

ACKNOWLEDGEMENTS

Jefferson County Board of Supervisors

John Molinaro, Chairperson
Jim Mode, Vice Chairperson
Greg David, Second Vice Chairperson*
Vic Imrie, Jr.
Augie Tietz
James Braughler
Ron Buchanan
Dwayne Morris
Rick Kuhlman
Jan Rooou*
Craig Peterson
George Jaeckel
Walt Christensen
Glen Borland
Paul Babcock

Amy Rinard*
Lloyd Zastrow
Donald Reese*
Mike Burow
Ed Morse
Pamela Rogers
Steven Nass* (Chair of Planning and Zoning)
Mary Delany
Jennifer Hanneman
Jim Schroeder
Blane Poulson
Gregory Torres
Carlton Zentner
Dick Schultz
Richard Jones

* Also current members of Planning and Zoning Committee and Steering Committee

Jefferson County Farmland Preservation Plan Update Steering Committee

Bill Dovi
Mariah Hadler
Dan Poulson
Stewart Calkins

Perry Goetsch
Dick Gimler
Jeff Larson
Planning and Zoning Committee members

Jefferson County Staff

Robert Klotz, Director of Zoning & Planning
Michelle Staff, Zoning Technician
Steve Grabow, Community Devel. Educator
Andrew Erdman, Land Information Office Director
Deb Magritz, Administrative Clerk I

Mark Watkins, Land & Water Conserv. Director
Dennis Heling, JCEDC Executive Director
Philip Ristow, Corporation Counsel
Gary Petre, County Administrator
Barbara Frank, County Clerk

Consultant Staff

Mark Roffers, Principal in Charge
Jessica Schmiedicke, Project Manager, Associate Planner
Jeff Maloney, Associate Designer
Brandy Howe, Assistant Planner
Elona Kiefer, Assistant Designer
Daniel Eckberg, GIS Technician
Amy Babula, Communication Specialist
Nicole Anderson, Planning Assistant
Rob Gottschalk, Principal/Economic Positioning

Vandewalle & Associates
120 East Lakeside Street P.O. Box 259036
Madison, WI 53715
(608) 255-3988
www.vandewalle.com

Thanks to Kurt Paulsen, Assistant Professor,
UW-Madison Dept. of Urban & Regional
Planning & workshop class



Acknowledgements



TABLE OF CONTENTS

CHAPTER 1 INTRODUCTION AND PLAN SUMMARY

1

PURPOSE AND RELATIONSHIP TO PAST PLANNING..... 1

THE IMPORTANCE OF AGRICULTURE 2

THE GROWTH AND PRESERVATION CHALLENGE 2

PLANNING UNDER THE WORKING LANDS LAW..... 3

Map 1: Jefferson County's Regional Influences 5

PLANNING PROCESS OVERVIEW 7

CONSENSUS VISION STATEMENT AND GOALS 7

OVERVIEW OF FARMLAND PRESERVATION MODEL 8

OVERVIEW OF LAND USE APPROACH FOR FARMLAND PRESERVATION..... 8

ORGANIZATION OF AGRICULTURAL PRESERVATION AND LAND USE PLAN 9

Figure A: Jefferson County Farmland Preservation Model..... 11

Figure B: Jefferson County's Farmland Preservation Approach..... 13

Map 2: Jefferson County Farmland Preservation Map..... 15

CHAPTER 2 FRAMEWORK FOR FARMLAND PRESERVATION 17

CONSENSUS VISION STATEMENT AND GOALS 17

JEFFERSON COUNTY FARMLAND PRESERVATION MODEL 18

Map 3: Environmental Corridors..... 25

CHAPTER 3: LAND USE PLAN FOR FARMLAND PRESERVATION 27

OVERVIEW 27

FARMLAND PRESERVATION PLAN MAP AND CATEGORIES 27

FARMLAND PRESERVATION AREA 28

Figure C: Approach for Allowing New Housing in Farmland Preservation Areas..... 32

Figure D: Siting Approach for Parcels in Same Ownership Divided by Road..... 33

Figure E: Example of Farm Consolidation Land Ownership Changes and Divisions..... 34

Map 4: Jurisdictional Boundaries..... 37

Map 5: Prime Farmland..... 39

Map 6: Jefferson County PACE Criteria Analysis..... 41

15 YEAR GROWTH AREA..... 43

CITY OR VILLAGE AREA..... 46

CITY OR VILLAGE AREA..... 46

ENVIRONMENTAL CORRIDOR..... 48

LONG RANGE URBAN SERVICE AREA 50

LIMITED SERVICE AREA..... 53



Table of Contents

RURAL HAMLET	55
<i>Map 7: Town of Aztalan Land Use Plan Map</i>	57
<i>Map 8: Town of Cold Spring Land Use Plan Map</i>	59
<i>Map 9: Town of Concord Land Use Plan Map</i>	61
<i>Map 10: Town of Farmington Land Use Plan Map</i>	63
<i>Map 11: Town of Hebron Land Use Plan Map</i>	65
<i>Map 12: Town of Ixonia Land Use Plan Map</i>	67
<i>Map 13: Town of Jefferson Land Use Plan Map</i>	69
<i>Map 14: Town of Koshkonong Land Use Plan Map</i>	71
<i>Map 15: Town of Lake Mills Land Use Plan Map</i>	73
<i>Map 16: Town of Milford Land Use Plan Map</i>	75
<i>Map 17: Town of Oakland Land Use Plan Map</i>	77
<i>Map 18: Town of Palmyra Land Use Plan Map</i>	79
<i>Map 19: Town of Sullivan Land Use Plan Map</i>	81
<i>Map 20: Town of Sumner Land Use Plan Map</i>	83
<i>Map 21: Town of Waterloo Land Use Plan Map</i>	85
<i>Map 22: Town of Watertown Land Use Plan Map</i>	87
CHAPTER 4: IMPLEMENTATION	89
SUGGESTED ACTIONS FOR PLAN IMPLEMENTATION.....	89
PLAN ADOPTION, EVALUATION, AMENDMENTS, AND UPDATE.....	91
APPENDIX A: PUBLIC PARTICIPATION RESULTS	95
APPENDIX B: EXISTING CONDITIONS AND TRENDS	99
APPENDIX C: CLASS III SOILS WITH CLASS I AND II CHARACTERISTICS	116
APPENDIX D: DEVELOPMENT DESIGN GUIDELINES	120



CHAPTER 1 INTRODUCTION AND PLAN SUMMARY

Purpose and Relationship to Past Planning

This Jefferson County Agricultural Preservation and Land Use Plan update provides a vision and guidelines for growth, development, and land preservation in Jefferson County over the next decade and beyond. It focuses on Jefferson County's land use planning and zoning approach to farmland preservation. This updated Plan functions as the primary policy document setting forth directions for how Jefferson County intends to preserve agricultural production, farmland, environmental corridors, and rural character. At the same time, this Plan was designed to accommodate compatible growth in planned locations, forms, and densities—particularly focused in places with sufficient infrastructure and physical characteristics to sustain development. The overarching objective is to contribute to the high quality of life and prosperity of the County as whole and the many local communities within it.

This Plan updates the groundbreaking 1999 plan of the same name, retaining the direction and policies from that 1999 plan. In December, 2008, the County completed a comprehensive technical assessment of the impact of this 1999 plan on the landscape of Jefferson County. Two major assessment workshops were convened as part of this effort to further assess the impacts of the 1999 Agricultural Preservation and Land Use Plan and its implementing ordinances. These workshops included County officials, Town officials, and other interested residents. Through this process, the County determined that:

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

In 2009, the State of Wisconsin adopted the Working Lands law. Further, in the late 2000s, the County engaged in several related initiatives designed to extend the County's farmland preservation

What is the Working Lands Initiative?

The Wisconsin Working Lands Initiative was passed as a part of the state's 2009—2011 biennial budget process. The Wisconsin Working Lands Initiative can be found primarily in Chapter 91 of Wisconsin State Statutes. Main components include:

- Expansion and modernization of the state's Farmland Preservation Planning/Zoning Program
 - Allows conditional use permits for rural housing
 - Requires a per acre conversion fee for rezonings
- Establishment of an Agricultural Enterprise Area (AEA) Program
 - Priority areas for continuation of agricultural use
 - Provides opportunity to increase tax credit
- Development of a Purchase of Agricultural Conservation Easement (PACE) Program
 - Encourages/supports voluntary local PACE programs
 - Provides up to \$12 million in state grants/year



program in the areas of acquiring conservation easement and growing the agricultural economy. Also, the process to prepare this updated Plan exposed additional opportunities, refinements, and best practices related to farmland preservation. Therefore, in addition to reflecting the 1999 plan, this updated Agricultural Preservation and Land Use Plan responds to emerging trends and activities, policy discussions and opportunities, and the requirements of Wisconsin's Working Lands law. Key differences between the 1999 plan and this new Plan are highlighted where appropriate in the Plan document by "NEW" labels placed in the left margin.

The Importance of Agriculture

Agriculture is at the core of Jefferson County's heritage, identity, plans, and economic and land use future. Jefferson County's farmers own and manage over 240,000 acres of land. The County is ranked 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 is a core economic driver and contributes \$1.5 billion to the economy and nearly 9,000 jobs. The County is also home to regionally significant clusters of regional food producers and processors and is growing in bioenergy production.



The commitment to farmland preservation in Jefferson County is extremely high. Beginning in the mid-1970s, Jefferson County was an early leader in farmland preservation land use planning and zoning. The County's program was only strengthened and refined in the late 1990s and early 2000s. More recently, the County and local stakeholders have engaged in efforts to create a purchase of conservation easements (PACE) program, creatively integrate agriculture into a bold economic vision for Jefferson County's future, improve environmental stewardship in combination with farming, and engage in other creative efforts to grow and maintain agricultural enterprises. Through this Plan, the County attempts to integrate these efforts into a coherent whole.

The Growth and Preservation Challenge

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 Map 1. The County is home to several thriving cities and villages of its own, many of which plan to grow their populations and economies in the future. The resulting growth and economic development in Jefferson County will have many positive aspects, including growth in tax base, jobs, and amenities. Still, without thoughtful planning, this growth pressure may result in direct conversion of farmland, and increased difficulty in conducting normal farming activities if nearby lands develop. This poses a threat to the agricultural resources, rural character, and small town lifestyle that most residents of the County value.



Planning Under the Working Lands Law

This Jefferson County Agricultural Preservation and Land Use Plan focuses on Jefferson County's land use planning and zoning approach to farmland preservation. It has been prepared to serve as the County's State-certified "farmland preservation plan" under Wisconsin's Working Lands law (Ch. 91 Wis. Stats.), and includes all the required components under that law. State law requires updated farmland preservation plans to be components of county comprehensive plans. Therefore, this Plan is also a component of the Jefferson County Comprehensive Plan—a multi-volume plan designed to guide many aspects of Jefferson County's future and prepared and adopted under Ch. 66.1001 Wis. Stats. Other major components include the recent Economic Vision & Positioning Framework Initiative and Comprehensive Plan Update (with Economic Development Emphasis), adopted on September 8, 2010.

The extent to which Jefferson County will be able to achieve the vision and direction set forth in this Agricultural Preservation and Land Use Plan is dependent not only on the ability of Jefferson County to implement sound land use and development policies, but also on the decisions of town, city and village governments, farmers and their organizations, farm-related businesses, and variety of other agricultural stakeholders and land owners. Therefore, collaboration in the development of this Plan is important. The policies laid out in this Plan will be detailed and executed through a variety of implementation tools, primarily zoning and land division regulations, infrastructure and facilities siting, environmental regulations, and other day-to-day decisions. Notably, under the Working Lands law, this Plan will necessarily be quickly followed up with zoning ordinance amendments.





Map 1: Jefferson County's Regional Influences



Chapter 1 Introduction and Plan Summary



Planning Process Overview

The County carried out a considerable public process to create this Plan. A Steering Committee comprised of the Planning and Zoning Committee and other key stakeholders provided significant direction on Plan content and helped provide and interpret public input and direction. Numerous opportunities for public involvement punctuated the planning process, including open houses, multiple small group meetings, interviews, hearings, and informal input events. Following recommendations from the Steering Committee and Planning and Zoning Committee, the County Board adopted this Plan. Summaries of the results of these meetings can be found in Appendix A.

The process to create this Plan was divided into two parts. Part A focused on refining the County's approach for farmland preservation, and included a public process to consider four different scenarios to refine the County's farmland preservation program. Part B resulted in the preparation, adoption, and certification of the Plan document, based on the preferred scenario and policy direction established in Part A. Part B culminated with State Department of Agriculture, Trade, and Consumer Protection (DATCP) certification of the Plan on _____, 2011 and County Board adoption of this Plan on _____, 2011.



Consensus Vision Statement and Goals

The vision statement and goals from the 1999 Agricultural Preservation and Land Use Plan were reaffirmed during this Plan update process.

Overall Vision for the Future

A fundamental purpose of the Agricultural Preservation and Land Use Plan is to guide and manage growth and development in a manner that will preserve the rural character; protect the agricultural base and natural resources of the countryside; and contribute to the high quality of life and prosperity of the communities. The Plan also recognizes the importance of fairness toward individual property owners and individual units of government.

Goals

General:

1. Preserve the “rural character” and aesthetic quality of Jefferson County.
2. Coordinate growth and development planning between towns and incorporated municipalities.
3. Provide equity and fairness to owners of land with comparable resource and location characteristics.



Agricultural Preservation:

4. Minimize nonagricultural development on prime agricultural soils.
5. Maintain the integrity of agricultural districts allowing for accepted agricultural practices.

Environmental Protection:

6. Protect and preserve and the environmental corridor system, consisting of wetlands, floodplains, upland woods, and steeply sloped glacial features.
7. Protect groundwater and surface water quality.
8. Discourage development in areas that possess valuable natural resource characteristics and wildlife habitats.

Housing and Development:

9. Design and locate housing in rural areas in a manner that minimizes adverse impacts on agriculture and maintains the rural character in Jefferson County.
10. Encourage higher-density residential development in areas where public utilities will be available.
11. Encourage nonagricultural-related businesses and industries to locate in areas where public utilities will be available.



Regional Food Distribution and Networks:

12. Support established and new food distribution systems to access nearby urban area markets including Chicago and Milwaukee.
13. Expand local leadership in identifying and establishing local food markets, local business collaborations, and a local Jefferson County brand/logo.



Overview of Farmland Preservation Model

Jefferson County's overall farmland preservation program can be conceptualized as a model of three interrelated factors—broadly titled Land Use, Economics, and Incentives (see Figure A). All three are essential to ensuring the protection and continuation of the County's agricultural landscape, character, and economy. There are interrelationships among the factors and the different initiatives under each factor. While this Plan focuses on the Land Use factor, only through successful implementation of initiatives under all three factors will the future viability of farmland, farming, and the agricultural economy be secured. Through efforts documented in recent comprehensive plan/economic plan components, the County has launched a unified strategy to grow the farm economy. The County also has created and supported various incentives to preserve agriculture, including its new purchase of agricultural conservation easements (PACE) program. Chapter 2 includes a description of the various factors of the County's overall model in greater detail.

Overview of Land Use Approach for Farmland Preservation

Jefferson County's selected land use planning and zoning approach for farmland preservation is a continued evolution of the County's approach borne in the 1970s and enhanced in the late 1990s/early 2000s. The approach, outlined in Figure B, focuses on directing intensive development to urban service areas. The County's A-1 Exclusive Agricultural zoning district is the primary tool for implementing its farmland preservation strategy. (In addition, the City of Lake Mills also has a



certified A1 Exclusive Agriculture zoning district within their extraterritorial jurisdiction.) Within planned farmland preservation areas—which make up the vast majority of unincorporated Jefferson County—rezoning away from the A-1 zoning district will remain the primary approach to allow new limited housing. In broad summary, a maximum of 1 to 3 new A-3 zoned lots will continue to be allowed per parcel. Chapter 3 includes substantially more detail on the County’s land use planning and zoning approach.

Map 2 is the Farmland Preservation Plan map for Jefferson County. It presents recommended future development and preservation areas within the County’s current unincorporated areas. The “New Development and Land Configuration” section summarized in Figure B is applicable within the mapped Farmland Preservation Area on Map 2. Within cities and villages and within the 15 Year Growth Area, other policies allowing for more intensive development apply. Long Range Urban Service Area, Limited Service Area, and Rural Hamlet boundaries surround areas where more intensive development may occur, but not all within the next 15 years. Determinations on future growth timing were based on intensive local comprehensive plan, quantitative, and geographic analysis.

Organization of Agricultural Preservation and Land Use Plan

The remainder of this Plan describes, in greater detail, the County’s approach to agricultural preservation and land use. Plan organization is intended to first communicate the County’s general framework for farmland preservation and then elaborate with the detailed policies, with a particular focus on land use policies related to farmland preservation.

The remainder of this Plan is presented in three chapters, plus appendices with supporting information. Chapter 2 provides the framework for farmland preservation in Jefferson County. Chapter 3 includes the County’s land use plan with a particular focus on farmland preservation. Chapter 4 outlines the steps that will be used to implement this Plan. One major implementation step will be to update County zoning ordinance agricultural preservation policies to detail the policy guidance in this plan and meet new requirements of the State’s Working Lands law. That zoning update effort is scheduled to also conclude in 2011.





Figure A: Jefferson County Farmland Preservation Model



Chapter 1 Introduction and Plan Summary



Figure B: Jefferson County's Farmland Preservation Approach



Chapter 1 Introduction and Plan Summary



Map 2: Jefferson County Farmland Preservation Map



Chapter 1 Introduction and Plan Summary



CHAPTER 2 FRAMEWORK FOR FARMLAND PRESERVATION

Consensus Vision Statement and Goals

The vision statement, right-to-farm statement, and goals from the 1999 Agricultural Preservation and Land Use Plan were reaffirmed during this Plan update process. Listed below, they will provide general guidance future decisions and recommendations of the County Planning and Zoning Committee, County Board, County staff, and for the agricultural community. They will also guide potential future amendments to this Plan.

Overall Vision for the Future

A fundamental purpose of the Agricultural Preservation and Land Use Plan is to guide and manage growth and development in a manner that will preserve the rural character; protect the agricultural base and natural resources of the countryside; and contribute to the high quality of life and prosperity of the communities. The Plan also recognizes the importance of fairness toward individual property owners and individual units of government.

Right-to-Farm Statement

Asserting the right of Jefferson County landowners to continue farming with minimal disturbance and conflict from current and future land uses is critical to the future survival of farms. As part of the 1999 Plan process, the County Board adopted the following right-to-farm statement: “The Jefferson County Board finds that development in rural areas and changes in agricultural technology, practices, and scale of operation have increasingly tended to create conflicts between agricultural and other uses of land. The County Board believes that to the extent possible, consistent with good land use planning and environmental protection, the County’s land use and zoning regulations should not hamper agricultural production or the use of modern agricultural technology.” This statement remains applicable and is therefore reaffirmed.

Goals (called “Visions and Broad Planning Statements” in 1999 Plan)

General:

1. Preserve the “rural character” and aesthetic quality of Jefferson County.
2. Coordinate growth and development planning between towns and incorporated municipalities.



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

Agricultural Preservation:

4. Minimize nonagricultural development on prime agricultural soils.
5. Maintain the integrity of agricultural districts allowing for accepted agricultural practices.

Environmental Protection:

6. Protect and preserve and the environmental corridor system, consisting of wetlands, floodplains, upland woods, and steeply sloped glacial features.
7. Protect groundwater and surface water quality.
8. Discourage development in areas that possess valuable natural resource characteristics and wildlife habitats.

Housing and Development:

9. Design and locate housing in rural areas in a manner that minimizes adverse impacts on agriculture and maintains the rural character in Jefferson County.
10. Encourage higher-density residential development in areas where public utilities will be available.
11. Encourage nonagricultural-related businesses and industries to locate in areas where public utilities will be available.



Regional Food Distribution and Networks:

12. Support established and new food distribution systems to access nearby urban area markets including Chicago and Milwaukee.
13. Expand local leadership in identifying and establishing local food markets, local business collaborations, and a local Jefferson County brand/logo.



Jefferson County Farmland Preservation Model

Jefferson County’s overall farmland preservation program can be conceptualized as a model of three interrelated factors—broadly titled Land Use, Economics, and Incentives. All three are essential to ensuring the protection and continuation of the County’s agricultural landscape, character, and economy. There are interrelationships among the factors and the different initiatives under each factor. While this Plan focuses on the Land Use factor, only through successful implementation of initiatives under all three factors will the future viability of farmland, farming, and the agricultural economy be secured. Figure A presents the model. The remainder of this chapter provides an overview of each factor and the County’s initiatives under each factor. The remainder of this Plan, other County plan documents, and related County and local efforts provide further detail.



Land Use

Land use planning and zoning remains a cornerstone factor within the County’s farmland preservation model. In fact, the remaining chapters of this Plan focus on this factor. The key initiatives under this factor are briefly outlined below.



- **Farmland preservation planning areas and zoning.** This Plan focuses in the identification of and development of policies for farmland/agricultural preservation areas. Zoning is the most common tool used to implement the policies for these areas.
- **Rezoning policy for A-3 lots.** The County's approach for allowing limited new housing on A-3 zoned lots in planned agricultural preservation areas is detailed in Chapter 3. The County will continue to utilize rezoning as the approach to allow a limited number of rural residential homes to be built within broader areas planned for agricultural preservation.
- **Long range urban service areas.** The County supports directing the majority of new development in the County to occur in areas that can be served by public services, including public water and sanitary sewer services. These locations—called long range urban service areas—are or will be best equipped to provide the public infrastructure, public safety, and other services demanded by intensive residential, industrial, and commercial development. They are also focused around areas that already have intensive development, and generally away from larger areas of long-term farmland.
- **Limited service areas.** Particularly around lakes and in other rural locations, limited service areas provide other opportunities for development. These locations are usually appropriate for residential development, but are often not appropriate for those commercial and industrial uses that require heavy water use or higher levels of community services.
- **Rural hamlets.** Existing rural hamlets, as described in town comprehensive plans and approved by the County, may also provide locations for new development and redevelopment. Where environmental conditions allow, some carefully planned development in rural hamlets can enhance the health of these rural communities and maintain large tracts of undeveloped productive agricultural land elsewhere.
- **Environmental corridors.** Jefferson County has a rich supply of fresh water, including two major rivers, the Rock and Crawfish. Often associated with these fresh water resources, Jefferson County has an abundance of environmental corridors, including wetland and floodplain systems, steep slopes, larger

What is a Long Range Urban Service Area?

A geographic area delineated around an existing municipality where a broad range of urban services are either currently available or planned in the future. These services include, but are usually not limited to, public sanitary sewer and water services. Urban service areas are generally sized and located in areas that can be cost-effectively provided with such services over a minimum 20-year planning horizon, with locations and sizes often incorporating considerable flexibility based on municipal plans.

What is a Limited Service Area?

A geographic area delineated around an existing center of rural development, where a limited range of public services, always including sanitary sewer service, are currently available. Limited service areas are generally sized and located around town sanitary districts, and are anticipated to remain predominantly rural development districts.

What is a Rural Hamlet?

A collection of small-scale, usually older buildings in a town, often located at or near the crossroads of two rural highways, and typically including some mix of residential and non-residential uses. Some rural hamlets are appropriate for growth, while others are not, often as a result of environmental conditions or local preferences. Growth of a rural hamlet is possible only following town preparation and County approval of a detailed hamlet plan.



upland woods, and public lands. Through this Plan and in collaboration with other organizations committed to natural resources, Jefferson County seeks to preserve and enhance its environmental corridors. The various components that comprise environmental corridors in Jefferson County are depicted on Map 3.

- **Glacial Heritage Area.** Owing to a rich natural resource base, Jefferson County is within a region that the Wisconsin Department of Natural Resources (WDNR) has designated as a high priority location to expand and enhance natural resource-oriented trails, parks, and open spaces. The Glacial Heritage Area (GHA) project will link parks, preserves, wildlife and natural areas, and



other conservation lands to nearby cities and villages with different types of trails. This designation and associated efforts position the County to capitalize on the growing recreation and tourism economies. Preservation of natural resource lands through the GHA effort can complement and support agricultural operations by limiting less compatible uses, such as housing developments, that are often attracted to these areas. WDNR intends to work with agricultural agencies and organizations to maintain and protect lands adjacent to proposed acquisition areas. Lands incorporated into such areas could buffer working farmlands from adjacent development, which may lead to fewer public trespass issues and complaints about farm practices. The following four types of places are proposed to make up the GHA network:

Conservation Parks. The primary purpose of the conservation parks is to provide high-quality opportunities for residents and visitors to engage in a range of outdoor activities. In particular, the parks are intended to offer hiking, biking, mountain biking, horseback riding, and cross-country skiing trails and associated facilities such as picnic areas and places to watch wildlife. A total of ten parks and preserves currently exist in the area. The GHA plan proposes to expand five of these and to establish seven new parks to provide a broader range of outdoor experiences. Most conservation parks are proposed to eventually range from 200 to 700 acres.

Linking Trails. Approximately 100 miles of linking trails are proposed to meander through the countryside and connect the conservation areas to the nearby cities and villages. The linking trails would offer longer distance biking, horseback riding, and cross-country skiing opportunities on relatively flat lands, either off-road or separated from vehicle traffic, and suitable for people with a range of abilities, including children and seniors. Most trails would be within narrow corridors with surfaces of packed gravel, asphalt, or grass or a mix for different trail users.

Wildlife and Natural Areas. The GHA plan proposes to expand the eleven State Wildlife Areas and create a Red Cedar Lake State Natural Area to protect and restore additional native habitats, provide better public access and more recognizable boundaries, increase public hunting and trapping opportunities, and provide additional opportunities for rustic outdoor recreation. The plan also proposes to establish one new property – the Crawfish

Prairie Habitat Area – which would provide critically needed habitat for grassland birds and other species. In addition, the plan proposes to buffer many of the Wildlife Areas with farming dominated areas, referred to as Rural Landscape Protection Areas.

River-based Conservation Areas.

Two types of lands along rivers and creeks would be part of the GHA. First, is a set of 5 to 10 acre sites, and potentially one or two larger sites, to provide access for boaters, paddlers, and shore anglers. These areas might include parking, boat launches, picnic areas, pit toilets, and other simple facilities. The larger sites could provide rustic campsites accessible only from the water. The second component would focus on natural resource protection:



high-quality wetlands and floodplain forests along the Bark River, Koshkonong Creek, and Allen Creek. These areas harbor diverse native communities and populations of several rare plant and animal species.



Economics

Economics is a second factor within Jefferson County’s farmland preservation model. Agriculture is and should continue to be an economic driver in Jefferson County, contributing to both individual and community wealth. There are a variety of economic development initiatives that the County will continue to support to strengthen this segment of its economy:

- **Commercial agriculture.** The agriculture industry contributes \$1.5 billion in revenues and nearly 11,000 jobs to Jefferson County’s economy. 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 remains the largest part of agriculture in the County, explained mostly by the sale of milk. The County will continue to support the health and growth of commercial (production) agriculture, in part through complementary land use policies and providing incentives for keeping large blocks of land in agricultural production.
- **Niche agriculture and organics.** There is an increasing interest from consumers in locally produced, organic and specialty agricultural products. Nearly a quarter of American shoppers now buy organic products once a week, up from 17% in 2000 and in the greater Chicago-Milwaukee-Madison area, a major effort is underway to increase locally produced food consumption from 2% to 10%. New and established Jefferson County farmers are producing products that meet this need, including dairy products, meat, vegetables, and fruit. Still, with Jefferson County at the center of nearly 11 million people in the surrounding urban areas, there is a great opportunity to serve more of this growing consumer market with locally grown food products. County stakeholders will work to make the most of these opportunities.



- **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. Jefferson County will continue to support the health and growth of the local food processing industry.
- **Bioenergy.** Jefferson County has the opportunity to expand bioenergy and waste-to-energy opportunities with market leaders, to facilitate the growth of these industries. The Rural Power Community Scaled Renewable Energy and Rural Economic Development, New Rules Project predicts that rural America's major growth sector will be renewable energy technologies. 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. Bioenergy research also continues to advance in and around the County, including that carried out 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. 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. Jefferson County's biofuel players and small engine companies have an opportunity to get connected to these efforts.
- **Agricultural support businesses.** Agricultural support businesses, such as implement dealers, feed and seed operations, and agricultural product processors, provide necessary services, materials, and access to markets for the County's farmers. As such, the maintenance and expansion of these businesses are critical to the economics of farmland preservation in Jefferson County. The County will continue to support agricultural support businesses in appropriate locations that are close to the farms they serve.



Incentives

Incentives comprise the third factor in Jefferson County's farmland preservation model. The potential profitability of farming varies with seasonal weather fluctuations, commodity prices, farm sizes and types, and other issues. At the same time, farmers control most of the land in Jefferson County, and have some alternative means of profiting from that land via housing and other non-agricultural development. An overall farmland preservation approach that includes financial incentives as one component can serve to counteract this pressure to convert farmland. Current and emerging incentives available to Jefferson County farmers include the following.

- **Farmland preservation tax credits.** The Wisconsin Working Lands Initiative continues the opportunity for farmers within areas planned and zoned for agricultural preservation to claim farmland preservation income tax credits. There is \$27 million available annually to provide farmland preservation tax credits to eligible state landowners. Claimants must be in an area planned and zoned for agricultural preservation, have \$6,000 in gross farm revenue (including rental revenue) in the past year or \$18,000 over the past three years, and have an approved conservation plan and nutrient management plan. Within Jefferson County, eligible farmers may collect \$7.50 per acre if in an area planned and zoned for farmland



preservation, and \$10.00 per acre if also within a designated Agricultural Enterprise Area where the farmer signs a 15 year farmland preservation agreement. While the conservation/nutrient management plan costs will be higher than previous to the Working Lands Initiative adoption, this new formula for calculating tax credits will also allow a higher credit on most farmlands. The County continues to support the tax credit as a key incentive tool for farmland preservation.

As stated above, land owners who wish to claim farmland preservation tax credits must comply with State soil and water conservation standards by preparing and implementing a nutrient management plan and conservation plan for their farms, and updating these plans on a regular basis thereafter. The County will support the development of the local marketplace to prepare and update affordable and effective conservation and nutrient management plans, and will answer questions and assure compliance through its Land and Water Conservation Department. In addition, the U.S Department of Agriculture's Environmental Quality Incentives Program (EQIP) offers financial assistance to agricultural producers to implement on-farm conservation practices. These efforts will help buffer the expense of these plans. In addition, as the need for these plans becomes more common, the cost should come down.

- **Purchase of agricultural conservation easements (PACE).** Through its new Purchase of Agricultural Conservation Easements (PACE) support program, the State will provide funding to cooperating local governments and non-profit organizations to purchase easements from willing landowners. Land with an agricultural conservation easement cannot be developed for any purpose that would prevent its use for agriculture. With an agricultural conservation easement on the property, a landowner will continue to privately own and manage the land; keep farming the land; keep the title to the property; be eligible for the farmland preservation income tax credit; and control public access. Jefferson County, through its Farmland Conservation Easement Commission, has created the County's own PACE program. The County supports the Commission and the PACE program as a tool to permanently preserve farmland while providing non-farm, non-development income to land owners. County staff will continue to assist the Commission in its work and the County will continue to assist in funding the Program in combination with State and perhaps federal support. The County also intends to partner with the Wisconsin Department of Natural Resources through the Glacial Heritage Area project on the purchase of conservation easements that also support recreation and natural resource conservation goals.
- **Agricultural enterprise areas (AEAs).** An Agricultural Enterprise Area—another creation of the Working Lands Initiative—is defined as a contiguous land area devoted primarily to agricultural use and locally targeted for agricultural preservation and agricultural development. AEAs preserve areas considered most valuable for current and future agricultural use, promote the development of agricultural businesses, and ensure eligibility of farm owners for enhanced tax credits through farmland preservation agreements. The State is authorized to designate up to one million acres total statewide. Jefferson County was home to one of the 12 State-designated AEAs in 2010—the Scuppernong AEA is located in the Towns of Cold Spring, Hebron, Palmyra, and Sullivan (see Map 4 for boundary). The County supports the focused development of agricultural enterprises in this area, will work to minimize incompatible development through implementation of the land use policies in this Plan, and will ensure that its other actions within this area are compatible with this designation. The County will also support the creation of additional AEAs where consistent

Chapter 2 Framework for Farmland Preservation

with this Plan, and where there is sufficient town government and landowner initiative to create the AEA.



Map 3: Environmental Corridors



Chapter 2 Framework for Farmland Preservation



CHAPTER 3: LAND USE PLAN FOR FARMLAND PRESERVATION

Overview

This chapter elaborates upon the Land Use factor of the County's overall farmland preservation model, as outlined in Chapter 2 and Figure A. This chapter describes the County's land use policies for the unincorporated portion of Jefferson County, focused in particular on farmland preservation and growth management. Most policies relate to particular areas of desired future land use as represented in Maps 7 through 22, such as Farmland Preservation Areas and 15 Year Growth Areas. The policies and maps in this Chapter will guide County decision-making on future development, preservation, and land use changes, including changes to the County's zoning ordinance.

This chapter, this Plan, and its included maps do not identify, in detail, the specific types of land uses that are allowed or encouraged in different part of the County. For example, they do not show areas appropriate for residential versus commercial development, or provide any detail within cities and villages. Instead, within the unincorporated areas this level of detail is included in the County zoning ordinance and town plans, and within incorporated areas and their proposed growth areas within city and village comprehensive plans and zoning ordinances. As indicated on Map 4, most towns and each city and village in the County has adopted a local comprehensive plan that guides land use decisions in greater detail.

Farmland Preservation Plan Map and Categories

Map 2, also known as the Farmland Preservation Map, presents generalized recommended future land uses for Jefferson County. The "future" can generally be understood as a 10+ year planning horizon, in light of the fact that both the State's comprehensive planning and Working Lands laws will require that this map be revisited at least once every 10 years. Based on interactions with local governments in Jefferson County, the Farmland Preservation Map may be amended more frequently.

For purposes of managing growth and preserving land resources, all land in Jefferson County has been delineated into one of three "base" future land use categories listed below. The assignment of land into one of those categories is based on mapping criteria presented later in this chapter under each of the category descriptions. In addition, lands may also fall within one or more "overlay" categories. The designation of one or more of the overlay categories is due to the unique characteristics of the land (e.g., wetlands or floodplains) or its position relative to existing or planned development areas (e.g., close to a city with urban services).

What are Future Land Use categories? And What are Base and Overlay Categories?

A future land use category is an indication of the type(s) of land use that Jefferson County foresees for a particular piece of land that is designated by that category within the next 10 or so years. A "base" category is the main or underlying category that includes with it a desired range of land uses and development policies that will apply, unless there are other limiting factors or qualifiers applied via "overlay" future land use category. "Overlay" categories often apply additional limitations or qualifications for future uses. The same piece of land can be covered by both a "base" and "overlay" future land use category.



Base Future Land Use Categories

Farmland Preservation Area
15 Year Growth Area
City or Village Area

Overlay Categories

Environmental Corridor
Long Range Urban Service Area
Limited Service Area
Rural Hamlet

Each of these categories is described in the sections that follow, along with mapping criteria and policies related to each category. The policies are particularly focused on approaches for preserving and enhancing agriculture.

Farmland Preservation Area

Purpose and Description

The Farmland Preservation Area is mapped primarily to accommodate agricultural uses or agricultural-related uses (e.g., implement dealerships), and to focus on areas actively used for farming, with productive agricultural soils, with topographic conditions suitable for farming, and with long-term (15+ year) suitability for farming. This category also includes and is intended to accommodate forest management, most environmental corridors, farmsteads, limited non-farm housing in accordance with the policies described below, and associated home occupations and small family businesses.

The purpose of the Farmland Preservation Area is to:



- Preserve productive agricultural lands in the long-term.
- Preserve the rural character and aesthetic quality of Jefferson County.
- Provide equity and fairness to owners of land with comparable resource and location characteristics.
- Minimize nonagricultural development on prime farmland.
- Maintain the integrity of agricultural districts allowing for accepted agricultural practices.
- Protect existing farm operations from encroachment by incompatible uses.
- Maintain farmer eligibility for farmland preservation incentive programs.



Mapping Criteria for Farmland Preservation Area

A variety of factors went into the mapping of the Farmland Preservation Area on Maps 7 through 22, focused particularly on requirements and guidance supplied under the State’s Working Lands law (Ch. 91 Wis. Stats.). The criteria for mapping lands within the Farmland Preservation Area included the following:

Quality Farmland

- Focus on areas with concentrations of prime farmland (Map 5).
- Land is currently being farmed.



- Consideration of the 2007 PACE application evaluation criteria analysis conducted by Assistant Professor Kurt Paulsen for the Jefferson County Farmland Conservation Easement Commission (Map 6). Using Geographic Information System (GIS) analysis, Professor Paulsen applied the Commission’s map-related criteria to all parcels in the County. This analysis identified those lands with the highest potential for continued agricultural use.

Consistency with Plans

- Consistency with other applicable elements of the County Comprehensive Plan listed below, as well as town, city, and village comprehensive plans to the extent possible.
 - ◆ Comprehensive Plan update with Economic Development Emphasis (2010)
 - ◆ Jefferson County Wisconsin Economic Vision & Positioning Framework Initiative (2009)
 - ◆ Jefferson County Farmland Preservation Report (2007)
 - ◆ Agricultural Preservation and Land Use Plan Background Report (1999)
- Consideration of the 1999 County Agricultural Preservation and Land Use Plan’s future land use category and current zoning.

Outside Planned Growth Areas

- Outside of a current city or village limit.
- Not meeting the criteria for mapping as a 15 Year Growth Area, as described below.
- Proximity to existing agricultural infrastructure.

Policies, Programs, and Actions for Farmland Preservation Areas

A-1 Zoning District Policies

1. Utilize the A-1 Farmland Preservation (Exclusive Agriculture) zoning district as the primary zoning district to implement Farmland Preservation Area policies. Other zoning districts consistent with the Farmland Preservation Area category include the A-2 Agricultural and Rural Business, N Natural Resources, and A-3 Agricultural/Rural Residential zoning districts. Other zoning districts may be utilized on an occasional basis, particularly based on pre-existing uses and zoning patterns.

What are the PACE Application Evaluation Criteria?

Qualifying Criteria.

Located in a Farmland Preservation Area.
Farm conservation plan.
Unused development right(s).

Section 1. Quality and Size of Farmland.

Soil classification.
Size of property.
Percentage of work land on property.

Section 2: Development Pressure and Neighborhood Context.

Unused development rights.
Distance from Urban Service Area boundary.
Proximity to other agricultural land.

Section 3. Other Considerations.

Relation to other community plans.
Proximity to already protected land.
Proximity to frozen parcels.
Ecosystem service.
Other values.

Section 4. Bonus Points.

Willingness to sell development below fair market value.
Availability of matching funds.

Approved by the Farmland Conservation Easement Commission October 19, 2009



2. Allow no new residences in the A-1 zoning district, except for replacement of existing residences as may be permitted under the Working Lands law and the County zoning ordinance. Instead, require the rezoning of A-1 zoned lands to the A-3 Agricultural/Rural Residential zoning district when new homes are proposed in accordance with the following A-3 Agricultural/Rural Residential Zoning District Policies.
3. Require a minimum lot size of 35 acres in the A-1 zoning district to limit the fragmentation of agricultural lands.
- NEW** 4. Allow legally established residences built before January 15, 1975 to remain within the A-1 zoning district when historically zoned in that manner, except where new land divisions are required (see A-3 Agricultural/Rural Residential Zoning District Policies in such cases). Consider adjustments to the non-conforming use standards in the County zoning ordinance to allow reasonable modifications, expansions, and replacement of such residences without rezoning, where new land divisions are not required.
- NEW** 5. Encourage agricultural-related businesses that support farmers, in part by considering expansion in the number and scope of agricultural-related businesses that are allowed in the A-1 zoning district, as enabled under Ch. 91 Wis. Stats. At the same time, recognize that there will also be limited rural residential development in Farmland Preservation Areas that may not be compatible with all types and intensities of agricultural-related businesses.
6. Whenever land is proposed for rezoning from a certified farmland preservation zoning district (such as A-1) to a noncertified zoning district, require that the following criteria in Section 91.28, Wis. Stats. is met:
 - a. The land is better suited for a use not allowed in the A-1 zoning district.
 - b. The rezoning is consistent with the applicable town and County comprehensive plan.
 - c. The rezoning is substantially consistent with this County certified farmland preservation plan.
 - d. The rezoning will not substantially impair or limit current or future agricultural use of surrounding parcels of land that are zoned for or legally restricted to agricultural use.

A-3 Agricultural/Rural Residential Zoning District Policies

7. Minimize the conversion of prime farmland for residences and other nonfarm development. Creation of new residential lots on prime farmland will be considered by the Planning and Zoning Committee only if the Committee determines that no available non-prime farmland exists on the parcel of record, or that placement of lots on prime farmland provides better protection of land resources than a non-prime location. In addition, per Section. 91.46(2), Wis. Stats., new development may not:

What is Prime Farmland in Jefferson County?

Prime farmland in Jefferson County includes Class I and II soils, as defined within the Soil Survey of Jefferson County, Wisconsin, along with those Class III soils that exhibit prime agricultural land capabilities comparable to Class I and II soils. See Appendix B for Class III soil types approved by the Planning and Zoning Committee as exhibiting such capabilities.



- a. Convert prime farmland from agricultural use or convert land previously used as cropland, other than a woodlot, from agricultural use if on the farm there is a reasonable alternative location or size for a nonfarm residential parcel or nonfarm residence.
 - b. Significantly impair or limit the current or future agricultural use of other protected farmland.
8. Allow the development of limited new housing within Farmland Preservation Areas following rezoning of the affected lands to the A-3 Agricultural/Rural Residential zoning district, and otherwise in accordance with the following policies:
- a. From each “parcel of record” as it existed on February 8, 2000, permit no more than 3 new single-family residences to be built on non-prime farmland, and no more than 2 new single-family residences on prime farmland (on parcels 50 acres or less, no more than 1 new single-family residence on prime farmland), subtracting any previous divisions for residences from the “parent parcel” as it existed on December 13, 1977. Such new residences shall be allowed following the creation of new rural residential lots in conjunction with a rezoning process. See Figure C.
 - b. Treat parcels under common ownership divided only by a road as separate “parcels of record” for the purpose of determining the number of allowable A-3 residential lots. The total number of allowable lots may be shifted between the two “parcels of record” with approval of the County and affected town. See also Figure D.
 - c. Encourage the clustering of new residential lots adjacent to one another, and to already-created residential lots and dwellings on the same “parcel of record” and on adjacent and across-the-street lands, unless another non-clustered configuration provides for better protection of land resources and rural character.
 - d. Require that each new A-3 lot have a minimum area of 1 acre and a maximum area of 2 acres, except that lots up to 6 acres in area may be created on non-prime farmland provided that the total number of lots is reduced by one for every 2 acres used. For example, a maximum of one 6 acre lot may be created on non-prime farmland, instead of the three 2 acre lots normally allowed.
 - e. Encourage compliance with the Rural Residential Development Guidelines in Appendix D: Development Design Guidelines in the siting and development of new A-3 lots.
 - f. Following its creation, do not permit any A-3 lot to be subsequently divided further to create one or more additional lots.

What is a “Parcel of Record”?

All contiguous lands zoned A-1 or A-T under the same ownership and in the A-1 zoning district that existed on February 8, 2000. Lots created by recorded certified survey map approved by the Zoning and Planning Department since December 13, 1977 are considered separate parcels of record. Parcels of record may contain one or more tax parcels as described by the property tax rolls.

What is a “Parent Parcel”?

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

NEW



Figure C: Approach for Allowing New Housing in Farmland Preservation Areas

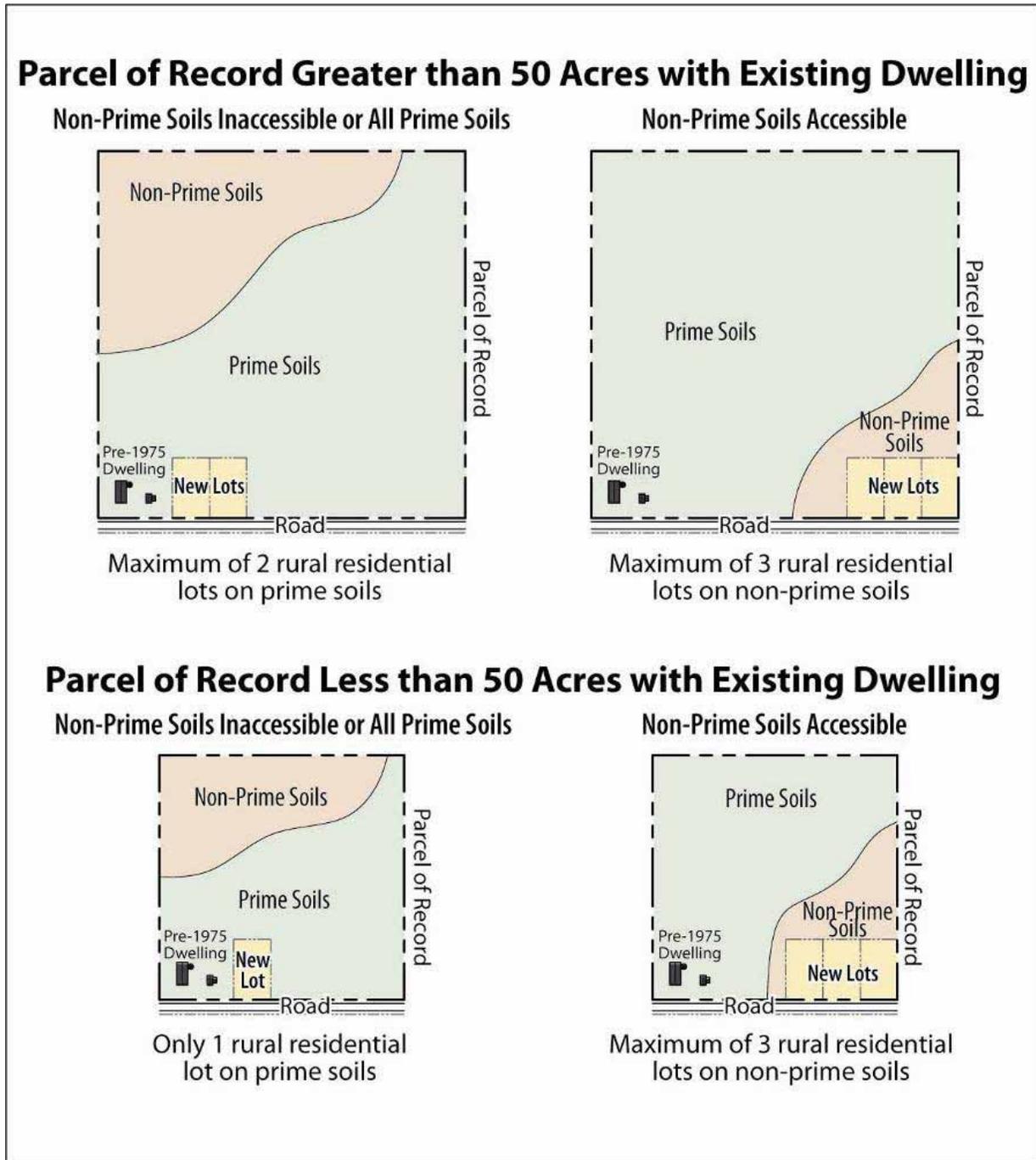
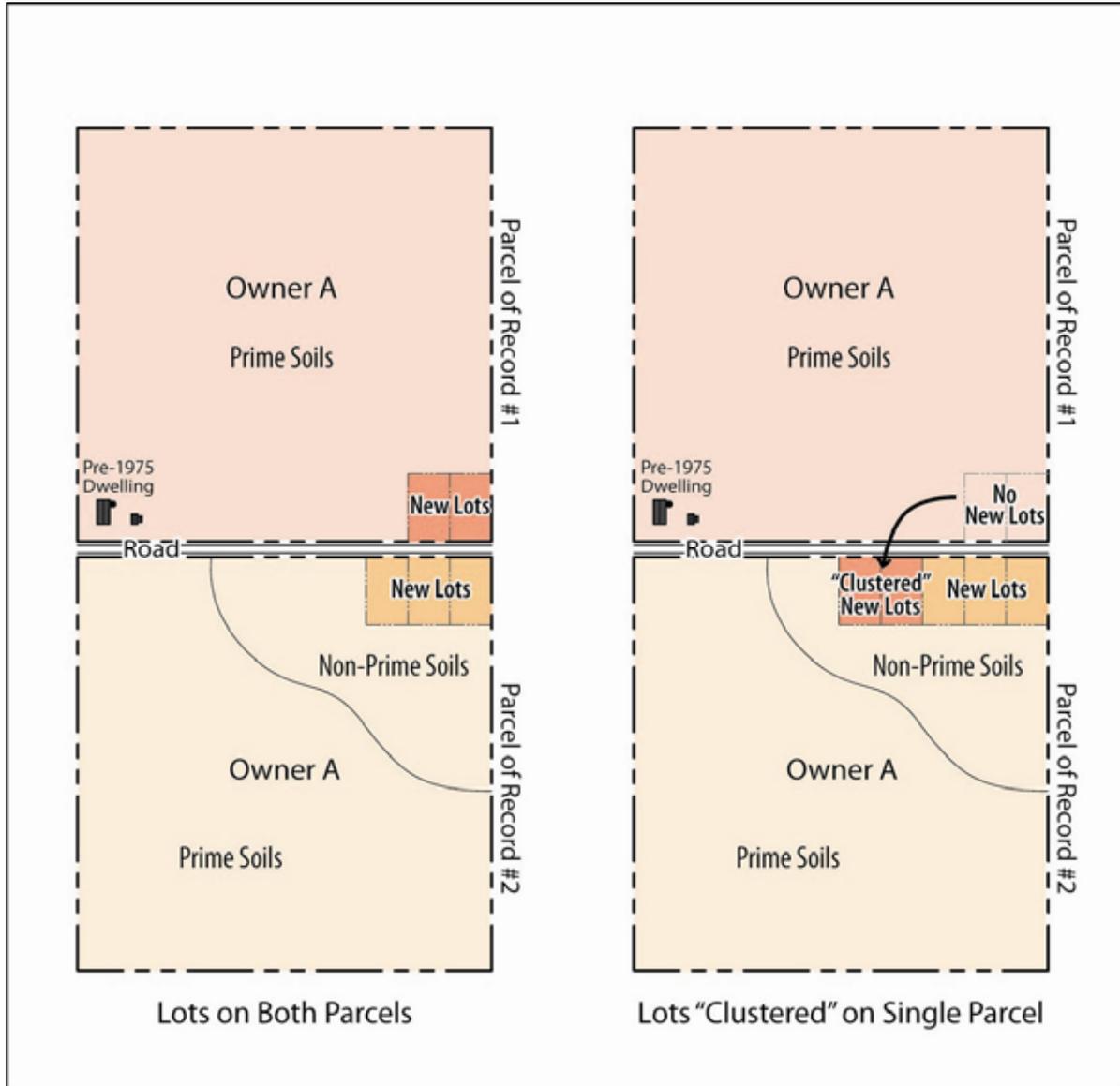
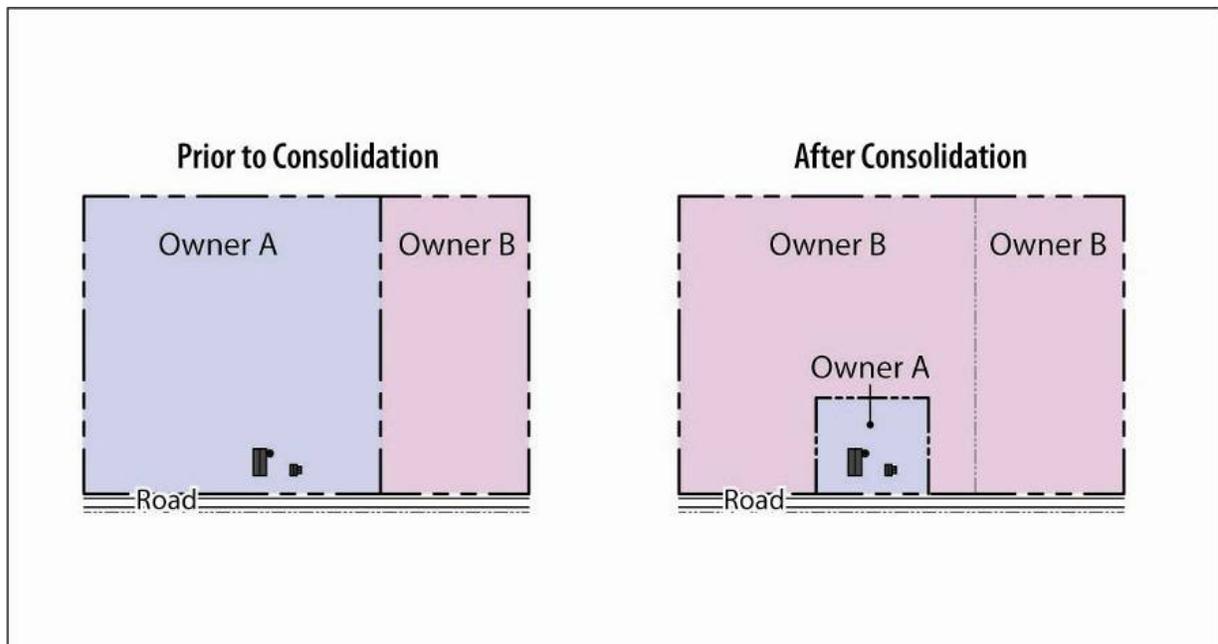


Figure D: Siting Approach for Parcels in Same Ownership Divided by Road



9. Maintain detailed tracking of “parent parcels”, “parcels of record” and subsequent A-3 divisions via the County Zoning and Planning Department through its computerized Geographic Information System (GIS) tracking capabilities. The County may require a recorded affidavit as part of the rezoning and land division process to track and limit those “parent parcels” that no longer have the potential for additional rural residential lots under the policies in this Plan.
- NEW** 10. Where policies for A-3 Agricultural/Rural Residential lots within the adopted town comprehensive plan are stricter than County policies for lands within a designated Farmland Preservation Area, support the town in its denial of rezoning requests, so that the stricter policy based on the town’s comprehensive plan may be applied.
- NEW** 11. When the owner of a pre-existing residence legally established before January 15, 1975 desires to divide the land occupied by such residence and accessory buildings from the “parent parcel”, in conjunction with a farm consolidation, require the resulting residential lot to be as small as practical, in consideration of a one acre minimum lot size, the desire to keep accessory buildings with the residence, and the future likelihood that farm animals will be kept on the lot. All future farm consolidations lots should be rezoned to the A-3 district, with such lots not counting against the maximum number of new residences allowed for that “parcel of record” as indicated above. See also Figure E for an illustration of typical land division and ownership changes as a result of a farm consolidation.

Figure E: Example of Farm Consolidation Land Ownership Changes and Divisions



A-2 Agricultural and Rural Business Zoning District Policies

12. Continue to utilize the A-2 Agricultural and Rural Business zoning district to allow a wide range of agricultural-related businesses and such other rural businesses that are compatible in a predominately agricultural area. Utilize criteria in Section 91.48, Wis. Stats. and the County's zoning ordinance in evaluating proposals for rezoning land to the A-2 district.
13. Consider requiring site plan submittal and approval prior to the establishment or expansion of all agricultural-related businesses in the A-2 district (not including agricultural structures), in order to evaluate the proposed building and driveway locations with respect to impact on productive farmland, traffic movement, and the use and enjoyment of adjoining properties.
14. Encourage compliance with the Rural Commercial, Industrial, and Agribusiness Development Guidelines in Appendix D: Development Design Guidelines.

NEW

NEW

Policies in Support of Agricultural Incentive Programs

15. Within State-designated Agricultural Enterprise Areas (AEAs), which by definition are located within the Farmland Preservation Area, implement the following additional policies:
 - a. Limit County use of eminent domain for County road expansion purposes, in order to maximize lands in agricultural production.
 - b. Strongly discourage the provision of urban services, like sewer and water, and any assessments for urban services issued by local governments.
 - c. Prioritize such areas as locations for more intensive agricultural-related businesses and prototype agricultural projects (e.g., community manure digesters) that support area farmers.
 - d. Consider requiring a deed notice over all new rural residential lots allowed in such areas indicating the particular priority attached to the development of agricultural enterprises in such areas, and the negative impacts such priority may have on rural residential living, and educate the real estate industry of the particular priority placed on agricultural enterprises in these areas.
 - e. Encourage the County's Farmland Conservation Easement Commission to include "location in an Agricultural Enterprise Area" as a key criterion in the evaluation of farms from which to acquire voluntary conservation easements.
 - f. Support other County, local, and state efforts to reinforce the agricultural and rural character of these areas, such through the State "Rustic Roads" program.



16. Support landowner/town applications to DATCP to establish new Agricultural Enterprise Areas that meet the following criteria:
 - a. The AEA is located within portions of the Farmland Preservation Area particularly suited for long-term agricultural enterprise development.
 - b. The AEA is consistent with DATCP criteria for such designation.
 - c. The AEA is clearly consistent with this Plan.
 - d. There is sufficient interest among area farmers and town governments.
17. Continue to support the County's Purchase of Agricultural Conservation Easements (PACE) Program administered by the Farmland Conservation Easement Commission (FCEC) as a way to permanently and strategically preserve agricultural land, based on acquisition of conservation easements from willing sellers. Conservation easements should be prioritized within Agricultural Enterprise Areas, and within other portions of the mapped Farmland Preservation Area that are outside of any Long Range Urban Service Area, Limited Service Area, or Rural Hamlet. Also, continue to accept the voluntary private donation of conservation easements through the FCEC.

Natural Resource Related Policies



18. Continue to utilize the N Natural Resources zoning district over lands with both (a) particularly high natural resource value (e.g., Environmental Corridor) and (b) local support for permanent preservation without intensive agricultural and agricultural-related business operations. Ensure that lands so zoned remain within a certified farmland preservation zoning district by making minor modifications to the N zoning district to fully comply with State requirements to certify it as a farmland preservation zoning district.
19. Follow the additional policies applicable to Environmental Corridor category, presented later in this Chapter, where lands within the Farmland Preservation Area are also within the Environmental Corridor overlay category on Maps 7 through 22. The stricter policies apply in the event of any overlap. In general, the Environmental Corridor policies are intended to protect wetlands, areas susceptible to the 1 percent annual chance flood (i.e. 100 year floodplain), public parks, upland woods, and steep slopes; specifically, development in these areas is limited to a development density of not greater than one dwelling unit per 10 acres.

Other Potentially Applicable Policies

20. For Farmland Preservation Area lands also within an overlay Long Range Urban Service Area, Limited Service Area, or Rural Hamlet area on Maps 7 through 22, also follow the policies applicable to the appropriate overlay category provided later in this Chapter, with the stricter policies applying in the event of any overlap. Such overlay categories have been mapped in certain areas that may be appropriate for future development that is denser and includes a wider range of uses than allowed in a Farmland Preservation Area, but not within 15 years following adoption of this Plan. Within that 15 year period at least, agricultural preservation will be promoted in these areas. These areas will be revisited during future Plan update processes to determine if the Farmland Preservation Area land use category is still appropriate.

Map 4: Jurisdictional Boundaries





Map 5: Prime Farmland





Map 6: Jefferson County PACE Criteria Analysis







15 Year Growth Area

Purpose and Description

Areas mapped as 15 Year Growth Area are unincorporated lands in 2011 that have been identified in local comprehensive plans for non-agricultural development, such as a residential subdivisions, commercial/retail centers, or industrial areas. Additionally, lands mapped in the 15 Year Growth Area are anticipated for such development within the next 15 years (i.e. by 2026), based either on explicit direction included in such local comprehensive plans or on County consultant analysis of the future land use recommendations and community growth projections in those plans. Designation of an area as a 15 Year Growth Area does not guarantee that an area will develop or is even buildable; there may be challenges to building, including soil limitations and other environmental constraints.

In general, the purpose of the 15 Year Growth Area is to:

- Coordinate growth and development planning between towns and incorporated municipalities.
- Design and locate housing in rural areas in a manner that minimizes adverse impacts on agriculture and maintains the rural character in Jefferson County.
- Encourage higher-density residential development, particularly in areas where public utilities will be available.
- Encourage nonagricultural-related businesses and industries to locate in areas where public utilities will be available.
- Designate lands intended for non-agricultural development within the next 15 years in something other than a Farmland Preservation Area, as required under the State's Working Lands law. The significance of this requirement is that such lands—designated as 15 Year Growth Area within this Plan—may not be zoned in a certified farmland preservation zoning district (e.g., the County's A-1 district). Therefore, the owners of such lands may not collect farmland preservation tax credits. The rationale for this is that such owners presumably have shorter-term opportunities to realize non-farm returns from their land via development, and that limited State resources should be committed to other areas where there is more uniform commitment to long-term farmland preservation.



Mapping Process and Criteria for 15 Year Growth Area

A variety of factors went into the mapping of individual 15 Year Growth Areas, based on requirements and guidance supplied by the State's Working Lands law. To determine the location and extent of each individual 15 Year Growth Area, the County through its consultant conducted a detailed analysis of local comprehensive plans, quantitative growth projections, and land suitability, as follows.

Process

- Reviewed all adopted town, city, and village comprehensive plans within and affecting Jefferson County. The analysis focused in particular on future land use maps and policies, including planned city and village growth areas outside of current city and village limits (i.e., long range urban service areas). The County's farmland preservation planning consultant previously worked with nearly all cities and villages in the County on their comprehensive



plans, which allowed for quick and keen insight on local plan recommendations and feasibility.

- Analyzed future land use demand projections per adopted city, village, and town comprehensive plans. Under Wisconsin's comprehensive planning law, local comprehensive plans are required to include land use demand projections for a 20-year planning period, with such projections broken down into 5-year increments. This generally allowed for quick access to 15 year land use demand projections.
- Analyzed available undeveloped but developable land (i.e., vacant, non-environmental corridor land) within existing city and village boundaries to determine how much of projected 15 year future land use demand included in the respective city or village plan could be accommodated within the current city and village limits. The primary conclusion was that all cities and villages within Jefferson County can technically accommodate their own 15 year projected land use demand inside their current (2010) municipal boundaries, except for the City of Fort Atkinson.

Criteria

- Proposed logical locations for individual 15 Year Growth Areas based on further guidance within local comprehensive plans; infill between existing developed areas; environmental and topographic conditions, including gravity flow drainage patterns where sewer development is anticipated; transportation access; consistency/redundancy in future land use recommendations between city, village and town plans over the same geographic area; current non-agricultural zoning; and the local knowledge and professional experience of the County's consultant.
- Generally included existing developed areas in the 15 Year Growth Area, particularly focused on groupings of 10 or more lots zoned R-2 under County zoning. Other smaller, scattered developed and zoned areas were generally not included in the 15 Year Growth Area, but instead were mapped within the Farmland Preservation Area based on the prevailing use and zoning in the surrounding area.
- Avoided placing smaller areas of existing development within the 15 Year Growth Area, where not planned for expansion or further division, based on DATCP's guidelines. These guidelines suggest that the vast majority of lands planned in a Farmland Preservation Area must be zoned for farmland preservation (e.g., in the A-1 zone). The purpose of this guideline is to both allow, within the Farmland Preservation Area, a limited amount of pre-existing zoning and use conditions that do not technically meet Farmland Preservation Area policies.



Policies, Programs, and Actions for 15 Year Growth Areas

1. Strongly discourage the "pre-zoning" of lands for development within the 15 Year Growth Area in advance of development proposals, except where development-based zoning had already been provided. Instead require the submittal and detailed understanding of specific development proposals before supporting the rezoning of 15 Year Growth Area lands to the appropriate development-based zoning district.

What is "pre-zoning?"

The zoning undeveloped land for development, in advance of a specific private development proposal, the need for such development, the capabilities of local governments to provide services to the area, or some combination.



2. Avoid development within each 15 Year Growth Area until the intended range of roads, other infrastructure, and any planned public services are available to each area. Encourage the interim use of undeveloped portions of the 15 Year Growth Area for farming, until the land is ripe for planned development and zoned for development.
3. Within individual 15 Year Growth Areas that are also within a Long Range Urban Service Area or Limited Service Area, do not allow rural development beyond the quantities and types of rural development allowed in the Farmland Preservation Area. Require all development beyond these limits to occur only with public sanitary sewer and other urban services planned for the area. Require all permitted rural development to be designed in a manner to not impede the orderly future development overall 15 Year Growth Area with more intensive development with public sanitary sewer services.
4. For 15 Year Growth Area lands also within an overlay Long Range Urban Service Area, Limited Service Area, or Rural Hamlet area on Maps 7 through 22, also follow the policies applicable to the appropriate overlay category provided later in this chapter, with the stricter policies applying in the event of any overlap. Such overlay categories result in the application of additional policies for those 15 Year Growth Areas that are dually-designated, including additional policies related to land use, development timing, development design, utility service, and adherence to a detailed area-wide plan. Additionally, rely on city, village, and town comprehensive plans to provide more detailed guidance on the types of future development (e.g., residential, commercial, industrial, mixed use), associated zoning, and design standards within each mapped 15 Year Growth Area.
5. Adhere to additional policies applicable to the Environmental Corridor category, presented later in this Chapter, where lands within the 15 Year Growth Area are also within mapped within the Environmental Corridor overlay category on Maps 7 through 22, with the stricter policies applying in the event of any overlap. (In general, individual 15 Year Growth Areas and lands designated as Environmental Corridor do not overlap.) In general, the Environment Corridor policies are intended to protect wetlands, areas susceptible to the 1 percent annual chance flood (i.e. 100 year floodplain), public parks, upland woods, and steep slopes; specifically, development in these areas is limited to a development density of not greater than one dwelling unit per 10 acres.



City or Village Area



Purpose, Description, and Mapping Criteria

The City or Village Area category is mapped over the current (January 1, 2011) land area within cities and villages in the County. These incorporated areas are not subject to general County zoning regulations and are not intended under this Plan for long-term farmland preservation. Instead, cities and villages are logical locations for more intensive housing and economic development and redevelopment at higher densities. They are also current and potential locations for bio-based industrial production facilities and centers of local food consumption. In total, their thoughtful development and success is critical to preserving farmland in other parts of the County.

In general, the purpose of the City or Village Area is to:

- Accommodate new development requiring a full range of urban utilities and services.
- Serve as compact communities accommodating an efficient use of land and buildings.
- Facilitate development patterns that recognize a clear distinction between “city” and “country.”
- Promote small town living through a combination of strong health care, community-vested business, culture/entertainment, invigorating downtown, quality education, and a family-friendly atmosphere.
- Respect the rights of cities and villages under state law to plan and zone lands within their boundaries.



Policies, Programs, and Actions

Policies for County Implementation

1. Work with local communities, real estate interests, the Jefferson County Economic Development Consortium, and others to advance a land use pattern that directs more intensive development—including larger subdivisions, commercial/retail districts, and industrial/business parks—into cities and villages, where a full range of urban services can be provided and conflicts between urban and rural/agricultural land uses can be minimized.
2. Encourage cities and villages to grow compactly and support redevelopment and infill within their current corporate boundaries before expanding outward, as a means to minimize conversion of farmland elsewhere to accommodate development. As just one example, 40 acres within a City or Village Area developed at 4 housing units per acre as opposed to 2 housing units per acre means that 80 additional homes can be accommodated there, rather than elsewhere in the countryside. In general, requiring all new development in cities and villages to connect to public sanitary sewer and water systems is an effective tool to facilitate compact, sequential urban development. Tools to accomplish redevelopment and infill include tax incremental financing and other incentive programs.
3. Encourage cities and villages to carefully consider the location of productive agricultural lands and the policies within this Agricultural Preservation and Land Use Plan during processes to update and refine their individual comprehensive plans and before making decisions on the expansion of sewer, water, and other urban services to longer-term growth areas.



4. Communicate with cities and villages regarding their opportunities to be a partner in farmland preservation in Jefferson County while at the same time advancing local economic development.

Policies for City or Village Consideration

5. Rely on city and village comprehensive plans and ordinances to guide the types of future development (e.g., residential, commercial, industrial, mixed use), associated zoning, and design standards within each City or Village Area.
6. Strive towards community characteristics that instinctively draw people to city and villages, including quality jobs, safety, strong local character, community identity, community gathering places where social life comes together, authenticity, and a special sense of place.
7. Promote vibrant downtowns with a mixture of uses and activities clustered together to comprise the heart and soul of the community and contribute to its economic health.
8. Integrate housing, employment centers, and shopping areas so that communities contain places to live, work, shop and contain a full range of facilities.
9. Facilitate development within different sections of each City or Village Area only after the intended range of roads, other infrastructure, and any planned public services are available to that section. Encourage the interim use of undeveloped portions of the City or Village Area for farming, until the land is ripe for planned development.
10. Facilitate agricultural-related industry, such as food and other bio-based product manufacturing, as a component of city and village industrial parks to support both the economic health of these communities and nearby agricultural areas.
11. Support farming-related retail development and direct marketing opportunities, such as farmers markets, that enhance local markets for farm products grown in the area and to enhance community sustainability.
12. Promote vital, distinctive, and varied neighborhoods and a diverse range of housing choices at different densities and for different life stages and income levels.
13. Interconnect the various components of each City or Village Area with a transportation network for pedestrians, bicycles, and motor vehicles and with a system of open spaces and recreational facilities.

Environmental Corridor

Purpose and Description

The Environmental Corridor overlay category is mapped over generally continuous open space systems with sensitive natural resources; opportunities for wildlife habitat, recreational, and rural character protection and enhancement; and limitations for structural development. The categorization of land as an Environmental Corridor does not always eliminate development opportunities. Rather, normal development opportunities are typically limited in such areas based on underlying rules, including floodplain and wetland regulations. This category was first established within the 1999 Agricultural Preservation and Land Use Plan, and includes the same component parts as agreed in 1999.

In general, the purpose of the Environmental Corridor overlay category is to:

- Protect and preserve an environmental corridor system consisting of wetlands, floodplains, and steeply sloped glacial features.
- Protect groundwater and surface water quality.
- Discourage development in areas that possess valuable natural resource characteristics and wildlife habitats.
- Identify certain areas that are being farmed today, which also have natural resource features or limitations.



Environmental Corridor areas are mapped throughout the unincorporated portions of the County as an “overlay” (i.e., in addition to the “base” category, an area where additional policies apply) over the top of one of the “base” (i.e., the underlying category that is assigned to a particular property) land use categories described above. The base future land use category is usually Farmland Preservation Area. This dual designation is due to the fact that some Environmental Corridor lands are farmed and may be farmed for the foreseeable future and that natural areas and open lands are allowable land uses within the Farmland Preservation Area under the Working Lands law.

Mapping Criteria for Environmental Corridor

As developed and refined by Jefferson County since 1999, the Environmental Corridor category is mapped over lands with one or more of the following characteristics:

- Wisconsin DNR delineated wetlands.
- Federal Emergency Management (FEMA) designated 1 percent annual chance flood (100-year flood).
- All publicly-owned land designated as public parks or conservation areas.
- Contiguous upland woods of over 10 acres in area.
- Slopes of 20 percent or greater as determined by the USDA Soil Survey GIS map.

The resulting Environmental Corridor category shown on Maps 7 through 22 is, therefore, only as specific and accurate as the sources of data used to create it. Refinements to the Environmental Corridor layer may be made under one or more of the following circumstances:

- More detailed study reveals that the characteristic(s) which resulted in its designation as an Environmental Corridor no longer exists, or never existed;



- Approvals from appropriate agencies are granted to alter a property so that the characteristic which resulted in its classification as an Environmental Corridor will no longer exist; or
- A mapping error has been identified.

Policies, Programs, and Actions

1. Allow a development density within each designated Environmental Corridor on a “parcel of record” of not greater than one dwelling unit per 10 acres. Wisconsin Department of Natural Resources (WDNR)-delineated wetlands and land within the 1 percent annual chance flood (100-year flood) should not be used in calculating allowable densities.
2. Prohibit buildings, road construction, or land disturbance associated with nonagricultural development on slopes in excess of 20 percent as determined by the USDA Soil Survey GIS map.
3. Subject all proposed nonagricultural development within the Environmental Corridor to site plan review to evaluate the development’s potential impact on the environment.
4. Encourage compliance with the Environmental Corridor Design Guidelines in Appendix D: Development Design Guidelines for site planning and development design principles associated with Environmental Corridor areas.
5. Update the County’s shoreland zoning ordinance to comply with the requirements of NR 115, Wisconsin Administrative Code and implement shoreland protection and mitigation efforts in accordance with that updated ordinance.
6. Where both development and farmland is close to or within the Environmental Corridor, support streambank management, natural shoreline restoration, erosion control, proper agricultural practices, stormwater management, and vegetative buffer areas as appropriate practices to protect the County’s water quality.
7. Continue to allow existing agricultural uses—such as cropping and grazing—on lands within the Environmental Corridor, but at the same time encourage:
 - a. Nutrient management plan implementation to manage fertilizer use.
 - b. Conservation tillage practices, particularly in areas of steep slopes.
 - c. Vegetative buffers between cropped land and surface waters and wetlands.
8. Work with partner organizations and entities to explore regional level strategies to modify protect the County’s significant and sensitive watersheds, modify certain agricultural business practices, identify new and emerging crops and business models, and diversify land use to reduce the impact of future flood events. Jefferson County flooding in the past decade has had a major impact on the area’s environmental health, economy, and farmland.



NEW



Long Range Urban Service Area

Purpose and Description

Long Range Urban Service Areas are delineated around existing municipalities over places where a broad range of public sanitary sewer, public water, and other urban infrastructure and services are either currently available or planned in the future. They are generally located in areas that can cost-effectively and efficiently be served by such services and infrastructure now or in the future. Long Range Urban Service Areas are generally located and sized to accommodate a minimum of 20 years of future urban development, and are usually sized to incorporating considerable flexibility based on municipal plans.

In general, the purpose of the Long Range Urban Service Area category is to:

- Encourage higher density residential development in areas where public utilities will be available.
- Encourage nonagricultural-related businesses and industries to locate in areas where public utilities will be available.
- Preserve sufficient area around existing municipalities to allow reasonable municipal growth.
- Achieve cooperation and coordination between incorporated municipalities, adjoining towns, and Jefferson County with respect to long-range planning and land use regulations.

Wherever there is overlap between the Farmland Preservation Areas and Long Range Urban Service Areas, those lands are not planned for urban development within the next 15 years based on the growth analysis completed during the planning process. These areas will be revisited during future Plan update processes to determine if the Farmland Preservation Area land use category remains appropriate, or if certain of these areas should be redesignated as 15 Year Growth Areas if urban development becomes more imminent.

The communities around which Long Range Urban Service Areas have been delineated include:

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

Individual Long Range Urban Service Areas represented in this Plan usually do not coincide with any WDNR-approved current urban service areas, which under state and federal water quality rules must be mapped around all communities with a population of 10,000 or greater. Individual Long Range Urban Service Areas also may or may not coincide with current utility or sanitary district boundaries. The current boundaries of both WDNR-approved urban service areas and sanitary/utility districts define the limits of where sanitary sewer (and occasionally water) services may be extended today, but not necessarily all areas where such services may be extended in the



future. That future-looking function is the role of Long Range Urban Service Areas as delineated by this Plan.



Mapping Criteria for Long Range Urban Service Area

The delineations of individual Long Range Urban Service Areas represent an update from the urban service areas mapped in the County's 1999 plan of the same name. The Long Range Urban Service Areas included in this updated Plan are based on the outer edge of areas identified for future development in city and village comprehensive plans prepared during the decade of the 2000s. These areas were defined using different methodologies depending on the community, but in all cases comply with the state's comprehensive planning law. For some smaller communities with large areas of vacant land within municipal limits (e.g., City of Waterloo), the Long Range Urban Service Area and the municipal boundary are coterminous. For other communities, the Long Range Urban Service Area boundaries extend significantly beyond the current city or village limits. In general, the Long Range Urban Service Areas delineated in this updated Plan represent only modest increases from the urban service areas mapped in the 1999 County plan, with a few exceptions.

Long Range Urban Service Areas identify the most logical locations for long-term urban growth. Not all areas within the Long Range Urban Service Area are appropriate for immediate development, or even development within the next 15 to 20 years. In fact, nearly all of these areas were delineated with a substantially longer time horizon—40 or more years based on an extrapolation of growth projections included in respective city or village comprehensive plans. Within each of the Long Range Urban Service Areas, a 15 Year Growth Area has been delineated to show nearer-term, non-agricultural development opportunity areas.

Policies, Programs, and Actions

Policies for County Implementation

1. Direct more intensive development—including larger subdivisions, commercial/retail districts, and industrial/business parks—into cities and villages and into those portions of Long Range Urban Service Areas that are:
 - a. Proximate to the city or village providing services, and
 - b. Categorized as a 15 Year Growth Area in this Plan.
2. Allow rural (unsewered) development only of the type and density allowed under the Farmland Preservation Area designation, except as may be otherwise allowed by all communities that control sanitary sewer service within that particular Long Range Urban Service Area.
3. Require all permitted rural development to be designed in a manner to not impede the orderly future development of the surrounding area with more intensive development with municipal sanitary sewer and water services in the future.
4. Encourage cities/villages and towns to enter into intergovernmental boundary and land use agreements on a voluntary basis to address annexation and development issues within delineated Long Range Urban Service Areas.

Policies for City and Village Consideration

5. Adopt staging or phasing plans for the expansion of public facilities and development within Long Range Urban Service Areas.



Chapter 3: Land Use Plan for Farmland Preservation

6. Phase development of land within each Long Range Urban Service Area in a manner that focuses growth in areas and types that relate to reasonable land use demand projections; advance the vision of this Plan; and can be most efficiently be served by urban utilities, roads, community facilities, and other urban public services.
-  7. Through 2026, allow urban development (i.e., connected to public sanitary sewer and water services) only in those portions of Long Range Urban Service Areas that are also designated as a 15 Year Growth Area, and also utilize policies applicable to the 15 Year Growth Area in such cases.
8. Encourage compliance with the Urban and Limited Service Area Design Guidelines in Appendix D: Development Design Guidelines.



Limited Service Area

Purpose and Description

Limited Service Areas are delineated around existing centers of rural development, where a limited range of public services, always including sanitary sewer service, are currently available. Limited service areas are generally sized and located around town sanitary districts, and are anticipated to remain predominantly rural development districts. Such sanitary districts were often originally established to address problems with private on-site waste treatment (septic) systems in an area. Limited Service Areas are intended to accommodate existing and infill development on public sewer, but are usually not intended to expand significantly over time.

In general, the purpose of the Limited Service Area category is to:

- Encourage moderate density residential development in areas where public sewer is available.
- Encourage nonagricultural-related businesses and industries to locate in areas where public sewer is available, generally provided that such users do not require a broader range of urban services.
- Acknowledge areas of existing rural development where public sanitary sewer service may be available and infill development may be possible.

The existing sanitary districts in the County, around which Limited Service Areas have been delineated, include:

- Ixonia Sanitary District #1
- Ixonia Sanitary District #2
- Consolidated Koshkonong Sanitary District (Town of Sumner)
- Oakland Sanitary District #1 (Town of Oakland - Lake Ripley)
- Sullivan Sanitary District #1 (Town of Sullivan - Rome)

The Town of Lake Mills Sanitary District is not surrounded by a Limited Service Area, but instead are part of a broader Long Range Urban Service Area in conjunction with the City of Lake Mills.

Mapping Methodology

Limited Service Areas are generally coterminous with current sanitary district boundaries. Where a town comprehensive plan suggested potential future expansion of the sanitary district, such expansion area was also included within a Limited Service Area. These represented modest expansions where indicated.

Policies, Programs, and Actions

1. Direct moderate density development desiring a more rural location—including smaller subdivisions and limited commercial and industrial uses—into Limited Service Areas.
2. Require that all future development within each Limited Service Area be connected to the sanitary sewer system, unless the affected sanitary district approves individual exceptions after communicating with the County. Require any permitted rural (unsewered) development in such cases to be designed in a manner to not impede the orderly future development of the surrounding area with development with sanitary sewer service in the future.

NEW

NEW



NEW

3. Through 2026, allow urban (sewered) development only to those portions of Limited Service Areas that are also designated as a 15 Year Growth Area, and utilize policies applicable to the 15 Year Growth Area in such cases.

NEW

4. Strongly discourage “pre-zoning” lands for development within Limited Service Areas in advance of development proposals, except where development-based zoning had already been provided. Instead, require the submittal and detailed understanding of specific development proposals and its designation within a 15 Year Growth Area before supporting the rezoning of land within a Limited Service Area to the appropriate development-based zoning district.

NEW

5. Encourage compact development within Limited Service Areas, recognizing the limits to services available in such areas. For example, one to two acre lots are generally too large for lots connected to sanitary sewer service, but large-scale senior apartments may not be appropriate either.

6. Maintain the quality and efficiency of wastewater treatment plants and consider the capacity of treatment plants and conveyance systems before approving new development.

NEW

7. Consider town comprehensive plans for guidance on the types of future development (e.g., residential, commercial), associated zoning, and design standards to support within each mapped Limited Service Area.

8. Encourage compliance with the Urban and Limited Service Area Design Guidelines in Appendix D: Development Design Guidelines.



Rural Hamlet

Purpose and Description

A Rural Hamlet is a collection of small-scale, usually older buildings in a town, often located at or near the crossroads of two rural highways, and typically including some mix of residential and non-residential uses. Rural hamlets are not served with public sewer or water systems. Some rural hamlets are appropriate for additional growth, while others are not, often as a result of environmental conditions or local preferences.

In general, the purpose of the Rural Hamlet category is to:

- Design and locate housing in rural areas in a manner that minimizes adverse impacts on agriculture and maintains the rural character in Jefferson County.
- Provide sites in the rural parts of Jefferson County that are suitable for limited rural residential development.
- Provide areas for limited growth and development for rural towns.
- Acknowledge the presence of historic hamlet communities within towns.



Individual Rural Hamlet areas are mapped around the following places. Under certain conditions, Jefferson County will consider rezoning to rural development zoning districts within such hamlets (such as the C Community, B Business, and R-2 Residential-Unsewered districts), based on a town-adopted detailed plan for the hamlet. Hamlets marked with an * have a town-adopted detailed plan for future development, based on the standards outlined in this Plan.

- Aztalan* (Town of Aztalan)
- Busseyville (Town of Sumner)
- Cold Spring (Town of Cold Spring)
- Concord (Town of Concord)
- Farmington (Town of Farmington)
- Grellton (Town of Milford)
- Hebron (Town of Hebron)
- Helenville (Town of Jefferson)
- London (Town of Lake Mills)
- Milford (Town of Milford)
- Oakland Center (Town of Oakland)
- Pipersville (Town of Ixonia)
- Unnamed (Town of Sumner)

Mapping Criteria for Rural Hamlets

The boundaries of individual Rural Hamlet areas on Maps 7 through 22 are the same as those indicated in the 1999 plan, unless a town comprehensive plan prepared since 1999 identifies a different boundary. In such cases, the updated boundary is instead depicted. In general, Rural Hamlet boundaries are based on the edge of existing development in the area, natural edges (e.g., a river), roads, and property lines.

Policies, Programs, and Actions

NEW

1. Through 2026, consider development beyond levels applicable within the Farmland Preservation Area only in those portions of each Rural Hamlet that are also designated as a 15 Year Growth Area, and utilize policies applicable to the 15 Year Growth Area in such cases.
2. Within those portions of a Rural Hamlet that are not also within a 15 Year Growth Area, allow development only of the type and density allowed under the Farmland Preservation Area future land use category, until such time as the affected land is redesignated to be within the 15 Year Growth Area.
3. Before amending this Plan to designate additional lands within a Rural Hamlet as a 15 Year Growth Area, require the associated town to prepare and have approved by the town and county a detailed plan for the hamlet and expansion area, including the following components:
 - a. Desired scale and character of hamlet and its building and uses, including efforts to promote sustainable development.
 - b. Detailed mix of existing and desired future land uses.
 - c. Proposed housing density and intensity (e.g., building sizes) of non-residential uses.
 - d. Proposed roads and other transportation facilities (e.g., walkways) to reach any new development areas.
 - e. Current and proposed environmental corridors, parks, and other recreational facilities.
 - f. Proposed stormwater management areas, including major conveyance routes and basins.
 - g. Approaches to address any environmental limitations within the hamlet (e.g., flooding, poor soils).
 - h. For larger hamlets, proposed phasing plan.
 - i. Consideration of the impacts of planned development on possible future public sewer, road, and other public infrastructure and service needs.

NEW

4. Allow development-based rezoning (e.g., to the C, B, or R-2 districts) only for Rural Hamlet lands also designed as 15 Year Growth Areas. If eligible, use the following criteria in evaluating requests to rezone from A-1 District into one of these development-based zoning districts:
 - a. The land is better suited for a use not allowed in the farmland preservation zoning district.
 - b. The rezoning is consistent with the applicable approved detailed plan, town comprehensive plan, and County comprehensive plan.
 - c. The rezoning is substantially consistent with this County certified farmland preservation plan.
 - d. The rezoning will not substantially impair or limit current or future agricultural use of surrounding parcels of land that are zoned for or legally restricted to agricultural use.

NEW

5. Consider town comprehensive plans for guidance on the types of future development (e.g., residential, commercial), associated zoning, and design standards to support within each mapped Rural Hamlet.
6. Encourage compliance with the Rural Hamlet Design Guidelines in Appendix D: Development Design Guidelines.



Map 7: Town of Aztalan Land Use Plan Map





Map 8: Town of Cold Spring Land Use Plan Map





Map 9: Town of Concord Land Use Plan Map





Map 10: Town of Farmington Land Use Plan Map



Chapter 3: Land Use Plan for Farmland Preservation



Map 11: Town of Hebron Land Use Plan Map





Map 12: Town of Ixonia Land Use Plan Map





Map 13: Town of Jefferson Land Use Plan Map





Map 14: Town of Koshkonong Land Use Plan Map





Map 15: Town of Lake Mills Land Use Plan Map





Map 16: Town of Milford Land Use Plan Map





Map 17: Town of Oakland Land Use Plan Map





Map 18: Town of Palmyra Land Use Plan Map



Chapter 3: Land Use Plan for Farmland Preservation



Map 19: Town of Sullivan Land Use Plan Map





Map 20: Town of Sumner Land Use Plan Map





Map 21: Town of Waterloo Land Use Plan Map





Map 22: Town of Watertown Land Use Plan Map





CHAPTER 4: IMPLEMENTATION

Few of the recommendations of this Plan will be automatically implemented. Specific follow-up actions will be required for the Plan to become reality. This final chapter is intended to provide Jefferson County with a roadmap for these implementation actions, focused in particular on zoning ordinance amendments that will be required. Chapter 4 also provides the required procedural steps for evaluation, amendments, and update to this Plan, to assure that it remains current and responsive to County trends, needs, and policy desires.

The County's comprehensive plan is a collection of adopted documents, this Agricultural Preservation and Land Use Plan being one of them. Those other components of the County's comprehensive plan include supporting information about the nature of agriculture in Jefferson County (partially meeting farmland preservation planning standards) as well as implementation recommendations related to agriculture, economic development, and other topics addressed in this Plan.

Suggested Actions for Plan Implementation

As first identified in Chapter 2, Jefferson County's overall farmland preservation program consists of three interrelated factors—Land Use, Economics, and Incentives. All three are critical to ensuring the protection and continuation of the County's agricultural landscape, character, and economy. This Plan has focused in particular on the Land Use factor. The implementation discussion that follows therefore emphasizes implementing land use recommendations, particularly through subsequent zoning ordinance amendments.

Other components of the County's Comprehensive Plan focus on the Economics and Incentives factors of the County's Farmland Preservation Model (Figure A). Key implementation steps in each of these areas are included in other elements of the County's comprehensive plan and through other ongoing initiatives, such as the County's PACE program.

Implementation of Land Use Initiatives—Immediate Zoning Ordinance Considerations

The focus of this Plan has been to establish policies for future land use decision making related to farmland preservation. These policies will be used as one basis to make decisions on future requests for actions like rezoning lands for development, acquiring land or easements for open space purposes, directing intensive development to areas with urban services, and interacting with local units of government on land use issues.

Under Ch. 91, Wis. Stats., the County is required to amend its zoning ordinance to implement the recommendations in this Farmland Preservation Plan. Such ordinance amendments must be certified by DATCP no later than December 31, 2011, and must under Section 59.69, Wis. Stats., also not be disapproved by a majority of towns in Jefferson County. As a result, close coordination with both DATCP and the towns is essential.

Zoning ordinance amendments that are being pursued concurrent with the finalization of this Farmland Preservation Plan include the following:

- **Update A-1 Exclusive Agricultural district:** The A-1 district is and will continue to be the most commonly mapped zoning district in Jefferson County. A-1 is the primary zoning district to implement the policies associated with designated Farmland Preservation Areas.



In light of the policies within this Plan and the requirements and allowances under Ch. 91, the County intends to update the A-1 zoning district rules within the County zoning ordinance. The permitted (ordinance calls them “principal”) and conditional use lists will be the focus of the review and revisions. Particular consideration will be given towards expanding the range of agricultural-related conditional uses and perhaps allowing small-scale farming that may occupy fewer than 35 acres, in consideration of both the advantages and drawbacks of such changes.

- **Create transitional agricultural zoning district for 15 Year Growth Areas:** Areas designated as 15 Year Growth Areas on the Farmland Preservation Plan map may not be zoned A-1 under the new Working Lands law. As such the County intends to create a new “agricultural transition” zoning district to be applied to those 15 Year Growth Areas that are not already zoned for development (via current R-2 zoning, for example). This “agricultural transition” zoning district will have generally similar rules to the A-1 zoning district, but it will have a different purpose. It will serve as a “holding” zone without tax credit eligibility to owners whose land was so zoned, pending the time when development is proposed.
- **Modify A-2 Agricultural and Rural Business district:** The County intends to modify the title and list of permitted and conditional uses in the A-2 Agricultural and Rural Business District to accommodate those rural uses which are not permitted in the A-1 district.
- **Modify A-3 Agricultural/Rural Residential district:** This is the primary zoning district within which houses are allowed under the County’s rural residential policies for Farmland Preservation Areas. Minor modifications to the A-3 District rules may be necessary to reflect and coordinate with the County’s refined policies within this Plan.
- **Modify N Natural Resource district:** The County intends to make minor modifications to the permitted and conditional uses within the N zoning district to fully comply with State requirements to certify it as a farmland preservation zoning district in its own right, including clearly allowing low-intensity agricultural uses within the N district.
- **Maintain flexibility for older farm residences in A-1 district:** The County intends to allow legally established residences built before January 15, 1975 to remain within the A-1 zoning district when historically zoned in that manner. However, under the Working Lands law where not defined as a farm residence, these uses will then become “prior nonconforming uses,” whereas previously they were considered conforming uses in the A-1 district. To maintain the ability of owners of these residences to pursue reasonable modifications, expansions, and replacement of such residences without rezoning or variance, the County will consider adjustments to the non-conforming use standards in the County zoning ordinance.
- **Pursue necessary zoning map amendments:** While major countywide changes to the zoning map will not be required to implement this Plan, some changes will certainly be necessary. The most significant changes must occur within those areas designated as 15 Year Growth Areas on the Farmland Preservation Plan map that are currently zoned A-1. Most if not all of these areas will have to be rezoned to the new “agricultural transition” zoning district.

Implementation of Land Use Initiatives—Other Considerations

Beyond the short-term zoning ordinance amendments that will be implemented, the County will consider the following additional land use initiatives related to farmland preservation:

- Ongoing consideration of changes from the existing land use pattern to realize the future land use pattern depicted on Map 2, if and when private property owners make requests for rezoning, subdivisions or land divisions, conditional use permits, or other development approvals. Not all land identified for development on Map 2 is appropriate for rezoning or development approval immediately following adoption of this *Plan*. Instead, working closely with local governments, the County will consider the best timing to achieve the recommended future land use pattern presented in Map 2—particularly for areas identified for non-agricultural development.
- Further protection of the rights of nearby farmers by requiring something like the following language be recorded with all new residential plats and CSMs, to notify future residents of the potential effects of nearby farming activities on their property: “Through Section 823.08 of Wisconsin Statutes, the Wisconsin Legislature has adopted a right to farm law. This statute limits the remedies of owners of later established residential property to seek changes to pre-existing agricultural practices in the vicinity of residential property. Active agricultural operations are now taking place and may continue on lands in the vicinity of the Plat/CSM that includes this lot. These active agricultural operations may produce noises, odors, dust, machinery traffic, or other conditions during daytime and evening hours.”
- Continued detailed planning by towns of designated Rural Hamlet areas, as a basis for positioning certain Rural Hamlet areas as potential receiving locations for rural housing. The Town of Aztalan Comprehensive Plan contains one example of a detailed rural hamlet plan that could serve as a model.
- Ongoing education and communication with County officials, key private partners, and the general citizenry about the updated comprehensive plan components, including this Plan and the recently adopted Jefferson County Comprehensive Plan Update (with Economic Development Emphasis). The University of Wisconsin Jefferson County Extension and County Zoning and Planning Department will coordinate on these efforts.

Plan Adoption, Evaluation, Amendments, and Update

Plan Adoption

A first step in implementing the 2011 Jefferson County Agricultural Preservation and Land Use Plan is making sure that it is adopted in a manner which supports its future use for more detailed decision making. The County included all necessary process steps and substantive elements for this Plan to be adopted as a farmland preservation plan under Ch. 91, Wis. Stats., and as a detailed component of the County’s comprehensive plan under Section 66.1001. Following a recommendation from the County’s Planning and Zoning Committee, the Jefferson County Board adopted this Plan. Following that adoption, the Plan was certified by the Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP) and distributed to a variety of overlapping and adjacent units of government. [NOTE: THIS SUBSECTION WRITTEN PROSPECTIVELY. PLAN HAS YET TO BE ADOPTED OR CERTIFIED.]



Plan Monitoring

The plan monitoring step enables the routine assessment of what is working or not working with the Plan. The Planning and Zoning Committee and County staff intend to specifically evaluate this Plan regularly, even if the Plan is not actually amended following such evaluations. The County intends to constantly evaluate its decisions on private development proposals, public investments, regulations, incentives, and other actions against the recommendations of this Plan. Further, the County will work to assure that this Agricultural Preservation and Land Use Plan remains consistent with and helps advance other components of the County's Comprehensive Plan.

As several components of this Plan are based on the recommendations of adopted town, city, and village comprehensive plans, the County will evaluate if and how amendments to such local plans over time may affect this Agricultural Preservation and Land Use Plan. County staff, in consultation with the Planning and Zoning Committee where time permits, should take the opportunity during local comprehensive plan amendment processes to share comments with local governments as to how the proposed amendment relates to the goals, policies, and directions of this Agricultural Preservation and Land Use Plan and other components of the County's Comprehensive Plan.

Plan Amendments

Amendments to this Plan may be appropriate in the years following initial adoption, in instances where the Plan becomes irrelevant or contradictory to emerging policy or trends, or where errors or omissions have been identified. Frequent amendments to accommodate specific development proposals should be avoided. This Plan was written to provide a certain degree of flexibility for a range of future decisions to implement it, which should minimize the need for a number of future amendments. The fairly complex process to amend the Plan—outlined below—may also deter frequent amendments.

The process to amend this Plan is guided by procedures under both Section 66.1001(4) and Ch. 91, Wis. Stats. Basically, this requires the same formal process to amend this Plan as was used for its initial adoption. Specifically, the County intends to use the following procedure to amend, add to, or update this Plan:

1. Either the County Board or Planning and Zoning Committee initiates the proposed Plan amendment. This may occur as a result of an annual Planning and Zoning Committee evaluation of the Plan, or at the request of a local government, property owner, or developer. In its evaluation of the proposed Plan amendment, the Committee and County staff will evaluate whether the proposed amendment meets the vision and goals of this Plan, and whether it meets State requirements to maintain this Plan as a certified farmland preservation plan. This may require contact with DATCP staff during this step or later steps of the process.
2. The County Board adopts a resolution outlining the procedures that will be undertaken to ensure public participation during the Plan amendment process, per Section 66.1001(4)a, Wis. Stats. This may be completed on a one-time basis to cover all potential Plan amendments between the time this Plan was initially adopted and the time it must be updated under Wis. Stats. (see "Update" guidance below).
3. The County Planning and Zoning Committee prepares or directs the preparation of the specific text or map amendment to the Farmland Preservation Plan. If such amendment affects a particular town, the Committee intends to share the requested language or map change with that town during this step.

Chapter 4: Implementation

4. The County Planning and Zoning Committee holds one or more public meetings on the proposed Comprehensive Plan amendment. Following the public meeting(s), the Planning and Zoning Committee makes a recommendation by resolution to the County Board by majority vote of the entire Committee, per Section 66.1001(4)b, Wis. Stats.
5. County staff sends a copy of the recommended Plan amendment to all adjacent and surrounding government jurisdictions and the County as required under Section 66.1001(4)b, Wis. Stats., as well as to DATCP staff for informal review. Nonmetallic mine operators, any person who has registered a marketable nonmetallic mineral deposit with the local government, and any other property owner or leaseholder who has requested notification in writing must be informed through this notice procedure. These governments and individuals should have at least 30 days to review and comment on the recommended Plan amendment before County adoption.
6. County staff directs the publishing of a Class 1 notice associated with the proposed Plan amendment, with such notice published at least 30 days before a County Board public hearing and containing information required under Section 66.1001(4)d, Wis. Stats.
7. The County Board holds the formal public hearing on an ordinance that would incorporate the proposed Plan amendment into the County's Farmland Preservation Plan (and, by extension, its comprehensive plan).
8. Following the public hearing, the County Board approves (or denies) the ordinance adopting the proposed Plan amendment. Adoption must be by a majority vote of all members. The County Board may require changes from the Planning and Zoning Committee recommended version of the proposed Plan amendment.
9. County staff forward materials required under Section 91.20, Wis. Stats. to DATCP to enable certification of the Plan amendment. These materials include a copy of the adopted ordinance and Plan amendment; summaries of key changes from the previously-certified Plan, the process used to amend the Plan, and the relationship of the Plan amendment to the County's comprehensive plan; and a statement certifying that the Plan amendment complies with Section 91.18.
10. Following DATCP certification, County staff send a copy of the adopted ordinance and Plan amendment to all adjacent and surrounding government jurisdictions, nonmetallic mine operators, any person who has registered a marketable nonmetallic mineral deposit with the local government, and any other property owner or leaseholder who has requested notification in writing as required under Sections 66.1001(4)b and c, Wis. Stats.

Plan Update

The State's comprehensive planning law (Section 66.1001) requires that the County's comprehensive plan be updated at least once every 10 years, but does not provide specific guidance of what an update shall entail. Further, the State's farmland preservation law (Ch. 91) specifies that DATCP may certify a farmland preservation plan for a period that does not exceed 10 years.

Given these two State requirements, it is the County's intent to update the Plan by 2021, at the latest. As opposed to a Plan amendment, this update would constitute a substantial re-write of this Plan document and maps. Like the 2011 Plan, this re-write need not significantly affect the vision, goals, and policy direction of its predecessor, if decision makers consider the prior directions sound.



Chapter 4: Implementation



APPENDIX A: PUBLIC PARTICIPATION RESULTS

Kick Off Meeting

The County held a kick off meeting on March 29, 2010 with the Planning and Zoning Commission, County Board members, and County staff. The consultants reviewed the purposes of the project including meeting the requirements of the new Working Lands Initiative, exploring the degree to which current farmland preservation planning and zoning policies should be adjusted, and acknowledging and integrating other farmland preservation efforts that have taken place since the adoption of the 1999 Plan. The group confirmed the County wants to stay in the State program, have a certified farmland preservation zoning district, and keep all 16 towns under County zoning if possible.

The group discussed the consultants' preliminary assessment of the Working Lands Initiative's effect on Jefferson County's current farmland preservation program. The Planning and Zoning Commission also recommended the public participation plan and resolution to the County Board for adoption and discussed the composition of the project's steering committee.

Steering Committee Meetings

Having used a steering committee in the development of the 1999 Plan, the County decided to reconvene a special committee for this new process. The role of the Steering Committee was to provide and interpret public input, help the consultant team and County staff frame information to get meaningful input, and advise on Plan direction. The Steering Committee met four times during the planning process.

June 3, 2010 Meeting

The consultants presented the Steering Committee with an overall planning process and timeline and described the project purpose and goals. The consultants also discussed the County's current farmland preservation program and the impact of the State's new Working Lands Initiative. The group discussed key policy refinement options (e.g. continue to use rezonings to allow new housing or change to a conditional use permit approach) that would be presented to the public.

September 2, 2010 Meeting

The consultants presented the common themes and general impressions from the Town Quadrant meetings that the County hosted in July. The Committee discussed the concerns brought up by the public and some of the challenges associated with the Program Scenarios including nutrient management plans, mapping 15 year growth areas, nonconforming designation for farm consolidation residences, and loss of town authority for conditional use permits versus rezoning.

March 9, 2011 Meeting

The consultants presented the key policy changes the Draft Plan and the results of the Towns Association meeting and public open house that the County hosted in February. The Committee received public comments and discussed the Draft Plan.



April 7, 2011 Meeting

The Committee continued its review of the Draft Plan and discussed key policy areas including farming in environmental areas, 15 Year Growth Areas, and farm consolidations. The consultant presented the draft zoning ordinance amendments. The Committee unanimously recommended the draft Plan and ordinance to the Planning and Zoning Committee for adoption by the County Board.

Town Quadrant Meetings and Focus Group Meetings

Between July 20 and July 29, 2010 the County hosted four Town Quadrant Meetings and three smaller focus group meetings. More than 125 people attended these meetings and provided input on four different scenarios for refinements to the County's farmland preservation program. Some common themes and general impressions from those meetings are summarized below.

- Interest in maintaining the current program to the extent possible while continuing to participate in State program.
- The majority of comments and discussion were related to Program Scenarios B (use rezoning as main approach for limited housing, but update program to meet state's Working Lands law) and C (use conditional use permits as main approach for limited housing, as allowed by state's Working Lands law).
- There was considerable discussion and concern about the need to rezone lands that are planned for development within 15 years, including city, village, and property owner involvement in designating these areas.
- There was concern that the costs of the tax credit eligibility requirements (i.e., conservation plan and nutrient management plan preparation, implementation, and updates) might outweigh the benefits (i.e. tax credit/return).
- Program Scenario D (adopt the state's model conditional use permit approach under the Working Lands law with minimal adjustments) should be discarded because changes were perceived to be too significant and conflict with the County's farmland preservation efforts to date.
- There was concern about the change in farm consolidations under Program Scenarios B and C which would make the farm house a non-conforming use in the A-1 district OR require rezoning to A-3 and payment of the conversion fee.
- Varying opinions on the amount, use, and effectiveness of the conversion fee; some thought it is too burdensome while others thought it was not high enough.
- Varying opinions about the role and purpose of preserving open space as it relates to farmland preservation; some felt the two objectives were complementary while others thought they can be conflicting.
- Include provisions in County Plan that allow stricter provisions in Town Plans to prevail.
- Consider other farmland preservation approaches such as transfer of development rights and clustering new houses with neighboring farms.

Interaction with the Jefferson County Towns Association

On February 22, the County hosted a meeting for the Jefferson County Towns Association to present and obtain feedback on the draft Plan. Ten of the County's 16 Towns were represented. County staff also presented the draft zoning ordinance amendments at a meeting on April 26.

Draft Plan Open House

On February 22, the County hosted a public open house to present and obtain feedback on the draft Plan. There were approximately 30 attendees at these two meetings. While we received few completed written comment forms, there was considerable discussion during these meetings. Comments from those meetings are summarized below.

- Some concern about the loss of tax credit eligibility for properties in mapped 15 Year Growth Areas; discussion about whether individual property owners could petition to be removed.
- Comment that A-3 lots should not be permitted to be further subdivided (policy 3 on page 29).
- Comment that agricultural support businesses are important to farmers and support for such uses in Agricultural Preservation Areas should be clear. (Mark suggested listing this under the "Economics" factor in Figure A: Jefferson County Farmland Preservation Model.)
- Comments to move forward with the new agricultural transition zoning district, to pursue amendments that would allow the N Natural Resources district to become a certified farmland preservation zoning district, and to keep the A-2 Agricultural and Rural Business district "as is" if a range of ag-related businesses were also allowed in the A-1 district. (Mark commented that the interest in having the N district certified would be significantly diminished if the State removed the conversion fee for rezonings away from A-1.)
- Suggestion to remove campgrounds as a conditional use the A-2 zoning district due to concerns about sewer and water usage and traffic.
- Question about whether single legal parcels or ownership parcels can have multiple land use designations on the farmland preservation map. (Jessica noted that DATCP prefers that parcels have a single designation.)
- One participant indicated that the Town of Oakland has abandoned the idea of the Oakland Center hamlet. (Will need to be confirmed; if so, farmland preservation map for Oakland will change.)
- Suggested changes to 15 Year Growth Area/Agricultural Preservation Area boundaries in Ixonia and Watertown were offered by representatives from those towns.

Public Hearing

To be completed.



Appendix A: Public Participation Results



APPENDIX B: EXISTING CONDITIONS AND TRENDS

This Appendix contains relevant details about the existing conditions and trends in Jefferson County, including population, demographic and housing trends, and agricultural changes. This document also includes background information pertaining to municipal expansion, natural resources, utilities and community facilities, transportation, and economic development in Jefferson County. This Appendix is intended to help to provide an understanding of the trends currently influence development and preservation in Jefferson County as well as how they may affect the County in the future. It also meets requirements of Ch. 91, Wis. Stats.

Population and Demographic Trends

Population Trends

Figure B-1 compares Jefferson County's population trends from 1970 to 2010 with abutting counties and the state. As indicated below, Jefferson County has experienced steady population growth since 1970; nearly 7 percent greater than statewide population growth. When compared to adjacent counties, Jefferson County is growing at a comparable rate to Dodge and Rock Counties. Dane and Waukesha Counties on the other hand experienced much higher growth rates during this period, largely related to the Madison and Milwaukee metropolitan areas. Walworth County also saw a relatively high growth rate during this period, possibly a result of its proximity to both Milwaukee and the greater Chicago region.

Figure B-1: County and State Historic Populations

	1970	1980	1990	2000	2010 (Estimate)	Population Change 1970-2010
Jefferson County	60,060	64,058	67,783	74,021	81,362	35.5%
Dane County	290,272	323,545	367,085	426,526	474,839	63.6%
Dodge County	69,004	75,064	76,559	85,897	89,962	30.4%
Rock County	131,970	139,420	139,510	152,307	160,826	21.9%
Walworth County	63,444	71,507	75,000	93,759	102,022	60.8%
Waukesha County	231,335	280,203	304,715	360,767	383,864	65.9%
State of Wisconsin	4,417,821	4,705,642	4,891,769	5,363,675	5,695,950	28.9%

Source: U.S. Census Bureau; Wisconsin Department of Administration, Final Population Estimates (January 1, 2010)

Figure B-2 compares the populations of Jefferson County townships from 1970 to 2010. Most townships experienced population increases over the past 40 years. The Towns of Sullivan and Concord, both located along the Waukesha County border, experienced the greatest population increases during this period—both nearly doubling their populations. Alternatively, the Towns of

Milford, Sumner, Cold Spring, and Jefferson experienced population decline during this period, with the Town of Jefferson seeing the greatest decrease by just over 30 percent.

Figure B-2: Town Historic Populations

	1970	1980	1990	2000	2010 (Estimate)	Population Change 1970-2010
Town of Aztalan	1,306	1,752	1,476	1,447	1,430	9.5%
Town of Cold Spring	1,018	684	683	766	790	-22.4%
Town of Concord	1,130	1,805	1,884	2,023	2,143	89.6%
Town of Farmington	1,391	1,528	1,404	1,498	1,544	11.0%
Town of Hebron	973	1,104	975	1,135	1,173	20.6%
Town of Ixonia	2,324	2,905	2,789	2,902	3,651	57.1%
Town of Jefferson	3,082	2,891	2,687	2,265	2,134	-30.8%
Town of Koshkonong	2,671	2,979	2,984	3,395	3,610	35.2%
Town of Lake Mills	1,472	1,515	1,584	1,936	2,052	39.4%
Town of Milford	1,129	1,066	1,007	1,055	1,078	-4.5%
Town of Oakland	1,984	2,240	2,526	3,135	3,357	69.2%
Town of Palmyra	875	1,069	1,176	1,145	1,220	39.4%
Town of Sullivan	1,159	1,646	1,924	2,124	2,275	96.3%
Town of Sumner	954	973	822	904	894	-6.3%
Town of Waterloo	685	811	694	832	975	42.3%
Town of Watertown	1,671	1,921	1,840	1,876	1,969	17.8%

Source: U.S. Census Bureau; Wisconsin Department of Administration, Final Population Estimates (January 1, 2010)

Demographic Trends

Figure B-3 compares 2009 age and gender distribution data for Jefferson County to neighboring counties and Wisconsin. Age distribution is an important factor when considering the future demands for housing, schools, park, and recreational facilities and the provision of social services. Jefferson County’s median age of 38.6 is comparable to most neighboring counties. Dane and Waukesha Counties are the exception with younger (33.7) and older (42.2) populations.



Figure B-3: Age and Gender Distribution

	Median Age	Under 18 (%)	65 and over (%)	Female (%)
Jefferson County	38.6	23.2%	13.1%	49.4%
Dane County	33.7	20.8%	9.8%	50.5%
Dodge County	40.5	21.5%	14.0%	47.6%
Rock County	38.2	24.4%	13.8%	50.4%
Walworth County	38.5	22.4%	13.2%	48.8%
Waukesha County	42.2	23.5%	14.4%	50.6%
Wisconsin	38.4	23.1%	13.4%	50.3%

Source: American Community Survey (2009 1-year estimates)

As indicated by Figure B-4, educational attainment levels have generally been on the rise since 2000. Jefferson County’s high school graduation rate was at 89.5 percent in the 2009 American Community Survey, which is comparable to Dodge, Rock, and Walworth Counties. Dane and Waukesha Counties saw slightly higher rates, in the 94-95 percent range. Similarly, the percentage of residents with bachelor’s degrees or higher in Dane and Waukesha County was markedly higher than comparison counties, indicative of multiple institutions of higher education in those counties and their proximity to metro areas.

Figure B-4: Educational Attainment

	High School Graduates or higher		Bachelor’s Degree or Higher	
	2000	2009	2000	2009
Jefferson County	84.7%	89.5%	17.4%	24.1%
Dane County	92.2%	94.6%	40.6%	44.9%
Dodge County	82.3%	86.6%	13.2%	14.6%
Rock County	83.9%	87.5%	16.7%	18.8%
Walworth County	84.2%	90.8%	21.8%	27.9%
Waukesha County	92.0%	94.9%	34.1%	38.5%
State of Wisconsin	85.1%	89.9%	22.4%	25.7%

Source: US Census (2000), American Community Survey (2009 1-year estimates)

Housing Trends

Figure B-5 compares the County’s housing characteristics with surrounding counties and the state. As indicated in Figure B-5, Jefferson County has approximately 34,500 housing units, substantially fewer than neighboring counties. Jefferson County’s owner-occupancy rate is 70.8 percent and the vacancy rate is 11.1 percent. A housing unit is considered owner-occupied if the owner or co-owner lives in the unit, regardless of whether the unit is mortgaged or fully paid for. A housing unit is vacant if no one is living in it at the time when it is counted.



The owner occupancy rate in Jefferson County is comparable to the state and most neighboring counties, with the exception of Dane and Waukesha. Dane County has the lowest reported owner occupancy rate—likely related to a greater portion of rental properties to accommodate a large student population. Waukesha County has the highest owner occupancy rate, consistent with the county’s numerous bedroom communities. Jefferson County’s vacancy rate is among the highest among comparison counties, but comparable to the state. Walworth County is the exception with the highest vacancy rate at 21.4 percent, which is attributable to a high number of vacation homes within that county. In terms of median home value, Jefferson County is middle-of-the-road compared to neighboring counties, with Dane, Walworth, and Waukesha having higher home values and Rock and Dodge counties having slightly more affordable housing.

Figure B-5: Housing Characteristics

	Total Housing Units	Vacant	Owner Occupied	Median Value Owner Occupied	Median Gross Rent
Jefferson County	34,432	11.1%	70.8%	\$188,100	\$732
Dane County	214,382	4.5%	60.1%	\$230,800	\$827
Dodge County	36,949	7.7%	74.1%	\$156,700	\$684
Rock County	68,769	7.9%	73.7%	\$139,000	\$752
Walworth County	51,168	21.4%	68.0%	\$207,400	\$749
Waukesha County	157,412	3.9%	77.4%	\$266,600	\$832
Wisconsin	2,584,342	12.1%	69.0%	\$170,800	\$708

Source: American Community Survey (2009 1-year estimates)

Agricultural Resources

Once covered with a mix of broadleaf forest and oak savanna, Jefferson County’s landscape is now dominated by agriculture—a vital contributor to the social, cultural, and economic fabric of the County. County residents place a high value on agriculture for the open space it provides, economic activity, and the rural character of farming.

Agricultural Soils

The Natural Resources Conservation Service groups soils into eight classes based on their capability to produce common cultivated crops and pasture plants without deteriorating over a long period of time. The County defines prime farmland as Class I and Class II soils, plus Class III soils with Class I or II characteristics. See Appendix C for a list of Class III soils approved by the Planning and Zoning Committee. Based on this definition, prime farmland comprises 79 percent of the County’s unincorporated land area. Map 5 shows these soils.

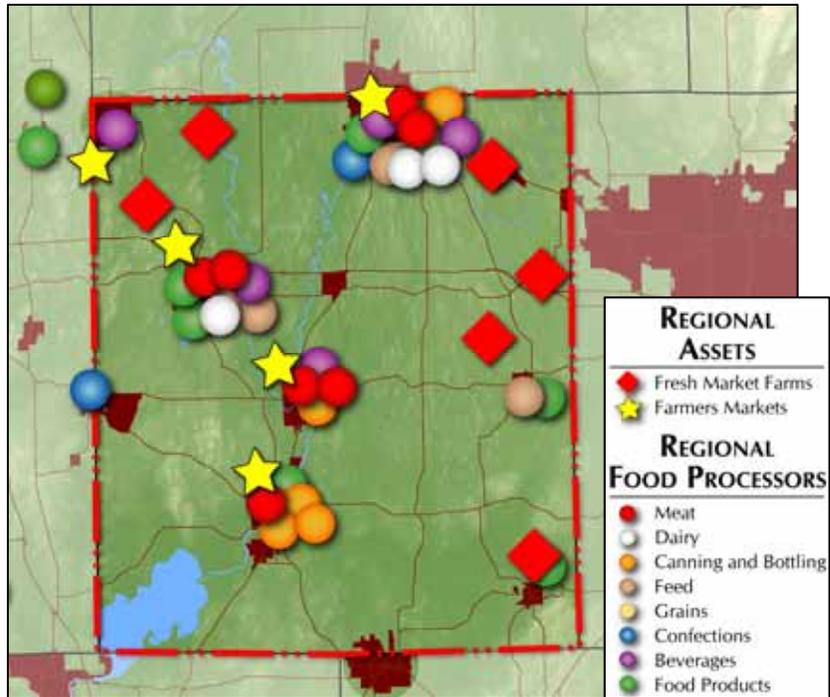


Economic Contribution of Agriculture

Many Jefferson County residents live and work on farms and rely on income generated from farming or associated processing and manufacturing. According to the 2007 Census of Agriculture, there were 1,434 farms in the County (up from 1,421 in 2002) and a total of 244,238 acres of farmland. In 2000, agriculture accounted for \$1.5 billion, or 33 percent, of the County’s economic activity. Agriculture also contributed 21.6 percent of the County’s total tax income and paid \$40.2 million in taxes in Jefferson County, not including taxes to local schools. Agricultural jobs are diverse and include farm owners, on-farm employees, veterinarians, crop and livestock consultants, feed and fuel suppliers, food processors, farm machinery manufacturers and dealers, barn builders, and agricultural lenders. Jefferson County’s communities and workforce are also part of a strong manufacturing sector that is skilled in food processing.

Agricultural Production and Specialties

Dairy is the largest contributor to agricultural in Jefferson County, contributing \$43.1 million to the County’s economy. On-farm production and sale of milk accounts for \$41.4 million of the County’s economic activity, and processing of milk into dairy products contributes an additional \$1.7 million. The County’s other top commodities include grain (\$29.3 million), eggs (\$25.1 million), nursery stock and sod (\$24.7 million), and vegetables (\$6.7 million). Jefferson County also ranks among the state’s top counties in aquaculture, ducks, forages, pheasants, poultry, soybeans, and tobacco. Horticulture, the production of landscape trees and plants, is a rapidly growing segment in Jefferson County’s agricultural economy—adding to the diversity of agriculture in the County. In 2000, horticulture generated \$10.9 million in economic activity and provided 222 full time jobs. The Jefferson County Wisconsin Economic Vision & Positioning Framework Initiative anticipates that in the future Jefferson County will have an enterprise mix of agricultural production and supply facilities as it currently exists consisting of commercial agriculture complemented by niche agriculture. The County also anticipates stronger partnering for different commercial agricultural segments (i.e. dairy/crop/grain) and energy production/manure processing technology.



Agricultural Storage and Processing

Jefferson County has a number of storage facilities located throughout the County that support local farms.

- FS Cooperative (Jefferson, Ixonia and Palmyra)
- United Cooperative (Watertown and Johnson Creek)

- Vita Plus (Lake Mills)
- Daybreak Foods (Lake Mills)
- Cooperative Plus Inc. (Whitewater)
- Vasby's (Cambridge)
- Coldspring Egg (Palmyra)

These facilities should be sufficient to meet future demand. In fact, some farmers are choosing to build their own storage facilities, not due to shortage of facilities or inconvenience of storage locations, but to reduce drying costs.

Jefferson County has a number of supply and processing companies that support and add value to the agricultural products. The graphic on this page provides the types and locations of the largest processors. Figure B-6 depicts the dairy processing plants and large meat processing operations in the County. In addition, there are several regional canning and bottling companies in the County as well as the Frontier FS Cooperative. The County is also home to Hoard's Dairyman, the dairy industry's leading dairy publication. The Jefferson County Wisconsin Economic Vision & Positioning Framework Initiative anticipates that in the future Jefferson County will continue to be home to a variety of agricultural processing operations.

Figure B-6: Jefferson County Dairy and Meat Processors and Cooperatives

Name	Location
Crystal Farms Packaging	Lake Mills
Jim's Cheese Pantry, Inc.	Waterloo
Kent's Ice Cream, Inc.	Fort Atkinson
Kraemer Wisconsin Cheese, LTD	Watertown
McCain Foods USA, Inc.	Fort Atkinson
Mullens Dairy	Watertown
Pernats' premium meats	Johnson Creek
Rivers Edge Farm Market	Jefferson
Rushing Waters	Palmyra
Schroedl Market	Jefferson
Brad's Deer Processing	Watertown
Frontier FS Cooperative	Jefferson

Sources: Wisconsin Department of Agriculture, Trade & Consumer Protection 2010-2011 Wisconsin Dairy Plant Directory, and 2010-2011 Wisconsin Meat Establishment Directory

Agricultural Supply and Distribution

Jefferson County farms are served by a network of local agricultural support businesses, such as implement dealers, feed and seed operations, and agricultural product processors, which provide



Appendix B: Existing Conditions and Trends

necessary services, materials, and access to markets for the County's farmers. As such, the maintenance and expansion of these businesses are critical to the economics of farmland preservation in Jefferson County. The County will continue to support agricultural support businesses in appropriate locations that are close to the farms they serve. The Jefferson County Wisconsin Economic Vision & Positioning Framework Initiative anticipates that in the future Jefferson County will be home to a variety of established and new agricultural supply and distribution operations. In addition, there will also be local leadership in identifying and establishing local food markets, local business collaborations, and a local Jefferson County brand/identity.

Agricultural Trends

The type and combination of crops harvested in Jefferson County has changed somewhat since the early 1990s. As indicated in Figure B-7, the number of acres devoted to wheat for grain production increased by 24 percent since 2002. The total number of acres devoted to corn for grain increased by 20 percent during this time period. Alternatively, acreage devoted to oats for grain decreased by about 35 percent since 2002.



Figure B-7: Jefferson County Changes in Crops Harvested

	1992	1997	2002	2007	% Change 1992- 2007	% Change 2002- 2007
Total cropland (acres)	189,251	199,635	194,368	190,189	0.5%	-2.2%
Harvested cropland (acres)	158,618	176,700	172,669	172,000	8.4%	-0.4%
Corn for grain (acres)	70,107	71,015	70,564	84,650	20.7%	20.0%
Wheat for grain (acres)	1,285	5,280	4,182	5,185	303.5%	24.0%
Oats for grain (acres)	5,424	3,049	1,949	1,272	-76.5%	-34.7%

Source: USDA Agricultural Census

As indicated earlier, the number of farms in Jefferson County is slowly growing, up 12 percent since 1992. The amount of farmland in the County is also growing, up 5 percent since 1992. Figure B-8 suggests a growing trend toward smaller farms throughout the County—the average farm has dropped from 195 acres in 1997, down to 174 acres in 2002, and down to 170 acres in 2007.

Figure B-8: Farmland Trends

	1992	1997	2002	2007	% Change 1992-2007	% Change 2002-2007
Total Farms	1,280	1,240	1,421	1,434	12%	1%
Farmland (acres)	232,591	242,301	247,914	244,238	5%	-1%
Average Farm Size (acres)	182	195	174	170	-7%	-2%

Source: USDA Agricultural Census



Figure B-9 compares the changes in size of Jefferson County farms from 1992 to 2007. As depicted in Figure B-9, the size of farms in Jefferson County has changed markedly since the early nineties, with farms generally getting either bigger or smaller. The number of small farms (e.g. between 1 and 49 acres) more than doubled during this period, reflecting the growth in small fruit and vegetable producers and in “hobby farms.” On the other end of the spectrum, the number of farms over 1,000 acres also grew and the number of farms between 500-999 acres remained stable.

Figure B-9: Changes in Size of Farm

	1992	1997	2002	2007	% Change 1987-2007	% Change 2002-2007
1-9 acres	79	70	91	105	33%	15%
10-49 acres	225	250	436	463	106%	6%
50-179 acres	549	522	545	507	-8%	-7%
180-499 acres	352	311	248	269	-24%	8%
500-999 acres	55	58	52	53	-4%	2%
1,000+ acres	20	29	39	37	85%	-5%

Source: USDA Agricultural Census

Figure B-10 depicts changes in the market value of farm products sold in Jefferson County and the amount of government subsidies paid to farmers in the County from 1992 to 2007. The market value of farm products sold in Jefferson County increased by 51 percent from 2002 to 2007 and has nearly doubled since 1992. Government payments to farmers increased by 4 percent from 2002-2007, whereas the average payment per farm decreased by 22 percent during this period.

Figure B-10: Changes in Market Value and Government Payments

	1992	1997	2002	2007	% Change 1992- 2007	% Change 2002- 2007
Market value of farm products sold	\$106,270,000	\$131,266,000	\$138,719,000	\$209,294,000	97%	51%
Average per farm	\$83,023	\$105,860	\$97,621	\$145,951	76%	50%
Government Payments	\$2,543,000	\$3,478,000	\$3,951,000	\$4,095,000	61%	4%
Average per farm	\$2,397	\$2,649	\$5,045	\$3,949	65%	-22%

Source: USDA Agricultural Census



Figure B-11 depicts the total number of agricultural land sales in Jefferson County compared to neighboring counties and the state, including the number of sales and acres converted to non-agricultural uses. As indicated in Figure B-11, a total of 171 acres of farmland in Jefferson County were converted to non-agricultural uses in 2007 and another 43 acres were converted in 2008. There were no agricultural conversions in Jefferson County in 2009.

Figure B-11: Agricultural Land Sales

	Land Continuing in Agricultural Uses			Land Converted to Other Uses		
	Agricultural Transactions	Acres Sold	Percent of Total Sales	Agricultural Transactions	Acres Sold	Percent of Total Sales
2009						
Jefferson County	7	431	100%	0	0	0%
Dane County	14	1,024	78%	4	142	22%
Dodge County	32	2,130	97%	1	32	3%
Rock County	18	2,462	78%	5	190	22%
Walworth County	13	974	93%	1	74	7%
Waukesha County	2	83	67%	1	38	33%
Wisconsin	650	1,695	87%	101	3,440	13%
2008						
Jefferson County	5	287	71%	2	43	29%
Dane County	12	864	71%	5	286	29%
Dodge County	29	1,892	91%	3	96	9%
Rock County	36	2,685	100%	0	0	0%
Walworth County	17	1,608	85%	3	131	15%
Waukesha County	0	0	0%	2	61	100%
Wisconsin	945	62,932	87%	147	5,335	13%
2007						
Jefferson County	11	775	82%	4	171	18%
Dane County	16	1,174	79%	7	318	21%
Dodge County	25	1,641	84%	3	307	16%
Rock County	22	1,741	85%	4	306	15%
Walworth County	12	898	69%	4	411	31%
Waukesha County	2	118	30%	6	277	70%
Wisconsin	882	52,642	85%	243	9,316	15%

Source: National Agricultural Statistics Service



Land Use Issues Related to Agriculture

The public participation process of the Jefferson County Farmland Preservation Report identified the following land use issues related to preserving farmland and promoting agricultural development:

- Development pressure from the two largest metropolitan areas in the State—Madison and Milwaukee—including both urban and rural development.
- Conflicts between rural residents and farmers regarding the various smells and noises which are part of normal farming operations.
- Loss of farmland to conservation and recreation purposes.

The Jefferson County Wisconsin Economic Vision & Positioning Framework Initiative includes vision statements related to agriculture. In the future Jefferson County will have:

- 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.

Municipal Expansion

Expansion of municipal boundaries in Jefferson County is related to comprehensive plans, population increases, and urban service area boundaries—the land within an urban area that is most logical for future development based on the municipality’s ability to provide urban services and the locations of environmentally sensitive areas. As populations grow, annexations have generally occurred in areas within an urban service area or areas planned for future urban service area expansion. Most municipal expansions over the past 10 to 20 years have been in logical locations and in reasonable forms, with some notable exceptions. Annexation activity has slowed precipitously in the past few years in response to a slowing rural economy.

Through its 1999 Agricultural Preservation and Land Use Plan, Jefferson adopted policies to encourage the majority of new development within the County to be targeted for urban service areas. In addition, the County has historically encouraged higher density residential development in areas where public utilities will be available and non-agricultural businesses and industries to locate in areas where public utilities will be available. Jefferson County also intends to work with incorporated municipalities and adjoining towns to preserve sufficient area around existing cities and villages to allow reasonable municipal growth, balancing such growth with farmland preservation, natural resource protection, and the desires of town governments and residents. Municipal expansion in accordance with a city/town or village/town intergovernmental boundary agreement is usually the best way to achieve such balance.

Natural Resources

Jefferson County’s topography was formed over 10,000 years ago during the most recent period of glacial activity. Today, the County is covered with expansive tracts of farmland as well as many



forests, fens, bogs, meadows, and prairies. The County's rich natural resource base includes abundant environmental corridors, numerous lakes, wetlands, and two major rivers—the Rock and Crawfish.

Water Resources

Water resources are abundant in Jefferson County, with 24 named lakes covering 14,137 acres and 10 unnamed lakes covering approximately 33 acres. Lake Koshkonong, the County's largest lake, is located southwest of Fort Atkinson in the southwest corner of Jefferson County. Rock Lake, the deepest lake in the County, is located next to Lake Mills in the northwestern portion of the County. In addition, 38 rivers and streams traverse through the County covering approximately 2,800 acres. These natural resources greatly contribute to the quality of life in the County.

1 Percent Annual Chance Flood (100-year flood)

Flood areas, depicted on Map 3, are areas subject to inundation by the 1 percent annual chance flood (100-year flood). There is a one percent chance that this event will happen in any given year.

Wetlands

Jefferson County has over 55,000 acres of wetlands, shown on Map 3, about 15 percent of the County's total land area. Wetlands serve important functions in maintaining the County's water quality, as well as assisting with groundwater recharge, flood storage, and providing plant and wildlife habitat. Wetlands are generally located along lakeshores, stream banks, and large, poorly drained areas. While wetlands are scattered throughout Jefferson County, large wetland complexes are concentrated in the Towns of Cold Spring, Hebron, Jefferson, Koshkonong, Lake Mills, Palmyra, Sullivan, and Waterloo.

Upland Woods

As depicted on Map 3, upland woods greater than 10 acres are scattered throughout the County and account for approximately 6 percent of the County's land coverage.

Steep Slopes

As depicted on Map 3, slopes greater than 20 percent are scattered throughout the County, generally in areas of upland woods, and account for approximately 1 percent of the County's land coverage.

Parks and Other Public Lands

Jefferson County owns and maintains 18 County Parks that total 553 acres and one trail corridor, the Glacial River Trail, which extends for 6.1 miles from Fort Atkinson southwest to the Rock County line. Through its comprehensive land use planning and parks planning processes, Jefferson County has identified numerous goals and detailed policies related to parks planning and environmental preservation. The County adopted its most recent Parks, Recreation, and Open Space Plan in 2005.

The State owns approximately 3,995 acres of parkland, recreational lands, open space, and conservancy lands in Jefferson County, at Kettle Moraine State Forest and Aztalan State Park. The State also operates the Lake Mills State Fish Hatchery, Sandhill Station State Campground, as well as the Glacial Drumlin State Trail. State Wildlife Areas in Jefferson County include Rome Pond Wildlife Area, Prince's Point Wildlife Area, Jefferson Marsh Hunting Grounds, Arkin Marsh

Hunting Grounds, Lake Mills Wildlife Area, and the Waterloo Wildlife Area. State Natural Areas located in the County include Waterloo Fen and Springs, Bean Lake, Red Cedar Lake, Clifford F. Messinger Dry Prairie and Savannah Preserve, and Blue Spring Oak Opening. Snapper Prairie, owned by the Nature Conservancy, and Faville Prairie, owned by the University of Wisconsin, are also located in Jefferson County.

Glacial Heritage Area

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 (GHA). 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. See Chapter 2 for detailed recommendations for the GHA.

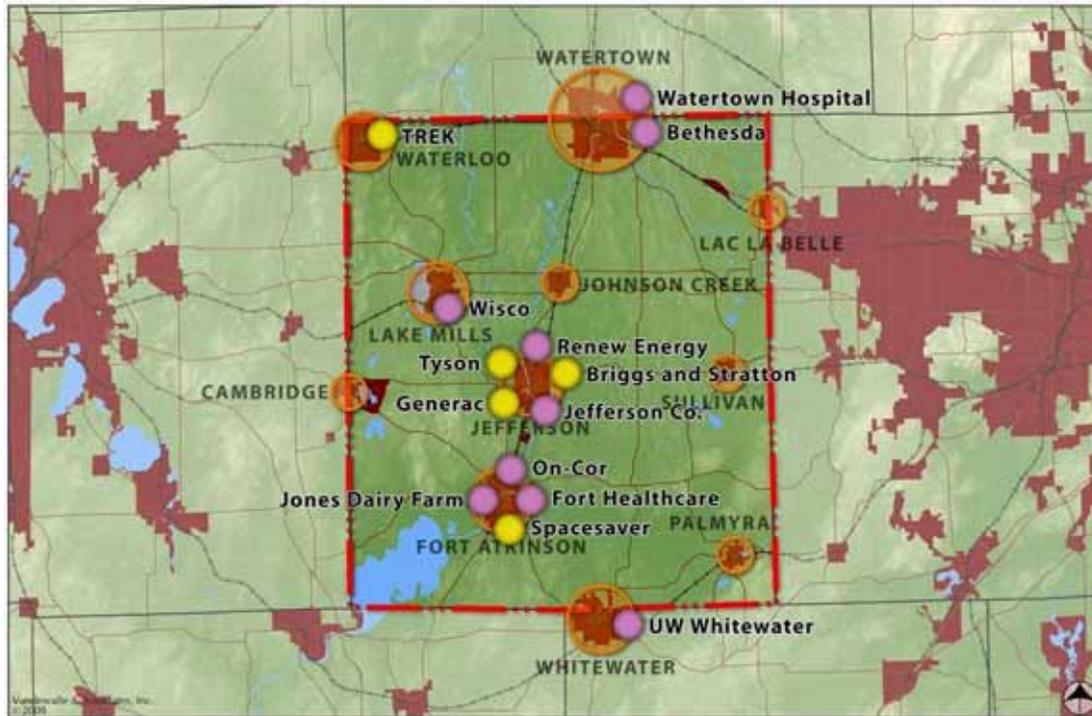
Economic Development

Jefferson County's economy is primarily based in industry and agricultural, but also a unique mix of niche economic sectors. Lead industries in Jefferson County include metal manufacturing and machines, bicycles, electrical equipment, small engines, printing, plastics, furniture, and food production (eggs, poultry, meats, dairy, and vegetables). 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 23 percent of all jobs. The County is home to major corporations with household names like Briggs & Stratton, Trek, Tyson, Generac and Spacesaver. The County's largest employers include Fort Healthcare, Inc., Trek, Wal-Mart, and Bethesda Lutheran Communities, Inc. The service industry, led by high quality and growing health care operations, represents another significant employment sector. The County, school districts, and local governments also employ a number of County residents.

The Jefferson County Comprehensive Plan Update (with Economic Development Emphasis) was adopted by the County Board on September 8, 2010. This document includes development of an economic vision and catalytic strategies for Jefferson County and its communities

Figure B-12: Major Corporations



The emerging bioenergy industry is a strength in Jefferson County and the 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 Renewable Fuels, north of the City of Jefferson, 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.

The Jefferson County Economic Development Consortium (JCEDC) serves as the lead economic development organization in the County. In 2009, JCEDC partnered with the County to prepare The Jefferson County Economic Vision and Framework Initiative, which outlines key economic focus areas for Jefferson County, strategies to assist the County and its communities realize a strong and competitive economy. In 2010, JCEDC built upon this document and assisted the County in updating its comprehensive plan to emphasize economic development. The updated comprehensive plan focuses on the County's place-based assets and location advantages, emerging economic opportunities, an economic framework, and a detailed economic vision for the future of Jefferson County and its communities.

JCEDC's other programs and activities include improving the competitiveness and profitability of existing businesses, encouraging formation of new businesses and expansion of existing business in the County, encouraging businesses and industries to locate in the County, enhancing economic development activities in local communities, and fostering the development of physical infrastructure to support future economic development. In addition, JCEDC focuses on maintaining the desired quality of life of each community through managed growth and improving opportunities for agribusiness.

Utilities, Community Facilities, and Services

Community Facilities

Jefferson County's government offices operate out of several buildings in the City of Jefferson, most are located in the County's Courthouse building on Main Street.

Telecommunications and Utilities

Telephone services are provided to the County by national service providers. Electric and gas power are provided by WE Energies and Alliant Energy. High voltage electric transmission lines are provided by the American Transmission Company.

Public Safety

The Jefferson County Sheriff's Department serves as the primary law enforcement in the County. Jefferson County is served by 13 fire districts, eleven of which are volunteer fire departments.

Water Supply

The majority of Jefferson County's unincorporated towns obtain their water supply from private wells. The incorporated cities and villages are served by municipal water systems as well as municipal wastewater treatment facilities. Sources of groundwater in the County include the sand and gravel aquifer, Galena-Platteville aquifer, and the sandstone aquifer which underlies the entire County.

University of Wisconsin-Extension and Wisconsin Department of Natural Resources partnered on a project entitled "Simulation of Ground-Water/Surface-Water System in the Rock River Basin." The computer program GFLOW was used to develop a model of the Rock River Basin. The combined simulation of groundwater and surface water systems and their interaction provides the framework necessary to understand and simulate the hydrologic system. Such information on simulated flows between surface-water features and the groundwater system are critical for understanding the fate and transport of contaminants within the Rock River Basin. Results of this model will also be used by the Department of Natural Resources on a special project to prioritize Rock River Basin wetlands for restoration, rehabilitation and protection where understanding ground-surface water interaction is critical.

Wastewater

The majority of Jefferson County's unincorporated towns handle the treatment of domestic and commercial wastewater through the use of individual private on-site wastewater treatment systems (septic systems), which generally discharge the wastewater to underground drainage fields. There are currently six types of on-site treatment system designs authorized for use today: conventional (underground), mound, pressure distribution, at-grade, holding tank, and sand filter systems. The

County Zoning and Planning Department regulates the placement of on-site wastewater treatment systems throughout Jefferson County, under the Private Sewage System Ordinance.

The Wisconsin Department of Commerce (COMM) regulates the siting, design, installation, and inspection of most private on-site sewage treatment systems in the State. In 2000, the State adopted a revised private sewage system code called COMM 83. This revised code allows conventional on-site systems and alternative systems, such as those that employ biological or chemical treatment. In some cases, alternative waste treatment systems can be used in areas where conventional systems are not feasible due to unsuitable soil conditions.

Waste Management

One landfill serves Jefferson County—the Superior Environmental Services landfill, located in the Town of Koshkonong. Superior Environmental Services has been in operation approximately 17 years and there is plan for future expansion. This facility is licensed by the Wisconsin Department of Natural Resources.

In addition to municipal waste collection and recycling services, the following companies provide sanitation services to Jefferson County: Valley Sanitation, John’s Pick-Up Service, and Superior Environmental Services.

The Jefferson County Solid Waste & Air Quality Collection Program “Clean Sweep” accepts hazardous waste and electronics from households, small businesses, churches, schools, emergency services, and Jefferson County facilities for a small fee. There is also a permanent drop off site for unwanted or expired pharmaceutical drugs at the Jefferson County Sheriff’s Office jail lobby.

Transportation

Jefferson County sits between the Madison and the Milwaukee metro areas. Jefferson County is well connected to Chicago, Milwaukee, and Madison via a strong transportation network. Interstate 94, running east-west through Jefferson County, is an important regional highway in southern Wisconsin, providing a direct route from the Milwaukee metro area to Madison and south to Chicago. The other key regional highways include Highway 26, the County’s north-south backbone connector, and Highway 12, Highway 18, and Highway 16. Each of these highways connects one or more of the incorporated municipalities in Jefferson County to the Interstate highway system and provides access to nearby metropolitan areas. 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.

The railroad system in Jefferson County has been significantly reduced over the past several decades as highway transportation has replaced rail as the primary mode for moving both freight and passengers. Currently the only rail lines in active use in Jefferson County include the Canadian Pacific Railway (serving Watertown and Ixonia), the Union Pacific Railroad (serving Fort Atkinson, Jefferson, Johnson Creek, and Watertown) and the Wisconsin & Southern Railroad Co. (serving Whitewater, Palmyra, and Waterloo). Jefferson County plans to preserve all existing rail service connections, if economically feasible. Where rail service has been discontinued or abandoned, Jefferson County plans to preserve the rail corridors in public ownership under the Rails-to-Trails Program or other comparable programs in accordance with the Jefferson County Bikeway/Pedestrianway Plan. This policy retains the option for further expansion of either freight or passenger rail services and will provide interim recreation and bicycle/pedestrian transportation enhancement.



APPENDIX C: CLASS III SOILS WITH CLASS I AND II CHARACTERISTICS

MAP UNIT SYMBOL	COUNT	TOTAL ACREAGE	CLASS	SLOPE	NAME AND SLOPE
SbA	89	1421.2	1-P	0-2	ST. CHARLES SILT LOAM, MODERATELY WELL-DRAINED, 0 TO 2 PERCENT SLOPES
TuA	71	646.2	1-P	0-2	TUSCOLA SILT LOAM, 0 TO 2 PERCENT SLOPES
AzA	483	7325.4	2-P	0-3	AZTALAN FINE SANDY LOAM, 0 TO 3 PERCENT SLOPES
BaA	147	1597.9	2-P	0-3	BARRY SILT LOAM, 0 TO 3 PERCENT SLOPES
DcA	238	3316.3	2-P	0-3	DEL REY SILT LOAM, 0 TO 3 PERCENT SLOPES
DdB	193	3273.3	2-P	2-6	DODGE SILT LOAM, 2 TO 6 PERCENT SLOPES
Ev	86	444.2	2-P	0	ELVERS SILT LOAM
FsA	121	3107.6	2-P	0-2	FOX SILT LOAM, 0 TO 2 PERCENT SLOPES
FsB	707	11873.4	2-P	2-6	FOX SILT LOAM, 2 TO 6 PERCENT SLOPES
GsB	90	821.5	2-P	2-6	GRAYS SILT LOAM, 2 TO 6 PERCENT SLOPES
GtB	55	1160.1	2-P	2-6	GRELLTON FINE SANDY LOAM, 2 TO 6 PERCENT SLOPES
GwB	25	623.3	2-P	2-6	GRISWOLD SANDY LOAM, 2 TO 6 PERCENT SLOPES
HeB	275	2297.0	2-P	1-6	HEBRON LOAM, 1 TO 6 PERCENT SLOPES
JuB	218	991.3	2-P	1-6	JUNEAU SILT LOAM, 1 TO 6 PERCENT SLOPES
KdA	430	5741.8	2-P	0-3	KIBBIE FINE SANDY LOAM, 0 TO 3 PERCENT SLOPES
KeB	168	5927.5	2-P	2-6	KIDDER SANDY LOAM, 2 TO 6 PERCENT SLOPES
KfB	717	11435.1	2-P	2-6	KIDDER LOAM, 2 TO 6 PERCENT SLOPES
KgB	359	3166.5	2-P	2-6	KIDDER LOAM, MODERATELY WELL-DRAINED, 2 TO 6 PERCENT SLOPES
LaB	705	13600.1	2-P	2-6	LAMARTINE SILT LOAM, 2 TO 6 PERCENT SLOPES
MgA	113	2470.2	2-P	0-2	MARTINTON SILT LOAM, 0 TO 2 PERCENT SLOPES
MgB	142	2104.8	2-P	2-6	MARTINTON SILT LOAM, 2 TO 6 PERCENT SLOPES
MmA	667	8671.2	2-P	0-3	MATHERTON SILT LOAM, 0 TO 3 PERCENT SLOPES
MnA	221	3816.6	2-P	0-3	MATHERTON SILT LOAM, CLAYEY SUBSTRATUM, 0 TO 3 PERCENT SLOPES
MoB	296	4157.5	2-P	2-6	MAYVILLE SILT LOAM, 2 TO 6 PERCENT SLOPES
MpB	319	6218.2	2-P	2-6	MCHENRY SILT LOAM, 2 TO 6 PERCENT SLOPES



Appendix C: Class III Soils WITH CLASS I AND II CHARACTERISTICS

MAP UNIT SYMBOL	COUNT	TOTAL ACREAGE	CLASS	SLOPE	NAME AND SLOPE
Mr	254	11228.9	2-P	0	MILFORD SILTY CLAY LOAM
Ot	105	1803.0	2-P	0	OTTER SILT LOAM
Pa	509	13556.6	2-P	0	PALMS MUCK
RaA	303	1740.9	2-P	0-3	RADFORD SILT LOAM, 0 TO 3 PERCENT SLOPES
RnB	10	533.0	2-P	2-6	RINGWOOD SILT LOAM, 2 TO 6 PERCENT SLOPES
RtB	191	2036.2	2-P	2-6	ROTAMER LOAM, 2 TO 6 PERCENT SLOPES
SbB	235	3661.6	2-P	2-6	ST. CHARLES SILT LOAM, MODERATELY WELL-DRAINED, 2 TO 6 PERCENT SLOPES
SfB	134	2396.5	2-P	2-6	ST. CHARLES SILT LOAM, MODERATELY WELL-DRAINED, GRAVELLY SUBSTRATUM, 2 TO 6 PERCENT SLOPES
ShB	43	341.1	2-P	2-6	SALTER LOAMY SAND, 2 TO 6 PERCENT SLOPES
SkB	229	2064.6	2-P	2-6	SAYLESVILLE SILT LOAM, 2 TO 6 PERCENT SLOPES
Sm	435	8356.4	2-P	0	SEBEWA SILT LOAM
Sn	325	6372.0	2-P	0	SEBEWA SILT LOAM, CLAYEY SUBSTRATUM
SoB	153	1629.3	2-P	1-6	SISSON FINE SANDY LOAM, 1 TO 6 PERCENT SLOPES
ThB	353	7406.0	2-P	2-6	THERESA SILT LOAM, 2 TO 6 PERCENT SLOPES
TuB	234	2255.4	2-P	2-6	TUSCOLA SILT LOAM, 2 TO 6 PERCENT SLOPES
VrB	221	3398.6	2-P	2-6	VIRGIL SILT LOAM, 2 TO 6 PERCENT SLOPES
VvA	132	1552.6	2-P	0-3	VIRGIL SILT LOAM, GRAVELLY SUBSTRATUM, 0 TO 3 PERCENT SLOPES
WvA	172	4254.8	2-P	0-2	WAUCONDA SILT LOAM, 0 TO 2 PERCENT SLOPES
WvB	168	3041.3	2-P	2-6	WAUCONDA SILT LOAM, 2 TO 6 PERCENT SLOPES
WxB	65	2169.4	2-P	2-6	WHALAN LOAM, 2 TO 6 PERCENT SLOPES
WyA	24	291.3	2-P	0-3	WHALAN VARIANT SILT LOAM, 0 TO 3 PERCENT SLOPES
YaA	230	4934.9	2-P	0-3	YAHARA FINE SANDY LOAM, 0 TO 3 PERCENT SLOPES
BpB	370	5475.5	3-P	1-6	BOYER SANDY LOAM, 1 TO 6 PERCENT SLOPES
FoC2	478	4493.6	3-P	6-12	FOX LOAM, 6 TO 12 PERCENT SLOPES, ERODED
Gd	96	1611.6	3-P	0	GILFORD SANDY LOAM
GwC2	37	331.2	3-P	6-12	GRISWOLD SANDY LOAM, 6 TO 12 PERCENT SLOPES, ERODED
Ht	345	29385.7	3-P	0	HOUGHTON MUCK



Appendix C: Class III Soils WITH CLASS I AND II CHARACTERISTICS

MAP UNIT SYMBOL	COUNT	TOTAL ACREAGE	CLASS	SLOPE	NAME AND SLOPE
Kb	471	14976.3	3-P	0	KEOWNS SILT LOAM
KfC2	917	15476.3	3-P	6-12	KIDDER LOAM, 6 TO 12 PERCENT SLOPES, ERODED
MpC2	283	5476.0	3-P	6-12	MCHENRY SILT LOAM, 6 TO 12 PERCENT SLOPES, ERODED
SIC2	74	453.9	3-P	6-12	SAYLESVILLE SILTY CLAY LOAM, 6 TO 12 PERCENT SLOPES, ERODED
SoC2	92	619.5	3-P	6-12	SISSON FINE SANDY LOAM, 6 TO 12 PERCENT SLOPES, ERODED
ThC2	259	3066.9	3-P	6-12	THERESA SILT LOAM, 6 TO 12 PERCENT SLOPES, ERODED
Wa	427	19331.6	3-P	0	WACOUSTA SILTY CLAY LOAM
WmA	298	3695.6	3-P	0-3	WASEPI SANDY LOAM, 0 TO 3 PERCENT SLOPES
	TOTAL	295626.3			

Appendix C: Class III Soils WITH CLASS I AND II CHARACTERISTICS



APPENDIX D: DEVELOPMENT DESIGN GUIDELINES

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

This Appendix represents suggested guidelines for future use and refinement by the County Planning and Zoning Committee and local communities within Jefferson County.

Regulatory Approaches to Site Plan Review and Design

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

Recommended County-Level Site Plan Review

At the County level, Jefferson County will consider amending the zoning and land division ordinances to include site plan review as part of the zoning and land division approval process. Under such a system, applicants for land divisions would be required to submit site plans showing locations of existing buildings and drives; new principal and accessory buildings; proposed driveways, parking lots, and access points to public streets; and on-site waste treatment (septic) systems.

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

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

Optional Town Site Plan Review

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

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



Implementation through Information and Education Programs

One of the most effective ways to achieve higher quality is through informing and educating both the general public and the building construction and real estate industry on the principles of good site planning and architectural design.

Examples of Information and Education Programs that Jefferson County may support include:

- General Planning and Design Workshops and Training Programs
- Specialized Workshops and Short-Courses for Rural Home Buyers and Builders
- Site Planning and Design Training Programs through the Vocational and Technical Schools
- Brochures and Pamphlets on Principles of Site Planning and Design, such as Steve Grabow's "Principles of Community Placemaking and Making Places Special: A Professional Guide."
- Plan Commissioner Workshops and Training Programs

Site Planning and Development Design Principles

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

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

Agricultural Preservation Area Design Guidelines

Rural Residential Development Guidelines

1. Where feasible, locate structures in rural areas on the edges of tillable fields, either along an existing fence line or on non tillable land where the disruption of farming practices will be minimized.
2. Locate driveways along existing fence lines or other non tillable lands.
3. Locate structures to minimize visibility from public rights-of-way. Where structures cannot be located either within woods or at the edge of woods, preserve or plant a buffer screening area between the structure and the public road right-of-way.
4. Avoid construction of new structures on the crest of ridges or hilltops where they will be visible from a broad area. A preferred location for hillside homes is on the upper portion of a ridge, but below the crest, where the homeowner can achieve a view, but the hilltop will remain in natural vegetation.
5. Cluster nonfarm residences on non tillable lands if available in such a manner that prime farmlands and environmentally-sensitive portions of the site are preserved.
6. Minimize the number of separate individual driveway entrances onto County or State highways. Where homes are clustered, allow individual homes access from a shared driveway or a new local service road.
7. Garages and other accessory buildings should be located so that they will either be behind or adjacent to the principal structure and should be designed and constructed of similar

materials, colors, and architectural character as the principal structure. Avoid placing garages or accessory buildings on the street side of the principal residence.

8. Minimize the amount of land taken out of agricultural production.
9. Site homes in such a manner to minimize the potential for incompatibilities with pre-existing uses on both (a) the remainder of the parcel from which the development is proposed and (b) adjoining parcels. These include uses such as agriculture and other business operations. New homes may be required to be set back a minimum distance from such uses, or from particular components of such uses, such as animal confinement or loading areas.
10. Encourage the use of rustic fences, such as split rail, or traditional board fences that are found on farmsteads in Jefferson County to define lawn areas and along town roads. Discourage the use of metal cyclone fences or other security fences, except in commercial settings where security is essential.
11. Discourage architectural styles and materials that would contrast sharply or clash with neighboring residences or other structures.
12. Encourage the use of colors that are either neutral or blend with the surrounding environment.

Rural Commercial, Industrial, and Agribusiness Development Guidelines

1. Require on-premises signage to be incorporated into the overall architectural character of the building. All outside signage should be reviewed at the time that the site plan is reviewed and approved.
2. Require all commercial parking areas to be buffered with either landscaped berms or peripheral planting strips consisting of either existing or new screening plants. New parking lots should be required to provide at least one canopy tree for each 12 stalls of parking.
3. Require at least a 15-foot setback and buffer area between commercial parking areas and public road rights-of-way.
4. Screen from view of public right-of-way and neighboring properties all stored equipment, construction materials, salvage materials, or other materials or supplies permanently stored outside. The standard screening fence should be a board-on-board fence at least 6 feet in height. Other fencing or screening materials may be considered where the fencing design, color, and material would blend with the surrounding environment.
5. Direct and screen all outdoor lighting so that the lights will not affect neighboring properties. No more than one foot-candle of light should be allowed to escape from commercial sites to adjoining residentially-zoned properties.

Rural Communication and Utility Facilities Guidelines

1. Require developers of utility and communication facilities to consider co-location as a means of reducing or limiting the total number of communication and utility sites in rural Jefferson County.
2. All new communication towers should be designed and constructed to accommodate other future co-located communication facilities on the same tower.

Appendix D: Development Design Guidelines

3. Where feasible, communication facilities should be attached to existing structures, such as farm silos or grain elevators, where construction of a new tower structure will not be required.
4. Communication towers, utility transmission or distribution lines, and utility facilities should be located in a manner that minimizes the impact on current and potential future farming practices. All facilities and access drives should minimize the loss of tillable agricultural land.

Rural Hamlet Design Guidelines

1. Development within designated Rural Hamlets areas should be designed to foster a cohesive and compact settlement pattern surrounding an identifiable commercial core.
2. Require general adherence to any approved neighborhood plan and the applicable town comprehensive plan.
3. Entire ownership parcels within or adjacent to a designated Rural Hamlet should be master planned to show the interrelationship of individual lots to the remainder of the parcel.
4. Clustered development with access from local roads, other than County or State trunk highways, is preferable to individual lots accessed directly from major roads.
5. Natural vegetation along the edges of all wetlands, creeks, and streams should be preserved.
6. Ensure that soil conditions are suitable for private on-site waste treatment systems, based on soil tests as required by COMM 85.
7. Safe and efficient pedestrian and bicycle access within designated Rural Hamlets should be provided as part of new developments.
8. The architectural design, materials, and colors of new development should be compatible with the existing architectural character of the settlement.
9. New residential development should provide at least one front yard canopy tree per 50 feet of public street frontage.
10. Minimize the number of curb cuts or driveway entrances; where feasible, adjoining commercial uses should have shared driveways.
11. Require all commercial parking areas to be buffered with either landscaped berms or peripheral planting strips consisting of either existing or new screening plants. New parking lots should be required to provide at least one canopy tree for each 12 stalls of parking.
12. Screen from view of public rights-of-way and neighboring properties all stored equipment, construction materials, salvage materials, or other materials or supplies permanently stored outside. The standard screening fence should be a board-on-board fence at least 6 feet in height. Other fencing or screening materials may be considered where the fencing design, color, and material will blend with the surrounding environment.
13. Incorporate adequate landscaping, screened storage areas, and modest lighting and signage.

Environmental Corridor Design Guidelines

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



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

2. Do not grade or disturb the natural vegetation on slopes greater than 20 percent.
3. Design all structures within an environmental corridor to blend as much as possible with the natural environment. Encourage the use of native materials, such as stone and wood, and "earth tones" or other colors that would not be highly visible or distract from the natural setting.
4. Maintain as much land as feasible in natural ground cover.

Urban and Limited Service Area Design Guidelines

1. Where sites will not be immediately served by public utilities, all lots and streets should be designed with utility easements so that sewer and water utilities can be extended to the site in the future.
2. Lots larger than one acre should be platted or surveyed in such a manner that they can be redivided into smaller parcels.
3. Encourage the design of new buildings, roads, and other features to foster a cohesive and compact settlement pattern, generally surrounding an identifiable commercial core.
4. Promote shared driveways and new driveway access from local roads over County highways wherever possible. Support the construction of new roads where necessary.
5. Preserve natural vegetation along water bodies, and the preservation of mature trees and existing topography.
6. Require all new development to provide front yard canopy trees along the public street frontage (street trees).
7. Promote the creation of safe and efficient pedestrian and bicycle access, by constructing new, interconnected local streets and wider paved shoulders on County highways.
8. For new buildings, incorporate architectural design that fits the context of the surrounding neighborhood, historic structures (if any), and the overall agricultural character of the town or sanitary district area.
9. Encourage all commercial parking areas to be buffered with either landscaped berms or peripheral planting strips consisting of either existing or new screening plants. New parking lots should be surrounded by landscaping.
10. Screen all stored equipment, construction materials, salvage materials, or other materials or supplies permanently stored outside from public rights-of-way and neighboring properties