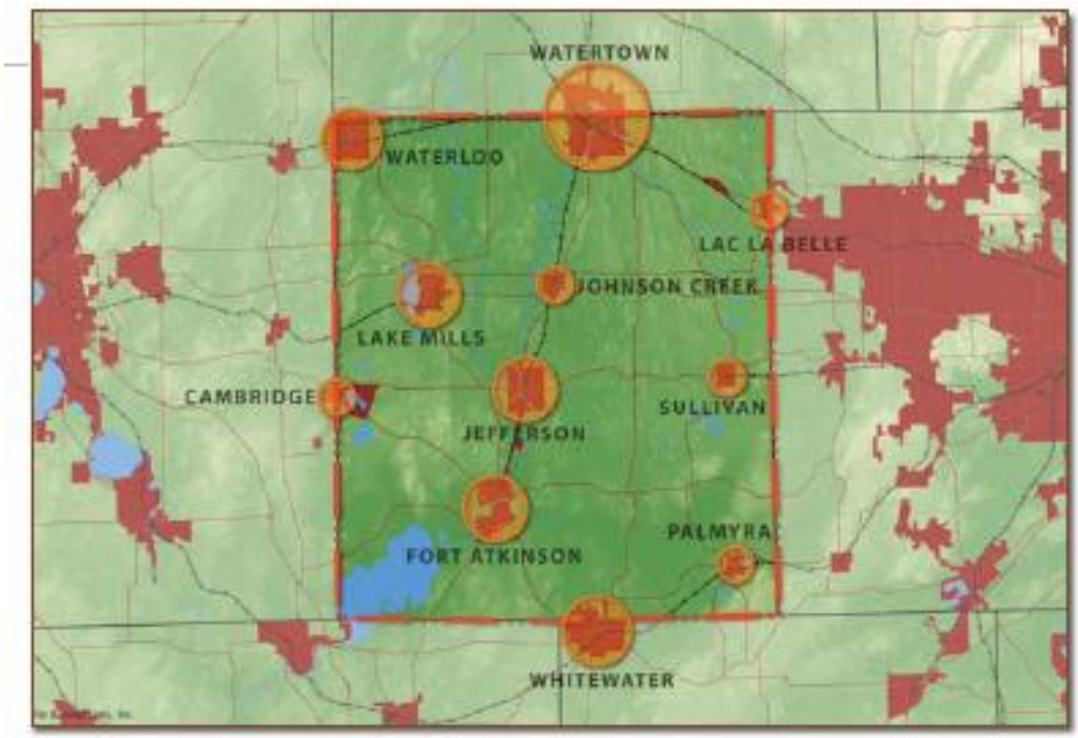
Jefferson County

Comprehensive Plan Update
(with Economic Development Emphasis)



September 8, 2010

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ACKNOWLEDGMENTS

The Jefferson County Comprehensive Plan (With Economic Development Emphasis) has been a multi-year initiative with many contributors. The two major phases of Phase 1: Economic Vision and Positioning Framework Initiative and Phase 2: Comprehensive Plan Assessment have both distinct and overlapping contributors. These acknowledgements are cited below.

Phase 1: Economic Vision and Positioning Framework Initiative

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Vice Chairman Steve Wilke – *City Manager, City of Lake Mills*

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Other Important Contributors

Jefferson County Town Boards

Jefferson County Farmland Conservation Easement Commission

Jefferson County Staff Resources:

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

A final acknowledgement is made to local community and economic organizations, advisors to the JCEDC, community business thought-leaders and the many citizens who diligently participated in the numerous interviews, public workshops, visioning processes, focus groups, community presentations and a variety of other approaches necessary for meaningful public involvement.

CHAPTER 1: INTRODUCTION
Jefferson County Comprehensive Plan Update
(with Economic Development Emphasis)

Situation

Jefferson County was the first county in Wisconsin to complete a comprehensive plan (Agricultural Preservation and Land Use Plan in 1999). It has been recognized that the Economic Development Element of the 1999 Comprehensive Plan needed to be strengthened with a strong "Vision" for a future economy. An overall guide for community and County economic development for the Jefferson County Economic Development Consortium (JCEDC) has been called-for since 2003. Regional economic development plans for greater Milwaukee (Milwaukee 7) and greater Madison (Thrive) which affect Jefferson County and its communities have recently been developed. The Wisconsin Comprehensive Planning Act of 1999 (Smart Growth Law) requires that local comprehensive plans be revised every 10 years so it is now time for Jefferson County to prepare an updated comprehensive plan.

The JCEDC serves as the lead economic development organization in Jefferson County. The Consortium was formed in June 2003 to develop and implement Jefferson County's Overall Economic Development Program as well as to further and facilitate the economic development goals of the County and the member communities. Its overall goals are to foster and encourage responsible, sustainable economic development activities that result in job creation, job retention, increase the tax base and improve the quality of life for the citizens of Jefferson County.

The JCEDC took the lead in looking into an approach that could provide both a strengthened economic vision and plan for Jefferson County and its communities, and provide a mechanism for also preparing the required update of the County's comprehensive plan. Jefferson County Zoning Department staff and Zoning and Planning Committee members became involved in the exploration of optional ways of proceeding. The idea of preparing a two-phase approach to the Jefferson County plan update process was developed. This was called the Jefferson County Comprehensive Plan Update (with Economic Development Emphasis). Phase 1 would result in the development of an economic vision and catalytic strategies for Jefferson County and its communities. Phase 2 would be an assessment of and recommendations for the 1999 Comprehensive Plan. The overall update would also include an integration of Phases 1 and 2.

University of Wisconsin-Extension Specialist Brian Ohm was consulted on this approach. He has endorsed this approach as sound and one that could be a model for municipalities and counties throughout Wisconsin. This is especially true since he has analyzed the comprehensive plan being developed since the Smart Growth Law was enacted, and the consistently weak component of the plans is the economic development element.

Purposes

Given that the Jefferson County Comprehensive Plan Update (with Economic Development Emphasis) has two Phases, the purposes for each Phase are identified below.

Phase 1 Purposes: Jefferson County Economic Vision & Positioning Framework Initiative

- Gain a comprehensive understanding of the County's place-based assets and location advantages.
- Identify emerging economic opportunities that are based on existing assets and global trends.
- Develop an economic framework and detailed economic vision for key topic areas of most importance to the future of Jefferson County and its communities.
- Identify catalytic strategies.
- Integrate the economic development framework into the existing Jefferson County Comprehensive Plan

Phase 2 Purposes: Assessment and Integration of the Existing Jefferson County Comprehensive Plan (Agricultural Preservation and Land Use Plan, 1999)

- Provide a technical assessment of the 1999 Comprehensive Plan to determine the effectiveness of the plan.
- Provide an assessment by the County Planning and Zoning Committee to determine how the plan has served as a policy guide.
- Provide an assessment by the Towns and other jurisdictions in Jefferson County to determine how the plan has met the needs of jurisdictions that partner with Jefferson County.
- Integrate the Economic Vision (Phase 1) with the assessments associated with the existing 1999 Comprehensive Plan (Phase 2)

Expected Outcomes from Phase 1 and Phase 2

Phase 1 Economic Vision Outcomes:

- Identifies and provides awareness of Jefferson County's key economic assets and emerging economic opportunities.
- Creates a consensus Economic Vision development and broad awareness.
- Identifies catalytic strategies that respond to the agreed-up vision elements and generates momentum for emerging economic opportunities.
- Creates a "Traction or Implementation Plan" for action on the vision and strategies.
- Provide the framework for development of the Jefferson County Comprehensive Plan Economic Development element.
- Develop a document entitled "The Jefferson County Economic Vision and Positioning Framework Initiative" document (Storybook):
    - Provides updated assets, opportunities, consensus vision statements by eight (8) focus areas/functional components and catalytic strategies or actions to move towards the agreed-upon vision.
    - Provides the overall roadmap for realizing the vision: Jefferson County, its communities, nonprofit organizations, businesses, many other entities and the general citizenry all play a role in developing and acting on strategies and actions

for which any or combinations of these community structures, organizations or individuals may take leadership.

Phase 2 Assessment and Integration Outcomes:

- The analysis of the strengths, weaknesses, challenges and opportunities associated with the 1999 Comprehensive Plan will be performed and shared.
- The assessment context, processes and results will be clearly documented. (A narrative below will summarize this.)

The Jefferson County Comprehensive Plan (entitled Jefferson County Agricultural Preservation and Land Use Plan) was approved in October 1999. The Jefferson County Comprehensive Plan document was comprised of three volumes:

- Agricultural Preservation and Land Use Plan
- Background Report
- Public Involvement Process

These three reports are available online at:
http://www.co.jefferson.wi.us/jc/public/jchome.php?page_id=935

The Background Report documented this plan as compliant with Wisconsin's Comprehensive Planning Act of 1999 (also known as the Smart Growth Law). Chapter 10 of the Background Report is entitled "Comprehensive Plan Definition and Wisconsin Smart Growth Compliance Documentation" (pp. 220-244). Jefferson County became the first county in Wisconsin to be compliant with the Smart Growth Law.

The Zoning Ordinance which further implemented the Jefferson County Comprehensive Plan was approved in March, 2000. The Director of Planning and Zoning has annually reported to the County Board of Supervisors on the effectiveness and impacts of the Comprehensive Plan in moving Jefferson County toward the vision and goals contained in the plan.

In December, 2008, the Director of Planning and Zoning completed a comprehensive technical assessment of the impact of this plan on the landscape of Jefferson County. In addition, two major assessment workshops were convened to further assess the impacts of the Comprehensive Plan. The first assessment workshop included the Zoning and Planning Committee which is the policy committee of the County Board which oversees the administration of the Comprehensive Plan. The second assessment workshop included Town Board Supervisors, Town Plan Commissioners, other Town Officials and residents involved with the County/Town partnership.

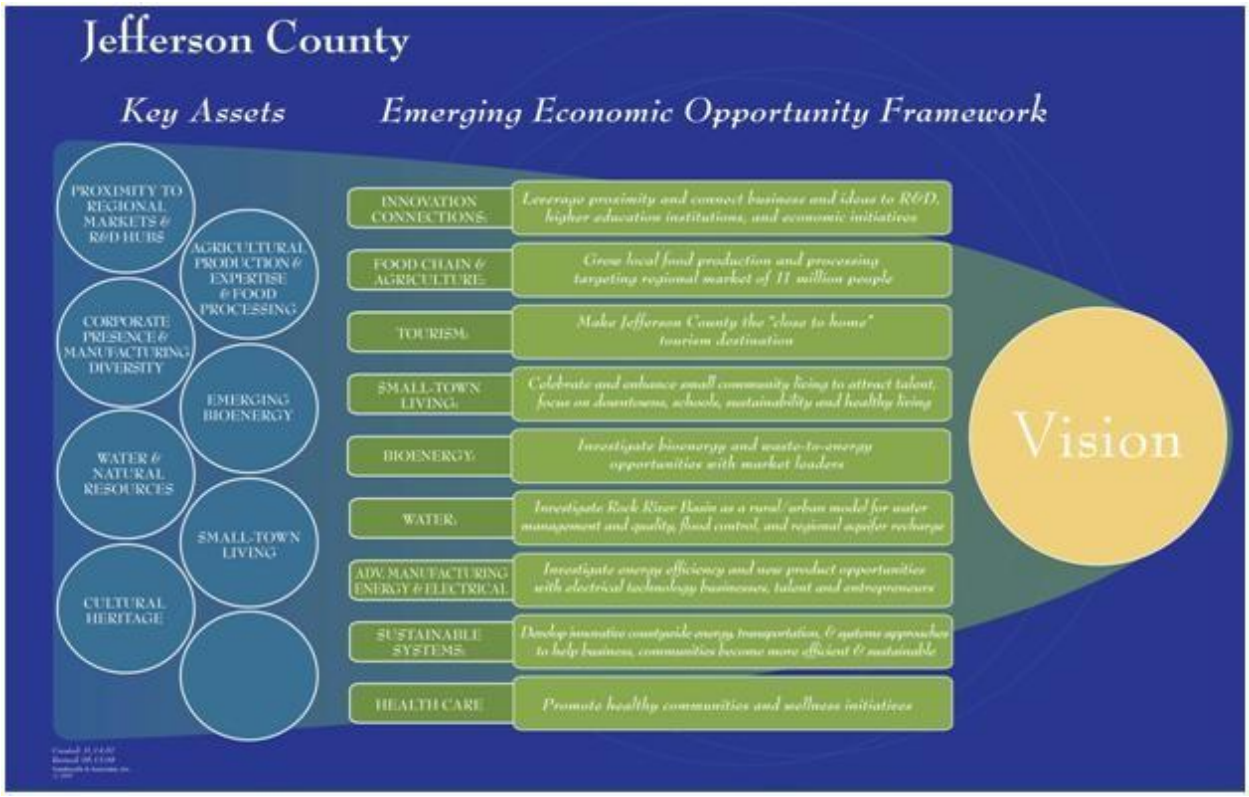
- The recommendations associated with integrating the Economic Vision and the Assessment (Phases 1 and 2) will be documented.

CHAPTER 2
PHASE I ECONOMIC VISION AND POSITIONING FRAMEWORK

This chapter of the Jefferson County Comprehensive Plan (with Economic Development Emphasis) represents Phase I of the plan, and develops an economic vision and catalytic strategies for Jefferson County and its communities. A stand-alone document (the Storybook) entitled: “The Jefferson County Economic Vision and Framework Initiative” has been widely disseminated, and has been approved in principle by the Jefferson County Economic Development Consortium (JCEDC) Board. This chapter provides a substantial excerpt from the “Storybook”.

This chapter provides background and context about Jefferson County, and then describes key economic assets in the County, identifies emerging economic opportunities, develops consensus vision statements for eight (8) focus areas or functional components and offers promising “catalytic strategies” or actions to move toward the agreed-upon consensus vision statements.

As will be continuously emphasized, this chapter provides the overall road map for realizing the vision. It will be the shared responsibility of Jefferson County, its communities, nonprofit organizations, businesses and many other entities, as well as the general citizenry, to act on the vision ideas and strategies contained in this chapter.



Section 1
BACKGROUND ON JEFFERSON COUNTY

This section describes the existing condition and setting of Jefferson County.

Population

- County Population 80,734 (2007 estimate)
- The population is projected to increase to 94,259 by 2030, a change of 20.3% 2000-2030

Workforce

- Workforce estimated at 41,000
- Manufacturing sector averaged 10,414 jobs and $407 billion in payroll annually (2005). However between 2000 and 2005 manufacturing employment declined by 1,858 jobs or 15.1% (Department of Workforce Development (DWD) 2006)
- Manufacturing and agriculture are the County's key economic drivers.
- Retail and health care are the leading service industries.
- Between 2001 and 2006 Jefferson County lost over 250 jobs while Dane and Waukesha Counties added a total of 30,000 jobs.
- Jefferson County has a unique mix of niche economic sectors. The County is heavy in manufacturing but it is diverse.
- Jefferson County industries include bikes, small engines, metal manufacturing and machines, plastics and furniture. Food production includes eggs, milk and meats. Jefferson County is the egg capital of the State.

Regional Setting

Jefferson County is located in the heart of the Upper Midwest, a region rich with resources with proximity to the Great Lakes Basin, Northwoods Biomass, and the agricultural production "Bread Basket" of the US.

Within this region, Jefferson County is on the edge of the Chicago/Milwaukee megacity–with a population of 11 million people which makes the megacity the third largest regional population center in the U.S. behind New York and Los Angeles.

Changing Demographics

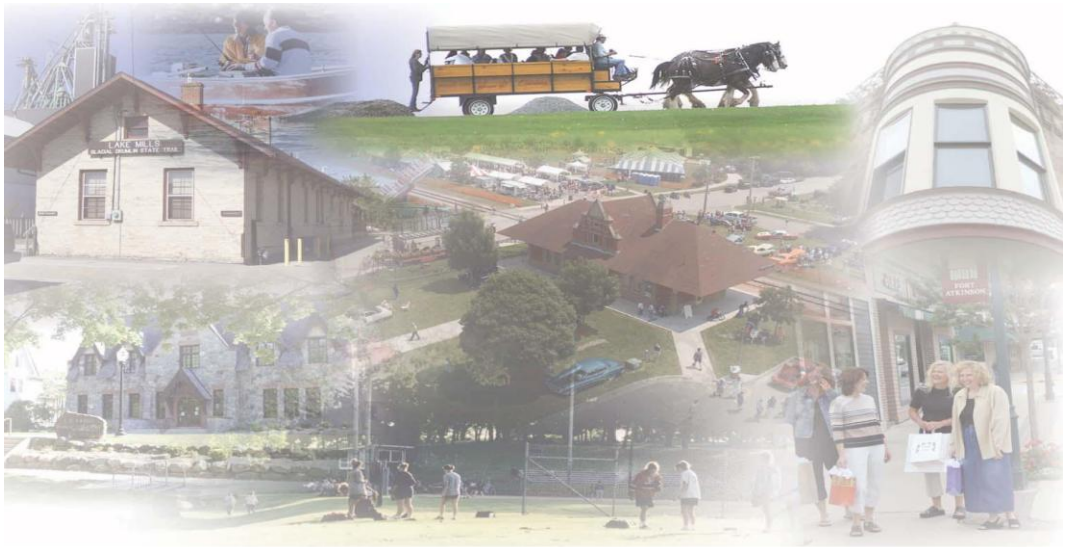
The 2000 Census found that 39.5% of Jefferson County's working residents had jobs in other counties (Jefferson County Population Demographics 2005, Department of Administration, 2004). So it's no surprise that the fastest growing communities in the County are located along I-94. From 1990-2004 the fastest growing communities were the City of Lake Mills and the Village of Johnson Creek. The fastest growing townships were Ixonia, Oakland and Lake Mills.

Metro Connections

Jefferson County sits between the Madison Metro Area, home to one of the world's leading research institutions and an emerging biotech commercialization center; and the Milwaukee Metro Area, Wisconsin's financial, manufacturing, and corporate center. Jefferson County is well connected to Chicago, Milwaukee and Madison via a strong transportation network. Here, Interstate 94 bisects County Highway 26, the County's north-south backbone and connector to Interstate 90. This easy access allows Jefferson County businesses and residents to enjoy a small-town living environment with a strong agriculture, food processing and manufacturing economy, while being in close proximity to major urban centers.

Quality of Life

The quality of life in Jefferson County is enhanced by the vibrant economy and strong tradition in land preservation. Guided by careful planning, the County strives for balanced growth while maintaining community livability. The County's park system, cultural sites, scenic roadways and quaint authentic downtowns, among other attractions, add to the quality of life while contributing to the economy. Jefferson County's location, economic diversity, and quality of life combine to create a dynamic area within which to live, work, visit and do business.



Section 2
KEY ECONOMIC ASSETS

This section first introduces the rationale for identifying assets in economic development planning. The concepts of place-based assets, driver industries and assets associated with innovation are generalized. Then this section describes the seven (7) key assets in Jefferson County.

Identifying Place Based Assets:

Place-based assets are the significant resources essential to supporting both the existing and future economic activities of the region. Jefferson County's Key Economic Assets are unique to the community and have the power to serve as catalysts for economic activity. Much of our focus will be growing and ensuring the export driver industries remain globally competitive here in Jefferson County.

Driver Industries:

Export drivers are the industries that export goods and services outside the County and are the foundation that the economy is built upon. Additionally, Jefferson County recognizes that contemporary economic development instructs us to focus on retention, expansion, and small business development and innovation which include embracing such development policies as public-private partnerships, regionalism and clusters.

The Innovative Economy:

These factors become essential in determining how a community can, as a whole, adapt to the new Innovation Economy. Simply defined, the Innovation Economy is a future based on selling knowledge and high-value services.

ASSET - PROXIMITY TO REGIONAL MARKETS AND RESEARCH AND DEVELOPMENT HUBS

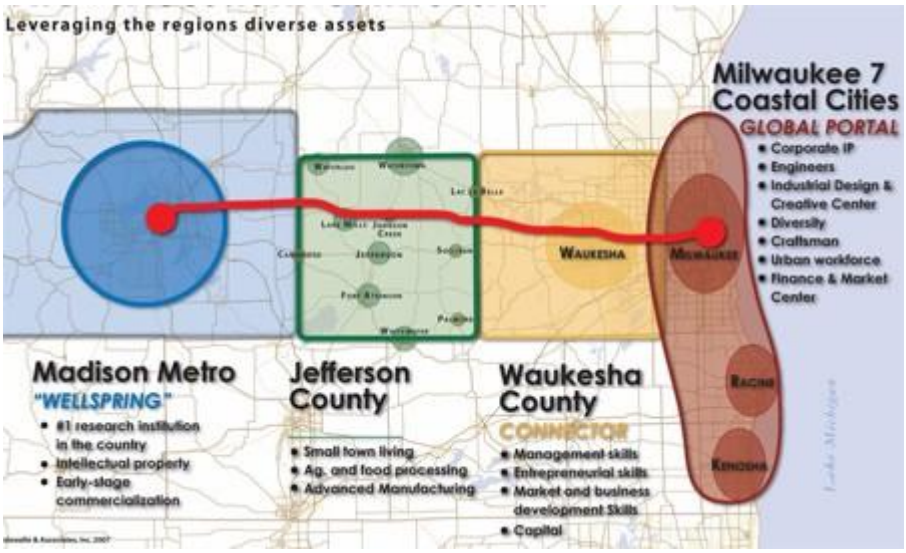
Jefferson County is physically connected to, and ideally located in, the center of the most diverse and dynamic economic region in Wisconsin. The County and its communities are positioned to build upon existing strengths and to leverage their strong linkage to the Madison and Milwaukee Metro Areas. The influence of these unique metro areas is significant; being located between the discovery and basic research center of Madison, and the applied technology and financial center of Milwaukee, Jefferson County has many opportunities to be a physical and economic link between the two.

Key benefits of Jefferson County's regional location:

- Within proximity of two multi-county regional economic initiatives, as part of the Madison region 8-county THRIVE initiative, and adjacent to the Milwaukee 7 initiative. This proximity allows Jefferson County to become involved in both regional efforts while also developing its own unique economic vision.
- Preserved "natural" county in the middle of a growing region – this creates the ideal location for regional recreation – biking, paddling, camping, fishing, among other activities.
- Transportation network and connections which, depending on the location in the County, allow people to be just 30 minutes from Madison Metro Area, 45 minutes from Milwaukee Metro Area, and 1 hour from the Greater Chicago Area.

ASSET - AGRICULTURAL PRODUCTION AND EXPERTISE, AND FOOD PROCESSING

Jefferson County has prominent economic clusters in food processing, advanced manufacturing and biofuels. Agriculture dominates the physical landscape of the County and contributes $1.5 billion to the economy and nearly 11,000 jobs. The County's farmers own and manage the resources of over 240,000 acres of land, ranking it among Wisconsin's top counties in the production of poultry, eggs, aquaculture, forages, nursery stock and sod, soybeans and agricultural crops in general. However dairy remains the largest part of agriculture in the County, explained mostly by the sale of milk. The County is the proud home to Hoard's Dairyman. Jefferson County has a number of supply and processing companies that support and add value to the agricultural products. The County is also rich in state and national agricultural thought leaders and has a strong agricultural preservation culture – most notably through the County's Comprehensive Plan, zoning, and local community plans. Jefferson County's communities and workforce are part of a strong manufacturing sector that is skilled in food processing. There are five dairy processing plants, large meat processing operations and regional canning and bottling companies.



ASSET - CORPORATE PRESENCE & MANUFACTURING DIVERSITY

Jefferson County has a well-established corporate presence with significant and diverse goods and service producing companies. Manufacturing is the single largest source of employment in the County with almost 25 percent of all jobs. The County is home to major corporations with household names like Briggs & Stratton, Trek, Tyson, Generac and Spacesaver. The service industry, led by high quality and growing health care operations, represents another significant employment sector.

The following are the leading employment industries in Jefferson County:

- Metal Manufacturing and Machines
- Bicycles
- Electrical Equipment
- Printing
- Plastics
- Furniture
- Food & Beverage – Eggs, Poultry, Meats, Dairy, Vegetables

ASSET - EMERGING BIOENERGY

Another key asset is the emerging bioenergy strength in the County and region, including fuels infrastructure, talent and focus. Jefferson County is central to the rapidly growing investment in biofuel infrastructure and the emerging bioenergy economy in Wisconsin.

Evidence of the growing investment includes:

- Valero Renewables (formerly Renew Energy), north of the City of Jefferson, began operation in 2007, and is one of the largest dry milling ethanol plants in the world. The company's operations are primarily ethanol productions and ethanol byproducts.

- UW-Madison is developing the Great Lakes Bioenergy Research Center. The early focus of this center will be conducting basic research toward a suite of new technologies to help convert cellulosic plant biomass - cornstalks, wood chips and native grasses - to sources of energy for everything from cars to electrical power plants.
- Deer Track Park Landfill, located east of Johnson Creek, has a growing gas-to-energy plant which powers nearly 5,000 homes. As technology develops, landfills will continue to be a focus for energy and also material recovery.

ASSET - WATER AND NATURAL RESOURCES

Jefferson County's high-quality natural resource base is an asset that greatly contributes to the quality of life in the County and region. It is a rich agricultural landscape, and has an abundance of environmental corridors, rivers and lakes, restored wetlands and extensive public lands, and organizations committed to natural resources, positioning the County to capitalize on the growing recreation and tourism economies.

Jefferson County has a rich supply of freshwater with numerous lakes, wetlands and rivers, including two major rivers, the Rock and Crawfish, which traverse the historic downtown communities of Watertown, Jefferson and Fort Atkinson. This freshwater asset plays a role in the County's groundwater recharge ability for the Rock River basin. Jefferson County is within a region that has been designated by the Wisconsin Department of Natural Resources as the highest priority location to further develop a natural resource-oriented trails, parks and recreation system called the Glacial Heritage Area. This designated area of linked parks and trails are projected to generate over $50 million in economic value per year in tourism and recreation-related expenditures.

ASSET - SMALL-TOWN LIVING

Small-town living is a notable strength in Jefferson County, with a prevalence of small communities surrounded by productive farmland. Ten of these communities are incorporated, and are dedicated to retaining their identities in the future. These unique communities maintain a small-town sense of place, with vital town centers that provide community residents and visitors a focal point and pleasant public domain for everyday social life, while also being in close proximity to the urban amenities of Madison, Milwaukee and Chicago. Important aspects of the small-town quality lifestyle include close-knit community bonds, reduced stress in day-to-day living and affordable housing.

As the metro regions on either side of Jefferson County continue to grow, the County may grow more and more attractive to a portion of the regional workforce looking for the lifestyle benefits of small-town living.

ASSET - CULTURAL HERITAGE

Jefferson County's cultural heritage is evidenced throughout its traditional downtowns, which have maintained their historic fabric and authentic character over many generations. Three communities in the County have received the Main Street Program designation through the Wisconsin Department of Commerce.

Jefferson County has over seventy sites officially classified through the National Register of Historic Places and Historical Society of Wisconsin Register. The recognition and rehabilitation of historic properties creates an atmosphere that honors an important cultural and ethnic past.

Jefferson County has a wealth of archaeological treasures both in site and museum exhibits. The native archeological sites include earthen effigy mounds and celestial stone monuments, particularly in the areas of Lake Mills and Aztalan, which are rich in ancient history and legend. Thought to be built by the Early-Mound Building or Middle Mississippian culture, Aztalan is considered by many to be one of the most important archeological sites in Wisconsin. The site features two truncated, earthen pyramids, partially surrounded by a tall stockade.

In more recent history, the ethnic heritage of Jefferson County was led by early German settlers who shaped the County's cultural heritage. The area is home to the first kindergarten, numerous clubs, events and community organizations including Concordia Music Society - a German singing group, Watertown's Turner Hall and Plattdeutscher, and the annual Gemuetlichkeit Days in the City of Jefferson.

Section 3
CONTEXT FOR EMERGING ECONOMIC OPPORTUNITIES AND VISION

This section introduces the context for using the asset analysis in Section 2 as the foundation for thinking about the future of Jefferson County and its communities.

From Assets Come Opportunities:

Emerging Economic Opportunities are derived from Jefferson County's place-based Key Economic Assets. Emerging Economic Opportunities consider the growing needs of a post-industrial society and economy. The rapidly changing nature of the world economy, technologies and the needs of our communities require a forward-thinking, innovative Economic Vision.

These Emerging Economic Opportunities have been identified through community meetings as those that hold significant promise to be catalytic in growing new businesses, and in keeping existing companies competitive. The identified opportunities are provided to inspire stakeholders, to provide evidence and background context, and to focus the conversation.

Vision Building:

These Opportunities have been tested through a community "Strengths, Weaknesses, Opportunities and Challenges (SWOC) Analysis" process, focus-group style Opportunity Topic Meetings, and via outreach with state, regional and local leaders. Consensus Vision Statements have also emerged through this process.

The Vision Statements comprise a description of a "desired end-state". The Vision Statements provide the communities agreed-upon ideas of what should be in place at a future point in time. These ideas reflect the "values" of county residents and provide the overall target for economic development initial strategies.

Format:

Section 4 is a key section of this chapter. The eight (8) most important "functions" or "topic areas", developed through this planning process, each have one to two-page planning narratives. Each topic will include a question or <u>issue</u> which frames the fundamental challenge facing this topic. Then, the <u>opportunities</u> for addressing this issue are detailed. The opportunities were derived from careful analysis and suggestions by economic development professionals, community leaders, focus group participants, economic development forum participants, thought-leaders from various sectors of the community, Steering Committee members and the general citizenry. The <u>consensus vision statements</u> comprise the "agreed-upon" description of what the desired economic and community future should look like in Jefferson County and its communities. These vision statements provide rich detail and deep insights about what is valued in Jefferson County.

Many of the same stakeholders who contributed to the analysis of opportunities helped develop the consensus vision statements. The Economic Development Core Group and Steering Committee (which also includes the Board members of the JCEDC) refined the wording of the consensus vision statements to clearly describe the elements of a desirable economic future.

Section 4
ISSUES, OPPORTUNITIES AND CONSENSUS VISION STATEMENTS: EIGHT (8) TOPIC AREAS

This section frames the issues, identifies opportunities and then provides consensus vision statements which describe what Jefferson County and its communities would have in place in a future, successful economy. The planning process determined these eight topics as the most important areas to target economic development planning efforts.

Topic - Innovation Connections

Issue: How do we leverage proximity and connect business and ideas to research and development, higher education institutions and economic initiatives?

Opportunities: Jefferson County has the opportunity to align itself with regional economic initiatives (Milwaukee 7 and Capital Region's THRIVE), connect with industry trends, and develop its capacity as an innovation center, fueled by the research, commercialization, and capital investment occurring within and around the County.

Jefferson County holds an enviable position within the emerging innovation economy in Southeastern Wisconsin. The County itself is home to innovative industry leaders in agriculture, business, information technology, engineering and other fields. Institutional ties help fuel and facilitate this growth, including the UW-Whitewater, with its acclaimed programs in information technology and business as well as its local business development initiatives; and Madison College (formerly MATC), which continues to expand its presence and ability to transfer skills and expertise to the workforce of Jefferson County. Furthermore, the County is situated between Wisconsin's core of academia, research and commercialization in Madison and of applied research and industry in Milwaukee. Regional initiatives extending from these core assets aim to grow our state's economy through support and investment for innovation, commercialization, and new and advancing businesses.

Consensus Vision Statements for Innovation Connections

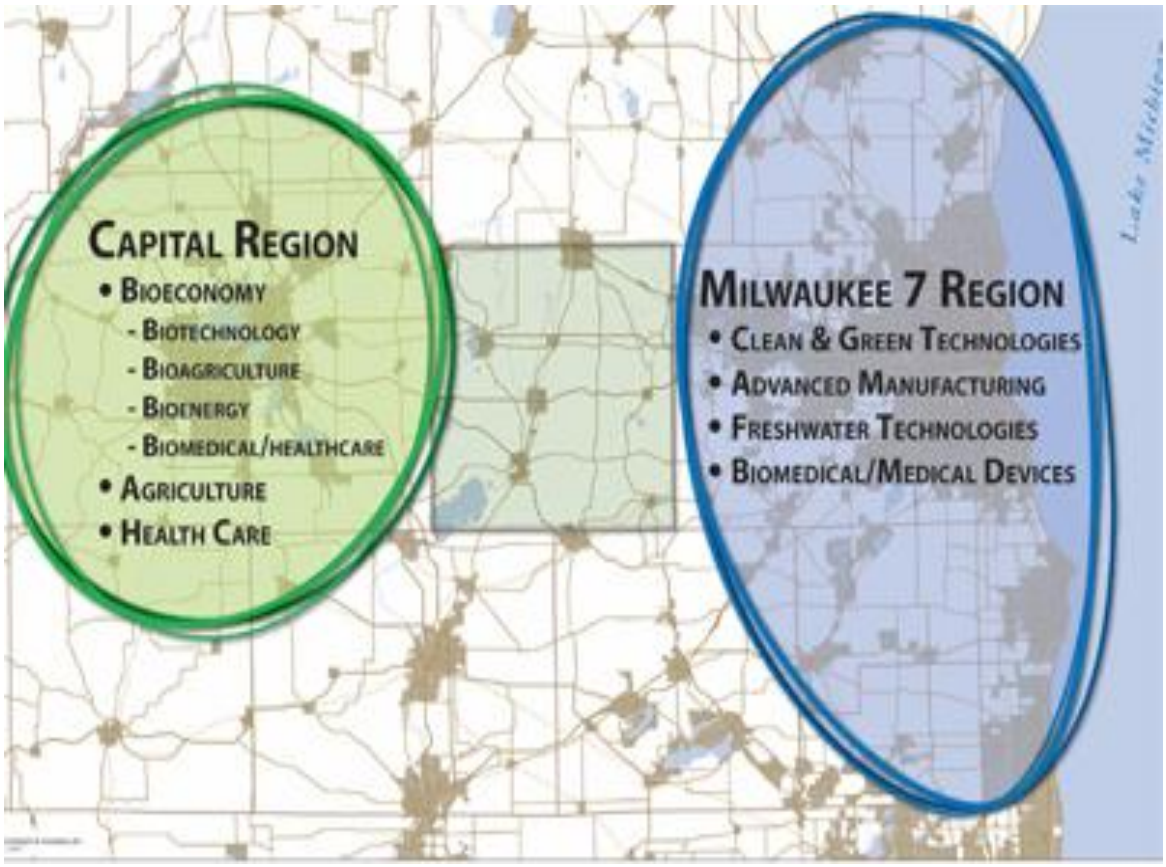
Jefferson County Will Have:

Applied Higher Education, Research and Technology

- University of Wisconsin-Whitewater (UW-W) using applied higher education in individual companies' project management, stage development, international marketing and training company leaders.
- Research institutes that use UW-W technology and business capacity for new leading-edge business such as search engine optimization/multi-lingual web sites; Green Chemistry/energy-oriented business development; international healthcare and other spin-offs of world renowned experience in business management expertise.

Innovative Forces and New Markets/International

- A network of higher education/JCEDC/Jefferson County communities with a focus on innovation forces.
- A network of five or six leading companies to collaborate and focus on innovation and new directions for business growth.



Topic - Agricultural Enterprises

Issue: How do we respond to commercial agriculture markets and grow local food production and processing, targeting a regional market of 11 million people?

Opportunities: Jefferson County has the opportunity to leverage its proximity to major markets and meet the growing market demand for locally produced foods. Agriculture and food processing are core economic drivers in Jefferson County. These industries celebrate and build off a rich history of leadership in production, quality and innovation–yet also propel the local economy forward by creating and embracing industry advances and aligning with new markets and consumer demands. Today, agriculture employs over 23 percent of Jefferson County's workforce and generates 33 percent of the County's total economic activity. This core of food producers, processors and related industries sits at the heart of a rapidly-growing region of 11 million people at a time of increasing demand for fresh, locally-produced foods. The County's location advantages further enable it to turn modern challenges pertaining to food quality, security and increased transport costs into opportunities for economic growth. By remaining at the forefront of technological advances and embracing new market opportunities, Jefferson County will continue to be a regional leader in agricultural production and industry advancement. Jefferson County can preserve one of Wisconsin's leading commercial agricultural regions and continue its leadership in preserving a solid mix of production agriculture through strong land use planning and land protection.

Niche Agriculture and Organics

Local is the new organic. Consumers are rapidly shifting their food-buying habits, desiring to know more about food sources. Nearly a quarter of American shoppers now buy organic products once a week, up from 17% in 2000. In the greater Chicago-Milwaukee-Madison area, a major effort is underway to increase locally produced food consumption from 2% to 10%. Food security, fuel costs, consumer demand for "known" sources and fresher foods, are all driving factors. Jefferson County, at the center of 11 million people, has a great opportunity to serve a growing market.

Food Processing

Jefferson County lies at the center of a food processing hub. Just as agricultural production is diverse, so is food processing. Economic clusters in surrounding areas include food processing and manufacturing in the Janesville, Beloit and Rockford corridor to the south. The central location of Jefferson County provides the prime farmland needed for large- and small - scale agricultural production, as well as the strong transportation network connecting the County to surrounding metro areas.

Consensus Vision Statements for Agricultural Enterprises and Regional Foods/Organics

Jefferson County Will Have:

Agriculture Mix and Size

- An enterprise mix in the future as it currently exists consisting of commercial agriculture complemented by niche agriculture.
- Stronger partnering for different commercial agriculture segments (i.e. dairy/crop/grain) and energy production/manure processing technology.

Land Use, Conservation and Education

- A protected agricultural land base with viable large agricultural districts where modern agricultural technology and practices can occur.
- A sustainable rural economy with affordable land for farming, a new generation of farmers and strong markets for commercial agriculture and complementary niche agriculture.
- An understanding of urban and rural life with compatibility between agricultural communities and urban/residential communities.
- Clear differentiation between rural areas and urban communities.
- Comprehensive and integrated education that reinforces the value, complexity and market responsiveness of agriculture to Jefferson County, the region and the world.

Regional Foods and Organic Business

- A foundation of local organic food businesses responsive to local, regional and national/international market demands (such as Standard Process, Kincaid, Oskri, etc.)
- Local institutions (schools, health care facilities, universities, etc.) giving preference to locally produced foods.

Regional Food Distribution

- Established and new food distribution systems (Roundy's, Woodman's, Sentry, Organic Valley-like) to access markets (including nearby urban areas – Chicago; Milwaukee).

Regional Food Networks

- Local leadership in identifying and establishing local food markets, local business collaborations and a local Jefferson County brand/identity.

Topic - Tourism

Issue: How do we make Jefferson County the close-to-home tourism destination?

Opportunities Jefferson County is rich in rural landscapes and natural beauty, with opportunities to fish, bike, hike and paddle. With its prevalence of unique natural and cultural resources, locally-grown food, historic river towns; local culture and the arts, the County has a magnetic appeal for Wisconsinites. Jefferson County's central location in a growing region of 11 million people and prevalence of unique natural and cultural resources presents the optimal opportunity to become a close-to-home tourism destination for the region. The Wisconsin Department of Natural Resources is addressing this growing recreation and tourism demand by creating the Glacial Heritage Area, and has identified the County as a prototype "Nature is Our Business" initiative.

The vibrant communities of Jefferson County are part of the draw of this area for local residents and visitors. These communities are well connected to the natural areas, and one another, via trails and rural highways. These communities lie in close proximity to one another by car or bike, yet each is distinctly appealing in its own right. With such abundant natural and cultural assets, the County has significant appeal for visitors looking for quick and inexpensive opportunities to spend time outdoors or explore with their families.

Opportunities for Close-to-Home Tourism:

- Local food, entertainment, restaurants serving locally grown and produced food
- Glacial Heritage Area system connecting parks, waterways, trails and towns
- Bike-friendly country with on-road routes through rolling hills, Glacial Drumlin Trail access and bike-friendly communities
- Hunting and fishing within the County's many parks, lakes and rivers
- Unique downtown and river towns for family-friendly events, shopping, dining and recreation
- Niche tourism with heritage farming and business connections, and rural arts and crafts trails

Consensus Vision Statements for Tourism

Jefferson County Will Have:

Glacial Heritage Area

- A Glacial Heritage Area system consisting of new, large natural resource-oriented parks (conservation parks or “pearls”) connected by a network of bike paths and trails (strings) to each park and the Jefferson County communities.

Silent Sports and Biking

- Recognizable and identifiable bike loops and connections customized for a variety of users (i.e. families, youth, and enthusiasts).
- Facilities and activities for high participation “Silent Sports” that respond to emerging and changing demands (including hiking, wildlife viewing, fishing, biking and others).

Packaging Key Tourism Features

- Authentic and innovative tourism opportunities which is a package of key/authentic/unique Jefferson County themes/attractions including: Museum/Historical Connector (i.e. Hoard, Octagon House, Aztalan); Glacial Heritage/Bicycle Connection; Active Person Theme; Water Experience; Entertainment layer including downtown events.

Wayfinding

- A comprehensive wayfinding system (including gateway signs, direction signs, reassurance signs, kiosks, maps, web-based guidance, etc.) that markets and enables connectivity/movement in the Jefferson County region.

Organizational Structure

- Diversified leadership in tourism promotion/marketing such as currently led by Jefferson County Tourism Council.
- Tourism integrated with businesses strongly linked to tourism.

Topic - Small-Town Living

Issue: How can we celebrate and enhance small community living to attract talent, focus on downtowns, schools, sustainability and healthy living?

Opportunities: Vibrant downtowns are the signature of community health. With a wealth of active, distinct downtowns, Jefferson County has the opportunity to celebrate and enhance its small-town environments.

In recent public participation efforts for local comprehensive plans, participants chose “small-town atmosphere” as one of the most important reasons for living in Jefferson County. As the metro regions on either side of Jefferson County continue to grow, this asset will only become more distinct. The County’s unique small towns and vibrant downtowns have the strength to retain existing residents and to draw new talent and baby-boomers to Jefferson County.

The small-town lifestyle is an asset attractive to more and more people interested in active Main Streets, education/lifelong learning, downtown living, recreation and healthy living. In addition, retaining and attracting top talent, entrepreneurs and retirees who have experience, skills and capital can help sustain Jefferson County by creating new businesses and jobs.

Consensus Vision Statements for Small-Town Living

Jefferson County Will Have:

Community Livability

- All the good things of the city in a small-town atmosphere (strong health care, community-vested business, culture/entertainment, invigorating downtowns, quality education, young family-friendly, etc.) and will build on the best parts of small-town living.

Downtowns

- Strong community centers or destination downtowns in each of the communities that comprise the heart and soul of the community that contribute to the economic health though destination retail, heritage and civic pride.
- Community gathering places where social life comes together (cafes, taverns, fun eateries, greens, plazas, commons, riverwalks) for routine and special events.
- Vital downtowns both for the business environment and the look.

Community Pattern/Form

- Development patterns that recognize the clear distinction between the city and the country.

Sense of Place

- Characteristics that instinctively draw people to this area including strong local character, community identity, authenticity and a special sense of place.

Topic - Bioenergy

Issue: How can we advance bioenergy and waste-to-energy opportunities?

Opportunities: Jefferson County has the opportunity to expand bioenergy and waste-to-energy opportunities with market leaders, to facilitate the growth of these industries.

For the present and future, rural America's major growth sector will clearly be renewable energy technologies. (Rural Power Community Scaled Renewable Energy and Rural Economic Development, New Rules Project, August 2008).

The Jefferson County area has seen significant investment in bioenergy facilities and waste-to-energy technology. Waste Management's Farmington Deer Track Park Landfill, Valero Renewables' (formerly Renew Energy) ethanol plant, and the Crave Brothers' manure digester technology serve as examples of the area's growing bioenergy production and know-how.

Bioenergy research also continues to advance in and around the County in both the private and public sectors. Research through the University of Wisconsin, Madison College's (formerly MATC) Consortium for Education in Renewable Energy Technologies, and the grant for development of a low-carbon Advanced Bioenergy Campaign received by the Wisconsin Farmers Union all contribute to the advancement and spread of knowledge throughout the state and within Jefferson County.

UW-Madison is home to the Great Lakes Bioenergy Research Center. The early focus of this center is to conduct basic research toward a suite of new technologies to help convert cellulosic plant biomass - cornstalks, wood chips and native grasses - to sources of energy. This fuel will power everything from cars to electrical power plants. Jefferson County's biofuel players and small engine companies have an opportunity to get connected to these efforts.

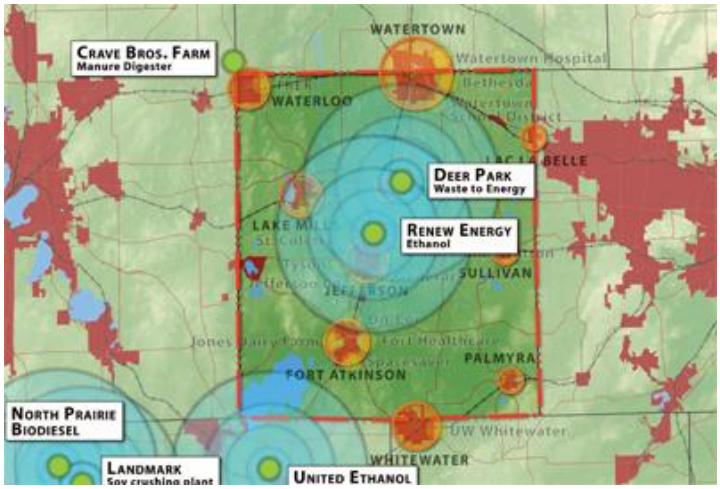
Ongoing Opportunities:

- Many groups and individuals working on multiple levels of renewable energy products; potential to create prototype/model "bioenergy" county.
- County has a wealth of small publicly-owned utilities.
- Diverse multi-faceted system under development at Valero Renewables (formerly Renew Energy) - ethanol, algae, tilapia, hydroponic tomatoes.
- Need for training/employee development in bioenergy related jobs; connect with Madison College (formerly MATC).

Consensus Vision Statements for Bioenergy

Jefferson County Will Have:

- Landfills and alternative technology for supplemental energy production.
- An infrastructure and transportation system which supports movement of energy-producing raw materials.
- Clusters of business related to bioenergy and associated market and commodity exchange.
- An integrated association between the UW research capacity and bioenergy business for applied research and planning in Jefferson County.
- Specialized and skilled workforce in bioenergy.



Note that Renew Energy is now know as Valero Renewables

Topic - Health Care and Healthy Living

Issue: How can we promote healthy communities based on proximity to existing local and regional health care systems and wellness initiatives?

Opportunities: Jefferson County offers the best of both worlds, with proximity to dedicated and accessible local health care with hospitals in Fort Atkinson and Watertown; in addition to working relationships with specialty and tertiary care in the healthcare, biomedical, and research hubs of Madison and the Regional Medical Center in Milwaukee.

Access to quality healthcare, much like education, is often an important element in location decision-making for businesses and individuals. The presence of major healthcare facilities in Jefferson County, as well as specialty care services, adds to the quality of life in individual communities. Part of what makes Jefferson County's healthcare system viable is the strong presence of homegrown, locally run healthcare networks throughout the County, including Fort HealthCare and the Watertown Regional Medical Center (formerly Watertown Memorial Hospital).

Beyond convenient access to formal healthcare, there is a growing need for workforce wellness. Due to the high costs of healthcare, many communities and companies are taking a more proactive approach with residents and employees providing programs and incentives to be healthier - eat healthy, exercise more and eliminate unhealthy habits to keep provider rates down.

A healthy and active workforce ensures the reduction of lost time and makes employees more alert, efficient and productive. Jefferson County communities are already active players in community wellness, however there is a growing opportunity to create a wellness culture throughout the County through:

- Business, school, as well as health care provider programs;
- Integration of community initiatives with workforce wellness programs;
- Connection of local food and recreation activities planning and promotion.

Consensus Vision Statements for Health and Healthy Living

Jefferson County Will Have:

Integrated Healthcare

- An integrated health care system for major hospital care needs, patient care (including mental health and special needs), and an information support system.

Healthy Living and Lifestyle

- A culture that exhibits healthy living and healthy lifestyle choices related to healthy eating (including healthy fast foods), responsible alcohol consumption and smoke-free communities.
- A healthy physical environment (including living space, public places/ restaurants/lodging and natural resources/water/air).
- A citizenry that embraces wellness as a lifestyle (including healthy eating, regular exercise, disease prevention).

Leadership in Community Health

- Motivated leaders and established community structures (i.e. networks, workgroups, etc.) moving towards Jefferson County's vision of health care and healthy living.

Health Care Education

- A supply of and access to health care professionals trained in best practices of preventative medical care and treatment methods supported by regional higher education (UW-Madison, Medical College of Wisconsin, etc.).
- An informed and knowledgeable citizenry responsible for their own role in being healthy.

Topic - Advanced Manufacturing, Energy & Electrical Technology

Issue: How do we build on our diverse mix of manufacturing industries while advancing energy efficiency and new product opportunities with electrical technology businesses, talent and entrepreneurs?

Opportunities: Jefferson County has the opportunity to connect corporations and small and mid-sized businesses with regional institutions, initiatives, and innovators. A number of electrical and manufacturing–businesses, including large corporations and small start-up companies–have emerged or taken root in Jefferson County. The County now houses a cluster of talent in specialized electrical engineering, innovative energy management, and technical installation, including skill sets fostered at Generac Power Systems, Briggs & Stratton, Western Industries, Valero Renewables (formerly Renew Energy), and Eaton Electrical.

The presence of a local talent cluster in Jefferson County provides opportunities to connect to the Clean & Green economy, and to advance the innovation economy in Jefferson County. The Clean & Green Economy cuts across nearly all economic sectors from building systems, to new bioplastics, energy-efficient machines, to renewable energy, and the tools and machines to build the new products of the future. Opportunities for other advanced manufacturing development based on place-based assets.

Jefferson County is well positioned to play a role in many of these categories in coordination with regional industry leaders. Potential opportunities include connecting to small utilities' local renewable generation, and the development of wind energy facilities in coordination with existing businesses.

Consensus Vision Statements for Economic Development Programming

Jefferson County Will Have:

Balance and Mix

- A diverse mix of manufacturing industries recognizing our strength in food, food products and advanced manufacturing (i.e. metal manufacturing, electrical equipment, bicycles).
- Balanced and expanding economic sectors beyond manufacturing including services (with prominence in health care) and retail (with vital downtowns and shopping centers).

Established Corporate Personnel

- A foundation of long-time, established businesses that value and are committed to their Jefferson County presence, as 76% of businesses have been in operation over 20 years.

JCEDC Operations

- A comprehensive set of updated operational guidelines to position our communities for business retention and expansion.

Topic - Sustainable Systems

Issue: How do we develop innovative county-wide energy, transportation, water resources and systems approaches to help businesses and communities become more energy efficient and sustainable?

Opportunities: Jefferson County is in a strong position to be a leader in the fields of energy, transportation, water management and sustainable systems approaches given its wealth of resources, strength in local leadership and proximity to regional experts.

Private individuals, businesses and industries in Jefferson County are taking steps to become more sustainable in their lives, routines and business operations. A number of companies and organizations now established in the County were founded on the very premise of sustainable or efficient use of resources. Diverse local sustainability movements rooted in Jefferson County include "The Atkinson Diet," Rock River Coalition, Town & Country Resource & Conservation Development, Inc. and Sustain Jefferson. Efforts to introduce a more sustainable framework within the County coincide with efforts played out elsewhere at the local, regional and even global level. No longer merely a trend, sustainability has become an integral term of business - and life - for economic, health and environmental reasons.

Water is a key asset for Jefferson County, which has a rich network of rivers, lakes and wetlands. Water helps to sustain the County's success in agriculture, facilitates the growth of water-dependent industries, provides diverse recreational opportunities, allows for population growth and serves as a focal point for the downtowns of several communities within the County.

As demand for safe freshwater soars worldwide, in both agricultural and urban settings, the need for new best practices and technologies for rural and urban freshwater management and provision correspondingly escalates. Jefferson County's wealth of water assets presents the opportunity to make the Rock River Basin a model for rural water quality and rivers. The County could foster collaboration with the UW-Madison Limnology Center, and the UW-Milwaukee Freshwater and Great Lakes Center.

Other opportunities related to building from the Sustainable Systems opportunity include:

- Provide renewable access to fresh air, fresh water, local food production and shelter.
- Develop opportunities for "green" businesses and foster partnerships and business development in cooperation with UW-Whitewater.
- Achieve common objectives through evolving civic and business networks of interconnected actions; recognize that communities have interests, values and perspectives that impact the lives of their citizens.

- Maintain cyclical planning versus linear or crisis planning and management; via planning that takes advantage of Jefferson County's community diversity by focusing on finding agreement, not resolving disagreements.
- Provide public transportation connections for a cluster of rural cities and promote use of higher efficiency personal vehicles such as Neighborhood Electric Vehicles (NEV); use of which should be approved at the local level.
- Promote the peaceful enjoyment of life and a connection to nature, enhancing physical, psychological and spiritual connections, providing a holistic approach to a citizen's well-being and quality of life experience.

Consensus Vision Statement for Sustainable Systems

A consensus vision for the complex topic of sustainable systems has not yet been developed. However, additional context about this issue is provided below.

Context of Community Sustainability:

Sustainability can be viewed as a concept, a method and even a way of life. It allows communities to sort through development options and arrive at a strategy that takes into consideration the full range of economic, environmental and social characteristics of a community. (Gary Green and Anna Haines, Asset Building and Community Development, Sage Publications and University of Wisconsin-Extension, 2002)

Issue for Jefferson County and its Communities:

While a consensus vision for the topic of sustainability and sustainable systems has not been developed the issue for Jefferson County has been framed, and that is: *How can we develop a set of "consensus vision statements" around the challenging concept of sustainability?*

Section 5
ECONOMIC VISION SUMMARY

This section takes the rich detail provided from the Consensus Vision Statements in the prior section, and then summarizes the vision ideas in two ways. First, a short summary vision statement has been developed to succinctly communicate the fundamental essence of the County's vision. Second, the three key areas of focus from the summary vision statement are presented with an attempt to capture a short summary of those Consensus Vision Statements that should be emphasized in this plan.

Summary Vision Statement:

Jefferson County will be a leader in home-grown business development and innovation linkage, agricultural enterprises and healthy small-town living.

Summary of Vision Emphasis (Three Key Areas of Focus)

Home-Grown Business:

- The County, UW-System and UW-Whitewater will have a network of higher education, government and business communities focused on innovative forces.
- We will have new international markets based on opportunities in India, China and other countries.
- We will have a diverse mix of manufacturing industries recognizing our prominence in advanced manufacturing, food products, the service and health care sectors, while taking advantage of our proximity to knowledge and innovation centers in Milwaukee and Madison.

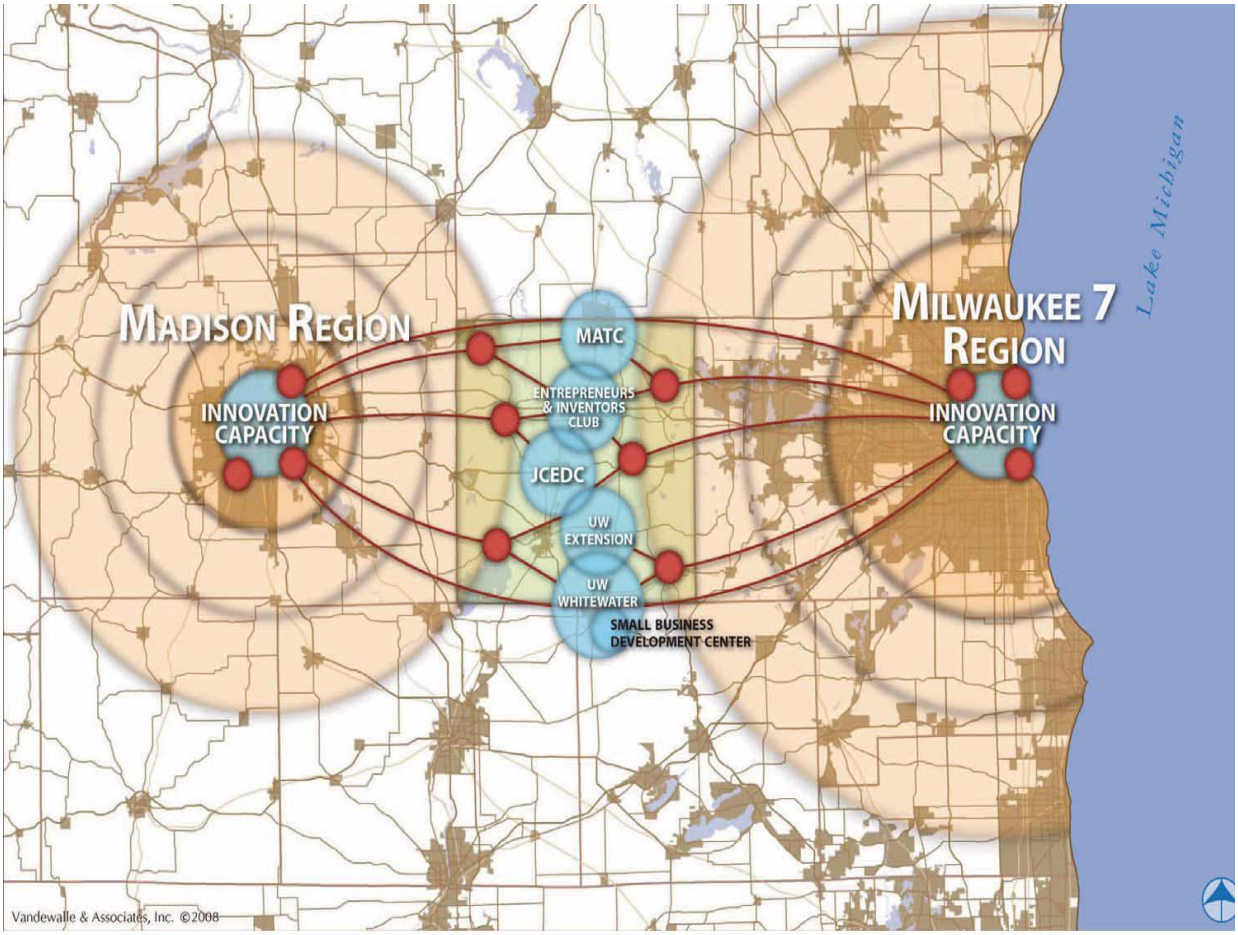
Enterprising Agriculture:

- The County will have a continued foundation of commercial agriculture complemented by niche and value-added agribusiness, food processing, bioenergy and new food businesses to address the market responsiveness of Jefferson County agriculture to the region and the world.

Small-Town Magnetism:

- We will have a foundation of long-time established businesses that value and are committed to their Jefferson County and local community presence.
- The County will have new large natural resource-oriented parks connected by a network of bike paths, trails and silent sport recreation destinations, and will have an authentic and innovative package of tourism attractions linked by a comprehensive county wayfinding system.
- We will have strong community centers or "destination downtowns" in each of the communities that comprise the "heart and soul" of the community and that contribute to the economic health through destination retail.

- We will have an integrated health care system for major hospital care and other patient needs.
- We will have citizenry embracing a wellness/fitness lifestyle and a cultural and physical environment exhibiting healthy living.



Section 6
CATALYTIC STRATEGIES: KEY FOCUS AREAS

This section develops the strategies (the pattern of actions, policies, programs, projects, resource allocations or decisions) that address the desired future vision. The "catalytic strategies" are the specific initial activities that could represent the first steps toward localizing a strong and competitive economic vision in Jefferson County and its communities.

Focus Area - Home Grown Business

Broad Strategy Statements:

- Grow our own businesses and help existing industries compete globally and locally, by developing strong innovation links and local networks.
- Actively connect to regional research and higher education institutions and economic initiatives to facilitate Jefferson County business growth and startup.

Catalytic Strategies

Create an Innovation Network

- Create a new network for innovation expansion in Jefferson County with UW-Whitewater, Madison College (formerly MATC), UW-Extension, JCEDC, UW-Whitewater Small Business Development Center, Entrepreneurs and Inventors Club, the WIRED Initiative, and business community; broadcast the organization of this new network regionally and locally.*
- Connect Jefferson County businesses to regional institutional research activities; Inventory and stay abreast of research focus areas and grants issued to regional academic institutions.*
- Partner formally with UW-Whitewater on business development and internships.
- Develop a "business solution group" in partnership with UW-Whitewater to identify technology challenges and to develop solutions that are locally and globally marketable (i.e. water).
- Link local agencies and businesses with appropriate THRIVE and Milwaukee 7 initiatives.

Grow Jefferson County Businesses

- Focus economic development energy and capacity to support existing small and mid-sized companies, grow new markets and expand strategic alliances.*
- Activate and inform the Jefferson County Entrepreneurs and Inventors Club to lead local innovation at the forefront of trends and emerging opportunities and markets.
- Partner with private sector developers to create incubators; Focus on underutilized or vacant buildings and sites within developed areas.
- Initiate an annual business plan competition for Jefferson County.
- Create a social lending network in Jefferson County.
- Foster new businesses developing sustainable water use technology.
- Provide education opportunities for employees of local/existing Jefferson County businesses to further develop the skills of the existing workforce.
- Maintain the strength of the advanced manufacturing sector in Jefferson County via workforce development, in coordination with education and economic development initiatives, to engage youth in prospective manufacturing careers.

*Catalytic strategy that may warrant extra attention.

Focus Area - Enterprising Agriculture

Broad Strategy Statements:

- Expand agricultural, food and bioenergy businesses to capture growing regional and national demand.
- Leverage agricultural strengths to complement and fortify the County's most rapidly emerging opportunities in local foods, food production and bioenergy including: dairy, nursery stock and sod, grain, vegetables, aquaculture, nutraceuticals and energy production.

Catalytic Strategies

Advance Farmland Preservation

- Work with State leadership and County Farmland Conservation Easement Commission to declare Jefferson County a prototype county for the state's Working Lands Initiative, advancing and capitalizing on Jefferson County Agricultural Preservation and Land Use Plan (County Comprehensive Plan) and zoning initiatives.*
- Advance the Jefferson County Agricultural Preservation and Land Use Plan (County Comprehensive Plan) by developing a detailed strategy in response to the 2007 Jefferson County Farmland Preservation Report (including options for easement protection in Jefferson County).*
- Create a registry of land preservation farmers in Jefferson County.

Create a Jefferson County Food Initiative

- Hold a Jefferson County food processing summit to identify ways Jefferson County can localize the supply chain to reduce its carbon footprint, be more sustainable and ensure that the food processing cluster can grow.*
- Create a Jefferson County Food Council to develop an organic and local food cluster development strategy; connect with Thrive on specialty food and local conservation initiatives.*
- Develop an Institutional Food Committee to explore opportunities to source Jefferson County with Wisconsin grown products in institutions in Jefferson County as well as statewide (hospitals, school districts, County facilities, major employers).*
- Work with local producers and assess the feasibility of a local food auction site in Jefferson County, building off of existing models in the region.
- Convene Oskri, Standard Process, Kincaid and other organic and local food producers to share thoughts and review a local and organic food cluster development strategy.

Promote Local Energy Independence

- Develop a sustainability framework focused on new energy systems to promote energy independence in community and business processes.
- Investigate bioenergy opportunities with market leaders in biofuels and waste-to-energy opportunities with Valero Renewables (formerly Renew Energy), WPPI Energy (a regional power company serving 51 municipal electric utilities - mostly smaller communities in Wisconsin) and Deer Park Landfill.
- Investigate opportunities and apply for energy independence grants and technology development programs.
- Develop a Jefferson County Energy Plan to facilitate local energy independence.

*Catalytic strategy that may warrant extra attention.

Focus Area - Small-Town Magnetism

Broad Strategy Statements:

- Attract top talent by enhancing small-town living, strengthening the natural resource system and becoming a close-to-home tourism destination.
- Jefferson County should capitalize on its intrinsic assets to attract experienced talent and entrepreneurs, through continued downtown revitalization and community reinvestment, natural resource and tourism planning.

Catalytic Strategies

Celebrate and Maintain Small-Town Living

- Convene a State agency summit with leaders from Wisconsin's Departments of Commerce, Natural Resources, Transportation, Agriculture, Trade and Consumer Protection and the Office of Energy Independence to identify ways to partner to achieve the Economic Vision.*
- Focus on downtown reinvestment, redevelopment and increasing downtown housing options, walkable neighborhoods and accessibility, targeting the 20-something and Baby Boomer markets.*
- Develop a sustainability framework and plan for Jefferson County.
- Conduct a county-wide inventory of land suitable for redevelopment, vacant buildings and underutilized land within urban service areas.
- Create a Jefferson County Small Town Living network - comprised of existing community organizations - to develop a homegrown lifestyle campaign that attracts and retains top talent for Jefferson County.
- In order to maintain sustainable downtowns, develop Buy Local and Downtown Living marketing and education campaigns.
- Develop marketing campaigns to attract students that will leave the area but return to their roots to establish careers "Education 360"; and empty-nest/baby boomers who will return to Jefferson County in retirement or move to the area for the first time.
- Provide increased access to education and training throughout the County by developing distance education and training facilities throughout the County.
- Build on local and regional healthy life-style initiatives.

Capitalize on the Natural Resource System

- Package tourism by interest and demographic profiles; target the Madison and Milwaukee Regions and UW-Whitewater parents and continuing education students.*
- Advance the Glacial Heritage Area Plan, incorporating community destinations as a key component of the system.*
- Work in coordination with the Federal Emergency Management Administration (FEMA), the U.S. Department of Agriculture (USDA), Wisconsin's Departments of Natural Resources, Commerce and Agriculture, Trade and Consumer Protection and the Rock River Coalition to develop a sustainable water management plan that proactively prepares for water management emergencies to optimize business operation and community livability.
- Update and implement the Jefferson County Bike Plan.
- Work with Trek Bicycle Corporation to capitalize on their location in the County; for example, coordinate with Trek Travel to develop a Trek bike tour in the Jefferson County area.
- Investigate Rock River Basin as a rural/urban model for water management and quality, flood control, and regional aquifer recharge.

*****Catalytic strategy that may warrant extra attention

Section 7
TRACTION DEVELOPMENT

This section identifies the initial thoughts on “getting traction” or movement towards implementation on the “Vision Ideas” and “Catalytic Strategies”. The recommended implementation steps are based on these ideas, and are further refined in Chapter 4: Implementation.

The Economic Vision is an agreed-upon roadmap that should be used to illuminate, celebrate and connect regional assets, opportunities and resources across Jefferson County’s communities. Individual communities, corporations and other stakeholders can use this Economic Vision to understand the County’s economic development priorities, and find their own roles to work within the larger framework.

This Economic Vision can guide local decisions that forward the momentum of the County as a whole. Readers can gain an inspiring expansive view of what’s on the horizon - of the very real potential for exciting new economies and initiatives that are right for the County.

To generate momentum for the Economic Vision, a Traction Plan should be developed as a next step to get multiple players to own the Vision and invest in its development. Traction development will require the engagement of Jefferson County Government, Jefferson County communities and leaders (cities, villages, towns), regional economic development agencies, State and Federal agencies, educational institutions and private sector corporations, organizations and foundations including local economic development entities, chambers of commerce and business groups.

To achieve the Economic Vision to create a catalyst for the development of a long-term action and decision-making agenda, the following steps could be followed:

a. Promote Economic Vision Awareness and Investment
b. Meet with Leaders – County, Local, Regional, State, Corporate
c. Identify Private/Public Thought Leaders for Business Development, Investment, Collaboration
d. Engage Leaders to Take On Active Role of Support and Ownership to Achieve Economic Vision and Promote Catalytic Strategies
e. Identify Champions
f. Knit the Economic Vision into ongoing Community Planning and Economic Development Efforts at County, Local, and State Levels.

In conclusion, Chapter 2 represents the primary emphasis in this comprehensive plan update, and provides a detailed economic vision for key topic areas of most importance to the future of Jefferson County and its communities. Chapter 3 and 4 will further guide how this economic framework is integrated into on-going planning policies (from the 1999 Comprehensive Plan).

CHAPTER 3
PHASE 2: COMPREHENSIVE PLAN ASSESSMENT

The Jefferson County Comprehensive Plan (entitled Jefferson County Agricultural Preservation and Land Use Plan) was approved in October 1999. The Jefferson County Comprehensive Plan document was comprised of three volumes:

- Agricultural Preservation and Land Use Plan
- Background Report
- Public Involvement Process

These three reports are available online at:
http://www.co.jefferson.wi.us/jc/public/jchome.php?page_id=935

The Background Report documented this plan as compliant with Wisconsin's Comprehensive Planning Act of 1999 (also known as the Smart Growth Law). Chapter 10 of the Background Report is entitled "Comprehensive Plan Definition and Wisconsin Smart Growth Compliance Documentation" (pp. 220-244). Jefferson County became the first county in Wisconsin to be compliant with the Smart Growth Law.

The Zoning Ordinance which further implemented the Jefferson County Comprehensive Plan was approved in March, 2000. The Director of Planning and Zoning has annually reported to the County Board of Supervisors on the effectiveness and impacts of the Comprehensive Plan in moving Jefferson County toward the vision and goals contained in the plan.

In December, 2008, the Director of Planning and Zoning completed a comprehensive technical assessment of the impact of this plan on the landscape of Jefferson County. In addition, two major assessment workshops were convened to further assess the impacts of the Comprehensive Plan. The first assessment workshop included the Zoning and Planning Committee which is the policy committee of the County Board which oversees the administration of the Comprehensive Plan. The second assessment workshop included Town Board Supervisors, Town Plan Commissioners, other Town Officials and residents involved with the County/Town partnership.

This chapter provides the assessment of the 1999 Comprehensive Plan and integrates this assessment with the new updates and emphases. It consists of four sections including:

1. Report on Current Status of Existing Jefferson County Agricultural Preservation and Land Use Plan (Comprehensive Plan)
2. Proceedings Report from Jefferson County Zoning and Planning Committee Monitoring and Assessment Workshop (December 2008 – March 2009)
3. Proceedings Report from Town Board and Town Planning Commission Monitoring and Assessment Workshop (December 2008 – March 2009)
4. Integration of Jefferson County Comprehensive Plan (Agricultural Preservation and Land Use Plan, 1999) with Jefferson County Comprehensive Plan Update (with Economic Development Emphasis, 2009)

Section 1
REPORT ON CURRENT STATUS OF EXISTING JEFFERSON COUNTY AGRICULTURAL PRESERVATION AND LAND USE PLAN (COMPREHENSIVE PLAN)

Jefferson County adopted the Jefferson County Agricultural Preservation and Land Use Plan in 1999 and implemented its policies with adoption of zoning ordinances in March 2000. A comprehensive land use plan required by Wisconsin Statutes in order to regulate land uses is made up of seven working elements. With the adopted plan, we decided to focus primarily on the land use element made up of the Agricultural Preservation, Environmental Corridor, Urban Service and Rural Hamlet policy areas. Most recently, the Jefferson County Economic Development Consortium, with the approval of the Jefferson County Board of Supervisors, approved a process to update this plan with a focus on economic development. This is one of the functional elements of a comprehensive plan described in the statutes, and enough time was not given to this extremely important area during the initial planning phase. With the completion of this element, it will serve not only to provide an outline for future strategies to promote a healthy economic future for this county, but also serve as a plan update which is required at ten year intervals. As the economic development consortium steering and core committees proceed with the economic development plan in the next several months, we have decided that it would also be a good idea to assess the success and/or failure of the land use plan portion of the existing comprehensive plan. This initial assessment is not a comprehensive review, but offers the ability to take a look at what has occurred as a result of its adoption in 1999 and whether we remain committed to those policies.

Since the adoption of the zoning ordinances implementing these farmland preservation and land use policies, we can provide the following information regarding their impact on the landscape. In the farmland preservation plan area which encompasses 80% of the land area of the county, we allow consideration of from one to three lots of a maximum two acres in size. In non-prime agricultural soil types, lots may be up to two acres; however, if located in prime agricultural soils, the plan identifies that the least amount of acreage should be utilized. The Planning and Zoning Committee has consequently reduced prime lot proposals to one acre in most cases. In prime soils, the number of lots is limited to one if the parcel of record has 50 acres or less, and two lots if the parcel of record has more than 50 acres. In non-prime agricultural soils the Committee may consider up to three, two-acre lots no matter the size of the “parcel of record.” A “parcel of record” is defined as “all contiguous lands under single ownership and zoned A-1 Agricultural.” The possible lots previously described can be larger than the one- or two-acre limitation if multiple lots are combined. In other words, instead of three, two-acre lots, a proposal could be considered for one, six-acre lot. These options have been utilized frequently. An ordinance amendment adopted in 2006 allowed some additional flexibility, providing for a single owner with multiple parcels of record that may only be divided by a road, for example, to consider locating all the possible lots on only one of the “parcels of record.” If the Committee feels that this provides safer access or achieves better protection of farmland and better opportunities to cluster lots, it will be approved. To date, there have been five such requests.

The Planning and Zoning Committee deliberates fully on all requests to achieve the policy guidelines identified in the plan. They look closely at location as to which proposals best protect farmland and open space and achieve safe points of access. Though denials are somewhat rare as a result of standards identified in the plan and ordinance, moving lots to different locations occurs often to meet these standards of clustering and safer access.

Another plan policy area that has created flexibility in the development of these rural lots is the environmental corridor policy area. These land use features are identified as wetlands, floodplains, woodlands of ten acres or greater and slopes exceeding 20%. These plan areas were provided with regulatory language that limits density in wooded areas to no more than one lot per ten acres (three lot maximum in non-prime soils). This provision has allowed more protection to a valued resource - our wooded acreage. Also we have designated that no driveways or dwellings may be located on slopes exceeding 20% which has protected our drumlin areas as well as insuring safe access to properties by emergency vehicles. Though the environmental corridor policies have provided for additional limitations, it has proven to create greater flexibility for most landowners. Due to the limitation in size for the rural home sites in our A-3 zoning district, the natural resource zone has allowed landowners to add lands to these home sites such as woods, wetlands or steeply sloped areas. This natural resource zone does not allow for building but allows additional land that a farmer can sell to help his/her bottom line in preserving the ability to maintain the farm.

To date, Jefferson County has created approximately 1,000 lots by use of the rural residential zone. We average approximately 125 lots per year utilizing 250 acres annually. Approximately 50 of those lots are located in prime agricultural soils; however, only 60 acres are then utilized. This is a far cry from previous policies that required a dwelling to be located on 35 acres if on prime agricultural soils. In these instances, two lots of 35 acres could have removed as much farmland as 60 lots do now. Also as a consequence of the A-3 lots created, approximately 30,000 acres of A-1 zoned land (Agricultural Zone) have been identified as not being able to create any additional rural home sites unless the Agricultural Preservation and Land Use Plan is changed by future county boards.

If we want to take a collective view of where we might be at with the current plan, approximately 1,000 rural residential lots have been created since 2000, and 30,000 acres have been protected as a consequence of individuals utilizing all their possible lots. We estimate that each township, on an average, could create 500 lots, though this is just an estimate. With sixteen townships, that could equal 8,000 possible lots in the rural area under this plan. This would mean that approximately 12% of the possible lots have been created over a nine-year period. It would appear that we are in good shape with regard to this plan, maintaining the ability for future generations to create lots if necessary, coupled with land protection on the remnant pieces.

Higher density lots without limits to numbers, other than limits by lot size and subdivision design, are only able to occur outside the agricultural preservation plan area and are identified as urban service areas and rural hamlets within our land use plan. In these locations surrounding incorporated cities and villages and sanitary districts, as well as established residential centers, we have averaged about three subdivisionsannually, totaling approximately 100 lots. These areas are positioned to be better served by sewer, water and emergency services.

The combination of agricultural preservation policies limiting size, number and location of lots combined with areas of higher density dwellings within urban service and rural hamlet areas provides suitable housing area for the county outside incorporated areas as well as protecting our valuable farmlands, wetlands and open space areas. It is extremely difficult to maintain this

delicate balance of providing for housing for our future needs and protecting these lands that make up our agricultural heritage and open space needs. We feel at this time that we have achieved this balance and hope that any future refinements will continue to protect the ability to effectively farm as well as providing lands for open space activities.

Approved Policy Refinements Since Approval of 1999 Plan

Listed below are the interpretations and refinements to the 1999 Plan that have been incorporated into the planning polices of the Jefferson County Zoning and Planning Committee and County Board.

1. Prime splits
2. Natural Resource Zone
3. Consolidation of Parcel of Record: enables improved home clustering opportunities by allowing flexibility in the location of splits when a property owner has parcels of record on different side of roads (and/or other dividers of parcels of record)

The first refinement is related to the use of prime agricultural land for the creation of A- 3 Rural Residential lots. The Zoning Committee is in its deliberations and decisions have determined that when a request for an A-3 lot is located in prime agricultural soils and is also currently cropped, the maximum acreage allowed to be rezoned is 1 acre, which is the minimum lot area permitted. The second adaptation which has evolved is the use of the Natural Resource Zoning District. In a situation where a landowner has non-agricultural land such as woods, wetlands, or floodplain, a Natural Resource Zone may be requested to create a separate, saleable piece of land for hunting or recreation purposes, or to create as an addition to a proposed or existing A-3 lot. The third refinement which came about as a result of a request by the 16 Towns in Jefferson County, is the consolidation of parcels of record. This allows, which Town and County approval, a landowner to request their permitted number of A-3 lots from one or more parcels of record, to be combined and located in one location, rather than requiring them to be located on each parcel of record. This adaptation occurs most often when a landowner's farm is bisected by a public road. This option has led to better clustering of rural residential development and better protection of agricultural lands.

Section 2
JEFFERSON COUNTY PLANNING AND ZONING COMMITTEE
EXISTING COMPREHENSIVE PLAN MONITORING AND ASSESSMENT

The monitoring and assessment workshop findings are intended to integrate the Jefferson County Comprehensive Plan (Agricultural Preservation and Land Use Plan, 1999) with the Jefferson County Comprehensive Plan Update (With Economic Development Emphasis).

Question 1: ***What has gone well with the existing "Ag Preservation and Land Use Plan" (1999 Comprehensive Plan)?***

Strengths and Successes

PHYSICAL CONFIGURATION

Ag Preservation/Land Preservation/Rural Character/Splits

a. The plan has provided a "comfort level" for farmers, and helped them make investment decisions.

b. The plan has preserved agriculture and helped farmers stay in agriculture.

c. The plan has worked in accommodating interests of "larger" and "modern" agriculture.

Community Form/Footprint/Containment/Differentiation/USA

a. People who move into Jefferson County see the contrast between Waukesha County and Jefferson County.

b. The plan has established a vision for keeping the "countryside" in Jefferson County.

c. The plan has helped communities become more aware of relationships among jurisdictions.

d. The plan has helped Town conceptualize and vision boundaries for rural hamlets.

e. Clustering in rural areas has worked well.

f. The plan provides justification for steering development to Urban Service Areas.

g. The plan has helped keep costs of services (County and Town) in check, and lessened what they could have been without the plan (i.e. scattered growth is limited and higher density growth is directed to communities where infrastructure is already in place).

h. The plan's USA has helped dialogue between communities and the County (cities now understand how the plan helps them, too).

i. The plan has helped cities/villages guide growth in the "growth areas" within USA.

Economic Development

a. The plan is friendly to business.

b. The "Development/Real Estate" community has become "accepting" of the limitations in the plan. (They recognize that the plan has meaning to the citizenry.)

c. "Outside developers" recognize that the plan's extensive citizen involvement means it represented true interests and visions of officials and citizens.

Livability

a. The plan has given Jefferson County a high profile as a high-quality area with a high-quality plan.

Natural Resources/Environmental Corridors/Parks

a. The plan has positioned Jefferson County for other initiatives: Glacial Heritage Area (GHA) initiative and DATCP "Working Lands" initiative.

b. The environmental corridors have helped establish high-quality natural resource areas in the GHA and County Parks planning.

c. The plan has enabled "win-win" and flexibility on the "Lot Combination System" and the variations in lot size through the Environmental Corridor guidelines.

Rural Hamlets

a. The plan has helped Towns conceptualize and vision boundaries for rural hamlets.

Sustainability

a. The plan has helped business get established here, i.e. Renew Energy.

Transportation

a. The plan has helped us look at transportation alternatives more seriously (i.e. bikes, NEV, relationship to rail, highway expansion, and County organizational structure for highways/public works).

b. Plan has helped the County avoid widespread highway expansion.

c. The bypass plan considered Urban Service Area (USA) designation, and helped keep bypass corridors closer to the cities.

OPERATIONAL/PROCESS/ADMINISTRATIVE

Intergovernmental

a. The County plan triggered Towns and municipalities to look closer at their own plans.

b. The plan has helped communities become more aware of relationships among jurisdictions.
c. The plan has allowed Town officials to justify difficult decisions.

d. The plan has helped Towns establish their own Town plans (Milford, Concord, Koshkonong, Waterloo, Jefferson, etc.).

e. The plan has elevated a “sense of trust” between the County and the cities/villages.

f. The plan helped specific community decisions, i.e. Johnson Creek issue.

g. No concerns have been raised by the Towns Association (no rumblings on the plan).

Process/Purpose-Based Activity/Education

a. The plan has helped us “keep consistent” in decisions.

b. The plan allows choices.

c. The plan provides clear rationale for decisions and clear guidelines for development.

d. The plan is relied on by Commissions/Committees for monthly/routine decisions on growth.

e. The plan has flexibility.

f. Residents understand that the County plan works and should be followed.

g. The plan has enabled further County Board support for “technical mapping systems”/GIS systems, which enhance and benefit zoning regulation and plan monitoring.

h. Support of the plan (reaffirmation from this process) helps the Zoning Office for the next ten years.

i. The plan has “held up” despite controversy (i.e. Archie Monuments).

j. Technical/GIS has helped keep the Zoning staff numbers down.

k. The use of UW-Extension has been critical to the success of the Zoning Office and many county plans.

Values and Vision

a. The plan process was very strong and represents values and visions of the citizenry (120 public workshops).

Question 2: ***What are the challenges associated with the existing "Ag Preservation and Land Use Plan" (1999 Comprehensive Plan)?***

Challenges

PHYSICAL CONFIGURATION

Economic Development

a. We must deal with the perception challenge that the County Plan is "anti-economic development".

b. Continuing challenge: make sure Jefferson County Economic Development Consortium (JCEDC) and County Zoning Office work together (as they have in the past).

c. There is a need to address changing economic development dynamics and demographic changes (i.e. may need more flexibility in allowing more work at home).

d. There is a challenge of clarifying perceptions (i.e. that we need housing to add tax base; need different ways to generate tax revenue).

Natural Resources/Environmental Corridors/Parks

a. There is the challenge of emphasizing the importance of retaining "groundwater recharge areas".

b. There is the challenge that open space dependent activities, such as mineral extraction and wind power, can prompt.

Sustainability

a. There if the challenge of integrating the importance of "sustainable-system" considerations (especially energy considerations) into County Plan considerations.

b. There is the challenge of considering "renewable energy" in County Plans.

c. There is the challenge of understanding future energy considerations and needs.

OPERATIONAL/PROCESS/ADMINISTRATIVE

Intergovernmental

a. There is always the potential to rub the Towns wrong on controversial issues (but need to remind Towns of overall scope and benefits of plan).

b. County will not always agree with Towns on individual cases.

c. There is the challenge of maintaining working relationships with State agencies (i.e. DATCP in particular).

d. There is the challenge of responding to new State mandates (i.e. this year "Septic Maintenance").

Process/Purpose-Based Activity/Education

a. There is a constant educational challenge to inform new County supervisors, Town and other local officials.

b. There are challenges in administering the plan with staff cuts from eight to six in the Zoning Office.

c. There is the challenge of losing Bruce, but this challenge is lessened if the plan is kept intact.

d. There is a challenge with personnel if/when we bring in a new Zoning Administrator (who does not have historical/institutional memory).

e. There is a need to keep/maintain the core group of trusted Committee/staff/key advisors.

f. There is a need for "consistency" of knowledgeable and experienced Committee members.

g. There are challenges in integrating GHA plan, "working lands/PDR" plan, economic development plan, and "Ag Preservation and Land Use" plan and the County government Strategic Planning.

h. There is a challenge of addressing "special planning projects" like flood-related planning.

i. There is the need to point out that certain unfunded State mandates cannot be done by the Zoning Office now that staff has been cut.

Question 3: What are possible follow-up activities/strategies to be noted in this Plan Update?

PHYSICAL CONFIGURATION

Natural Resources/Environmental Corridors/Parks

a. Consider "special buffers" around new conservation-oriented parks in the Glacial Heritage Area Plan.

Sustainability

a. Consider a county energy plan.

Transportation

a. Consider a "beefed up" transportation element (mass transit, movement during flood events, highways, bikes, rail).

OPERATIONAL/PROCESS/ADMINISTRATION

Intergovernmental

a. Recognize that this plan results in follow-up requirements (such as certification for Wisconsin Farmland Preservation Program).

Process/Purpose-Based Activity/Education

a. The Zoning Committee/Staff needs a Strategic Plan to look at organizational, personnel, technical opportunities with the Zoning Office.

b. The Zoning Committee/Staff needs a Strategic Plan to assess "Department Consolidation" threats to the Zoning Office.

Values and Vision

a. Continue to "Plan for Planning" (strategies) to deal with needs, and continue to support the importance of UW-Extension to Zoning.

b. Wrap-Up Statements on the Existing Plan:
   - The existing plan is still relevant.
   - The existing plan with its current visions, policies and goals should remain in effect.
   - The existing plan is still sound, and any minor adjustment can be incorporated into ordinance adaptations if necessary.
   - Countywide zoning as currently exists, should be maintained (and provide the regulatory and technical basis, while still enabling customized Town plans).
   - The existing plan keeps the focus on the County's long-range future.
   - The existing plan reflects the values expressed by the citizens and their representatives based on the rigorous planning processes (previous and current).

Section 3
TOWN BOARDS AND PLANNING COMMISSIONS
EXISTING COMPREHENSIVE PLAN MONITORING AND ASSESSMENT

The monitoring and assessment workshop findings are intended to integrate the Jefferson County Comprehensive Plan (Agricultural Preservation and Land Use Plan, 1999) with the Jefferson County Comprehensive Plan Update (With Economic Development Emphasis).

Question 1: ***What are the strengths of the existing plan?***

PHYSICAL CONFIGURATION

Ag Preservation/Land Preservation/Rural Character/Splits

a. The plan allows farmers to farm (land preservation).

b. The plan has kept Jefferson County rural.

c. The plan has reduced the number of lots in rural areas, and therefore there are fewer complaints.

d. The plan protects vital farmland for future generations.

e. Jefferson County can be protected even with growth pressures around us (because of having the plan).

Community Form/Footprint/Containment/Differentiation/USA

a. Town of Concord appears to support limitations in lots allowed, and may even go "stricter" than the County.

b. The plan has helped cluster lot development to keep the home sites near one another. (People seem accepting of this.)

c. The Urban Service Areas have served as a "safety valve" to direct growth (allows areas to handle growth pressure).

Economic Development

a. Ag land values have been kept high.

Livability

a. The plan creates "lifestyle choices" for people: "urban can be urban", "country can be country" without hindering/encroaching on their neighbor.

Natural Resources/Environmental Corridor/Parks

a. Like the fact that we're protecting environmental corridors.

b. Good guidelines are provided for mineral extraction (has helped Towns)

Rural Hamlets

a. Rural hamlets also allow areas for “growth pressure relief” (allows a rural growth area).

Transportation

a. The limit on length of driveways has been a real plus to the plan.

OPERATIONAL/PROCESS/ADMINISTRATIVE

Intergovernmental

a. The ground rules are spelled out, and make the meetings in Towns easier. More people come to meetings for advice from citizens. This has made Town decision-making easier/better.

b. The plan has enhanced/improved communication.

c. The plan has helped coordinate other planning/ordinance efforts at Town level (i.e. wood burning).

d. The plan makes things very “workable” for Town Boards.

Process/Purpose-Based Activity/Education

a. Working with Jefferson County is easier than most counties because of the plan and quality Zoning staff.

b. The plan has consistency, rules (easy to explain steps to the public).

c. People are more aware of this plan (and know what to expect).

d. The plan has promoted “agricultural literacy”; the role agriculture plays in people’s lives.

Values and Vision

a. The plan in many ways can make County folks feel “very proud” about our plan.

b. The plan has put into words what the “majority of people” feel rather than the minority (who may favor development).

c. The plan reflects what people appear to value and feel.

d. People know that the plan is in effect and things will stay that way for a while.

e. Our kids understand what agriculture is about. (We are the “Central Park” of this region.)

Question 2: ***What are some challenges with the existing plan?***

PHYSICAL CONFIGURATION

Ag Preservation/Land Preservation/Rural Character/Splits

a. While rigidity of rules is good, some flexibility could help preserve productive land (i.e. required clustering when looking at nonproductive land may be better).

b. If serious about protecting farmland forever, we need deed restrictions/conservation easements.

Community Form/Footprint/Containment/Differentiation/USA

a. To prevent "clustered housing" from becoming rural subdivisions.

b. There is a challenge to Towns in that most growth/tax base is directed to Urban Service Areas.

c. While of significant effort, Town plans can benefit Towns by enabling them to go stricter than the County plan and/or reinforce Town veto authority.

Economic Development

a. The plan doesn't always have allowances for Towns to grow (because of annexation and extraterritorial controls of municipalities).

b. Funding; need to commit to funding (especially in the tech area).

c. The Economic Development component of the existing plan is weak.

d. Giving Towns enough power to preserve its economic base (given extraterritorial power of cities/villages).

Natural Resources/Environmental Corridor/Parks

a. Challenge of the DNR taking some farmlands for hunting (example Zeloski Marsh).

Rural Hamlets

a. Challenge/Question: Can rural hamlets' footprint be expanded? Challenge is that it would require the County to agree.

Transportation

a. The driveway restrictions can hurt the rural character (because of more visibility of homes by locating them near roads).

b. Use of 66 feet as the width of drives.
c.

OPERATIONAL/PROCESS/ADMINISTRATIVE

Intergovernmental

a. Creating 'Border/Boundary Agreements", Towns/Cities.

b. Towns can no longer contest proposed annexations.

c. Challenge/Concern: Are Town plans being recognized by the County?

Process/Purpose-Based Activity/Education

a. The definition of "prime" is sometimes muddled.

b. There is a challenge of definitions. May be better/easier to use land classifications (Class 1, 2, 3). Need to communicate and clarify breakdowns within land classes.

c. The use of LESA could provide more specificity in understanding land needing protection.

d. Considering continuing education about the plan.

e. To expose "younger people" to the content of the plan.

f. Challenge about the affidavit: Wondering why not deed restricted (since affidavit isn't for perpetuity).

g. Understanding how to amend the plan.

Values and Vision

a. We need the technical support of the Zoning Office and UW-Extension which is critical to keeping the land intact. (This is a challenge.)

Question 3: ***Should the principles/policies of the existing plan be reaffirmed?***

PHYSICAL CONFIGURATION

Ag Preservation/Land Preservation/Rural Character/Splits

a. Yes, to save farmland.

b. Yes, to save farmland, but possibly pay greater attention to groundwater draw down.

c. Yes. Interested in "Ag Enterprise Zone" - exclusive Ag zones to further protect farmland from City growth.

d. Yes. In the Town of Concord, 75% in a recent Town survey wanted rural character preserved. This is another justification for affirming the plan.

Community Form/Footprint/Containment/Differentiation/USA

a. Yes on the plan, but Towns want more say on the growth on City/Village edges.

Economic Development

a. There is a need to include broader understanding of “agribusiness” and what this means as agriculture changes. Need to update definitions.

Transportation

a. We still have issues on driveway length and there are advantages of length (to screen) and disadvantages (maintenance, fire safety).

OPERATIONAL/PROCESS/ADMINISTRATIVE

Intergovernmental

a. The Towns have been key in developing this plan (i.e. maximum lot size concept).

Process/Purpose-Based Activity/Education

a. Yes, but should be reviewed to keep in tune with needs.

b. We should possibly consider strengthening public involvement process in “amendment” procedure.

c. Yes. Town of Aztalan would like more flexibility in the plan.

Values and Vision

a. Yes, its way ahead of the rest of the State. We still are ahead. Others are catching up and using this plan as a model. The plan has worked well.

Section 4
INTEGRATION OF JEFFERSON COUNTY COMPREHENSIVE PLAN (AGRICULTURAL PRESERVATION AND LAND USE PLAN, 1999) WITH THE JEFFERSON COUNTY COMPREHENSIVE PLAN UPDATE (WITH ECONOMIC DEVELOPMENT EMPHASIS)

Part 1- Overall Message Points on the Integration of the 1999 and Updated Plan

To help make the update more understandable and real, the following message points describe the composition of the Jefferson County Comprehensive Plan Update.

1. Retain the key plan provisions from the County's 1999 Plan: The assessments contained in Sections 1, 2 and 3 all demonstrate that the County's 1999 Comprehensive Plan should essentially remain in place. The plan is working very effectively. The wrap-up statements by the Jefferson County Planning and Zoning Committee summarize this as follows:

   - The existing plan is still relevant.
   - The existing plan with its current visions, policies and goals should remain in effect.
   - The existing plan is still sound, and any minor adjustment can be incorporated into ordinance adaptations if necessary.
   - Countywide zoning as currently exists, should be maintained (and provide the regulatory and technical basis, while still enabling customized Town plans).
   - The existing plan keeps the focus on the County's long-range future.
   - The existing plan reflects the values expressed by the citizens and their representatives based on the rigorous planning processes (previous and current).

2. Refine and update the vision statements: The County's 1999 Plan contained an "Overall Vision of the Future" as well as "Consensus Points and Goals Statements" for several functional components of the County as a system. These guiding vision statements still have meaning. In addition, the Jefferson County Comprehensive Plan Update (with Economic Development Emphasis) has a rich set of Vision Statements for eight functional components of the County as a system, but with an emphasis on economic development. The refined vision statements supplement the 1999 Vision by embracing the earlier vision while building on the vision with a community and economic development orientation. The vision statements are complementary in many ways. These Vision Statements grew out of an extensive and rigorous public input process from a diverse cross section of the Jefferson County community.
   While the existing vision and guiding policies from the 1999 Plan will remain in place, the Vision Statements and catalytic strategies provide an additional means for communicating a richer and refined vision that builds on the extensive earlier planning work.

3. Practical Implications of the assessment and plan update: There are several ways to now look at the output and tangible manifestations of integrating the County's 1999 Comprehensive Plan with the Jefferson County Comprehensive Plan Update (with Economic Development Emphasis). The following paragraphs provide the output associated with the updated County Comprehensive Plan.

- All three volumes of the County's 1999 Plan remain as working documents as part of the Updated Comprehensive Plan (with refinements listed below). These three volumes include:
    - Agricultural Preservation and Land Use Plan
    - Background Report
    - Public Involvement Process

- As indicated in Chapter 3, Section 1, there have been refinements to the 1999 Plan that have been incorporated into the planning polices of the Jefferson County Zoning and Planning Committee and County Board. These include:

  1. Prime splits
  2. Natural Resource Zone
  3. Consolidation of Parcel of Record: enables improved home clustering opportunities by allowing flexibility in the location of splits when a property owner has parcels of record on different side of roads (and/or other dividers of parcels of record)

  The first refinement is related to the use of prime agricultural land for the creation of A- 3 Rural Residential lots. The Zoning Committee is in its deliberations and decisions have determined that when a request for an A-3 lot is located in prime agricultural soils and is also currently cropped, the maximum acreage allowed to be rezoned is 1 acre, which is the minimum lot area permitted. The second adaptation which ahs evolved is the use of the Natural Resource Zoning District. In a situation where a landowner has non-agricultural land such as woods, wetlands, or floodplain, a Natural Resource Zone may be requested to create a separate, saleable piece of land for hunting or recreation purposes, or to create as an addition to a proposed or existing A-3 lot. The third refinement which came about as a result of a request by the 16 Towns in Jefferson County, is the consolidation of parcels of record. This allows, which Town and County approval, a landowner to request their permitted number of A-3 lots from one or more parcels of record, to be combined and located in one location, rather than requiring them to be located on each parcel of record. This adaptation occurs most often when a landowners farm is bisected by a public road. This option has led to better clustering of rural residential development and better protection of agricultural lands.

- The Jefferson County Economic Vision and Positioning Framework Initiative document (The Storybook) provides updated assets, opportunities, consensus vision statements by eight (8) focus areas/functional components and catalytic strategies or actions to move towards the agreed-upon vision. This provides the overall roadmap for realizing the vision: Jefferson County, its communities, nonprofit organizations, businesses, many other entities and the general citizenry all play a role in developing and acting on strategies and actions for which any or combinations of these community structures, organizations or individuals may take leadership.

- The Jefferson County Farmland Preservation Report prepared for the Jefferson County Farmland Preservation Commission by the Graduate Planning Workshop of the University of Wisconsin-Madison Department of Urban and Regional Planning (2007).

This report provides a background inventory of current conditions in Jefferson County subsequent to the development of the County's 1999 Plan, and looks at:

- Agricultural heritage
- Natural resources inventory
- Financial status of Jefferson County
- Status of agriculture in Jefferson County
- Current trends in agricultural preservation in Jefferson County
- Regional growth trends affecting Jefferson County
- Existing plans in Jefferson County
- Public participation in a historical context
- Public participation in the current context

The Report contains a section on vision, goals and objectives for farmland preservation. The Report contains a section on capacity building with key stakeholders. The report contains a section on priority land assessment with the development of four scenarios of land preservation using Land Evaluation Site Assessment (LESA) methodology. The Report includes a section which analyzes an array of existing farmland preservation tools currently used in Jefferson County along with a review of other possible tools. A major section of the Report contains a menu of recommended strategies for strengthening farmland preservation in Jefferson County. The final section of the Report includes a set of case studies of some "best practices" in farmland preservation across the country.

The Jefferson County Farmland Preservation Commission has been using the Jefferson County Farmland Preservation Report as a resource in their operational planning and policy development. The Report is included as a component of the Jefferson County Updated Comprehensive Plan.

4. Summary of intent and compliance with the law: Jefferson County will be the first county in Wisconsin to update an existing smart-growth compliant comprehensive plan. Jefferson County has received guidance and support by UW Extension Specialist Brian Ohm in developing this mechanism for plan update. While there is not a template for updating a plan already compliant with Wisconsin's Comprehensive Planning Act of 1999 (Smart Growth Law), we are confident that the process is sound. The process is responsive to the guidelines in the 1999 Plan for "Monitoring and Amending the Plan" which states that, *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.*

Part 2- Formal Compliance with the 9 Elements Identified in the Wisconsin Comprehensive Planning Act: The Integration of the 1999 and Updated Plans

This section takes the nine (9) elements identified in the Wisconsin Comprehensive Planning Act of 1999, and illustrates that these required elements of comprehensive planning are addressed. The 1999 Plan contains a 24-page section in the Background Report that documents compliance with the law (Chapter 10: Comprehensive Plan Definitions and Wisconsin Smart Growth Compliance Documentation, pages 220-244). Since the Jefferson County Comprehensive Plan rolls the Background Report into the plan update, this section reaffirms each element, and provides additional insights into refinements of elements where applicable.

1. Issues and opportunities element: The Jefferson County Economic Vision and Positioning Framework Initiative provides an overview of population, workforce inventory, changing demographics, description of regional setting and metro connections and an overview of quality of life characteristics. The initiative detail assets for seven (7) place-based asset categories: location, agriculture, corporate, bio, natural, lifestyle, and cultural. The initiative then provides an issue statement along with opportunities and consensus vision statements for eight (8) key topic areas including: innovation connections, agricultural enterprises, tourism, small-town living, bioenergy, health care and healthy living, advanced manufacturing and sustainable systems.

2. Housing element: The planning considerations in the 1999 Plan are reaffirmed. Additional plan guidance and updates are provided in the topic area related to small-town living.

3. Transportation element: The planning considerations in the 1999 Plan are reaffirmed. Additional plan guidance and updates are provided in the topic areas related to small-town living, tourism and sustainable systems. There was recognition that additional transportation planning emphasis is needed in Jefferson County. This is further emphasized as a needed follow-up activity in Chapter 4-Implementation.

4. Utilities and community facilities element: The planning considerations in the 1999 Plan are reaffirmed. Additional plan guidance and updates are provided in the topic areas related to small-town living, tourism, bioenergy and sustainable systems.

5. Agriculture, natural and cultural resources element: The planning considerations in the 1999 Plan are reaffirmed. Additional plan guidance and updates are provided in the topic areas related to agricultural enterprises, tourism, small-town living, bioenergy, advanced manufacturing and sustainable systems. In addition, the Jefferson County Agricultural Preservation Report represents a significant resource, and is contained in the new plan. Also, see element 5, 7, and 8 (Intergovernmental cooperation and Land use) commentary.

6. Economic development element: Phase 1 of the Jefferson County Comprehensive Plan Update (with Economic Development Emphasis) was aimed at providing significant rigor in developing a meaningful economic development plan for Jefferson County. All 8-topic areas including Health Care and Healthy Living are essential in this economic development element. The Jefferson County Economic Vision and Positioning Framework Initiative not only provides an agreed-upon economic vision, but it also provides catalytic strategies to address the opportunities, issues and vision statements.

7. Intergovernmental cooperation element: The planning considerations in the 1999 Plan are reaffirmed. In addition, the “Traction Development” section in the Jefferson County Economic Vision and Positioning Framework Initiative provides a guide to engaging intergovernmental entities and other stakeholders in the realization of the vision.

   Note 1: In conjunction with this Jefferson County Comprehensive Plan Update (Smart Growth Plan Update [66.1001(4)]), the Jefferson County Planning and Zoning Department, at the direction of it’s Zoning Committee and the Jefferson County Board of Supervisors, is also required to re-certify its Agricultural Preservation and Land Use Plan and Zoning Ordinance in response to DATCP’s “Working Lands Initiative” and corresponding revisions to Chapter 91-Farmland Preservation, Wisconsin State Statutes, which were effective June 29, 2009. The County has started this planning process with Vandewalle and Associates, and is scheduled to conclude by December of 2011. The

scope of work of this is described in the Appendix: Farmland Preservation Program Planning Grant Application. This update may affect elements 5 (Agriculture, natural and cultural resources element), 7 (Intergovernmental cooperation element),and 8 (Land use element) of this document.

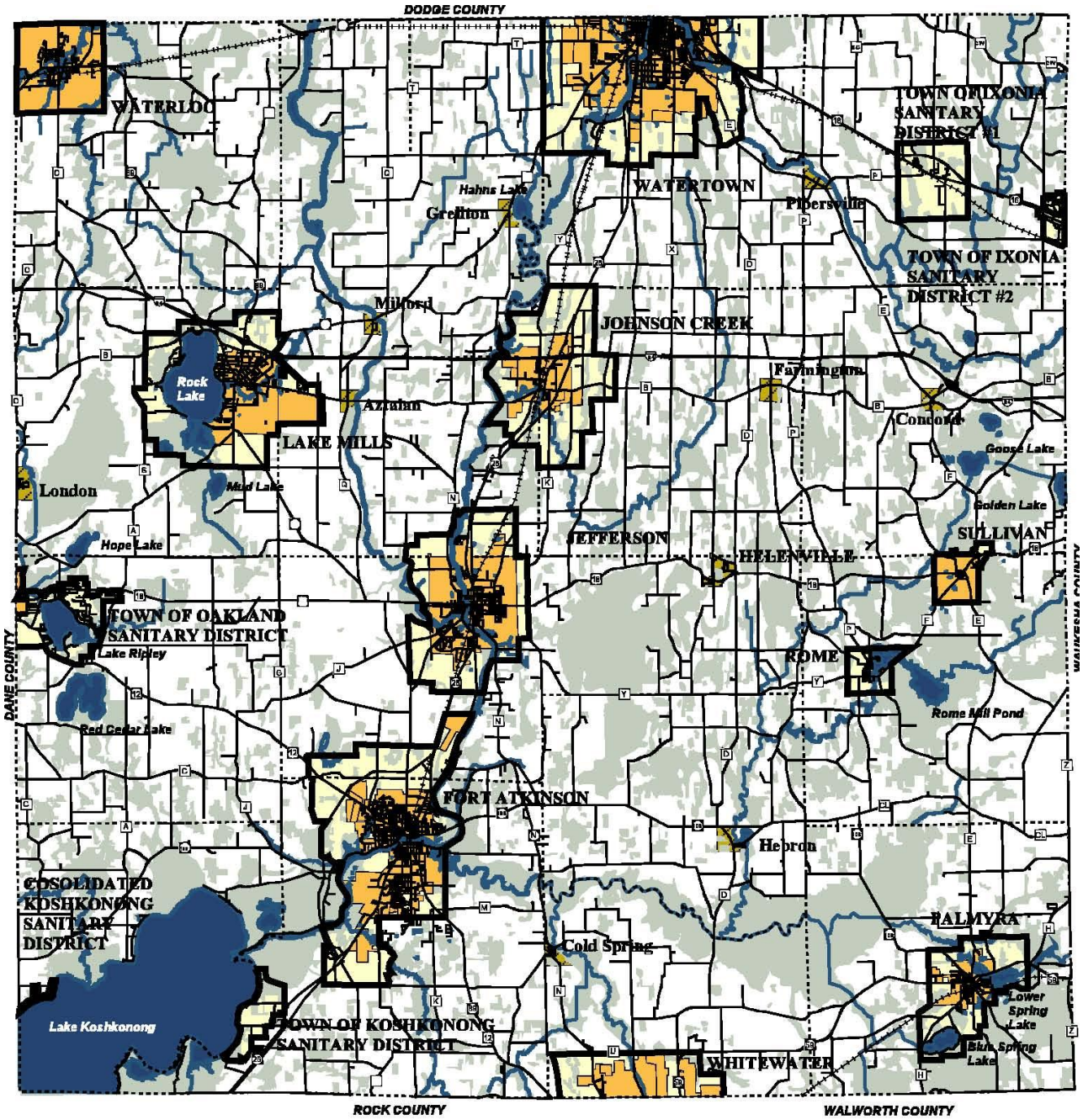
8. Land use element: The planning considerations in the 1999 Plan are reaffirmed. This was a major emphasis in the 1999 Plan. Additional plan guidance and updates are provided in the topic areas related to agricultural enterprises, tourism, small-town living, bioenergy, advanced manufacturing and sustainable systems. In addition, the Jefferson County Agricultural Preservation Report represents a significant resource, and is contained in the new plan. Also, see element 5 (Intergovernmental cooperation) commentary.

   An updated Land Use Plan map will be included. This map identifies agricultural preservation areas, incorporated cities and villages, rural hamlets, environmental corridors and both the 1999 Plan urban service areas along with the revised urban service areas included in updated comprehensive plans of cities and villages.

   A revised Land Use Plan map and additional mapping resources will be provided in the Farmland Preservation Plan and certification requirements described in Note 1 above.

9. Implementation element: The planning considerations in the 1999 Plan are reaffirmed. In addition, the “Traction Development” section in the Jefferson county Economic Vision and Positioning Framework Initiative provides a guide to engaging intergovernmental entities and other stakeholders in the realization of the vision. Specific steps for action are provided. Detailed implementation recommendations for this updated plan are provided in Chapter 4-Implementation.

Also, an index of existing plans and reports summarizing planning work that has been undertaken in Jefferson County has been added in the Appendix. This list includes existing plans, planning work and updates, and other related reports which have been completed or have been included in the Comprehensive Planning Efforts since the adoption of the 1999 Agricultural Preservation and Land Use Plan (Wis.Stats. 59.69). This body of work may interface and compliment continuing Comprehensive Plan updates (66.1001), as well as the Farmland Preservation Plan (Wis.Stats. Chapter 91) update and recertification process which is currently underway and scheduled for completion in 2011.



JEFFERSON COUNTY LAND USE PLAN

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

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JEFFERSON COUNTY

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CHAPTER 4
IMPLEMENTATION

Just creating this comprehensive plan update does not assure that the called for changes will happen. The adopted visions and strategies must be incorporated throughout the various political systems and organizational structures of the many "communities" in Jefferson County (County, local governments, nonprofits, civic, businesses, other entities, citizenry, etc.). Typical activities involved in implementation include:

- Responsibilities of implementation bodies, organizational teams and individuals.
- Broad and/or specific action steps for follow-up.
- Schedules and milestones
- Resource requirements and a communication process.

The primary implementation activity of Jefferson County's 1999 Comprehensive Plan involved the detailed policy recommendations in the plan and incorporating them into revised zoning and land division ordinances. This process took several months. Implementation also included following the protocol of the Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP) for its "farmland preservation" compliance mechanisms which took about two years. The primary implementation bodies for the 1999 Comprehensive Plan included County department staff (led by the Zoning Department), the Planning and Zoning Committee, and the County Board. Important partners in this plan implementation included the County's 16 towns and other units of government. A "Poster Plan" summary of the plan was prepared and continues to be an important communication piece with several thousand of these distributed over the past decade.

Implementation of Jefferson County Comprehensive Plan Update (with Economic Development Emphasis)

The two phase approach for the update process for the Jefferson County Comprehensive Plan results in the need for two discussions about implementation. Phase 1 focuses on implementation of the economic vision and catalytic strategies. Implementation of Phase 2 will be responsive to the assessment and resulting recommendations associated with the 1999 Comprehensive Plan.

Phase 1 - Implementation of Economic Vision and Positioning Framework:

Most comprehensive plans have a strong land use emphasis. Jefferson County's 1999 Comprehensive Plan was referenced as the "Agricultural Preservation and Land Use Plan", and it had the conventional land use focus. The plan was prepared by Jefferson County government as the primary jurisdiction responsible for plan preparation, implementation and administration. However, the economic development element of this comprehensive plan update, documented as Phase 1, is not under the primary jurisdiction of any one entity. Implementation of the economic vision and catalytic strategies will likely involve a broad spectrum of "change agents". Jefferson County, its communities, nonprofit organizations, businesses, many other entities and the general citizenry will all play a role in developing and acting on strategies and actions for which any or combinations of these community structures, organizations or individuals may take leadership.

Individual communities, corporations and other stakeholders can use this Economic Vision to understand the County's economic development priorities, and find their own roles to

work within the larger framework. To generate momentum for "acting" on this Economic Vision, a major implementation effort will be aimed at getting multiple players to own the Vision and invest in its development. This will require the further engagement of Jefferson County government, Jefferson County communities and leaders (cities, villages, and towns), Regional economic development agencies, State and Federal agencies, educational institutions, private sector corporations, organizations, and foundations including local economic development entities, chambers of commerce and business groups.

Priority Implementation Activities for Phase 1

Given these broad implementation mechanisms, the implementation process for Phase 1 will include these steps:

- Prepare a variety of communication pieces on the Economic Vision and Positioning Framework.
- Identify champions and leaders who might take on active roles in support and ownership of the in the eight (8) topic areas identified in Economic Vision and Positioning Framework.
- Engage in strategy refinement and implementation sessions in order to advance the economic vision and catalytic strategies with these leadership structures – County (County Economic Development Consortium, County Board, County committees/commissions, etc.), Local (including local elected officials, community economic development entities, chambers, main street programs, etc.) , Regional (including THRIVE, Milwaukee 7, etc.), State (including state elected officials, Wisconsin Department of Commerce, University System, other higher education, etc.) , Corporate (the large network of businesses from local to global), Nonprofits (this extensive and growing sector).

Other Implementation and Follow-up Activities for Phase 1:

- Consider follow-up preparation of a rigorous "energy plan."
- Maintain adequate staffing levels to support the Jefferson County Economic Development Consortium Board.

The Economic Vision is an agreed-upon roadmap that should be used to illuminate, celebrate and connect regional assets opportunities and resources across Jefferson County's communities. While no one entity is independently responsible for implementation of this vision and catalytic strategies, the Jefferson County Economic Development Consortium (JCEDC) Board, staff and advisors have been recognized as playing an important role in "advancing" the identifiable steps of implementation. The JCEDC Board will keep this plan as a continuous focus, and will interpret it as a living document.

Phase 2 - Implementation of Assessment and Integration of Existing Jefferson County Comprehensive Plan (Agricultural Preservation and Land Use Plan, 1999):

The Jefferson County Comprehensive Plan, which was approved in October 1999, was considered an advisory document and policy framework that set forth a vision for land preservation and community growth over the subsequent two decades.

Much effort went into developing the vision, consensus points, strategies and policies described in the plan. The plan reflects the input of many individuals from diverse backgrounds throughout the County. Over 120 meeting and workshops were aimed at assuring extensive public involvement. The balanced approach of the plan incorporates a wide range of public interests and concerns.

As mentioned, the implementation of Phase 2 responds to the assessment and resulting recommendations associated with the 1999 Comprehensive Plan. Since this is an update of an existing plan, the primary implementation mechanisms are similar to the manner that the existing plan has been successfully implemented. In general, the Jefferson County Zoning and Planning Committee with strong plan management support from the Zoning Department will continue as the primary bodies for implementing this plan update.

Priority Implementation Activities for Phase 2

A major recommendation from Phase 2 is that the key plan provisions from the 1999 Comprehensive Plan should be retained. The rationale is that the existing plan is still relevant and working, and therefore, the previously developed goals and policies should remain in effect. Several areas of interpretation and refinement to the 1999 Plan were listed in Chapter 3. Given this, a major part of implementation will be to communicate to key partners and the general citizenry that the existing plan is essentially reaffirmed with extensive emphasis and detailing on the economic development element. Another major communication effort will be required to communicate how this update plan integrates the economic element with the assessment findings from the existing plan. The implementation process for Phase 2, including the plan integration activities, will include these steps:

- Prepare a variety of communication pieces on the results of the existing plan assessment in order to document the extent to which the 1999 Comprehensive Plan is reaffirmed and retained.
- Prepare a variety of communication pieces describing how the Economic Vision and 1999 Comprehensive Plan are integrated as “one plan” in the Jefferson County Comprehensive Plan Update (with Economic Development Emphasis).
- Make amendments and updates to the Jefferson County Zoning and Land Division Ordinances to reflect the goals and policies of the Jefferson County Comprehensive Plan Update (with Economic Development Emphasis).
- Integrate the “Jefferson County Farmland Preservation Report” (See Appendix) as a resource for operational planning by various committees and organizations including the Jefferson County Conservation Easement Commission.
- Integrate this plan with Chapter 91 (See Appendix: Farmland Preservation Program Plan) if required by its adoption by the Jefferson County Board.

Other Implementation and Follow-up Activities for Phase 2:

- Maintain adequate staffing levels in the Jefferson County Department of Planning and Zoning to implement the goals and policies of the Jefferson County Comprehensive Plan Update (with Economic Development Emphasis).

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

- Consider the follow-up preparation of a rigorous “Transportation Element” plan since there was a recognition that additional transportation planning emphasis is needed in Jefferson County; this

will require close work with the Wisconsin Department of Transportation and other regional agencies.

- Continue to support the information and educational programming through the UW-Extension and other agencies on sound planning, resource protection and a wide variety of technical support.

Another important use of this plan as a implementation tool is to consider the plan as a continuing guide for a wide variety of specific actions including the wide-ranging and day-to-day decision by the Jefferson County Zoning and Planning Committee, the County Board of Supervisors, JCEDC Board and staff, other County committees, commissions and groups. It can serve as a "blue-print" for a wide range of decisions involving zoning and land division regulation, economic development planning, transportation planning, community facilities siting, park and recreation area improvements, environmental protection, and other functions of County government. And finally, implementation of this plan will move the “many communities” in Jefferson County toward the agreed upon summary vision statement which says: *“Jefferson County will be a leader in home-grown business development and innovation linkage, agricultural enterprises and healthy small-town living.”*

CHAPTER 5
PLAN REVIEW, ADOPTION, MONITORING AND AMENDMENT

This stage represents the “plan management” steps in the accepted protocol of comprehensive planning. The plan review step with subsequent approval assures that there is agreement on the recommended vision, strategies and policies. Complex plans such as this typically include multiple opportunities by many interests for plan review and obtaining general agreement. For this plan, there are also statutory requirements associated with formal adoption.

The plan monitoring step lays out the recommended processes and timing for assessing or evaluating the effectiveness of the plan. This step enables the routine assessment of what is working or not working with the plan. This then leads to the plan amendment step which outlines a procedure for enabling modifications or amendments to the plan.

Legal and Administrative Requirements

The preparation of the Jefferson County Comprehensive Plan Update (with Economic Development Emphasis) has been undertaken in accordance with Wisconsin Statutes ss. 59.69(3) and ss. 66.1001, which authorizes and governs the preparation of such plans. Wisconsin Statutes ss. 59.69(3) and ss.66.1001specify the territory that may be included in a county development plan, indicate the permissible scope and content of such plans, and establish public hearing and plan adoption procedures.

Jefferson County’s approach to updating its comprehensive plan, while having an extensive focus on economic development, is a somewhat innovative approach. This plan is intended as a roadmap for vision and possible strategies for the many “communities” in the County including Jefferson County government, Jefferson County communities and leaders (cities, villages, towns), Regional economic development agencies, State and Federal agencies, educational institutions, private sector corporations, organizations, and foundations including local economic development entities, chambers of commerce and business groups. Formal review and approval by these entities is not required. However, this plan has been designed to invite the various communities to seriously review and approve, as applicable, ideas that can help serve as “guide to planned community and economic development” for the many “communities” having a stake in this plan. Official “approval in principle” would send strong messages of affirmation, and would reinforce the proposed economic direction identified in the plan.

The process being followed by the County Board will comply with all legal and administrative requirements associated with comprehensive planning. Many or even most of the economic development strategies will not directly involve the County Board, its policy committees and staff. As pointed out, implementation responses will be by a vast array of individuals and organizations. However, approval of this plan by the Jefferson County Board indicates that the County Board agrees with the consensus vision in this plan, and this will provide a guide for action areas within the County Board’s purview.

Since this is likely the first update of a county comprehensive plan that is compliant with the Comprehensive Planning Act of 1999 (Smart Growth Law, ss. 66.1001), the Core Group consulted with University of Wisconsin-Madison/Extension Planning Specialist and Attorney Brian Ohm. The Core Group, serving as the Coordinating Committee for the execution of this

plan, was assured by Professor Ohm that the proposed approach for plan update was not only appropriate but it likely will be a model for other counties throughout Wisconsin.

Plan Review and Adoption

The Jefferson County Comprehensive Plan Update (with Economic Development Emphasis had significant review and interim approval through its multi-year process. Some of the review activities that have already taken place and some are pending formal, required review and adoption sessions. Since the plan has been developed in two phases, reference is made to Phase 1 (Economic Vision) and Phase 2 (Assessment and Integration of Existing Plan).

Prior Review and Interim Approvals

- Phase 1 and Phase 2 followed a Public Participation Plan approved by the JCEDC Board and County Board (See Appendix)
- Phase 1 and Phase 2 guided by Core Group which included JCEDC Board members, JCEDC staff, UW Extension resources and County Zoning. This Core Group reviewed all work products and output throughout the plan process. (agreement by consensus)
- Phase 1 oversight and approval by Steering Committee (in principle)
- Phase 1 approved by JCEDC Board (in principle)
- Phase 1 presented at a Community Forum (April 2009)
- Phase 2 approved by JCEDC Board (October 2009)
- Phase 2 considered by Planning and Zoning Committee (November 2009)

Other Review, Approval and Adoption

- Complete Plan Update Document to be considered by JCEDC Board
- Complete Plan Update Document to be considered by Planning and Zoning Committee
- Formal Hearings on Complete Plan Document convened per Statute (joint meeting of JCEDC, Planning and Zoning Committee and County Board) per Brian Ohm 11/12/09
- Formal County Board action taken on Complete Plan Document.

Monitoring and Amendment

In view of the anticipated dynamics of change in the urbanizing region of Jefferson 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 10 years as outlined in statute or more frequently as deemed necessary.

The Jefferson County Comprehensive Plan Update (with Economic Development Emphasis) must be amended by ordinance 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 Comprehensive Plan Update (with Economic Development Emphasis) 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) and ss. 66.1001.

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 must be adopted by ordinance and when adopted sent to all local units of government in Jefferson County, including school districts, and also sent to the Wisconsin Department of Administration.

4. Phase 1 (Economic Vision and Catalytic Strategies) is a more fluid plan than the policies reaffirmed and retained in Phase 2. Therefore, it is assumed that formal amendment may be a discretionary procedure under the guidance of the Jefferson County Economic Development Consortium Board.

APPENDIX

- Public Participation Plan
  Jefferson County Comprehensive Plan Update
  (With Economic Development Emphasis)

- Jefferson County Farmland Preservation Report
  Jefferson County Farmland Preservation Report

- Farm Preservation Program Planning Grant

- Index-Existing Plans and Reports

Jefferson County Comprehensive Plan Update
(With Economic Development Emphasis)
Public Participation Plan

Prepared By:
Jefferson County Economic Development Consortium (JCEDC)
Core Team

The Public Participation Plan represents the written procedure designed to foster public participation, including open discussion, communication programs, information services and public meetings for which advance notice has been provided, in every stage of the preparation of this comprehensive plan update for Jefferson County. Jefferson County was the first county in Wisconsin to complete a comprehensive plan compliant with Wisconsin's Comprehensive Planning and Smart Growth Law with a plan approved in October 1999, and is likely the first County to be embarking on the Plan's decennial update. This Public Participation Plan follows guidelines contained in a book published by the University of Wisconsin-Extension (Grabow, Steven H.; Hilliker, Mark and Moskal, Joseph. *Comprehensive Planning and Citizen Participation.* 2006).

The planning process includes public participation in all seven stages or phases of this initiative, and the phases include:

1. Economic Asset and Opportunity Analysis (Background, Trends, Issues)
2. Economic Opportunity Development (Issue Clarification and Initial Vision)
3. Economic Vision
4. Vision Refinement, Initial Strategy Development and Document Creation
5. Comprehensive Plan and Economic Development Plan Integration
6. Implementation Process
7. Implementation

This process was preceded by an extensive "Plan for Planning" phase in which a road map for the planning effort was developed and the comprehensive planning approach was detailed.

The public or citizen participation approach is organized around the multi-level continuum for citizen involvement (Grabow, et. al, Ibid).

Public Awareness

- News releases announcing and documenting planning effort
- Radio talk shows about planning effort
- Cable access TV about planning effort
- Website link about planning effort
- Display and exhibits at JCEDC, UW Extension, Courthouse or mobile locations within communities.

Public Education

- Major community forum on the "State of Jefferson County Economic Development"
- Major community forum after the development of an initial "Jefferson County Economic Development Vision"
- Major community forum unveiling the recommended "Jefferson County Economic Development Vision" Disseminate a communication document entitled "Jefferson County Economic Vision and Strategy Storybook"

- Research, findings, resource materials, displays and presentations by the UW Madison Department of Urban and Regional Planning (URPL) Graduate Workshop entitled "Refinement of Land Preservation Methods: Purchase of Development Rights and Other Innovations in Jefferson County."
- Integrate awareness methods to also provide public education

Public Input

- Convene and conduct an economic development leadership focus group
- Interview representatives of various economic development interests based on nine-asset analysis categories (Economic, Agriculture, Corporations. Workforce and Human Capital, Education, Environment and Geography, Infrastructure, Cultural and Social, Tourism and Recreation)
- Facilitate workshops with individual community or local economic development organizations to determine strengths, weaknesses, opportunities and challenges (S.W.O.C. Analyses) within each Jefferson County community
- Facilitate workshops by topics on "Emerging Economic Opportunities".
- Accept questions from the public and provide answers and referrals at designated meetings of the Jefferson County Economic Development Consortium Board of Directors, Jefferson County Comprehensive Plan Update/Economic Development Steering Committee, Jefferson County Planning and Zoning Committee, and Jefferson County Board of Supervisors.
- Integrate public input from issues, vision ideas, and strategy ideas from individual community comprehensive plans (Many comprehensive plans are in various stages of development within Jefferson County towns, villages and cities. Each of these planning processes have their own Public Participation Plans.)
- Convene focus group workshops and conduct key informant interviews by the UW Madison Department of Urban and Regional Planning Graduate Workshop as part of their project on "Refinement of Land Preservation Methods: Purchase of Development Rights and Other Innovations in Jefferson County."
- Convene assessment or monitoring workshop(s) where the Jefferson County Comprehensive Plan (Jefferson County Agricultural Preservation and Land Use Plan) will be assessed by County staff, the Jefferson County Planning and Zoning Committee, Town officials and other stakeholders.
- Evaluate public awareness, public education and public input methods and results.

Public Partnership

- Convene planning committees with leadership by the Jefferson County Comprehensive Plan Update/Economic Development Steering Committee
- Develop and adopt the Public Participation Plan through resolution of the Jefferson County Economic Development Consortium and Jefferson County Board of Supervisors.

Source:
Jefferson County Comprehensive Plan Update Core Team
Contact-Steve Grabow, Professor and Community Development Educator,
University of Wisconsin-Extension, Jefferson County Office
September 25, 2007. (Revised November 20, 2007)

Jefferson County

farmland preservation report

Prepared for:

Jefferson County Farmland Preservation Commission

Prepared By:

December 14, 2007

Graduate Planning Workshop, Department of Urban and Regional Planning, University of Wisconsin-Madison

Acknowledgements

Acknowledgements

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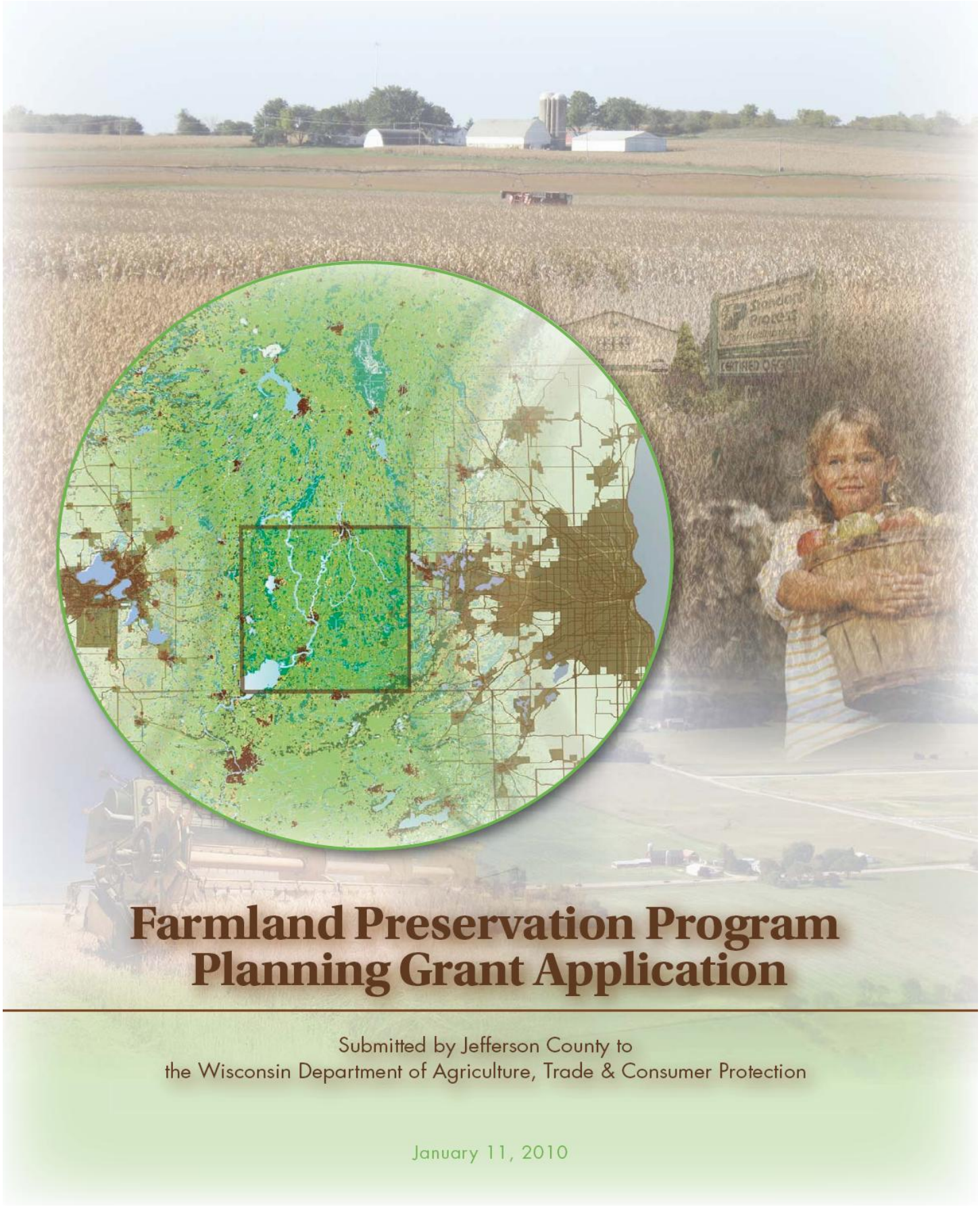
Executive Summary

Jefferson County's wealth of natural resources and living farmland history position it as a necessary candidate for farmland preservation. Through the proactive leadership of the Farmland Preservation Commission, the County has identified this need and has been practicing regulatory preservation efforts since 1999. It is important these efforts, which include zoning regulations and urban service areas, continue into the future and be further supplemented by local regulatory measures aimed at minimizing rural land conversion. Although Jefferson County's current regulatory initiatives have been successful at limiting the number of rural land splits, the County is presented with an opportunity to further bolster its preservation efforts by strengthening the newly initiated Purchase of Agriculture Conservation Easements (PACE) program with a variety of supplemental tools and necessary funding.

To ensure a consistent and efficient implementation of a PACE program it is necessary to create a site priority assessment methodology. The most appropriate methodology for farmland preservation efforts is a Land Evaluation, Site Assessment (LESA). Using a LESA will allow Jefferson County to prioritize their preservation efforts by ranking potential parcel's preservation value, and thus maximize available funds.

Driving a PACE program, and all supplemental tools, is the need for a stable source of funding. Available to Jefferson County are a few state and federal level matching grants which provide local governments with funds to purchase agriculture and conservation easements. However, these funds are only distributed when matching local funds are available. Therefore, Jefferson County must consider a fundraising method to generate local dollars. It is recommended that Jefferson County pursue the use of the property tax system to generate these funds. It is felt that the benefit of substantial farmland preservation outweighs the small tax burden that would be placed on County residents.

Overarching all of these tools and recommendation is the need to create and implement an ongoing public education campaign. The goal of this campaign would be to engage the varying stakeholder groups in a discussion about the costs and benefits of farmland preservation in Jefferson County. Over time, a consistent message and continued communication will help in building community buy-in and widespread support for the programs and options outlined in this report.



Farmland Preservation Program Planning Grant Application

Submitted by Jefferson County to
the Wisconsin Department of Agriculture, Trade & Consumer Protection

January 11, 2010

Jefferson County

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

January 8, 2010

Wisconsin Department of Agriculture, Trade, and Consumer Protection
Ms. Kris Madoff
Working Lands
P.O. Box 8911
Madison, WI 53708-8911

Dear Ms. Madoff:

On behalf of Jefferson County, I am pleased to submit this application to the Wisconsin Department of Agriculture, Trade, and Consumer Protection for $30,000 in funding for preparing a Farmland Preservation Plan, in accordance with Chapter 91 of Wisconsin Statutes.

We believe that nowhere in the state is the need, interest, or commitment to farmland preservation higher. Agriculture is at the core of Jefferson County's heritage, lifestyles, identity, plans, and economic and land use future, but is also equally challenged by local and regional trends and preferences. These challenges and opportunities have been reflected in a myriad of recent planning and implementation efforts. The farmland preservation plan will recognize and integrate these efforts.

The County is seeking State grant support to assist with this effort, which is particularly essential given its importance, the expected level of interest among multiple stakeholder groups, and the reality of challenging County budgetary times.

I look forward to hearing from you. Please feel free to contact me to discuss this proposal.

Sincerely,

Rob Klotz
Jefferson County Interim Director of Planning and Zoning

Farmland Preservation Program (ch. 91, Wis. Stats.)
Planning Grant Application Form

County Name:	Jefferson County
Primary contact:	Rob Klotz
Phone number of primary contact:	920-674-7130
E-mail address of primary contact:	RobK@jeffersoncountywi.org
Mailing address of primary contact:	Jefferson County Courthouse 320 S. Main St., Room 201 Jefferson, WI 53549
Amount of Grant Request:	$30,000
Scheduled Expiration Date of Existing Plan Certification:	December 31, 2009
Will the County request an extension under s. 91.14(4), Wis. Stats.?	Yes; completed
If so, for how long?	December 31, 2011
Anticipated date of Plan completion:	October 2011 (assuming grant funds available July 2010)

Question 1: Summarize County workplan for developing and adopting a farmland preservation plan (include relevant planning steps and projected dates, consistent with 66.1001(4), Wis. Stats.):

Introduction and Overview

Jefferson County has a long-standing commitment to farmland preservation, which has served as a model for other counties in the state. Jefferson County's current farmland preservation program—initiated through the County's 1978 Agricultural Preservation Plan and refined through its 1999 Agricultural Preservation and Land Use Plan—has proven its worth in preserving farmland over the past three decades. The County's program has been continually assessed and further refined since 1999 to remain current and vital. Indeed, recent local input experiences have confirmed stakeholders' satisfaction with the overall direction Jefferson County has taken to preserve the area's rich farmland resource.

Still, emerging trends, studies, events, and certainly law changes have prompted an interest in again revisiting the County's farmland preservation program. These include:

- The State's new farmland preservation law, embodied in Chapter 91 of Wisconsin Statutes, which establishes a new framework for farmland preservation and suggests refined techniques and new opportunities that the County will consider.

- The recent introduction of the County's Purchase of Conservation Easements (PACE) program, which could be enhanced and funding supplemented via a compliant farmland preservation plan.

- Recent exciting explorations into opportunities that link the County's future economic success in large part to the preservation of its farmland and new and expanded uses for agricultural products.

- An expectations for renewed pressure for farmland conversation once the development market rebounds, based on the County's position midway between the Milwaukee and Madison metropolitan areas and along Interstate 94.

- A pending strategic update to the 1999 Plan to fully meet the requirements of Wisconsin's comprehensive planning legislation and capture new economic opportunities.

Given these factors, Jefferson County is proposing to develop and adopt an updated farmland preservation plan. The County is seeking State grant support to assist with this effort, which is particularly essential given its importance, the expected level of interest among multiple stakeholder groups, and the reality of challenging County budgetary times. The County's two-part approach for this planning effort acknowledges the County's need to first consider all of its reasonable options for farmland preservation for the next decade, and then implement its preferred option through a thoughtful, directed plan.

Part A: Discovery and Direction will focus on understanding the implications of the state's new farmland preservation law, developing different County farmland preservation policy refinement options for consideration, evaluating those options in a public setting, and selecting a preferred farmland preservation policy refinement approach from among the options. The range of different policy refinement options will include an option that would continue the County's current approach and another option(s) to possibly refine that approach to better match incentives under the state's new farmland preservation program. For example, variables such as whether the County should continue to require rezoning to implement the County's program or whether the County should begin to allow limited housing by conditional use permit will be considered in the different options.

Part B: Plan Preparation and Adoption will then focus on developing the plan and advising ordinance changes necessary to implement the preferred policy refinement approach determined in Part A

This project and process will be guided by a Farmland Preservation Plan Steering Committee. This Committee will likely consist of County officials, Town officials, famers, and other local farmland preservation stakeholders. This Steering Committee will act as an advisory body to the County Zoning and Planning Committee, which will make recommendations to the County Board on both the preferred approach and the final farmland preservation plan. The Steering Committee will also coordinate with the County's recently formed Farmland Conservation Easement Commission. In total, the process will conform fully with State requirements to amend County both the County's farmland preservation plan and its comprehensive plan.

Part A: Discovery and Direction

Part A is intended to result in a community-supported approach for farmland preservation in Jefferson County. Part A is expected to take approximately five months from start to finish, and cost $29,500. Several interrelated tasks will be undertaken to execute Part A. The proposed tasks are described below; the Workplan Summary sheet, at the end of this application, includes cost estimates and a proposed timeline for each of the proposed tasks.

1.1 **Public Participation Plan:** Prepare and adopt a public participation plan per the requirements of section 66.1001(4), Wis. Stats, which is the State's comprehensive planning law. Because the farmland preservation plan will be a detailed component of the County's comprehensive plan, all required comprehensive plan process steps will be followed. This includes a plan for engaging the public in the planning process to be adopted by the County Board early in the process. This public participation plan will build off of the public participation plan that was adopted in 2007 for comprehensive plan amendments that are nearing completion.

1.2 **County Officials Kick Off Meeting #1:** Conduct a kick off meeting with the County Zoning and Planning Committee and other County policy leaders to educate around the status of existing plans, describe the proposed farmland preservation planning process, discuss the concept and requirements of the state's new farmland preservation law, share concerns and opportunities, and brainstorm different options for farmland preservation policy approaches to be explored and analyzed during Part A.

1.3 **Steering Committee Meeting #1:** Assemble a Steering Committee comprised of key stakeholders, invite participants, and organize and conduct a kick off meeting to cover similar items as described under Task 1.2. A key agenda addition would include discussions of an initial proposal for specific farmland preservation policy refinement options, to be developed after the County Officials Kick Off Meeting.

1.4 **Policy Refinement Option Development:** Prepare 3 or 4 different farmland preservation policy refinement options for consideration during Part A of the process. Again, these options will allow County and Town officials to make an informed choice on which direction the County should take with respect to farmland preservation. Each option would include a complete description of its characteristics, an analysis of its likely impacts on the County, a presentation of its advantages and disadvantages, an assessment of the degree of change that would be required compared to the County's current program, and some level of geographic (mapping) assessment. Each option will be presented via a simple graphic-oriented approach, designed to facilitate interest, understanding, and feedback. To supplement this presentation and analysis of different options, this task also includes an analysis and simple presentation of the characteristics and impacts of the County's current program, and an analysis and simple presentation of the state's new farmland preservation law, including potential County farmland preservation program changes that that law may advise.

1.5 **Quadrant Town Meetings**: Disseminate invitations, organize, and conduct 4 meetings for Town officials and residents—one in each quadrant of the County—to present and obtain feedback on information developed under Task 1.4. Town acceptance of the preferred approach early in this process will be critical to the eventual success of the selected program, as town support for any County zoning ordinance changes that may follow this planning effort is critical under Wisconsin zoning law.

[NOTE: The County may instead elect to divide some of this task and associated costs into both Part A and Part B, perhaps by holding two meetings per part of the process.]

1.6 **Stakeholder Meetings and Interviews**: Invite stakeholders, prepare for, and conduct small group meetings and interviews with key stakeholders, including farmers, farm organizations, development and financing interests, natural area preservation interests, and farm-related and other economic entities. The intent would be to present and obtain feedback on information developed under Task 1.4 in informal, focus group-like settings. [NOTE: The County may instead elect to divide some of this task and associated costs into both Part A and Part B.]

1.7 **Steering Committee Meeting #2**: Conduct a Steering Committee meeting to present and obtain feedback on information developed under Task 1.4, and to discuss and interpret the results of the town and stakeholder meetings. The Steering Committee will be asked to advise on a preferred policy approach to be fully described in Part B, or at least advise the County on final issues that need to be resolved or questions answered before a preferred approach is selected.

1.8 **County Officials Meeting #2:** Conduct a meeting with the County Zoning and Planning Committee and other County policy leaders to select a preferred policy approach to be developed further in Part B, based in part on input collected under Tasks 1.5 to 1.7. Action by the full County Board on the preferred approach may also be required during Part A of the process.

1.9 **Detailed Part B Workplan Development**: Prepare a more detailed workplan for Part B, based on the preferred policy approach. This workplan may necessitate refinements to the general Part B workplan described below, and may form the basis for a Part B consultant contract. Depending on the approach, either major or minor refinements to the 1999 plan may be required.

1.10 **Background Information and Research:** Research, analyze, prepare, and present background information and maps needed to assemble basic information on trends in farmland preservation over the past decade; develop information critical to the presentation and analysis of different policy approaches; respond to relevant inquires of committees, staff, or other stakeholders; and incorporate into the Plan in Part B. Some of this data and maps have already been collected as part of the County's Comprehensive Plan, other planning documents, and more recent efforts (such as a Land Evaluation and Site Assessment—LESA—map being developed as part of the County's PACE program), but even this information may need to be reformatted and updated. [NOTE: The County may instead elect to divide some of this task and associated costs into both Part A and Part B.]

1.11 **Project Coordination and Correspondence:** Project coordination, correspondence, "firefighting", and related, unforeseen assignments among County staff, consultant staff, and DATCP staff, as necessary throughout Part A.

Part B: Plan Preparation and Adoption

Part B is intended to result in the preparation, adoption, and proposed certification of a farmland preservation plan, based on the policy direction established in Part A. The workplan for Part B is necessarily more general than for Part A at this point, because the results for Part A will in some ways determine the focus of Part B. For example, while the farmland preservation plan will be adopted as a detailed component of the County's comprehensive plan, as is required by Chapter 91, whether it will be a stand-alone document or a more integrated document has yet to be

determined. Since the County's current farmland preservation plan and most of its comprehensive plan are currently one and the same 1999 document, and the degree of change required and desired for the farmland preservation plan will not be known until the end of Part A, there are some unresolved challenges regarding their smooth integration.

Part B is expected to take approximately twelve months from start to finish, but with most work on the plan being completed in the first five months. The proposed cost for Part B is $30,500. Several interrelated tasks will be undertaken to execute Part B. The proposed tasks are described below; the Workplan Summary sheet, at the end of this application, includes cost estimates and a proposed timeline for each of the proposed tasks.

2.1 **Farmland Preservation Plan Draft #1**: Prepare the first draft of the farmland preservation plan for initial review by County staff and committees. The plan will meet all State statutory requirements, integrate compatible goals and directions from other County plans and initiatives, feature applicable information related to further implementation of the County's PACE program (including the pending LESA map), continue to advance approaches to grow local markets for farm products, and identify and justify potential Agricultural Enterprise Areas for particular farmland preservation focus (perhaps based on the LESA map/criteria). The plan will also include background information and maps collected during Part A, and a digital Future Land Use map (see Task 2.2). The plan will feature a detailed implementation strategy, including a recommended approach and model language for future zoning ordinance amendments.

2.2 **General Future Land Use Map Draft #1:** Prepare a generalized, digital future land use map to be included as part of Plan Draft #1. Reflecting local preferences and applicable statutory standards, the map will clearly delineate farmland preservation areas; environmental corridors; urban service areas (attempting to reconcile differences between the 1999 County plan, town plans, and city/village plans); and rural development areas. The County will also consider the mapping of Agricultural Enterprise Areas, perhaps based on a LESA map being prepared by University of Wisconsin-Madison Urban and Regional Planning faculty, if identified and prioritized during the planning process. Preparing this digital, ArcView GIS map will be a significant but worthwhile undertaking, since the County does not yet have a digital GIS future land use map and numerous layers and base sources (e.g., locally adopted comprehensive plans) will need to be considered in the process. The future land use map will be used to guide any necessary changes to the County's zoning map, to be completed following the planning process.

2.3 **Steering Committee Meeting #3**: Organize and conduct a meeting with the Steering Committee to review and advise changes to the Plan Draft #1.

2.4 **Farmland Preservation Plan Draft #2:** Prepare the second draft of the farmland preservation plan, based on County staff and Steering Committee input. This draft will be shared with towns, other local stakeholders, and DATCP staff for review and comment.

2.5 **General Future Land Use Map Draft #2:** Prepare the second draft of the future land use map, to be integrated into the second draft of the plan document.

2.6 **Open House:** Advertise, distribute digital invitations, invite county and town officials, and conduct an interactive open house to present and gather input on the second draft of the comprehensive plan. The open house will be populated by displays and alternative approaches for input (e.g., comment forms, marking up maps). Opportunities for web-based presentation and input on the materials will also be explored.

2.7 **Steering Committee Meeting #4:** Organize and conduct a meeting with the Steering Committee to achieve a recommendation to the County Zoning and Planning Committee and County Board on the plan, based in part on the results of the open house and DATCP staff review .

Pub**lic Hearing:** Advertise, properly notice, and conduct a public hearing before the County Board or County Zoning and Planning Committee on Plan Draft #2, considering modifications advised by the Steering Committee. The public hearing will meet all statutory requirements under both Section 66.1001 (comprehensive planning) and Chapter 91 of Wisconsin Statutes.

2.8 **Plan Adoption:** Facilitate County adoption of the farmland preservation plan, which may involve one or more meetings of the County Board or County Zoning and Planning Committee.

2.9 **Plan Certification:** Following local adoption, formally submit plan to the Department of Agriculture, Trade and Consumer Protection to obtain certification, as appropriate.

2.10 **Plan Distribution:** Meeting all procedural requirements in Section 66.1001(4) in the State's comprehensive planning law, distribute copies of both the draft and final farmland preservation plan to all surrounding and overlapping governmental jurisdictions.

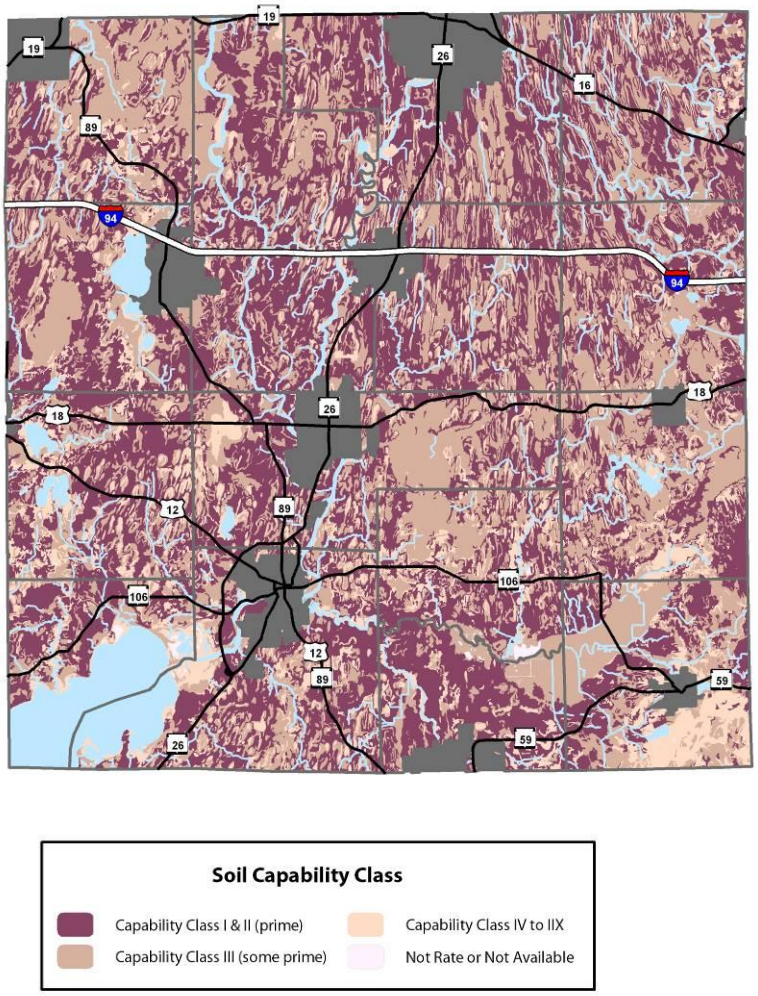
2.11 **Project Coordination and Correspondence:** Project coordination, correspondence, "firefighting", and related, unforeseen assignments among County staff, consultant staff, and DATCP staff, as appropriate throughout Part B.

Question 2: How does the proposed farmland preservation planning effort relate to County comprehensive planning efforts (including relevant past and future efforts), if any?

Nowhere in the state is the need, interest, or commitment to farmland preservation higher. Agriculture is at the core of Jefferson County's heritage, lifestyles, identity, plans, and economic and land use future, but is also equally challenged by local and regional trends and preferences. These challenges and opportunities have been reflected in a myriad of recent planning and implementation efforts. The farmland preservation plan will recognize and integrate these efforts.

Jefferson County's current agricultural resource base is strong. High-quality agricultural lands dominate the physical landscape of the County, with 45 percent of its area covered by prime soils in large unbroken tracts, as suggested by the following map.

Jefferson County Soils Map

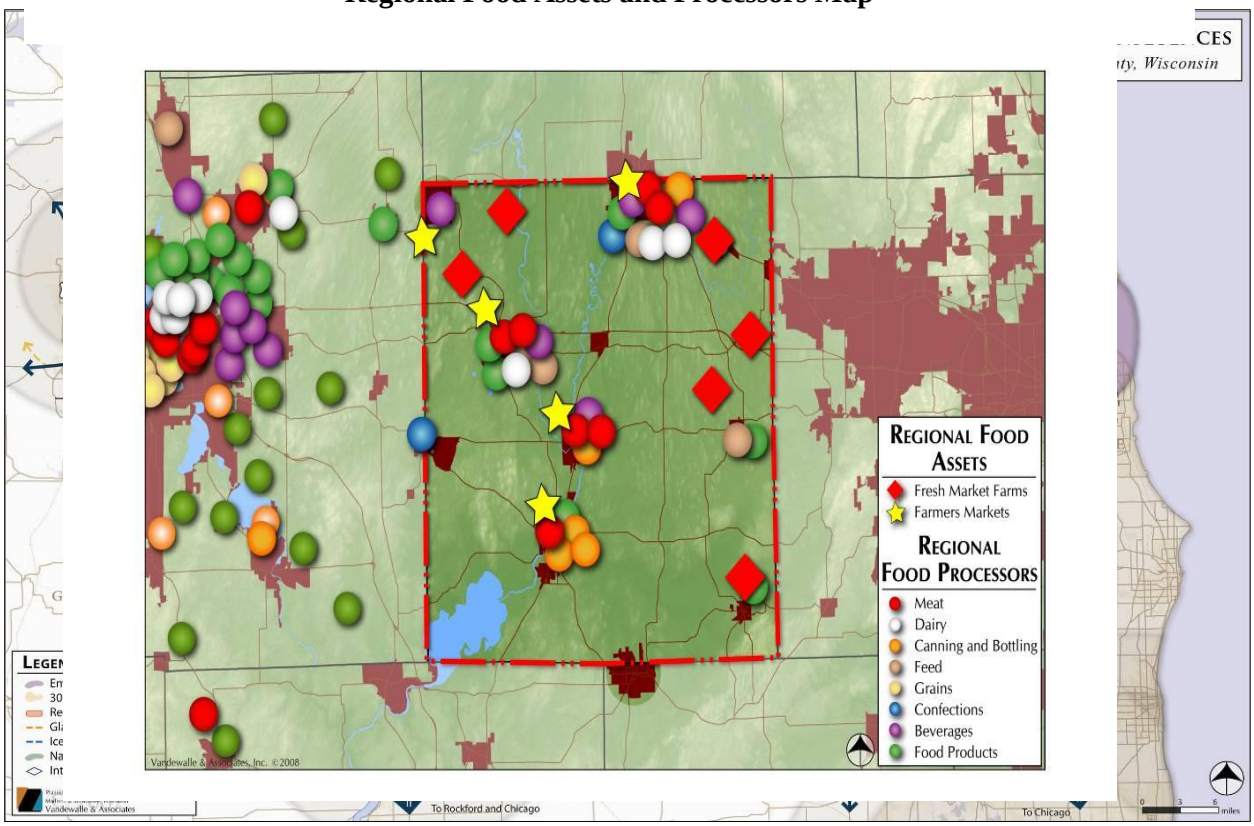


The County's farmers own and manage the resources of over 240,000 acres of land, ranking it among Wisconsin's top counties in the production of poultry, eggs, aquaculture, forages, nursery stock and sod, soybeans and agricultural crops in general. Dairy (through milk sales) remains the largest part of agriculture in the County. The industry contributes $1.5 billion to the economy and nearly 11,000 jobs. As indicated on the map that follows, the County is home to regionally significant clusters of regional food producers and processors, and is growing in the area of bio-energy production. Clearly, thoughtful planning is necessary to retain and grow this strong agricultural base.

Over this proposed plan's planning horizon, the threat to agricultural land in Jefferson County will be very real. Jefferson County is located between and within comfortable commuting distance of the two largest metropolitan areas in the State—Madison and Milwaukee. The County has excellent access via Interstate Highway 94 and other regional highways, as depicted on the following map.

Jefferson County's Regional Influences

Regional Food Assets and Processors Map



The County is also home to several thriving cities and villages, many of which have growth aspirations of their own. While the resulting growth and economic development in Jefferson County will have 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. Clearly, thoughtful planning is necessary to direct development to appropriate locations in a manner which maximizes farmland preservation.

Jefferson County has a strong agricultural preservation culture and commitment, upon which its refined farmland preservation plan will be built. This commitment is most fully articulated through the County's 1999 Agricultural Preservation and Land Use Plan, which has served as both the County's comprehensive plan and farmland preservation pan. A fundamental goal expressed through that plan is to guide and manage growth and development in a manner that will preserve the County's rural character, agricultural base, and natural resources and contribute to

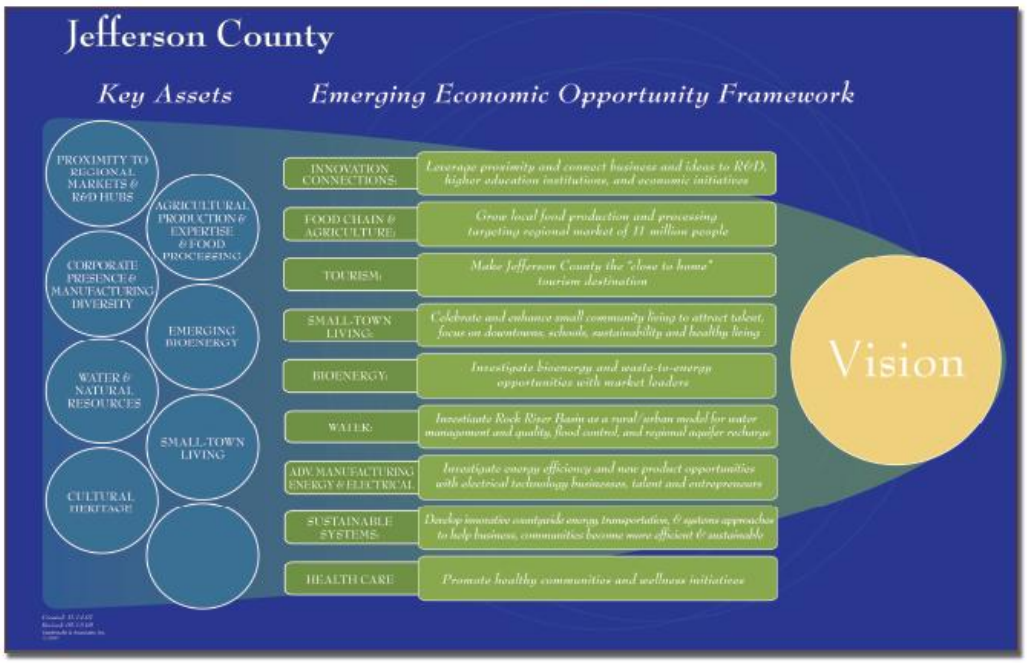
the high quality of life and prosperity of its communities. That plan articulates an innovative and progressive approach to farmland preservation, implemented through subsequent amendments to the County's zoning ordinance. That plan is itself an update to the County's 1978 Farmland Preservation Plan, which established the core of the County's program.

This Countywide commitment is further exemplified through more recent initiatives. These include the recently established Jefferson County Purchase of Agricultural Conservation Easements (PACE) program, designed to purchase permanent conservation easements from willing farmers. The University of Wisconsin-Madison Department of Urban and Regional Planning Department (URPL) worked with the County on the Jefferson County Farmland Preservation Report in 2007 (http://urpl.wisc.edu/academics/workshop/wholedocument.pdf). This report had a particular emphasis on strengthening the fledgling PACE program. It was determined that a site prioritization system, such as Land Evaluation and Site Assessment (LESA), and a steady funding source would both be necessary to ensure a consistent and efficient PACE program. The County has subsequently advanced its PACE program by recently developing a set of conservation easement acquisition criteria. Professor Kurt Paulson from URPL continues to work with Jefferson County to develop a LESA map to represent these criteria on the landscape.

The County has also advanced strategies to more intentionally and creatively link farmland preservation to economic growth, starting with the 2008 Jefferson County Economic Vision and Positioning Framework Initiative (http://jefferson.uwex.edu/cnred/documents/Storybook_4_13_09.pdf). The purpose of the Initiative is to shape a vibrant and economically competitive environment for the future of Jefferson County based on its place-based assets and locational advantages, several of which focus on agriculture and rural opportunities, as articulated on the attached graphic from that document.

The document also identifies vision statements for each opportunity area. The Agricultural Enterprises and Regional Foods/Organics statements, listed on the following page, provide a rich expanded vision for the future of agriculture and related activities in Jefferson County.

Jefferson County Emerging Economic Opportunity Framework



JCEDC Agricultural Enterprises and Regional Foods/Organics Vision Consensus Statements

Jefferson County will have:

Agricultural Mix and Size

- An enterprise mix in the future as it currently exists consisting of commercial agriculture complimented by niche agriculture.
- Stronger partnering for different commercial agricultural segments (i.e. dairy/crop/grain) and energy production/manure process technology.

Land Use, Conservation, and Education

- A protected agricultural land base with viable large agricultural districts where modern agricultural technology and practices can occur.
- A sustainable rural economy with affordable land for farming, a new generation of farmers, and strong markets for commercial agriculture and complementary niche agriculture.
- An understanding of urban and rural life with compatibility between agricultural communities and urban/residential communities.
- Clear differentiation between rural areas and urban communities.
- Comprehensive and integrated education that reinforces the value, complexity and market responsiveness of agriculture to Jefferson County, the region, and the world.

Regional Foods and Organic Business

- A foundation of local organic food businesses responsive to local, regional, and national/international market demands (such as Standard Process, Kincaid, Oskri, etc.).
- Local institutions (schools, health care facilities, universities, etc.) giving preference to locally produced foods.

Regional Food Distribution

- Established and new food distribution systems (Roundy's, Woodman's, Sentry, Organic Valley-like) to access markets (including nearby urban areas—Chicago; Milwaukee).

Regional Food Networks

- Local leadership in identifying and establishing local food markets, local business collaborations and a local Jefferson County brand/identity.

Finally, State and County level efforts have advanced opportunities to link farmland preservation with recreation and natural resources preservation, which will be recognized and advanced through the new farmland preservation plan. These efforts include the Jefferson County Bike Plan, the County Parks and Recreation Plan, and Glacial Heritage Area Plan prepared in collaboration with the Wisconsin Department of Natural Resources. This final initiative presents a long-term vision for a network of recreation and conservation lands centered primarily in western Jefferson County. Sustaining an abundance of open space uses—such as farmland, grasslands, woodlots, and wetlands—adjacent to the wildlife areas is important to perpetuate the long-range values and uses of these properties. In sum, the maintenance of "working lands" is central to the County's open space and recreational system vision.

In conclusion, the new county farmland preservation plan will be a central component of the County's comprehensive plan, advancing its central goals and priorities. It will help synthesize the various trends, commitments, programs, and pressures associated with farmland that have been articulated in the County's comprehensive plan and more recent plans and initiatives.

Question 3: Provide a detailed description of anticipated farmland preservation planning costs (please be as accurate as possible):

Anticipated farmland preservation planning costs are detailed on the final page of this proposal, based on the workplan articulated in the response to Question 1. Costs will include planning consultant fees, expenses, and potentially reimbursements for County staff and committee members' time, expenses, and mileage.

Signed this 8th day of January, 2010.

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Rob Klotz, Interim Director of Planning and Zoning

Index -- Existing Plans and Reports

Plan Name	Date	Resolution	Element	Department/Agency
Jefferson County Agricultural Preservation & Land Use Plan	10/12/1999	99-55	Land Use	Zoning
Jefferson County Plan 2020 Background Report	4/7/1998	99-55	Land Use	Zoning
Public Involvement Process Report	2/27/1998	99-55	Issues & Opportunities	Zoning
Household Survey Tabulation Report	9/3/1996	99-55	Land Use	Zoning
Chapter 9 of Background Report: Supplemental Farmland Preservation Program Certification Information	12/31/2002		Land Use	Zoning
Chapter 10 of Background Report: Comprehensive Plan Definition and Wisconsin Smart Growth Compliance Documentation	2002		All Elements	Zoning
Farmland Preservation Report	12/14/2007		Agricultural, Natural and Cultural Resources	Zoning
Comprehensive Plan - Farmland Preservation & Land Use Plan & Ordinance Recertification/Update	2010-2011	In Progess	Agricultural, Natural and Cultural Resources/Land Use	Zoning
Jefferson County City and Village Master Plans Adopted under s.62.23(3) or (3) and the official map adopted until s. 62.23(6).			Land Use	Zoning
Solid Waste Management Plan	4/1/2000		Utilities and Community facilities	Zoning
Solid Waste and Air Quality Committee: Policy Development Workshops and Plan: Environmentally Preferable Purchasing	4/18/2005		Utilities and Community facilities	Zoning
Solid Waste and Air Quality Committee: Air Quality Diagnostics Workshop and Committee Guidance Plan	1/24/2006		Utilities and Community facilities	Zoning
Solid Waste Committee: Solid Waste and Recycling Plan -- Jefferson County Facilities	3/9/2004	2003-138	Utilities and Community facilities	Zoning
Landfill Technical Guide	1/9/2001	2000-88	Utilities and Community facilities	Zoning
Jefferson County Countryside Farm Master Plan	3/1/2005	2006-22	Land-Use	
Land Records Modernization Plan	6/21/2005	2005-32	Intergovernmental Cooperation	Land Information
Flood of June 2008 in Southern Wisconsin	6/1/2008		Agricultural, Natural and Cultural Resources	USGS Study
2008 Business Flood Assessment	6/19/2008		Agricultural, Natural and Cultural Resources	Economic Dev
Jurisdictional Highway Planning Study	8/11/1970	70-75	Transportation	Highway
Bikeway & Pedestrian way Plan	9/10/1996	1996-39	Transportation	Parks (update 2010)

Plan Name	Date	Resolution	Element	Department/Agency
County Highway Department Operations Study	2004		Transportation	Highway
Wisconsin Rail Issues and Opportunities Report	2004		Transportation	DOT
Wisconsin Rail Plan 2030			Transportation	DOT (In Progress)
WIS 26 corridor - Expansion project (Maps)	2008		Transportation	DOT Maps
STH 26 Corridor Plan 2001-2003	2001-2003		Transportation	DOT Study
WIS 26 corridor Final Environmental Impact Statement	6/15/2005		Transportation	DOT Study
Wisconsin 26 Bike Route Planning Study	1/15/2004	2003-114	Transportation	DOT
Natural Hazards Mitigation Plan: 2008-2012	2/25/2008	2007-94	Intergovernmental Cooperation	EM
Land & Water Resources Management Plan 2011-2020	6/1/2010	2010-44	Agricultural, natural and cultural resources	Land Conservation
Parks, Recreation, and Open Space Plan 2005-2010	4/19/2005	2005-10	Agricultural, Natural and Cultural Resources	Parks (update 2010)
Feasibility Study & Master Plan & Environmental Impact Statement for the Proposed Glacial Heritage Area (County support of Glacial Heritage Area)	7/14/2009	2009-32	Agricultural, Natural and Cultural Resources	DNR Study
Dorothy Carnes Park & Rock Lake State Natural Area Master Plan	10/13/2009	2009-59	Agricultural, Natural and Cultural Resources	Parks
Jefferson County Citizen Survey Report, 2010	7/1/2010		Issues & Opportunities	County Board
Business Service Advisory Team Report	10/1/2004		Economic Development	Economic Dev
2006 Retail & Service Sector Study	5/1/2006		Economic Development	Economic Dev
2007 Community Health Assessment for Dodge & Jefferson Counties	1/1/2007		Housing	Economic Dev
5 Year financial Management Plan	6/9/2009		Intergovernmental Cooperation	County Board