6.70%	5097 100%
Bicycle trails/routes	554 10.90%	387 7.60%	1308 25.70%	1226 24.10%	1340 26.30%	282 5.50%	5097 100%
Boat Landings	761 14.90%	690 13.50%	1671 32.80%	920 18.00%	745 14.60%	310 6.10%	5097 100%
Campgrounds (publicly owned)	1048 20.60%	705 13.80%	1472 28.90%	922 18.10%	637 12.50%	313 6.10%	5097 100%
Cross country ski trails	740 14.50%	589 11.60%	1536 30.10%	1111 21.80%	809 15.90%	312 6.10%	5097 100%
Equestrian trails	1504 29.50%	960 18.80%	1383 27.10%	499 9.80%	403 7.90%	348 6.80%	5097 100%
Fishing piers	806 15.80%	650 12.80%	1517 29.80%	1070 21.00%	762 14.90%	292 5.70%	5097 100%
Golf courses (publicly owned)	2076 40.70%	775 15.20%	992 19.50%	505 9.90%	431 8.50%	318 6.20%	5097 100%
Hiking trails	487 9.60%	354 6.90%	1260 24.70%	1290 25.30%	1416 27.80%	290 5.70%	5097 100%
Historic and archeological	548 10.80%	441 8.70%	1106 21.70%	1092 21.40%	1612 31.60%	298 5.80%	5097 100%
Mountain bike trails	1614 31.70%	864 17.00%	1197 23.50%	614 12.00%	458 9.00%	350 6.90%	5097 100%
Natural "wilderness" areas	399 7.80%	268 5.30%	860 16.90%	1011 19.80%	2297 45.10%	262 5.10%	5097 100%
Snowmobile trails	2088 41.00%	917 18.00%	1105 21.70%	387 7.60%	293 5.70%	307 6.00%	5097 100%
Swimming areas	684 13.40%	509 10.00%	1583 31.10%	1038 20.40%	998 19.60%	285 5.60%	5097 100%

Q 21: Jefferson County should preserve as much prime farmland as feasible.

Strongly Agree	2741	53.8%
Agree	1738	34.1%
Disagree	277	5.4%
Strongly Disagree	155	3.0%
No Opinion	139	2.7%
No Response	470	1.9%
Total	5097	100.0%

Q 22: The Jefferson County Zoning Ordinance currently allows the creation of up to 3 residential lots from farming units, provided the lots are not on tillable prime agricultural soils.

22a. This policy should be continued.

Strongly Agree	1053	20.7%
Agree	2103	41.3%
Disagree	881	17.3%
Strongly Disagree	588	11.5%
No Opinion	304	6.0%
No Response	168	3.3%
Total	5097	100.0%

22b. This policy is too restrictive. Landowners should be allowed to create more rural residential lots.

Strongly Agree	325	6.4%
Agree	529	10.4%
Disagree	1722	33.8%
Strongly Disagree	1935	38.0%
No Opinion	317	6.2%
No Response	269	5.3%
Total	5097	100.0%

22c. This policy is not restrictive enough. Landowners should not be allowed to create this many rural residential lots.

Strongly Agree	1058	20.8%
Agree	1065	20.9%
Disagree	1419	27.8%
Strongly Disagree	713	14.0%
No Opinion	541	10.6%
No Response	301	5.9%
Total	5097	100.0%

Q 23: Jefferson County should use revenues collected from property and/or sales taxes to purchase "development rights" from farmers and other landowners as a means of preserving prime farmland, woodlands, and other environmentally important areas.

Strongly Agree	991	19.4%
Agree	1829	35.9%
Disagree	909	17.8%
Strongly Disagree	686	13.5%
No Opinion	613	12.0%
No Response	69	1.4%
Total	5097	100.0%

Q 24: Jefferson County should explore creative approaches to land use regulations, such as "transferable development rights" that would provide financial incentives to keep land in agricultural use.

Strongly Agree	1184	23.2%
Agree	2454	48.1%
Disagree	426	8.4%
Strongly Disagree	296	5.8%
No Opinion	628	12.3%
No Response	109	2.1%
Total	5097	100.0%

5. CONSENSUS POINTS AND GOAL STATEMENTS

5.A. CONSENSUS POINTS

The following consensus points describe a "common ground" that the Jefferson County 2020 Steering Committee approved as a foundation for further detailed policy development. The "consensus points" are based on input from the countywide household survey conducted in the Fall of 1996 and input from the public meetings and focus groups with various interest groups in the County.

GENERAL COUNTY PLANNING CONSENSUS POINTS

1. Jefferson County should adopt land use policies and implementation measures that are clear and readily understood by the general public.

2. The Jefferson County land use regulations should be fair and treat all owners of land with comparable resource and location characteristics equitably.

3. Jefferson County land use policies and plans should be coordinated, to the maximum extent feasible, with both the towns and the incorporated units of government.

4. Jefferson County land use policies and regulations should contribute to fostering strong local units of government with sufficient tax base to maintain infrastructure and adequate levels of service.

5. Jefferson County land use and development policies should reflect a balanced perspective that considers both policies that preserve and protect the natural resources and the environment and policies that allow for continued population growth and economic development in areas most suitable for such uses.

6. Jefferson County should adopt land use policies that encourage development to be located in areas that are environmentally suitable for development and preserve those areas that possess valuable natural resource characteristics or are environmentally sensitive.

7. Jefferson County should adopt land use policies and regulations that encourage higher-density development in locations that have the infrastructure and services needed to support such development.

8. Jefferson County should adopt policies that encourage redevelopment and infill development in parts of the County that are already served by utilities and infrastructure.

9. Jefferson County should adopt land use policies that take into account the consequences of new development on local and school district taxes.

10. Jefferson County should preserve the "rural character" of the County.

11. The natural resources of Jefferson County should be protected for future generations.

12. Jefferson County should investigate the purchase of conservation easements and other innovative techniques as a means of preserving open space and natural resources.

AGRICULTURAL PRESERVATION CONSENSUS POINTS

1. Jefferson County should adopt policies and regulations that minimize nonagricultural-related development of prime farmland.

2. Land use policies and regulations need to be based on a realistic assessment of the economic feasibility of maintaining productive farming units in Jefferson County.

3. If nonfarm development is permitted in predominantly agricultural districts, it should be clustered and located in a manner that will minimize the conversion of prime agricultural soils to nonfarm use and minimize the impact on the operations of adjoining farms.

4. Jefferson County should adopt policies that maintain the integrity and viability of large agricultural districts where modern production agricultural practices can occur without creating conflicts with nonagricultural uses.

5. The prime agricultural soil resources of the County should be protected so that food, fiber, and livestock production continue to be an option for future generations.

ENVIRONMENTAL PROTECTION CONSENSUS POINTS

1. Jefferson County land use policies and decisions should take into consideration the protection of wildlife and waterfowl habitats.

2. The unique topography and vegetative cover of the drumlins and esker glacial formations should be preserved as a distinctive quality of the Jefferson County environment.

3. The Rock River and other major river corridors should be planned as continuous scenic, natural area, and recreation corridors. While limited low-density development may be permitted along the shoreline, such development should be controlled to maintain the aesthetic, recreational, and resource qualities of the corridors.

4. Wetlands and floodplains, which provide areas for natural stormwater storage and flood control, should be protected from development.

5. The quality of Jefferson County's groundwater and surface waters should be protected.

6. The air quality of Jefferson County should be protected.

7. The aesthetic character of the rural countryside should be preserved.

ECONOMIC DEVELOPMENT CONSENSUS POINTS

1. New industries should be encouraged to locate in planned business and industrial parks, which provide utilities and infrastructure.

2. Jefferson County should encourage a variety of industrial and business types, including agribusinesses, manufacturing industries, warehousing and distribution businesses, and information-based services.

3. Jefferson County should provide a sufficient inventory of sites in planned business and industrial parks to accommodate the projected expansion needs of existing businesses and provide sites for incoming businesses and industries.

4. Jefferson County should maintain the transportation infrastructure, including highways, railroads, and air fields necessary to support industrial and business development.

5. Jefferson County should encourage agri-businesses and farm-related services that will help support agriculture in Jefferson County.

   Note: In many cases agribusinesses do not require public utilities and should be located in rural areas with good access to agricultural districts.

6. The health and vitality of traditional downtown business districts in Jefferson County should be maintained.

7. Jefferson County should encourage the redevelopment and revitalization of existing commercial and industrial districts.

8. Jefferson County should have an inventory of planned development sites with adequate infrastructure that are suitable for newer "big box" retailers and franchise developments that are dependent on having a high level of accessibility and large surface parking areas. Where feasible, such developments should be located in or near existing downtown areas or commercial districts.

9. In planning and designing industrial and business parks and commercial districts, pedestrian and bicycle access, as well as vehicular access, should be taken into consideration.

HOUSING AND DEVELOPMENT CONSENSUS POINTS

1. The land use plans for Jefferson County and the municipalities within the County should identify sufficient areas that are suitable for housing to meet anticipated market demand and projected growth.

2. The land use plan needs to recognize that there are numerous vacant and developable existing residential lots and that these lots need be considered as part of the inventory of developable land in Jefferson County.

3. New multifamily housing and other housing at densities greater than one dwelling unit per gross acre should be located in areas served by public sewers.

4. Housing in the rural areas of the County should be designed and located in a manner and at densities that minimize adverse impacts on the rural character of the countryside and agricultural resources.

5. New residential development should pay sufficient impact fees and other types of assessments to cover the costs of providing services and infrastructure. Such costs should include payment of a proportionate share of capital expenses, as well as ongoing operations and maintenance costs.

6. There should be sufficient affordable housing in Jefferson County to serve the needs of the labor force employed in Jefferson County businesses and industries.

7. Pockets of blighted and poorly maintained residential properties should be redeveloped or revitalized.

8. Land use regulations should permit mixed-use developments or "planned unit developments" (PUD's) that include a combination of densities and an integration of commercial and residential uses within the context of a master-planned community.

PARK AND OPEN SPACE CONSENSUS POINTS

Note: The following park and open space policies were adopted in 1997 by the Jefferson County Park Committee and County Board and are included as the adopted recommendations and conclusions of the Jefferson County Parks, Recreation, and Open Space Plan:

1. Acquire valuable natural areas and historic areas of 100 acres or more.

2. Consider preserving/acquiring areas having lakes.

3. Identify potential lakes for passive/natural activities such as Red Cedar Lake, Hope Lake, and Rose Lake.

4. Identify 4 to 6 new sites for large natural-resource-oriented parks.

5. Attempt to bring the Jefferson County Parks into a more typical "standard" for the provisions of County parks. (The County is now deficient in both park facilities and activities.)

6. Solicit donations from the private sector for funds to be used for parkland acquisition.

7. Continue to investigate new revenue sources including the use of impact fees and State and Federal grants.

8. Continue implementation of the Jefferson County Bikeway/Pedestrianway Plan that was approved by the County Board in 1996.

9. As larger tracts of parkland become available, consider incorporating hiking, and other low impact trail use. Camping may also be suitable in these areas.

10. Recognize that implementation of these goals will occur over a long time frame.

11. Encourage cooperative arrangements with the Wisconsin Department of Natural Resources for mutual benefits.

12. Continue implementation of the Americans with Disabilities Act recommendations.

13. Recognize the importance of continuing a high level of maintenance in existing parks.

5.B. GOAL STATEMENTS

The consensus points were further refined by the Steering Committee into eleven goal statements that have been used by the Steering Committee in an "evaluation matrix" to help evaluate and refine alternative land use scenarios and policies.

The approved general goal statements include the following:

1. Preserve the "rural character" and aesthetic quality of Jefferson County.

2. Coordinate growth and development planning between towns and incorporated municipalities.

3. Provide equity and fairness to owners of land with comparable resource and location characteristics.

4. Minimize nonagricultural development on prime agricultural soils.

5. Maintain the integrity of agricultural districts allowing for accepted agricultural practices.

6. Protect and preserve an environmental corridor system consisting of wetlands, floodplains, upland woods and steeply sloped glacial features.

7. Protect groundwater and surface water quality.

8. Discourage development in areas that possess valuable natural resource characteristics and wildlife habitats.

9. Design and locate housing in rural areas in a manner that minimizes adverse impacts on agriculture and maintains the rural character in Jefferson County.

10. Encourage higher-density residential development in areas where public utilities will be available.

11. Encourage nonagricultural-related businesses and industries to locate in areas where public utilities will be available.

6. GROWTH TRENDS

Jefferson County is expected to experience continued growth and development pressure over the next two decades. However, both population growth and residential construction are likely to occur in uneven cycles, corresponding to the economic cycles and national and regional demographic trends.

This section describes the recent population growth trends and projections, the current land use pattern, and targeted demand for growth and development.

6.A. POPULATION GROWTH TRENDS

HISTORIC GROWTH TRENDS 1970 - 1990

Between 1970 and 1990, Jefferson County experienced moderate population growth, increasing from 60,060 in 1970 to 67,783 in 1990.

There was a particularly strong rate of growth during the "building boom" in the late 1970's. During the decade of the 1970's, the population of the County as a whole grew by 6,092 persons, representing roughly 10.14 percent growth. There was a trend toward a higher percentage of growth and development in the rural countryside. The rural towns grew at a rate of 12.87 percent while the incorporated municipalities grew at a rate of 8.35 percent. The highest rates of growth in the 1970's were in the Towns of Aztalan, Concord, Ixonia, and Sullivan.

During the 1980's, the growth rate declined dramatically due primarily to the building recession of the mid-1980's. The overall County population grew by only 1,631 persons, representing a 2.47 percent rate of growth. The rural towns lost population at the rate of -1.61 percent and the incorporated municipalities grew 5.26 percent. In the 1980's, the communities with the highest rates of growth were the Villages of Cambridge, Johnson Creek, and Sullivan and the Towns of Lake Mills and Oakland.

GROWTH SINCE 1990

Since 1990, Jefferson County has experienced a relatively rapid rate of growth. Between 1990 and 1997, the County grew by 4,921 persons, representing a growth rate of 7.26 percent for the seven-year period. This rate of growth is comparable to the growth that Jefferson County experienced during the last construction boom in the late 1970's. Table 6.1 on the following page illustrates population growth from 1970 to 1997.

TABLE 6.1
HISTORIC POPULATION GROWTH 1970 – 1997

Municipality	1970 Census	1980 Census	1990 Census	1997 Estimate	Percent Change 1970-1980	Percent Change 1980-1990	Percent Change 1990-1997
T. Aztalan	1,306	1,752	1,476	1,504	34.15%	-15.75%	1.90%
T. Cold Spring	1,018	684	683	738	-32.81%	-0.15%	8.05%
T. Concord	1,130	1,805	1,884	2,012	59.73%	4.38%	6.79%
T. Farmington	1,391	1,528	1,404	1,432	9.85%	-8.12%	1.99%
T. Hebron	973	1,104	975	1,020	13.46%	-11.68%	4.62%
T. Ixonia	2,324	2,906	2,789	2,908	25.00%	-3.99%	4.27%
T. Jefferson	3,082	2,891	2,687	2,758	-6.20%	-7.06%	2.64%
T. Koshkonong	2,671	2,979	2,984	3,153	11.53%	0.17%	5.66%
T. Lake Mills	1,472	1,515	1,584	1,709	2.92%	4.55%	11.05%
T. Milford	1,129	1,066	1,007	1,050	-5.58%	-5.53%	4.27%
T. Oakland	1,984	2,240	2,526	2,860	12.90%	12.77%	13.22%
T. Palmyra	875	1,069	1,176	1,257	22.17%	10.01%	6.89%
T. Sullivan	1,159	1,646	1,924	2,065	42.02%	16.89%	7.33%
T. Sumner	954	973	822	824	1.99%	-15.32%	0.24%
T. Waterloo	685	811	694	737	18.39%	-14.43%	6.20%
T. Watertown	1,671	1,921	1,840	1,927	14.96%	-4.22%	4.73%
TOTAL RURAL	23,824	26,889	26,455	28,004	12.87%	-1.61%	5.86%
V. Cambridge	689	844	963	1,097	22.50%	14.10%	13.91%
Jefferson Co. (part)	17	59	80	83	247.06%	35.59%	3.75%
Dane Co. (part)	672	785	883	1,014	16.82%	12.48%	14.84%
V. Johnson Creek	790	1,136	1,259	1,563	43.80%	10.83%	24.15%
V. Palmyra	1,341	1,515	1,540	1,691	12.98%	1.65%	9.81%
V. Sullivan	467	434	449	578	-7.07%	1.46%	28.73%
C. Fort Atkinson	9,164	9,785	10,213	10,974	6.78%	4.37%	7.45%
C. Jefferson	5,429	5,647	6,078	6,679	4.02%	7.63%	9.89%
C. Lake Mills	3,556	3,670	4,143	4,539	3.12%	12.89%	9.56%
C. Waterloo	2,253	2,393	2,712	2,888	6.21%	13.33%	6.49%
C. Watertown	15,683	18,113	19,142	20,835	15.49%	5.68%	8.84%
Jefferson Co. (part)	11,310	12,202	12,388	13,097	7.99%	1.52%	5.72%
Dodge Co. (part)	4,373	5,911	6,754	7,738	35.17%	14.26%	14.57%
C. Whitewater	12,038	11,520	12,636	13,374	-4.30%	9.69%	5.84%
Jefferson Co. (part)	1,09	2,422	2,466	2,608	26.67%	1.82%	5.76%
Walworth Co. (part)	10,129	9,098	10,170	10,766	-10.16%	11.78%	5.86%
TOTAL URBAN (Jefferson Co, Part)	36,236	39,263	41,328	44,700	8.35%	5.26%	8.16%
JEFFERSON CO. TOTAL	60,060	66,152	67,783	72,704	10.14%	2.47%	7.26%

The reasons for the relatively high rates of growth between 1990 and 1997 include:

1. The robust local economy.
2. A national increase in the rate of population growth due to the "baby boom echo."
3. Low interest rates that have stimulated new housing construction.
4. Increasing "suburbanization."
5. Good highway access to the Madison and Milwaukee areas.

During the 1990's, the highest rates of growth have generally been in the villages and cities and the towns which have districts providing sanitary sewer service. The population of the incorporated areas has grown 8.35 percent while the rural population has grown 5.86 percent. The incorporated communities with the highest rates of growth have been the Cities of Jefferson, Lake Mills, and Watertown and the Villages of Cambridge, Johnson Creek, and Sullivan. The fastest growing towns have been Lake Mills and Oakland.

POPULATION DISTRIBUTION

In 1990, approximately 61.4 percent of the population of Jefferson County lived in cities and villages and 38.6 percent lived in unincorporated rural areas. If recent trends continue, the percent of the population living in the cities and villages will increase and the percent of rural population will continue to decline.

6.B. PROJECTED POPULATION GROWTH 1997 - 2020

POPULATION PROJECTION METHODOLOGY

There are a wide range of population projection methodologies that have been considered as part of the planning process.

In most planning projects in Wisconsin, the Wisconsin Department of Administration (WDOA), Demographic Services Center official population projections are used as the "baseline" projections. Over the years, the WDOA projections have tended to be very accurate, particularly for larger areas. The last update of the WDOA projections was made in 1992. The WDOA projections, which have been extrapolated to extend to the year 2020, have been used as the "baseline projections" for the Jefferson County Agricultural Preservation and Land Use Plan.

Because of the age of the WDOA "baseline projections" and the sharp increase in growth rates in some of the Jefferson County communities since 1990, the Agricultural Preservation and Land Use Plan incorporates an alternative population projection methodology that shows growth projections for each unit of government based on continuation of the annual growth rates experienced between 1990 and 1997. The projections based on 1990 to 1997 annual growth rates are referred to the "accelerated growth projections."

In computing a "mid-range population projection" for each community, the Land Use Plan has averaged the WDOA "baseline projections" with the "accelerated growth projections." The modified "mid-range projections" have been used for projecting increases in dwelling units and land demand forecasts.

Baseline Population Projections (WDOA)

The Wisconsin Department of Administration (WDOA), Demographic Services Center projects that the population of Jefferson County will increase from 72,704 in 1997 to 78,484 in the year 2020. This represents a gain of 5,780 persons or a 7.95 percent increase. The villages and cities are projected to grow by 3,962 or 8.86 percent and the unincorporated portion of the County is projected to increase by 1,818 or 6.49 percent.

WDOA projects the highest rates of growth will be in the City of Lake Mills, the Villages of Cambridge and Palmyra, and the Towns of Concord, Lake Mills, Oakland, and Palmyra.

Accelerated Growth Projection Model Based On 1990 To 1997 Growth Rates

The "accelerated growth projections" based on a continuation of the 1990 to 1997 annual growth rates indicates that the population of Jefferson County will increase from 72,704 to 92,270 in the year 2020. This represents a gain of 20,767 persons or a 26.91 percent increase. Using the "accelerated growth projection" methodology, the population of the villages and cities is projected to grow by 14,527 persons or 30.54 percent and the unincorporated portion of the County will increase by 6,240 or 21.12 percent.

The "accelerated growth projection" methodology projects that the highest rates of growth will be in the Cities of Jefferson, Lake Mills, and Watertown and the Villages of Cambridge, Johnson Creek, and Sullivan. The fastest growing towns will be Lake Mills and Oakland.

Mid-Range Population Projections

The "mid-range population projections" indicate that the population of Jefferson County will increase from 72,704 to 85,980 by the year 2020. This represents a gain of 13,276 persons or an 18.26 percent increase. Using the "mid-range projection" methodology, the population of the villages and cities is projected to grow by 9,246 persons or 20.68 percent and the unincorporated portion of the County will increase by 4,030 or 14.39 percent.

The "mid-range projection" methodology projects that the highest rates of growth will be in the Cities of Jefferson, Lake Mills, and Watertown and the Villages of Cambridge, Johnson Creek, and Sullivan. The fastest growing towns will be Lake Mills and Oakland.

The graphic below and Tables 6.2 through 6.4 show the distribution of population in each municipality based on each of the population projection methodologies described above.

JEFFERSON COUNTY
POPULATION GROWTH PROJECTIONS

Year	Baseline	Mid-Range Projection	Accelerated Growth Projection Projection
1990	67,783 (Census)		
1997	72,704 (Estimate)		
2000	73,081	74,037	74,994
2005	74,918	76,947	78,976
2010	76,393	79,784	83,175
2015	77,474	82,538	87,602
2020	78,484	85,377	92,270
1997 – 2020 Proj.:			
Population Increase	5,780	13,276	19,566
Percent Increase	7.95%	18.26%	26.91%

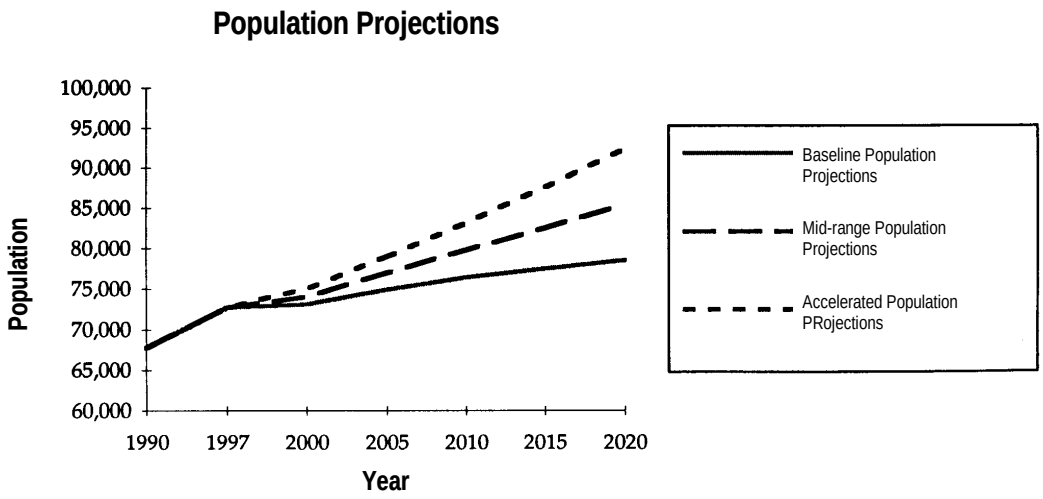

Population Projections
100,000
95,000
90,000
85,000
80,000
75,000
70,000
65,000
60,000
Population
1990
1997
2000
2005
2010
2015
2020
Year
Baseline Population Projections
Mid-range Population Projections
Accelerated Population PRojections

TABLE 6.2
POPULATION PROJECTIONS – BASELINE BASED ON WISCONSIN DEPARTMENT OF ADMINISTRATION PROJECTIONS

Municipality	1990 Census	1997 Estimate	2000 Projection	2005 Projection	2010 Projection	2015 Projection	2020 Projection	Percent Change 1997-2020
T. Aztalan	1,476	1,504	1,470	1,462	1,456	1,434	1,448	-3.72%
T. Cold Spring	693	738	743	752	759	761	768	4.07%
T. Concord	1,884	2,012	2,125	2,228	2,310	2,390	2,413	19.93%
T. Farmington	1,404	1,432	1,429	1,429	1,430	1,416	1,430	-0.14%
T. Hebron	975	1,020	935	914	898	869	877	-14.02%
T. Ixonia	2,789	2,908	3,042	3,135	3,210	3,271	3,302	13.55%
T. Jefferson	2,687	2,758	2,816	2,837	2,853	2,846	2,873	4.17%
T. Koshkonong	2,984	3,153	3,104	3,140	3,169	3,173	3,203	1.59%
T. Lake Mills	1,584	1,759	1,798	1,874	1,935	1,992	2,011	14.33%
T. Milford	1,007	1,050	1,052	1,059	1,065	1,062	1,072	2.10%
T. Oakland	2,526	2,860	2,887	3,027	3,139	3,247	3,278	14.62%
T. Palmyra	1,176	1,257	1,303	1,354	1,394	1,430	1,444	14.88%
T. Sullivan	1,924	2,065	2,072	2,138	2,192	2,236	2,227	7.85%
T. Sumner	822	824	784	767	753	728	735	-10.80%
T. Waterloo	694	737	742	756	768	774	781	5.97%
T. Watertown	1,840	1,927	1,907	1,926	1,941	1,941	1,960	1.71%
TOTAL RURAL	26,455	28,004	28,209	28,798	29,272	29,570	29,822	6.49%
V. Cambridge	963	1,097	1,147	1,225	1,291	1,358	1,371	24.98%
Jefferson Co. (part)	80	83	95	101	106	111	112	34.94%
Dane Co. (part)	883	1,014	1,052	1,124	1,185	1,247	1,259	24.16%
V. Johnson Creek	1,259	1,563	1,392	1,449	1,494	1,536	1,551	-0.77%
V. Palmyra	1,540	1,691	1,856	1,975	2,070	2,168	2,189	29.45%
V. Sullivan	449	578	511	532	549	564	569	-1.56%.
C. Fort Atkinson	10,213	10,974	11,161	11,491	11,756	11,971	12,085	10.12%
C. Jefferson	6,078	6,679	6,448	6,570	6,668	6,725	6,789	1.65%
C. Lake Mills	4,143	4,539	4,643	4,827	4,974	5,108	5,157	13.62%
C. Waterloo	2,712	2,888	2,919	2,995	3,056	3,101	3,131	8.41%
C. Watertown	19,142	20,835	21,271	21,990	22,567	23,097	23,317	11.91%
Jefferson Co. (part)	12,388	13,097	13,473	13,843	14,140	14,371	14,508	10.77%
Dodge Co. (part)	6,754	7,738	7,798	8,147	8,427	8,726	8,809	13.84%
C. Whitewater	12,636	13,374	13,642	13,907	14,110	14,228	14,364	7.40%
Jefferson Co. (part)	2,466	2,608	2,374	2,337	2,308	2,249	2,571	-1.42%
Walworth Co. (part)	10,170	10,766	11,268	11,570	11,802	11,979	12,093	12.33%
TOTAL URBAN (Jefferson Co., part)	41,328	44,700	44,872	46,120	47,121	47,904	48,662	8.86%
JEFFERSON CO. TOTAL	67,783	72,704	73,081	74,918	76,393	77,474	78,484	7.95%

TABLE 6.3
MID-RANGE POPULATION PROJECTIONS

Municipality	1990 Census	1997 Estimate	2020 population WDOA Projection	2020 Population Accelerated Growth Projection	2020 Population Mid-Range Projection	Population Change 1997-2020	Percentage Change 1997-2020
T. Aztalan	1,476	1,504	1,448	1,601	1,525	21	1.36%
T. Cold Spring	683	738	768	960	864	126	17.07%
T. Concord	1,884	2,012	2,413	2,513	2,463	451	22.42%
T. Farmington	1,404	1,432	1,430	1,529	1,480	48	3.32%
T. Hebron	975	1,020	877	1,186	1,032	12	1.13%
T. Ixonia	2,789	2,908	3,302	3,344	3,323	415	14.27%
T. Jefferson	2,687	2,758	2,873	3,008	2,941	183	6.62%
T. Koshkonong	2,984	3,153	3,203	3,795	3,499	346	10.97%
T. Lake Mills	1,584	1,759	2,011	2,522	2,267	508	28.85%
T. Milford	1,007	1,050	1,072	1,208	1,140	90	8.57%
T. Oakland	2,526	2,860	3,278	4,398	3,838	978	34.20%
T. Palmyra	1,176	1,257	1,444	1,574	1,509	252	20.05%
T. Sullivan	1,924	2,065	2,227	2,624	2,426	361	17.46%
T. Sumner	822	824	735	831	783	-41	-4.98%
T. Waterloo	694	737	781	903	842	105	14.25%
T. Watertown	1,840	1,927	1,960	2,250	2,105	178	9.24%
TOTAL RURAL	26,455	28,004	29,822	34,246	32,034	4,030	14.39%
V. Cambridge	963	1,097	1,371	1,725	1,548	451	41.11%
Jefferson Co. (part)	80	83	112	94	103	20	24.10%
Dane Co. (part)	883	1,014	1,259	1,643	1,451	437	43.10%
V. Johnson Creek	1,259	1,563	1,551	3,410	2,481	918	58.70%
V. Palmyra	1,540	1,691	2,189	2,329	2,259	568	33.59%
V. Sullivan	449	578	569	1,458	1,014	436	75.35%
C. Fort Atkinson	10,213	10,974	12,085	14,000	13,043	2,069	18.85%
C. Jefferson	6,078	6,679	6,789	9,222	8,006	1,327	19.86%
C. Lake Mills	4,143	4,539	5,157	6,201	5,679	1,140	25.12%
C. Waterloo	2,712	2,888	3,131	3,571	3,351	463	16.03%
C. Watertown	19,142	20,835	23,317	27,811	25,564	4,729	22.70%
Jefferson Co. (part)	12,388	13,097	14,508	15,795	15,152	2,055	15.69%
Dodge Co. (part)	6,754	7,738	8,809	12,428	10,619	2,881	37.23%
C. Whitewater	12,636	13,374	14,364	16,190	15,277	1,903	14.23%
Jefferson Co. (part)	2,466	2,608	2,571	3,149	2,860	252	9.66%
Walworth Co. (part)	10,170	10,766	12,093	13,042	12,568	1,802	16.73%
TOTAL URBAN (Jefferson Co. Part)	41,328	44,700	48,662	59,229	53,946	9,246	20.68%
JEFFERSON CO. TOTAL	67,783	72,704	78,484	93,475	85,980	13,276	18.26%

TABLE 6.4
POPULATION PROJECTIONS - ACCELERATED GROWTH BASED ON 1990 TO 1997 GROWTH RATES

Municipality	1990 Census	1997 Estimate	Annual Growth Rate 1990 – 1997	2000 Projection	2005 Projection	2010 Projection	2015 Projection	2020 Projection	Percent Change 1997-2020
T. Aztalan	1,476	1,504	0.0027	1,516	1,537	1,558	1,579	1,601	6.42%
T. Cold Spring	683	738	0.0115	764	809	856	907	960	30.09%
T. Concord	1,884	2,012	0.0097	2,071	2,174	2,281	2,394	2,513	24.88%
T. Farmington	1,404	1,432	0.0028	1,444	1,465	1,486	1,507	1,529	6.76%
T. Hebron	975	1,020	0.0066	1,040	1,075	1,111	1,148	1,186	16.32%
T. Ixonia	2,789	2,908	0.0061	2,962	3,053	3,147	3,244	3,344	15.00%
T. Jefferson	2,687	2,758	0.0038	2,789	2,842	2,896	2,952	3,008	9.05%
T. Koshkonong	2,984	3,153	0.0081	3,230	3,363	3,501	3,645	3,795	20.36%
T. Lake Mills	1,584	1,759	0.0158	1,844	1,994	2,156	2,332	2,522	43.36%
T. Milford	1,007	1,050	0.0061	1,069	1,102	1,136	1,171	1,208	15.01%
T. Oakland	2,526	2,860	0.0189	3,025	3,322	3,648	4,005	4,398	53.79%
T. Palmyra	1,176	1,257	0.0098	1,294	1,359	1,428	1,499	1,574	25.26%
T. Sullivan	1,924	2,065	0.0105	2,131	2,244	2,364	2,491	2,624	27.07%
T. Sumner	822	824	0.0003	825	826	828	829	831	0.80%
T. Waterloo	694	737	0.0089	757	791	826	864	903	22.47%
T. Watertown	1,840	1,927	0.0068	1,966	2,034	2,103	2,175	2,250	16.75%
TOTAL RURAL	26,455	28,004	0.0084	28,713	29,934	31,207	32,534	33,918	21.12%
V. Cambridge	963	1,097	0.0199	1,164	1,284	1,417	1,563	1,725	57.26%
Jefferson Co. (part)	80	83	0.0054	84	87	89	91	94	13.08%
Dane Co. (part)	883	1,014	0.0212	1,080	1,199	1,332	1,479	1,643	61.99%
V. Johnson Creek	1,259	1,563	0.0345	1,730	2,050	2,429	2,878	3,410	118.15%
V. Palmyra	1,540	1,169	0.0140	1,763	1,890	2,026	2,172	2,329	37.70%
V. Sullivan	449	578	0.0410	652	797	975	1,192	1,458	152.22%
C. Fort Atkinson	10,213	10,974	0.0106	11,328	11,944	12,593	13,278	14,000	27.57%
C. Jefferson	6,078	6,679	0.0141	6,966	7,472	8,015	8,597	9,222	38.07%
C. Lake Mills	4,143	4,539	0.0137	4,727	5,059	5,414	5,794	6,201	36.61%
C. Waterloo	2,712	2,888	0.0093	2,969	3,109	3,256	3,410	3,571	23.65%
C. Watertown	19,142	20,835	0.0126	21,635	23,037	24,529	26,118	27,811	33.48%
Jefferson Co. (part)	12,388	13,097	0.0082	13,421	13,979	14,559	15,164	15,795	20.60%
Dodge Co. (part)	6,754	7,738	0.0208	8,231	9,124	10,114	11,211	12,428	60.61%
C. Whitewater	12,636	13,374	0.0083	13,712	14,293	14,900	15,532	16,190	21.06%
Jefferson Co. (part)	2,466	2,608	0.0082	2,673	2,785	2,901	3,022	3,149	20.73%
Walworth Co. (part)	10,170	10,766	0.0084	11,039	11,509	11,998	12,509	13,042	21.14%
TOTAL URBAN (Jefferson Co., Part)	41,328	44,700	0.0117	46,281	49,042	51,968	55,068	58,353	30.54%
JEFFERSON CO. TOTAL	67,783	72,704	0.0104	74,994	78,976	83,175	87,602	92,270	26.91%

6.C. 1997 LAND USE INVENTORY

Effective January 1, 1997, approximately 68.3 percent (254,072 acres) of the total land area of Jefferson County was in agricultural or woodland use. About 7.5 percent (28,089 acres) of the land area was used for rural development, primarily residential development and streets and highways. Land in villages and cities consumed 4.9 percent (18,129 acres) of the total land area. The remaining area was wetland, 14.8 percent (55,089 acres), or open water, 4.5 percent (16,836 acres).

Table 6.5 1997 Land Use Inventory

Rural Development:		Acres	Percent of Total Area
Residential Land Uses			
	Single-Family Residential	11,458 Acres	3.11%
	Mobile Homes	229 Acres	0.06%
	Multi-family (including duplex)	181 Acres	0.05%
	Vacant Residential Lots	645 Acres	0.17%
Commercial Land Uses			
	Retail Sales and Service	263 Acres	0.07%
	Agricultural-Related Retail Businesses	45 Acres	0.01%
Industrial Land Uses			
	Manufacturing	191 Acres	0.05%
	Wholesale, storage, and distribution	31 Acres	0.01%
	Contractors	47 Acres	0.01%
	Vacant or Partially Developed Industrial Lots	41 Acres	0.01%
Transportation, Utilities and Communications Facilities			
	Streets and Highway R.O.W.	11,477 Acres	3.08%
	Railroad R.O.W.	530 Acres	0.14%
	Air Fields and Terminals	74 Acres	0.02%
	Communication Facilities and Utilities	196 Acres	0.05%
	Landfills and Disposal Sites	343 Acres	0.09%
Government, Educational, and Religious Institutions			
	Local Government Facilities	140 Acres	0.04%
	Federal and State Government Facilities	7 Acres	0.00%
	Educational Facilities	21 Acres	0.01%
	Cemeteries	111 Acres	0.03%
	Religious Facilities	95 Acres	0.03%
Recreational Land Uses			
	Public Parks and Recreation Facilities	617 Acres	0.16%

	Nonpublic Recreation Facilities	1,054 Acres	0.28%
	Subtotal Rural Development	**27,796 Acres**	**7.50%**
Agriculture, Woodlands and Other Open Lands:			
	Cropland	197,677 Acres	53.11%
	Farm Buildings	3,259 Acres	0.88%
	Orchards and Nurseries	89 Acres	0.02%
	Pasture and Other Agricultural Land	404 Acres	0.11%
	Rural Uncultivated	28,634 Acres	7.69%
	Woodlands (Other than wetlands)	24,009 Acres	6.45%
	Subtotal Agricultural and Woodlands	**254,072 Acres**	**68.30%**
Wetlands:		**55,097 Acres**	**14.80%**
Surface Waters:		**16,836 Acres**	**4.50%**
Total Unincorporated Land		**353,801 Acres**	**95.10%**
Incorporated Land (Cities and Villages)		**18,129 Acres**	**4.90%**
Total County Area		**371,930 Acres**	**100%**

6.D. TARGET LAND DEMAND GOALS

The goals and policies of the Jefferson County Agricultural Preservation and Land Use Plan are targeted toward reducing the loss of farmland and other open space and minimizing amount of land consumed for new development. While new population growth and continuing economic development in Jefferson County will necessitate a certain amount of rural land being converted to urban uses, the goal of the County is to minimize land conversions.

Jefferson County is adopting a "community-oriented" growth policy that encourages new growth and development in Jefferson County to occur within "urban areas," which includes areas within incorporated cities, villages and sanitary districts where public sanitary sewer service is available. The plan strongly encourages infilling areas where urban services are currently available.

The limited development that does occur in rural Jefferson County will be directed, as much as feasible, toward small clustered developments on nontillable land, subject to town approval as outlined in the Agricultural Preservation section of Chapter 7. Development will also be directed as much as feasible towards existing rural hamlets and residential in-fill in those areas of higher residential densities if prescribed in a town Master Plan and approved by the Jefferson County Zoning Committee.

If successful, these policies will significantly reduce the rates of land needed for residential and commercial development and will foster more compact development patterns. The land demand goals include the following:

- Direct new residential, commercial, and industrial development to urban service areas within incorporated municipalities or town sanitary districts where public sewer and other public services are available.

- Encourage smaller residential lots, which would consume less prime farmland and other open space.

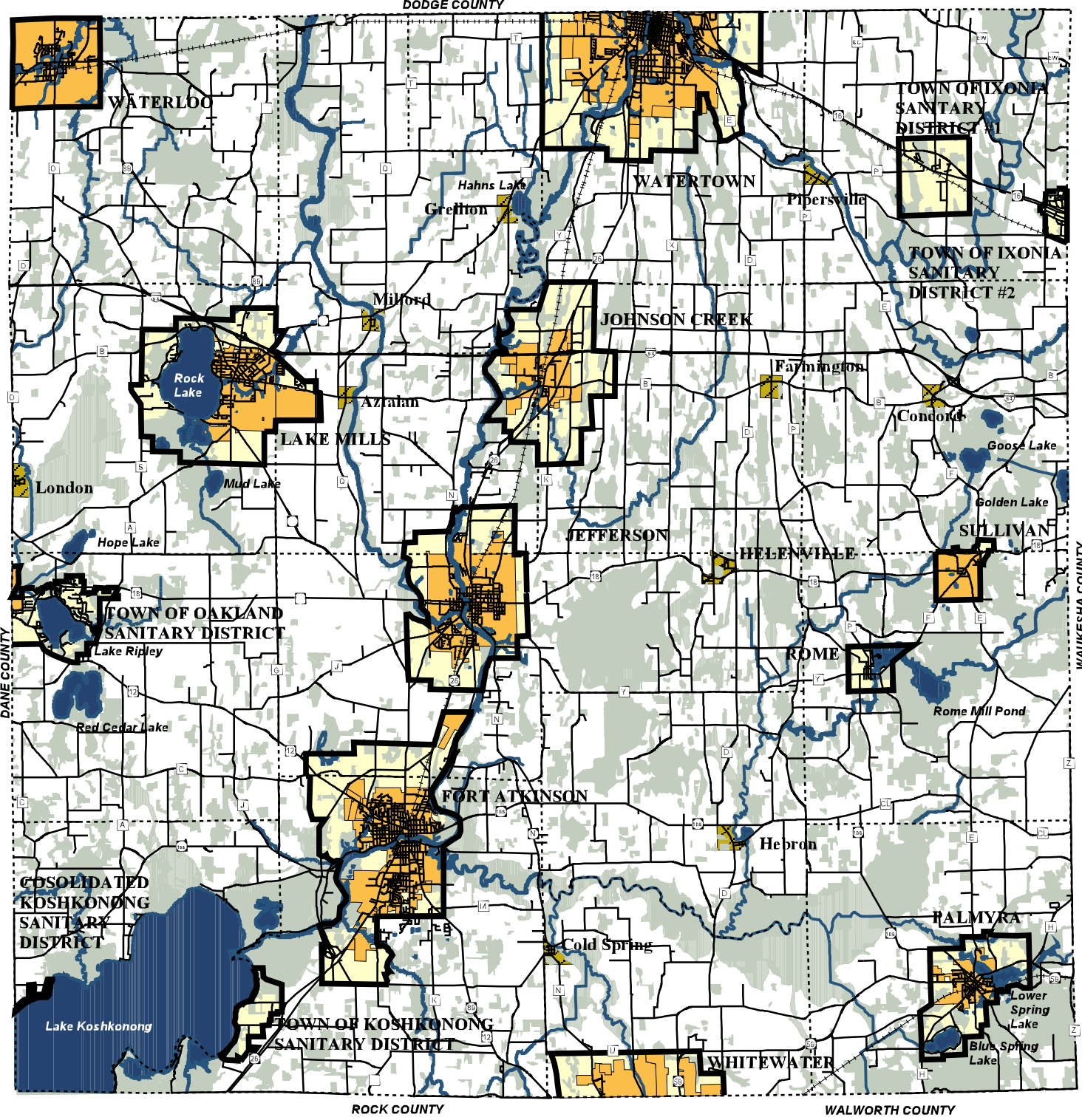
7. LAND USE PLAN AND POLICIES

The following section describes the land use plan and land use policies for the unincorporated portion of Jefferson County. The Jefferson County Agricultural Preservation and Land Use Plan assumes that each incorporated municipality will adopt a local municipal plan to address land uses within each of the villages and cities.

For purposes of managing growth and preserving land resources, all of the land in Jefferson County has been delineated into one of the following general land use districts:

- Agricultural Preservation Areas
- Rural Hamlets
- Urban Service Areas
- Environmental Corridors

Detailed land use plan maps showing the delineation of the four land use districts for each of the sixteen towns in Jefferson County are shown on pages 53 through 83. A generalized land use plan map for the entire County is shown on page 51. Also see Jefferson County Detailed Agricultural Preservation and Land Use Maps on pages 198 through 201 in Appendix C.



JEFFERSON COUNTY LAND USE PLAN

- AGRICULTURAL PRESERVATION AREA
- 20-YEAR URBAN SERVICE AREAS
- RURAL HAMLET
- ENVIRONMENTAL CORRIDOR
- INCORPORATED CITIES AND VILLAGES

2 0 2 Miles

JEFFERSON COUNTY

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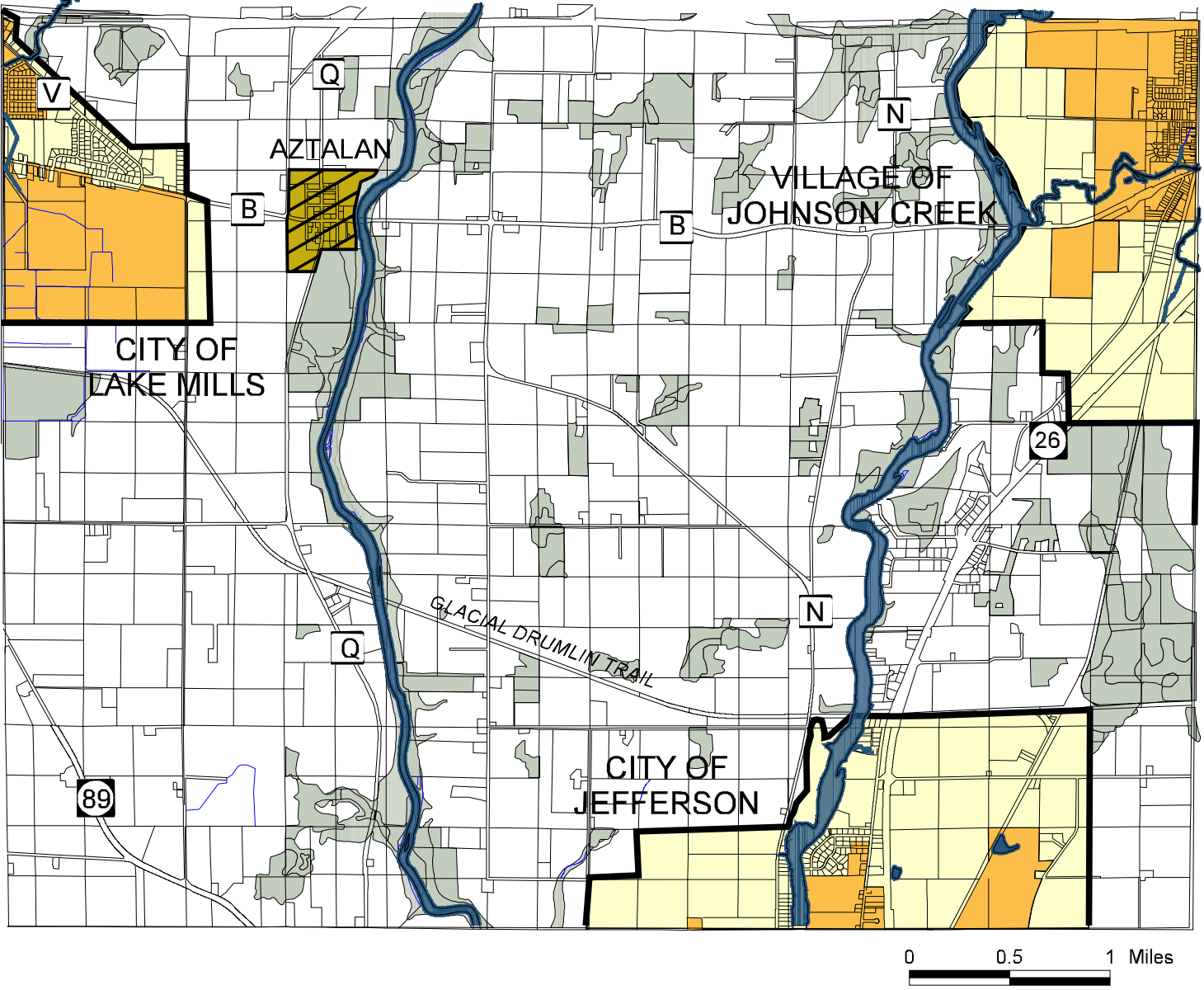


LAND USE PLAN

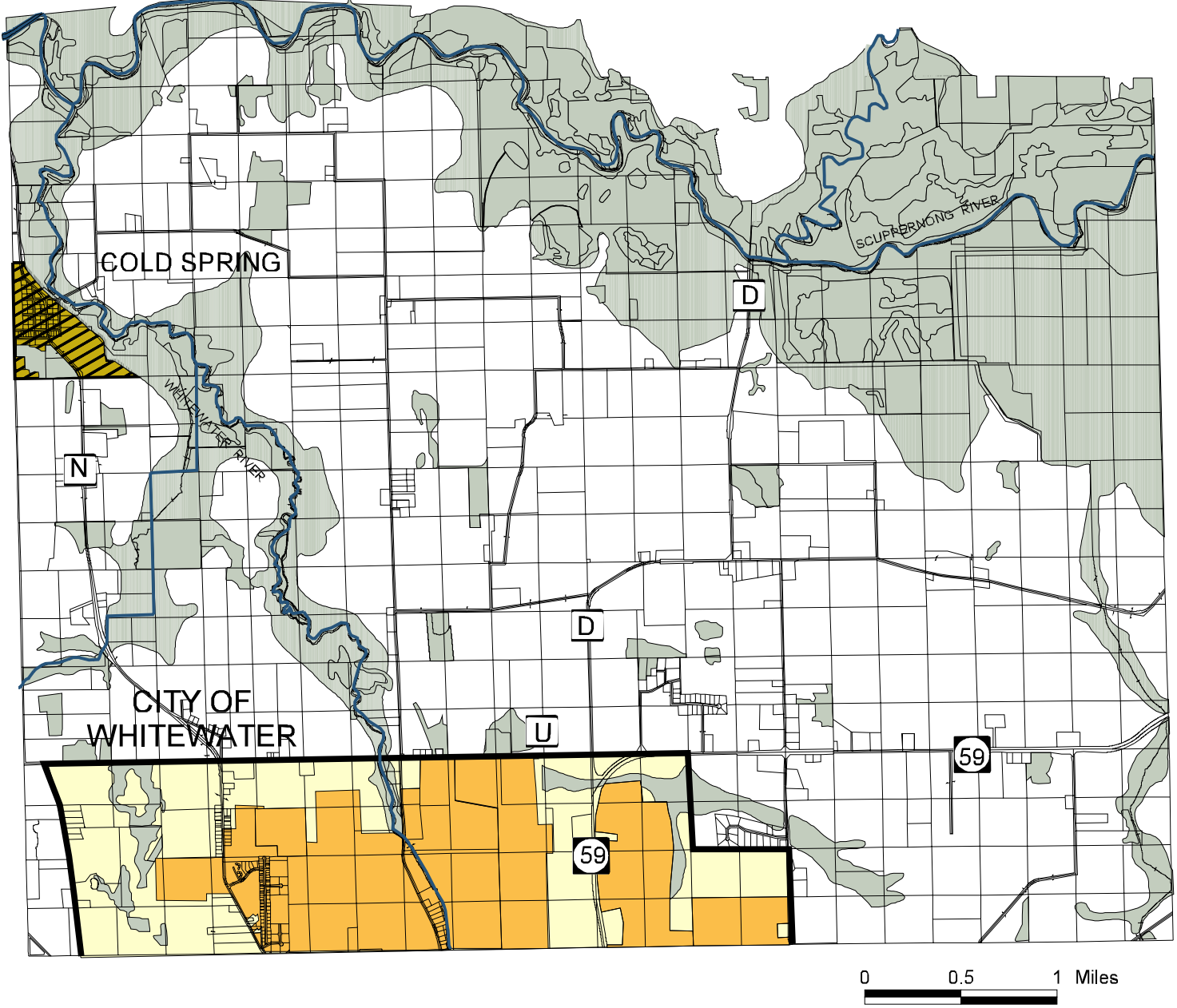
- AGRICULTURAL PRESERVATION AREA
- 20-YEAR URBAN SERVICE AREAS
- RURAL HAMLET
- ENVIRONMENTAL CORRIDOR
- INCORPORATED CITIES AND VILLAGES

N

JEFFERSON COUNTY

TOWN OF AZTALAN

JJR



LAND USE PLAN

- AGRICULTURAL PRESERVATION AREA
- 20-YEAR URBAN SERVICE AREAS
- RURAL HAMLET
- ENVIRONMENTAL CORRIDOR
- INCORPORATED CITIES AND VILLAGES

JEFFERSON COUNTY

N

TOWN OF COLD SPRING

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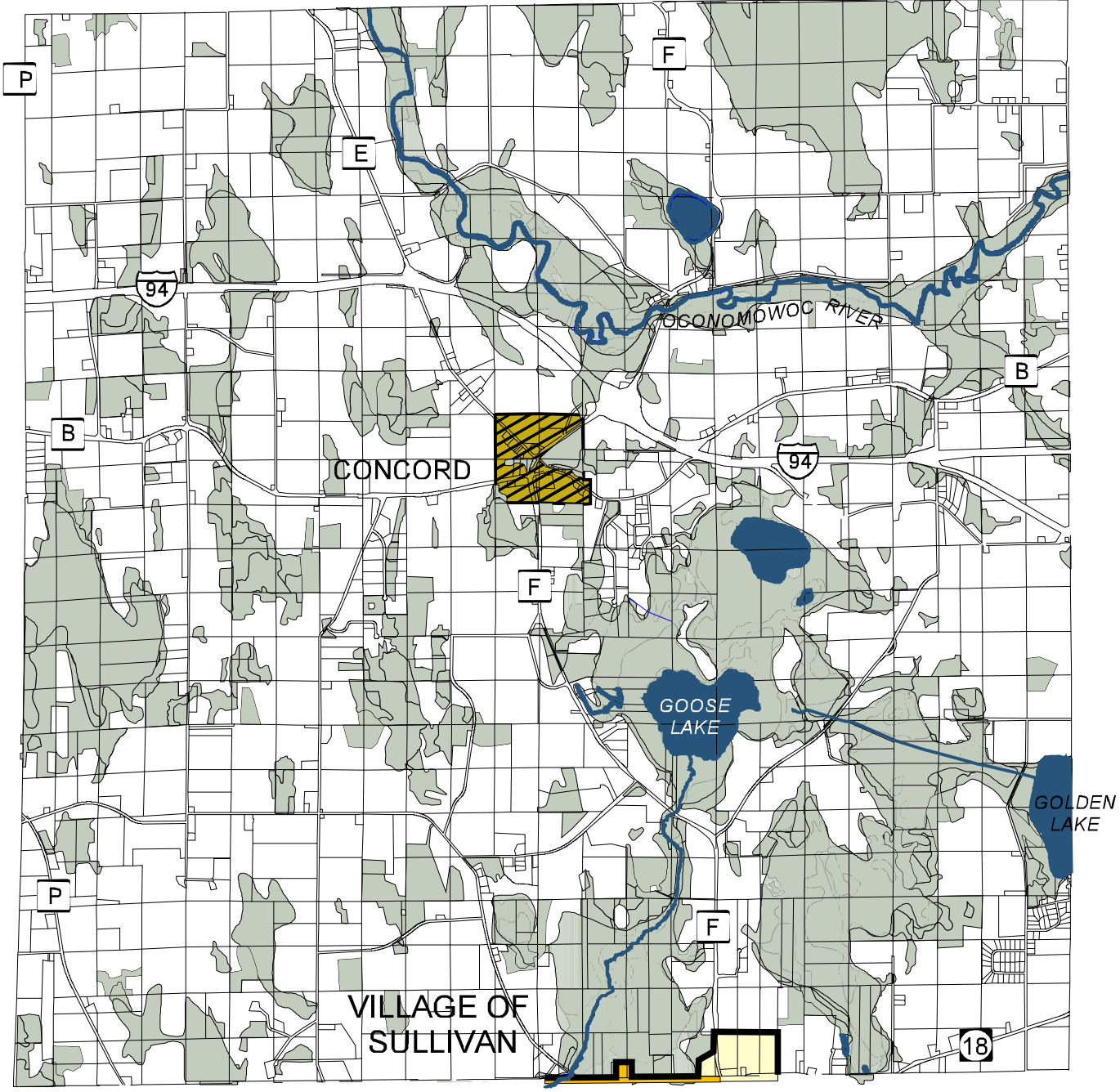

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LAND USE PLAN

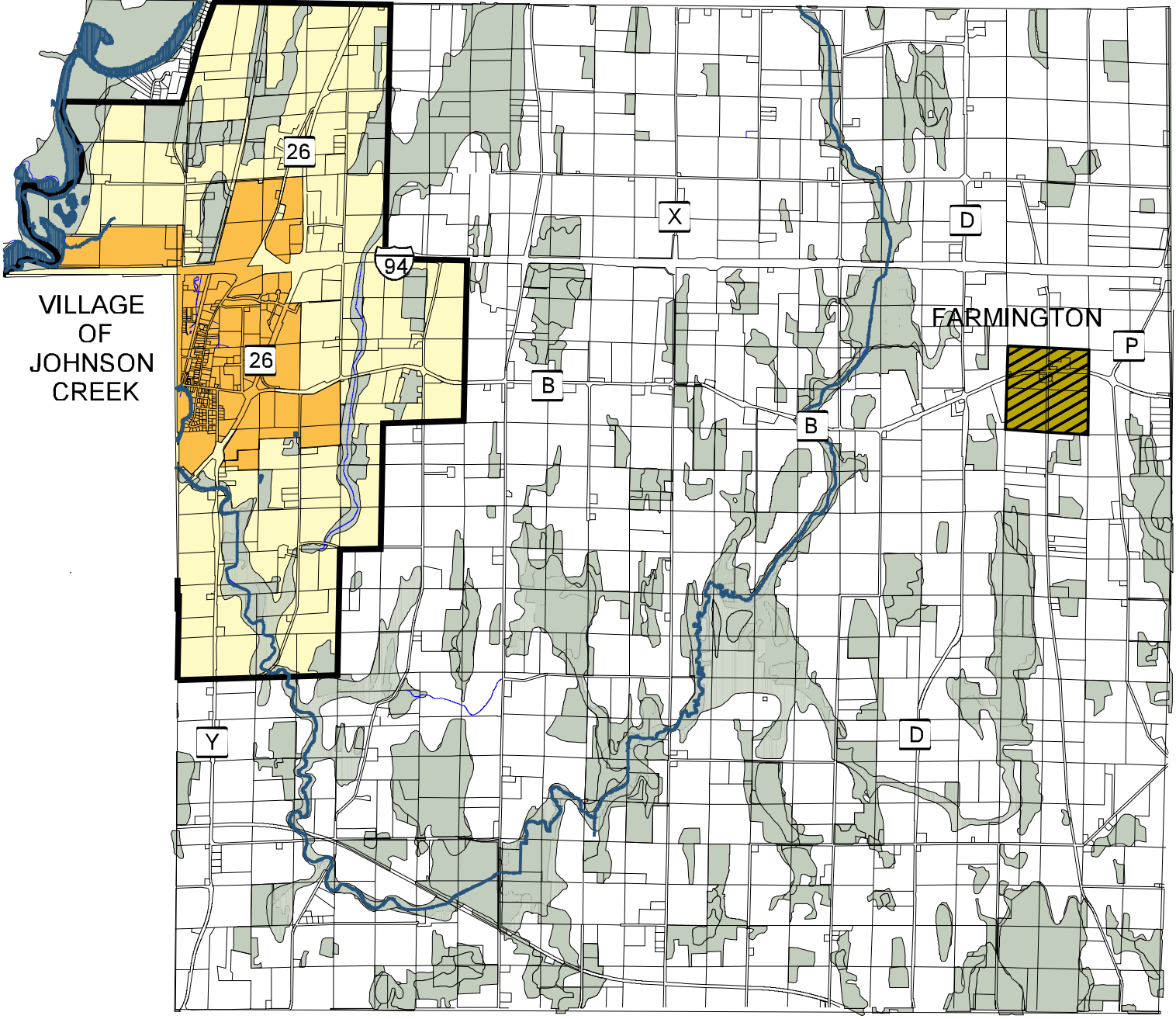
- AGRICULTURAL PRESERVATION AREA
- 20-YEAR URBAN SERVICE AREAS
- RURAL HAMLET
- ENVIRONMENTAL CORRIDOR
- INCORPORATED CITIES AND VILLAGES

JEFFERSON COUNTY

N

TOWN OF CONCORD

JJR



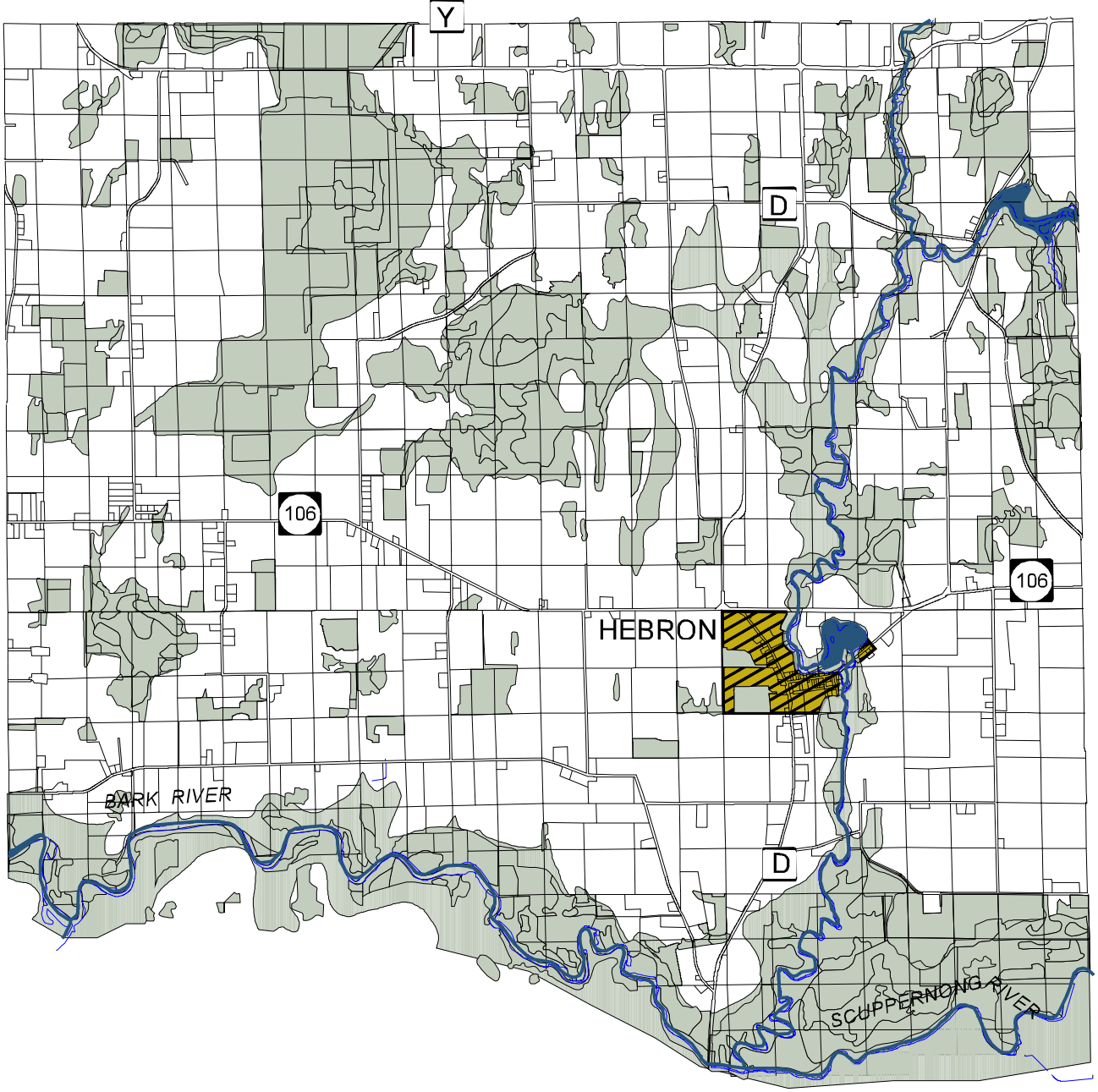
LAND USE PLAN

- AGRICULTURAL PRESERVATION AREA
- 20-YEAR URBAN SERVICE AREAS
- RURAL HAMLET
- ENVIRONMENTAL CORRIDOR
- INCORPORATED CITIES AND VILLAGES

JEFFERSON COUNTY

TOWN OF FARMINGTON

JJR



LAND USE PLAN

0 0.5 1 Miles

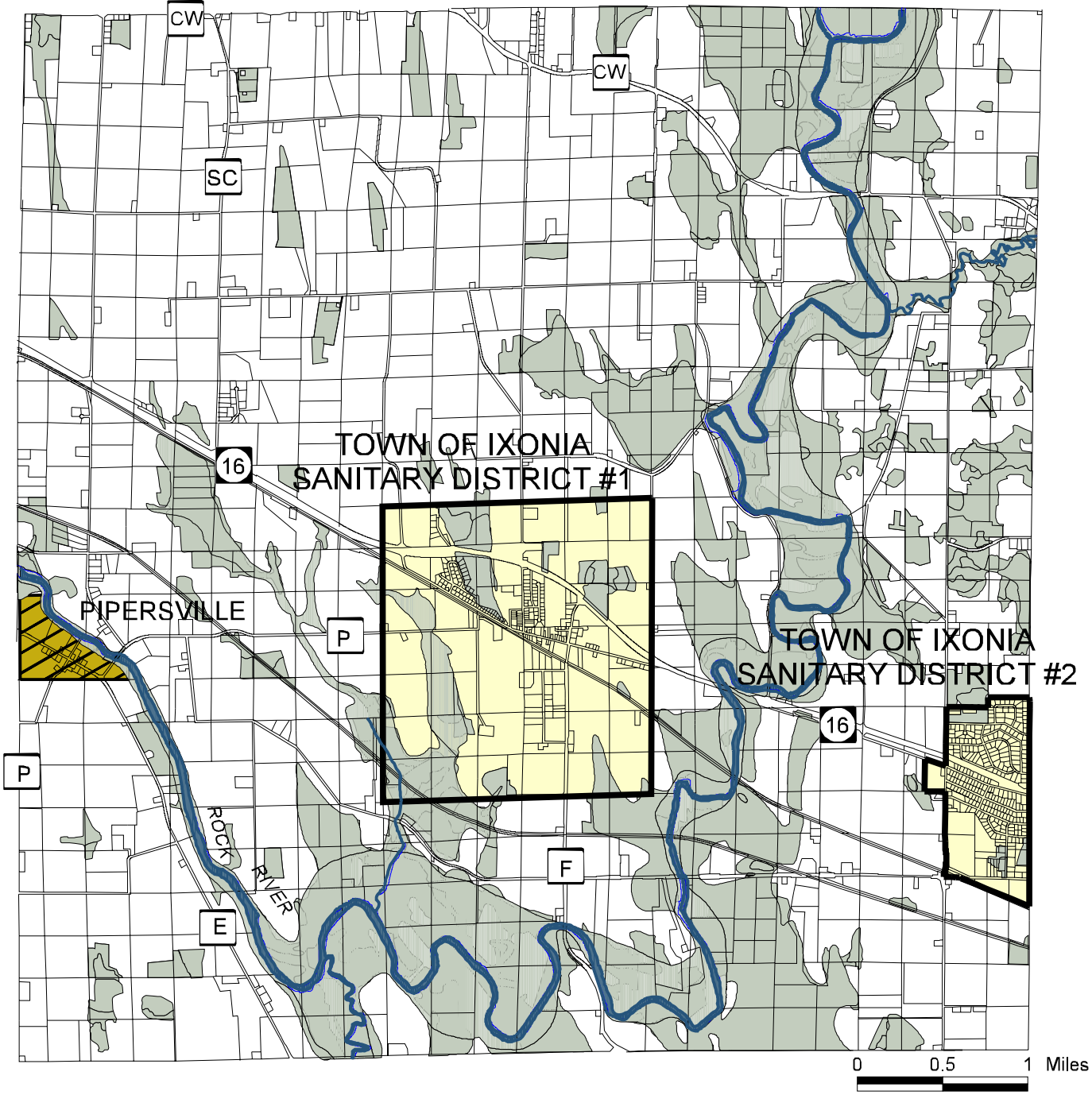
- AGRICULTURAL PRESERVATION AREA
- 20-YEAR URBAN SERVICE AREAS
- RURAL HAMLET
- ENVIRONMENTAL CORRIDOR
- INCORPORATED CITIES AND VILLAGES

JEFFERSON COUNTY

N

TOWN OF HEBRON

JJR

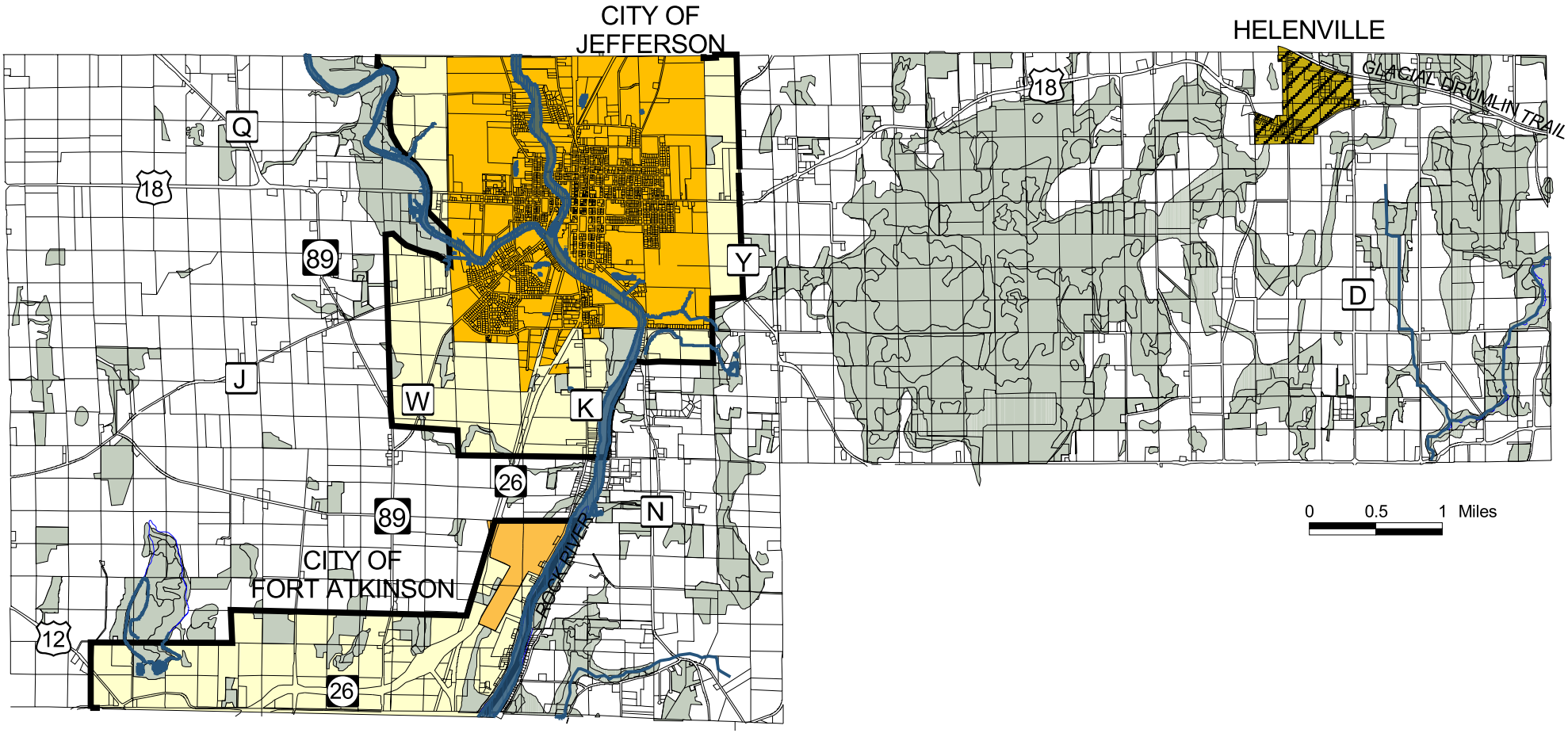


LAND USE PLAN

- AGRICULTURAL PRESERVATION AREA
- 20-YEAR URBAN SERVICE AREAS
- RURAL HAMLET
- ENVIRONMENTAL CORRIDOR
- INCORPORATED CITIES AND VILLAGES

JEFFERSON COUNTY

TOWN OF IXONIA



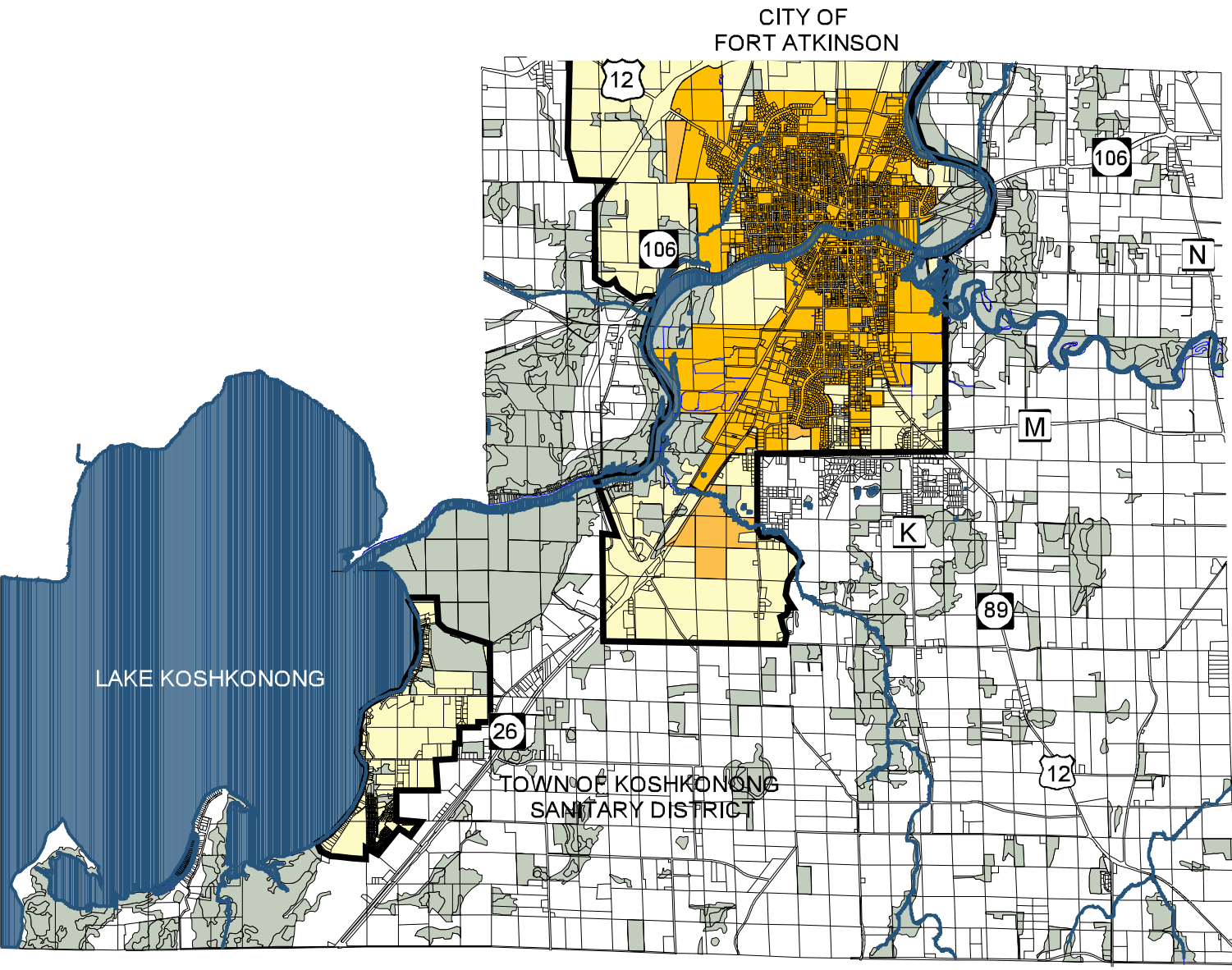
LAND USE PLAN

- AGRICULTURAL PRESERVATION AREA
- 20-YEAR URBAN SERVICE AREAS
- RURAL HAMLET
- ENVIRONMENTAL CORRIDOR
- INCORPORATED CITIES AND VILLAGES

JEFFERSON COUNTY

TOWN OF JEFFERSON

JJR



0 0.5 1 Miles

LAND USE PLAN

- AGRICULTURAL PRESERVATION AREA
- 20-YEAR URBAN SERVICE AREAS
- RURAL HAMLET
- ENVIRONMENTAL CORRIDOR
- INCORPORATED CITIES AND VILLAGES

JEFFERSON COUNTY

N

TOWN OF KOSHKONONG

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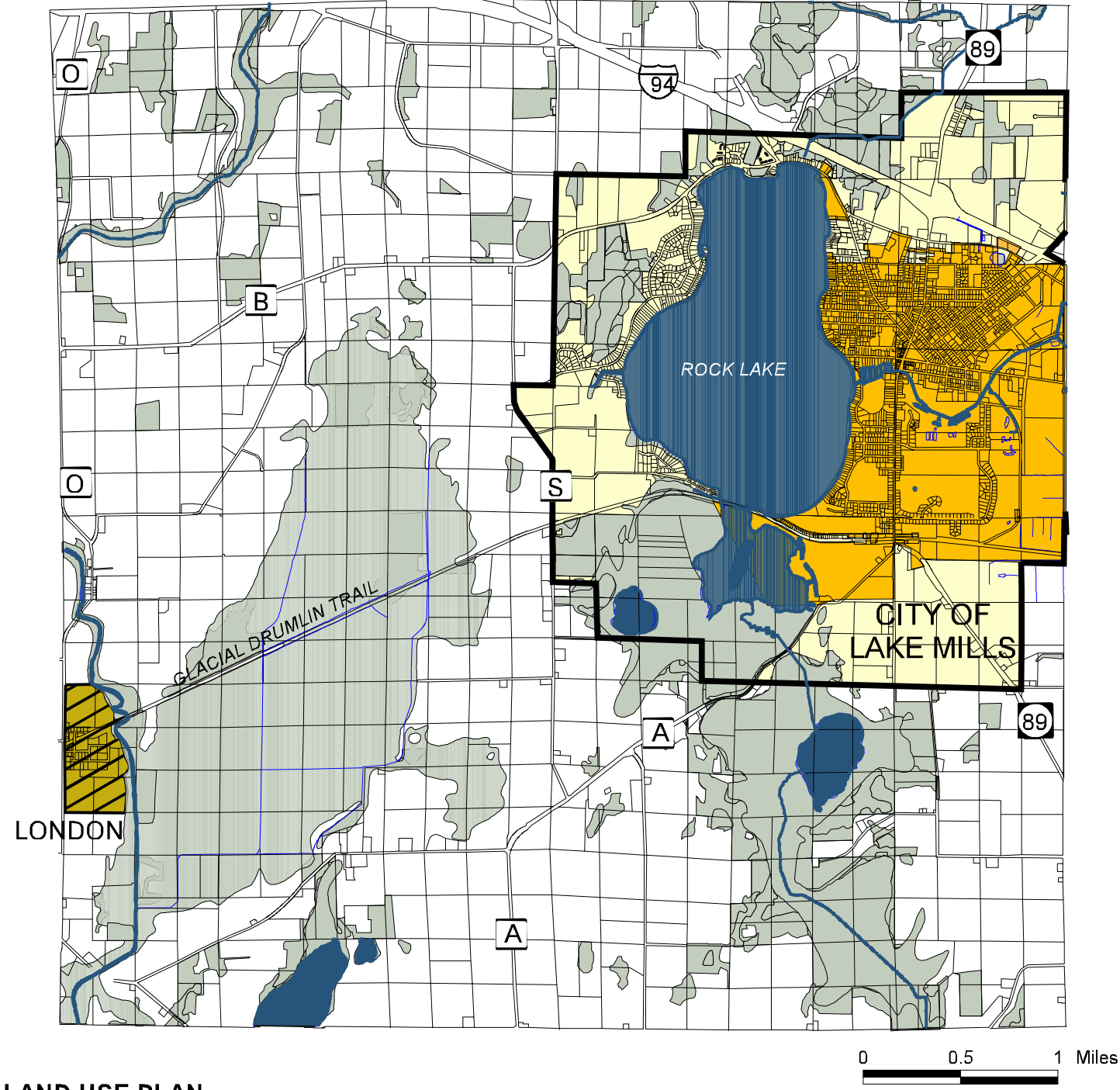


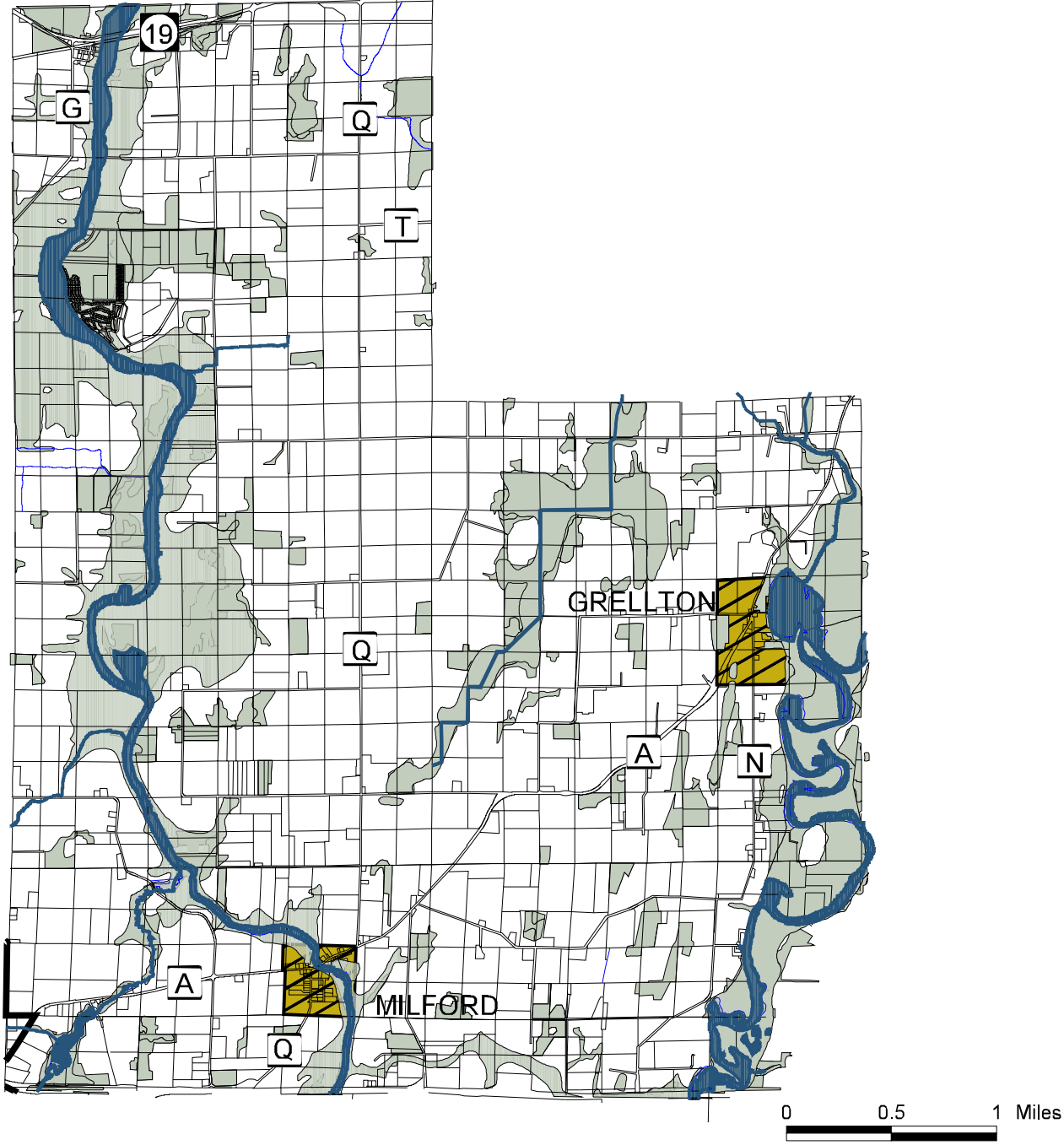
LAND USE PLAN

- AGRICULTURAL PRESERVATION AREA
- 20-YEAR URBAN SERVICE AREAS
- RURAL HAMLET
- ENVIRONMENTAL CORRIDOR
- INCORPORATED CITIES AND VILLAGES

JEFFERSON COUNTY

TOWN OF LAKE MILLS

JJR



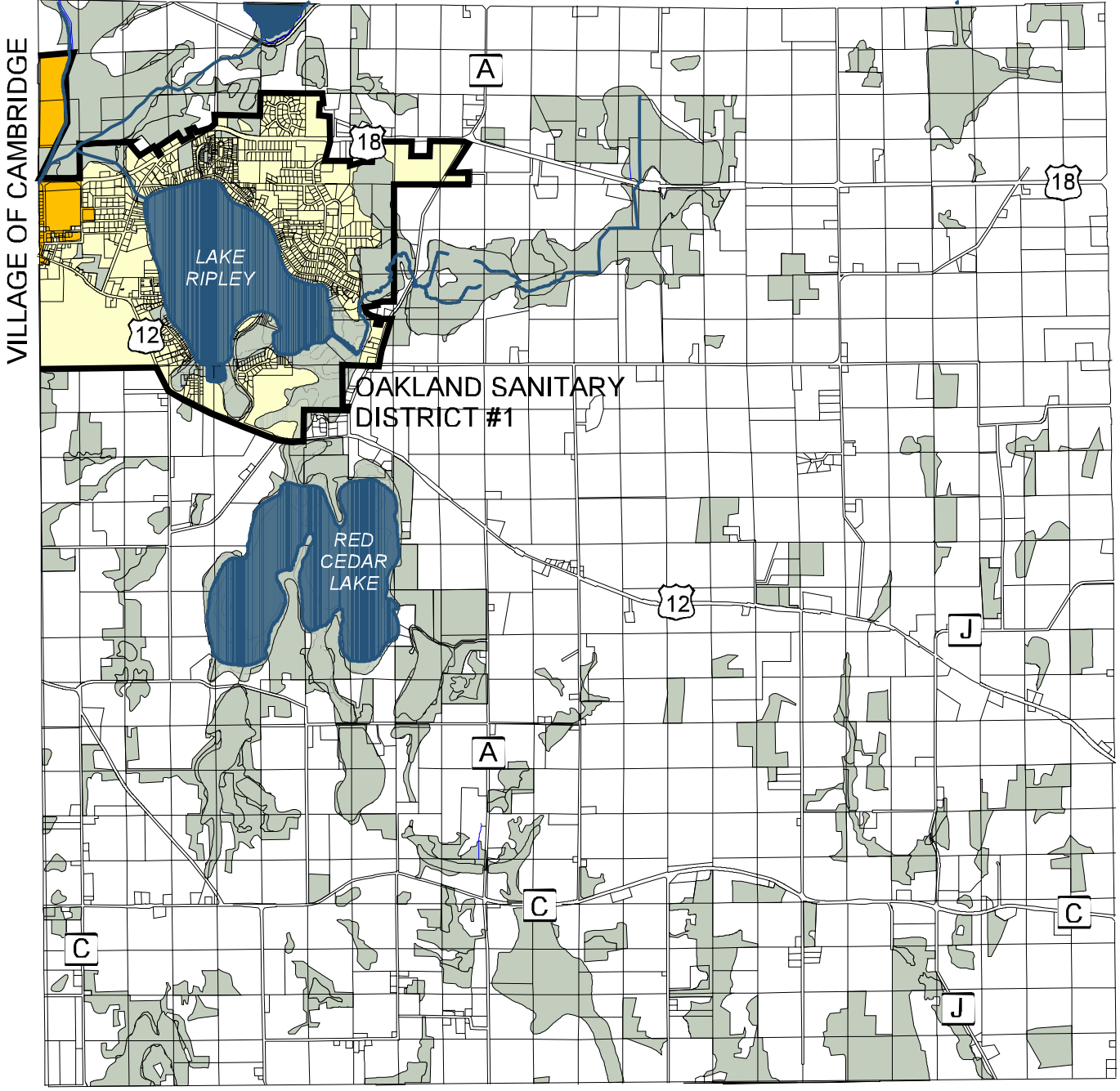
LAND USE PLAN

- AGRICULTURAL PRESERVATION AREA
- 20-YEAR URBAN SERVICE AREAS
- RURAL HAMLET
- ENVIRONMENTAL CORRIDOR
- INCORPORATED CITIES AND VILLAGES

JEFFERSON COUNTY

N

TOWN OF MILFORD



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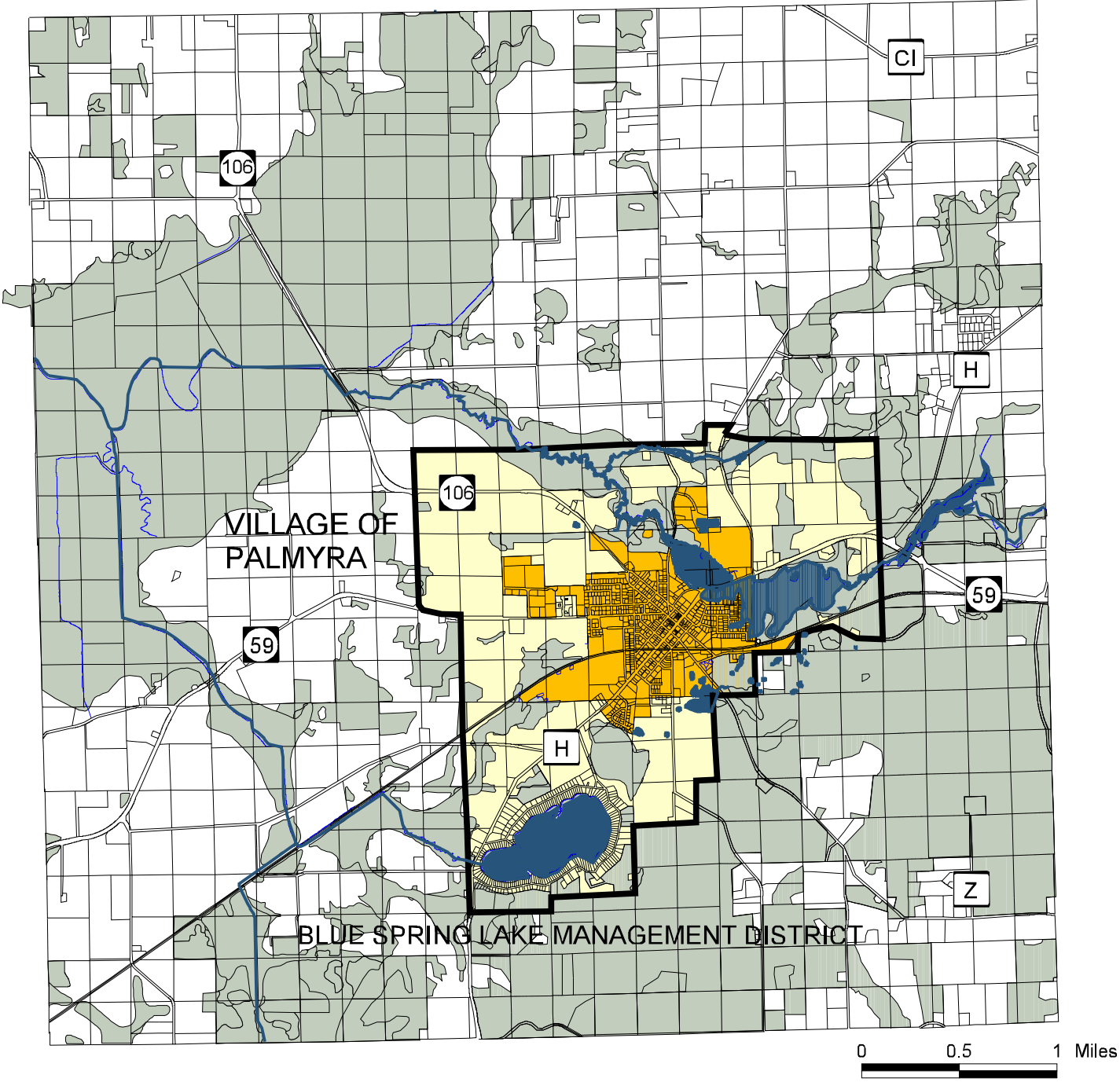
LAND USE PLAN

- AGRICULTURAL PRESERVATION AREA
- 20-YEAR URBAN SERVICE AREAS
- RURAL HAMLET
- ENVIRONMENTAL CORRIDOR
- INCORPORATED CITIES AND VILLAGES

JEFFERSON COUNTY

TOWN OF OAKLAND

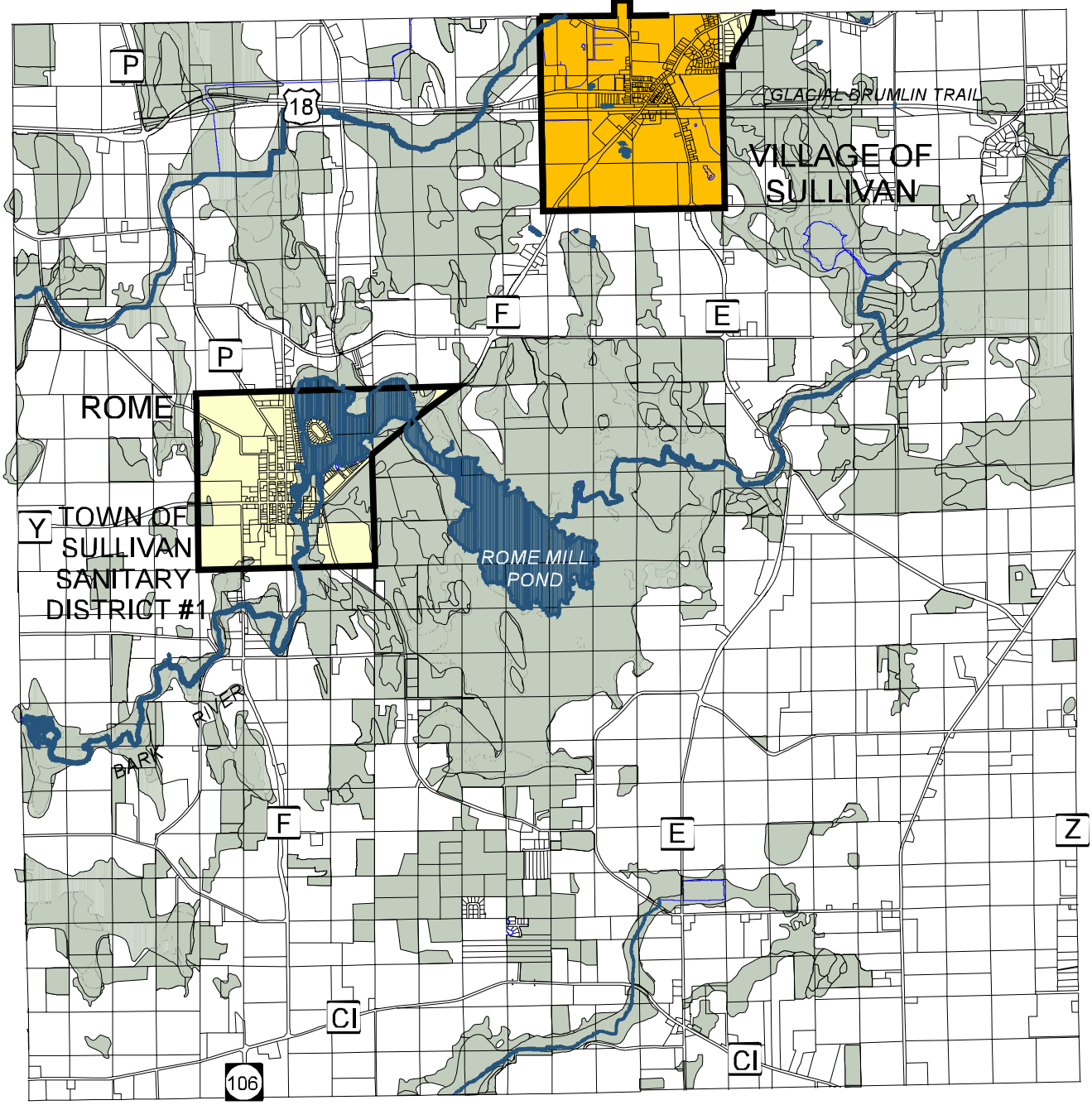


LAND USE PLAN

- AGRICULTURAL PRESERVATION AREA
- 20-YEAR URBAN SERVICE AREAS
- RURAL HAMLET
- ENVIRONMENTAL CORRIDOR
- INCORPORATED CITIES AND VILLAGES

JEFFERSON COUNTY

TOWN OF PALMYRA



0 0.5 1 Miles

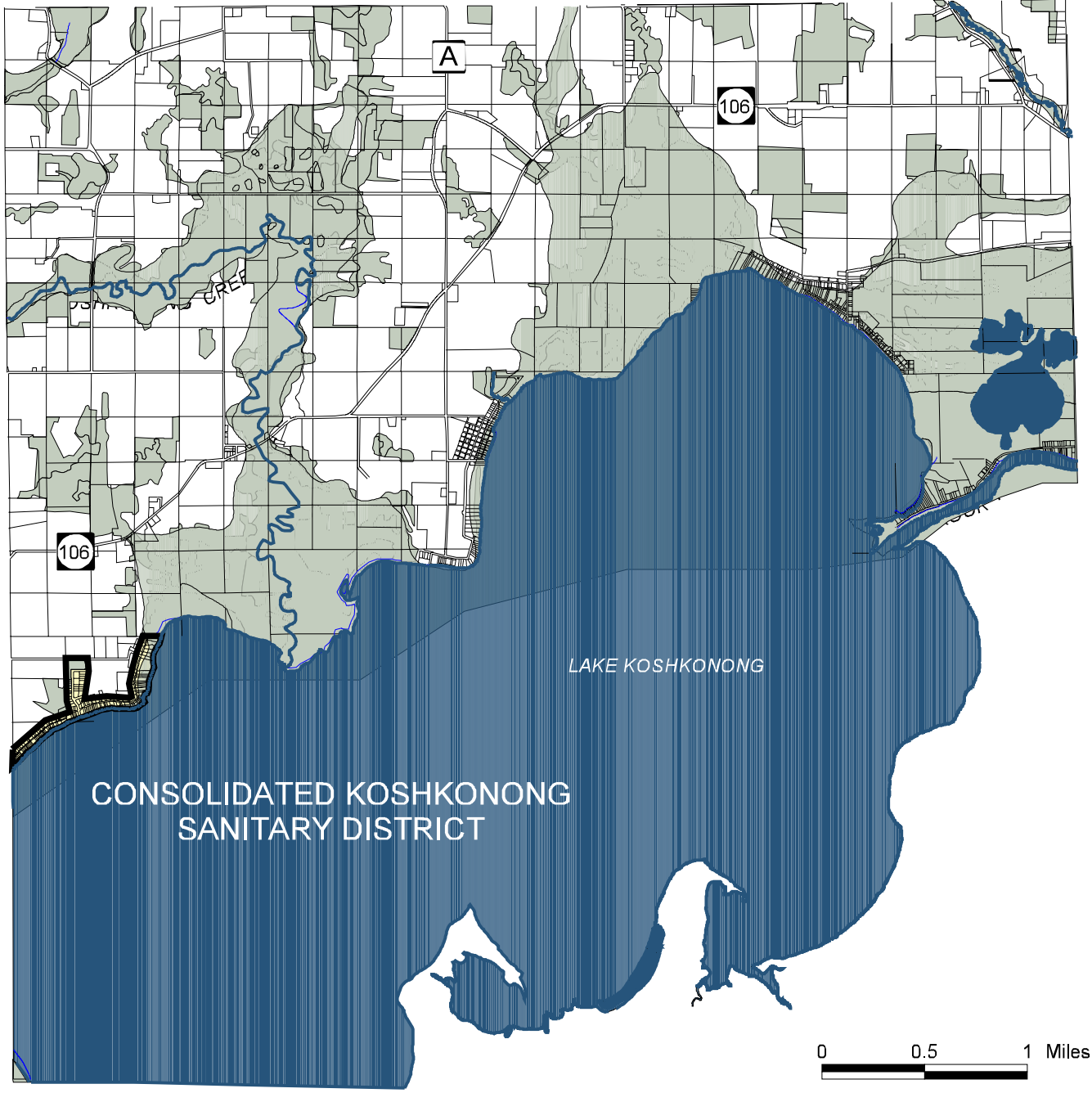
LAND USE PLAN

- AGRICULTURAL PRESERVATION AREA
- 20-YEAR URBAN SERVICE AREAS
- RURAL HAMLET
- ENVIRONMENTAL CORRIDOR
- INCORPORATED CITIES AND VILLAGES

JEFFERSON COUNTY

N

TOWN OF SULLIVAN



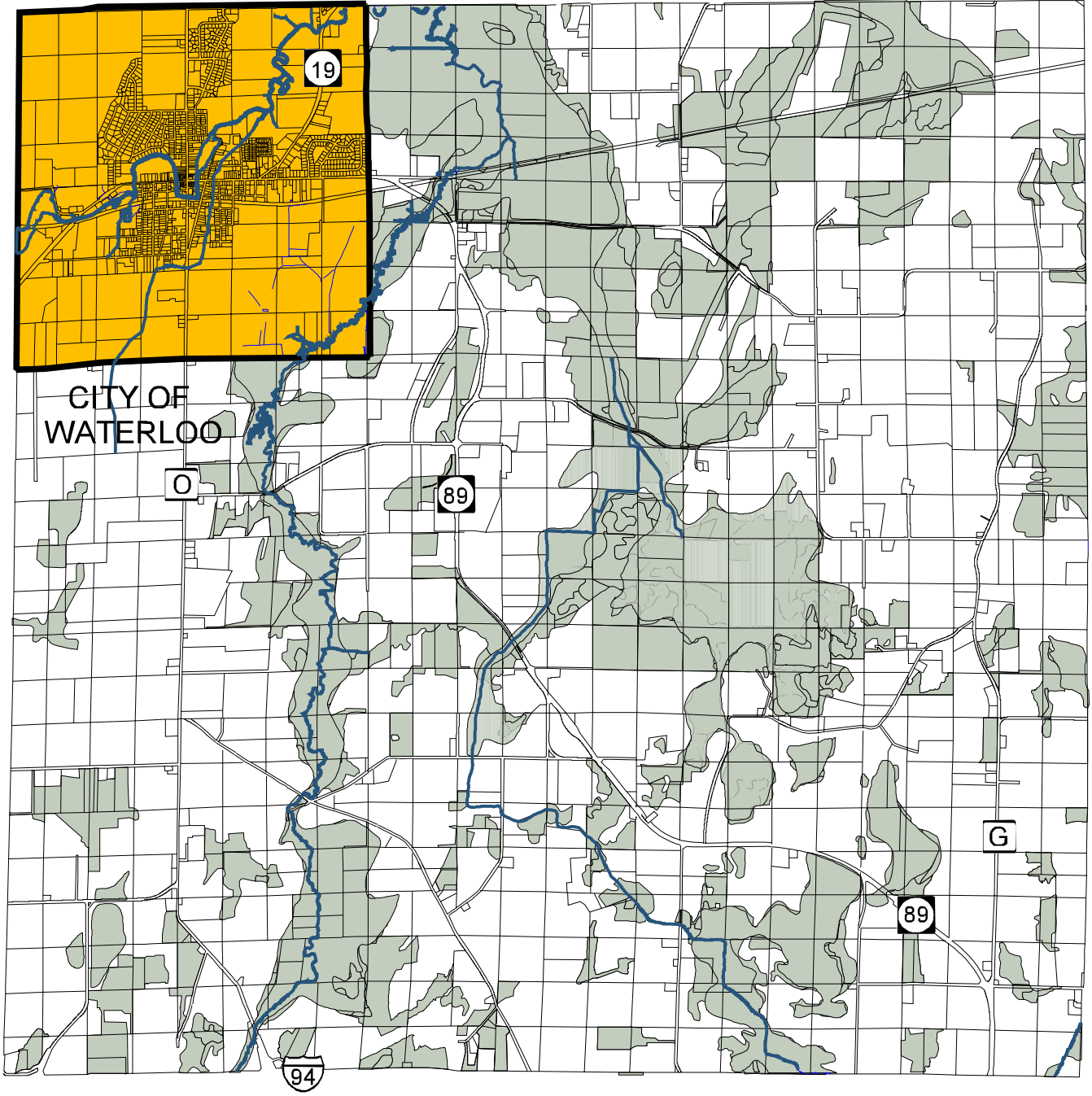
LAND USE PLAN

- AGRICULTURAL PRESERVATION AREA
- 20-YEAR URBAN SERVICE AREAS
- RURAL HAMLET
- ENVIRONMENTAL CORRIDOR
- INCORPORATED CITIES AND VILLAGES

JEFFERSON COUNTY

TOWN OF SUMNER

JJR



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LAND USE PLAN

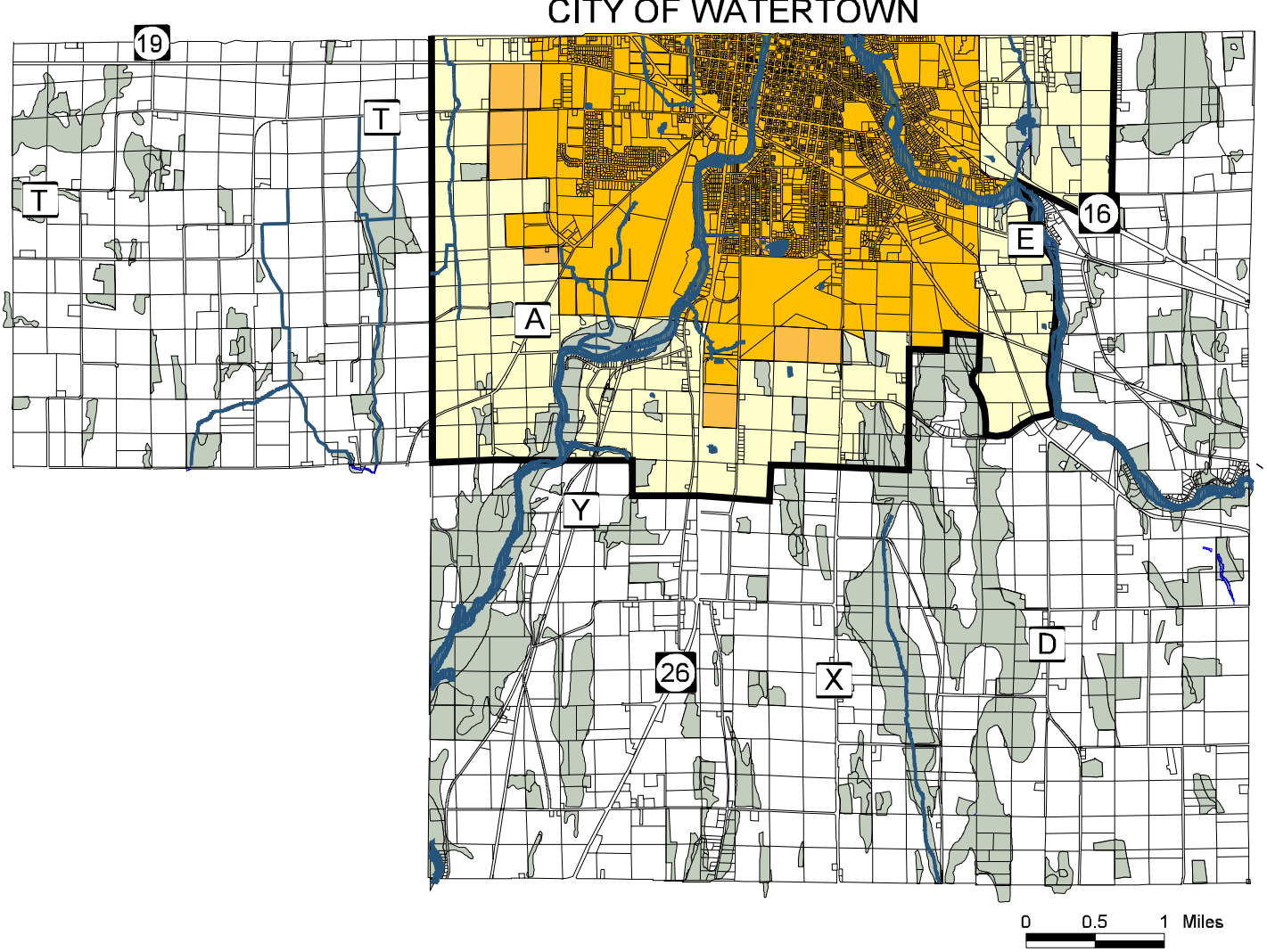
- AGRICULTURAL PRESERVATION AREA
- 20-YEAR URBAN SERVICE AREAS
- RURAL HAMLET
- ENVIRONMENTAL CORRIDOR
- INCORPORATED CITIES AND VILLAGES

JEFFERSON COUNTY

N

TOWN OF WATERLOO

JJR



LAND USE PLAN

- AGRICULTURAL PRESERVATION AREA
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- ENVIRONMENTAL CORRIDOR
- INCORPORATED CITIES AND VILLAGES

JEFFERSON COUNTY

TOWN OF WATERTOWN

7.A. AGRICULTURAL PRESERVATION AREA POLICIES

AGRICULTURAL PRESERVATION GOALS

The following have been adopted as the key goals for the lands classified as "agricultural preservation areas":

1. Preserve the rural character and aesthetic quality of Jefferson County.

2. Provide equity and fairness to owners of land with comparable resource and location characteristics.

3. Minimize nonagricultural development on prime agricultural soils.

4. Maintain the integrity of agricultural districts allowing for accepted agricultural practices.

"RIGHT TO FARM" STATEMENT

The Jefferson County Board finds that development in rural areas and changes in agricultural technology, practices, and scale of operation have increasingly tended to create conflicts between agricultural and other uses of land. The County Board believes that to the extent possible, consistent with good land use planning and environmental protection, the County's land use and zoning regulations should not hamper agricultural production or the use of modern agricultural technology.

ANALYSIS OF ALTERNATIVE POLICY SCENARIOS DURING THE PLANNING PROCESS

As part of the preparation of the Jefferson County Agricultural Preservation and Land Use Plan, the Steering Committee considered seven alternative agricultural preservation scenarios including the following:

Scenario 1 Most Restrictive Policies

Scenario 1 proposes no further nonagricultural development in agricultural preservation areas. Under Scenario 1, all new residential development in Jefferson County would occur within incorporated cities and villages or in sanitary districts where public sewer service is available. No land divisions, except for splits exclusively for agricultural or open space purposes, would be allowed in rural portions of Jefferson County.

Scenario 1 presumes a compensation program financed by Jefferson County to compensate landowners for the difference between the proposed land use regulations and current zoning regulations.

Scenario 2 Restrictive Policies

Scenario 2 proposes an 80-acre minimum parcel size in rural areas with a transfer of development rights option. No nonfarm development, including rural residences, would be permitted on lands with Agricultural Capability Class I, II, or III. A landowner could cluster or transfer development rights based on the formula of one dwelling unit per 80 acres of land.

Scenario 3 Moderately Restrictive Policies - A

Scenario 3 proposes a 50-acre minimum parcel size in rural areas with a transfer of development rights option. No nonfarm development, including rural residences, would be permitted on lands with Agricultural Capability Class I, II, or III. A landowner could cluster or transfer development rights based on the formula of one dwelling unit per 50 acres of land.

Scenario 4 Moderately Restrictive Policies - B

Scenario 4 proposes a 35-acre minimum parcel size in rural areas with a transfer of development rights option. No nonfarm development, including rural residences, would be permitted on lands with Agricultural Capability Class I, II, or III. A landowner could cluster or transfer development rights based on the formula of one dwelling unit per 35 acres of land.

Scenario 5 Baseline Policies (Similar to Existing Regulations)

Scenario 5 maintains the current zoning policies that require 35-acre minimum parcel sizes, except that landowners would be entitled to an additional 3 land splits in addition to the number of allowed

35 acre splits. Owners of rural parcels less than 35 acres would be allowed to divide their parcel into up to 3 lots, assuming all sanitation regulations could be met.

Scenario 6 Less Restrictive Policies

Scenario 6 maintains a 35-acre minimum parcel size for all prime agricultural land, which is defined Capability Class I and II land and previously tilled Class III land but would permit land divisions and development of nonprime lands in rural areas.

Scenario 7 Least Restrictive Policies

Scenario 7 maintains a 35 acre minimum parcel size for all prime agricultural land, which is defined as Capability Class I and II land, but would permit land divisions and development of nonprime lands in rural areas.

Scenario Recommendations

After extensive review and significant public input, the Steering Committee recommended a set of policies based on a combination of Scenarios 3 and 4.

Subsequently, these recommendations were further modified in the Plan Reconciliation Process to remove all references to transferrable development rights and retain the existing policy that allows a maximum of three new rural residential lots in nonprime lands from an existing “parent parcel” property. In addition, one or two small rural residential lots in prime lands were provided for if nonprime lands are not available. By eliminating dwellings in the agricultural zone on 35 acre parcels, these options go a long way towards eliminating the consumption of large amounts of agricultural lands for residential uses.

RECOMMENDED AGRICULTURAL PRESERVATION AREA GENERAL POLICIES

The key features of the recommended agricultural preservation polices 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.

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)

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

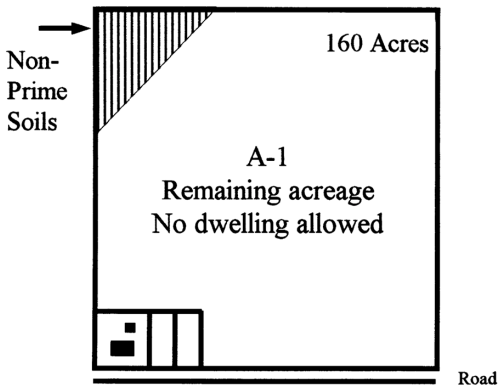
Large Lot Proposals for New Homes (A-1 zone)

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

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

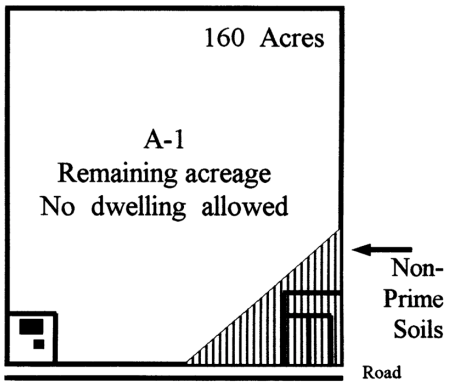
WHAT CAN I DO ON MY LAND AS A RESULT OF NEW POLICIES?

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

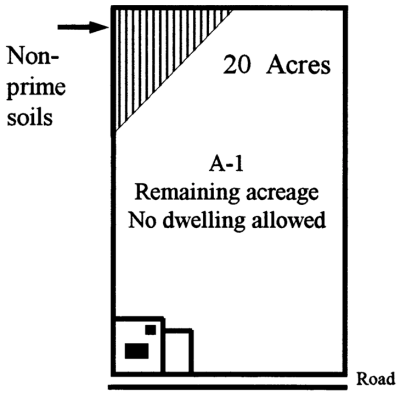


Non-Prime Soils Available

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

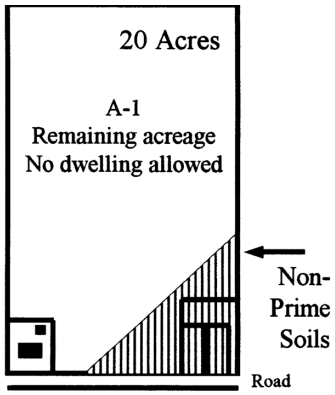
*Two acre maximum lot size, however option available to combine lots to create a larger lot size
Existing dwelling (pre-1978) could be divided off without counting against the total number of divisions

Parent Parcel 50 Acres of 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

Not to Scale

Developed by the Jefferson County Zoning Department and University of Wisconsin-Extension September 1999

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.

7.B. RURAL HAMLET POLICIES

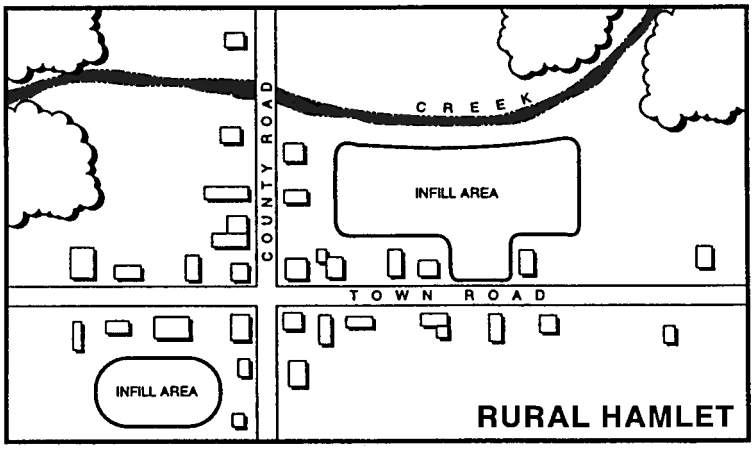
RURAL HAMLET GOALS

The following are the refined goals for the lands classified as "rural hamlets":

1. Design and locate housing in rural areas in a manner that minimizes adverse impacts on agriculture and maintains the rural character in Jefferson County.

2. Provide sites in the rural parts of Jefferson County that are suitable for limited rural residential development.

3. Provide areas for limited growth and development for rural towns.



ANALYSIS OF ALTERNATIVE RURAL HAMLET POLICY SCENARIOS DURING THE PLANNING PROCESS

As part of the preparation of the Jefferson County Agricultural Preservation and Land Use Plan, the Steering Committee considered three alternative rural hamlet scenarios including the following:

Scenario 1 No Rural Hamlet Expansion

Scenario 1 prohibits all future development in rural hamlets that are not part of sanitary districts and are currently served by sanitary sewers.

Scenario 2 Limited Growth Adjacent to Existing Rural Hamlets

Scenario 2 allows limited expansion of existing rural hamlets with lot sizes ranging from 1 to 3 acres.

Scenario 3 Direct Rural Development to Designated Rural Hamlets

Scenario 3 encourages clustering of rural development adjacent to existing rural hamlets that have soil conditions and other factors that could sustain unsewered development.

Scenario Recommendations

After extensive review and significant public input, the Steering Committee recommended a set of policies based on Scenario 3. Subsequently, these recommendations were further modified in the reconciliation process to allow limited residential infill as described in the following plan policies.

RECOMMENDED RURAL HAMLETS GENERAL POLICIES

Rural hamlets are clusters of nonagricultural development within rural areas that are not served by public sanitary sewers. Many of the rural hamlets are centered around either a town hall or school site. Most of the rural hamlets include one or more retail businesses located at the crossroads of two or more County or State highways. Rural hamlets also include areas of clustered higher residential density that pre-exist are so oriented as to allow for possible infill and additional residential units.

Those rural hamlets located in areas not subject to flooding and with low water tables are suitable locations for limited rural development. Rural hamlets located in areas subject to flooding and/or with high water tables tend to have private septic system problems and are not suitable for nonagricultural development.

The rural hamlets should be considered as potential limited rural development districts subject to each town preparing more detailed plans for each area:

Milford (Town of Milford)
Grellton (Town of Milford)
London (Town of Lake Mills)
Aztalan (Town of Aztalan)
Pipersville (Town of Ixonia)
Farmington (Town of Farmington)
Concord (Town of Concord)
Hebron (Town of Hebron)
Cold Spring (Town of Cold Spring)
Helenville (Town of Jefferson)

The growth boundaries for designated rural hamlets are identified on each Town Land Use Plan map shown on pages 53 through 83. Those areas of existing higher residential densities that may be available for infill development have not been specifically mapped and would necessitate a town plan to designate those areas with committee approval.

RECOMMENDED RURAL HAMLET DETAILED POLICIES

The primary rural hamlet zoning districts include the R-2 Residential - Unsewered and the C, Community Districts. Owners of land adjacent to one of the designated rural hamlets and within the delineated rural hamlet growth area may request rezoning to the appropriate rural hamlet zoning districts and those areas of higher residential densities suited for infill due to the development pattern.

1. The Zoning and Planning Committee should use the following criteria in evaluating requests to rezone from A-1 Agricultural District into one of the rural hamlet zoning districts or area of higher residential density that is suited for infill due to the development pattern:

    a. The rezoned land should be within the delineated growth boundaries of one of the designated rural hamlets or an area of existing higher density designated by an approved town plan.

    b. Land proposed for rezoning should have direct access to a public road.

    c. Access to the land proposed for rezoning should not divide farm fields or otherwise result in creating parcels that are either difficult or noneconomic to continue farming. The Zoning and Planning Committee and Town Board determine that the rezoning and subsequent development will not adversely impact agricultural production on nearby or adjoining properties.

    d. Soil conditions on land to be rezoned should be suitable for private septic system development based on a recommendation of the Jefferson County Sanitarian.

    e. Consistency with adopted Town Land Use Plans.

2. Towns with designated rural hamlets should be required to prepare development or land use plans for the designated rural hamlets and those areas of higher residential density suited for residential infill that show phased expansion areas and establish town development policies. The Jefferson County Zoning and Planning Committee will consider the town plans when reviewing rezoning petitions within or adjacent to designated rural hamlets. Town plans should consider the impacts of such development on possible future public sewer needs.

3. Land under single ownership that is proposed for nonagricultural development should have a comprehensive site development plan prepared by the landowner showing the long-range use and conceptual site plan for the entire ownership parcel.

4. Minimum lot sizes for unsewered lots in or adjacent to rural hamlets or those areas of higher residential densities identified as suitable for future rural development should be 20,000 square feet.

7.C. URBAN SERVICE AREA POLICIES

URBAN SERVICE AREA GOALS

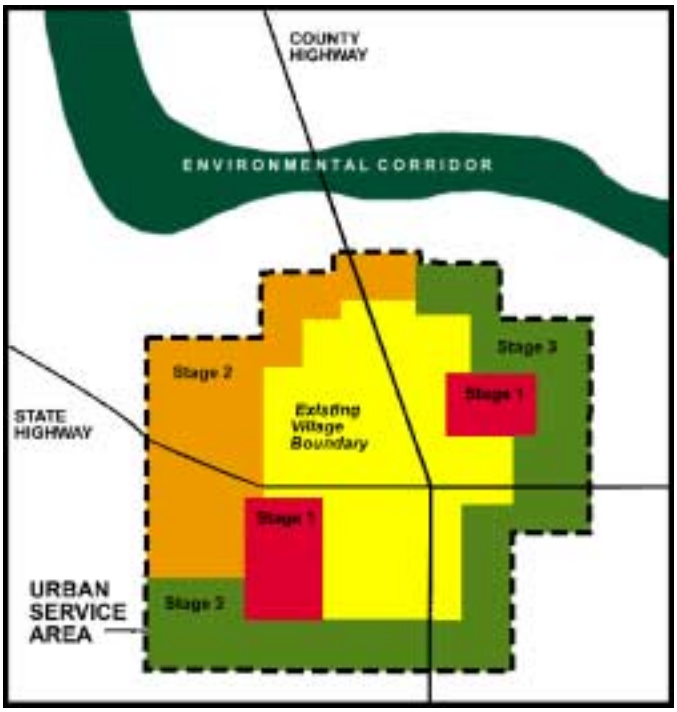
The following have been adopted as the key goals for the lands classified as urban service areas.

1. Encourage higher density residential development in areas where public utilities will be available.

2. Encourage nonagricultural-related businesses and industries to locate in areas where public utilities will be available.

3. Preserve sufficient area around existing municipalities to allow reasonable municipal growth.

4. Achieve cooperation and coordination between incorporated municipalities, adjoining towns, and Jefferson County with respect to long-range planning and land use regulations.



ANALYSIS OF ALTERNATIVE URBAN SERVICE AREA POLICY SCENARIOS DURING THE PLANNING PROCESS

As part of the preparation of the Jefferson County Agricultural Preservation and Land Use Plan, the Steering Committee considered four alternative urban service area scenarios including the following:

Scenario 1 Current Baseline Policies:

Scenario 1 maintains 20-year urban service area boundaries as they were originally delineated in the 1978 Jefferson County General Development Plan. Under Scenario 1, the present policy of encouraging residential subdivisions and commercial development to be located within delineated urban service areas would be continued, regardless of whether the development is on public sewers or private septic systems.

Scenario 2 Policies Based on Adopted Local Plans

Scenario 2 redelineates 20-year urban service area boundaries based on adopted municipal or sanitary district long-range growth plans. Scenario 2 requires all new development within delineated urban service areas to be connected to public sewers, unless the affected municipality or sanitary district approves private septic systems.

Scenario 3 Policies Based on Urban Containment

Scenario 3 redelineates 20-year urban service area boundaries based on existing municipal and sanitary district boundaries. This scenario encourages infilling and higher density development within existing municipal and sanitary district boundaries.

Scenario 4 Policies Based on Boundary Agreements

Scenario 4 delineates areas of "shared municipal concern" around incorporated municipalities. In these areas, Jefferson County should encourage the affected towns and incorporated municipalities to enter into boundary agreements to jointly resolve boundary disputes and establish reasonable municipal growth boundaries.

Scenario Recommendations

The Planning and Zoning Committee generally concurred with the recommendations of the Community Growth Task Force summarized below.

COMMUNITY GROWTH TASK FORCE RECOMMENDATIONS

Because of the complexity of interjurisdictional issues between incorporated municipalities and towns, a Community Growth Task Force was established to review the alternative scenarios and recommend urban service area policies to the Steering Committee. The ten-member Community Growth Task Force had balanced representation from town governments and villages and cities.

The Community Growth Task Force recommended that the Steering Committee and the Jefferson County Board of Supervisors adopt a land use plan that includes Urban Service Area Policy Scenario #2 amended as follows:

1. Encourage all municipalities to enter into boundary agreements on a voluntary basis to jointly resolve boundary disputes in accordance with boundary agreement guidelines, as described in Urban Service Area Policy Scenario 4.

2. Encourage municipalities to stage the expansion in 5 and 10 year phases or stages within long-range urban service areas.

3. Prohibit land divisions inside current and future stages of any urban service area that does not conform to Jefferson County's Agricultural Preservation Area policies, unless such land divisions are approved by the town, the County, and the affected village or city.

4. Prohibit the transfer of development rights into delineated urban service areas without approval of the affected city or village (County Board approval of Plan eliminated the transfer of development right concept).

5. The urban service area boundary is aimed at accommodating approximately 2.5 times the projected population growth and associated land demand. Individual variations to the 2.5 target were negotiated and approved by the Steering Committee.

The Community Growth Task Force further recommended that the Steering Committee and County Board of Supervisors adopt Agricultural Preservation Policy Scenarios #1, #2, #3, or #4.

RECOMMENDED LONG-RANGE URBAN SERVICE AREA GENERAL POLICIES

Long-range urban service areas are delineations around existing municipalities and sanitary districts and lake management districts where public sanitary sewer service is either currently available or planned at some point in the future. The urban service area delineations indicate the land area that adjoins existing or planned sewer service area that could be cost-effectively and efficiently served by public sanitary sewer systems.

The purpose of the urban service area delineations is to encourage the location of new development in areas that can be served by public services, particularly public sanitary sewer, and developed at higher "urban densities." By encouraging development within existing municipalities and sanitary/utility districts and developing at "urban densities," there will be less development pressure on the rural areas within Jefferson County.

A second purpose of the long-range urban service areas is to delineate areas around incorporated municipalities and sanitary districts that preserve a reasonable expansion area for future urban development. Allowing areas on the edges of incorporated municipalities and sanitary districts to be "prematurely" developed on private septic systems and wells often makes future higher-density urban development on public utilities difficult and costly. Preserving future urban expansion areas will have the long-term affect of reducing development pressure in the rural areas of Jefferson County.

There are two classes of urban service areas in Jefferson County. Full urban service areas are those areas centered around or adjacent to incorporated municipalities where a full range of urban services, including public sanitary sewer, water supply, municipal parks, and other community services are available or planned.

Limited urban service areas are areas in or adjacent to sanitary districts or lake management districts where sanitary sewer service is either currently available or planned but other municipal services typically associated with incorporated municipalities are not provided.

Urban service areas have been delineated for the following areas:

<u>Full Urban Service Areas - Incorporated Municipalities</u>

Village of Cambridge (part)
City of Fort Atkinson
City of Jefferson
Village of Johnson Creek
City of Lake Mills
Village of Palmyra
Village of Sullivan
City of Waterloo
City of Watertown (part)
City of Whitewater (part)

<u>Limited Urban Service Areas - Sanitary and Lake Management Districts</u>

Ixonia Sanitary District #1 (Town of Ixonia - Ixonia)
Ixonia Sanitary District #2 (Town of Ixonia)
Koshkonong Consolidated Sanitary District (Town of Sumner)

Koshkonong Sanitary District #1 (Town of Koshkonong)
Lake Mills Sanitary District (Town of Lake Mills - Rock Lake)
Oakland Sanitary District #1 (Town of Oakland - Lake Ripley)
Blue Spring Lake Management District (Town of Palmyra)
Sullivan Sanitary District #1 (Town of Sullivan - Rome)

DELINEATION CRITERIA

Full Urban Service Areas (Incorporated Municipalities)

The size and boundaries of the urban service areas for incorporated municipalities are based on local municipal plans and meetings with municipal engineers and other local officials. Where a municipality has adopted a reasonable long-range urban service area, this boundary is reflected in the Jefferson County Agricultural Preservation and Land Use Plan.

Where a long-range urban service area has not been delineated in an adopted municipal plan, the Jefferson County Agricultural Preservation and Land Use Plan shows boundaries based on drainage basin divides and natural and man-made barriers to growth, and probable growth and development patterns.

Long-range urban service areas are delineated with sufficient area to accommodate the projected year 2020 population, recognizing that there is a "flexibility factor" that must be taken into consideration because land that is potentially serviceable land may not be available on the market place at a particular time.

Limited Urban Service Areas (Sanitary Districts)

The boundaries of limited urban service areas are generally based on current sanitary or lake management district boundaries, with the exception that "islands" and "excluded lands" surrounded by areas within a district are included in the long-range limited urban service area.

RECOMMENDED DETAILED URBAN SERVICE AREA POLICIES

The following are the Jefferson County policies for zoning and regulating land use and land divisions within designated urban service areas:

1. Maintain agricultural preservation policies for land within urban service areas until such time as sanitary sewer service is available and the land can be rezoned and developed on public sewers or a negotiated boundary agreement redefining the urban service area is entered into between the affected incorporated municipality and town.

2. Environmental corridors within urban service areas should be treated the same with respect to zoning and land use regulations as environmental corridors elsewhere in Jefferson County.

3. Prohibit land divisions within delineated urban service areas that do not conform to Jefferson County's agricultural preservation policies, unless such land divisions are approved by the affected municipality or sanitary or lake management district.

4. Encourage municipalities and sanitary and lake management districts to adopt staging or phasing plans for the expansion of public facilities and development within urban service areas.

5. Encourage incorporated municipalities and towns to enter into boundary agreements on a voluntary basis to address annexation and development issues within delineated urban service areas.

URBAN SERVICE AREA AMENDMENT PROCEDURES

The Jefferson County Board of Supervisors should be able to amend the Urban Service Areas upon recommendation by the Zoning and Planning Committee and the central municipality and/or sanitary district based on the following criteria:

1. Request for urban service area amendment from the municipality or sanitary or lake management district providing sanitary sewer service.

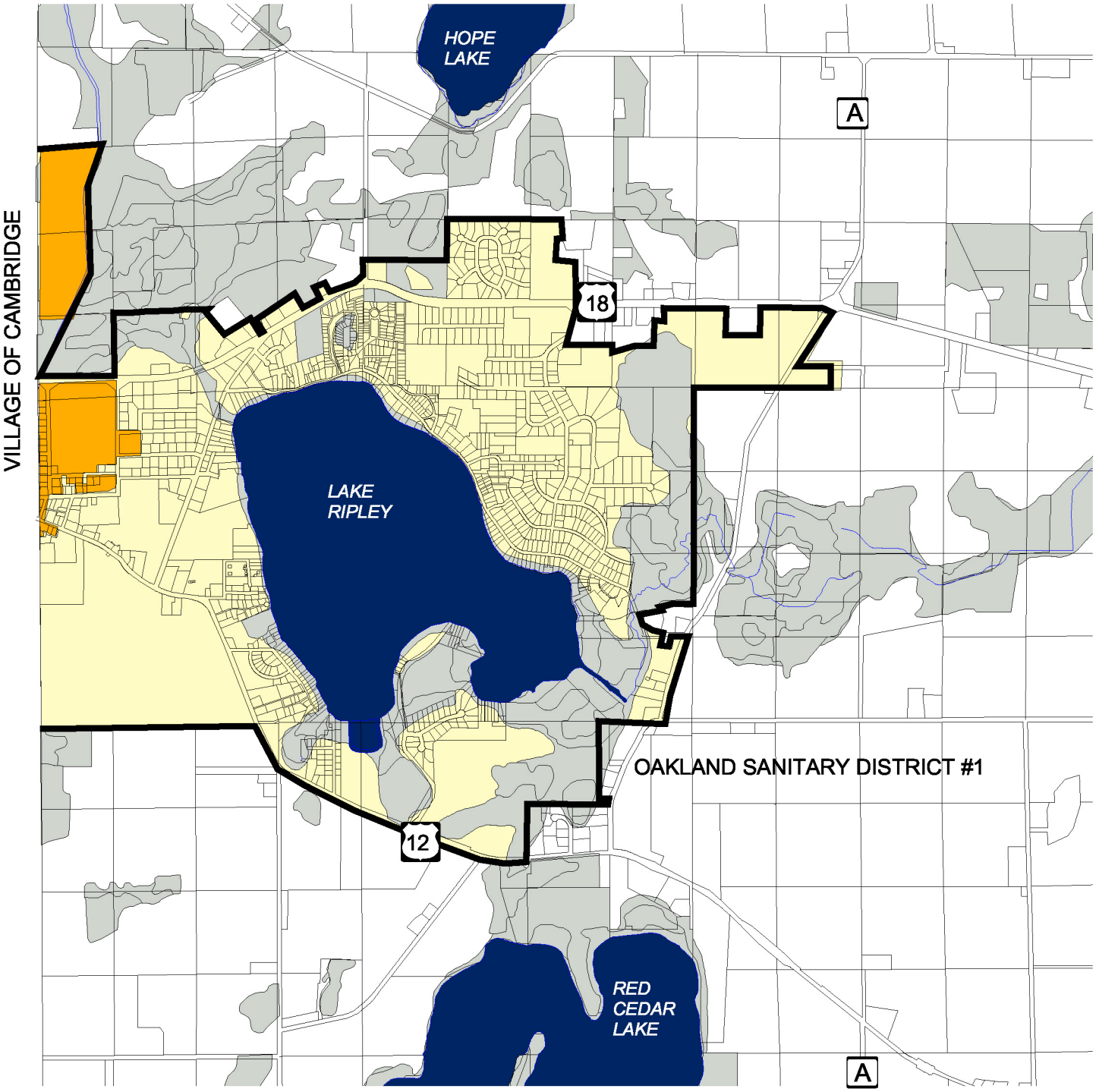
2. Demonstration that there is a lack of adequate land available for development in the existing urban service area. The lack of land can be based on the following:

    a. Unsuitability of land in the existing urban service area for development based on poor soil conditions, drainage, or other physical impediment to development.

    b. Lack of feasibility and/or high cost of extending public sanitary service or other public services.

    c. The lack of sufficient land suitable for development on the market at competitive prices.

3. In reviewing requests for urban service area expansions, the Jefferson County Zoning and Planning Committee and County Board shall take into consideration efforts of the affected incorporated municipality and the adjoining town(s) to establish a boundary agreement and implement a phased growth plan.



VILLAGE OF CAMBRIDGE/OAKLAND SANITARY DISTRICT #1

URBAN SERVICE AREA

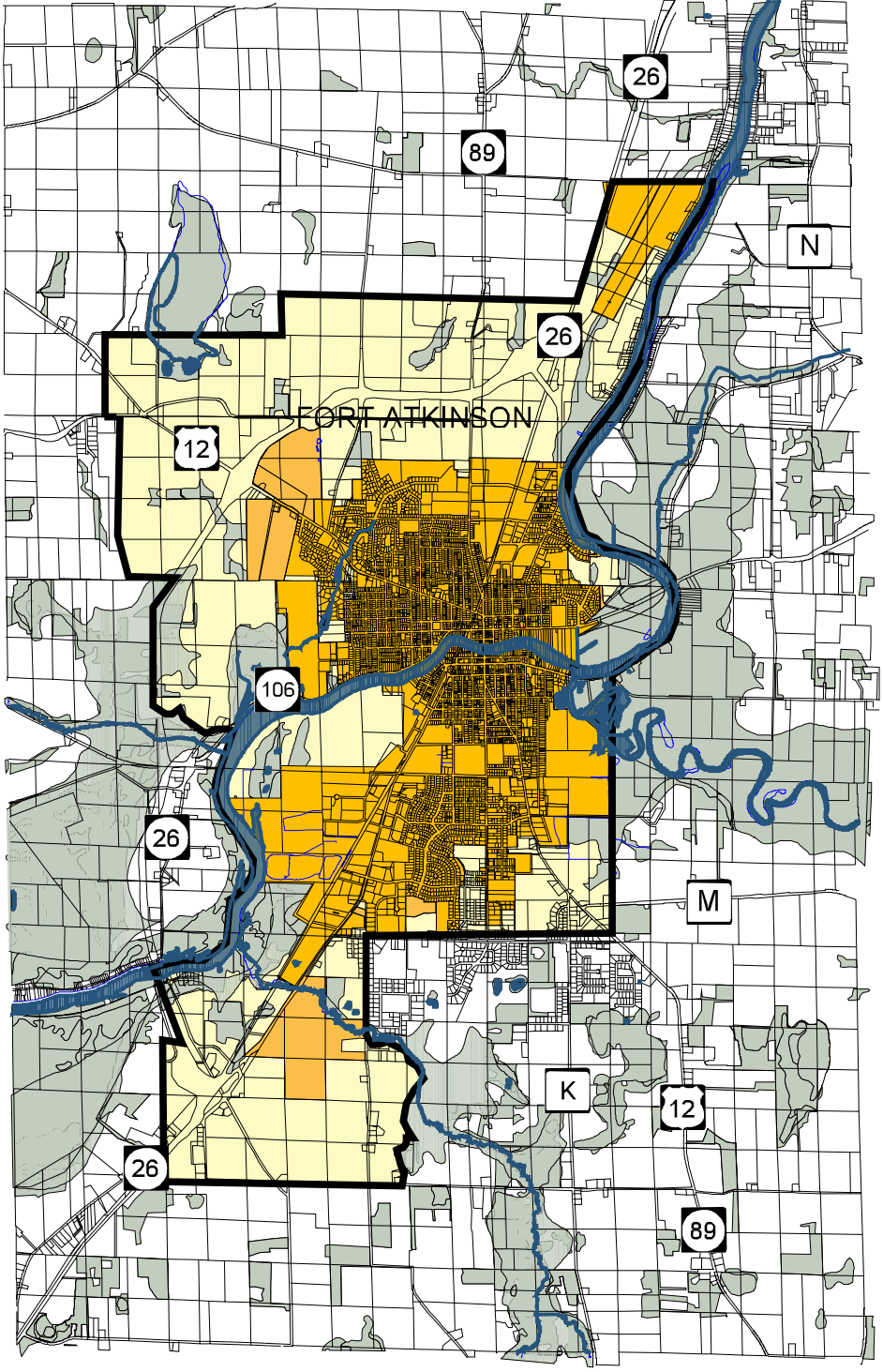
- 20-YEAR URBAN SERVICE AREA
- EXISTING MUNICIPAL BOUNDARIES
- ENVIRONMENTAL CORRIDOR

0 0.5 1 Miles

JEFFERSON COUNTY

N

VILLAGE OF CAMBRIDGE/OAKLAND SANITARY DISTRICT #1



CITY OF FORT ATKINSON

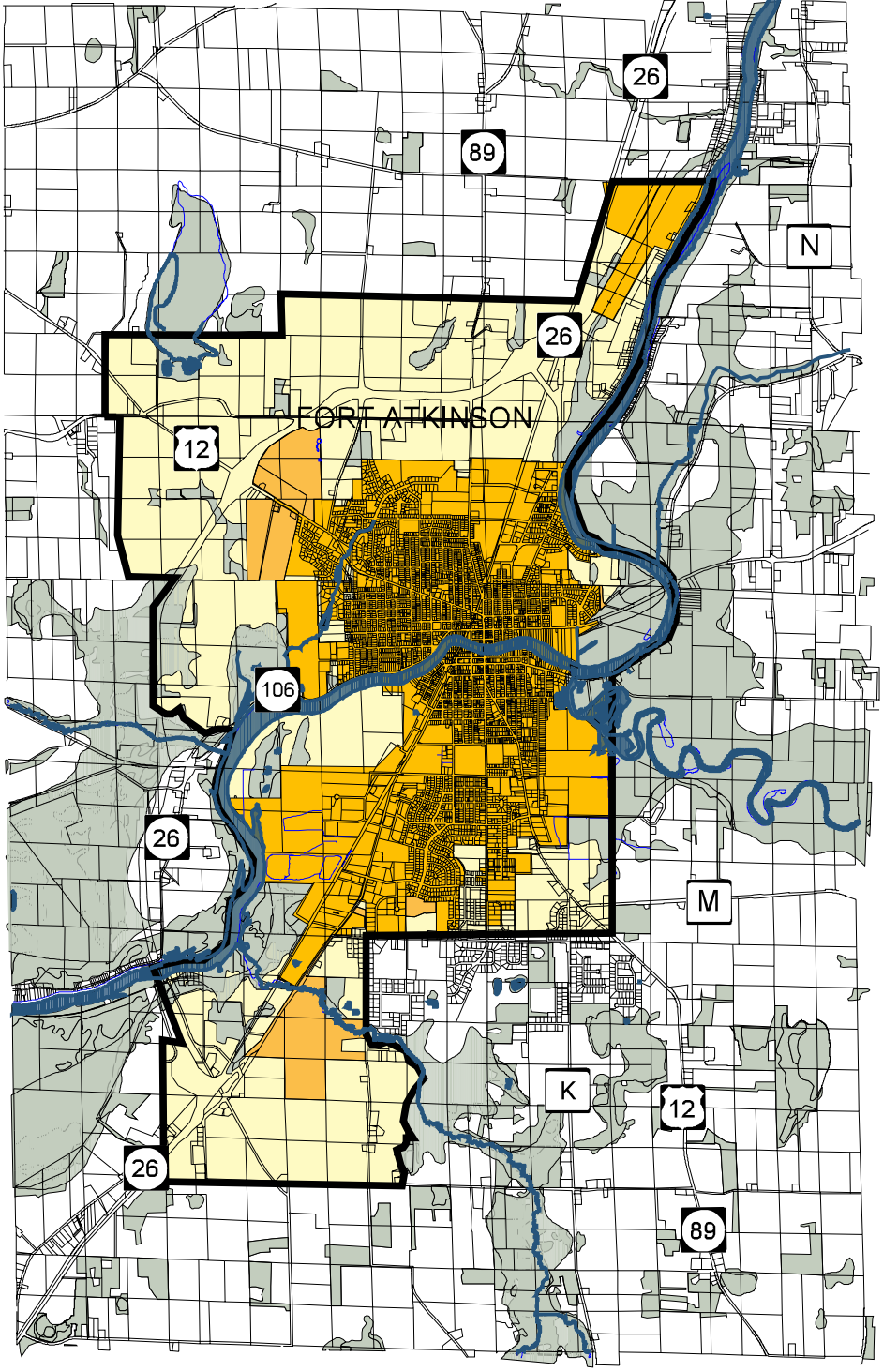
0 1 2 Miles

URBAN SERVICE AREA

- 20-YEAR URBAN SERVICE AREA
- EXISTING MUNICIPAL BOUNDARIES
- ENVIRONMENTAL CORRIDOR

JEFFERSON COUNTY

N



CITY OF FORT ATKINSON

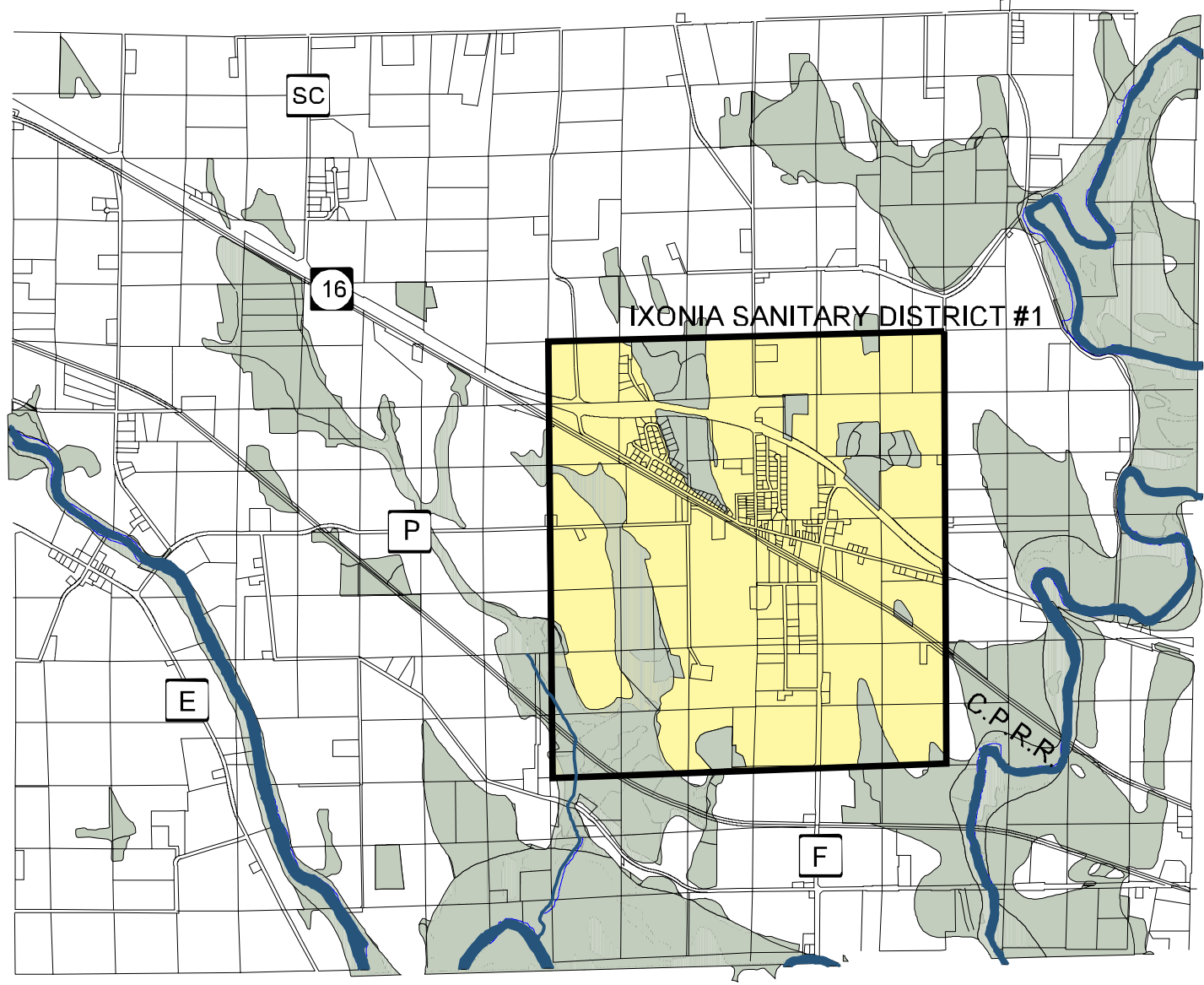
0 1 2 Miles

URBAN SERVICE AREA

- 20-YEAR URBAN SERVICE AREA
- EXISTING MUNICIPAL BOUNDARIES
- ENVIRONMENTAL CORRIDOR

JEFFERSON COUNTY

N



IXONIA SANITARY DISTRICT #1

0 1 Miles

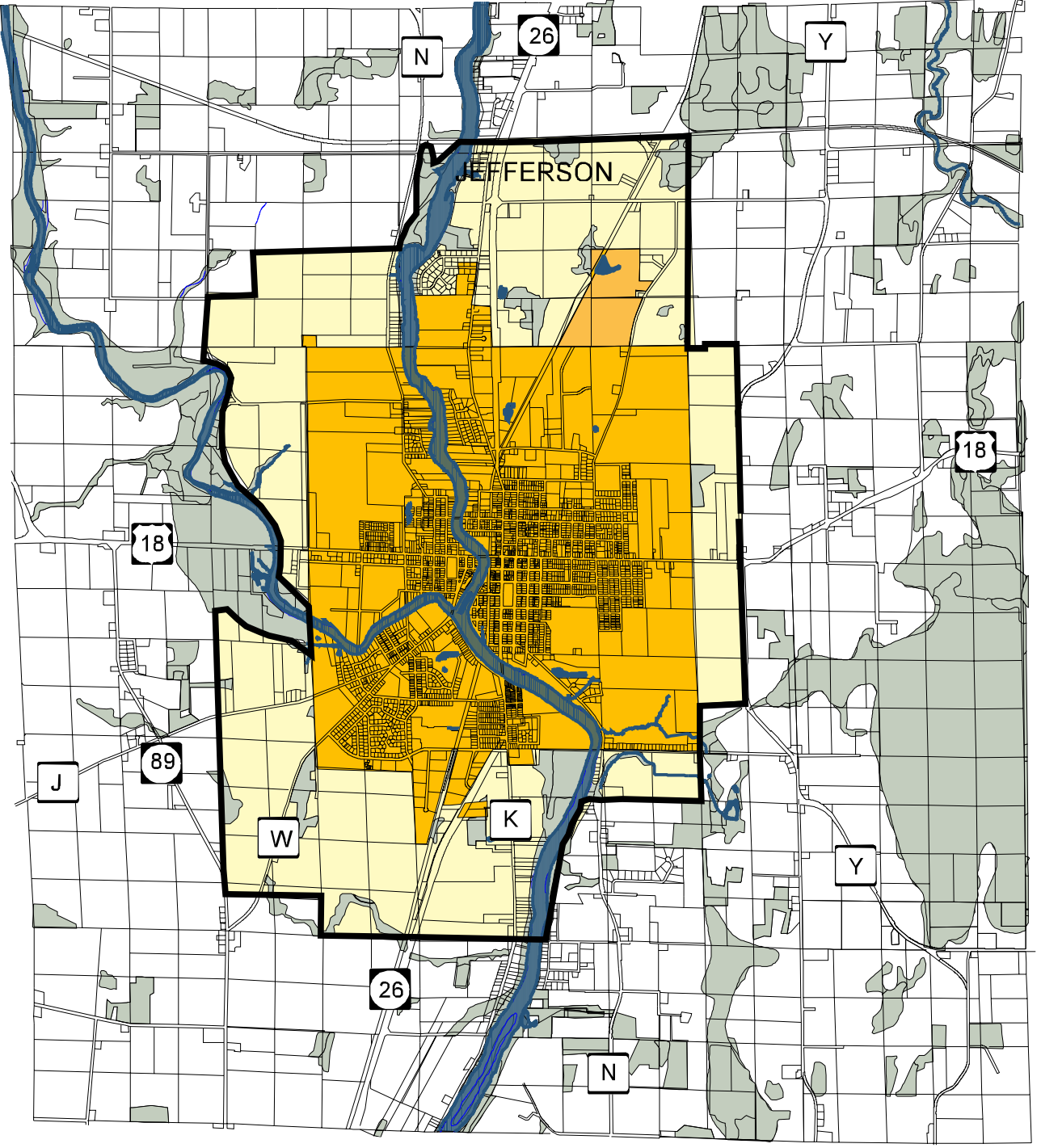
URBAN SERVICE AREA

- 20-YEAR URBAN SERVICE AREA
- EXISTING MUNICIPAL BOUNDARIES
- ENVIRONMENTAL CORRIDOR

JEFFERSON COUNTY

N

IXONIA SANITARY DISTRICT #1



CITY OF JEFFERSON

0 0.5 1 Miles

URBAN SERVICE AREA

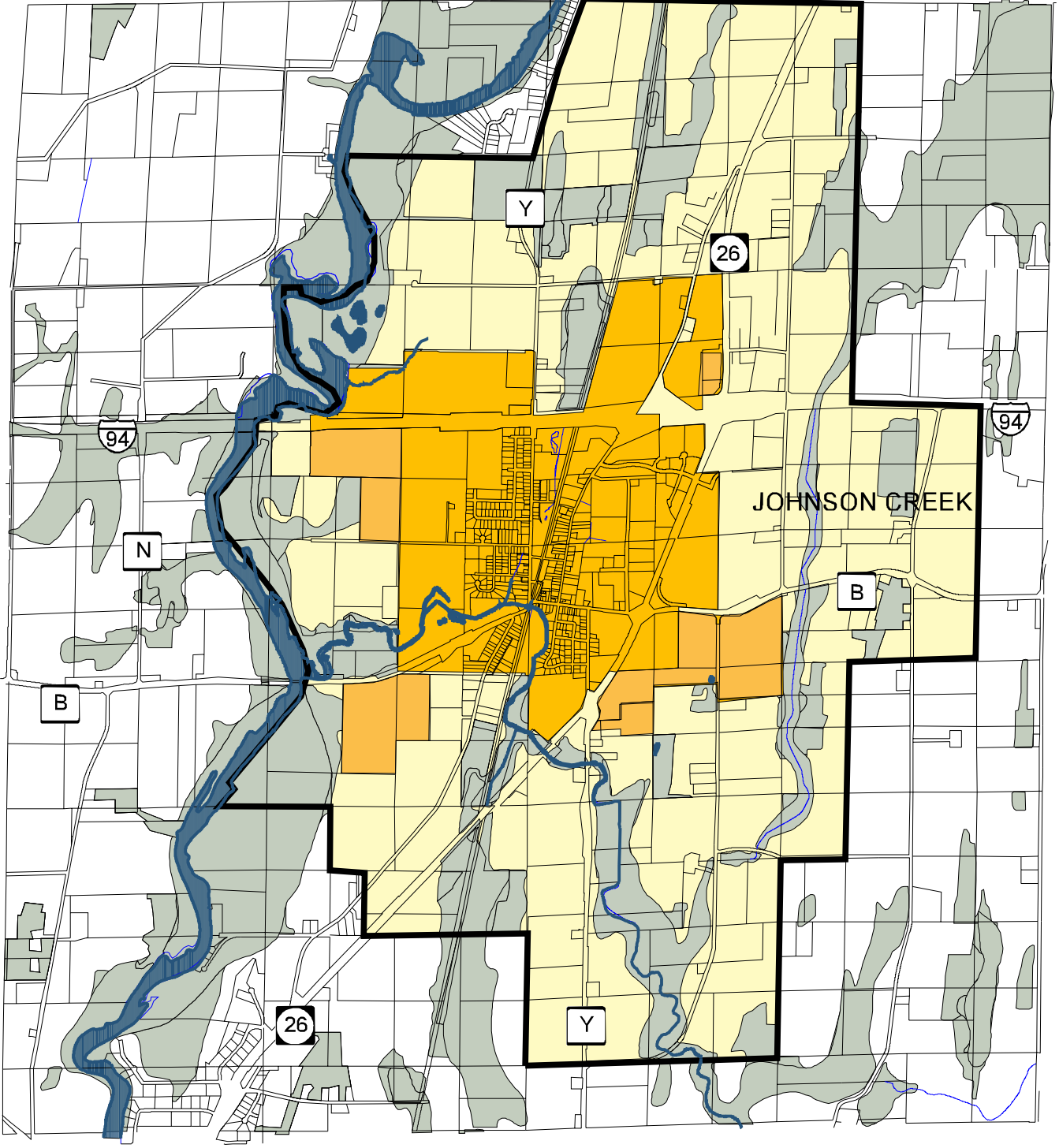
- 20-YEAR URBAN SERVICE AREA
- EXISTING MUNICIPAL BOUNDARIES
- ENVIRONMENTAL CORRIDOR

JEFFERSON COUNTY

N

CITY OF JEFFERSON

JJR



VILLAGE OF JOHNSON CREEK

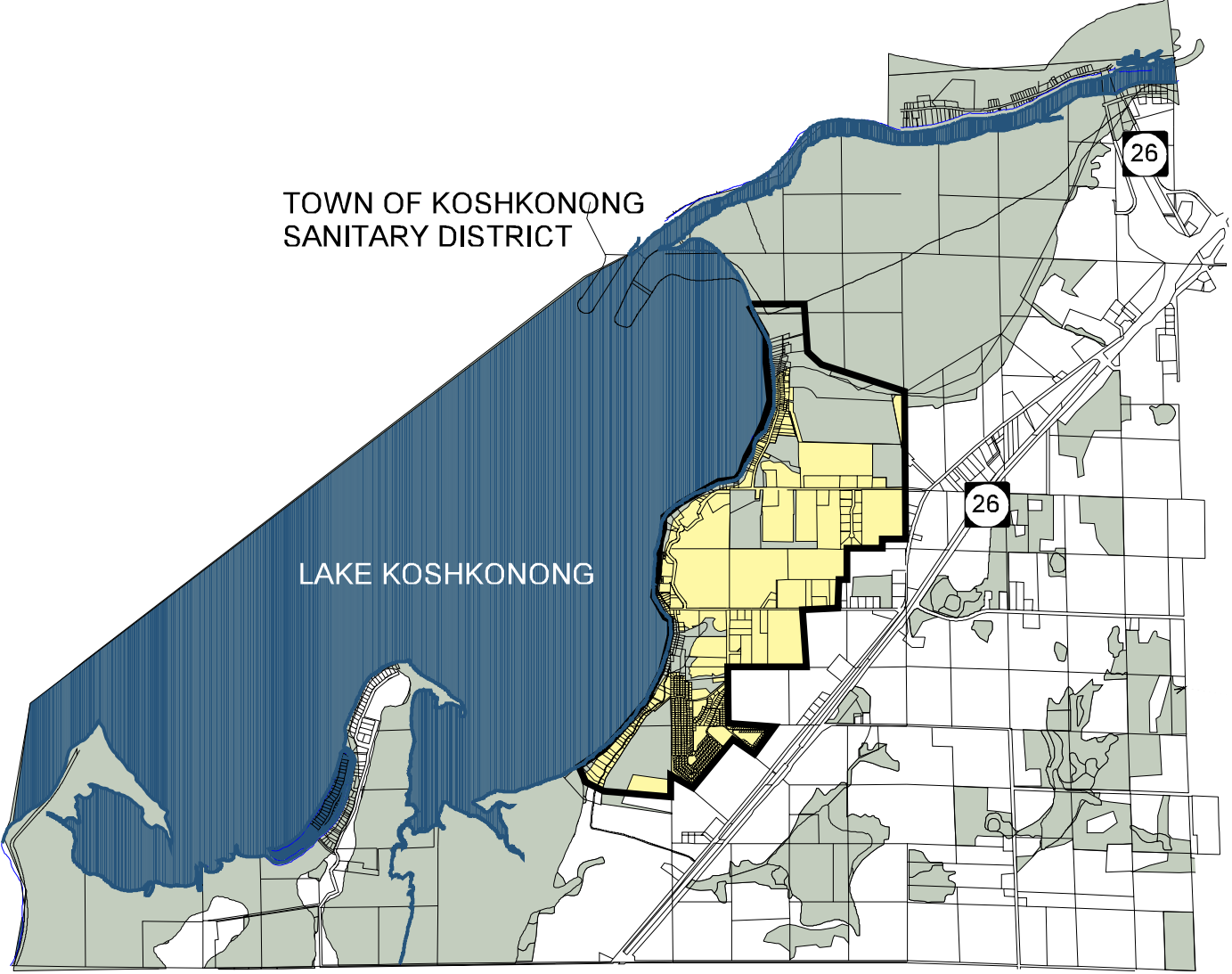
0 0.5 1 Miles

URBAN SERVICE AREA

- 20-YEAR URBAN SERVICE AREA
- EXISTING MUNICIPAL BOUNDARIES
- ENVIRONMENTAL CORRIDOR

JEFFERSON COUNTY

N



TOWN OF KOSHKONONG SANITARY DISTRICT

(FUTURE SEWER SERVICE PROPOSED)

0 0.5 1 Miles

URBAN SERVICE AREA

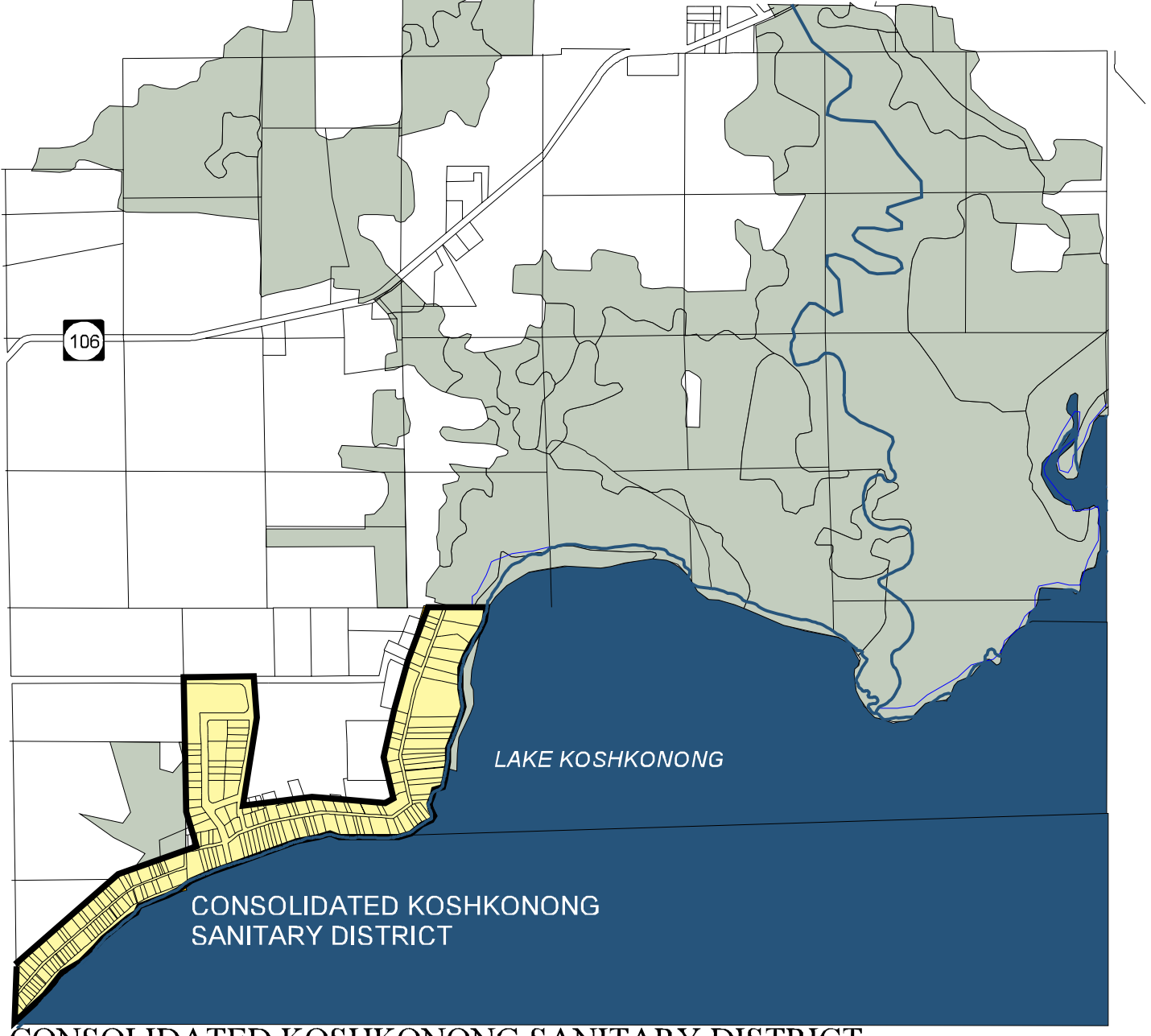
- 20-YEAR URBAN SERVICE AREA
- EXISTING MUNICIPAL BOUNDARIES
- ENVIRONMENTAL CORRIDOR

JEFFERSON COUNTY

N

TOWN OF KOSHKONONG SANITARY DISTRICT

JJR



CONSOLIDATED KOSHKONONG SANITARY DISTRICT

0 0.25 0.5 Miles

URBAN SERVICE AREA

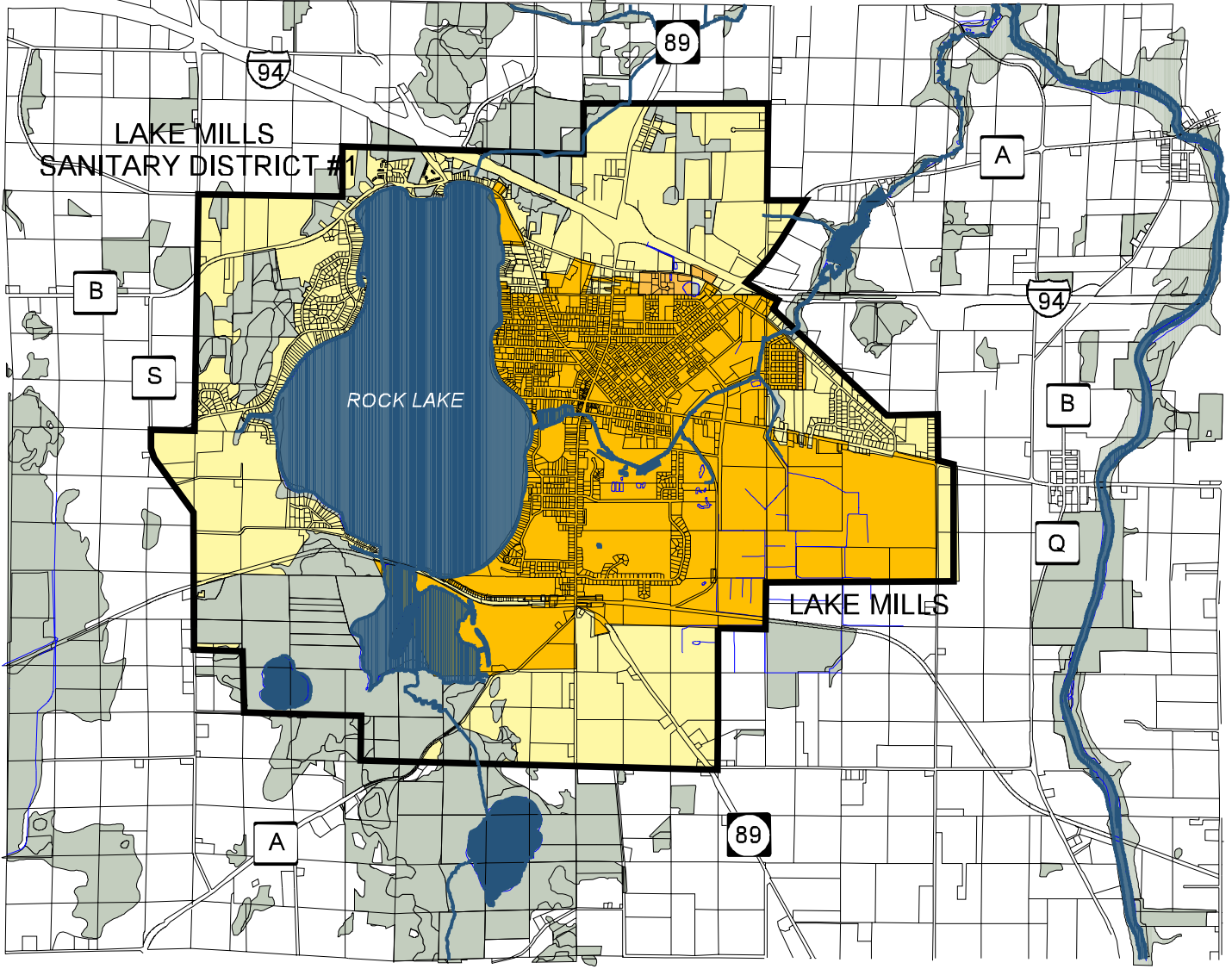
- 20-YEAR URBAN SERVICE AREA
- EXISTING MUNICIPAL BOUNDARIES
- ENVIRONMENTAL CORRIDOR

JEFFERSON COUNTY

N

CONSOLIDATED KOSHKONONG SANITARY DISTRICT

JJR



CITY OF LAKE MILLS / LAKE MILLS SANITARY DISTRICT #1

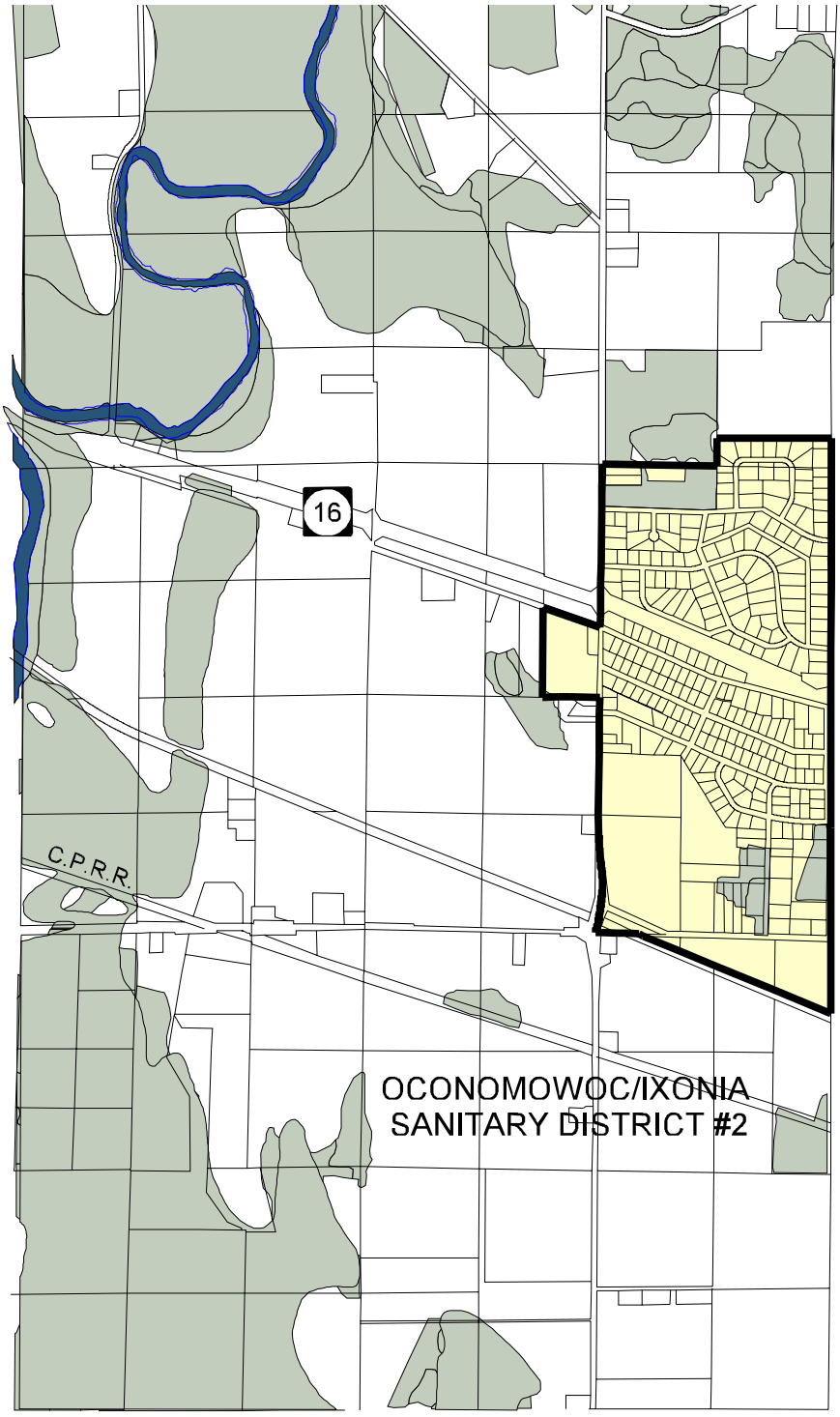
0 0.5 1 Miles

URBAN SERVICE AREA

- 20-YEAR URBAN SERVICE AREA
- EXISTING MUNICIPAL BOUNDARIES
- ENVIRONMENTAL CORRIDOR

JEFFERSON COUNTY

N



OCONOMOWOC / IXONIA SANITARY DISTRICT #2

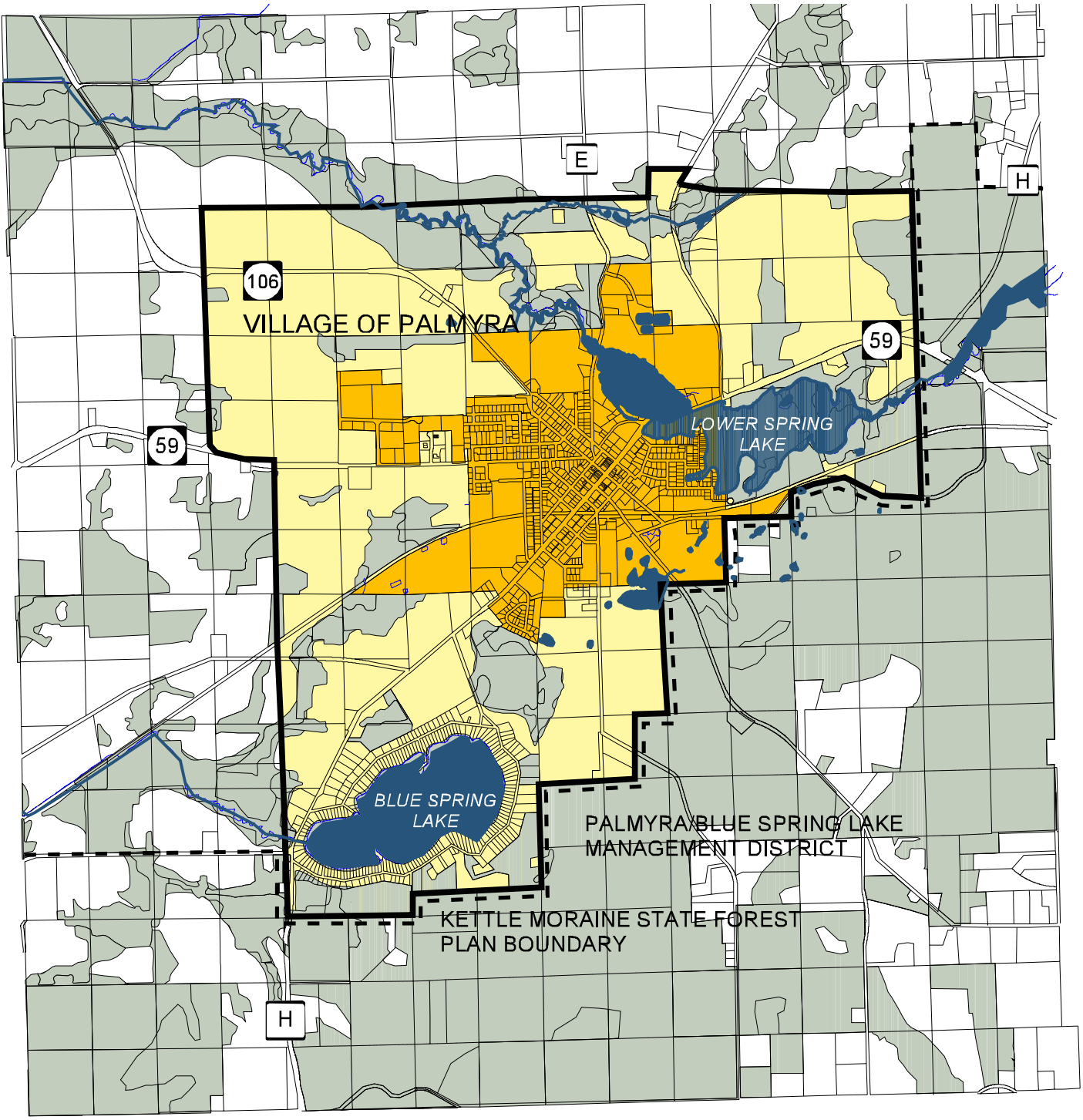
URBAN SERVICE AREA

0 0.5 1 Miles

- 20-YEAR URBAN SERVICE AREA
- EXISTING MUNICIPAL BOUNDARIES
- ENVIRONMENTAL CORRIDOR

JEFFERSON COUNTY

N



VILLAGE OF PALMYRA / BLUE SPRING LAKE MANAGEMENT DISTRICT

URBAN SERVICE AREA

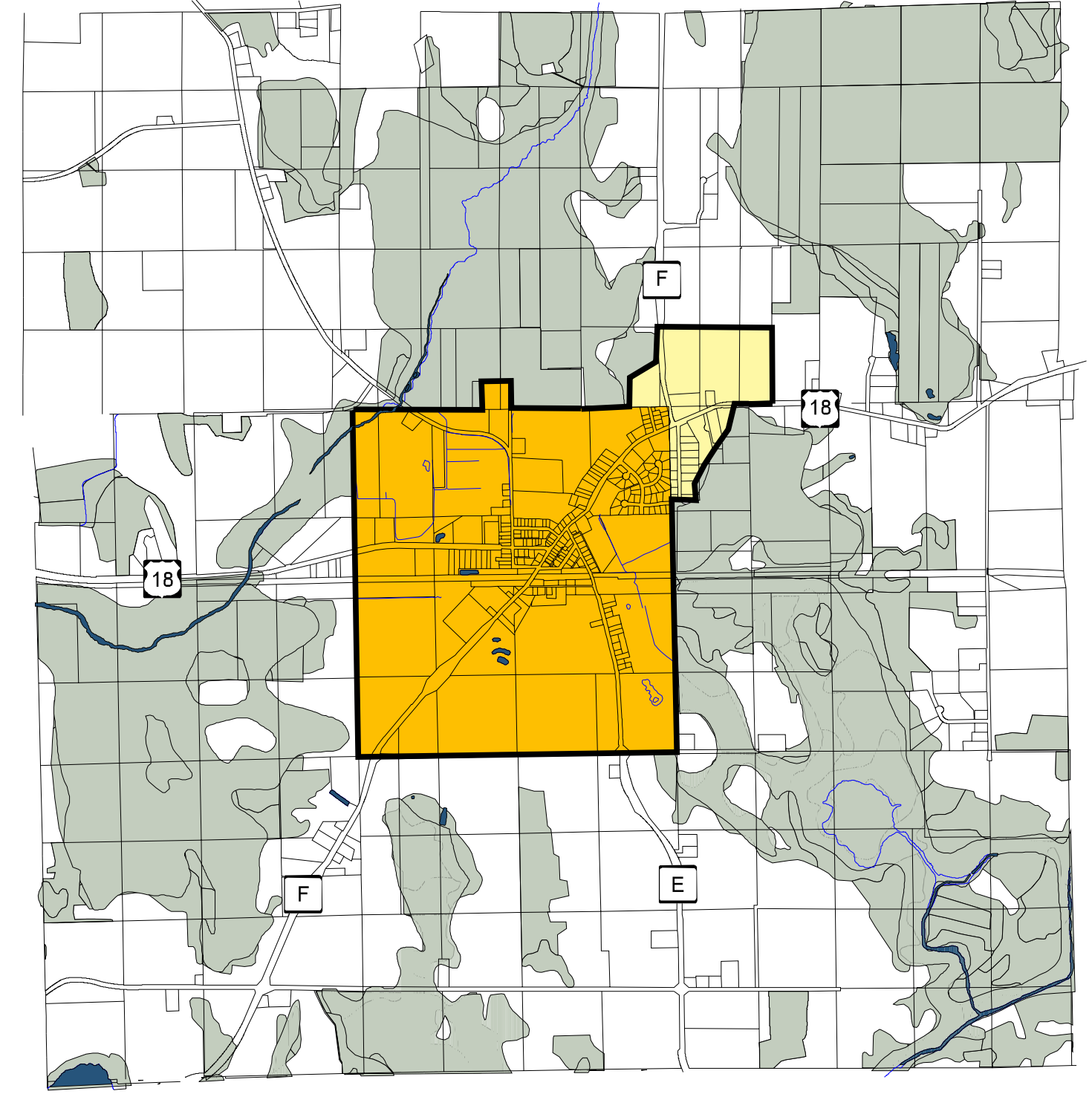
- 20-YEAR URBAN SERVICE AREA
- KETTLE MORAINE STATE FOREST PLAN BOUNDARY
- EXISTING MUNICIPAL BOUNDARIES
- ENVIRONMENTAL CORRIDOR

0 0.5 1 Miles

JEFFERSON COUNTY

VILLAGE OF PALMYRA / BLUE SPRING LAKE DISTRICT

JJR

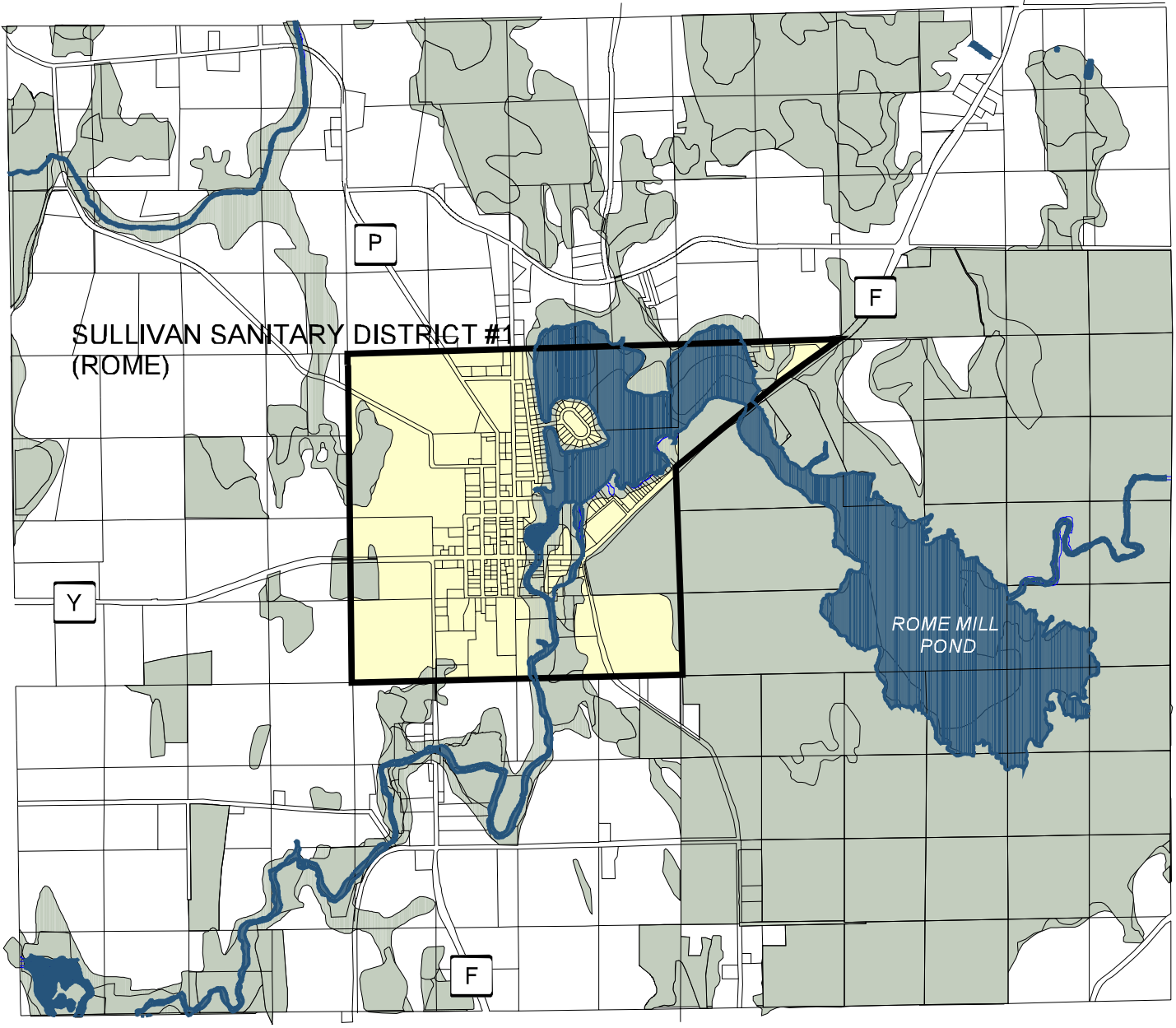


URBAN SERVICE AREA

- 20-YEAR URBAN SERVICE AREA
- EXISTING MUNICIPAL BOUNDARIES
- ENVIRONMENTAL CORRIDOR

JEFFERSON COUNTY

N



SULLIVAN SANITARY DISTRICT #1 (ROME)

0 0.5 1 Miles

URBAN SERVICE AREA

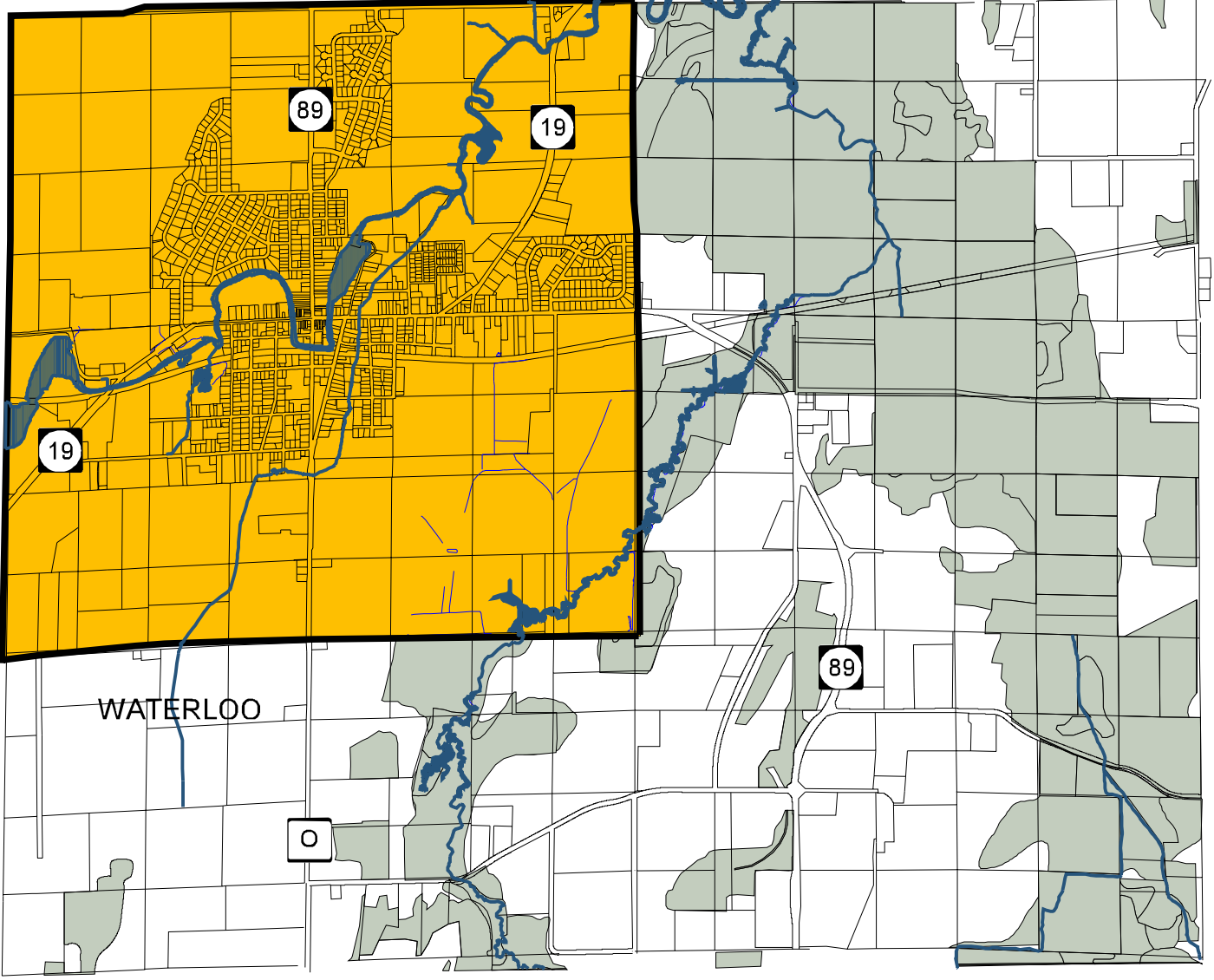
- 20-YEAR URBAN SERVICE AREA
- EXISTING MUNICIPAL BOUNDARIES
- ENVIRONMENTAL CORRIDOR

JEFFERSON COUNTY

N

SULLIVAN SANITARY DISTRICT #1 (ROME)

JJR 131



CITY OF WATERLOO

0 0.5 1 Miles

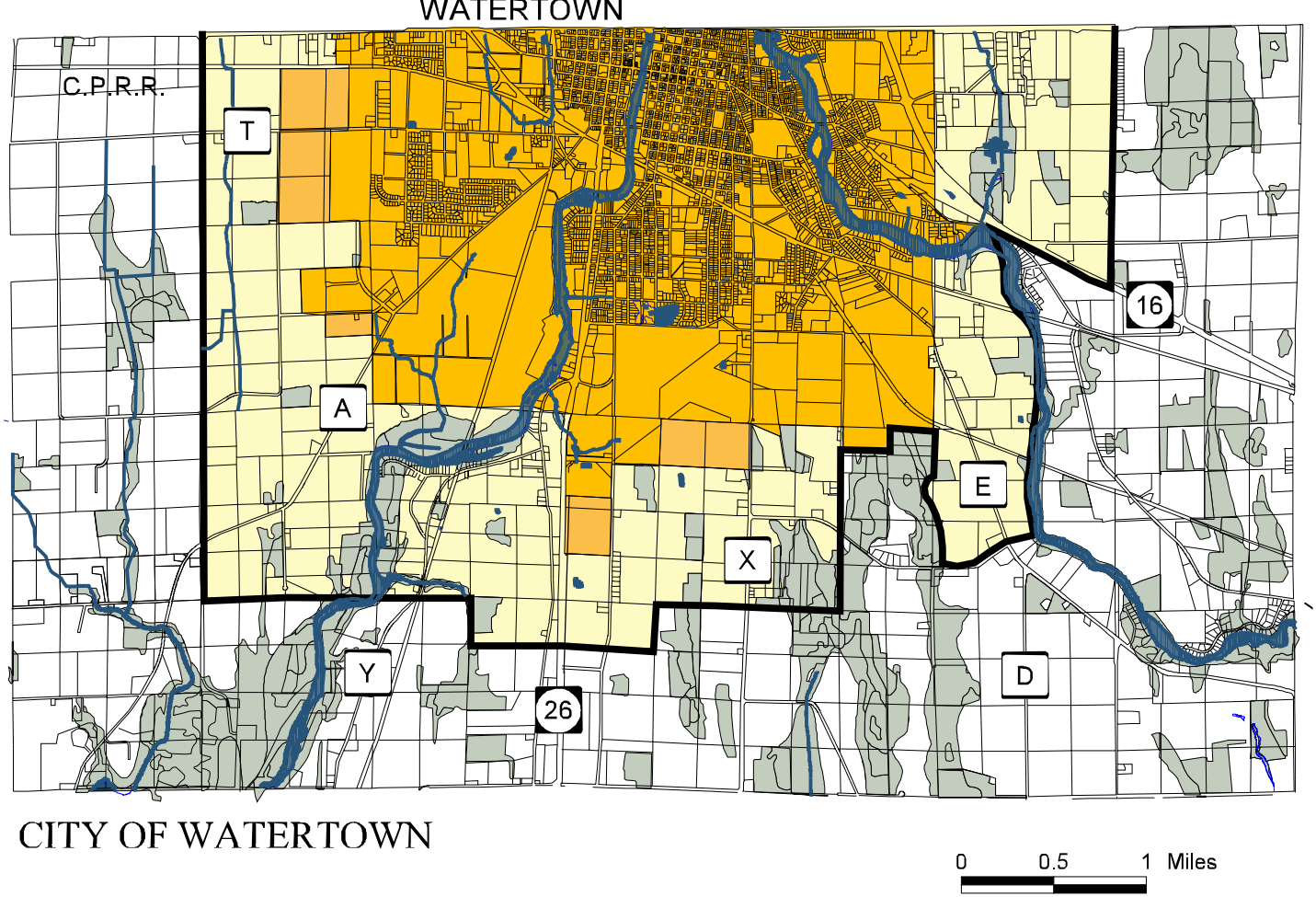
URBAN SERVICE AREA

- 20-YEAR URBAN SERVICE AREA
- EXISTING MUNICIPAL BOUNDARIES
- ENVIRONMENTAL CORRIDOR

JEFFERSON COUNTY

N

CITY OF WATERLOO

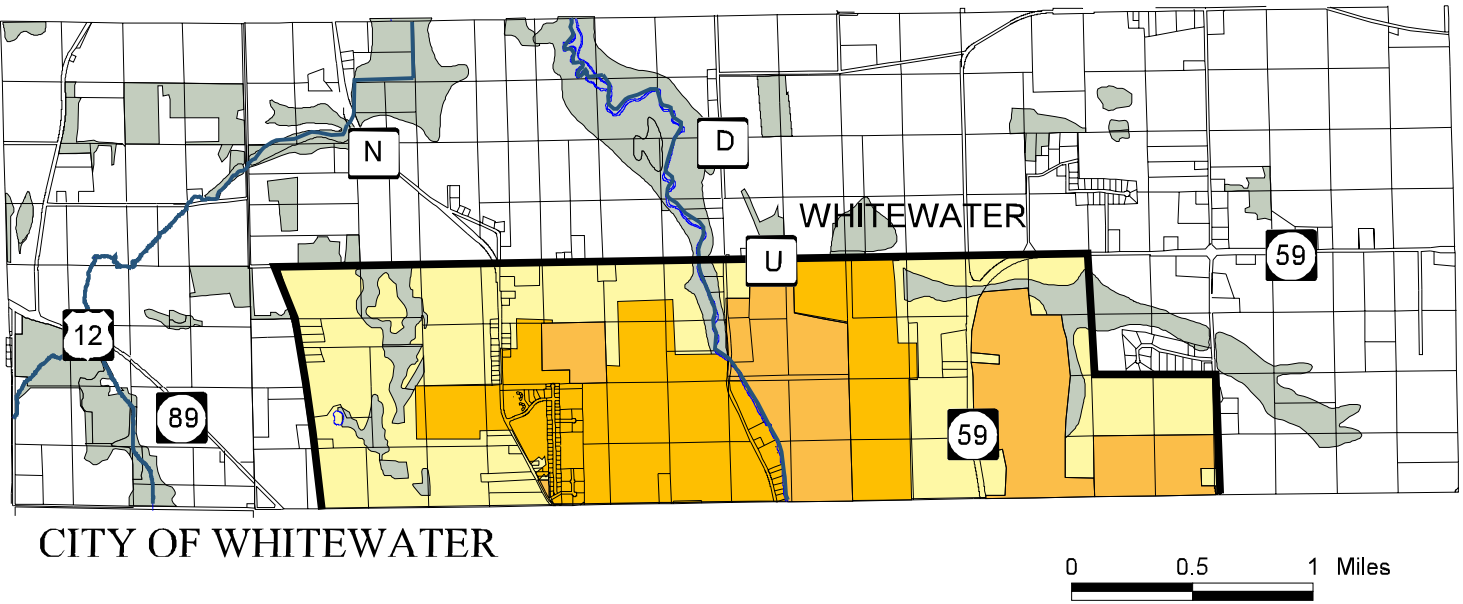


URBAN SERVICE AREA

- 20-YEAR URBAN SERVICE AREA
- EXISTING MUNICIPAL BOUNDARIES
- ENVIRONMENTAL CORRIDOR

JEFFERSON COUNTY

CITY OF WATERTOWN



URBAN SERVICE AREA

- 20-YEAR URBAN SERVICE AREA
- EXISTING MUNICIPAL BOUNDARIES
- ENVIRONMENTAL CORRIDOR

JEFFERSON COUNTY

N

CITY OF WHITEWATER

7.D. ENVIRONMENTAL CORRIDOR OVERLAY DISTRICT POLICIES

ENVIRONMENTAL CORRIDOR GOALS

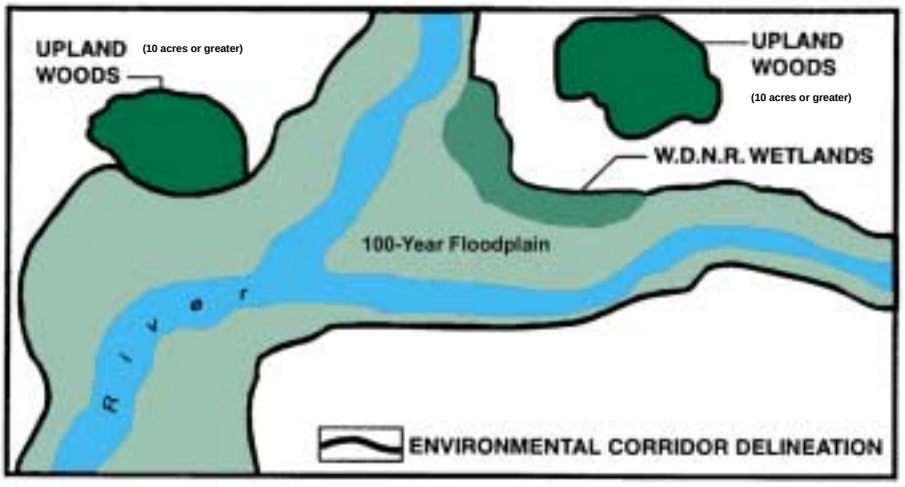
Environmental corridors are environmentally-sensitive areas located throughout Jefferson County where additional land preservation policies and development standards are applied.

The following have been adopted as the key goals for the lands classified as environmental corridors:

1. Protect and preserve an environmental corridor system consisting of wetlands, floodplains, and steeply sloped glacial features.

2. Protect groundwater and surface water quality.

3. Discourage development in areas that possess valuable natural resource characteristics and wildlife habitats.



ANALYSIS OF ALTERNATIVE ENVIRONMENTAL CORRIDOR POLICY SCENARIOS DURING THE PLANNING PROCESS

As part of the preparation of the Jefferson County Agricultural Preservation and Land Use Plan, the Steering Committee considered five alternative environmental corridor scenarios including the following:

Scenario 1 Most Restrictive Policies

Scenario 1 prohibits any future development on lands designated as environmental corridors.

Scenario 2 Restrictive Policies

Scenario 2 allows limited rural development in upland woods. Densities and minimum parcel sizes in the environmental corridor would be the same as allowed in the agricultural preservation areas. No development on floodplains or wetlands.

Scenario 3 Moderately Restrictive Policies - Without Clustering

Scenario 3 allows limited rural development in upland woods on lots no less than 5 acres in size. No development on floodplains or wetlands.

Scenario 4 Moderately Restrictive Policies - With Clustering

Scenario 4 allows limited rural development in upland woods. Encourage clustering but maintain an overall density of no more than one dwelling unit per five acres. No development on floodplains or wetlands.

Scenario 5 Least Restrictive Policies

Scenario 5 allows rural development on nontillable upland woods. Landowners would be able to rezone upland woods to A-3 and develop as permitted under the zoning requirements without a cap on densities. No development on floodplains or wetlands.

Scenario Recommendations

After extensive review and significant public input, the Steering Committee recommended a set of environmental corridor policies based on a combination of Scenario 2 and Scenario 4. Subsequently modifications to the Steering Committee recommendations were made by the Planning and Zoning Committee after public hearing input.

ENVIRONMENTAL CORRIDOR DELINEATION CRITERIA

Mapped environmental corridors include all land that meets one or more of the following conditions:

1. Public-owned park, recreation, and conservancy lands (e.g., county parks, WDNR hunting grounds, and Kettle Moraine State Forest).

   or

2. Water bodies and wetlands mapped as part of the WDNR Wetland Inventory.

   or

3. 100-Year Floodplains based on Federal Emergency Management Administration (FEMA) maps.

   or

4. Contiguous woodlands over 10 acres in size.

In addition to the mapped criteria listed above, any land with a slope in excess of 20 percent should be considered as an environmental corridor and subject to environmental corridor land use policies.

RECOMMENDED ENVIRONMENTAL CORRIDOR DETAILED POLICIES

Environmental corridors are continuous areas of environmentally-sensitive land that should be protected from nonagricultural development. The environmental corridor policies include:

1. Environmental corridors should be treated as "overlay districts" in which the environmental corridor policies would be applied in addition to the land use regulations and zoning requirements applicable in the underlying zoning district.

2. Development densities within designated environmental corridors should be no greater than one dwelling unit per 10 acres. WDNR-delineated wetlands and land within the 100-year floodplain should not be used in calculating allowable densities. Also, there shall be a 3 lot maximum potential in the A-3 rural residential zone for nonprime agricultural land areas.

3. Building, road construction, or land disturbance associated with nonagricultural development should be prohibited on slopes in excess of 20 percent.

4. All proposed nonagricultural development within designated environmental corridors should be subject to site plan review to evaluate the development's potential impact on the environment.

5. No buildings should be constructed within 75 feet of WDNR-designated wetlands or navigable bodies of water.

It should be noted that environmental corridor delineations are shown only for local land use planning purposes and do not indicate any additional State or Federal regulations that would affect a landowner’s ability to utilize the property for agricultural purposes.

8. TRANSITION AREAS

8.A. DELINEATION OF TRANSITION AREAS

The Jefferson County Agricultural Preservation and Land Use Plan delineates two types of transition areas where there will be planned transition of land from the Agricultural Preservation District, where there is predominantly A-1 Exclusive Agricultural District Zoning, to another land use district where there will be either residential or commercial zoning.

The two transition areas include the previously described Urban Service Areas and Rural Hamlets. Urban Service Area Policies are discussed in detail and Urban Service Areas are mapped in Chapter 7, part C. Rural Hamlet Policies are discussed in detail in Chapter 7, part B and Rural Hamlets are mapped on the Land Use Maps that are included in the beginning of Chapter 7.

URBAN SERVICE AREAS

The first category of transition areas are the urban service areas. Urban service Areas are delineations around existing municipalities and sanitary districts and lake management districts where public sanitary sewer service is either currently available or planned at some point in the future. The Urban Service Area delineations indicate the land area that adjoins existing or planned sewer service area that could be cost-effectively and efficiently served by public sanitary sewer systems.

RURAL HAMLETS

The second category of transition areas are the ten rural hamlets designated as rural growth areas. The rural hamlets are designated as potential rural growth areas where, under limited conditions, Jefferson County will consider rezoning from A-1 Exclusive Agricultural to A-3 or other rural development districts, subject to Town Board approval. In order to meet the criteria for rezoning to a rural development zoning district each town will have to prepare a detailed hamlet plan for each designated rural hamlet.

8.B. INTERIM TRANSITION AREA LAND USE POLICIES

Land in the Transition Areas will remain subject to Agricultural Preservation Policies until there is either annexation into an incorporated municipality or a formal rezoning and land division,

approved both by the Jefferson County Planning and Zoning Committee and the affected Town Board.

9. PARK, OPEN SPACE, AND ENVIRONMENTAL PROTECTION PLAN

9.A. JEFFERSON COUNTY PARK SYSTEM

The Jefferson County Park System consists of 16 parks totaling approximately 355 acres in size. In addition, there are approximately 1,365 acres of local municipal parks and approximately 14,618 acres of WDNR-managed lands, which include the Kettle Moraine State Forest, Aztalan State Park, and several large wildlife areas and hunting grounds.

The Jefferson County Board of Supervisors approved the *Jefferson County Parks, Recreation, and Open Space Plan* in 1997. The following long-range policies summarize the recommendations contained in that plan:

1. Acquire valuable natural areas and historic areas of 100 acres or more.

   This recommendation is consistent with previously adopted Jefferson County Outdoor Recreation Plans, findings from the Parks Visioning Workshops, and the Jefferson County Agricultural Preservation and Land Use Plan survey responses.

2. Consider preserving/acquiring areas having lakes.

   This recommendation is consistent with the Statewide Comprehensive Outdoor Recreation Plan and the continuing popularity of water-based recreation. Currently, Rock Lake Park on Rock Lake is the County's most popular County park.

3. Identify potential lakes for passive/natural activities such as Red Cedar Lake, Hope Lake, and Rose Lake.

   Jefferson County is fortunate to have several small lakes that are still relatively undeveloped. Given the development pressure in Jefferson County, this situation could change quite quickly. Red Cedar, Hope, and Rose Lakes all have natural resource characteristics capable of supporting a County park.

4. Identify 4-6 possible new sites for large natural-resource-oriented parks.

   Based on the average and facility deficiencies identified in Chapter 3, the Park Planning Consultant suggested that four to six new County parks should be added to the County Parks System. It was further suggested that these new parks be a minimum of 100 acres in size with an ideal size of 200-400 acres. The location for these new parks should

recognize the need to provide comparable parks facilities and activities throughout the County. This recommendation responds strongly to the Parks Visioning Workshops and community survey responses.

5. Attempt to bring the Jefferson County Parks into a more typical "standard" for the provisions of County parks. (The County is now deficient in both park facilities and activities.)

   The National Parks and Recreation Association recommends that 12 acres of parkland should be available for each 1,000 residents. The County is currently clearly deficient in the amount of overall parkland designated for County parks. Emphasis for the future should be on providing more natural-resource-oriented County parks of appropriate size.

6. Solicit donations from the private sector for funds to be used for parkland acquisition.

   Jefferson County was successful in obtaining private donations for the Glacial River Trail (the first County-operated Rails-to-Trails bike trail project). This funding alternative should continue to be considered in the future.

7. Consider new revenue sources such as impact fees, state and federal grants for land acquisition and improvements.

   The Parks Committee, Parks Visioning Workshop participants and respondents from the community survey have indicated that the County should seriously consider enacting a countywide impact fee earmarked for County Park purposes. A new State of Wisconsin law enables this approach for financing new parks. The county has also been successful in obtaining both Federal and State grants, and these efforts should continue.

8. Continue to implement the recommendations in the recently approved Jefferson County Bikeway/Pedestrianway Plan.

   The County Bikeway Plan contains separate recommendations for implementation of project elements by Jefferson County. Several segments have already been successfully implemented and the recommendations contained in that plan are considered high priority County initiatives. State, municipal, and private sector cooperation in the implementation of the County Bikeway Plan has been excellent. Since the County Board has approved the County Bikeway Plan, the plan's recommendations already represent County policy. It is, however, considered as a component to the Comprehensive Outdoor Recreation Plan as well.

9. As larger tracts of parkland become available, consider incorporating hiking and other low impact trail use. Camping may also be suitable in these areas.

Hiking, camping, and other low impact, resource-oriented park activities are considered high priorities in Jefferson County as illustrated in the Parks Visioning Workshops and the community survey.

10. Recognize that implementation of these goals will occur over a long time frame.

    While some short-term implementation of plan components are recommended, it is recognized that many of the initiatives will take a considerable time to be fully implemented.

11. Encourage cooperative arrangements with Wisconsin Department of Natural Resources for mutual benefits.

    The County is already working very cooperatively with the Wisconsin Department of Natural Resources. The Parks Committee is very interested in strengthening this working relationship.

12. Continue the implementation of the Americans with Disabilities Act recommendations.

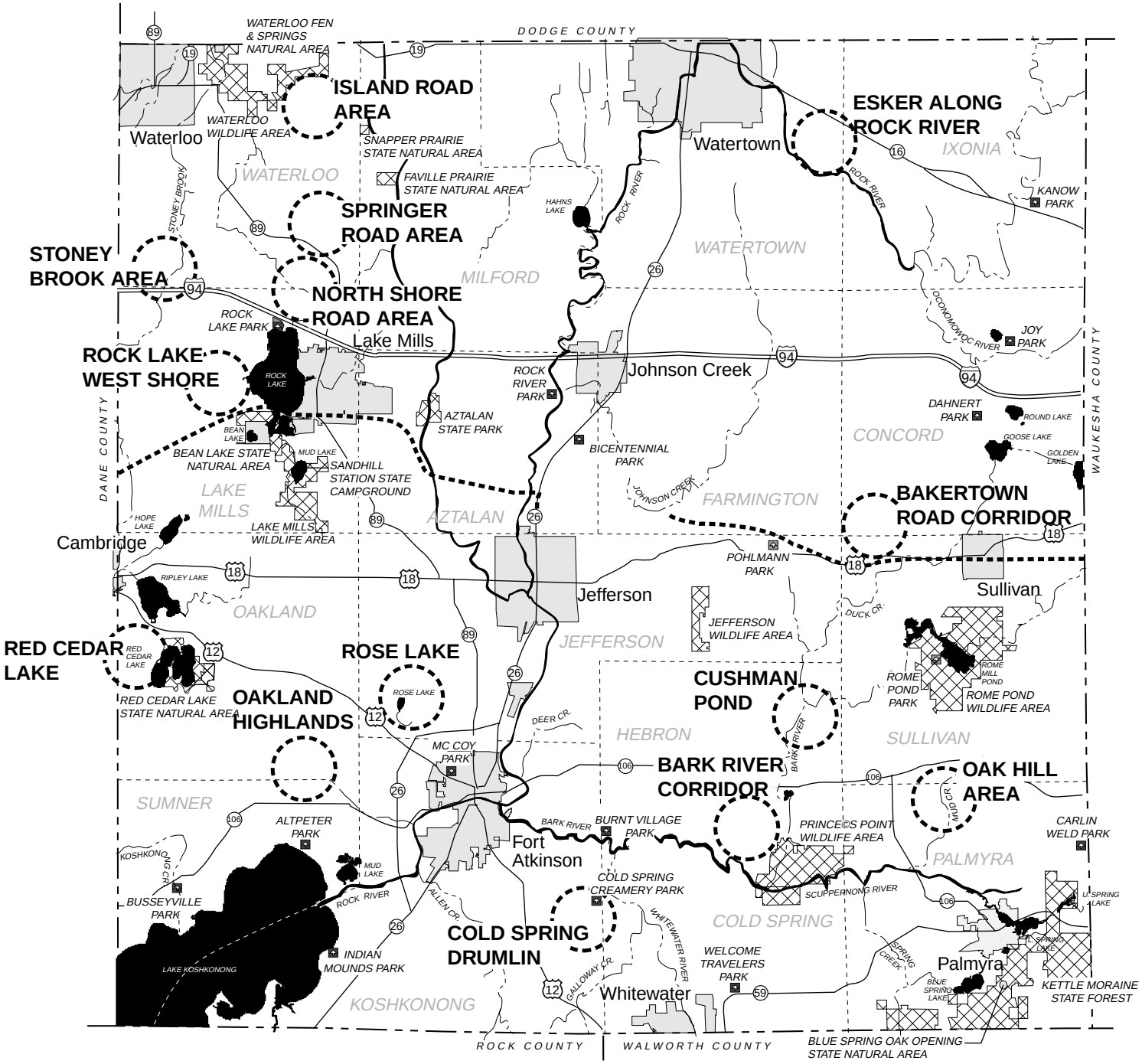
    The County has approved a plan for compliance with the Americans with Disabilities Act. Annual projects will be committed given budget allocation provided for this purpose.

13. Recognize the importance of continuing a high level of maintenance in existing parks.

    Adequate maintenance of existing parks is imperative in delivering quality parks services to Jefferson County residents and visitors. While meeting deficiencies in the amount of County parkland is important, the County should continue keeping a high standard of maintenance within the existing 16 parks and bike trail system.

The Jefferson County Parks Department Director has indicated that in response to the plan approved by the Jefferson County Board of Supervisors, the Jefferson County Parks Committee has initiated further planning activity with respect to the policy statement (Item #4) which calls for the County to "... identify 4 - 6 possible new sites for large natural resource oriented parks." A feasibility study has been performed to help determine potential suitable general locations and specific sites for future County parks. The approved Parks, Recreation and Open Space Plan contains a preliminary review of a wide array of potential locations with a diversity of desirable natural resource features. The feasibility study assesses approximately 13 areas of the County, which ranked high in an analysis of desirable characteristics for large, natural resource-oriented County parks.

The map on the following page shows the general vicinities under review for potential County parks. Approval of the Jefferson County Agricultural Preservation and Land Use Plan will reaffirm the County's efforts to implement recommendations in the *Jefferson County Parks, Recreation and Open Space Plan*.



Source: Jefferson County Land Information Office, 1996 and Jefferson County Park Site Study, Margaret Burlingham, 1997

GLACIAL DRUMLIN TRAIL

COUNTY PARK

STATE PARKS AND NATURAL AREAS

AREAS UNDER REVIEW FOR POSSIBLE FUTURE COUNTY PARK LANDS

N

0 1 2
Miles

JEFFERSON COUNTY

AREAS UNDER REVIEW FOR POTENTIAL COUNTY PARKS

JJR

CONSERVATION EASEMENT CONSIDERATION FOR THE ENVIRONMENTAL CORRIDORS

Jefferson County should consider the preservation of land in the environmental corridors through other than regulatory means. Specific recommendations include:

1. The Jefferson County Parks Department and Committee should coordinate the parkland acquisition and open space protection program with the Wisconsin Department of Natural Resources.

2. Jefferson County should explore the use of the State and Federal programs, including the WDNR Conservation Habitat Enhancement and Agricultural Protection (C.H.E.A.P.) Program, to use conservation easements to maintain and protect open spaces and conservancy lands.

9.B. ROCK RIVER CORRIDOR

Jefferson County, along with Dodge and Rock Counties and numerous local units of government, supported the designation of the Rock River Corridor as a recreation and natural resource protection corridor. The Rock River Coalition was the lead nonprofit organization spearheading efforts to coordinate planning and improvements in the corridor.

In 1994, a student at the University of Wisconsin - Madison studied the potential for a Rock River Recreation Trail. Some of the concepts from this study were incorporated into the Jefferson County Bikeway/Pedestrianway Plan.

Jefferson County should continue to support efforts to protect water quality and the shoreline of the Rock River and raise consciousness regarding the values of this important resource.

While there are significant amounts of both rural and urban development along the river shoreline, there remain large stretches of natural shoreline that should be protected. Jefferson County, along with other units of government and nonprofit organizations, should continue to explore mechanisms for preserving environmentally sensitive shoreline areas and providing public access to the shoreline.

Where opportunities exist for connecting linear trails, Jefferson County should work with local units of government to create a continuous trail system. In particular, there are opportunities to work jointly with local governments in the communities of Fort Atkinson, Jefferson, and Watertown to expand local municipal riverwalk systems into unincorporated areas.

9.C. ENVIRONMENTAL CORRIDOR SYSTEM

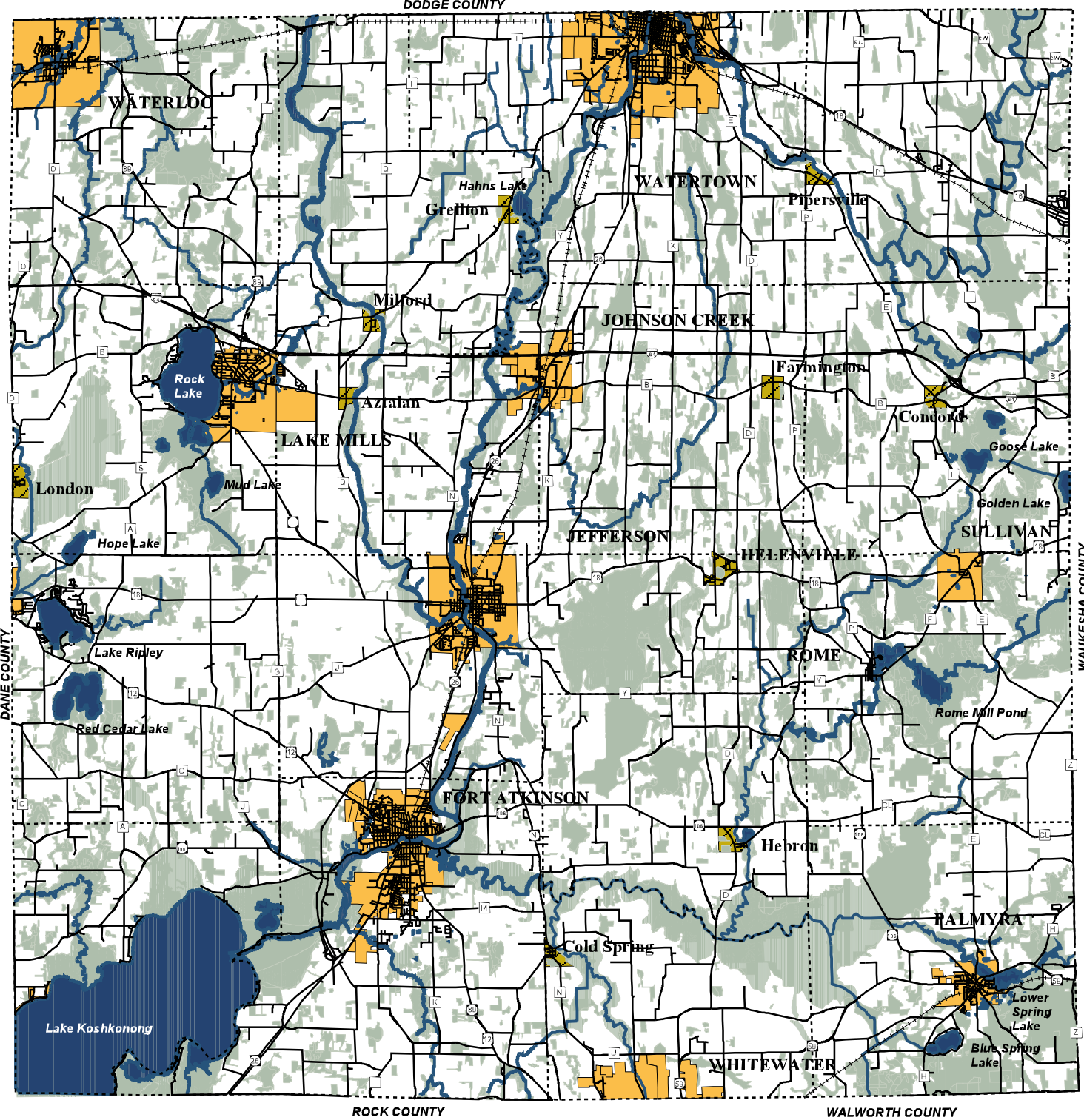
The Jefferson County Agricultural Preservation and Land Use Plan identifies a network of "environmental corridors" consisting of floodplains, wetlands, public lands, and contiguous woodlands. These areas provide important wildlife habitats and include most of the natural areas in Jefferson County.

Approximately 16,000 acres of environmental corridor in Jefferson County is in public ownership. Approximately 55,000 acres is wetland and land within the 100-year floodplain and is effectively protected from development by existing local, State, and Federal regulations.

The remaining areas that are designated as environmental corridor but that remain in private ownership consist primarily of upland woods that are in contiguous blocks of greater than 10 acres. These lands represent some of the areas that Jefferson County and other organizations in the County should target as natural resource protection areas to be protected through zoning and other land use regulations.

To the extent that development is permitted in these areas, the overall development densities on privately-owned environmental corridor land should not exceed one dwelling unit per 10 acres. This is a density standard that will enable protection of wildlife habitat while still allowing limited development use.

Also, 18,000 acres of the 24,000 acres of upland woods are also further protected due to the environmental corridor overlay.



2 0 2 Miles

ENVIRONMENTAL CORRIDOR

INCORPORATED CITIES AND VILLAGES

RURAL HAMLET

JEFFERSON COUNTY

N

ENVIRONMENTAL CORRIDOR

JJR

9.D. LAKE MANAGEMENT AND RIVER BASINS

Jefferson County has a number of lakes that provide important recreational and natural resource benefits.

Several of the lakes, in particular Ripley Lake, Rock Lake and Blue Spring Lake, are densely developed. There are also numerous riparian property owners on Lake Koshkonong and along several of the rivers in Jefferson County. Preserving and protecting the water quality of these water bodies is extremely important.

There has been a wide range of initiatives to plan for and manage the protection of these water bodies.

The Wisconsin Department of Natural Resources prepared Water Quality Management Plans for the Upper and Lower Rock River Basins.

The Jefferson County Land Conservation Department, the Wisconsin Department of Natural Resources, and the Wisconsin Department of Agriculture, Trade, and Consumer Protection designated Rock Lake and Lake Ripley as Priority Lake Projects and prepared the Nonpoint Source Control Plans.

The Blue Spring Lake Management District prepared "An Inventory of Blue Spring Lake."

In support of these and other local, State, and Federal efforts to manage the water and shoreline resources, Jefferson County should support the following policies:

1. Encourage "Agricultural Best Management Practices" including practices such as:

    a. Field diversions and terracing
    b. Use of grassed waterways
    c. Shoreline and streambank stabilization
    d. Wetland restoration
    e. Agricultural sediment basins
    f. Barnyard runoff management
    g. Nutrient and pesticide management

2. Encourage landowner and land operator participation in conservation and cost-sharing programs.

3. Evaluate the current construction site erosion and sediment control efforts by Jefferson County and local units of government.

4. Encourage basin-wide stormwater management planning in urban and urbanizing areas.

5. Support the environmental protection efforts of lake associations and lake management districts.

6. Provide ongoing Information and Education Programming (I & E) related to management and water quality planning.

9.E. GROUNDWATER MANAGEMENT

Jefferson County is dependent on groundwater for nearly all of the drinking water and water for industrial uses. Approximately 62 percent of the total water pumped in Jefferson County is used for industrial purposes, 26 percent for residential use, and 12 percent for municipal, irrigation and institutional use.

Generally, Jefferson County has good quality groundwater, although the water is very hard, with a median hardness between 315 and 325 milligrams per liter. Median values for dissolved solids range between 325 and 349 milligrams per liter. Excessive iron and manganese are present in many areas throughout the County.

One of the key issues in Jefferson County, as well as other areas throughout the State, is the protection of groundwater quality. In many areas, there are concerns about potential contamination of groundwater from agricultural chemicals and other point and nonpoint sources.

In localized areas there is concern about potential groundwater draw-downs due to private wells and public wells, interbasin water transfers, and agricultural drainage.

The most recent groundwater study was *Groundwater Resources and Geology of Jefferson County, Wisconsin* prepared by the U.S. Geological Survey and the Wisconsin Geological and Natural History Survey in 1972. Jefferson County should consider having an updated countywide report prepared that focuses on potential contamination and localized draw-downs.

9.F. HISTORIC AND ARCHAEOLOGICAL SITE PROTECTION

Jefferson County has numerous historic and archaeological sites that should be preserved. Many of the most important sites, particularly in the incorporated communities, are registered with the National Trust for Historic Preservation and are protected by local historic preservation ordinances. However, there remain numerous sites of historic and archaeological importance that are not registered or protected.

There has never been a comprehensive survey of historic sites throughout the County. Jefferson County should consider supporting such a study that would comprehensively list, identify locations, and describe the historic or archaeological sites. The staff and Zoning and Planning Committee should use this study in reviewing development proposals.

Jefferson County should also investigate adopting a Historic Preservation Ordinance, similar to the ordinances adopted by many local communities.

10. TRANSPORTATION OVERVIEW

Transportation system improvements are one of the key determinants of growth and development. The location of major highways and interchanges are one of the most important factors in projecting the distribution of new development.

Efficient transportation facilities are also essential to continued economic growth in communities. Access to the regional highway system and to railroads is one of the most important factors that businesses and industries take into consideration in locational decision-making.

10.A.HIGHWAY SYSTEM IMPROVEMENTS

The major regional highway serving Jefferson County is Interstate 94. The other key regional highways include Highway 26, Highway 12, Highway 18, and Highway 16. Each of these highways connects one or more of the incorporated municipalities in Jefferson County to the Interstate highway system and provides access to nearby metropolitan areas.

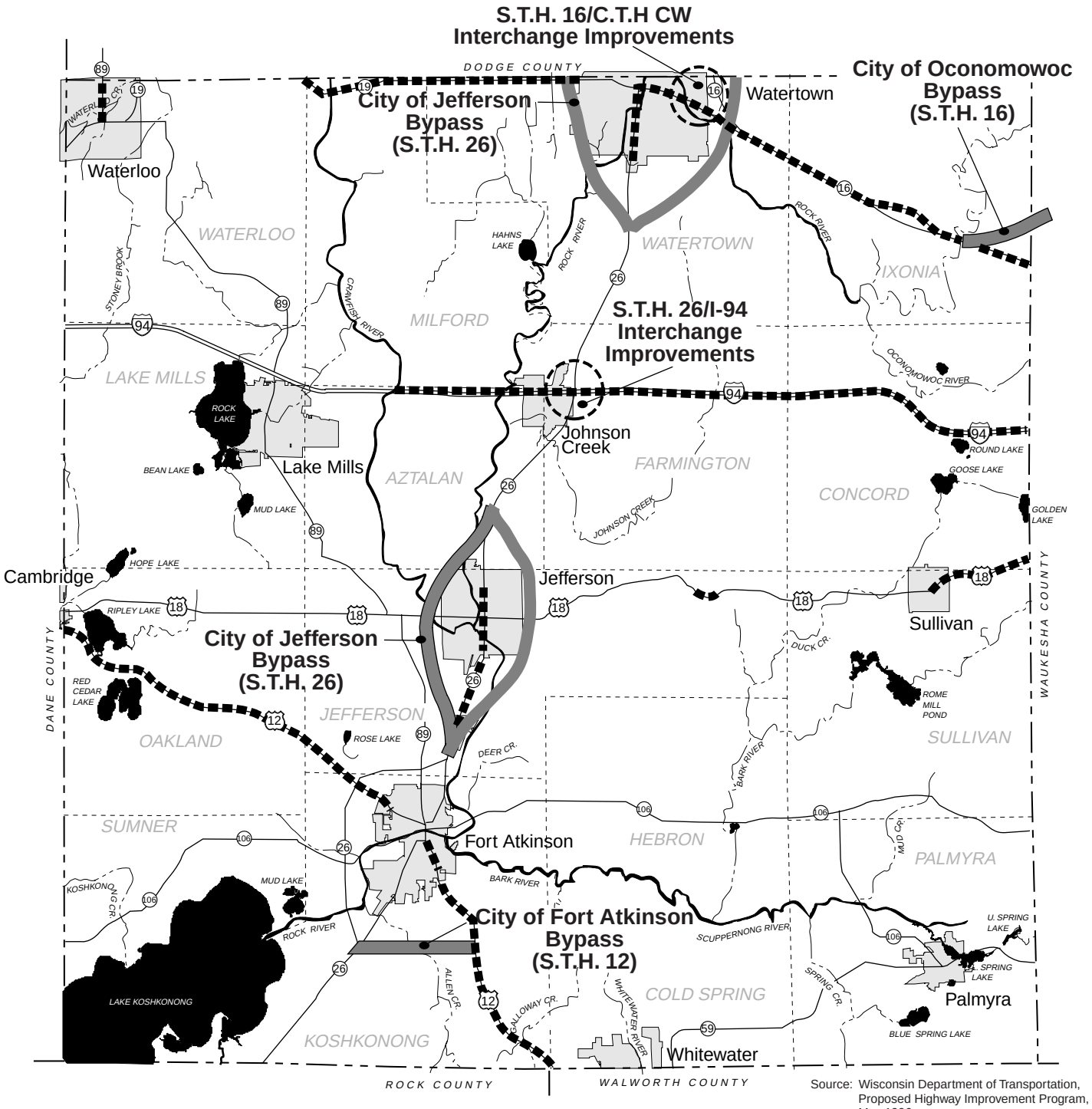
Over the next twenty-year planning period, the key new highway construction projects proposed by the Wisconsin Department of Transportation (WisDOT) in Jefferson County include:

- Interchange and safety improvements on Interstate 94 at Johnson Creek.
- Construction of a Highway 26 Bypass around the City of Jefferson.
- Construction of a Highway 12 Bypass around the City of Whitewater
- Construction of a Highway 12 Bypass around the City of Fort Atkinson connecting to the Highway 26 Bypass.
- Completion of the Highway 16 Bypass around the City of Watertown
- Construction of a Highway 16 Bypass around the City of Oconomowoc.

There will be continual reconstruction and improvements of existing highways, but these will be primarily along the existing right-of-way and will not involve significant alignment changes. Highways scheduled for major reconstruction or surface improvements proposed by WisDOT include:

- Highway 12 (Cambridge to Fort Atkinson)
- Highway 12/89 (Fort Atkinson to Whitewater)
- Highway 12 (Whitewater Ave., City of Fort Atkinson)
- Highway 18 (Helenville)
- Highway 18 (Sullivan to Waukesha County)
- Highway 16 (Watertown to Oconomowoc)
- Highway 19 (Hubbleton to Watertown)

- Highway 19 (Church St. to College Ave., City of Watertown)
- Highway 19 (East Water St. to Ann St., City of Watertown)
- Highway 19 (East Co. Line to STH 16)
- Interstate 94 (Crawfish River to East Co. Line)
- Highway 26 (Airport Rd. to Collins St.)
- Highway 26 (Collins St. to Woolcock St., City of Jefferson)
- Highway 26 (Airport Rd. to Main St., City of Watertown)



Source: Wisconsin Department of Transportation, Proposed Highway Improvement Program, May 1996

POTENTIAL AND PROPOSED HIGHWAY BYPASSES

PROPOSED INTERCHANGE IMPROVEMENTS

PROPOSED HIGHWAY IMPROVEMENT PROJECTS

JEFFERSON COUNTY

POTENTIAL MAJOR HIGHWAY IMPROVEMENT PROJECTS

JJR

10.B. RAIL SYSTEM IMPROVEMENTS

The railroad system in Jefferson County has been significantly reduced over the past several decades as highway transportation has replaced rail as the primary mode for moving both freight and passengers. Currently the only rail lines in active use in Jefferson County include the Canadian Pacific Rail System (serving Ixonia, Watertown, and Waterloo), the Union Pacific (serving Fort Atkinson, Jefferson, and Watertown) and the Wisconsin and Calumet (serving Whitewater and Palmyra).

The key planning objective of Jefferson County is to preserve all of the existing rail service connections, if economically feasible. Preserving rail service in Jefferson County is essential to maintaining the economic competitiveness of the communities and business parks in the County.

Where rail service has been discontinued or abandoned, the general policy of Jefferson County should be to preserve the rail corridors in public ownership under the Rails-to-Trails Program or other comparable programs in accordance with the Jefferson County Bikeway/Pedestrianway Plan. This policy will retain the option for further expansion of either freight or passenger rail services and will provide interim recreation and bicycle/pedestrian transportation enhancement.

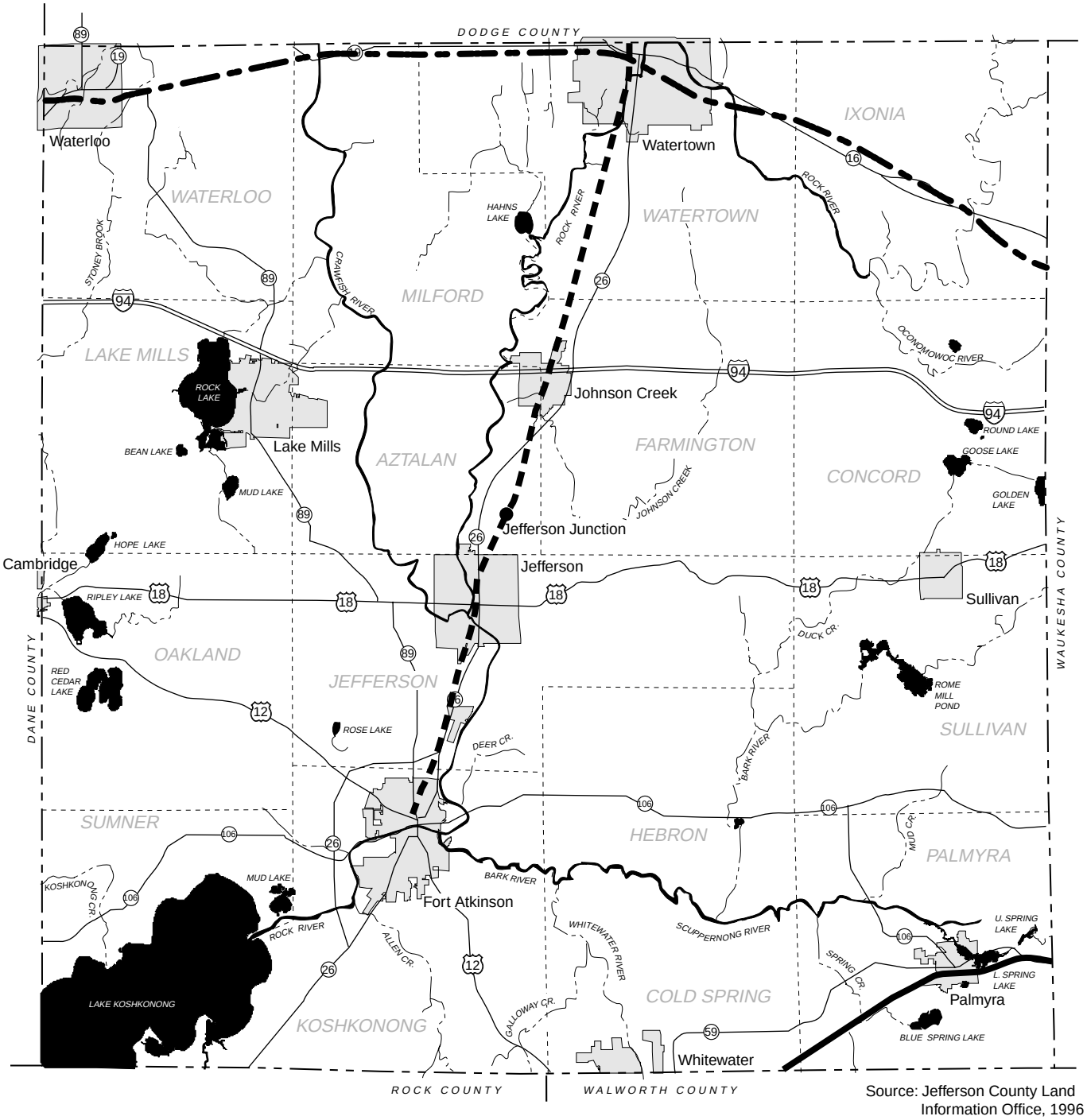
10.C. AIRPORTS

Two public airports serve Jefferson County with hard-surface runways (Watertown and Fort Atkinson) and seven other private and turf-surfaced runways. Maintaining these facilities, particularly the two public airports with hard-surfaced runways, is an important component of County transportation planning.

10.D. TRANSIT SERVICE

Transit service in Jefferson County has several distinct facets. Current transit services are limited primarily to local transportation services for the elderly and handicapped. Most commercial intercity passenger bus service has been discontinued. Rail and other public transit services are in the early planning stages, but no service is currently available.

As Jefferson County continues to be influenced by commuter-driven development and as the population of municipalities continues to grow, transit service will become an increasingly important component of long-range planning.



Source: Jefferson County Land Information Office, 1996

UNION PACIFIC RAILROAD

CANADIAN PACIFIC RAILROAD

WISCONSIN & CALUMET RAILROAD

N

0 1 2
Miles

JEFFERSON COUNTY

ACTIVE RAIL LINES

JJR

Jefferson County and the communities within the County should review opportunities to implement the following long-range transit planning considerations:

1. Resumption of intercity bus service between communities in Jefferson County with connections to Milwaukee, Madison, and Chicago.

2. Municipal intracity transit programs for the elderly and handicapped.

3. Regional commuter rail and light rail service to provide a connection between Jefferson County and the Milwaukee area.

4. Provision of van pools and other forms of private transit service to key businesses and employment centers by major employers.

10.E. BIKEWAY/PEDESTRIANWAY PLAN

In 1996, Jefferson County adopted the Jefferson County Bikeway/Pedestrianway Plan, which focuses on ways in which bicycling and walking can become more appealing and efficient modes of transportation with an improved level of safety. The plan recognizes the recreational and health values of these activities, but emphasizes the transportation function of pedestrian and bicycle facilities.

The Bikeway/Pedestrianway Plan identifies desirable bicycle and pedestrian facility routes throughout Jefferson County and includes detailed bikeway/pedestrianway plans within the communities of Fort Atkinson, Jefferson, Waterloo, Watertown, Whitewater, Johnson Creek, Sullivan, Lake Mills, and Palmyra. Recommended projects are outlined in the plan along with priorities, costs, and implementation strategies.

The implementation strategies for the Bikeway/Pedestrianway Plan are based on the premise that Jefferson County will be the primary agency responsible for implementing the proposed improvements in the unincorporated areas of the County. Local municipal governments will be the lead agencies for most projects within cities and villages.

In order to fund bicycle and pedestrian improvements, the Jefferson County Bikeway and Pedestrianway Plan recommends establishing a County Bicycle and Pedestrian Fund to annually implement a part of the proposed bike and pedestrian transportation system. An important aspect of the funding strategy includes using local funding sources to secure matching funds from State and Federal funding programs.

Additional implementation strategies include the implementation of bicycle facilities and sidewalks as part of roadway improvement projects, supporting Federal and State funding programs, providing "bicycle/pedestrian friendly" policies in the Jefferson County plans and implementation documents, and continuing the work of the Bicycle/Pedestrian Advisory Committee.

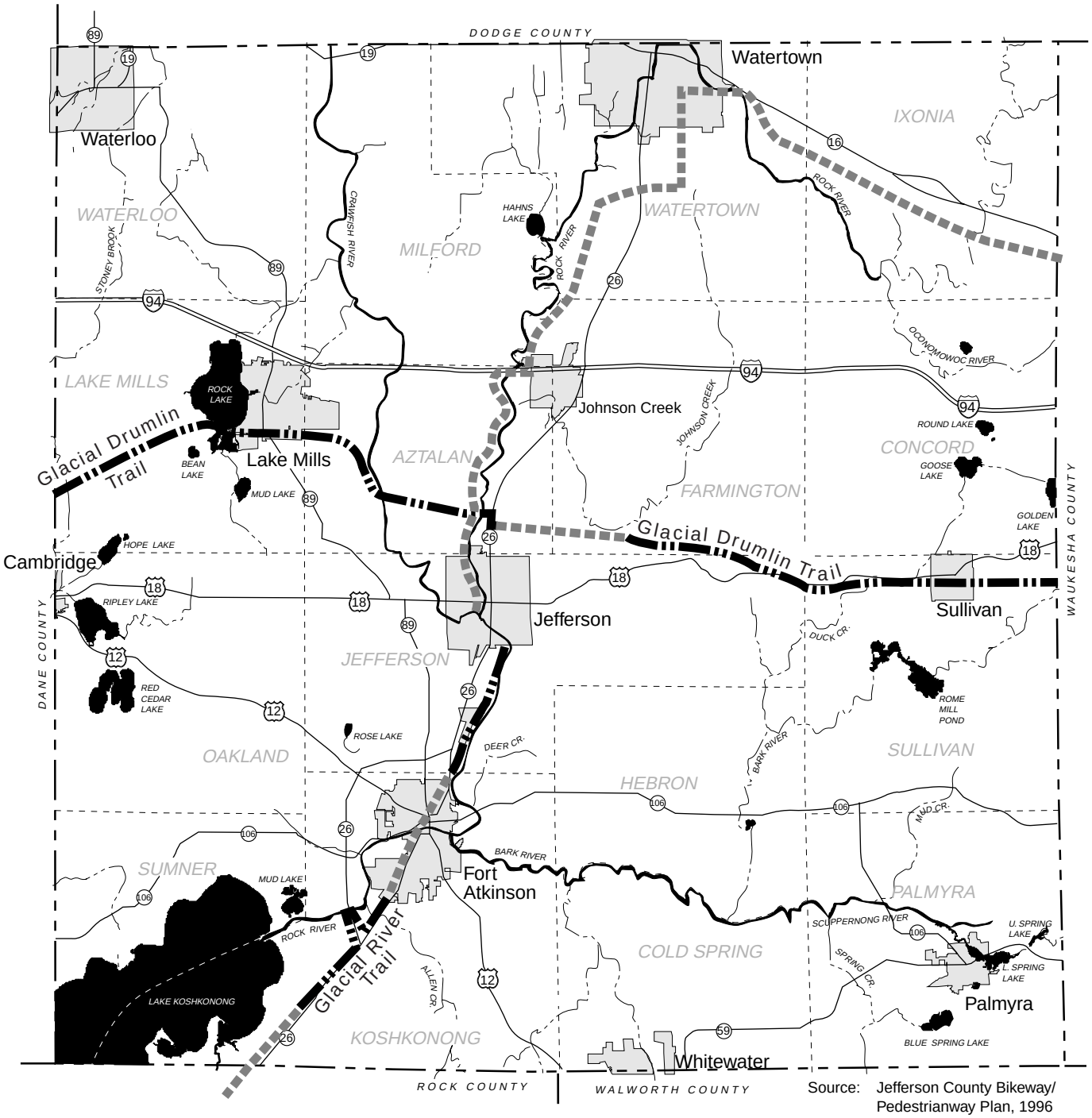
Jefferson County should continue to implement the recommendations in the Jefferson County Bikeway/Pedestrianway Plan, which was approved by the County Board in 1996. The key bicycle and pedestrian facility recommendations in the plan include:

1. Designating and signing bicycle routes throughout Jefferson County on roads with a low volume of automobile and truck traffic.

2. Constructing paved shoulders on segments of highways with higher traffic volumes as these roads and highways are resurfaced or reconstructed.

3. Constructing a system of multiuse trails separated from roadways. The key multiuse trails proposed for construction include:

    a. Glacier River Trail - Fort Atkinson to Jefferson County line
    b. Jefferson to Johnson Creek Trail paralleling the Rock River
    c. Watertown to Oconomowoc Trail
    d. Johnson Creek to Watertown Trail



Source: Jefferson County Bikeway/ Pedestrianway Plan, 1996

EXISTING MULTI-USE RECREATION TRAIL

PROPOSED MULTI-USE RECREATION TRAIL

N

0 1 2
Miles

JEFFERSON COUNTY

RECREATION TRAIL MAP - Major Existing and Proposed

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11. COMMUNITY FACILITIES AND UTILITIES OVERVIEW

11.A. URBAN SERVICE AREA COMMUNITY FACILITY POLICIES

Most of the ten incorporated municipalities in Jefferson County provide a full range of "urban services" including public sanitary sewer service, public water supply, municipal police protection, and municipal parks.

The incorporated communities with delineated urban service areas include:

Village of Cambridge (combined with portions Town of Oakland S.D. #1)
Village of Johnson Creek
Village of Palmyra
Village of Sullivan

City of Fort Atkinson
City of Jefferson
City of Lake Mills (combined with portions of the Town of Lake Mills S.D.)
City of Waterloo
City of Watertown
City of Whitewater

The larger communities, such as the cities of Jefferson, Fort Atkinson, Lake Mills, Whitewater, Waterloo, and Watertown, provide additional services such as libraries, community recreation programs, and limited transit service. Levels of service in the smaller villages vary, but all villages provide, at a minimum, sanitary sewer service.

Jefferson County recognizes and acknowledges that incorporated municipalities need to have reasonable opportunities to grow and expand their boundaries through annexation and intergovernmental boundary agreements with adjoining towns. The potential growth areas around incorporated municipalities are referred to as long-range urban service areas.

The County's policies on annexation and extension of municipal services and facilities within long-range urban service areas include:

1. Jefferson County encourages incorporated municipalities and adjoining towns to enter into "boundary agreements" and other types of interjurisdictional agreements that identify

potential municipal growth areas, plan for phased municipal expansion, and improve intergovernmental cooperation and coordination between adjoining units of government.

2. Municipalities should be encouraged to infill or redevelop vacant or underutilized parcels within existing municipal limits, prior to annexing vacant development land outside the municipal limits.

3. Within the long-range urban service areas, municipalities should adopt staging plans to phase growth and provide urban services and facilities in an efficient and cost-effective manner.

4. New urban development on public utilities should be contiguous to existing developments and should not "leap-frog" parcels contiguous to existing development that are suitable for development.

5. Annexations within long-range urban service areas should be based on reasonable growth and development projections and on specific development proposals. "Speculative annexations" that are not based on specific development plans and the ability of the municipality to extend public services should be discouraged.

6. Where feasible, annexations should be compact and include individual ownership parcels and residences that would otherwise be "peninsulas" or "functional islands" of unincorporated area surrounded by a municipality.

6. Where there are "natural boundaries" such as rivers, drainage divides, or limited access highways that provide logical service limits, municipal boundaries should correspond to logical service limits.

7. Where existing municipal boundaries are irregular and include town islands or peninsulas, municipalities and adjoining towns should enter into joint service agreements and boundary adjustments.

8. Annexations adjoining public roads should include the entire street right-of-way to prevent conditions where a single road will be under two jurisdictions.

11.B. LIMITED URBAN SERVICE AREA COMMUNITY FACILITY POLICIES

There are 7 sanitary districts and one lake management district that are designated as limited urban service areas. These districts currently provide or are planning to provide public sanitary sewer service to unincorporated areas in Jefferson County. Some of the sanitary and lake

management districts have been created to address environmental problems due to failing private systems and threats to surface and ground waters in Jefferson County.

In some instances, such as Ixonia Sanitary District #1 (Ixonia) and Sullivan Sanitary District #1 (Rome), the districts have formed around pre-existing rural hamlets. In other instances, such as Oakland Sanitary District #1 (Lake Ripley) and the Blue Lake Management District, the districts have formed primarily for the purpose of protecting water quality in adjoining lakes.

The sanitary and lake management districts include:

Ixonia Sanitary District #1 (Town of Ixonia - Ixonia)
Ixonia Sanitary District #2 (Town of Ixonia)
Consolidated Koshkonong Sanitary District (Town of Sumner)
Koshkonong Sanitary District #1 (Town of Koshkonong)
Lake Mills Sanitary District (Town of Lake Mills - Rock Lake)
Oakland Sanitary District #1 (Town of Oakland - Lake Ripley)
Blue Spring Lake Management District (Town of Palmyra)
Sullivan Sanitary District #1 (Town of Sullivan - Rome)

These areas are considered limited urban service areas due to the fact that sanitary sewer service is the only "urban service" provided. Aside from sewer service, these areas are anticipated to remain predominantly rural development districts offering only those services typically associated with rural areas.

While Ixonia Sanitary District #1 (Ixonia) and Sullivan Sanitary District #1 (Rome) could potentially meet the requirements for incorporation of villages under Wisconsin Incorporation Law, there are no plans in the near future for these areas to incorporate.

The key community facilities policies for the unincorporated sanitary and lake management districts include:

1. All new development within the boundaries of the district should be connected to the public sewer system, unless the district approves individual exceptions.

2. Vacant or underutilized parcels within the district boundaries should be infilled and developed prior to expansion of the district boundaries.

3. Maintain the quality and efficiency of wastewater treatment plants.

4. Where the district adjoins an incorporated community, coordinate planning, staging of development, and provision of other municipal services with the incorporated community.

11.C. RURAL AREA COMMUNITY FACILITIES POLICIES

In the rural areas of Jefferson County, which include the agricultural preservation areas and rural hamlets, the key public services provided to residents and property owners include:

- Public Schools
- Public School Bus Transportation
- County Sheriff Protection
- Fire Protection
- Emergency Medical Services
- Road Maintenance and Snow Removal

The general policies of Jefferson County with respect to community facilities in rural areas include:

1. Maintain levels of development in rural areas at densities where there will not be an increased demand for services that are typically found in higher-density areas.

2. Encourage towns to explore joint service agreements with neighboring towns and incorporated municipalities where consolidating and coordinating rural services, such as road maintenance and snow removal, can result in cost savings.

3. Where development occurs in predominately rural areas, encourage clustering so that community services, such as school bus transportation, snow removal, and public safety services, can be provided in a cost effective and efficient manner.

4. Explore mechanisms and ordinance changes that would require new developments in rural areas to pay their proportionate share of the cost of additional services. Investigate the use of impact fees and other fees and exactions to assure that existing property owners in Jefferson County do not incur higher taxes in order to support new development.

12. IMPLEMENTATION

The Jefferson County Agricultural Preservation and Land Use Plan is an advisory document and policy framework that sets forth general goals and presents a vision for community growth and land preservation over the next two decades. The plan is predicated on a fundamental commitment to manage new development in a manner that protects the natural resources of the County and preserves the rural character of the countryside.

Much effort has gone into developing the goals and policies described in the plan. The plan reflects the input of many individuals from diverse backgrounds throughout the County. The balanced approach of the plan incorporates a wide range of public interests and concerns.

The plan, however, is only useful if its recommendations are implemented. Putting the recommendations of the plan into effect will require consistent use of the plan as a guide for a wide variety of specific actions.

Some of the tools that Jefferson County will be using over the next several years to implement the County Agricultural Preservation and Land Use Plan include:

Priority Implementation Activities

- Make amendments and updates to the Jefferson County Zoning and Land Division Ordinances to reflect the goals and policies of the Agricultural Preservation and Land Use Plan.

- Develop a County level site plan review process based on site planning guidelines and development design principles. The location of buildings, roads, and private drives will be reviewed to minimize the loss of prime agricultural land, wooded hilltops, and natural vegetation.

Other Implementation and Plan Follow-up Activities

- Maintain adequate staffing levels in the Jefferson County Department of Planning and Zoning to implement the goals and policies of the Agricultural Preservation and Land Use Plan.

- Continue to utilize the County's Land Information Office and GIS system to provide County officials, local governments, and individuals with accurate maps and data about the land and resources of Jefferson County.

- Continue to seek grants from the Wisconsin Department of Natural Resources and other State and Federal agencies for the acquisition of outdoor recreation sites, open space, and conservancy lands.

- Support stormwater management and erosion control efforts to protect the surface and groundwater resources of the County.

- Support a Jefferson County study to comprehensively list, identify locations, and describe sites of historical and archaeological importance that are not currently registered or protected.

Other Planning and Zoning Activities

- Continue to support cooperative planning between local units of government in Jefferson County.

- Work with the Wisconsin Department of Transportation and other regional agencies to assure that transportation and other major infrastructure improvements are consistent with the goals and policies of the Jefferson County Agricultural Preservation and Land Use Plan.

- Continue to explore the use of "impact fees" and other capital cost recovery mechanisms to assure that the costs of new development are not borne by the existing taxpayers of Jefferson County.

- Continue to explore tools for improving the efficiency and effectiveness of the zoning and development review process.

- Continue to provide information and educational programming through the UW-Extension and other agencies on sound land use planning and resource protection.

In addition to the actions and tools recommended in this report, it is important that the plan be used on a day-to-day basis by the Jefferson County Zoning and Planning Committee, the County Board of Supervisors and other committees and decision-making groups in the County as a "blue-print" for a wide range of decisions involving zoning and land division regulation, transportation planning, community facilities siting, park and recreation area improvements, environmental protection, and other functions of County government.

State Statute 91.57 (3) identifies specific procedures and standards for controlling the installation and maintenance of private waste disposal systems, and for identifying areas not suitable for the installation of such systems.

Jefferson County has an ordinance regulating the installation and maintenance of private waste disposal systems. Also, GIS maps are available at the County Zoning Office identifying soils that are potentially limiting for the installation of private waste disposal systems.

13. ADOPTION, MONITORING, AND AMENDMENT

13.A. PLAN ADOPTION

The preparation of the Jefferson County Agricultural and Land Use Plan has been undertaken in accordance with Wisconsin Statutes ss. 59.69(3), which authorizes and governs the preparation of such plans. Wisconsin Statutes ss. 59.69(3) specifies the territory that may be included in a county development plan, indicates the permissible scope and content of such plans, and establishes, public hearing and plan adoption procedures.

Upon review, approval, and adoption by the County Board, the plan will be certified by the County Clerk to the clerks of each of the sixteen civil towns.

While the Jefferson County Agricultural Preservation and Land Use Plan applies directly to the sixteen civil towns that comprise the unincorporated territory of the County, it is also intended to provide guidance to the incorporated cities and villages that were involved in the planning process. The plan will be transmitted to the cities and villages in Jefferson County. Transmittal of the plan to cities and villages is not intended to meet a statutory requirement; rather, it is intended for informational purposes, providing a basis for the common understanding and general support of the land use, housing, transportation, and recreation objectives of the plan.

13.B. MONITORING AND AMENDING THE PLAN

In view of the anticipated continued growth and development of the County, provisions need to be made for the periodic review and reevaluation of the plan to ensure that it continues to properly reflect changing conditions and any changes in county and local development objectives. In this respect, it is recommended that the implementation status of the plan be reviewed annually and that a reevaluation, update, and revision, as appropriate, of the plan be conducted every five years, or as deemed necessary.

The Jefferson County Agricultural Preservation and Land Use Plan can be amended by resolution of the Jefferson County Board of Supervisors at any time upon submittal of an amendment proposal and recommendation of the Jefferson County Zoning and Planning Committee. Proposed amendments can be initiated by landowners, local units of governments, Jefferson County staff, the Jefferson County Zoning and Planning Committee, or the Jefferson County Board of Supervisors.

The procedures for amendment are as follows:

1. Submittal of a written request for a Jefferson County Agricultural Preservation and Land Use Plan amendment to the staff of the Jefferson County Zoning and Planning Department.

2. The Jefferson County Zoning and Planning Committee shall hold a public hearing pursuant to the adoption procedures described in Wisconsin Statutes ss. 59.69(3).

3. After review and approval of the proposed amendment, the Jefferson County Zoning and Planning Committee shall submit the amendment to the Jefferson County Board of Supervisors for its review, approval, and adoption. The amendment shall be adopted by resolution and when adopted shall be certified as provided in Wisconsin Statutes ss. 59.69(3).

APPENDIX A

DEVELOPMENT DESIGN GUIDELINES

A key element of implementing the Jefferson County Agricultural Preservation and Land Use Plan will be improving the quality and appearance of the built environment. Adherence to sound site planning and development design principles can mitigate many of the aesthetic and functional problems often associated with land development. While much of the focus of the Jefferson County Agricultural Preservation and Land Use Plan is on preserving agricultural land and other natural resources and directing new development to planned development districts or planning areas, an important element of planning in Jefferson County is influencing the design and overall quality of development.

This Appendix represents suggested guidelines by the planning consultant for future use and refinement by the County Planning and Zoning Committee.

A. REGULATORY APPROACHES TO SITE PLAN REVIEW AND DESIGN

Site planning guidelines and development design principles can be implemented through a variety of ordinances and review processes at both the County and town levels.

RECOMMENDED COUNTY-LEVEL SITE PLAN REVIEW

At the County level, Jefferson County should consider amending the zoning and land division ordinances to include site plan review as part of the zoning and land division approval process. Applicants for land divisions should be required to submit site plans showing the following information:

1. Location of existing buildings and drives
2. Location of proposed new principal and accessory buildings
3. Location of proposed driveways and access points to public streets
4. Location of proposed septic systems

At the County level, the site plan review regulations should focus primarily on the following resource preservation and safety issues:

1. Does the proposed site plan minimize loss of prime agricultural land?
2. Does the proposed site plan preserve existing mature vegetation?
3. How does the access onto public roads affect traffic flow and traffic safety?

OPTIONAL TOWN SITE PLAN REVIEW

The suggested County site plan review regulations are considered "baseline" site plan review standards. At the town and municipal level, site plan review guidelines can be extended to aesthetic considerations, such as compatibility with other buildings in the vicinity, preservation of historic architectural styles and traditions, landscaping, and screening.

Town and municipal ordinances relating to site plan review and development design may be more restrictive than the County regulations. The level of site plan regulation is likely to vary between different local governments reflecting different local goals and policies. Where there are town site plan review or development design regulations that are more restrictive than Jefferson County ordinances, Jefferson County will refer applicants to the respective town for town approvals.

B. IMPLEMENTATION THROUGH INFORMATION AND EDUCATION PROGRAMS

One of the most effective ways to achieve higher quality is through informing and educating both the general public and the building construction and real estate industry on the principles of good site planning and architectural design.
Examples of Information and Education (I & E) Programs that Jefferson County should support include:

- General Planning and Design Workshops and Training Programs
- Specialized Workshops and Short-Courses for Rural Home Buyers and Builders
- Site Planning and Design Training Programs through the Vocational and Technical Schools
- Brochures and Pamphlets on Principles of Site Planning and Design
- Plan Commissioner Workshops and Training Programs

C. SITE PLANNING AND DEVELOPMENT DESIGN PRINCIPLES

In this section, site planning and development design principles are organized according to the four major land use classifications used in the other sections of the plan. These are:

- Agricultural Preservation Areas
- Rural Hamlets
- Environmental Corridors
- Urban Service Areas

Agricultural Preservation Area Design Guidelines

Rural Residential Development Guidelines

1. Where feasible, locate structures in rural areas on the edges of tillable fields, either along an existing fence line or on nontillable land where the disruption of farming practices will be minimized.

2. Locate driveways along existing fence lines or other nontillable lands.

3. Locate structures to minimize visibility from public rights-of-way. Where structures cannot be located either within a woods or at the edge of woods, preserve or plant a buffer screening area between the structure and the public road right-of-way.

4. Avoid construction of new structures on the crest of ridges or hilltops where they will be visible from a broad area. A preferred location for hillside homes is on the upper portion of a ridge, but below the crest, where the homeowner can achieve a view, but the hilltop will remain in natural vegetation.

5. Cluster nonfarm residences on nontillable lands if available in such a manner that prime farmlands and environmentally-sensitive portions of the site are preserved.

6. Minimize the number of separate individual driveway entrances onto County or State highways. Where homes are clustered, allow individual homes access from a shared driveway or a new local service road.

7. Garages and other accessory buildings should be located so that they will either be behind or adjacent to the principal structure and should be designed and constructed of similar materials, colors, and architectural character as the principal structure. Avoid placing garages or accessory buildings on the street side of the principal residence.

8. Minimize the amount of land taken out of agricultural production.

9. Encourage the use of rustic fences, such as split rail, or traditional board fences that are found on farmsteads in Jefferson County to define lawn areas and along town roads. Discourage the use of metal cyclone fences or other security fences, except in commercial settings where security is essential.

10. Discourage architectural styles and materials that would contrast sharply or clash with neighboring residences or other structures.

11. Encourage the use of colors that are either neutral or blend with the surrounding environment.

Rural Commercial, Industrial, and Agribusiness Development Guidelines

1. Limit new commercial development in the rural preservation areas to agricultural or resource-based businesses that would not be appropriate or feasible in a nonrural setting.

2. Regulate off-premises advertising signs or billboards, except on State and Federal highways.

3. Require on-premises signage to be incorporated into the overall architectural character of the building. All outside signage should be reviewed at the time that the site plan is reviewed and approved.

4. Require all commercial parking areas to be buffered with either landscaped berms or peripheral planting strips consisting of either existing or new screening plants. New parking lots should be required to provide at least one canopy tree for each 12 stalls of parking.

5. Require at least a 15-foot setback and buffer area between commercial parking areas and public road rights-of-way.

6. Screen from view of public right-of-way and neighboring properties all stored equipment, construction materials, salvage materials, or other materials or supplies permanently stored outside. The standard screening fence should be a board-on-board fence at least 6 feet in height. Other fencing or screening materials may be considered where the fencing design, color, and material would blend with the surrounding environment.

7. Direct and screen all outdoor lighting so that the lights will not affect neighboring properties. No more than one foot-candle of light should be allowed to escape from commercial sites to adjoining residentially-zoned properties.

Rural Communication and Utility Facilities Guidelines

1. Require developers of utility and communication facilities to consider co-location as a means of reducing or limiting the total number of communication and utility sites in rural Jefferson County.

2. All new communication towers should be designed and constructed to accommodate other future co-located communication facilities on the same tower.

3. Where feasible, communication facilities should be attached to existing structures, such as farm silos or grain elevators, where construction of a new tower structure will not be required.

4. Communication towers, utility transmission or distribution lines, and utility facilities should be located in a manner that minimizes the impact on current and potential future farming practices. All facilities and access drives should minimize the loss of tillable agricultural land.

Rural Hamlet Design Guidelines

1. Development within designated rural hamlets should be designed to foster a cohesive and compact settlement pattern surrounding an identifiable commercial core.

2. Entire ownership parcels within or adjacent to designated rural hamlets should be master-planned to show the interrelationship of individual lots to the remainder of the parcel.

3. Clustered development with access from local roads, other than County or State trunk highways, is preferable to individual lots accessed directly from major roads.

4. Natural vegetation along the edges of all wetlands, creeks, and streams should be preserved.

5. Safe and efficient pedestrian and bicycle access within designated Rural Hamlets should be provided as part of new developments.

6. The architectural design, materials, and colors of new development should be compatible with the existing architectural character of the settlement.

7. New residential development should provide at least one front yard canopy tree per 50 feet of public street frontage.

8. Minimize the number of curb cuts or driveway entrances; where feasible, adjoining commercial uses should have shared driveways.

9. Require all commercial parking areas to be buffered with either landscaped berms or peripheral planting strips consisting of either existing or new screening plants. New parking lots should be required to provide at least one canopy tree for each 12 stalls of parking.

10. Screen from view of public rights-of-way and neighboring properties all stored equipment, construction materials, salvage materials, or other materials or supplies permanently stored outside. The standard screening fence should be a board-on-board fence at least 6 feet in height. Other fencing or screening materials may be considered where the fencing design, color, and material will blend with the surrounding environment.

Environmental Corridor Design Guidelines

1. Locate all structures at least 75 feet from all navigable water bodies and wetlands identified on the WDNR Wetlands Inventory or wetlands otherwise designated by the U.S.

Army Corps of Engineers or Wisconsin Department of Natural Resources. Maintain natural vegetation in the wetland buffer areas.

2. Do not grade or disturb the natural vegetation on slopes greater than 20 percent.

3. Design all structures within an environmental corridor to blend as much as possible with the natural environment. Encourage the use of native materials, such as stone and wood, and "earth tones" or other colors that would not be highly visible or distract from the natural setting.

4. Maintain as much land as feasible in natural ground cover.

Urban Service Area Design Guidelines

1. Development within designated urban service areas should be designed in anticipation that the development site and adjoining lands will ultimately be served by public sanitary sewer and potentially developed or redeveloped at higher densities.

2. Where sites will not be immediately served by public utilities, all lots and streets should be designed with utility easements so that sewer and water utilities can be extended to the site in the future.

3. Lots larger than one acre should be platted or surveyed in such a manner that they can be redivided into smaller parcels on public utilities at some point in the future.

APPENDIX B

GUIDELINES FOR PREPARING LOCAL PLANS

The Jefferson County Agricultural Preservation and Land Use Plan contains recommendations that encourage incorporated municipalities and towns to adopt local plans for managing growth and development as well as preserving natural resources. The Jefferson County Planning and Zoning Committee will use the County Plan as a policy guide on which it will base its zoning recommendations. Local plans can provide additional useful guidance to the County, particularly if the local plan is more restrictive than the benchmark guidelines in the County plan. The purpose of this section is to provide local officials with an outline of process and content steps associated with the preparation of a town plan or incorporated municipality plan.

Guidelines for the Local Plan Process

The process for preparing local plans should consist of at least the following elements:

1. The formation of a committee or group to direct the planning program.

2. Identification of key planning purposes.

3. Development of a work program to guide the entire planning effort including:
   - Scope of work
   - Deliverable products
   - Timing
   - Responsibilities
   - Costs and other resource considerations

4. Maximum citizen involvement throughout the process.

Guidelines for Local Plan Content and Steps

Local plans should consist of several basic elements:

- Background Information and Profiles
- Analysis of Trends, Projections and Issues
- Visioning
- Policy Statements and Recommended Plan
- Mapped Districts
- Implementation Program

I. Background Information and Profiles. Background data should include the following:

A. Description and maps showing the following physical and environmental features including:

1. 100-year floodplains
2. Wetlands delineated by WDNR
3. Prime agricultural soils
4. Other environmentally-sensitive resources or natural features

B. Description and maps of existing land uses and development patterns

C. Description of existing and planned public facilities and services provided by local government.

II. Analysis of Trends, Projections, and Issues. This should address:

A. Demographic trends, growth trends, and projections
B. Issue identification and analysis

III. Visioning. This step should include the generation, organization, and selection of:

A. Consensus Vision Statements and Key Goals
B. Alternative scenarios for directing growth and preserving land. Scenarios should be graphically shown in meaningful illustrations and drawings.

IV. Policy Statements and Plan. Policy statements should address the following:

A. Recommended policy statements for
1. Preservation of agricultural lands and other natural resources
2. Urban growth and development, if applicable

3. Rural development areas (i.e. rural hamlets)
4. Provision of public facilities
5. Protection of environmentally-sensitive areas

B. The recommended plan will consist of the key features of these policies. The associated affect of these policies should be mapped and illustrated to show what the plan means on the landscape (for a typical farm, on the fringe of a community, in a rural development area, and in a natural area).

V. Plan Maps. Planning maps should include:

A. Delineation of agricultural districts to be preserved.
B. Identification of environmental corridors and significant resource features that should be protected and preserved.
C. Delineation of rural hamlets suitable for expansion or further nonfarm development. The mapped elements for rural hamlets should show proposed land uses, future streets, and drainageways and/or stormwater management basins.
D. Delineations of long-range urban service areas, if applicable. Urban service area delineations should indicate phasing or staging plans within urban service areas indicating the order and approximate time frame for extending services to various lands within the long-range urban service area.

VI. Implementation Recommendations. The implementation recommendations should include:

A. A description of land use controls needed to implement the policies.
1. Jefferson County Zoning amendment recommendations
2. Town subdivision regulations or recommendations for County ordinance amendments
3. Official mapping, where appropriate
4. Others

B. Public facility program including a description of the timing, location, use, capacity, and financing procedures for existing and proposed facilities. This program may be applicable only in towns with sanitary districts, providing public sewer or other services.
C. Programs to protect areas of special environmental, natural resource or open space, such as dedication requirements or purchase through an acquisition program.
D. Preparation of criteria or guideline for proposed development of less sensitive or valuable open areas such as a wooded areas or slopes.
E. Procedures for periodic review and evaluation of adopted plans in light of changing needs or conditions
F. Other strategies or follow-up actions

Sources:
- Discovery Group, Ltd.
- University of Wisconsin-Extension
- Jefferson County Zoning Department

APPENDIX C

SUPPLEMENTAL FARMLAND CERTIFICATION INFORMATION

In order to continue Jefferson County's participation in the Farmland Preservation Program, administrated by WI Department of Ag, Trade and Consumer Protection (DATCP), the County Board was required to have the Jefferson County Agricultural Preservation and Land Use Plan approved by the State of Wisconsin Land and Water Conservation Board. The following is the additional information that was required to be included as part of our plan certification by that board.

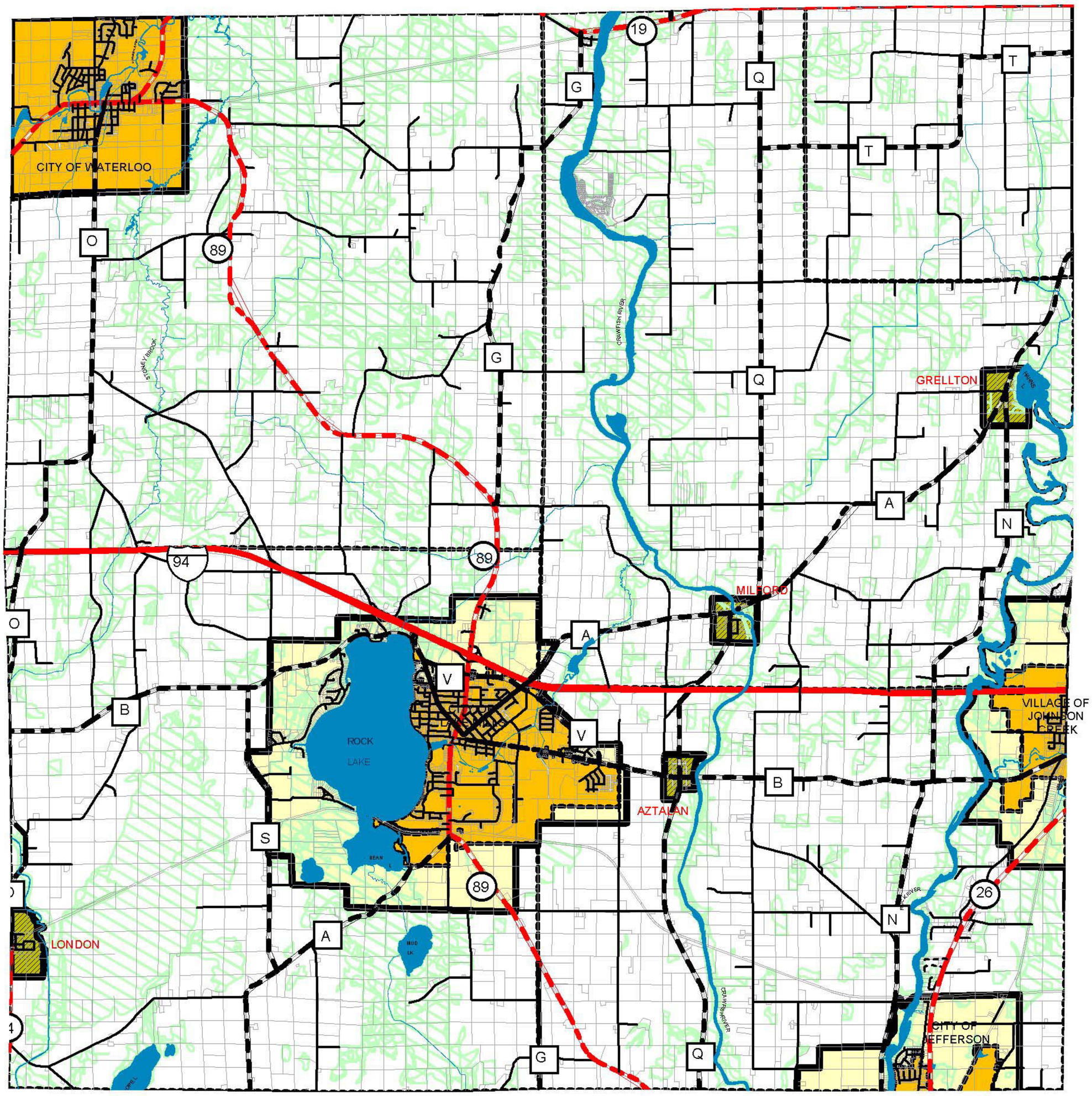
Farmland Certification Information

Page 198 – 201 Jefferson County detailed Agricultural Preservation and Land Use Maps

Page 202 – 254 Supplemental Farmland Certification review process with DATCP

JEFFERSON COUNTY
DETAILED AGRICULTURAL PRESERVATION AND LAND USE PLAN MAPS
NORTHWEST QUADRANT

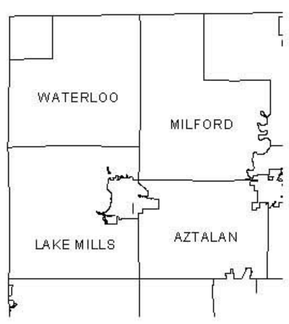
SUPPLEMENTING TOWN LEVEL MAPPING DESCRIBED ON PAGES 51-83
OF THE JEFFERSON COUNTY
AGRICULTURAL PRESERVATION AND LAND USE PLAN



LEGEND

- MUNICIPAL BOUNDARIES
- CITIES AND VILLAGES
- AGRICULTURAL PRESERVATION AREA
- ENVIRONMENTAL CORRIDOR OVERLAY / AG PRESERVATION AREA / AG TRANSITION AREA
- RURAL HAMLETS / AG TRANSITION AREA
- URBAN SERVICE AREA / AG TRANSITION AREA

TOWNSHIP LEGEND



N

1" = 2 miles

MAPPING CRITERIA

AGRICULTURAL PRESERVATION AREAS

- All areas outside both Urban Service Area and Rural Hamlet boundaries, and consisting of contiguous blocs of 100 or more acres
- Agricultural Preservation areas are where only Agricultural Preservation policies apply. Pages 88-95 of the plan.
- Environmental Corridor (EC) Overlay areas provide additional protective policies overlaying the Agricultural Preservation policies. The one dwelling unit (DU) per 35 acre density maximum for the Agricultural Preservation area takes precedence over the one DU per 10 acre density allowed for the EC overlay. Page 142 of the plan.

**Also see supplemental Farmland Certification Information folder, pages 33 & 34 for further information.

AGRICULTURAL TRANSITION AREAS

- Areas of at least 35 acres outside the incorporated areas (cities and villages) AND within the boundaries of either the Rural Hamlet or Urban Service Areas designated. See pages 98-100 and 106-107 of the plan.
- Agricultural Preservation area policies will remain in force in Agricultural Transition areas until annexation, rezoning, or land division occurs. See page 144 of the plan.
- Environmental Corridor (EC) Overlay areas provide additional protective policies overlaying the Agricultural Preservation policies. The one dwelling unit (DU) per 35 acre density maximum for the Agricultural Preservation area takes precedence over the one DU per 10 acre density allowed for the EC overlay. Page 142 of the plan.

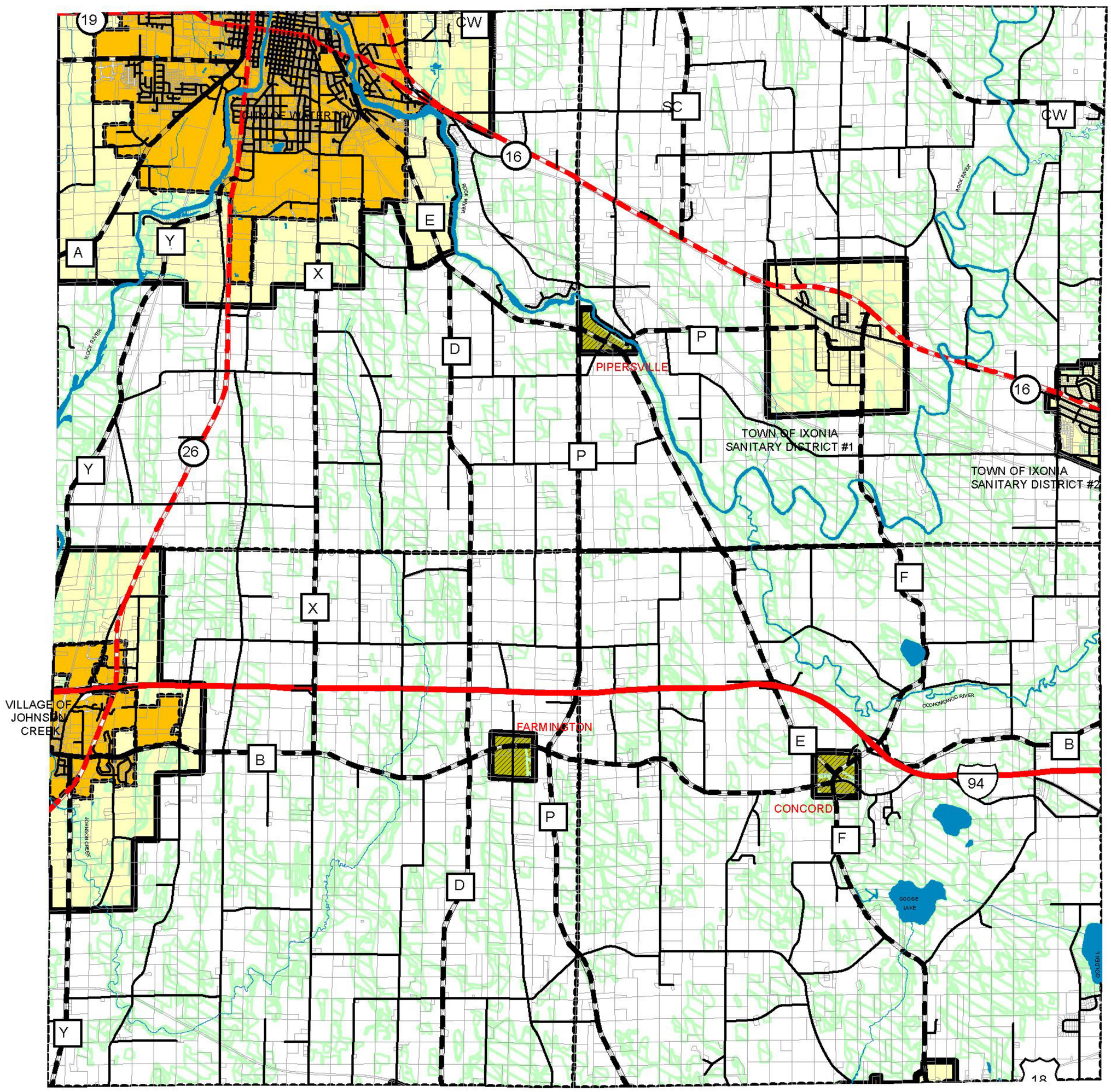
**See supplemental Farmland Certification Information folder on page 34 regarding transition areas

NOTE: It is the intent of the Jefferson County Board of Supervisors to apply our Agricultural Preservation Policies in as much of the county as possible with the objective of protecting the ability to farm for as long as possible in all plan policy areas. We attempt to depict this concept by use of Agricultural Transition areas where Agricultural Preservation policies take precedence until theTransition Area policies are exercised (Rural Hamlet and Urban Service). Agricultural Preservation Area densities (pages 86-88 of the plan) would take precedence over maximum density allowed in the Environmental Corridor overlay areas (page 142). Environmental Corridor Overlay Area densities of one DU per 10 acres are in effect only where they reduce allowed density described in the A-3 zoning district (page 93) or in higher density zoning districts that apply in the Agricultural Transition Areas.

COMPILED IN THE JEFFERSON COUNTY
LAND INFORMATION OFFICE 11/15/2000

JEFFERSON COUNTY
DETAILED AGRICULTURAL PRESERVATION AND LAND USE PLAN MAPS
NORTHEAST QUADRANT

SUPPLEMENTING TOWN LEVEL MAPPING DESCRIBED ON PAGES 51-83
OF THE JEFFERSON COUNTY
AGRICULTURAL PRESERVATION AND LAND USE PLAN



LEGEND

- MUNICIPAL BOUNDARIES
- CITIES AND VILLAGES
- AGRICULTURAL PRESERVATION AREA
- ENVIRONMENTAL CORRIDOR OVERLAY / AG PRESERVATION AREA / AG TRANSITION AREA
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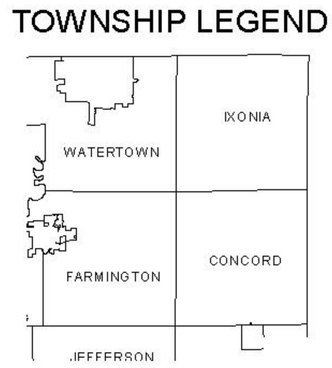
TOWNSHIP LEGEND



N

1" = 2 miles

COMPILED IN THE JEFFERSON COUNTY
LAND INFORMATION OFFICE 11/15/2000

JEFFERSON COUNTY
DETAILED AGRICULTURAL PRESERVATION AND LAND USE PLAN MAPS
SOUTHWEST QUADRANT

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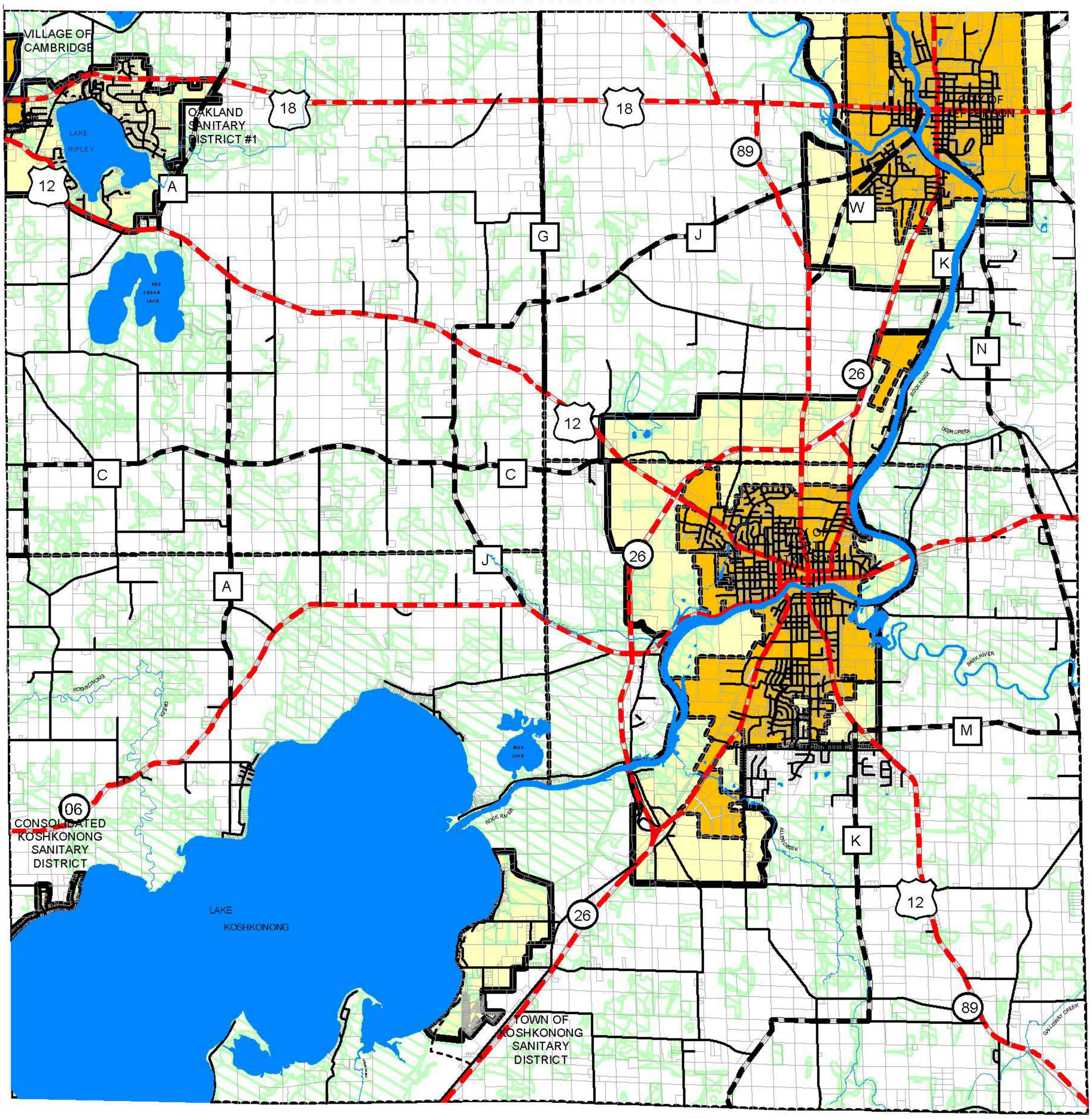
AGRICULTURAL PRESERVATION AND LAND USE PLAN



LEGEND

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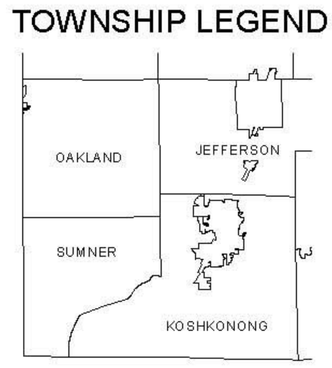

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COMPILED IN THE JEFFERSON COUNTY LAND INFORMATION OFFICE 11/15/2000

JEFFERSON COUNTY
DETAILED AGRICULTURAL PRESERVATION AND LAND USE PLAN MAPS
SOUTHEAST QUADRANT

SUPPLEMENTING TOWN LEVEL MAPPING DESCRIBED ON PAGES 51-83
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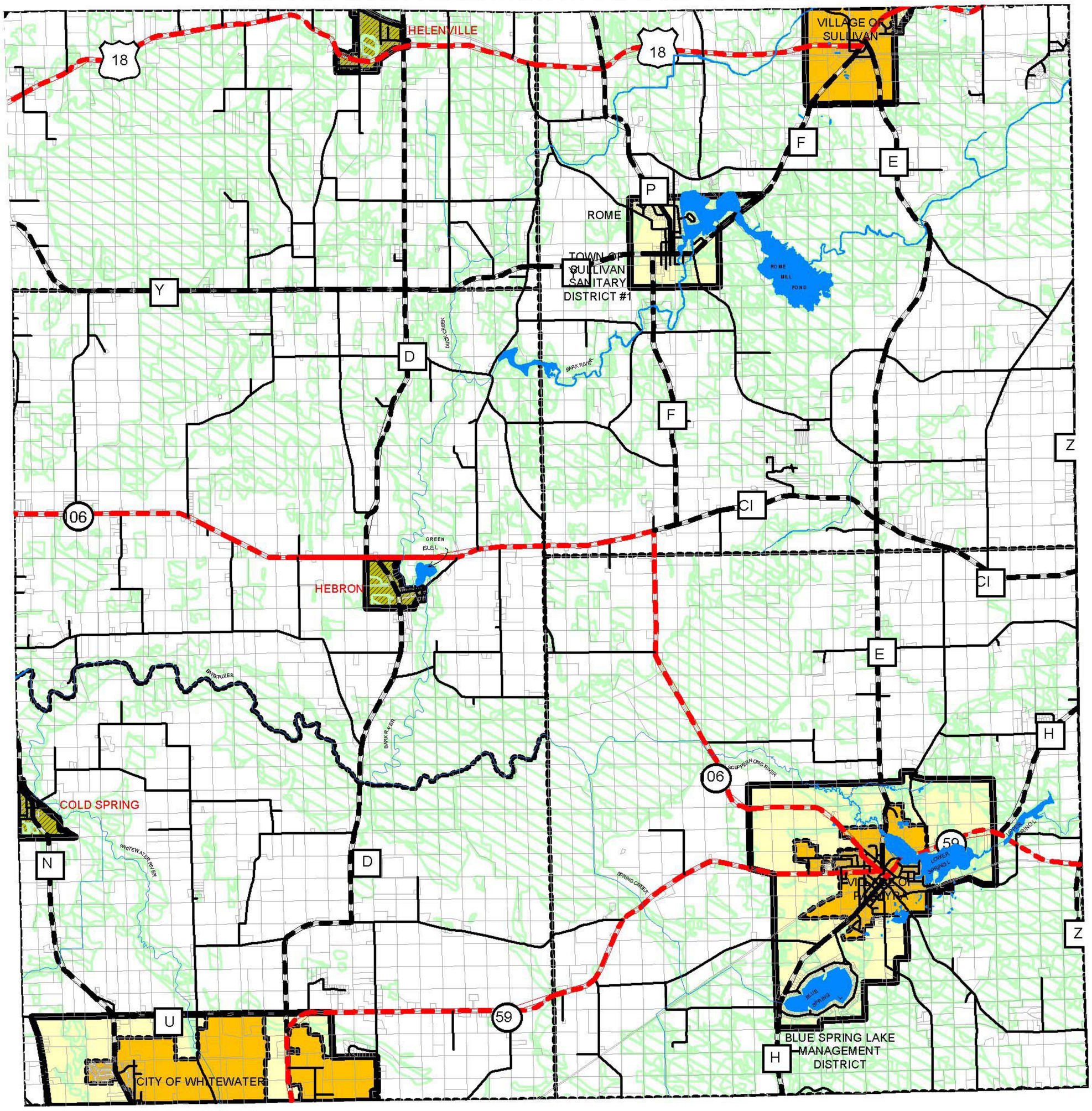

LEGEND

MUNICIPAL BOUNDARIES

CITIES AND VILLAGES

AGRICULTURAL PRESERVATION AREA

ENVIRONMENTAL CORRIDOR OVERLAY / AG PRESERVATION AREA / AG TRANSITION AREA

RURAL HAMLETS / AG TRANSITION AREA

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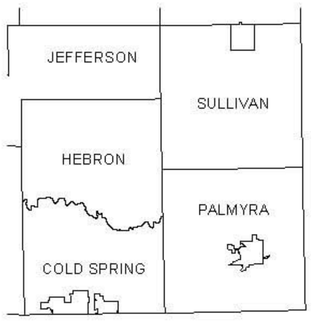

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COMPILED IN THE JEFFERSON COUNTY LAND INFORMATION OFFICE 11/15/2000

STATE OF WISCONSIN
LAND AND WATER CONSERVATION BOARD

JEFFERSON COUNTY AGRICUTURAL PRESERVATION PLAN MAP AND TEXT	**DOCKET NO. 00-39-28-000-P** **DECISION CERTIFYING THE PLAN MAP AND TEXT THROUGH DECEMBER 31, 2009, WITH CONDITIONS**

INTRODUCTION

Pursuant to ss. 91.06 and 91.78, Wis. Stats., Jefferson County asks the State of Wisconsin Land and Water Conservation Board to certify a comprehensively revised county agricultural preservation plan. The Land and Water Conservation Board considered this matter on December 6, 2000 and adopted the following decision:

FINDINGS OF FACT

(1) The State of Wisconsin Land and Water Conservation Board (LWCB) is an agency of the State of Wisconsin. The LWCB is attached, for administrative purposes, to the State of Wisconsin Department of Agriculture, Trade and Consumer Protection (department). The department is responsible for providing administrative support to the LWCB.

(2) The LWCB and the department are jointly responsible for administering Wisconsin's farmland preservation program under ch. 91, Wis. Stats. The farmland preservation program is designed to preserve agricultural lands and open spaces, to promote soil and water conservation, to promote orderly land use planning and development, and to provide tax relief to owners of farmland covered by the program.

(3) In order to participate in the farmland preservation program, a county must adopt an agricultural preservation plan which is certified by the LWCB. In order to be certified by the LWCB, a county agricultural preservation plan must comply with standards specified under subch. IV of ch. 91, Wis. Stats. Among other things, a county agricultural preservation plan must designate agricultural preservation areas which are to be preserved for agricultural use.

(4) Under s. 91.73(2), Wis. Stats., an exclusive agricultural zoning ordinance must be consistent with the county's certified agricultural preservation plan. Under s. 91.75, Wis. Stats., no land may be included in an exclusive agricultural use district (or qualify for farmland preservation tax credits) under a zoning ordinance unless that land is also included in an agricultural preservation area under the county's certified plan.

(5) Pursuant to ch. 91, Wis. Stats., and LWCB bylaws, the department reviews all requests for LWCB certification of agricultural preservation plans and exclusive agricultural zoning ordinances. The department may ask a requester to provide relevant information and documentation related to a certification request. Based on its review, the department prepares a recommendation and proposed decision for consideration by the LWCB.

(6) The State of Wisconsin Agricultural Land Preservation Board (predecessor to the Land Conservation Board and the LWCB) certified the original Jefferson County Agricultural Preservation and Land Use Plan on November 28, 1978.

(7) On December 13, 1999, the department received the text and map for a comprehensively revised Jefferson County Agricultural Preservation and Land Use Plan, which was adopted by the Jefferson County Board of Supervisors on October 12, 1999, and submitted for certification by the LWCB. The new plan removed lands previously designated for agricultural preservation under the 1978 Agricultural Preservation Plan. Approximately 6,600 acres were removed. Jefferson County's submittal included a booklet, titled Supplemental Farmland Certification Information, which specified, through findings under s. 91.55(2), Wis. Stats., the rationale for removal of these lands.

(8) Staff sent Bruce Haukom, Zoning Administrator for Jefferson County, a preliminary review of their submittal package for plan certification on February 16, 2000 identifying several deficiencies which would need to be corrected in order for the department to recommend certification to the LWCB.

(9) On August 3, 2000 and August 31, 2000, the department received supplementary materials from Jefferson County designed to meet the outstanding deficiencies in the original submittal of December 13, 1999. The adopting resolution, #99-55, by the Jefferson County Board adopting the Agricultural Preservation and Land Use Plan on Oct. 13, 1999, includes language authorizing the Planning and Zoning Committee to forward "any other administrative adjustments as may be necessary" to DATCP to maintain the county's eligibility in the Farmland Preservation Program. The supplemental information packages received by DATCP from Jefferson County in August, 2000 were accompanied by a letter dated August 28, 2000 signed by the Jefferson County Corporation Counsel, County Board Chair, Planning and Zoning Committee Chair, and Zoning Administrator certifying that these supplemental changes are "administrative adjustments: within the language of adopting resolution #99-55."

(10) Staff sent Bruce Haukom of Jefferson County a letter dated September 11, 2000 identifying a small number of crucial remaining issues related to the agricultural preservation plan maps and mapping criteria which still needed to be resolved before the department could recommend certification to the LWCB.

(11) On October 2, 2000, staff received a revised version of maps designating Agricultural Preservation and Transition areas for the Jefferson County plan which met some of the deficiencies identified by staff.

(12) On October 9, 2000, staff received a letter dated October 5, 2000 from Zoning Administrator Bruce Haukom from Jefferson County acknowledging Jefferson County's willingness to make the additional necessary revisions to the mapping criteria text and legends on the maps identifying Agricultural Preservation and Transition areas on the plan submittal required by DATCP. However, final submittal of such maps was withheld, pending department legal review of the plan which might identify other changes that would be required.

(13) Following legal review, Jefferson County submits outstanding revised maps and map criteria by November 27, 2000, as well as a letter answering a few outstanding questions raised by legal review.

(14) The department recommends that the LWCB certify the new Jefferson County Agricultural Preservation and Land Use Plan, beginning in 2000 and extending through December 31, 2009, subject to the following conditions:

(a) Submittal of outstanding materials.

1. Amendment to the Farmland preservation plan text. By May 1, 2001, the department must receive two copies of the Jefferson County Agricultural Preservation and Land Use Plan text which a) incorporate in either the Plan itself or in the background Report, the supplementary information submitted to us under separate cover (in a red folder) on August 3; b) incorporate a smaller-scale version of the large-scale (1" = 2000') Detailed Agricultural Preservation and Land Use Plan maps, including the explicit Mapping Criteria and Map Legend on those maps, and accompanied by any explanations necessary to reconcile their consistency with other map or text information already in the Plan.

2. Letter From Attorney Regarding Amended Materials. By May 1, 2001, the department must receive a letter signed by the Jefferson County Corporation counsel certifying that the amended materials submitted in 1. above have been adopted in compliance with applicable municipal law under chapters 59 through 68, Wis.Stats.

CONCLUSIONS OF LAW

(1) The LWCB is responsible for certifying county agricultural preservation plans under ss. 91.06 and 91.61, Wis. Stats. The department is responsible for reviewing certification requests and recommending certification decisions to the LWCB.

(2) In order to be certified by the LWCB, an exclusive agricultural preservation plan must comply with standards specified under subch. IV of ch. 91, Wis. Stats.

(3) The Jefferson County Agricultural and Land Use Plan complies with ch. 91, Wis. Stats., and may be certified by the LWCB subject to the conditions specified in Finding of Fact **(14)**.

ORDER

(1) **NOW, THEREFORE, IT IS ORDERED** that the Jefferson County Agricultural Preservation and Land Use Plan is certified beginning in 2000 and continuing until December 31, 2009, subject to the following conditions:

(2) By May 1, 2001, the department must receive two copies of the Jefferson County Agricultural Preservation and Land Use Plan text which:

a) incorporate in either the Plan itself or in the Background Report, the supplementary information submitted to us under separate cover (in a red folder) on August 3;
b) incorporate a smaller-scale version of the large-scale (1" = 2000') Detailed Agricultural Preservation and Land Use Plan maps, including the explicit Mapping Criteria and Map Legend on those maps, and accompanied by any explanations necessary to reconcile their consistency with other map or text information already in the Plan.

(3) By May 1, 2001, the department must receive a letter signed by the Jefferson County Corporation counsel certifying that the amended materials submitted in **(2)** above have been adopted in compliance with applicable municipal law under chapters 59 through 68, Wis.Stats.

IT IS FURTHER ORDERED THAT:

(4) If Jefferson County complies by May 01, 2001, with subs. **(1)** through **(3)** of this order, the department shall on behalf of the LWCB issue to the county a written confirmation of that fact. The LWCB certification of the Jefferson County Agricultural Preservation and Land Use Plan takes effect, for the year 2000, through December 31, 2009 when the department issues its written confirmation to the county.

Dated this 6th day of December, 2000.

STATE OF WISCONSIN, LAND AND WATER CONSERVATION BOARD

By Russel Brock
Russel Brock, Chairman

Jefferson County

ZONING AND SANITATION DEPARTMENT
COURTHOUSE, 320 S. MAIN ST., JEFFERSON, WI 53549
ROOM 201 PHONE 920-674-7130 FAX 920-674-7525

November 27, 2000

Keith Foye & Mike Wyatt
State of Wisconsin
Department of Agricultural, Trade & Consumer Protection
Agricultural Resource Management Division
2811 Agricultural Drive
Madison, WI 53718-6777

Dear Keith & Mike:

This letter serves as a follow-up to our November 16, 2000 letter as a consequence of further discussion with Mike Wyatt on November 27, 2000.

To further elaborate on item #3 from my November 16, 2000 letter, all areas that were designated as Agricultural Preservation areas in the 1978 plan are the same as designated in the new Jefferson County Agricultural Preservation and Land Use Plan. The exceptions are areas within urban service areas that might have been annexed by cities and villages since 1978 consistent with 91.55(2)(c) of the Wisconsin statutes. Urban service areas outside incorporated areas were also more precisely defined based on mid-range growth projections. These urban service areas are generally the same acreage and in many cases less than originally identified in the 1978 plan. Urban service area adjustments were made as per 91.55(2)(c)(d) of the statutes. Finally, we designated 10 existing rural hamlets described on page 98 of the plan with 160 acres or less designated per unincorporated rural hamlet area. These hamlets total approximately 1600 acres within the agricultural transition area not previously identified. These were identified consistent with 91.55(2)(d) of the statutes.

I would also acknowledge that we intend to incorporate by May 1, 2001 and forward to you an updated plan or background report identifying a reduced scale version of the large-scale (1" =2,000') maps and associated text along with supporting documentation as originally identified in the supplemental information located in the "red folder".

Sincerely,

Bruce Haukom
Zoning Administrator

BH/lam

Jefferson County

ZONING AND SANITATION DEPARTMENT
COURTHOUSE, 320 S. MAIN ST., JEFFERSON, WI 53549
ROOM 201 PHONE 920-674-7130 FAX 920-674-7525

November 16, 2000

correction to this letter required as per phone call from Mike Wyatt on Nov 27, 2000

Keith Foye & Mike Wyatt
State of Wisconsin
Department of Agricultural, Trade & Consumer Protection
Agricultural Resource Management Division
2811 Agricultural Drive
Madison, WI 53718-6777

RE: Final Submittals for LWCB Meeting

Dear Keith & Mike:

This letter serves to answer those questions posed in your November 13, 2000 letter regarding final certification requirements for the LWCB meeting.

1) The background and public involvement reports are final documents. Since the digital record was lost by our consultant, we have not been able to change certain elements to reflect the change in the name of our plan as well as additional public involvement process, and the most recent farmland certification process that we have described in our "red folder" supplement. We also intend to add a smart growth chapter demonstrating our compliance.

2) We have enclosed the large-scale quadrant maps with the clarifications asked for by your staff.

3) I would certify our list of lands rezoned out of A-1 as exhaustive, however, the Agricultural Preservation Plan areas are not made up of only the A-1 zoning district. Those other zones that are within our Agricultural Preservation Plan areas are limited in their scope as a consequence of falling within the Agricultural Preservation Plan area. For example, lands zoned from A-1 to A-3 do not fall out of the Agricultural Preservation Plan area policies.

4) Having consulted with our corporation counsel, we are in agreement that our letter dated August 28, 2000 and signed by myself, the corporation counsel, zoning and planning committee chairman, and county board chairman served the purpose of identifying the intent of County Board Resolution #99-55 allowing for all of these administrative adjustments as long as no policy changes resulted.

Final Submittals for LWCB Meeting
Letter to Keith Foye & Mike Wyatt – DATCP
November 16, 2000
Page 2

Finally, I would like to thank your staff for their assistance in this sometimes confusing process. The fact that certification review occurs after a long and sometimes contentious process resulting in unanimous county board approval made the state review process even more challenging. In retrospect, there appears to be no practical way to do much of this in advance of county board adoption since changes can occur quickly prior to a final county board vote. As a consequence, flexibility at the state level is a necessity in light of the political struggles to obtain county board approvals on an overall comprehensive land use plan. These realities and challenges are going to become even more apparent as smart growth plans are adopted statewide in the next 10 years.

Sincerely,

Bruce Haukom
Zoning Administrator

BH/lam

Jefferson County

ZONING AND SANITATION DEPARTMENT
COURTHOUSE, 320 S. MAIN ST., JEFFERSON, WI 53549
ROOM 201 PHONE 920-674-7130 FAX 920-674-7525

TO: Mike Wyatt, DATCP

FROM: Bruce Haukom, Zoning Administrator

RE: Corrections to Agricultural Preservation Map Legend and Mapping Criteria

DATE: October 5, 2000

It is our intention to make the necessary corrections to the Detailed Agricultural Preservation Mapping Criteria and Map Legend as discussed in a phone conversation with Keith Foye and Mike Wyatt on October 4, 2000.

The necessary corrections will include:

1. Changing the legend to exclude Agricultural Preservation language from "Rural Hamlet and Urban Service Area Designation" and just include Agricultural Transition.
2. Correction to *first bullet point* on mapping criteria for Agricultural Preservation Areas to exclude all areas outside of incorporated areas and replace with all areas outside Urban Service Area and Rural Hamlet Boundaries and consisting of contiguous blocks of 100 or more acres.
3. Clarification of the Environmental Corridor overlay that it does not circumvent the Agricultural Preservation density in the A-1 zone for one (1) per 35-acres.

The final corrections will be made to the map after review by your legal counsel to avoid having to reprint maps again.

Sincerely,

Bruce Haukom
Zoning Administrator

BH/js

Jefferson County

ZONING AND SANITATION DEPARTMENT
COURTHOUSE, 320 S. MAIN ST., JEFFERSON, WI 53549
ROOM 201 PHONE 920-674-7130 FAX 920-674-7525

TO: DATCP Plan Reviewer

FROM: Jefferson County Zoning

RE: Detailed Agricultural Preservation and Land Use Map

DATE: September 20, 2000

The Jefferson County Land Use Plan Map found on page 51 of the Jefferson County Agricultural Preservation and Land Use Plan was found to have an Urban Service boundary error for Palmyra. The boundary is correctly depicted on the Land Use Plan Map for the Town of Palmyra on page 75 and also on the Urban Service Area Map for the Village of Palmyra on page 127.

We have made the correction on the 1" = 2000 Detailed Agricultural Preservation and Land Use Map submitted to the Agricultural Resource Management Division.

Sincerely,

Bruce Haukom
Jefferson County Zoning Administrator

Jefferson County

ZONING AND SANITATION DEPARTMENT
COURTHOUSE, 320 S. MAIN ST., JEFFERSON, WI 53549
ROOM 201 PHONE 920-674-7130 FAX 920-674-7525

TO: DATCP Reviewer

FROM: Jefferson County Zoning

RE: Jefferson County Supplemental Certification Information

DATE: August 28, 2000

As per County Board Resolution #99-55, administrative adjustments were made to the Jefferson County Agricultural Preservation and Land Use Plan as well as Background Report. Adjustments were made to comply with Ch. 91 of the Wisconsin Statutes and provide further explanation as to the intent of Jefferson County with the adoption of this plan.

- Certification letters as required by DATCP
- 1" = 2,000' detailed maps with legend modifications and further explanation of Agricultural Preservation mapping criteria
- Further Background Report data as requested by DATCP staff

Bruce Haukom
Jefferson County Zoning Administrator

Philip Ristow 1016697
Jefferson County Corporation Counsel

Leon Zimdars
Planning & Zoning Committee Chairman

Wendell Wilson
Jefferson County Board Chairman

Jefferson County

ZONING AND SANITATION DEPARTMENT
COURTHOUSE, 320 S. MAIN ST., JEFFERSON, WI 53549
ROOM 201 PHONE 920-674-7130 FAX 920-674-7525

July 31, 2000

Farmland Preservation Program Staff
DATCP

We have included the additional items that were discussed at our meeting for certification review with your staff on March 6, 2000. We had initially submitted a copy of the Agricultural Preservation and Land Use Plan, Background Report, and Public Involvement Report.

This submittal includes the **red folder** that pertains to the items that we discussed. Included are the following: checklist summary, notice of public hearing for plan and ordinances, resolutions of approval for plan and ordinance revisions, certification letters and the additional chapter for our background report (Chapter 9), which specifically addresses concerns outlined in your initial review correspondence.

The additional maps at scale of 1" = 2000' are in the **brown folder** and are an attachment to Chapter 9 of the Background Report.

I am also enclosing the ordinance amendments as a separate document that I placed in the front of the completed ordinance, which has also been highlighted identifying those changes.

I had expected to be able to completely update our Background and Public Involvement Report with the narrative inclusions stated here. However, our consultant has not been able to produce the digital record for these two documents to allow for easy incorporation, therefore, necessitating the appropriate paper documents at this time.

Please review for the Land and Water Conservation Board approval in October. We are also willing to provide our 30-minute presentation of the plan to the board as a precursor to the approval.

Sincerely,

Bruce Haukom
Jefferson County Planning & Zoning Administrator

enclosures

Checklist for Administrative Completeness

Summary

We are submitting:

1. *A cover letter indicating what is being submitted for certification and listing the items submitted as part of the application package.*
   2 copies – Jefferson County Agricultural Preservation and Land Use Plans
   2 copies – Ordinance Amendments (separate)
   2 copies – Full ordinance with amendments incorporated
   2 copies – Public Involvement Report
   2 copies – Background Report
   2 copies – Amendments to Background report, Chapter 9 includes additional elements required for Farmland Preservation Certification
   2 copies – Certifications as identified in the Checklist for Administration Completeness
   1 copy – Detailed Agricultural Preservation maps to scale per your requirement
   1 copy – Land Use Inventory maps to scale per your requirement

2. *a. For plan amendments: A Statement identifying the particular amendments or changes made to the plan text and map. An additional statement identifying all differences between the last certified plan and the plan amendment which the county is now submitting for certification. b. Two copies of the agricultural preservation plan text and maps, or plan amendments text and maps, being submitted for certification.*
   a) We have identified in Chapter 2 of the Jefferson County Agricultural Preservation and Land Use Plan changes that we see between this plan document and the 1978 plan.

   b) We have included text and maps as part of the plan document and enhanced maps to meet scale requirements, as well as describing in greater detail the relationship between agricultural preservation areas and other overlay plan areas.

3. *A statement from the county clerk certifying that a copy of the plan or plan amendment was sent to the proper reviewing entities at least 60 days before the public hearing. These include all cities, villages and towns in the county, all adjoining counties and the regional planning commission to which the affected county belongs.*
   Attached is a statement from the County Clerk certifying that the plan was sent to the proper reviewing entities at least 60 days before the public hearing.

4. *A copy of any comments from any of the reviewing jurisdictions mentioned under item 3 above.*
   No comments were received, however, Dane County Regional Planning had indicated they might respond but they never did.

5. *A copy of the notice for the public hearing held on the adoption of the plan or plan amendment by the county.*
   Attached is the notice of public hearing held on the adoption of the plan.

6. *A certified copy of the county board resolution and vote adopting the plan or plan amendment as a component of the county development plan.*
   County board modifications to plan as a consequence of public hearing comments and additional recommendations as a result of a reconciliation process directed by county board and the Planning and Zoning Committee resulted in unanimous adoption.

Zoning Department

Checklist for Administrative Completeness

Enclosed is a written statement from our Corporation Counsel with respect to compliance with Chapter 59 through Chapter 68 of the Wis. Stats.

8. *A provision in the plan or plan amendment that it is consistent with the county development plan adopted under s. 59.97, Wis. Stats. OR a statement from the county planning official certifying the above.*
   Statements are attached from the County Planning & Zoning Administration regarding consistency issues.

9. *A provision in the plan or plan amendment that it is consistent with each of the following (if an inconsistency is noted, the plan or plan amendment indicates how the inconsistency will be addressed):*
   (a) *Any transportation or other plans adopted by the county including land use plans.*
   (b) *Any area-wide water quality management plans approved under NR 1212, Wis. Administrative Code.*
   (c) *Any municipal plans adopted by municipalities in the county, which comply with ss. 91.55 and 91.57, Wis. Stats.*
   (d) *Any cooperative municipal boundary plan approved under s. 66.023, Wis. Stats.*
   (e) *Any plan for the region prepared by a regional planning commission under s. 66.945, Wis. Stats. OR a statement from the county planning official certifying each of the above.*
   Same as number 8 above.

10. *Two copies of the exclusive agricultural zoning ordinance text and map that is currently in effect, if any, for the particular jurisdiction to which the proposed plan or plan amendment will apply.*
    Copy of zoning ordinance text as a consequence of county plan approval.

11. *A statement from the county planning official certifying that the county consulted with affected municipalities regarding designation of transition areas.*
    - *If the proposed ATCP 51 administrative rule is approved in its current form, it will be mandatory to have item 8 and 9 stated in the plan.*

    Attached certification statements regarding affected municipality's involvement with transition or urban service areas.

Zoning Department

JEFFERSON COUNTY CLERK

BARBARA A. FRANK
320 S MAIN STREET ROOM 109
JEFFERSON WI 53549-1799
920-674-7140
Fax: 920-674-7368

JANET BRANISH *KAY HOLM*
SARAH KITSEMBEL *CINDY GEHRI* *KRISTINE DEBLARE*

I certify, as Jefferson County Clerk, that a copy of the Jefferson County 2020 Plan (renamed **The Jefferson County Agricultural Preservation and Land Use Plan)** was sent to the proper reviewing entities at least sixty days before the public hearing. These entities include all cities, villages and towns in the county, and all adjoining counties.

Barbara A. Frank 7/25/2000

Barbara A. Frank, Jefferson County Clerk *Date*

Zoning Department

NOTICE OF PUBLIC HEARING
JEFFERSON COUNTY PLANNING AND ZONING COMMITTEE

NOTICE IS HEREBY GIVEN that the Jefferson County Planning and Zoning Committee will conduct a public hearing at 7 p.m. on Thursday, May 28, 1998 in the Jefferson High School Auditorium (Performing Arts Center), Jefferson, Wisconsin for the purpose of presenting Jefferson County Plan 2020 and the associated Agricultural Preservation Plan and for receiving comments from the public on these documents. These are comprehensive land use plans replacing the 1978 plans, with specific land use criteria for areas of agricultural preservation, rural hamlets, environmental corridors and urban service areas.

An initial presentation will be made by the county's planning consultant, Discovery Group Ltd., and Jefferson County staff, with comments from the public received thereafter. Speakers will be limited to three minute presentations. Additional written comments may be presented to the Planning and Zoning Committee at the hearing.

Copies of the draft plan are sold at the Jefferson County Zoning Department; sixteen page summaries of the plan are available there free of charge. Plans have also been provided to the public libraries in the area.

This hearing is to receive public comment only. If there are questions regarding the plan, they may be directed to Bruce Haukom at the Jefferson County Zoning Department, Room 206, or Steve Grabow in the University Extension Office, Room 201, both in the County Courthouse.

RESOLUTION NO. 99-55

WHEREAS, the Jefferson County Board of Supervisors considered the 1998 Jefferson County Land Use Plan in October, 1998, and

WHEREAS, the Jefferson County Planning and Zoning committee initiated a "Plan Reconciliation Process" in December, 1998, and

WHEREAS, this process focused on the Agricultural Preservation area and closely involved the Jefferson County Towns Association, Jefferson County Farm Bureau, Jefferson County Environmental Network, the Jefferson County Economic Development Corporation and the Jefferson County Board of Realtors, and

WHEREAS, a subcommittee of the Jefferson County Towns Association presented a report to the Planning and zoning committee on June 7, 1999 which contained specific plan policy recommendations, and

WHEREAS, a joint County/Town Option for plan consideration in Agricultural Preservation areas was developed at a July 7, 1999 Plan Reconciliation meeting, and

WHEREAS, the Jefferson County Towns Association demonstrated overwhelming support for this County/Town Option at its July 19, 1999 meeting, and

WHEREAS, the Planning and Zoning committee has also incorporated recommendations to the County Board on environmental corridor, rural hamlet and urban service area elements, and

WHEREAS, on August 10, 1999 the Jefferson County Board of Supervisors approved the recommendations in the Plan Reconciliation Process report and directed the Planning and Zoning Committee to incorporate said changes in to the final Jefferson County Agricultural Preservation and Land Use Plan, and

WHEREAS, that process has now been completed;

NOW, THEREFORE, BE IT RESOLVED that the Jefferson County Board of Supervisors hereby approves the Jefferson County Agricultural Preservation and Land Use Plan; and

BE IT FURTHER RESOLVED that the Jefferson County Board of Supervisors directs the Planning and Zoning Committee to prepare the necessary ordinance revisions for public hearing review and County Board consideration for implementation of this plan; and

BE IT FURTHER RESOLVED that the Planning and Zoning Committee forward this plan, the ordinance revisions and any other administrative adjustments as may be necessary, to the Department of Agriculture, Trade and Consumer Protection for its review and approval, to maintain the county's eligibility in the Farmland Preservation Program.

STATE OF WISCONSIN)
)ss
COUNTY OF JEFFERSON)

I, Barbara A. Frank, County Clerk of Jefferson County, Jefferson, Wisconsin do hereby certify that the above is a true and correct copy of Resolution No. 99-55, adopted at the October 12, 1999 session of the County Board of Supervisors at the County Courthouse in the City of Jefferson.

WITNESS MY HAND AND SEAL THIS 13th day of October 1999.

Barbara A. Frank
Barbara A. Frank
Jefferson County Clerk
Jefferson, Wisconsin

NOTICE OF PUBLIC HEARING

JEFFERSON COUNTY PLANNING AND ZONING COMMITTEE

NOTICE IS HEREBY GIVEN that the Jefferson County Planning and Zoning Committee will conduct a public hearing at 7 p.m. on **WEDNESDAY, JANUARY 19, 2000** in Room 205 of the Jefferson County Courthouse, Jefferson, Wisconsin. A hearing will be given to anyone interested in the proposal. The matter to be heard is a revision to the text of the Jefferson County Zoning Ordinance. This revision is necessary to implement the Jefferson County Agricultural Preservation and Land Use Plan unanimously adopted by the Jefferson County Board of Supervisors on October 12, 1999.

Draft of Proposed Jefferson County Zoning Ordinance Changes

TABLE OF CONTENTS
Zone Title Changes for A-1, A-2 & A-3:
A-1 - Exclusive Agricultural
A-2 - Agricultural Business
A-3 - Agricultural/Rural Residential
Add:
11.05(h) **Wireless Telecommunication Facilities**

Replace:
11.01(c) ...~~and implement the County's general plan or plan components~~ and implement the Jefferson County Agricultural Preservation and Land Use Plan as approved by the Jefferson County Board of Supervisors on October 12, 1999 and as may be amended by the county board from time to time.

Add Second Sentence:
11.01(e) ...Geographic Information System (GIS) data is utilized for interpretations of this ordinance. GIS data is a graphic representation of the underlying data that is contained in the Soil Survey of Jefferson County, Wisconsin. Federal Emergency Management Agency (FEMA) floodplain maps, Wisconsin DNR Wetland Inventory maps, official zoning maps and tax parcel maps.

11.02 DEFINITIONS: (**Add** these definitions)

Contiguous Lands - All lands not divided by a public road, river or lake that adjoin by more than a common point. For the purpose of this definition, "a river" is only the following: Ashippun, Bark, Crawfish, Oconomowoc, Rock, Scuppernong and Whitewater rivers.

ORDINANCE NO. 99-28

WHEREAS, the Jefferson County Board of Supervisors had previously adopted the Jefferson County Agricultural Preservation and Land Use Plan, and

WHEREAS, the Jefferson County Planning and Zoning Committee was directed to prepare zoning ordinance amendments to effectuate the plan,

THE JEFFERSON COUNTY BOARD OF SUPERVISORS DOES HEREBY ORDAIN the following amendments to the Jefferson County Zoning Ordinance:

TABLE OF CONTENTS
Zone Title Changes for A-1, A-2 & A-3:
A-1 - Exclusive Agricultural
A-2 - Agricultural Business
A-3 - Agricultural/Rural Residential
Add:
11.05(h) **Wireless Telecommunication Facilities**

Replace:
11.01(c) ...~~and implement the County's general plan or plan components~~ and implement the Jefferson County Agricultural Preservation and Land Use Plan as approved by the Jefferson County Board of Supervisors on October 12, 1999 and as may be amended by the county board from time to time.

Add Second Sentence:
11.01(e) ...Geographic Information System (GIS) data is utilized for interpretations of this ordinance. GIS data is a graphic representation of the underlying data that is contained in the Soil Survey of Jefferson County, Wisconsin. Federal Emergency Management Agency (FEMA) floodplain maps, Wisconsin DNR Wetland Inventory maps, official zoning maps and tax parcel maps.

11.02 DEFINITIONS: (Add these definitions)

Contiguous Lands - All lands not divided by a public road, river or lake that adjoin by more than a common point. For the purpose of this definition, "a river" is only the following: Ashippun, Bark, Crawfish, Oconomowoc, Rock, Scuppernong and Whitewater rivers.
Environmental Corridors - Environmentally sensitive areas located throughout Jefferson County where additional land preservation policies and development standards are applied. Mapped environmental corridors include all land that meets one or more of the following conditions: public-owned park, recreation, and conservancy lands, water bodies and wetlands mapped as part of the Wisconsin DNR Wetland Inventory, 100-year floodplains based upon FEMA maps or contiguous woodlands over 10 acres in size. In

addition to the mapped criteria listed above, any land with a slope in excess of 20% should be considered as an environmental corridor and subject to environmental corridor land use policies.

Non-Prime Agricultural Lands - Class IV through VII soils as defined within the Soil Survey of Jefferson County, Wisconsin and Class III soils that exhibit non-prime agricultural land capabilities comparable to Class IV through VII soils. Also, Class I , II and III soils and other unclassified lands where evidence demonstrates a long-term history of non-cultivation or the presence of physical feature, (e.g. rock outcroppings, upland cover) that limit the potential for use of the land as productive agricultural land, as determined by the Planning and Zoning Committee as part of a request for rezoning.

Parcel of Record – All contiguous lands zoned A-1 under the same ownership and zoning district that existed at the adoption date of ordinances that implement the 1999 Agricultural Preservation and Land Use Plan. Lots created by recorded certified survey map approved by the Zoning Department since December 13, 1977 are considered separate parcels of record. Parcels of record may contain one or more tax parcels as described by the property tax rolls.

Parent Parcel – All contiguous lands zoned A-1 and under the same ownership that existed on December 13, 1977. A-1 zoned lands created by variance before December 13, 1977 are not considered parent parcels. Parent parcels may contain one or more tax parcels as described by the property tax rolls.

Prime Agricultural Lands – Class I and II soils as defined within the Soil Survey of Jefferson County, Wisconsin, and Class III soils that exhibit prime agricultural land capabilities comparable to Class I & II soils as determined by the Planning and Zoning Committee as part of a request for rezoning.

11.04(a)1. Change titles of A-1, A-2 and A-3 to A-1 Exclusive Agricultural, A-2 Agricultural Business, and A-3 Agricultural/Rural Residential

11.04(e) Add at ZONE REGULATIONS:
All applicable sections of the Jefferson County Agricultural Preservation and Land Use Plan shall guide the determination of rezoning land to the following districts.

Rewrite Purpose as Follows:
11.04(f)1. R-1 Purpose: To identify those areas where predominantly residential development has occurred or will be likely to occur within the urban service areas as described in the Jefferson County Agricultural and Land Use Plan. To protect residential neighborhoods by prohibiting uses which will not mix well with homes.

Rewrite Second Sentence of Purpose as Follows:
11.04(f)2. R-2 Purpose (Second Sentence): To be applied only within the urban service areas and rural hamlet areas described in the Jefferson County Agricultural Preservation and Land Use Plan.

Rewrite:
11.04(f)2. R-2 Conditional Uses: n. Raising/keeping of farm animals provided that parcels are at least 2 acres and provided that the number of animals will not exceed one animal unit per one acre.

Rewrite Purpose as Follows:
11.04(f)3. Business Zone Purpose: To identify areas appropriate for non-agricultural commercial use outside the downtown and community business areas but located within the urban service areas as described in the Jefferson County Agricultural Preservation and Land Use Plan.

Rewrite Purpose as Follows:
11.04(f)4. Industrial Zone Purpose: To identify areas best suited for non-agricultural industrial development because of location, topography, existing streets, utilities and relationship to other land uses and located within the urban service areas as described in the Jefferson County Agricultural Preservation and Land Use Plan.

Rewrite Title as:
11.04(f)5. A-1 Exclusive Agricultural

Replace Third Sentence of Purpose and **Eliminate** Second Paragraph of Purpose:
11.04(f)5. A-1 Purpose: ...~~Lands classified as Classes I and II by the U.S. Department of Agriculture Soil Conservation Service shall be considered to be prime agricultural lands~~. The agricultural lands best suited for farming and for protection against development are prime agricultural lands as defined in this ordinance and as reflected in the Agricultural Preservation and Land Use Plan.

~~Lands with Class III soils, as identified by the U.S. Department of Agriculture Soil Conservation Service, will in some cases contain prime agricultural capabilities. When other data substantiate potential crop yields of Class III soils to be comparable to expected yields of Classes I and II soils, the areas shall be considered prime agricultural lands.~~

Add to the End of First Sentence:
11.04(f)5. A-1 Principal Uses: Agriculture, horticulture, dairying, beekeeping, livestock raising, hatching of fowl, nursery, greenhouse, stable, truck farm, forestry, **game farm and hunt club**. Also,

Eliminate Third and Fourth Sentences and **Replace**:
~~One single-family residence, occupants of which earn a substantial part of their livelihood from the farm occupation. Second dwelling if used by farm help whose livelihood is derived in substantial part from the farm operation.~~ Existing dwellings that predate the enactment of this ordinance and their replacements, as long as the replacement dwelling is placed within 100 feet of the existing dwelling, unless otherwise reviewed and approved by the Planning and Zoning Committee.

And,

Add New Sentence at End of First Paragraph:
On parcels with less than 35 acres of contiguous land, only one animal unit is allowed per acre, with a minimum of two acres required.

Remove second paragraph under Principal Uses and relocate, with modifications, in the minimum lot area section of this district.

Rewrite Second Sentence of Accessory Uses:
11.04(f)5. A-1 Accessory Uses: Accessory home occupation and professional home office for existing or replacement dwellings.

Eliminate First Sentence of First Paragraph and Eliminate First Sentence of Second Paragraph in Conditional Uses:
11.04(f)5. A-1 Conditional Uses: ~~Additional residential units for farm help who earn a substantial portion of their livelihood from the farm operation.~~ Also,

~~Duplex residential structures to be occupied by person who earn a substantial portion of their livelihood from the farm operation; home occupations-conditional; uses identified as Conditional Uses in the A-2 district~~.

Replace First Sentence of Second Paragraph With:
Uses identified as conditional uses in the A-2 district with the exception of residences, golf courses, campgrounds, trap and skeet shoot, rifle ranges, motocross courses, race tracks, festival grounds and clubhouses for such operations."

Rewrite Minimum Lot Area as Follows:
11.04(f)5. A-1 Minimum Lot Area: Thirty-five (35 acres) with the exception of a one (1) acre to three (3) acre lot for farm consolidation for an existing residence and associated accessory structures is permitted if the residence in question was constructed prior to the enactment of the January 15, 1975 Zoning Ordinance and the parcel

remaining contains a minimum of 35 contiguous acres. All provisions of the A-3 Agricultural/Rural Residential district are applicable to the farm consolidation parcel created. (Note: Lots created as a result of farm consolidation are exempt from payback provisions of the Wisconsin Farmland Preservation Program described in Wisconsin Statutes Chapter 91, unless changed). **Exceptions:** Parcels of less than thirty-five (35) acres which existed prior to January 15, 1975. **Exceptions:** Parcels of less than thirty-five (35) acres which are a result of a zoning district amendment to the official Zoning Map of Jefferson County. A-1 zoned lands transferred from a parcel of record after the adoption of these ordinance provisions shall not be used to create A-3 lots or in the calculation of the number of A-3 lots available.

Rewrite Title:
11.04(f)6. A-2 Agricultural Business

Add Additional Sentence to Second Paragraph as Follows:
11.04(f)6. A-2 Purpose: ...**These uses may be considered in the Agricultural Preservation, Rural Hamlet, Urban Service and Environmental Corridor sections of the Jefferson County Agricultural Preservation and Land Use Plan.**

Rewrite as Follows:
11.04(f)6. A-2 Principal Uses: ~~**Residences**~~. All uses in this district shall be conditional uses.

Add New "a." as Follows:
11.04(f)6. A-2 Conditional Uses: **a. Residences will be occupied by a person who, or a family of which one adult member earns a majority of his/her gross income from conducting the farm operations on the parcel or parcels in close proximity. Substantial evidence shall be provided to the Committee documenting the intended agricultural use. A-2 Agricultural Business District rezonings for farm labor housing would count against the total number of A-3 lots available for the parent parcel. Multi-family housing for farm labor is considered as a conditional use under this provision.**

Also,
Re-letter all existing conditional uses in the A-2 zone as a result of the new "a."

11.04(f)6. A-2 Minimum Yards: Same as A-3 yard requirements, with the option for greater setbacks set by the Planning and Zoning Committee, dependent upon use.

Rewrite Title:
11.04(f)7. A-3 Agricultural/Rural Residential

Rewrite Purpose as Follows:
11.04(f)7. A-3 Purpose: The purpose of the A-3 Rural Residential district is to allow limited 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 are limited in number, size and location to minimize the impacts associated with rural residential development. Residents of this district may experience conditions associated with farming that are not necessarily compatible with rural residential use. This district may be considered within the Agricultural Preservation, Rural Hamlet, Environmental Corridor and Urban Services sections of the plan.

Change Acreages as Follows:
11.04(f)7. A-3 Accessory Use: g. Raising/keeping of farm animals provided that the parcel is ~~2.5~~ 2.0 acres or larger and number of animals will not exceed one animal unit per ~~1.25~~ 1.0 acre.

Eliminate Remainder of Sentence:
11.04(f)7. A-3 Minimum Lot Area: One (1) acre~~, but less than 35 acres. Note: A maximum of three (3) lots will be considered.~~

Add New Section:
11.04(f)7. **A-3 Maximum Lot Area: Two (2) acres, with possible lot combinations for larger area in non-prime and prime agricultural land lots. A lot combination may be considered by the Committee in an environmental corridor if enough non-prime agricultural land is available, even though the maximum number of lots may have been reduced due to environmental corridor density provisions described in A-3 Maximum Number of Lots section. (i.e. one six-acre lot may be substituted for three two-acre lots in non-prime land or one four-acre lot may be substituted for two two-acre lots in prime lands upon Planning and Zoning Committee and County Board approval). Acreage may be exceeded for existing homes and associated driveways that predate this provision if necessary to accommodate the home upon Town and County Board approval. Lot area around the home shall not exceed the maximum acreage allowed by this section.**

Add New Section:
11.04(f)7. **A-3 Maximum Number of Lots: Three (3) non-prime agricultural land A-3 lots or one (1) or two (2) prime agricultural land A-3 lot(s) with clustering recommended. The number of possible prime agricultural land lots is based on the amount and configuration of land owned. (See the lot chart below) With less than 50 acres, one (1) prime ag land lot is possible. With 50 acres or more, two (2) prime ag land lots are possible. The minimum amount of prime agricultural land shall be utilized when approving the prime lot option. If an option is utilized to mix non-prime and prime ag land lots, the prime ag land maximum lot numbers shall apply. A-3 lots created since the 1977 adoption of the A-3 zoning district shall also be taken into account when determining how many A-3 lots may be available. All**

parcels of record may propose the maximum number of lots described in this section unless the number of lots has been reduced due to A-3 lots being created from the parent parcel predating the parcel of record. Each parcel of record would have the possibility of at least one A-3 lot upon Committee review and County Board approval. Existing A-3 lots created since 1977 shall not be further redivided so as to create additional lots. A-3 lots proposed for dwellings constructed prior to December 13, 1977 do not count as having utilized an A-3 lot division.

Environmental corridor overlays described in the plan may also impact the maximum number of possible A-3 lots available as described in the following lot chart by utilizing the development density of no greater than one dwelling unit per 10 acres. Clear cutting upland wooded environmental corridor areas in existence at the time of the enactment of this ordinance provision shall not increase the number of A-3 lots available. (See the environmental corridor detailed policies in the Jefferson County Agricultural Preservation and Land Use Plan). Also, A-2 lots for an agricultural residence shall reduce the number of lots available.

A-3
AGRICULTURAL/RURAL RESIDENTIAL DISTRICT
LOT CHART

PARCEL OF RECORD SIZE AT TIME OF ORDINANCE AMENDMENT	PRIOR A-3 SPLITS FROM PARENT PARCEL	MAY USE ONE OR THE OTHER	
		NON-PRIME LOTS AVAILABLE	PRIME LOTS AVAILABLE
LESS THAN 50	3	1	1
"	2	1	1
"	1	2	1
"	0	3	1
50 OR GREATER	3	1	1
"	2	1	1
"	1	2	1
"	0	3	2

Add Additional Sentence:
11.04(f)8. Community Zone Purpose: ...**The community zoning district shall be utilized in Rural Hamlet and Urban Service Area policy sections of the Jefferson County Agricultural Preservation and Land Use Plan**.

Change Acreage:
11.04(f)8. Community Zone Conditional Uses: o. Raising/keeping of farm animals provided that parcels are at least ~~2.5~~ 2.0 acres and the number of animals will not exceed one animal unit per ~~1.25~~ 1.0 acre.

Add Additional Sentence:
11.04(f)11. Natural Resource Zone Purpose: ...**All applicable sections of the Agricultural Preservation and Land Use Plan shall be evaluated in determining a rezoning to this district.**

Eliminate Golf Course:
11.04(f)11. Natural Resource Principal Uses: Parkland and recreational use such as ~~golf course,~~ hunting, fishing, hiking, bridle path, wild crop harvesting. Forestry practices. Raising of waterfowl, fish or other wildlife, including necessary non-residential buildings.

Replace Language in First Sentence:
11.04(f)12. R/R-Residential Recreational Zone Purpose: ...~~in accordance with the General Development Plan~~ in accordance with the Agricultural Preservation and Land Use Plan. This zoning is appropriate within areas described under the Urban Service Areas policy or Rural Hamlet Policy section of the plan

Change Acreage for Animal Units:
11.04(f)12. R/R-Residential Recreational Zone Conditional Use: Raising/keeping of farm animals provided that parcels are at least ~~2.5~~ 2.0 acres or more with one animal unit permitted for each ~~1.25~~ 1.0 acre.

Add Sentence:
11.05 CONDITIONAL USES (a) Procedure 2. Review and Approval: ...**Conditional use shall be reviewed to be consistent with the Agricultural Preservation and Land Use Plan.**

Add Title:
11.05 CONDITIONAL USES **(h) Wireless Telecommunications Facilities**

Eliminate:
11.09(e) Substandard Lots: In any ~~Agricultural,~~ Residential, Waterfront or Community District, a one-family detached dwelling and its accessory structures may be erected... Such lot or parcel shall be in separate ownership from ~~abutting~~ contiguous lands. ~~Lands~~

~~showing a common boundary, not separated by a river or road, are considered to be abutting lands. Parcels sharing a common corner are not considered to be abutting lands.~~

Rewrite First Sentence:
~~If abutting lands and the substandard lot are owned by the same owner, the substandard lot shall not be sold or used without full compliance with the provisions of this Ordinance~~. In any zoning district, if contiguous lands in the same zoning district and the substandard lot(s) are owned by the same owner, the substandard lot shall not be sold or used without full compliance with the provisions of this Ordinance.

Eliminate Last Paragraph:
~~Any permitted structures erected, or uses established, in the Agricultural District on a substandard lot in separate ownership from abutting lands which existed prior to the effective date of this Ordinance, or which are subsequently permitted by the granting of a lot size or setback variance by the Zoning Board of Adjustment, must comply with all use and yard requirements of the Agricultural A-3 Rural Residential District unless the lot is less than 20,000 square feet; hence, the yard requirements as specified for substandard lots in any Residential, Community or Waterfront District shall apply.~~

Change Order:
11.11(c) AMENDMENT PROCEDURES

1. A hearing is held by the County Zoning Committee;
2. The Zoning Committee reviews the proposed amendment and makes recommendations to the County Board;
3. Same
4. Same
5. Same

Rewrite Paragraph:
Standards for Rezoning from the A-1 Exclusive Agricultural District: Decisions on petitions for rezoning of areas in the A-1 Exclusive Agricultural District to other districts shall consider the following as interpreted by utilizing the Jefferson County Agricultural Preservation and Land Use Plan.

STATE OF WISCONSIN)
)SS
COUNTY OF JEFFERSON)

I, Barbara A. Frank, County Clerk of Jefferson County, Jefferson, Wisconsin, do hereby certify that the attached is a true and correct copy of Ordinance No. 99-28, adopted at the February 9, 2000 Session of the County Board of Supervisors and the County Courthouse in the City of Jefferson.

WITNESS MY HAND AND SEAL this 2nd day of August, 2000.

Barbara A. Frank

Barbara A. Frank
Jefferson County Clerk
Jefferson, Wisconsin

JEFFERSON COUNTY
CORPORATION COUNSEL
Courthouse, Room 209
320 South Main Street
Jefferson, Wisconsin 53549-1799

PHILIP C. RISTOW
Corporation Counsel

(920) 674-7135
Fax: (920) 675-0068

July 26, 2000

Land & Water Conservation Board
Dept. of Agriculture, Trade & Consumer Protection

I have reviewed the Jefferson County Agricultural Preservation and Land Use Plan and find it in compliance with applicable municipal law as prescribed in Chapters 59-68 of the Wisconsin Statutes. I would further state that the Jefferson County Planning & Zoning Committee, along with supporting staff, went to extraordinary lengths in providing the public with detailed information in varying formats to enhance their involvement in this 5-year process.

The final process fully engaged all township governments and key participating groups. The unanimous County Board approval of this plan will likely insure the ultimate long-term success in implementing the detailed policies.

Sincerely,

Philip C. Ristow
Corporation Counsel
(Wis. State Bar No. 1016697)

PCR:rgh

Jefferson County

ZONING AND SANITATION DEPARTMENT
COURTHOUSE, 320 S. MAIN ST., JEFFERSON, WI 53549
ROOM 201 PHONE 920-674-7130 FAX 920-674-7525

LETTER DEMONSTRATING CONSISTENCY WITH COUNTY DEVELOPMENT PLAN CRITERIA IN SS. 59.69 WIS. STATS AND CONSISTENCY WITH OTHER AREA PLANS

We feel the Jefferson County Agricultural Preservation and Land Use Plan is in compliance with the new Smart Growth Law, as well as maintaining consistency with 59.69(3) Wis. Statutes as it relates specifically to adoption of a development plan.

Also, this letter serves as acknowledgment that the Jefferson County Agricultural Preservation and Land Use Plan is consistent with all plans adopted by the County. No transportation plan has been adopted by the County. However, a Park and Open Space Plan as well as the Land and Water Resource Management Plan have been approved. Each are entirely consistent with this plan. A Jefferson County Countryside Master Plan and a Jefferson County Fairgrounds Plan have also been adopted and are in compliance with urban service area policies of this plan.

The Environmental Corridor section would only enhance any area-wide water quality management plan that may have been undertaken as per NR121 Wis. Administration Code.

No individual town or county agricultural preservation plans as per 91.53 and 91.57 have been adopted. Also, no boundary plans have been approved as per S.66.023 Wis. Stats. Jefferson County is not part of a regional planning commission.

Bruce Haukom, Jefferson County Planning & Zoning Administrator

7-28-00
Date

Zoning Department

Jefferson County

ZONING AND SANITATION DEPARTMENT
COURTHOUSE, 320 S. MAIN ST., JEFFERSON, WI 53549
ROOM 201 PHONE 920-674-7130 FAX 920-674-7525

LETTER DEMONSTRATING CONSULTATION WITH AFFECTED MUNICIPALITIES REGARDING DESIGNATION OF TRANSITION (URBAN) SERVICE AREAS

Several initiatives were undertaken to ensure that urban service areas were addressed in a manner consistent with village and city authority as well as understanding the sensitivities between incorporated areas and surrounding town governments.

1. Representative of the League of Municipalities was on the original steering committee.
2. A Community Growth Task Force was developed as a subcommittee of the steering committee in an attempt to iron out differences between towns and cities as they relate to urban service areas.
3. Meetings with the newly formed League of Municipalities to discuss issues of concern during the planning process (a local league was formed so they could better respond to plan issues).
4. Individual consultation with each municipality by our consultant to establish compromise urban service area (transition area) boundaries more consistent with the plan steering committee formulas.

Ultimately, we achieved a relatively non-controversial designation of all urban service or transition areas with full support of the county board. The town association overwhelmingly supported the county plan initiatives, with 14 out of 16 towns represented. The towns association recommended approval of the revised plan to the Jefferson County Board of Supervisors.

Bruce Haukom, Jefferson County Planning & Zoning Administrator

7-28-00
Date

Zoning Department

ADDITIONAL CLARIFICATION FOR FARMLAND PRESERVATION PLAN CERTIFICATION

Additional Background report items responding to February 16, 2000 letter from DATCP for compliance certification of the Agricultural Preservation component of the Jefferson County Farmland Preservation and Land Use Plan. These items have been placed in the order that they were addressed in the February 16 letter (included at the end of this chapter). The specific items include:

- Inclusion of soil resource conservation in the plan's goals section.
- Addition of a section on agricultural use and productivity trends and prospects.
- Detailed mapping criteria for Agricultural Preservation areas and the relationship with the Environmental Corridor, Rural Hamlet and Urban Service area overlays. Detailed mapping criteria for the transition area overlays (Urban Service and Rural Hamlet).
- Descriptions of programs to enforce soil and water conservation.
- Description of inconsistencies with other plans.
- Description of inconsistencies with existing zoning ordinances.
- Description of lands removed from Agricultural Preservation since 1978 plan and reasons for removal.
- Presentation of Agricultural Preservation maps at appropriate scale.
- Show that identified Agricultural Preservation and Transition areas meets minimum block size requirements.
- Addition of a map showing locations not suitable for private septic systems.
- Addition of a map showing existing land uses.
- Provision of materials on Administrative Completeness checklist.

- **Inclusion of soil resource conservation in the plan's goal section**: This was included in the Jefferson County Agricultural Preservation and Land Use Plan (October 1999) in chapter 9.D. "*Lake Management and River Basins*" section, page 157, of the Park, Open Space, and Environmental Protection Plan, chapter 9.

- **Agricultural Use and Productivity Trends and Prospects**: This element was addressed throughout our process and was located in our Background and Public Involvement Reports. In addition, we have included the Wisconsin Town Land Use Databank, that describes town-level farming and land use trends from 1990 to 1998.

  Agricultural Use/Productivity/Prospects

  The Background Report (Chapter 8, Jefferson County Land Use Inventory, Page 156–190) reviews trends and changes in agricultural land from 1978–1996. Since 1978–1996, an estimated 10,871 acres of agricultural land has been converted to non-agricultural uses. Approximately 2,769 acres have been annexed to cities and villages and about 8,102 acres of farmland and woodlands have been converted to rural non-agricultural uses, primarily rural residential development. The current acreage of agricultural land uses has been further assessed by detailed agricultural use and summarized for each Town.

Through focus group research, the agricultural community participated in two rounds of research-based assessment to look at agricultural use and productivity trends, as well as prospects for the future. The Public Involvement Process Report documents the focus group sessions (page C6–C10 and D4–D6). Excerpts from this report are listed below:

Threats to Agricultural Production

- Houses surround farms and not all neighbors understand agricultural practices. Farmers are being squeezed by adjacent development.
- The majority of farmers think there are too many houses. The minority want to split their farms into building lots for retirement funds.
- Stop developers from buying land from financially stressed farms. Help these farmers become economically solvent so they don't have to sell.
- The price of land is going up. Farmers cannot justify paying development price for land to farm.
- The majority of people buying land in the County are relocating here from outside the area with double incomes and can afford to pay more for land than local farmers.
- Farmers who are purchasing additional land are selling off farmettes and woods to make the rest of a farm purchase cash flow. The economics of the area drives farmers to sell off parcels.
- If farm economics were different for example, higher crop and milk prices, then farmers would not want to sell.

Aspects of Agricultural Production Vulnerable to Development

- There should be set acreage limits to lot sizes. People are willing to purchase 35-acres if they cannot find a 1 or 2 acre lot to buy. They may prefer the smaller lots, which are not readily available in Jefferson County.
- It is inconvenient and inefficient to farm around houses and driveways that are located in the center of a field.
- Try to limit development with a plan and write the plan so that it may be reviewed and updated each year if conditions change.
- We are feeling the impact of farmers telling their children not to farm, young people leaving the county, and land prices too high for beginning farmers. This all leads to farmland becoming residential.
- People from Jefferson County and from outside of the County are purchasing land for long term speculation.
- Farmers should be able to sell off what they want, but a large impact fee should be charged to each lot ($7,500.^{00}$-$10,000.^{00}$ range for instance). Currently these impact fees are on shaky legal ground in Wisconsin. The impact fees would probably have to go into a specifically designated fund, such as a sewer hook-up fee, for this to be legal.

- A framework could be put in place where houses would be allowed on the edge of the woodlots in order to protect the woods themselves from disturbance.

Other Prospects

- Development should take place adjacent to cities and villages, not out in the rural areas. Currently, the farmers who can build subdivisions are located at the right place at the right time, such as adjacent to village limits within a sewerage district.
- Yes. The general consensus of the group is that development in urban service areas, even on prime soils, is preferable to allowing scattered residential development in the agricultural areas.

The Background Report also analyzes soil resources, agricultural similarity and capabilities (page 38-43).

Trends and prospects for agriculture was also integral to a community opinion survey, described in Chapter 4 of the Agricultural Preservation and Land Use Plan with over 5,000 respondents; in Town Meeting Workshops, Quadrant Meetings, Open House Workshops, and input from a continuous Education's Display (with soils, natural resource, and other planning maps), which are summarized in the Public Involvement Process Report.

This Background Report also references the Wisconsin Town Land Use Databook: Town-Level Farming and Land Use Trends 1990-1998, Jefferson County Wisconsin which is a 25 page report prepared by the University of Wisconsin Cooperative Extension in September, 1999. That report is enclosed.

- **Mapping criteria for Agricultural Preservation areas and the Agricultural Preservation relationship with the Environmental Corridor, Rural Hamlet and Urban Serving area overlays. Also, further description of Agricultural Preservation Transition areas**.
  - Mapping criteria for Agricultural Preservation area with associated overlay areas.

We have provided an Agricultural Preservation detailed map at the 1" = 2000' scale to supplement the general maps found in the plan document. The larger map is an exact duplicate of the maps in the plan with the exception of clarifications made in the map legend and mapping criteria. This criteria explains the overlay concept for the Environmental Corridor, Rural Hamlets and Urban Service areas.

The Environmental Corridor identifies additional limitations over and above the Agricultural Preservation detailed policies found in the plan. The Rural Hamlet and Urban Service area overlays also referred to as transition areas, demonstrate where Agricultural Preservation policies will exist until such time that the detailed policies of the Rural Hamlet and Urban Service areas are able to be exercised. We've identified on the Agricultural Preservation map those page numbers that refer to the applicable detailed policies. See map for criteria details.

- Mapping criteria for Agricultural Transition areas. These transition areas are Urban Service and Rural Hamlet areas.

Urban Service areas were areas that were approved by the applicable incorporated area or if outside the incorporated areas were described by sanitary district map limits. Generally, the urban service areas surrounding incorporated communities were created using an approximate formula of 2.5 to 3.5 times the 20-year population projection. Population projections utilized were the midrange

population projections for each incorporated community described on page 43 of the Jefferson County Agricultural Preservation and Land Use Plan. The total urban service area acreage was approximately calculated by multiplying the population projection by 1.25 acres per capita. This was only a guide since a city or village master planning authority controls the final designation. We were successful in convincing the city of Jefferson and Watertown to reduce urban service area designations where they appeared to exceed this formula. The Village of Johnson Creek, though exceeding the formula, had already exceeded the Department of Administration estimate and therefore, special consideration was given to that community for expanding Urban Service areas. The Community Growth Task Force made up of town and city representatives', along with the League of Municipalities and individual meetings with communities provided the forums for compromising these delicate issues.

Rural Hamlets were specifically described on page 98 of the Land Use Plan. They included the developed areas of the hamlet that had existed since their inceptions in the early 1900's. We also designated a very limited area that surrounded the developed portion of the hamlet for the possibility of infill. These were confined to provide limited infill possibilities. The general rule of thumb is that the entire rural hamlet which would include the existing developed portion, as well as some surrounding undeveloped portions would not exceed, in total, 160 acres. Infill would only be accomplished with further town level planning upon zoning committee approval. See Rural Hamlet policy, Chapter 7 on page 96 for details.

- **Description of programs to enforce soil and water conservation**: Policies and programs to enforce the soil and water conservation planning are included on page 157 of the plan. We have enclosed the recently approved Jefferson County Land Use Water Resource Management Plan 2000-2005, which details programs to enforce soil and water conservation as well as plans for additional program efforts. This plan was approved by the Jefferson County Board in August 1999, a month prior to the approval of County Board of the Agricultural Preservation and Land Use Plan and was also approved by the Land and Water Conservation Board.

- **Description of inconsistencies with other plans:** The Background Report contains a section on the Evaluation of Existing Plans (chapter 7, page 150-155). Twenty-six local land use plans, local park and open space plans, and other county plans were evaluated in this section. In Jefferson County, all 16 towns are involved in countywide zoning. Given the involvement of the 16 towns in the County planning process and the work of the Community Growth Task Force (consisting of all incorporated municipalities), local and county plans were integrated into the Jefferson County Agricultural Preservation and Land Use Plan. County officials have determined that there are no significant inconsistencies in the County Plan with other plans for the area.

- **Description of inconsistencies with existing zoning ordinances:** All 16 towns in Jefferson County are under County zoning, and the exclusive agricultural zoning ordinances are administered and enforced at the County level. In response to the new County Plan, the Jefferson County Board of Supervisors approved ordinance revisions in February 2000. County officials have determined that there are no significant inconsistencies between the County Plan and any other county, town, or municipal ordinances.

- **Descriptions of lands removed from Agricultural Preservation since 1978 plan and reasons for removal:** We have included a printout by township that was prepared by the Department of Agricultural (Farmland Preservation section), utilizing the detailed information that Jefferson County has been providing (Notice of Rezoning) uninterrupted, since 1978.

Jefferson County
Acreage Removed from A-1 Exclusive Agricultural Zoning District
January 1978 to March 1999

Zoning District	A-2, R-2	B, I	C, R-1, RR	A-3, N	
	Condition A	Condition B	Condition C	Condition D	TOTALS
Town of Aztalan	156.8	5.6	0.0	239.0	401.4
Town of Cold Spring	9.3	26.4	43.1	217.0	295.8
Town of Concord	64.7	5.0	13.9	487.5	571.1
Town of Farmington	30.5	0.0	0.3	218.9	249.7
Town of Hebron	30.5	0.0	0.3	218.9	249.7
Town of Ixonia	4.0	130.1	15.6	305.2	454.9
Town of Jefferson	99.3	46.3	22.2	358.3	526.1
Town of Koshkonong	160.2	15.0	21.1	176.7	373.0
Town of Lake Mills	58.3	20.9	27.2	269.5	375.9
Town of Milford	233.8	0.0	0.0	208.2	442.0
Town of Oakland	103.8	4.0	0.5	755.9	864.2
Town of Palmyra	12.4	35.0	0.0	413.4	460.8
Town of Sullivan	105.3	7.7	0.0	204.9	317.9
Town of Sumner	8.9	0.0	0.0	118.8	127.7
Town of Waterloo	61.1	0.0	0.0	304.0	365.1
Town of Watertown	35.1	43.0	0.0	273.4	351.5
Totals by Condition	**1,161.7**	**370.6**	**144.2**	**4,783.3**	**6,474.8**

Removal of land from A-1 zone based on one or more of following findings as per S91.55(2) Wisconsin Statues:

1. **Condition A** – Existing or planned activities adjacent to the identified agricultural area are incompatible with agricultural use.
2. **Condition B** – The area is not economically viable for agricultural use.
3. **Condition C** – Substantial urban growth in the area or planned urban expansion has created a public need to convert agricultural land use to other uses.
4. **Condition D** – Maintenance of the area in agricultural use is not consistent with the goals and objectives of the county agricultural plan.

The following zoning districts are referred to in the above table.

A-1 .....Exclusive Agricultural
A-2 .....Agricultural Business
A-3 .....Agricultural/Rural Residential
B.....Business
C.....Community
N.....Natural Resources
R-1 .....Residential/sewered
R-2 .....Residential/unsewered
R/R.....Residential/Recreational

- **Plan maps at appropriate scale**: Maps have been prepared in addition to those in the published plan document that are at the appropriate scale of 1 inch = 2000 feet or better. It should be understood, however, that the published document tends not to be the working document when it comes to evaluating property level information. Jefferson County has developed an extensive GIS (Geographic Information System), which includes multiple layers of maps that are utilized at variable scales depending on need.
- **A map showing that identified Agricultural Preservation and Transition areas meet minimum block size requirements**. See the detailed Agricultural Preservation map demonstrating Agricultural Preservation areas greater than 100-acres and transition areas more than 35-acres.
- **Addition of a map showing locations not suitable for private septic systems**. This is a requirement that has been dramatically impacted by changes to Comm83, which is the Wis. Administrative rule governing private sewage system installation in Wisconsin. Changes to soils criteria for private sewage system installation substantially increases the soils that might support a private sewage system. We do not feel it appropriate to include such a map since this department conducts specific site review of private sewage system location when reviewing and inspecting private sewage system installations. Jefferson County has had a countywide plan since 1978 and with this most recent update, land use is regulated as to location by the county plan and subsequent zoning ordinances. Jefferson County has a digitized soils layer that incorporated the USDA soils information that provides only initial data when researching private sewage system location. With so many soils now able to support private sewage system due to A+4 rules (A Horizon & 4"), nearly all soils, except high organic matter soils, might support a private sewage system. For this reason we do not feel that these maps should be included (the suitability map would need to be inclusive of nearly all soils).
- **Addition of a map showing existing land uses**. We have included a Jefferson County map depicting a 1996 Land Use inventory that utilized aerial photography as well as field checks.

- **Checklist for Administration completeness** is attached and includes the necessary certification documents.

Letter as Referenced from Page 1 Paragraph 1 of this Chapter

CORRESPONDENCE/MEMORANDUM

STATE OF WISCONSIN
DEPARTMENT OF AGRICULTURE, TRADE AND CONSUMER PROTECTION
Agricultural Resource Management Division

February 16, 2000

RECEIVED
FEB 17 2000
JEFFERSON COUNTY ZONING

Bruce Haukom, Zoning Administrator
Jefferson County
320 S. Main St.
Jefferson WI 53549

SUBJECT: Preliminary Review of Jefferson County Agricultural Preservation Plan

Dear Mr. Haukom:

This letter is in response to your request for certification by the Land and Water Conservation Board (LWCB) of the document entitled Jefferson County Agricultural Preservation and Land Use Plan. This document was submitted as an update and replacement of the current Jefferson County agricultural preservation plan certified by the LWCB on November 28, 1978. We understand as indicated in your letter dated December 10, 1999, that the current submission replaces the plan update version previously submitted to us in 1998.

It the opinion of staff that the proposed plan update is not certifiable in its current form. I am enclosing a staff report which contains the findings of the Department of Agriculture, trade and Consumer Protection on the submitted plan update. This report, and the accompanying checklist , identifies the certification requirements and the deficiencies in the proposed plan update that would prevent the department from recommending certification to the LWCB. These deficiencies could be remedied by:

- Inclusion of soil resource conservation in the plan's goals section;
- Addition of a section on agricultural use and productivity trends and prospects
- Unambiguous map designation of plan areas underlying environmental corridors
- Explicit designation of mapping criteria for agricultural preservation areas
- Clarification of agricultural lands protects within rural hamlets and urban service areas
- Explicit mapping criteria for agricultural transition areas
- Description of programs to enforce soil and water conservation
- Description of inconsistencies with other plans
- Description of inconsistencies with existing zoning ordinances
- Description of lands removed from ag preservation since 1978 plan and reasons for removal
- Presentation of ag preservation maps at appropriate scale
- A showing that identified ag Preservation and transition areas meet minimum blocs size requirements
- Addition of a map showing locations not suitable for private septic systems
- Addition of a map showing existing land uses
- Provision of materials on Administrative Completeness checklist

Thank you for submitting the Jefferson County Agricultural and Land Use Plan for certification by the LWCB. We look forward to working with you during this process. If you have any questions, give me a call at 608/224-4645, or call , Keith Foye, the Program Director, at 608/224-4603.

Sincerely,

Mike Wyatt

Mike Wyatt
Farmland Preservation Program

WISCONSIN TOWN LAND USE DATABOOK

TOWN-LEVEL FARMING AND LAND USE TRENDS 1990-1998

Jefferson County, WI

A Project of the Land Use and Agriculture Self-Directed Team, University of Wisconsin-Cooperative Extension.
Prepared by the Program on Agricultural Technology Studies (PATS), UW-Madison. September, 1999.

WISCONSIN TOWN LAND USE DATABOOK
BACKGROUND AND SUGGESTED USES

BACKGROUND:

The loss of farms and farmland is a problem that affects all Wisconsin communities. Research in Wisconsin and other states suggests that farm and farmland losses are the result of economic pressures within agriculture as well as competition for agricultural lands from residential and recreational development. As a result, the pace and severity of agricultural decline varies considerably across our landscape. To better understand the spatial patterns of farm change for particular localities, data on agricultural and demographic trends in Wisconsin were collected at the town-level for the period 1990-1997.

This data book was created to provide local decision-makers with more accurate and timely information regarding agricultural and demographic trends at the town level. As most people are aware, it is usually quite difficult to find good information about these issues at any level of aggregation below the county. Moreover, counties can be quite diverse and county summary data can obscure local patterns and trends. For example, county-level data may be primarily influenced by trends in the incorporated urban areas (cities and villages) and be a poor proxy for what is happening in the unincorporated rural town areas.

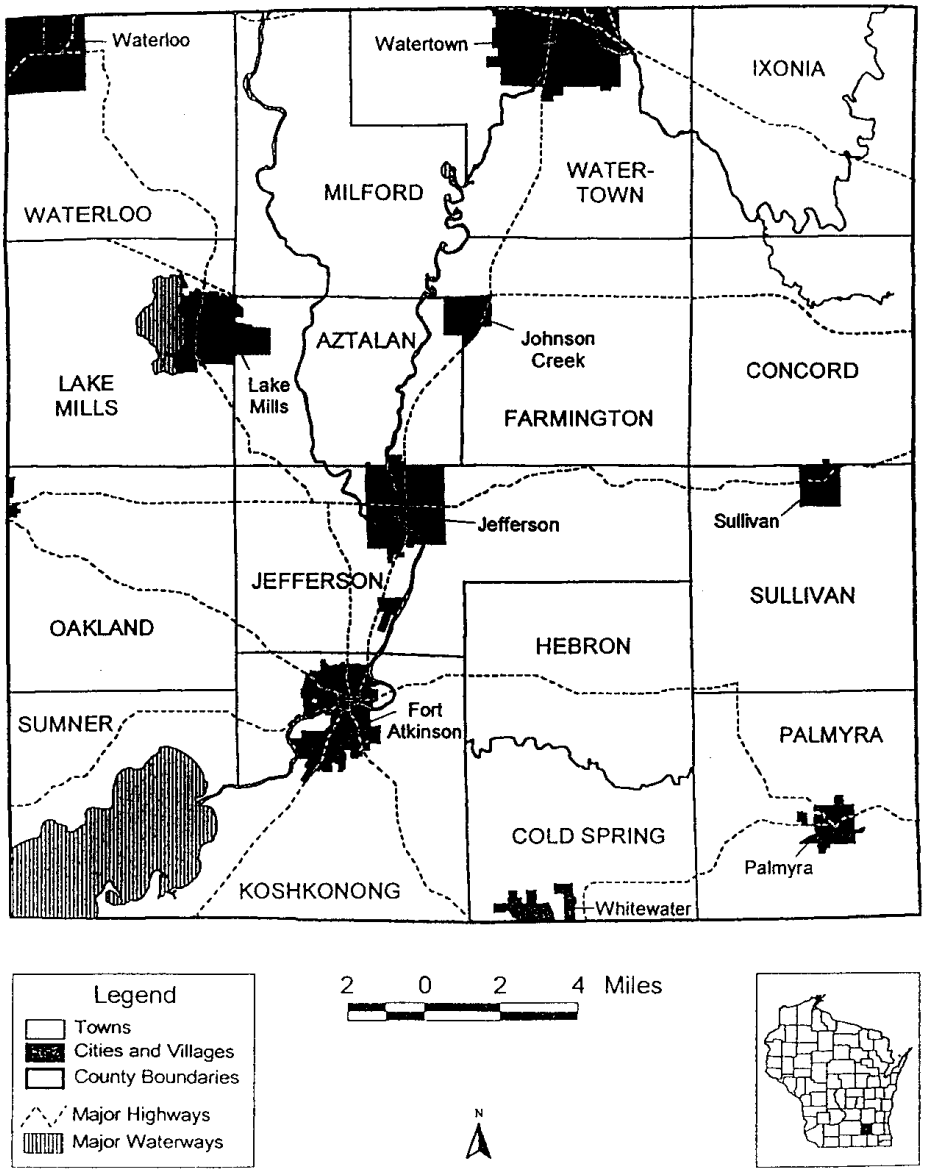
Yet town governments are critical actors in the land use policy debate. Towns[1] in Wisconsin provide a home for over 30 percent of Wisconsin's population and have local jurisdiction over land use decisions on the overwhelming majority of the state's land base. And for most town governments, land use decisions are primarily an exercise of balancing agricultural uses against increasing demands to build new homes in rural areas. This report was designed with the hope that a better understanding of agricultural and demographic trends at the town level can help town residents and public officials place their own experiences in a broader regional context and make better informed decisions about how they want their towns to develop and grow.

A map of this county with town government names and municipal boundaries is included on the next page as a reference for the data tables.

[1] Towns are similar to "townships" in other states, and are units of government that have jurisdiction over most of the unincorporated rural lands in Wisconsin.

Created by the Agriculture and Land Use Team, UW Cooperative Extension and the Program on Agricultural Technology Studies, University of Wisconsin-Madison

Jefferson County



Created at the Program on Agricultural Technology Studies, University of Wisconsin-Madison, 1999.

Wisconsin Town Land Use Databook

THE DATA TABLES

The town land use data tables that follow provide selected indicators of change on 9 major topics:

1. Land Cover & Soil Quality
2. Trends in Farm Numbers
3. Changes in Farmland
4. Farmland Sales
5. Population Density & Change
6. Income Characteristics
7. Dependence on Agriculture
8. Housing Trends
9. Land Use Policy

The selected tables were chosen because they describe both local and regional trends. On each table, town-level information is also aggregated at the county level to provide a benchmark for how a particular town is changing relative to other towns in the county. **Readers should note that the *county totals* at the bottom of each table do not include any data from any incorporated cities or villages, and hence will be different from other "county-level" data that are commonly used.**

SOURCES OF THE DATA:

None of the indicators is perfect: there is always some degree of measurement error, and different indicators of the same phenomenon (for example, the rate of farmland loss) may produce slightly different results in any given town. In most cases, the data are the best that are available at this point in time for towns across the state. In a few counties, there are more detailed data available (often from the Regional Planning Commission or County Planning Office) that could be used to elaborate the trends documented in this report.

After each table in the report, there is a page describing the sources of the various data and some discussion of the known strengths and weaknesses associated with each type of information.

Wisconsin Town Land Use Databook

For a full description of data sources and in-house data manipulations, see the expanded version of the data dictionary available from most UW Cooperative Extension County Offices, or contact Dr. Douglas Jackson-Smith at the Program on Agricultural Technology Studies (telephone: 608-265-2953; email: jacksons@facstaff.wisc.edu; mailing address: 427 Lorch Street, Room 216 Taylor Hall, Madison, WI 53706). The Expanded Town Data Dictionary describes each variable and gives the history, source, and contact for each of the Databook elements.

Readers should note that in the data descriptions below, all variable names are noted in *italics*. If a variable is a sub-category, than the variable name is indented with the main category name justified on the left.

HOW SHOULD THESE DATA BE USED?

In this first release, these land use trend data were made available to local town governments and to county, regional, and state-level extension personnel, planners and other government officials. The data may be used in a variety of ways, including:

1. **Documenting the variability of town land use trends within county borders**. Understanding that counties can be quite diverse – both in terms of their natural resource base and land use trends – may encourage county planners and other actors to develop different approaches or policies for various parts of their county.
2. **Helping local communities understand their own trends** and to see how their situation compares to their neighboring communities.
3. **Provide a statistical foundation for the development of new (or revision of old) land use plans** – particularly the components of those plans designed to protect agricultural lands and natural resources. These data may be particularly useful as town begin to develop comprehensive plans consistent with recently passed state legislation on "Smart Growth."
4. **Encourage debate and dialogue at the town level (and across municipal boundaries)** regarding land use trends and possible policy options. Having a common foundation of information can also facilitate inter-jurisdictional cooperation on regional land use plans.

While we hope they are useful, the databook tables only provide a starting point for local discussions of land use policy, but will not provide the answers for what should be done to address potential land use problems or conflicts at the local level. As with all land use policy questions, it will ultimately be the responsibility of local town governments (and their citizens) to develop a vision for what they want their landscape and community to look like in the future, and to adopt policies that have the support of a substantial majority of their populations to accomplish that vision. Each local municipality is likely to find unique qualities of their town that they want to protect or promote, and the specific policies that might achieve those goals will certainly vary from town to town.

Wisconsin Town Land Use Databook

Acknowledgements

This report was the result of an extensive team effort over several years. Jill Bukovac was instrumental in gathering and synthesizing the original town-level data, and provided most of the data definition information for the final report. Kaelyn Stiles and Marjorie Ward developed the data table formats and assisted in the production of the town data reports. Mary Edwards and Steve Ventura as well as various members of the UWEX Agriculture and Land Use team reviewed earlier drafts of the report and provided important suggestions. The Wisconsin Towns Association, UW Cooperative Extension, the Program on Agricultural Technology Studies, and the Wisconsin Land Information Association each contributed financial support to the design and production of the town data reports and related products.

Created by the Agriculture and Land Use Team, UW Cooperative Extension and the Program on Agricultural Technology Studies, University of Wisconsin-Madison

TABLE I: Land Cover and Soil Quality

Town Name	Area of Town (sq. mi.)	Percent Land Cover, 1991-1993: Row crops +	Forages +	Grassland =	Total Farmland	Urban	Forests	Wetlands	Estimated Crop Yield Potential of Farmable Soils: Corn (bushels/acre)	Forages (tons/acre)
Aztalan town	25.3	45.0%	28.4%	11.1%	**84.5%**	0.5%	5.9%	7.7%	114	4
Cold Spring town	24.4	50.5%	23.8%	10.5%	**84.8%**	0.1%	2.9%	11.3%	117	4
Concord town	36.0	34.9%	20.4%	11.0%	**66.3%**	0.0%	5.9%	26.1%	113	4
Farmington town	36.5	42.0%	21.8%	13.1%	**76.9%**	0.0%	4.5%	17.0%	119	4
Hebron town	28.8	42.3%	20.3%	10.9%	**73.5%**	0.0%	6.6%	19.3%	116	4
Ixonia town	35.9	37.3%	25.5%	11.5%	**74.2%**	0.6%	5.1%	18.6%	117	4
Jefferson town	43.6	37.3%	23.0%	11.8%	**72.1%**	0.1%	7.4%	19.1%	115	4
Koshkonong town	43.0	34.7%	21.7%	14.2%	**70.6%**	1.2%	9.5%	17.6%	114	4
Lake Mills town	31.1	36.4%	30.5%	10.9%	**77.8%**	0.8%	7.9%	11.8%	111	3
Milford town	33.9	51.7%	22.0%	7.3%	**81.1%**	0.0%	6.4%	10.9%	118	4
Oakland town	34.9	35.3%	25.6%	15.2%	**76.1%**	1.7%	12.1%	9.3%	107	3
Palmyra town	34.8	40.6%	17.5%	12.8%	**70.9%**	0.1%	17.2%	11.0%	115	4
Sullivan town	34.7	30.8%	18.0%	15.7%	**64.5%**	0.0%	10.8%	23.7%	115	4
Sumner town	16.3	32.1%	16.2%	7.9%	**56.2%**	0.3%	10.2%	33.0%	108	3
Waterloo town	32.3	37.7%	20.5%	9.0%	**67.2%**	0.0%	9.0%	22.1%	114	4
Watertown town	39.1	48.5%	20.7%	11.2%	**80.4%**	0.2%	5.2%	12.3%	119	4
All Towns in County	530.7	39.7%	22.3%	11.7%	**73.7%**	0.4%	8.0%	16.7%	115	4

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TABLE II: Trends in Farm Numbers, 1989-1997

Town Name	Estimated Farm Numbers			Estimated Farms per Square Mile, 1997	Dairy Farm Numbers			Dairy Farms per Square Mile, 1997
	1990	1997	% Change		1989	1997	% Change	
Aztalan town	80	83	3.7%	3.3	25	18	-28.0%	0.7
Cold Spring town	51	50	-2.0%	2.1	14	7	-50.0%	0.3
Concord town	107	85	-20.6%	2.4	35	14	-60.0%	0.4
Farmington town	147	112	-23.8%	3.1	37	16	-56.8%	0.4
Hebron town	89	86	-3.4%	3.0	22	11	-50.0%	0.4
Ixonia town	112	100	-10.7%	2.8	41	28	-31.7%	0.8
Jefferson town	142	103	-27.5%	2.4	39	22	-43.6%	0.5
Koshkonong town	125	128	2.4%	3.0	32	24	-25.0%	0.6
Lake Mills town	80	86	7.5%	2.8	43	23	-46.5%	0.7
Milford town	89	103	15.7%	3.0	42	28	-33.3%	0.8
Oakland town	102	106	3.9%	3.0	36	14	-61.1%	0.4
Palmyra town	70	77	10.0%	2.2	14	8	-42.9%	0.2
Sullivan town	83	107	28.9%	3.1	21	11	-47.6%	0.3
Sumner town	48	56	16.7%	3.4	8	2	-75.0%	0.1
Waterloo town	76	84	10.5%	2.6	24	16	-33.3%	0.5
Watertown town	122	157	28.7%	4.0	46	22	-52.2%	0.6
All Towns in County	1,523	1,523	0.0%	2.9	479	264	-44.9%	0.5

TABLE III: Changes in Farmland on Tax Rolls

Town Name	*Acres of Farmland on Tax Rolls (Including Improvements)*		*Percent Change in Farmland Acres on Tax Rolls, 1990-1997*	*Percent of Town Land Taxed as Farmland, 1997*
	1990	*1997*		
Aztalan town	13,204	12,615	-4.5%	77.8%
Cold Spring town	12,434	11,721	-5.7%	75.1%
Concord town	15,248	12,091	-20.7%	52.5%
Farmington town	19,325	18,320	-5.2%	78.3%
Hebron town	13,984	12,945	-7.4%	70.1%
Ixonia town	16,657	15,069	-9.5%	65.5%
Jefferson town	19,088	18,545	-2.8%	66.4%
Koshkonong town	21,479	18,376	-14.4%	66.7%
Lake Mills town	14,927	14,727	-1.3%	73.9%
Milford town	18,282	18,146	-0.7%	83.8%
Oakland town	17,238	16,444	-4.6%	73.7%
Palmyra town	17,809	16,815	-5.6%	75.4%
Sullivan town	12,943	12,383	-4.3%	55.8%
Sumner town	7,746	6,378	-17.7%	61.3%
Waterloo town	15,415	13,725	-11.0%	66.4%
Watertown town	19,302	19,379	0.4%	77.4%
All Towns in County	255,081	237,679	-6.8%	75.7%

TABLE IV: Farmland Sales

	Farmland Sales, 1990-1997								
		Acres Sold			Average Value of Sales ($/Acre)				
Town Name	*# of Parcels Sold*	*Total*	*Continuing in Agriculture*	*Converted out of Agriculture*	*Continuing in Agriculture*	*Converted out of Agriculture*	*Total*	*1990 Farmland*	*% Sold and Converted*
Aztalan town	21	1,617	945	672	$1,426	$2,670	$2,196	13,204	5.1%
Cold Spring town	38	3,477	2,769	708	$1,952	$5,998	$2,990	12,434	5.7%
Concord town	66	3,282	2,102	1,180	$1,456	$2,427	$1,619	15,248	7.7%
Farmington town	73	4,568	2,354	2,214	$1,368	$2,544	$1,923	19,325	11.5%
Hebron town	59	3,468	2,425	1,043	$1,259	$2,654	$1,339	13,984	7.5%
Ixonia town	69	4,431	3,293	1,138	$1,502	$1,590	$1,514	16,657	6.8%
Jefferson town	62	3,708	2,716	992	$1,317	$1,940	$1,440	19,088	5.2%
Koshkonong town	72	5,084	3,420	1,664	$1,351	$2,450	$1,564	21,479	7.7%
Lake Mills town	32	2,050	1,534	516	$1,667	$2,298	$1,744	14,927	3.5%
Milford town	31	3,333	3,130	203	$1,415	$1,311	$1,406	18,282	1.1%
Oakland town	49	4,700	4,121	579	$1,398	$1,921	$1,411	17,238	3.4%
Palmyra town	45	3,983	3,423	560	$1,541	$1,600	$1,542	17,809	3.1%
Sullivan town	43	2,181	1,718	463	$1,631	$2,714	$1,685	12,943	3.6%
Sumner town	20	1,802	1,516	286	$1,290	$2,112	$1,398	7,746	3.7%
Waterloo town	52	4,354	3,551	803	$1,218	$2,164	$1,239	15,415	5.2%
Watertown town	64	4,395	3,406	989	$1,320	$2,853	$1,563	19,302	5.1%
All Towns in County	796	56,433	42,423	14,010	$1,434	$2,498	$1,633	255,081	5.5%

TABLE V: Population Density and Change

Town Name	Town Population Changes, 1990-1997						Population Per Square Mile, 1997	Percent of 1990 Population that Changed Residence since 1985		
	1990	1997	New Residents	Annexation Impacts	Net Change	% Change		Different House	Different County	Different State
Aztalan town	1,476	1,504	98	-70	28	1.9%	58	31.0%	10.0%	4.0%
Cold Spring town	683	738	55	0	55	8.1%	28	38.0%	24.0%	7.0%
Concord town	1,884	2,012	128	0	128	6.8%	52	33.0%	24.0%	2.0%
Farmington town	1,404	1,432	34	-6	28	2.0%	38	31.0%	16.0%	2.0%
Hebron town	975	1,020	45	0	45	4.6%	34	22.0%	12.0%	5.0%
Ixonia town	2,789	2,908	119	0	119	4.3%	78	26.0%	19.0%	3.0%
Jefferson town	2,687	2,758	71	0	71	2.6%	62	32.0%	11.0%	2.0%
Koshkonong town	2,984	3,153	262	-93	169	5.7%	69	41.0%	13.0%	4.0%
Lake Mills town	1,584	1,759	195	-20	175	11.1%	51	41.0%	17.0%	7.0%
Milford town	1,007	1,050	43	0	43	4.3%	30	25.0%	6.0%	2.0%
Oakland town	2,526	2,860	334	0	334	13.2%	72	41.0%	23.0%	8.0%
Palmyra town	1,176	1,257	83	-2	81	6.9%	34	42.0%	34.0%	8.0%
Sullivan town	1,924	2,065	141	0	141	7.3%	56	37.0%	26.0%	4.0%
Sumner town	822	824	2	0	2	0.2%	51	33.0%	13.0%	5.0%
Waterloo town	694	737	43	0	43	6.2%	21	36.0%	22.0%	3.0%
Watertown town	1,840	1,927	96	-9	87	4.7%	47	29.0%	14.0%	3.0%
All Towns in County	26,455	28,004	1,749	-200	1,549	5.9%	53	34.0%	17.6%	4.2%

TABLE VI: Income Characteristics (1990 Population Census)

Town Name	Median Household Income, 1990	Average Household Income, 1990	Total Personal Income in Town from Farming, 1989	Percent of Total 1989 Town Resident Income from:			
				Farming	Non-farm self-employment	Salaries and wage	Retirement Income and Social Security payments
Aztalan town	$37,500	$39,735	$389,993	1.9%	4.5%	79.9%	6.0%
Cold Spring town	$37,222	$38,173	$726,854	8.0%	4.0%	72.2%	7.0%
Concord town	$34,792	$42,243	$951,701	3.4%	4.8%	74.3%	6.6%
Farmington town	$37,153	$40,028	$1,216,346	6.8%	5.6%	74.5%	6.8%
Hebron town	$32,400	$39,467	$357,781	2.7%	4.0%	76.1%	6.1%
Ixonia town	$36,891	$41,245	$1,351,712	3.5%	5.5%	77.5%	6.4%
Jefferson town	$38,958	$41,756	$918,072	3.0%	6.6%	73.3%	7.0%
Koshkonong town	$34,527	$40,471	$824,666	1.9%	6.4%	78.6%	7.1%
Lake Mills town	$35,729	$43,966	$2,710,796	11.0%	5.4%	66.8%	7.1%
Milford town	$32,847	$36,398	$1,799,509	14.2%	2.8%	64.5%	7.4%
Oakland town	$30,469	$35,094	$997,894	3.0%	7.3%	70.0%	10.1%
Palmyra town	$36,635	$39,434	$667,019	4.1%	3.9%	73.6%	8.6%
Sullivan town	$33,214	$37,650	$669,427	2.6%	3.4%	81.1%	6.7%
Sumner town	$31,544	$34,674	$399,212	3.6%	5.2%	69.4%	12.3%
Waterloo town	$35,167	$38,991	$932,720	9.2%	2.1%	72.7%	6.0%
Watertown town	$36,434	$39,009	$961,560	3.9%	7.3%	72.2%	8.2%
All Towns in County	N/A	$39,271	$15,875,262	5.2%	4.9%	73.6%	7.4%

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TABLE VII: Dependence on Agriculture (1990 Population Census)

Town Name	Town Population 1990	Percent of 1990 Population Living: On Farms	Percent of 1990 Population Living: In Urban Areas	Employed Adults Working on Farms, 1990: Number	Employed Adults Working on Farms, 1990: Percent	Households with any Farm Income, 1989: Number	Households with any Farm Income, 1989: Percent	% of total income in town from farming, 1989	Average net farm income per farm household, 1989
Aztalan town	1,476	15.2%	0.0%	90	10.7%	63	12.5%	1.9%	$6,190
Cold Spring town	683	13.2%	0.0%	41	11.3%	38	16.0%	8.0%	$19,128
Concord town	1,884	13.6%	0.0%	90	8.7%	63	9.6%	3.4%	$15,106
Farmington town	1,404	23.5%	0.0%	98	12.6%	116	26.0%	6.8%	$10,486
Hebron town	975	23.2%	0.0%	57	10.8%	81	24.3%	2.7%	$4,417
Ixonia town	2,789	14.8%	0.0%	131	8.3%	97	10.5%	3.5%	$13,935
Jefferson town	2,687	10.8%	0.0%	109	8.1%	73	10.1%	3.0%	$12,576
Koshkonong town	2,984	11.2%	0.0%	133	8.1%	109	10.1%	1.9%	$7,566
Lake Mills town	1,584	11.7%	0.0%	112	13.3%	81	14.5%	11.0%	$33,467
Milford town	1,007	31.0%	0.0%	119	22.5%	81	23.3%	14.2%	$22,216
Oakland town	2,526	11.9%	0.0%	126	9.5%	101	10.6%	3.0%	$9,880
Palmyra town	1,176	13.8%	0.0%	69	11.0%	48	11.6%	4.1%	$13,896
Sullivan town	1,924	10.9%	0.0%	81	8.3%	78	11.6%	2.6%	$8,582
Sumner town	822	18.1%	0.0%	24	5.5%	45	13.9%	3.6%	$8,871
Waterloo town	694	25.0%	0.0%	62	15.9%	64	24.6%	9.2%	$14,574
Watertown town	1,840	14.3%	0.0%	117	11.7%	91	14.4%	3.9%	$10,567
All Towns in County	26,455	14.8%	0.0%	1,459	11.2%	1,229	13.6%	4.4%	$13,216

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TABLE VIII: Housing Trends

Town Name	1990 Households	Number of Housing Units		Change in Housing Units, 1990-1997				New Housing Units per Square Mile 1990-1997	Percent Seasonal Housing Units 1990
		1990	1997	New units built (net)	Units annexed (in or out)	Total net change	Percent change		
Aztalan town	504	529	579	61	-11	50	9.5%	2.4	0.8%
Cold Spring town	238	247	296	49	0	49	19.8%	2.0	2.4%
Concord town	659	688	789	101	0	101	14.7%	2.8	0.0%
Farmington town	447	473	532	59	0	59	12.5%	1.6	1.7%
Hebron town	334	361	409	48	0	48	13.3%	1.7	3.0%
Ixonia town	925	939	1,051	112	0	112	11.9%	3.1	0.0%
Jefferson town	722	735	809	74	0	74	10.1%	1.7	0.0%
Koshkonong town	1,080	1,236	1,372	178	-42	136	11.0%	4.1	11.0%
Lake Mills town	559	663	787	126	-2	124	18.7%	4.0	11.5%
Milford town	347	371	417	46	0	46	12.4%	1.4	4.6%
Oakland town	949	1,195	1,452	257	0	257	21.5%	7.4	18.1%
Palmyra town	413	550	610	61	-1	60	10.9%	1.8	18.7%
Sullivan town	672	699	792	93	0	93	13.3%	2.7	2.6%
Sumner town	323	574	598	24	0	24	4.2%	1.5	42.2%
Waterloo town	260	263	308	45	0	45	17.1%	1.4	0.8%
Watertown town	631	672	747	82	-7	75	11.2%	2.1	2.1%
All Towns in County	9,063	10,195	11,548	1,416	-63	1,353	13.3%	2.7	8.4%

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TABLE IX: Land Use Policy: Zoning and Participation in Tax Credits

Does county have general zoning ordinance? yes

Does county have certified Exclusive Agricultural Zoning (EAZ) Ordinance? yes

Town Name	General Zoning Ordinance	Exclusive Agricultural Zoning (EAZ) Ordinance	Acres Rezoned out of EAZ, 1990-1997	Farmland claimed on State Income Taxes under the Farmland Preservation Program, 1993-1995: Average Acres Claimed Each Year	% of total town farmland claimed
Aztalan town	county zoning	County EAZ ordinance	106	8,343	64.6 %
Cold Spring town	county zoning	County EAZ ordinance	155	5,275	43.7 %
Concord town	county zoning	County EAZ ordinance	423	5,039	36.9 %
Farmington town	county zoning	County EAZ ordinance	92	9,464	50.3 %
Hebron town	county zoning	County EAZ ordinance	123	8,500	63.1 %
Ixonia town	county zoning	County EAZ ordinance	130	9,931	62.6 %
Jefferson town	county zoning	County EAZ ordinance	240	14,477	76.9 %
Koshkonong town	county zoning	County EAZ ordinance	272	9,440	47.4 %
Lake Mills town	county zoning	County EAZ ordinance	120	10,340	69.7 %
Milford town	county zoning	County EAZ ordinance	75	12,213	67.0 %
Oakland town	county zoning	County EAZ ordinance	208	11,404	67.7 %
Palmyra town	county zoning	County EAZ ordinance	185	6,711	38.8 %
Sullivan town	county zoning	County EAZ ordinance	151	7,287	57.5 %
Sumner town	county zoning	County EAZ ordinance	97	5,155	73.0 %
Waterloo town	county zoning	County EAZ ordinance	357	3,316	22.8 %
Watertown town	county zoning	County EAZ ordinance	89	12,991	67.2 %
All Towns in County	*N/A*	*N/A*	*N/A*	139,884	56.6%