

# Town of Concord

## Comprehensive Land Use Plan



Originally Adopted: July 13, 2009

Update Adopted: \_\_\_\_\_, 2022



The Town of Concord Comprehensive Land Use Plan was adopted by unanimous vote of the Concord Town Board at a regular town board meeting on July 13, 2009, to take effect November 1, 2009.

The Plan was fully reviewed and updated in 2022, with Town Board adoption on \_\_\_\_\_. The Plan Commission resolution and Town Board adoption ordinance are provided in Appendix F.

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## Overall Vision Statement

*It is the expressed intent of this Comprehensive Land Use Plan to maintain the agrarian and rural character of the Town of Concord by limiting new, non-agricultural uses.*

*Rural character will be defined by a preservation of the town's natural beauty including woodlands, wetlands, lakes, rivers, streams, agricultural fields, open spaces, traditional farms, and traditional farming activities. Rural character will also be defined by quality-of-life factors such as low traffic volumes, clean air and water, outdoor recreation, and low residential densities.*

This direction is based on resident opinion surveys conducted in 1996, 2003, 2005, 2008 and 2022, and on public visioning sessions conducted in 2006 and 2022. The plan policies adopted in 2009 had the effect of slowing new development as compared to the prior decade, and nearly all participants in the 2022 update reaffirmed the emphasis on agriculture and rural character preservation.

## Chapter 1: Issues and Opportunities Element



The purpose of the Issues and Opportunities Element is to provide background information pertaining to the Town of Concord, to identify issues and/or opportunities specific to the Town, and to propose the overall goals that will serve as a framework for the construction of supporting goals specific to each element of the Concord Comprehensive Plan.

### 1.A. Vision Statements

In Concord's visioning workshops, comprehensive planning meetings, and related surveys, the community input has been consistent and clear that the rural character and quality of life of the Town are of the utmost importance to the majority of the citizens of Concord. Also, the natural beauty of the Town is dependent on many of the same qualities that contribute to its rural character. With development occurring in Ixonia to the north and Sullivan to the south, and with the intense development in the communities of Oconomowoc and Summit to the east and Johnson Creek to the west, maintaining the current quality of life and natural beauty of our township may be a challenge but can be accomplished with careful planning.

The rural nature of the Town does not allow for the provision of all services and facilities that may be noted in the comprehensive plan of a more urbanized area. Nonetheless, all required elements of a comprehensive plan will be addressed, although Concord residents may rely on services provided elsewhere. Whenever possible and appropriate, the Town can work with neighboring communities to meet needs. Acknowledging the difference between planning for growth and reacting to growth, the following goals have been formulated to guide the planning process:

1. Town residents will continue to enjoy the quality of life associated with rural living and the Town's agricultural base. The rural landscape will include few man-made features and no large-scale, urban or suburban developments.
2. The Town will have in place strategies that will preserve, protect, and enhance the natural resources of the Town, including its environmental corridors, woodlands, wetlands, lakes, ponds, rivers, streams, prairies, parks, open spaces, groundwater resources, wildlife



- habitats, and other environmentally sensitive areas.
3. The Town will continue to have a “farm-friendly” atmosphere characterized by agricultural opportunities, safeguarding of agricultural land, and prevention of fragmentation of agricultural lands. Development of any kind that would remove prime agricultural soils from production will be avoided.
  4. Concord’s character and identity will be enhanced by preservation of its cultural historic resources and unique historic rural buildings.
  5. Town residents will continue to have easy and convenient access to I-94 at the CTH F and Willow Glen interchanges.
  6. Housing opportunities in the Town will continue to be scattered rather than in neighborhood plats, allowing for limited growth of households and accommodating a range of income levels.
  7. Housing needs for which solutions are not available, practical, or reasonable within the Town will be met through cooperation with surrounding communities.
  8. The Town will have a transportation system that safely accommodates drivers, bikers, and walkers and considers state, regional, and federal transportation plans.
  9. The Town will have access to transportation resources that accommodate the needs of all Town residents including those with disabilities.
  10. Town residents will have access to suitable utilities and community facilities. The Town will have in place agreements for shared services and consolidated facilities with adjoining governmental bodies when appropriate (e.g., fire protection, emergency services, etc.).
  11. New business development will be characterized by small-scale, locally owned operations that are compatible with the Town’s rural character and agricultural land use or that provide services satisfying a demonstrated local need that cannot be adequately met in the surrounding areas.
  12. The Town will have cooperative, mutually beneficial relationships with local, county, state, and federal units of government (boundary agreements, snow-plowing agreements, etc.).
  13. The foundation of Concord’s Comprehensive Plan will be the 2021 Jefferson County Agricultural Preservation and Land Use Plan and its policies. The provisions in the County plan are emphasized or modified in this plan when necessary to protect the rural character of the Town.
  14. The Town will update this plan through a public process before approving or recommending approval of a proposal inconsistent with the plan.
  15. The Town will implement this plan by using it in local decision-making processes, including the consistent practice of documenting specifically how a land use or land division proposal is or is not consistent with the plan. In some cases the Town may also choose to establish local ordinances to help reinforce and implement policies in this plan.

## 1.B. Issues and Opportunities

The Town of Concord has geographic, demographic, economic, environmental, and other factors that result in the following issues and/or opportunities. For the purpose of this list, there is no meaningful reason to distinguish between an issue and an opportunity. Both issues and opportunities were considered in the development of this comprehensive plan.

1. The approval of a responsible comprehensive plan will control pressure for development and serve to maintain the Town's rural character, natural resources, and quality of life.
2. There is the potential for annexation of town land by neighboring communities. Avenues that the Town may use to address this issue include the use of boundary agreements, conservation easements, and purchase of development rights.
3. The City of Oconomowoc and the Villages of Sullivan and Summit have extraterritorial plat review authority in portions of the Town of Concord (see Map 12, Appendix A).
4. The proximity of Concord to the intense growth areas of Oconomowoc, Summit, and Johnson Creek presents unique challenges to the Town in its efforts to maintain the open space desired by the majority of Town residents and agriculture as the primary land use.
5. While the passage of Interstate 94 through the Town with a four-way interchange at CTH F provides residents with easy access to the large metropolitan areas of Milwaukee and Madison, it also has a significant influence on the Town in terms of traffic volumes and development pressures primarily from the east.
6. The "I-94 Corridor" and the I-94 / CTH F interchange present areas that may attract business development or more concentrated residential development. The overwhelming majority of citizen input prior to and throughout the planning process has been against development of this area or rezoning of this area to accommodate increased residential or business development.
7. The Town of Concord has one rural hamlet area around the intersection of County highways B, E and F. The Town is concerned about pressure for commercial development and wishes to guide any new business development to this area and to establish parameters for such development in the hamlet to maintain its small-town character.
8. The Town does not have any public water or sewage treatment facilities, although a private sanitary sewer system serves Spacious Acres mobile home park. Because the Town plans to remain without public or private sanitary sewer service (with the exception of the Spacious Acres mobile home park) and without a public water supply, all new development must be able to properly provide for a private on-site wastewater treatment system and a private well.
9. The Community Center serves as a focal point for Town business, a polling location, an activity center, and more but still offers potential for additional uses.
10. The Town comprehensive plan must be compatible with the 2021 Jefferson County Agricultural Preservation and Land Use Plan with the understanding that the Town may be more restrictive than the County plan in terms of limiting development. The town will continue limiting the maximum number of lot splits and not allowing non-agricultural business development outside of the Town hamlet except for small home-based businesses.
11. Between 2000 and 2006 there was an average of eight new lot splits per year for building sites, and a total of 36 new homes were permitted in the three-year period of 2005-2007 (12/year). Through a combination of national economic trends (the housing crisis and Great Recession)

and tighter local controls on development as guided by the Town Plan adopted in 2009, a total of just 35 homes were permitted in the 13-year period 2008-2020 (2.7/year), and the population dropped a bit between 2010 and 2020.

12. A continuing concern is the potential impact of lot splits permitted in the A-1 District on land use patterns, traffic flow, and the rural character of the community. The Jefferson County Agricultural Preservation and Land Use Plan allows for several hundred lot splits for land currently zoned A-1.
13. The Town is concerned about the options offered for business development in rural areas through the A-2 District under Jefferson County's zoning ordinance. The County's Farmland Preservation and Land Use Plan adopted in 2021 allows A-2 to be used just about anywhere in the town, and the district has a long list of conditional uses including some with no connection to agriculture. The Town wants to protect rural housing quality and rural character by limiting A-2 zoning.
14. In 2018, a large renewable energy company proposed a 2,500-acre commercial solar energy facility on leased land in the Towns of Concord, Ixonia, Watertown, and Farmington. 484 acres in the Town of Concord are currently leased for potential inclusion in the project. This type of facility would significantly detract from the rural quality of life and rural landscape enjoyed by residents in the target area. In October of 2018, the Town of Concord passed a resolution opposing such a development and establishing minimum desired guidelines for such an installation should it occur. This resolution and its guidelines should be revisited and updated.
15. All planning must acknowledge that an extremely high percentage of the Town's land is designated as an agricultural preservation area or environmental corridor (see Map 7, Appendix A).
16. In Concord, farming is both an economic pursuit and a lifestyle, with many people farming part-time.
17. Planning must consider the need to protect ground and surface water quality and the need for open space to recharge the aquifer (see Map 9, Appendix A).
18. The Town needs to describe and implement effective strategies for handling local land use decisions in collaboration with the County to ensure consistency with the Town plan.
19. The Town must be aware of the need to research cost-effective alternatives for the services it provides and to generate adequate revenue to cover rising costs associated with these services, particularly increased costs of road maintenance and emergency services. Regular resurfacing of Town roads and maintenance options to extend road life and decrease maintenance costs are a primary concern as highway maintenance accounts for a significant percentage of the Town's annual budget. The costs of fire protection and emergency medical services are also increasing and consuming a larger share of the town's limited budget.
20. Town residents have indicated a strong desire for bicycle, pedestrian, and equestrian trails.

### **1.C. Demographic and Background Information**

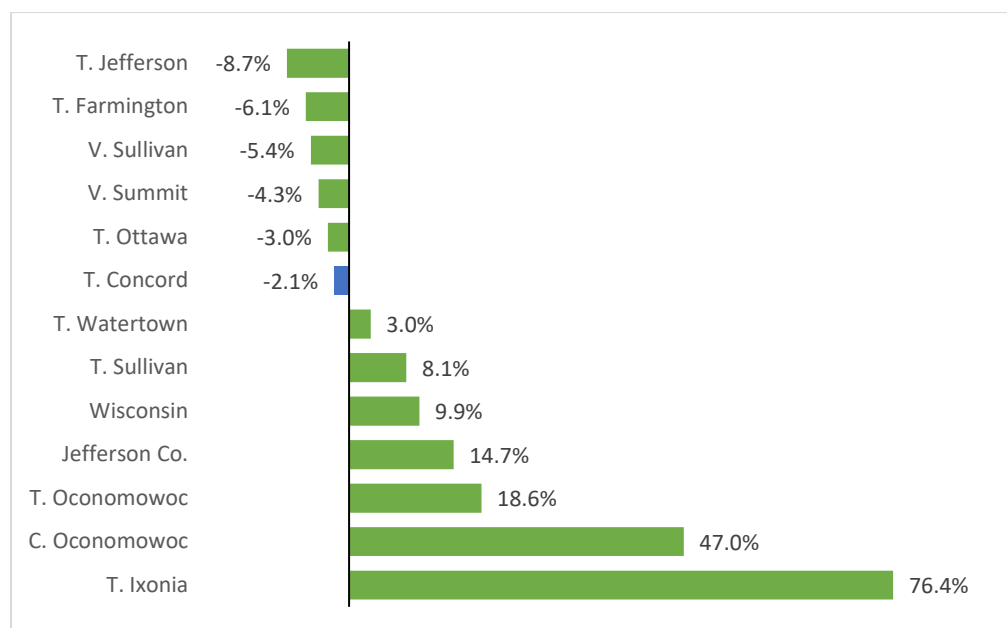
With the exception of population projections, which were created by the Wisconsin Department of Administration, all information contained in this section of the plan was taken directly from the U.S. Census Bureau.

### Recent Population Growth

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

During the period 2000-2020, Concord's population declined 2.1%. Also, during the same time period, most of the neighboring towns in Jefferson County declined while the County grew. The Town of Ixonia grew at a much faster rate than the surrounding communities and the County as a whole. Neighboring municipalities in Waukesha County (Town and City of Oconomowoc) grew at rates much greater than Concord. With the exceptions of the Town of Ixonia, Town of Sullivan and the Town of Watertown, the towns located in Jefferson County lost population, with the Town of Jefferson losing the most population over that time period (8.7%). The adjacent incorporated municipalities—the City of Oconomowoc and the Village of Sullivan—grew and declined respectively from 2000-2022.

Figure 1-1: Recent Population Growth (2000-2020)

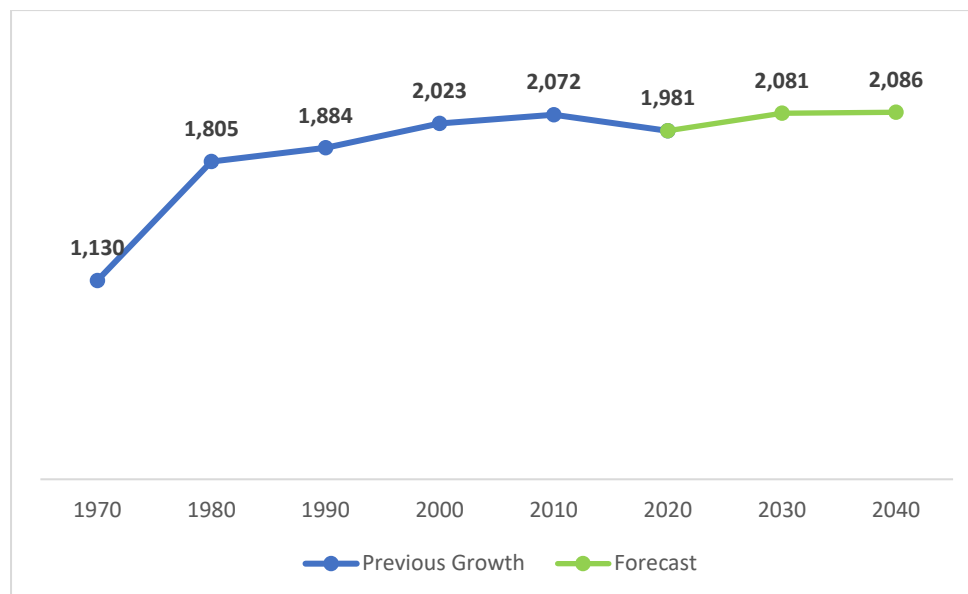


### Projected Population Growth

Figure 1-2 depicts the growth in the Town of Concord's population from 1970 through 2020 based on figures from the U.S. Census Bureau. Figure 1-2 also depicts anticipated population growth in the Town through 2040. This is a modified version of earlier projections by the State of Wisconsin Department of Administration Demographic Services Center, which also projected growth between 2010 and 2020. This projection suggests most growth in the current decade and then static overall population between 2030 and 2040.



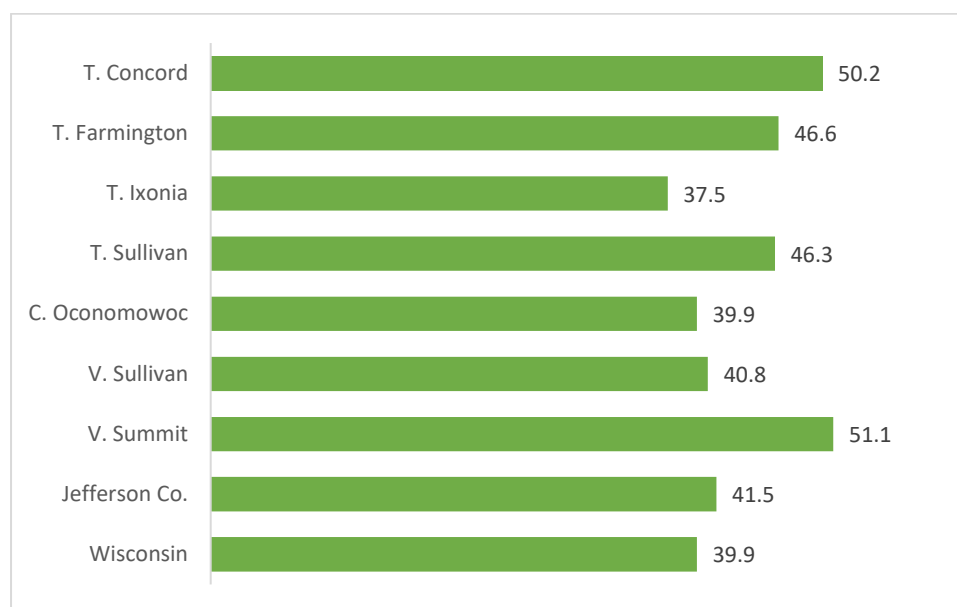
Figure 1-2: Projected Population Growth (2020-2040)



### Median Age

Figure 1-3 depicts the median age of Town of Concord residents in comparison with other communities in the immediate vicinity, Jefferson County as a whole, and the State. It can be seen that the median age of Concord residents is slightly higher than its neighboring communities with the exception of the Village of Summit. The Village of Sullivan has a high proportion of rental units (57% to Concord's 15%), which is the likely explanation for the lower median age observed in that Village (40.8). The median age in the County and State as a whole are also lower; they also have a higher proportion of rental units than the Town and its neighbors.

Figure 1-3: Median Age (2019)



## Age Distribution

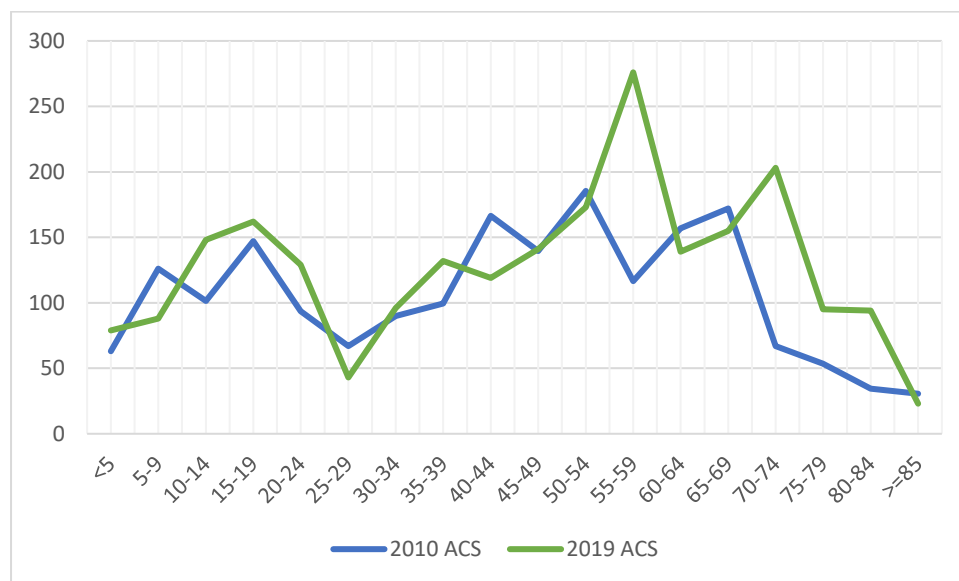
Figure 1-4 depicts the age distribution of Town of Concord residents in the 2019 American Community Survey (ACS) 5-year data (2015-2019) juxtaposed with the age distribution in 2006-2010. The results are rather illustrative.

The figure shows that the Town's population has generally gotten older since 2010. The largest age group, as of the 2019 ACS, are those aged 55-59 which represents 12% of the Town's population. Slightly more than half of the Town's residents were age 50+ in 2019 compared to 43% in 2010.

While the number of school-age children in the Town in 2019 is comparable to 2010 levels, it appears that many of those who were children in 2010 had left the Town by 2019. That is, the "bump" in the 2010 line for those 5–14 years old is now a "dip" in the 2019 line for those 15–24 years old. It is likely that many of these young adults left the Town to pursue educational and employment opportunities – this is typical for any jurisdiction without a post-secondary school. While it is not certain from these numbers alone, it would appear that a larger proportion of Concord's young adults made this choice in 2019 than in 2000, indicating a socio-economic shift toward pursuit of higher education and other opportunities away from home.

Although many of the Town's young adults have moved away, a comparable increase in the number of adults over the age of 50 is observed. There were 159 more residents aged 55-59 in 2019 than there were in 2010. An increase in the number of residents aged 70-74 is also observed, more than would be explained by the aging of the resident population. Since the resident population is included in the tabulation, it is clear that the Town of Concord's population has become older between 2000-2019.

Figure 1-4: Age Distribution (2010 & 2019)

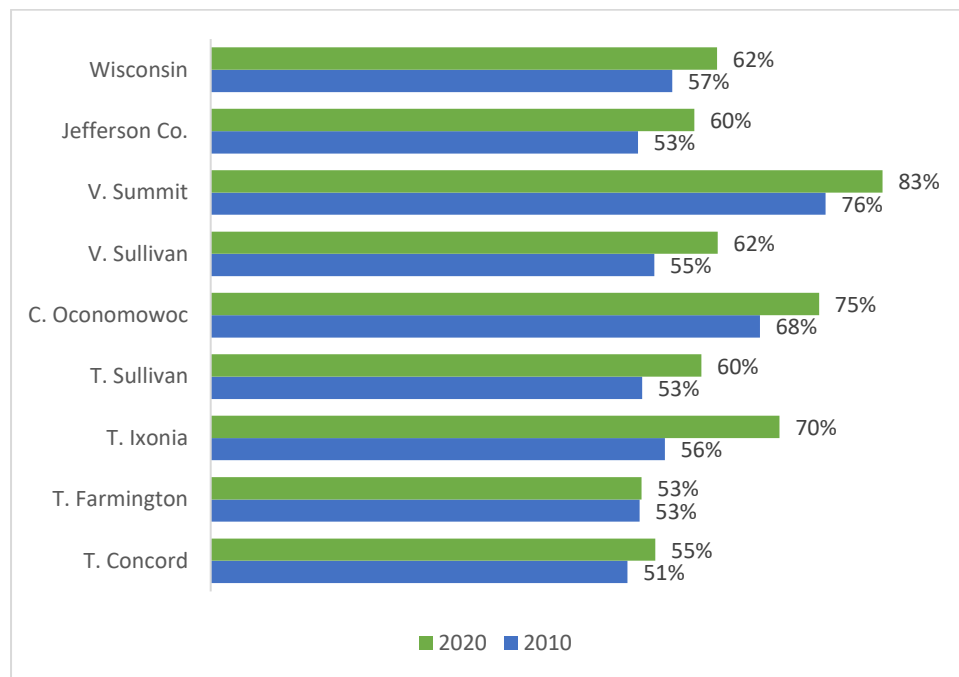


## Educational Attainment

Figure 1-5 serves to reinforce an observation noted in the previous section. Like its neighbors, between 2010 and 2020, Concord experienced nominal growth in the percentage of its residents pursuing higher education. The percentage of Concord's residents with post-high school education is comparable to those in the neighboring communities located in Jefferson County with the exception of the Town of

Ixonia, whereas higher percentages are observed in the Waukesha County communities (City of Oconomowoc and Village of Summit).

Figure 1-5: Post High School Education for Persons Aged 25 and Over



### Household Composition

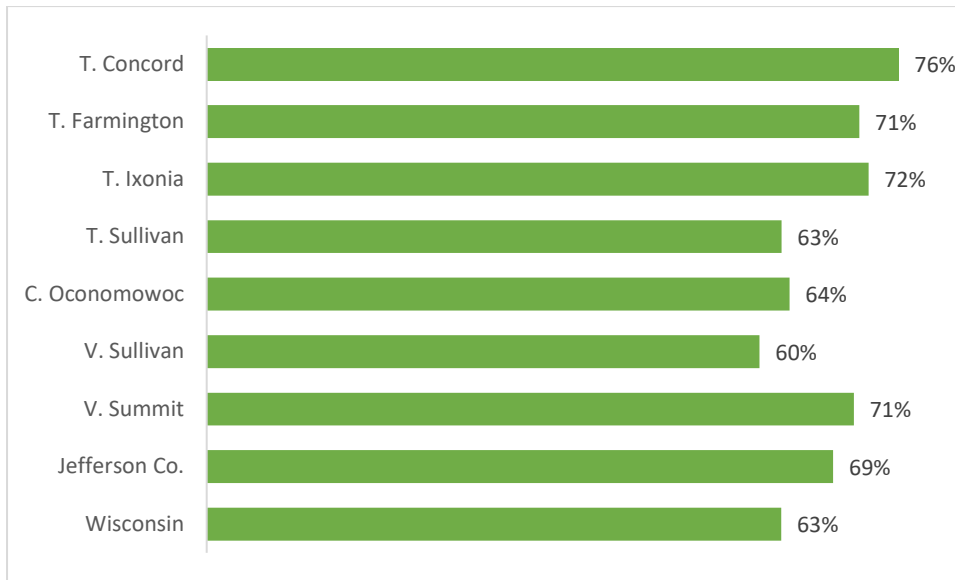
For the purpose of discussing household composition, a few definitions are necessary. A “household” is all of the people who occupy a dwelling unit. A “family” is a group of people related by birth, marriage, or adoption. “Family household” includes families and any other unrelated people in their household but does not include households that are not families, such as individuals living alone or unrelated roommates.

The average household size in the Town of Concord was 2.67 persons (all households) and the average family size 2.88 persons (families only).

Figure 1-6 shows that approximately 76% of Concord’s households were families, a level comparable to that of most neighboring communities. Concord had 811 households, 614 of which were families. Of these families, 521 were comprised of married couples, 145 of which had children under age 18 living with them. In all, there were 173 households with children, 9 of which were headed by female householders without husbands.

With regard to non-family households, 60.4% of non-family households in the Town were comprised of householders living alone. More than half of the households in the Town consisted of residents 60 years of age or older. Forty-six percent (46%) of those individuals were living alone.

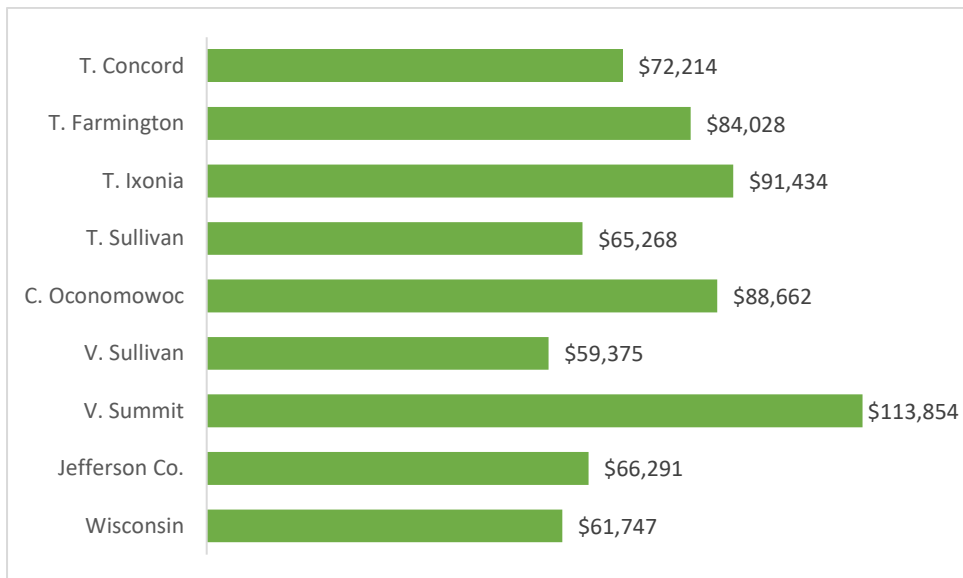
Figure 1-6: Family Households as Percent of Total Households (2020)



### Median Household Income

Figure 1-7 depicts the median household income of Town of Concord residents in comparison with other communities in the immediate vicinity, Jefferson County as a whole, and the State.

Figure 1-7: Median Household Income (2019)





### Occupation of Town Residents

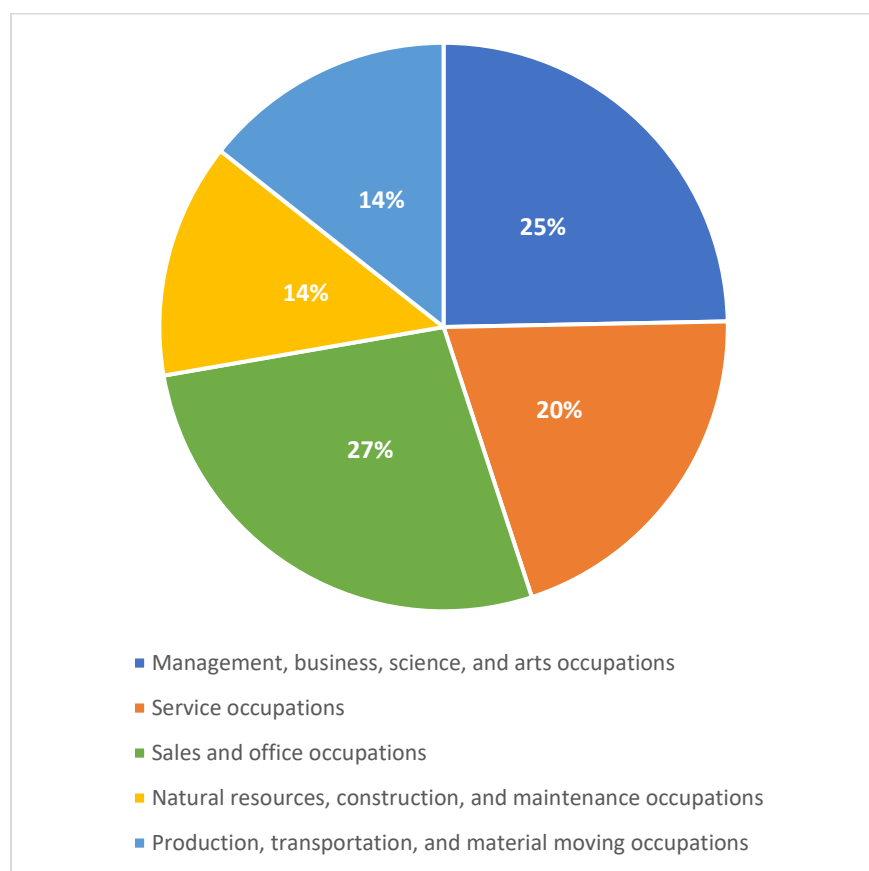
Figure 1-8 depicts the percentage of Town residents by occupation as reported on the 2019 ACS. The majority of Concord's residents perform one of the following three types of work:

- Management, professional, and related (25%)
- Sales and office occupations (27%)
- Service occupations (20%)

Most other Concord residents do these types of work:

- Production, transportation and material moving (14%)
- Natural resources, construction and maintenance (14%)

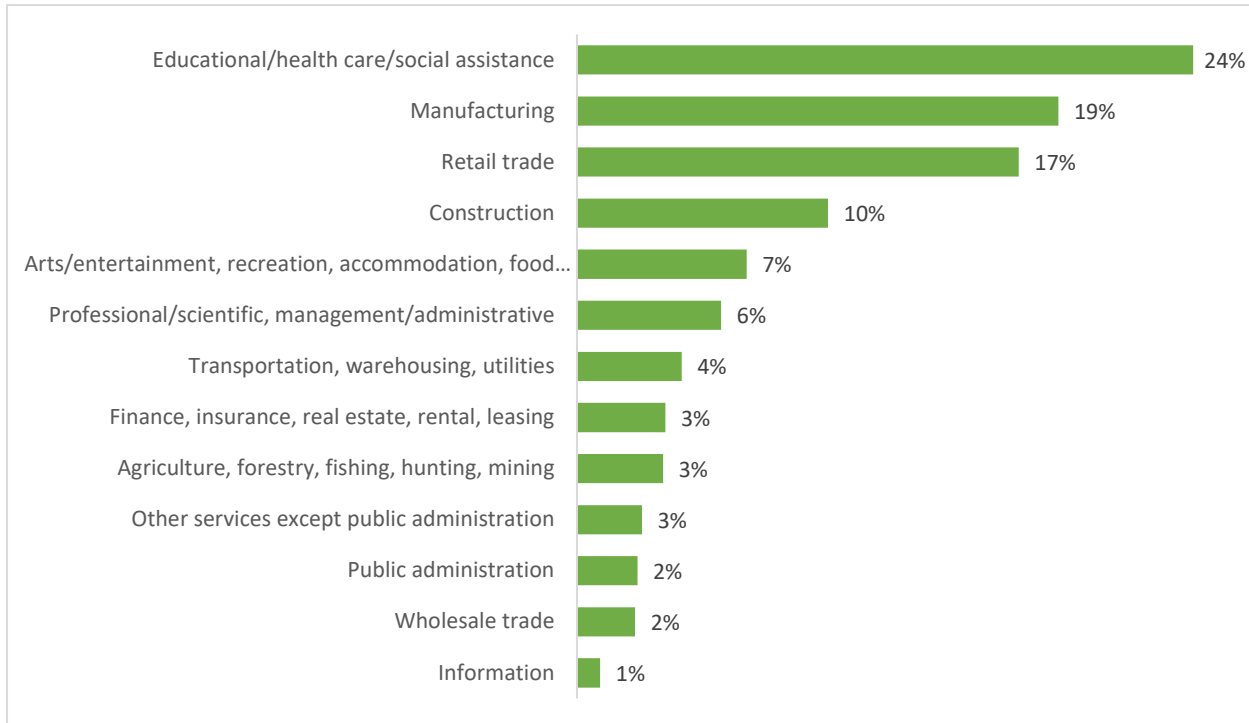
Figure 1-8: Occupation of Town Residents



### Industry of Town Residents

Figure 1-9 demonstrates that Town residents are employed in a diverse range of industries. The largest number of Concord residents work in educational/health care and social assistance (24%), with the next two industry sectors employing nearly equal numbers: manufacturing (19%); and retail trade (17%). Ten percent of Concord's residents work in construction, and 3% in agriculture, forestry, fishing, hunting, and mining. As shown in the figure, the remainder of Concord's residents are employed in a broad range of industry sectors.

Figure 1-9: Industry of Town Residents (2019)



## Chapter 2: Housing Element



### 2.A. Vision Statements

1. The Town of Concord will retain a quiet, rural atmosphere.
2. The Town will consist mainly of agricultural lands and productive farmland with limited residential development.
3. Our rural community will continue to be characterized by low housing and population densities.
4. The rural character of the Town will be defined by the continued presence of older houses and structures so important to the rural atmosphere and cultural heritage of the Town.
5. Town taxes and expenditures will remain reasonable and affordable.

### 2.B. Strategies

1. The Town will limit the creation of new housing units and new road infrastructure in order to maintain rural character, limit population growth, and limit demand for more public services and expenses that could raise property taxes.
2. The Town of Concord will support Jefferson County's current zoning ordinance in the ways that it serves to limit development on productive farmland and outside urban service areas. The Town may choose to adopt ordinances addressing specific impacts of development not addressed by the County plans and zoning.
3. The Town of Concord will maintain procedures that are more restrictive than Jefferson County

in agricultural preservation areas in order to accomplish the goals of preserving the rural character of the Town and preserving agricultural land. More specifically, the Town will permit no more than 2 lot splits for new single-family residences on non-prime farmland (even though the County allows 3) and will follow the County's policy on prime farmland (2 splits from parcels greater than 50 acres, and 1 split from parcels 50 acres or less).

4. The Town will prohibit the construction or expansion of small-lot and attached-unit housing formats that require public sanitary sewer or private shared septic systems (sometimes known as "community septic systems").
5. The Town of Concord will continue its reliance on nearby municipalities to supplement the range of housing opportunities available to local residents, including higher-density formats that require public sewer and water service.
6. The Town will encourage the preservation of the Town's older houses and structures, in consideration of the role these structures play as part of the character, heritage and affordability of the Town of Concord.
7. The Town will limit new residential housing development to sites that have access to existing road infrastructure so as to limit the creation of new roadways.
8. The Town will not support the creation of additional rural subdivisions beyond those areas already designated as rural subdivisions in this plan (see Chapter 10).
9. The Town will continue to rely upon state and federal programs to meet the needs of residents struggling to afford their housing, including the costs of critical maintenance. As feasible the Town will help to promote the availability of such programs.

## **2.C. Issues**

1. Subdivisions and other higher-density housing clusters are not consistent with the vision statements for the Town as they are contrary to the rural nature of the community and would bring higher traffic levels to Town roads. Higher population density and traffic levels are characteristics of more urban areas and would also put more wear and tear on the Town roads. This would translate into higher road maintenance costs—a large component of the Town's current expenses—which is also contrary to the Town's goal of maintaining a reasonable tax rate for Town expenses.
2. The Town of Concord has evaluated the number of new lots that could be created under Jefferson County's current zoning and has concluded that there is a more than adequate supply of lots to maintain the desired growth rate. To ensure the rural vision desired by most Concord residents while also accommodating some continued household growth, the maximum number of lot splits should be restricted to a total of two new residential lots from 1977 parent parcels.
3. One of the Town's objectives is to preserve our housing stock, especially the heritage buildings that represent the history of our Town. The Town of Concord will consider policies and programs in the future that will support the maintenance and rehabilitation of the Town's housing stock. As a rural town, we believe that county, state, and federal programs currently do an adequate job of helping residents maintain and rehabilitate the housing within our Town and that it is beyond the scope of our Town's government to financially support this process at this time.



## 2.D. Background Information

### Age and Characteristics of Housing Stock

The Town of Concord is a rural community with very high rates of owner-occupancy and few vacant dwelling units (Table 2-1). Single-family (detached) homes are the dominant housing type in the Town of Concord (86%), with mobile homes comprising a subset of the housing stock (13%). Duplexes and single-family (attached) residences make up the balance of the dwelling units.

In Concord, owner-occupied housing differs somewhat in character from rental housing (Figure 2-1).

- Approximately 85% of the owner-occupied housing units are single-family detached houses. The great majority of the other owner-occupied housing units, approximately 15%, are mobile homes.
- Approximately 94% of the rental housing units are single-family detached houses (Figure 2-1). A few rental units are located in duplexes with the rest being single-family attached units and mobile homes.
- It should also be noted that the rental housing in the Town of Concord is much older, on average, than the owner-occupied housing. The median year of construction for rental housing is 1939 versus a median year of construction for owner-occupied housing of 1976 (Figure 2-3).

In the Town of Concord there is no multifamily housing, either rented or in condominium ownership. There are also no assisted living complexes for senior citizens or for physically disabled or mentally disabled residents. There may be some small-scale facilities operating as community-based assisted living facilities indistinguishable from other homes. There are multifamily housing opportunities and assisted living facilities in nearby and adjacent communities such as Oconomowoc, Watertown, Johnson Creek, and Jefferson.

The rate of new housing construction in the Town of Concord has varied over time. Approximately one-quarter of the houses in the Town of Concord were built before 1939 (Figure 2-2). Over the next three decades few housing units were built in Concord, only about 10 percent of the current housing stock. The 1960s and 1970s saw a large increase in the housing stock with the creation of Spacious Acres, the mobile home park, in the late 1960s and with the creation of subdivisions throughout the Town in the 1970s. The farmland preservation legislation implemented by Jefferson County in the early 1980s limited the creation of subdivisions in the Town of Concord and slowed new housing construction. The pace of housing construction in the Town of Concord has been somewhat higher in recent years as people from the Milwaukee and Madison metropolitan areas have sought a more rural atmosphere for their residences.

Figure 2-4 through Figure 2-6 include information detailing other characteristics of Concord's housing stock such as number of rooms, number of bedrooms, and primary heating fuel.

### Housing Value and Affordability

Housing in the Town of Concord is affordable to a wide range of income levels. According to the 2020 U.S. Census American Community Survey 5-Year Estimates ("2020 ACS"), 78% of households in the Town of Concord who own their homes meet the HUD affordability standards. For owner-occupied housing this is achieved when the cost of housing does not exceed 30 percent of household income (Figure 2-7).

Table 2-2, taken from the 2020 ACS, details the mortgage status of selected owner-occupied housing units in the Town of Concord. Of those households represented, 56% have a mortgage, 44% do not

have a mortgage, and 15% have a second mortgage or home equity loan.

For selected owner-occupied homes in the Town of Concord the median value was \$253,000 (Figure 2-8).

### **Occupancy and Social Characteristics**

Many Town residents have decades-long longevity in their current place of residence, although, as can be expected, mobility rates are somewhat higher among renters than owner occupants (Figure 2-9). The median date of the most recent move is significantly different for owners and renters, with the median owner-occupied household having been in its current home since 1999 and the median renter-occupied household having been in its current home since 2011.

## **2.E. Trend and Assessments**

### **Policies and Programs for Promoting the Development of Housing for Residents of the Town of Concord (per statutes, “Local Government Unit”)**

Housing development in the Town of Concord currently depends on three factors:

- Free market demand
- Jefferson County Zoning Ordinances
- Town of Concord landowners willing to sell land for housing development.

There are several hundred additional lot splits possible from agricultural parcels in the Town of Concord under Jefferson County zoning.<sup>1</sup> If all of these splits were exercised and developed over the next 20 years, it would substantially increase the population of the Town. As shown in Figure 1-2 and discussed in “Chapter 1: Issues and Opportunities Element,” the population of the Town is projected to grow with the addition of 105 residents by the year 2040. In the year 2020, the average household size was 2.67 people. The number of lot splits available under Jefferson County zoning is more than sufficient to accommodate these population growth projections. (This plan continues to limit the potential number of new residential lots but will more than meet demand for new lots at the present growth rate.)

### **Policies and Programs to Maintain or Rehabilitate Existing Housing Stock**

The Town of Concord has no current policies or programs to maintain or rehabilitate existing housing. Building construction methods and quality are governed by the State’s uniform building code and enforced by the Town of Concord building inspector. The Town is unaware of any significant deficiencies related to housing maintenance in the Town at this time. Housing in the Town is generally maintained at an adequate to excellent level.

## **2.F. Tables and Charts**

*Table 2-1: Occupancy Status*

	Number	Percent
<b>Total housing units</b>	<b>844</b>	<b>100%</b>
Occupied housing units	811	96%
Vacant housing units	33	4%

<sup>1</sup> Jefferson County Zoning Ordinance No. 11 (Jefferson County, Effective January 15, 1975, Last Amended September 11, 2006).

<b>Occupied housing units</b>	<b>811</b>	<b>100%</b>
Owner-occupied housing units	686	85%
Renter-occupied housing units	125	15%
<b>Vacant housing units</b>	<b>33</b>	<b>100%</b>
For rent	0	0%
Rented, not occupied	0	0%
For sale only	0	0%
Sold, not occupied	0	0%
For seasonal, recreational, or occasional use	12	36%
For migrant workers	0	0%
Other vacant	21	64%

Figure 2-1: Number of Units in Structure by Owner/Renter Status

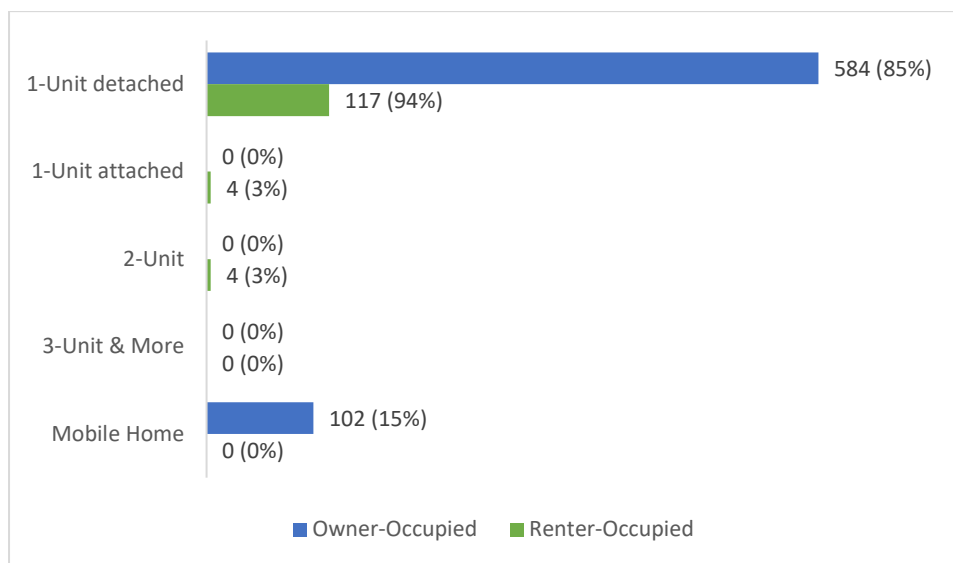


Figure 2-2: Year Structure Built

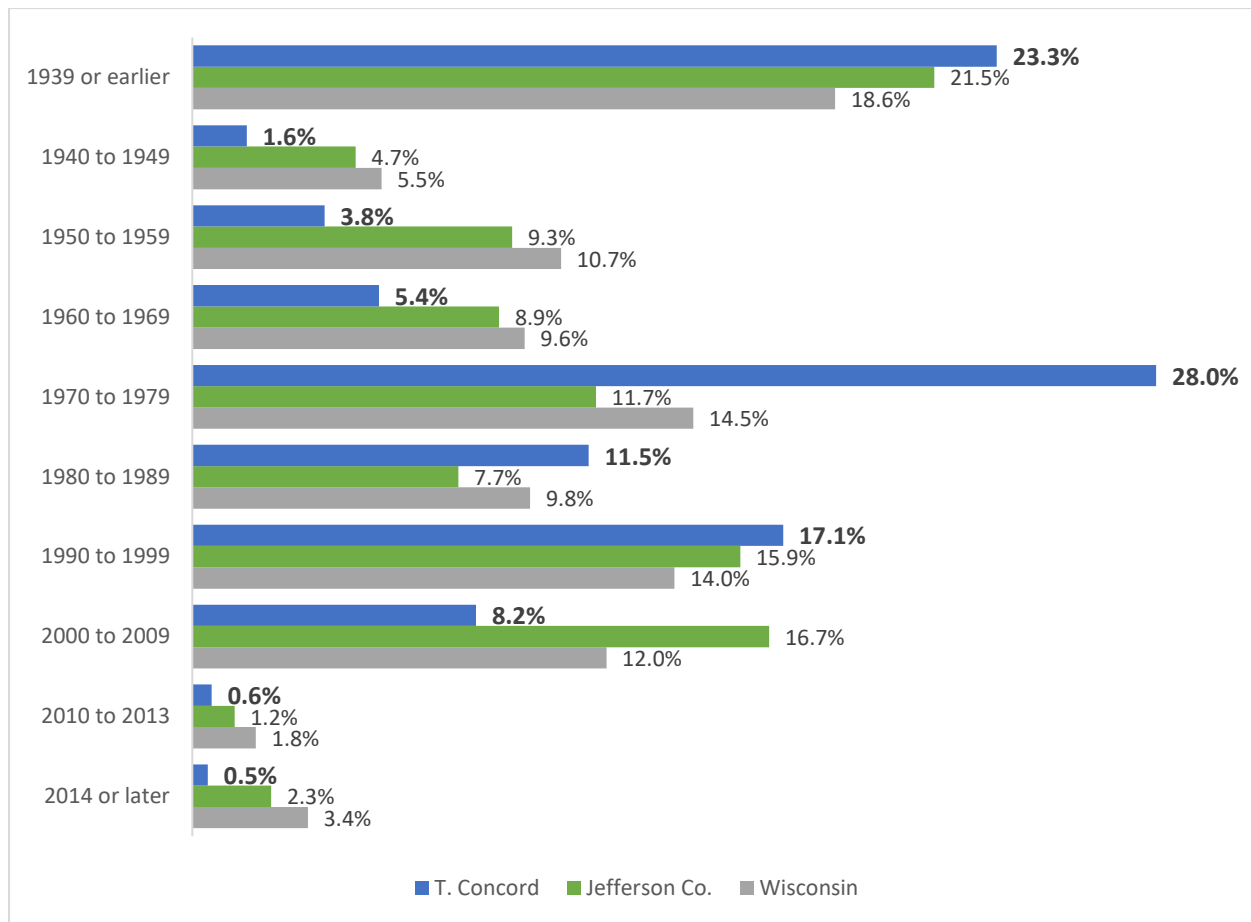


Figure 2-3: Year Structure Built (Renter vs. Owner)

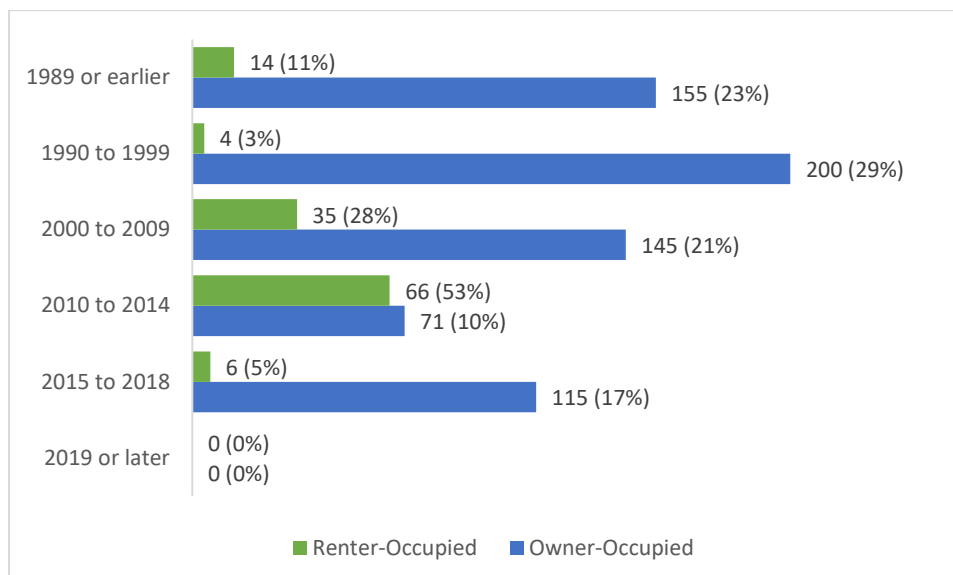




Figure 2-4: House Heating Fuel

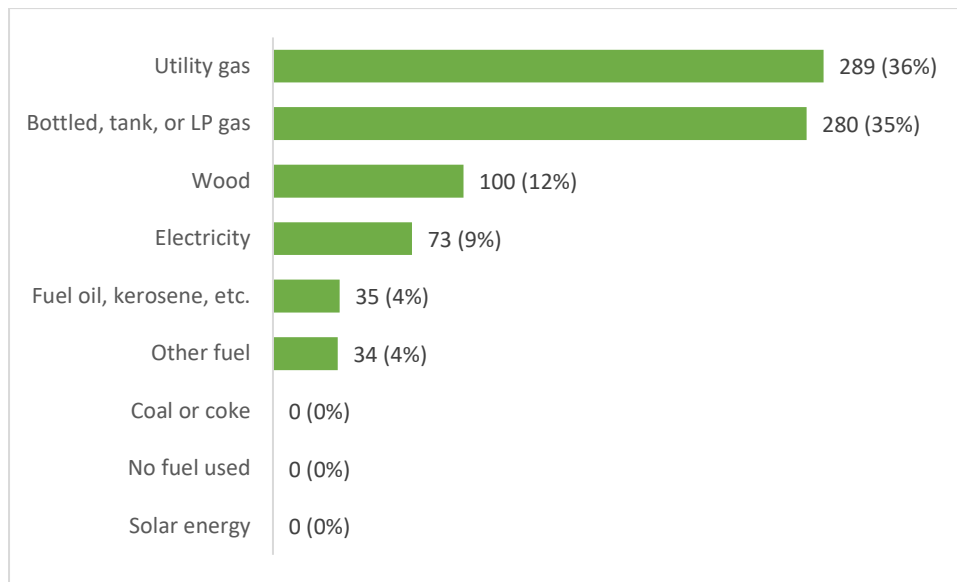


Figure 2-5: Number of Rooms in Dwelling Unit by Owner/Renter

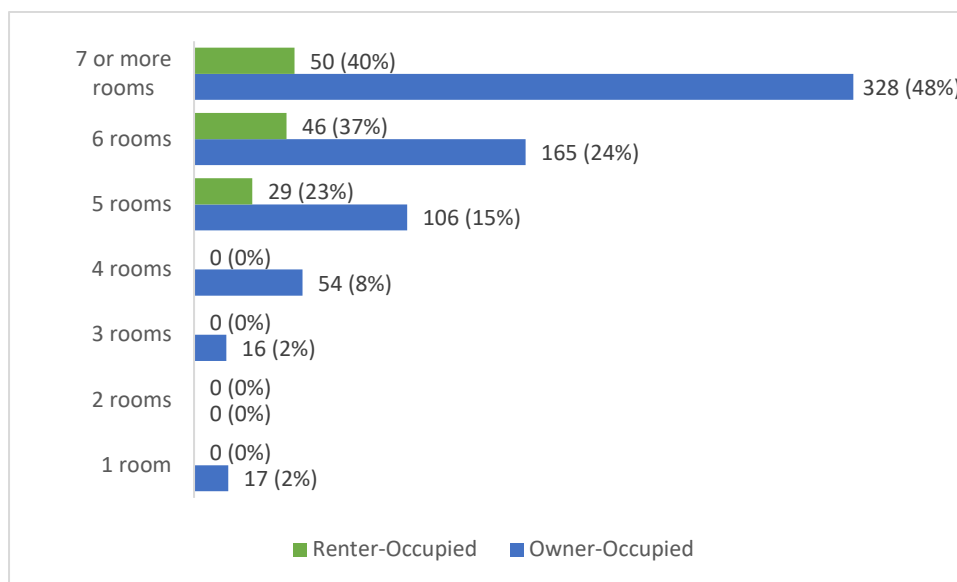


Figure 2-6: Number of Bedrooms by Owner/Renter

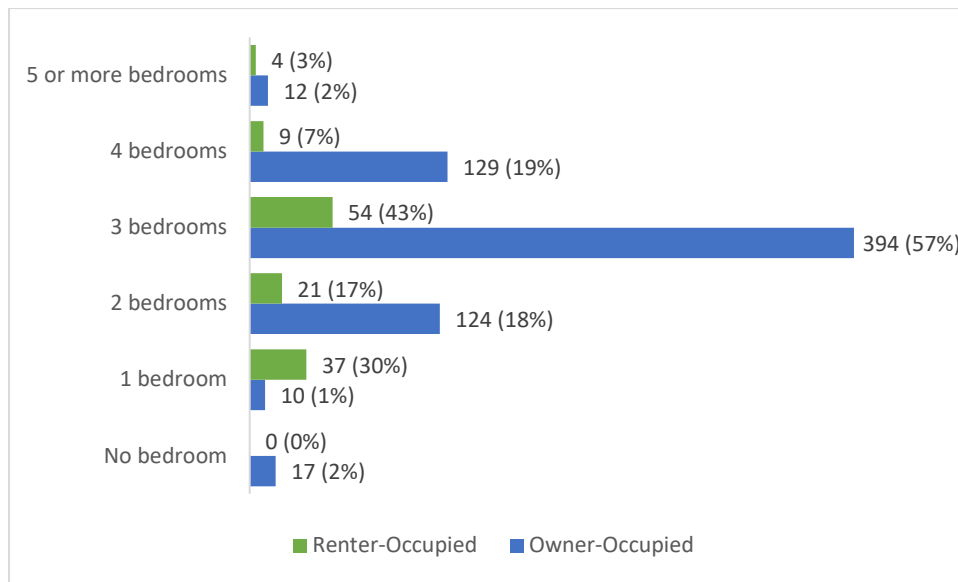


Figure 2-7: Selected Monthly Owner Housing Costs as a Percentage of Household Income

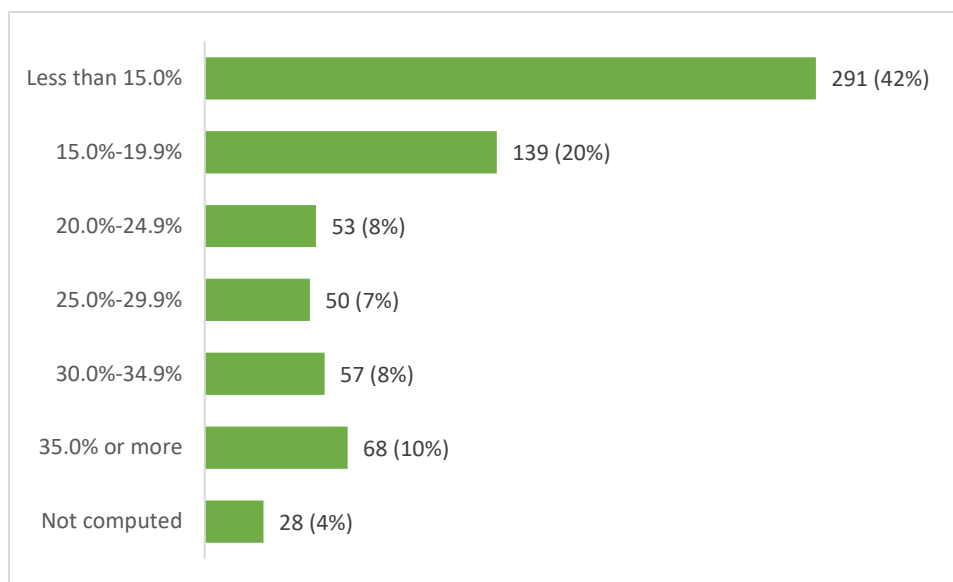


Figure 2-8: Value of Specified Owner-Occupied Housing Units

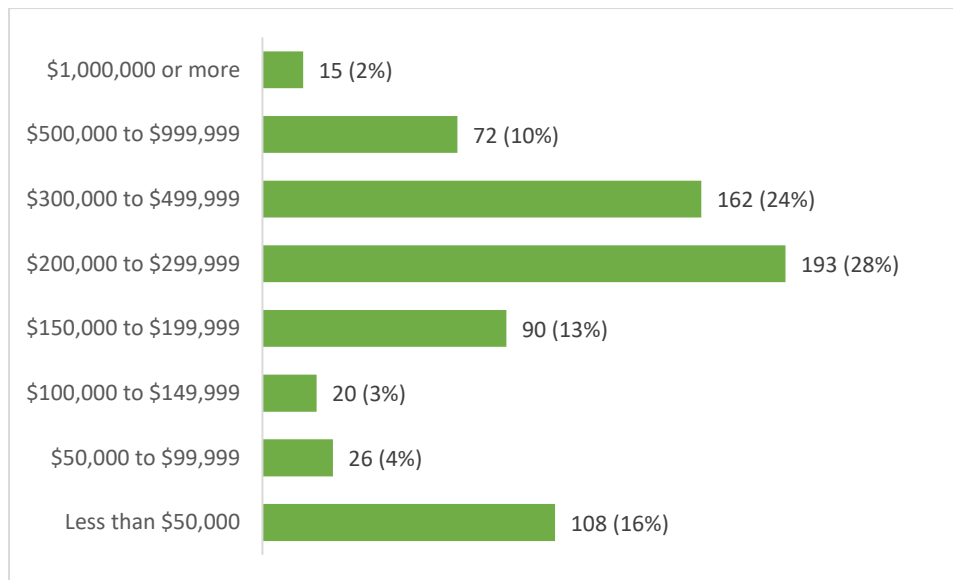
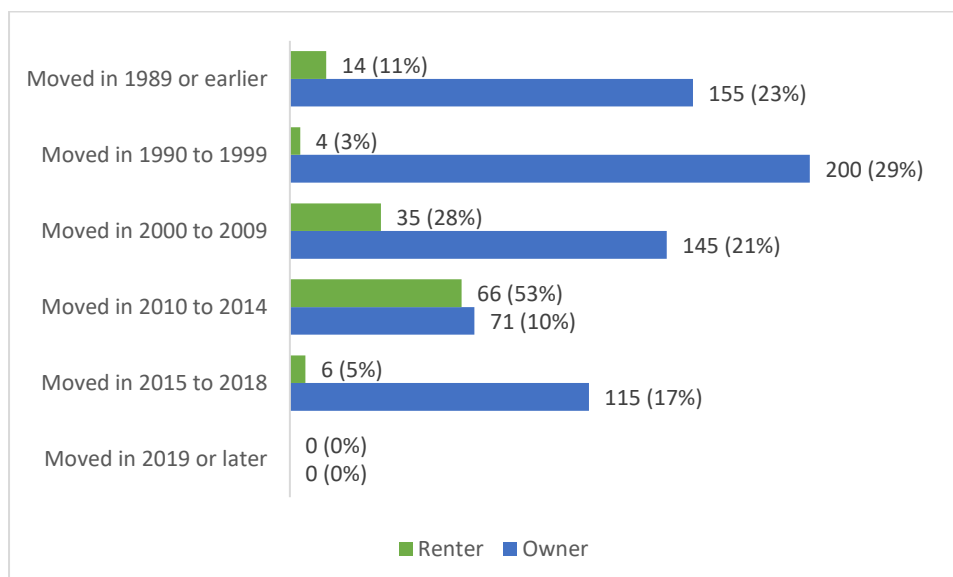


Table 2-2: Mortgage Status

	Number	Percent
With a mortgage, contract to purchase, or similar debt	384	56%
Without a mortgage	302	44%
With a second mortgage or home equity loan	58	15%
Second mortgage	11	2.9%
Home equity loan	47	12%
No second mortgage or home equity loan	326	85%

Figure 2-9: Time in Current Residences by Owner/Renter Status



## Chapter 3: Transportation Element



### 3.A. Vision Statements

1. The Town will continue to have a quiet, rural atmosphere.
2. Town taxes will continue to be reasonable and affordable.
3. The Town will have a transportation system that is safe, efficient, and convenient for the movement of persons, vehicles, and goods.
4. Expenditures related to road maintenance and repair will be moderate and will stay within the Town budget.
5. The road network within the Town will experience no creation of new infrastructure.
6. Non-vehicular trails including bicycle, pedestrian, and equine trails will enhance Town residents' enjoyment of the rural environment.

### 3.B. Strategies

1. The Town will limit new development to sites that have access to existing road infrastructure. The Town will not create new roadways to accommodate new development.
2. The Town will not allow hard-surfaced runway airports, commercial water transportation, railroads, or rail stations within the Town but will retain the current policy of utilizing existing airport facilities, commercial water transportation facilities, and railroad facilities in neighboring communities to fulfill these needs.
3. The Town will not operate or fund a local transit system. It will be the policy, however, not to oppose the designation of a bus stop within the Town limits for intercity bus transit if such designation is economically feasible.
4. For residents unable to drive, including those with mobility impairments, The Town will continue to rely upon transportation services provided by neighboring communities and by the County (see 3.D. Transportation Facilities for Disabled).
5. When new transportation amenities are constructed (parking, walkways, etc.), it will be the policy of the Town to be in compliance with requirements mandated by the Americans with Disabilities Act (ADA).

6. Within its means, the Town will keep the level of commercial trucking traveling through the Town to a minimum. Such traffic will be guided toward the interstate where possible. The Town will maintain a policy of posting weight limits on the Town roads to prevent the untimely destruction of the roads and to reduce repair costs for the Town.
7. The Town will maintain and improve the roads for which it is directly responsible, including snow removal, regrading, fixing of potholes, and all other manner of necessary improvements as needed to maintain public safety and enhance the flow of people, vehicles, and goods.
8. The Town will determine the most cost-effective and appropriate methods and schedule in order to provide for necessary resurfacing/repair of Town roads.
9. The Town will regularly reevaluate snow removal services in order to determine the most cost-effective and suitable alternative for such services.
10. The Town will continue to participate in the Local Bridge Improvement Assistance Program to ensure safe bridges and cost-effective bridge maintenance.
11. The Town will continue to participate in the Local Roads Improvement Program when appropriate to ensure safe, cost-effective repair of Town roads.
12. In regard to high-cost transportation-related projects, the Town will adopt a policy of setting aside funds on a yearly basis prior to the date of the scheduled project in order to more effectively budget for such projects.
13. The Town of Concord will continue to oppose the creation of a park-and-ride lot at the intersection of I-94 and CTH F, even if not responsible for maintenance costs.
14. It will be the policy of the Town to allow and encourage creation of non-vehicular trails such as bicycle, pedestrian, and equine trails where economically feasible. The Town will allow such trails as long as they are not burdensome to the residents and do not add significantly to the tax liability of the citizens. It will also be the policy of the Town to facilitate the development and implementation of such projects when possible.
15. As roads are repaired, the Town will consider the safety of the repaired segment for walking and biking and may direct selective shoulder improvements to address safety concerns. More extensive safety enhancements may require funding assistance and could be used as the basis for grant applications.

### 3.C. Issues

1. **Repair Expense.** A major expense to the Town in the annual budget is roadway maintenance and repair. This currently accounts for nearly 40 percent of an annual budget of approximately \$650,000. Road repair/resurfacing expenses are increasing. The Town currently employs several part-time employees and has relatively low labor costs for routine road maintenance such as pothole repair as compared to surrounding communities. Larger resurfacing/repair projects are contracted out, and these projects constitute the bulk of the roadway maintenance budget. A challenge for the Town will be to develop a reasonable and cost-effective plan to allow for the regular maintenance and resurfacing of Town roads.
2. **Winter Maintenance Expense.** A significant portion of the road maintenance budget is used to cover expenses related to salting and snow removal. The Town has historically maintained its own snow removal equipment and used its own employees for plowing.

3. **Truck Traffic on Town Roads.** Town roads are occasionally identified by mapping apps as shortcuts for drivers travelling to nearby communities or are preferred by truck drivers trying to avoid roundabouts. In 2022 this has resulted in a notable increase in truck traffic on Allen Road and Ski Slide Road, as a connection between I-94 and northwest Oconomowoc.
4. **Influence of Interstate 94.** The presence of Interstate 94 has a significant influence on the Town in terms of traffic volumes and development pressures primarily from the east. According to data from the WisDOT website for 2018, the average daily traffic count through the Town on I-94 is about 46,000 vehicles both eastbound and westbound. The same data indicate that the I-94 interchange at CTH F handles approximately 4,300 vehicles per day exiting from westbound I-94 and 4,700 entering eastbound I-94. Approximately 1,500 vehicles per day use the westbound on-ramp and 1,300 use the eastbound off-ramp. These data indicate that a majority of Town residents travel to the east for commercial and employment needs. The 2018 daily traffic counts show that approximately 830 vehicles per day use the eastbound off-ramp and 780 vehicles per day use the westbound on-ramp at the Willow Glen Interchange. This is an increase from 2012 data which indicated about 480 vehicles using each ramp per day. Of concern is potential increased traffic pressure from the east due to the development of “Pabst Farms” in the City of Oconomowoc and Village of Summit and other commercial development directly to the east.

### 3.D. Modes of Transportation

#### **Air Transportation**

There are no hard-surfaced airports in the Town of Concord. The nearest large airports are Dane County Regional Airport in Madison and General Mitchell International Airport in Milwaukee, both about 45 minutes away. Chicago’s O’Hare International Airport is approximately 2.0 to 2.5 hours away. Also, Waukesha, Watertown, and Fort Atkinson have airports from which commuter planes can take off and land.

Located in the Town of Concord are a small privately owned hot air balloon company and two turf-surfaced runways. While technically called airports, these are used mainly for recreational activities rather than transportation purposes.

#### **Water Transportation**

There is no true water transportation in the Town of Concord other than recreational boating and canoeing. Water bodies include Goose Lake, Golden Lake, Mud Lake, Spence Lake, and the Oconomowoc River.

#### **Railroads**

There are currently no railroad lines running through the Town of Concord. None are expected to expand into Concord through the life of this plan. The nearest rail system that could have an impact on the Town of Concord would be the CPR (Canadian Pacific) rail line that runs through the Town of Ixonia. This line is currently a freight line.

#### **Transit**

The Town of Concord does not operate any transit system. There are a number of intercity bus lines that run between Madison and Milwaukee on I-94 through the Town of Concord (Badger, Greyhound, Amtrak, FlixBus, and Jefferson Lines), although there is not a designated bus stop within the Town.



## **Trucking**

There is a moderate amount of commercial truck traffic through the Town of Concord. This is primarily through-traffic along Interstate 94 and through the minor arterials.

Local trucking activities include agricultural uses such as grain harvesting, milk pickups, seed and fertilizer deliveries to farm fields, and the movement of local farm equipment to and from local residences.

## **Transportation Facilities for Disabled**

Currently, there are no transportation services for the elderly or disabled that are operated by the Town of Concord. The Jefferson County Aging & Disability Resource Center has information on transportation available to seniors and the disabled. The following services from neighboring communities are available to Town residents:

- ProHealth Care (PHC) provides non-emergency transportation services for PHC patients to PHC-owned and -staffed facilities, which would include their affiliated hospitals and medical center locations.
- Jefferson County Human Services has a volunteer driver program that provides non-emergency transportation for county residents who have need of such assistance. This program provides rides for senior citizens (over 60) and persons with disabilities to medical appointments.
- Veterans may receive transportation assistance to VA medical appointments through the County Veterans Service Office.
- Oconomowoc Silver Streak also provides transportation for ambulatory seniors (over 55 years of age) and ambulatory disabled of any age.

## **Bicycles/Pedestrians**

Community Input meetings indicate a desire for non-vehicular trails including bicycle, pedestrian, and equine trails. No plans currently exist for implementation of any of these projects.

There is currently a designated Jefferson County bicycle route that includes an approximately 7-mile section running through the Town of Concord. Starting on the northwest corner of the Town, it runs south along CTH P to Ranch Road, east on Ranch Road to Hillside Drive, south on Hillside Drive to Bakertown Road, and then follows Bakertown Road east into the Village of Sullivan. This route is designated as a “bicycle route between communities on low-volume roads” and falls under the authority of Jefferson County through the Jefferson County Bikeway/Pedestrian Plan.<sup>2</sup> Jefferson County is the primary implementing agency for any proposed improvements to the county-wide system. Individual local communities will be the lead jurisdiction for city/village projects.

## **3.E. Identification of Highways Within the Local Governmental Unit by Function**

The State statute regarding this element requires that it “identify highways within the local governmental unit by function.” Map 2 in Appendix A shows the road network in the Town of Concord as of 2022. There are currently approximately 6 miles of interstate, 18 miles of county roads, and 52 miles of local roads in the Town. The main functional categories for the road networks are as follows:

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<sup>2</sup> Jefferson County Bikeway/Pedestrian Plan (Camiros, Ltd., Bicycles &, Inc., and R.A. Smith & Associates, May 1996).

principal arterials, minor arterials, collectors, and local roads. Arterials accommodate through traffic, whereas local roads provide direct access to individual parcels of land, including residences, farms, and small businesses. Individual driveways are not considered local roads, even in a farming community. Collectors provide connection between arterials and local roads and serve both local and through traffic. County trunk highways (CTHs) and state highways (STHs) qualify for federal aid for capital improvement projects such as road widening, traffic lights, turn lanes, shoulder improvements, and maintenance.

### **Principal Arterials**

- Federal Interstate Highway 94 – runs east-west through the north-central portion of the Town of Concord. This is the main interstate that connects the Milwaukee area and the Madison area. There are currently east- and westbound exit ramps, along with east- and westbound entrance ramps to and from Interstate 94 at the intersection of CTH F. This is at approximately the midpoint of the interstate's run through the Town. There are also an eastbound exit ramp and a westbound entrance ramp to the interstate at Willow Glen Road approximately 2 miles to the east of the CTH F ramps. There is currently neither an eastbound entrance ramp nor a westbound exit ramp for the interstate at the Willow Glen Road interchange.
- USH 18 – runs through the very southeast corner of the Town of Concord for approximately 0.5 miles.

### **Minor Arterials**

- CTH F – This is a north-south through highway, extending approximately 7 miles into the Town of Concord, running from the Village of Sullivan and STH 18 to the south, through the Concord rural hamlet and continuing into the Town of Ixonia and connecting to STH 16 to the north.
- CTH E – This highway runs for approximately 3 miles from the Concord rural hamlet (where it intersects with CTH F) northwest toward the City of Watertown where it connects to STH 19.
- CTH B – This is an east-west highway, extending approximately 6 miles through the Town of Concord, running east from the City of Johnson Creek and STH 26, through the Concord rural hamlet area, and continuing toward the City of Oconomowoc and STH 67.
- CTH P – This is a north-south highway, extending from CTH E north of the Town of Concord and running for approximately one mile along the west edge of the Town of Concord in the northern part of the Town. This highway then exits the Town of Concord and runs through the Town of Farmington before again entering the Town of Concord and running for about another mile through the southwest corner of the Town. CTH P then continues on to connect with STH 18 south of the Town of Concord.

### **Collectors**

- North Side Drive – runs for approximately 3.5 miles along the northern boundary of the Town of Concord and separates the Town of Concord from the Town of Ixonia at this point. North Side Drive connects CTH P with CTH E and continues on to CTH F.
- Hillside Drive – runs approximately 2.5 miles from North Side Drive, south to CTH B. It then continues on from CTH B another 2.5 miles south to Bakertown Drive.
- Pioneer Drive – extends approximately 3 miles through the Town of Concord, connecting CTH B to STH 18 to the south of the Town.
- Bakertown Drive – extends for approximately 4 miles through the Town of Concord, connecting

to CTH P in the southwest corner of the Town, running east and then turning south to eventually intersect with STH 18 south of the Town of Concord.

- Concord Center Drive – extends for approximately 3 miles through the Town of Concord from CTH F at the Concord rural hamlet, eastward along I-94, intersecting Willow Glen Road and continuing to the east border of the Town, eventually connecting to Delafield Road.
- Willow Glen Road – extends approximately three miles in the Town of Concord, connecting CTH B and CTH F. Willow Glen Road has a westbound entrance ramp onto I-94 and is the exit point for an eastbound exit ramp from I-94.
- Delafield Road – The eastbound I-94 exit at Willow Glen Road turns into Delafield Road and runs for approximately a mile in the Town of Concord before exiting the Town and eventually connecting to STH 67.

### **Local Roads**

#### *In the northwest quadrant of the Town:*

- Ranch Road, N. Island View Road, S. Island View Road, Peaceful Lane, Stonewood Drive, Highmound Road, Sunset Road, Church Drive, Woody Lane Road, W. River Road, Pleasant Ridge Drive, Home View Road, County Shop Road.

#### *In the northeast quadrant of the Town:*

- Allen Road, E. River Drive, Ski Slide Road, Elm Drive, North Morgan Road, Shady Lane, Grey Fox Trail, Country View Lane, Willow Court, Town Road 57

#### *In the southwest quadrant of the Town:*

- Colonial Drive, Mill Road, Rocky Lane, Elder Road, Grunnert Lane, Ridgeview Drive, Ridge View Lane, Hickory Hill Drive, Hickory Hill Lane

#### *In the southeast quadrant of the Town:*

- Sunny Side Drive, Hillview Drive, Meadowview Drive, Lakeview Drive, Wood View Drive, Riverview Drive, Knoll Drive, Inlynd Drive, Meadow Lane Road, Town Road 16, Cedar Grove Road, Golden Lake Park Road, Golden Lake Park Circle, Indian Point Road, Park Drive, Trail Drive, Ruders Circle

### **3.F. Currently Scheduled State Projects Within the Town of Concord**

The following data and comments were collected from Michelle M Elias, PE WisDOT Southwest Region Programming Supervisor on April 13, 2022

- Willow Glen Ramps: No plans to expand or remove ramps as of now.
- A 2008 state proposal for a park and ride lot at the I-94 & CTH F interchange is no longer being pursued.
- No maintenance is proposed for the duration of this plan on the I-94 pavement; it was last overlaid in 2021.
- The only bridge which may need potential work is the I-94 bridge over Hillside Rd. It was built in 2020 and is eligible for a Thin Polymer Overlay.

## Chapter 4: Utilities and Community Facilities Element



### 4.A. Vision Statements

1. The Town of Concord will retain a quiet, rural atmosphere. This atmosphere will not be disrupted by major utility infrastructure, including commercial solar or wind energy facilities.
2. Establishment of additional public facilities will not have the purpose of promoting or supporting areas of high population density.
3. Groundwater supply will be protected from contamination.
4. Needs and services not provided by the Town will be met through cooperation with surrounding communities.
5. The quality of the Town parks will be enhanced, and community athletic programs will be encouraged and supported by the Town.
6. The old Town Hall will be preserved as a historic site for use by the Concord Historical Society.
7. Expenditures related to upkeep of utilities and community facilities, or creation of new facilities, will be moderate and will stay within the Town budget.

### 4.B. Strategies

1. The town will monitor the progress of any proposal to develop a commercial solar energy facility in the Town of Concord and take what action it can to oppose and prevent such a development.
2. As sanitary sewer systems would tend to promote and support areas of higher population density, it will be the policy of the Town to oppose the creation or extension of public or private sanitary sewer systems within the Town. Expansion of the private sanitary sewer system serving the Spacious Acres mobile home park would be allowed only to serve the future needs of the

mobile home park.

3. The Town will prohibit building or development on sites which would be unable to support private on-site wastewater treatment systems.
4. The Town will recommend installation of holding tanks in the event of failing private on-site wastewater treatment systems that cannot be replaced.
5. As a public water supply would tend to promote and support areas of higher population density, it will be the policy of the Town to discourage and limit the creation or extension of public water supply systems within the Town.
6. The Town of Concord will continue to support and work with the UW Extension and the Rock River Coalition to determine the existence and extent of water quality and supply problems and to educate the public on these issues.
7. The Town of Concord will continue to follow Jefferson County Zoning and Subdivision regulations to govern storm water management.
8. The Town of Concord will continue its existing agreement with the Town of Ixonia to handle solid waste disposal (see 4.D. Solid Waste Disposal and Recycling Facilities).
9. As the Town of Concord has no facilities or personnel of its own for law enforcement, it will continue to utilize the existing state and county law enforcement arrangements.
10. The Town will continue to supply fire and emergency medical services (EMS) through intergovernmental agreements with the surrounding communities until it is determined that there is an economical alternative.
11. It will be the policy of the Town of Concord to continue to utilize public libraries in neighboring communities.
12. The Town will support the Concord Historical Society in its effort to preserve the old Town Hall.
13. It will be the policy of the Town of Concord to continue to work with the Concord Historical Society and the Wisconsin Historical Society to preserve and maintain the cemeteries in the Town in a responsible and respectful manner.
14. The Town will satisfactorily maintain its public buildings and encourage private rentals of the Community Center to help defray costs associated with its maintenance.
15. The Town will encourage shared use of cell towers.

#### **4.C. Issues**

1. As documented in a regional study of groundwater completed in 2009<sup>3</sup>, portions of the Town of Concord are in a high recharge zone and groundwater is an important source of surface water flow in the Rock River and its tributaries. This study is a resource for future reference and an important reminder of the linkages between surface infiltration, groundwater quality, and surface water supply and quality.
2. In 2018, a large renewable energy company proposed a 2,500-acre commercial solar energy facility on leased land in the Towns of Concord, Ixonia, Watertown, and Farmington. There are

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<sup>3</sup> Simulation of the Regional Ground-Water-Flow System and Ground-Water/Surface-Water Interaction in the Rock River Basin, Wisconsin; Juckem, Paul; 2009



484 acres in the Town of Concord which are currently leased for potential inclusion in the project. This type of facility would significantly detract from the rural quality of life and rural landscape enjoyed by residents in the target area. In October of 2018, the Town of Concord passed a resolution opposing such a development and establishing minimum desired guidelines for such an installation should it occur. This resolution and its guidelines should be revisited and updated.

#### 4.D. Background

##### **Sanitary Sewer Systems and Private On-Site Wastewater Treatment Systems**

The Town of Concord does not currently provide public sanitary sewer service to any residential properties or businesses within the Town. All residences or businesses utilize some form of private on-site wastewater treatment system, primarily septic or mound systems. There is no public sanitary sewer treatment facility in the Town of Concord.

The Spacious Acres mobile home park does have a private sanitary sewer system, which provides sanitary sewer service to the residences within the mobile home park. The system currently provides service to approximately 180 mobile home units and has adequate capacity for the park's current and future needs. This is a private sanitary sewer system run by a licensed operator.

The nearest public sanitary sewer service areas are in the Village of Dousman, the Village of Sullivan, the Town of Ixonia, and the City of Oconomowoc.

Information from the Jefferson County Zoning Department includes the following:<sup>4</sup>

*Table 4-1: Town of Concord Private Onsite Wastewater Treatments System (POWTS) Permits, 1980-2021*

	New Systems	New Systems Per Year	Replacement Systems	Replacement Systems Per Year	Total Systems	Total Systems Per Year
1980-1997					224	11.8
1998-2008	99	9.0	55	5.0	154	14.0
2009-2021	34	2.6	48	3.7	82	6.3
Total					460	11.0

Over the period 1998-2008 the County reported five holding tank permits. These were either for businesses that had chosen to install holding tanks or lots in which there was not enough room to build a new private on-site wastewater treatment system on the property.

##### **Water Supply**

There is no public water supply in the Town of Concord, and a need for such a system has not been identified. All residences and businesses in the Town utilize private wells and well systems. The nearest public water supply systems are in the City of Oconomowoc and the Village of Dousman, Village of Sullivan.

<sup>4</sup> Information from Jefferson County Zoning Department, March 2008, August 2022.



The Wisconsin Department of Natural Resources (DNR) does not require or report test results from private wells, but it has a searchable database of findings from the testing of public wells. The Drinking water System Portal (<https://dnr.wi.gov/dwsviewer>) shows no test findings that exceed maximum allowed contaminant levels (MCLs) from any public wells near the Town within the past five years. The nearest such finding was an elevated lead level in Johnson Creek in 2021, though this is not likely to affect the Town of Concord.

### **Stormwater Management**

Jefferson County's Zoning and Subdivision regulations currently govern storm water management in the Town of Concord. The Town of Concord does not have a subdivision ordinance of its own in place at this time. Current and anticipated residential and non-residential development levels in the Town over the next 20 years may not result in enough impervious surface and increased runoff rates to warrant the creation of a specialized plan for managing storm water runoff in the Town.

### **Solid Waste Disposal and Recycling Facilities**

"Solid waste disposal" is the term for the pickup and/or disposal of residential and non-residential trash, garbage, and rubbish. The Town of Concord currently supplies a solid waste disposal service and a recycling service for the residents of Concord through an intergovernmental agreement with the Town of Ixonia. The Town of Concord residents deliver their solid wastes and recyclables to the designated site in the Town of Ixonia on an as-needed basis. The residents pay a fee each time they deliver wastes. From an existing resolution by intergovernmental agreement with the Town of Ixonia, specified in the Town of Concord ordinances:

- Part 1. The Town of Concord Board of Supervisors hereby resolves that the Town of Ixonia be designated as the responsible unit for the Town of Concord's recycling activities according to section 66.30 of Wisconsin Statutes.
- Part 2. Whereas the Town of Concord operates in a joint venture in recycling solid waste with the Town of Ixonia and the site for conducting such activities exists in the Town of Ixonia, the Town of Concord designates the Town of Ixonia be the responsible unit for Ixonia and Concord recycling as specified in statute No. 159.09 and that funds from the State of Wisconsin Recycling Grant that would be designated as the Town of Concord's share, would go directly to the Town of Ixonia and that the Town of Ixonia be responsible for all duties and powers as required by said statute.

There are also several private solid waste pickup services available to the Town of Concord residents. These currently include Waste Management, Veolia, and GFL.

### **Parks**

There are currently four parks in the Town of Concord:

- Joy Park is located on County Road F about one mile north of I-94 on the shores of Spence Lake. This is a 1-acre park used as a wayside and for picnicking, fishing, and bird watching. A path extends from the mowed area to the lake. Existing facilities include an entrance sign, parking lot, 2 picnic tables, and 1 trash receptacle.
- Dahnert Park is located on Concord Center Drive. This is a 14-acre park used for play, picnicking, relaxing, and community sports and events. Existing facilities include a parking lot with disabled parking slots, picnic tables, trash receptacles, a baseball diamond with backstop and bleachers, electronic scoreboard, swings and a slide, a sand area, pit toilet, authentic log cabin, War

Memorial Monument, 2 lighted volleyball courts, a large open area, and a shelter.

- Ruders Circle Park is a 1-acre park located in the southeast part of the Town on Ruders Circle. Existing facilities include a swing set and slide.
- Golden Lake Park Circle Park is a 1-acre park located in the southeast part of the Town on Lake Park Circle Road. Existing facilities include a backstop and small bleachers.

### **Cemeteries**

The Town of Concord is responsible for the upkeep of the seven (7) public cemeteries in the Town:

- Farmington Concord Cemetery on CTH B near CTH P
- Pioneer Cemetery on the northwest corner of Pioneer Drive and Bakertown Road.
- Concord Center Cemetery on CTH E just north of CTH F
- Delafield Road Cemetery on the east edge of the Town of Concord along Concord Center Drive
- Webster Holcomb Cemetery on west CTH B on the south side of the road
- Thayer Cemetery on the north side of CTH B across from the Webster Holcomb Cemetery
- Norwegian Cemetery on Hwy F just south of North Side Dr.

There are four (4) private cemeteries in the Town of Concord:

- Saint Stephens Cemetery north of CTH B off Highmound Road
- The Concord United Methodist Church Cemetery on Concord Center Drive. Anyone can buy a lot there. It is maintained by the Concord UMC Cemetery Association.
- St. Mary Help of Christians Cemetery at St. Mary Help of Christians Church on the northeast corner of CTH F and Hwy 18
- A small cemetery on Bakertown Road just east of CTH P

### **Telecommunications Facilities**

Communications resources in the Town of Concord include wired and wireless voice and data service through multiple providers. There are telecommunications towers in multiple locations around the town to serve the needs of residents and highway users.

### **Power Plants and Transmission Lines**

There are currently no power plants or transmission lines (other than for residential service) running through the Town of Concord. There is a gas pipeline easement in the Town, and the potential exists for future use of this easement for transmission lines. In 2018 Invenergy proposed a 2,500-acre, 300 MW Solar Energy Facility in Jefferson County. While the project is currently on hold, 484 acres of land in the Town of Concord have been leased by the developer and have the potential to be included in the project area. The town passed a resolution in Oct. 2018 opposing the facility. Understanding that the town may be unable to stop such a development, the resolution also established minimum desired guidelines for such a development should it occur.

### **Police**

The Town of Concord currently utilizes the Jefferson County Sheriff's Department and the Wisconsin

State Patrol to handle its police patrol and dispatch service requirements. There is no direct cost to the Town for these services. The residents of Concord are satisfied with the level and quality of service from these departments. If the Town of Concord can maintain its small-town, rural environment, it is not anticipated that there will be a requirement for a local community law enforcement facility in the Town of Concord.

### ***Fire and Rescue***

The Town of Ixonia supplies fire and EMS service in the portion of the Town north of the freeway. South of the freeway fire service is provided by the Village of Sullivan and EMS service is provided by Western Lakes Fire District.

### ***Childcare Facilities***

The Town of Concord does not have any publicly run childcare facilities and does not foresee the need for such facilities.

### ***Health Care Facilities***

There are no health care facilities in the Town of Concord. However, Watertown Memorial Hospital, Oconomowoc Memorial Hospital, and Aurora Health Center offer a full range of services including emergency services. These hospitals are within 10 to 15 miles of the Town. In addition, excellent teaching hospitals, medical research centers, and trauma centers are accessible approximately 50 miles away in Madison and in the Milwaukee area. The nearby cities of Watertown, Oconomowoc, Johnson Creek and Jefferson have many offices of physicians, dentists, chiropractors, and physical therapists. The Jefferson County Health Department is staffed with public health nurses, technicians, and nutritionists who provide a variety of services and programs to county residents.

### ***Schools***

There are no longer any schools in the Town of Concord. The majority of school-age children attend the elementary, middle, and high schools in the Watertown School District, Johnson Creek School District, Oconomowoc School District, or Jefferson School District (see Map 5, Appendix A). There is an open enrollment policy in Jefferson County that permits students to apply to attend schools outside their districts.

There are also a number of private parochial schools in the neighboring communities that some of the school-age population attend. Finally, as in many other communities throughout the country, a number of school-age children are home-schooled.

### ***Libraries***

There are currently no public libraries in the Town of Concord. Many Town of Concord citizens use the Watertown Public Library which is a full-service library. There are also public libraries located in the City of Oconomowoc, the City of Jefferson, and the Village of Johnson Creek that are accessible to residents of the Town.

In addition, as residents of Jefferson County, households in the Town of Concord are automatically taxed yearly for access to the various libraries of the Bridges Library System. This includes the nearby libraries in Watertown, Jefferson, and Johnson Creek and gives residents access to the materials in the 24 member libraries.

**Other Government Facilities**

The Concord Historical Society is located on Concord Center Drive. This building was originally a one-room schoolhouse. It is currently used by the Concord Historical Society for their monthly meetings.

The Town of Concord Community Center is located at W1095 Concord Center Drive. This building had been used as a school in the Watertown School District for many years and was purchased by the Town of Concord in 2004. The building has a gymnasium with a stage area and a capacity of 260, multiple smaller classroom-sized rooms, a kitchen, a bathroom with handicap access, a parking lot, and a playground. The building is currently used for Town meetings, elections, a community senior citizen group, and various other community events. It is also available for private rental.

A garage and mechanics shop are located on Concord Center Drive next to the old Town Hall for the storage of town equipment.

## Chapter 5: Agricultural Resources Element



### 5.A. Vision Statements

1. The Town of Concord will continue to have the rural character desired by the majority of its residents.
2. Farmers in the Town will retain the “right to farm”, meaning the legal operation of farms consistent with current county and state regulations will not be impeded by nuisance complaints.
3. Agricultural lands will not be replaced by uses other than the cultivation of crops and the rearing of animals to provide food, wool and other products, except for uses accessory to those agricultural activities and small-scale, scattered housing. The viability of agricultural uses will not be compromised by establishment of land uses that have the effect of restricting agricultural activity.
4. The Town prefers not to have CAFOs (Concentrated Animal Feeding Operations) and will support stringent requirements for any livestock facility that may have adverse environmental effects.
5. All residents will continue to benefit from the aesthetics of their rural properties and the quality of life they currently enjoy.
6. The current use and aesthetic beauty of agricultural lands will be protected by preventing large-scale, non-agricultural development such as new residential neighborhood plats or utility-scale wind or solar energy facilities.

### 5.B. Strategies

1. Regarding lot splits and rezoning to A-3, with the exception of strategy 2 below, the Town will follow the A-3 Agricultural/Rural Residential Zoning District policies set forth in the *Jefferson County Agricultural Preservation and Land Use Plan*, as adopted in February 2021. The key features of this strategy are as follows:
  - a. All new homes require rezoning out of the A-1 Exclusive Agricultural District to the A-3 Rural Residential District.
  - b. For the purpose of determining the number of small lots, the parent parcel is all contiguous A-1 zoned property under the same ownership (see the *Jefferson County Agricultural*

*Preservation and Land Use Plan*, February 2021).

- c. A prime agricultural land lot would be considered by the committee if they determine that no available non-prime land exists or that a prime location provides better protection of land resources.
  - d. Require farm consolidation parcels to rezone to A-3 and to be as small as practical with a 1 acre minimum.
2. The Town will reduce the number of new permitted residential lot splits, as compared to Jefferson County policy described in the *Jefferson County Agricultural Preservation and Land Use Plan* (February 2021). The number of allowable splits from 1977 parent parcels will be reduced from 3 to 2 on non-prime land, and will follow county policy on prime land. Procedures to be followed to implement this strategy are outlined in “Chapter 11: Implementation Element.”
  3. Establishment of land uses that are incompatible with farming will not be allowed in areas that may reasonably be expected to have a negative impact on the continuation of farming.
  4. The Town Board will investigate any application for a CAFO to ensure that the proposed facility meets all the requirements set forth in Wisconsin’s livestock facility siting law as interpreted by ATP 51.<sup>5</sup> It will also investigate any livestock facility that may have adverse environmental effects. The Town Board maintains the right to impose further regulations regarding any adverse environmental concerns associated with these operations including but not limited to: ground water pollution, water quality, air pollution, dust, traffic, noise, odor, and lighting.
  5. The Town will continue to oppose the development of utility-scale wind or solar energy facilities on agricultural land within the town. The Town will maintain a resolution or other form of local policy opposing such a development and establishing minimum siting guidelines. If such a development is proposed or approved, the Town will seek to ensure siting guidelines to mitigate the audio, visual, view, light, noise, vibration, electrical, radio interference, and other effects attributable to wind or solar facilities.<sup>6</sup>
  6. The Town will seek to educate farmers regarding the benefits of participation in the Wisconsin Working Lands Initiative Farmland Preservation Tax Credit Program and encourage their participation in the program (see 5.E.).
  7. The Town may consider working with the various land trusts that function in this area to preserve agricultural lands through the purchase of land or of conservation easements (see 5.E.), especially in the vicinity of the City of Oconomowoc.
  8. The Town may want to undertake an effort to educate the public about these land trusts and conservation easements. Education could take the form of mailings and/or informational meetings where members of area land trusts could be invited to speak to the citizens of the Town.
  9. The Town will work with land trusts active in the region to identify and promote the best methods for preserving farmland in the Township (see 5.E.).

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<sup>5</sup> Wisconsin Department of Agriculture, Trade and Consumer Protection, administrative rules, Chapter 51.

<sup>6</sup> List of effects is from Invenergy Solar Development North America LLC, Participation Easement Agreement filed with the Wisconsin PSC for the Badger Hollow Solar Project.



### 5.C. Issues

The *Jefferson County Agricultural Preservation and Land Use Plan*, adopted in February 2021, identified a series of Issues and Opportunities in the county. Of greatest relevance to the Town of Concord are the following:

- Preservation – residents value agriculture and it continues to be an important element of the county’s economic, social and visual fabric, with many individuals connected to agriculture as a form of income or activity. Residents also value the preservation of natural resources and open spaces.
- Development Pressure – the county’s location, between Madison and Milwaukee, results in growth pressures. This is especially true for communities along the I-94 corridor, including Concord.
- Practice and Policy Modernization – as agricultural practices shift, such as manure management techniques, county policies need to adapt as well (but they tend to lag)
- Water Quality – there is a strong interest in protecting the county’s surface water and groundwater resources

### 5.D. Background and Statistical Data

The Town of Concord is located at the eastern edge of Jefferson County. Historically and presently, it is an agricultural community strongly influenced by its location on the transportation route midway between Milwaukee and Madison. Through the years, it has served travelers as a stagecoach stop, a bus stop on STH 30, and a travel stop on I-94. In addition, the surrounding area was dominated by dairy farms and local cheese factories into the late 1950s and early 1960s.

Over time, the face of agriculture has gradually changed. In 2005 the Town of Concord had five (5) dairy farms, two (2) commercial horse stables, and several vegetable and specialty farms. In large part, crop farming has replaced dairy farming. The major areas of farm (crop) land are owned or rented by farmers raising commodity crops to be sold at market.

Agricultural and open lands remain the dominant land use in the Town of Concord; however, with regard to employment, it plays a minimal role with only 3% of the Town's employed residents listing farming, fishing, forestry and mining as their occupation.

In summary, while the majority of land in the Town of Concord is farmed, only a small minority of residents lists farming as their primary occupation. It appears that a relatively large number of acres are farmed by relatively few farmers, some of whom may not reside in the Town of Concord. A number of other residents farm part-time, have a hobby farm with a few animals and pets, or simply enjoy the atmosphere and recreational aspects of living in an agricultural area.

### 5.E. Conservation Programs

#### ***Land Trusts and Conservation Easements***

A method for preserving agricultural land is through direct cooperation with Land Trusts. A Land Trust is a nonprofit organization that works to conserve land through acquisition of land or conservation easements. Landowners can voluntarily sell or donate land and/or conservation easements to the land trust and receive compensation in some form. Compensation may be in the form of cash for the sale of their land or conservation easement, or, in the case of donated land or conservation easements, a tax deduction is given for the value of the donation, to the extent allowed by law. The purpose here would

be three-fold: (1) to work with these land trusts to preserve the rural character of the Town by decreasing development, (2) to preserve agricultural lands, (3) to use conservation easements strategically as a buffer to development in neighboring communities and to make land in areas open to annexation less desirable for such a purpose. Some area trusts include the Natural Heritage Land Trust, Land Trust Network of Jefferson County, Drumlin Area Land Trust, and Tall Pines.

### ***Jefferson County Purchase of Agricultural Easements (PACE) Program***

The Jefferson County Purchase of Agricultural Conservation Easements (PACE) Program seeks to permanently protect working farms from non-agricultural development through paid and donated easements. The property a landowner submits under this program should include the farmstead and surrounding workland. A landowner does not have to offer to restrict all of his/her unused development rights on the property. The landowner will be asked to identify the location of any remaining unused development rights on the property. A survey, legal description, and rezoning of future building sites not covered by the easement may be required prior to closing at the owner's expense. A landowner wishing to donate a conservation easement may do so for any portion of the property he/she owns.

More information about this program is available on the Jefferson County website by searching "Purchase of Agricultural Conservation Easements (PACE)", or by contacting staff in the Jefferson County Land & Water Conservation Department.

### ***Purchase of Development Rights (PDR) Programs***

Purchase of Development Rights (PDR) uses the value of the development potential of a property as a method of determining the value of a conservation easement.<sup>7</sup> Some municipalities have instituted a Purchase of Development Rights Program, referred to as PDR, in which the governmental body has established criteria to determine areas that it would like to remain undeveloped or in permanent farmland use. Under a PDR program, landowners voluntarily sell to a land trust (working in conjunction with the municipality) the development value of their land, while retaining full title and ownership of the property. Although PDRs may be partially funded by state or federal grants, the municipality may set aside funds through its annual budgeting process for the purpose of purchasing the development rights to these pieces of land. The Town of Dunn in Dane County has implemented a PDR program. Under Dunn's program the town pays landowners for their development rights, and, in return, the landowners agree, through grant of a conservation easement, that their lands will continue to be farmed in perpetuity. The agricultural easement, or covenant, is binding upon subsequent purchasers.

### ***Wisconsin Working Lands Initiative***

The Working Lands Initiative Farmland Preservation Tax Credit Program provides participating landowners who have 35+ acres and whose lands are kept in agricultural use with state income tax credits. Landowners must be Wisconsin residents, their land must be zoned exclusively agricultural, they must meet certain minimum requirements as concerns gross farm receipts, they must farm in compliance with county soils and water conservation standards, and they must file a conservation plan with Jefferson County. Under the program, conflicting non-farm uses cannot occur on these lands. In 2020 there were 11 tax credit claims by farmers based in Concord, totaling about 1,200 acres.

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<sup>7</sup> <http://www.drumlinarealandtrust.org/land-protection-and-preservation.html>

## Chapter 6: Environmental and Natural Resources Element



### 6.A. Vision Statements

1. Sound conservation practices will result in continued good air, land, and water quality.
2. Knowledge and understanding of natural drainage patterns and watersheds will guide planning and development in a manner that protects natural and environmental resources.
3. Wetlands will remain intact for their many functions and values (see 6.D. Surface Water and Wetlands).
4. Environmentally sensitive areas will be free from disturbance and development.
5. The Town will continue to have adequate lands needed for open space and recreational use.
6. Areas with unique vegetation and wildlife habitats are critical components of biodiversity and will continue to provide natural surroundings for threatened and diverse species.
7. The Town will have adequate natural habitat for wildlife.

### 6.B. Strategies

1. The Town of Concord will continue to support and work with the UW Extension and the Rock River Coalition to promote best practices by all residents and property owners for preventing contamination of surface water and groundwater resources.
2. The Town of Concord will continue to consider existing drainage patterns and watersheds in all planning.
3. The draining of wetlands and development in floodplains will be severely limited.

4. The Town of Concord will protect its natural communities, particularly areas with unique vegetation and wildlife, by preventing development of these areas and by providing needed buffer areas between incompatible land uses and wildlife habitat.
5. To protect environmental corridors (see Map 10 in Appendix A), the Town will follow the Jefferson County Environmental Corridor Policies set forth in the *Jefferson County Agricultural Preservation and Land Use Plan*, as adopted in February 2021.<sup>8</sup> The following policies are especially relevant in Concord:
  - a. Non-agricultural development is subject to site plan review to evaluate environmental impact, and is prohibited on slopes in excess of 20% (unless previously cultivated).
  - b. Where both development and farmland are 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.
  - c. Continue to allow existing agricultural uses—such as cropping and grazing—on lands within the Environmental Corridor, but at the same time encourage:
    - Nutrient management plan implementation to properly manage nutrients applied to the farmland.
    - Conservation practices such as reduced tillage, particularly in areas of steep slopes.
    - Vegetative buffers between cropped land and surface waters and wetlands.
    - Conservation practices that will protect the quality of water resources.

## 6.C. Issues

The Town has worked with the UW Extension and the Rock River Coalition to provide information and education to the Town citizens as to potential water quality and supply problems in the Rock River Basin.

## 6.D. Background

The Town of Concord is located in the glacial part of the State. The topography includes end moraines, ground moraines, a large glacial lake basin, wetlands, and eskers. Ground moraines in much of the Town of Concord are from the Green Bay Glacier. A ground moraine usually forms a gently undulating plain with moderate relief. The elongated hills of ground moraines, called drumlins, are aligned along the direction of the ice movement.<sup>9</sup>

### *Drainage Patterns and Watersheds*

The Town of Concord is entirely within the Rock River Basin (see Map 9, Appendix A).

The northern half of the town (approximately) is considered part of the Upper Rock River Basin. This includes the Oconomowoc River, which flows into the northwest portion of the Town and then northward to drain into the Rock River in the Town of Ixonia. This subwatershed is characterized by

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<sup>8</sup> Jefferson County Agricultural Preservation and Land Use Plan (Jefferson County, February 2021), pp. 26, 39.

<sup>9</sup> Information from the Jefferson County Agricultural Preservation and Land Use Plan Background Report associated with the Jefferson County Agricultural Preservation and Land Use Plan (Jefferson County, 1999), pp. 25–70.

increasing urbanization in and around the City of Oconomowoc.

The southern half of the town is considered part of the Lower Rock River Basin. This includes the Duck Creek watershed, part of the larger Bark River watershed that meets the Rock River at Fort Atkinson. The Bark River is generally less urbanized and characterized more by agriculture as the predominant use.

### ***Surface Water and Wetlands***

Surface water in the Town of Concord includes lakes, rivers, and streams. Named lakes include Golden, Goose, Round, Mud, and Spence Lakes.

The Town of Concord has significant acreage in wetlands, which are often transition areas between uplands and surface water and perform valuable functions. They trap sediment and retain and remove nutrients, thereby reducing pollution and siltation in waterways. Wetlands help replenish groundwater and maintain the water table, protect watersheds and reduce flood problems, provide habitat for flora and fauna, and have scientific, educational, and recreational benefits. These areas have severe limitations for residential, industrial, and commercial development.

### ***Floodplains***

The 100-year floodplains in Jefferson County are found along the many rivers, streams, and intermittent creeks in the County. The Town of Concord is one of four towns in Jefferson County that contain large wetland areas having the potential to store flood water (see Map 10, Appendix A).

### ***Groundwater***

All of Jefferson County is in the Rock-Fox River Basin, and bedrock furnishes most of the groundwater for the basin. Groundwater and surface water are plentiful in Jefferson County and the Town of Concord. The Town of Concord is a member of the Rock River Coalition for the purpose of maintaining water quality and supply through the tracing of water flow within the Rock River Basin.

### ***Environmental Corridors***

Environmental corridors are continuous systems of open space that include environmentally sensitive lands, natural resources requiring protection from disturbance and development, and the lands needed for open space and recreational use. They consist of open water and land in the 100-year floodplains, wetlands, steep slopes, woodlands, and publicly owned recreational and conservancy lands (see Map 10, Appendix A).

The Town of Concord has three town parks: Dahnert Park, Golden Lake Park Drive Recreation Park, and the Green Space on Ruders Circle. In addition, there is the county-owned Joy Park on Spence Lake (see 4.D. for more information on parks).

### ***Metallic/Non-Metallic Mineral Sources***

There are areas throughout the Town of Concord that have fair to good potential for the extraction of sand or gravel (see map 9, Appendix A). Town of Concord ordinance Chapter 17.02, Non-Metallic Mineral Extraction Regulation and Control, regulates and controls the operation of non-metallic mineral extraction operations in the Town.

### ***Vegetation and Groundcover***

Prior to settlement, the Town of Concord was primarily heavily forested lands that included oak savannah, southern mesic forest, sedge meadow, prairie, and conifer swamp, as well as forests of sugar



maple and basswood. In addition, the land supported open stands of open-grown oak intermingled with tall prairie grasses, tamarack bog, and marsh. As settlement took place, much of the land was cleared for farming. Many of the original wetlands were drained; however, much of the tamarack swamp and marsh still exists as wildlife habitats.

According to the 1978 Agricultural Preservation Plan<sup>10</sup>, there were approximately 3,180 acres of woodland in the Town of Concord. In 2018 there were 1,269 acres of upland woodland in the Town, as reported by the 2018 Land Use Inventory of Jefferson County (includes woodlands that are greater than 25 acres).

### ***Rare, Threatened, and Endangered Species***

There are various rare, threatened and endangered species in the Town, though their location is not publicly documented at the Town or parcel level. The Wisconsin Department of Natural Resources maintains Natural Heritage Inventory (NHI) data with all known rare, threatened and endangered species. Current lists of NHI species are available on the DNR website by searching for the Natural Heritage Inventory. The most important time to evaluate for the presence of NHI resources is prior to a possible project that could disturb wildlife. The DNR has a data request process for limited geographic areas.

### ***Wildlife, Waterfowl, and Fisheries***

There is an abundance of wildlife present in the Town of Concord.<sup>11</sup> Fishing can be found in Golden Lake and in the rivers and streams of the township. The vegetation communities provide habitat for a variety of game animals, fur bearers, birds, mammals, reptiles, and amphibians. Table 6-1 lists include some of the wildlife found in the County.

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<sup>10</sup> Jefferson County Agricultural Preservation Plan (Jefferson County, 1980).

<sup>11</sup> Information from the Jefferson County Agricultural Preservation and Land Use Plan Background Report associated with the Jefferson County Agricultural Preservation and Land Use Plan (Jefferson County, 1999), pp. 61–62.



Table 6-1: List of Wildlife in Jefferson County

Birds	Birds	Mammals	Amphibians and Reptiles	Waterfowl
Great Horned Owl	Eastern Phoebe	Opossum	Bullfrog	Mallard
Red-tailed Hawk	Cedar Waxwing	Woodchuck	American Toad	Wood Duck
Red-bellied Woodpecker	Purple Martin	Cottontail Rabbit	Leopard Frog	Blue-winged Teal
Red-headed Woodpecker	Field Sparrow	Chipmunk	Garter Snake	Pintail
Ruby-throated Hummingbird	Indigo Bunting	Ground Squirrel	Snapping Turtle	American Wigeon
Black-capped Chickadee	Song Sparrow	Gray Squirrel		Green-winged Teal
White-breasted Nuthatch	Mourning Dove	Red Squirrel		Canada Goose
Downy Woodpecker	Common Crow	Vole		Great Blue Heron
Long-billed Marsh Wren	Catbird	Muskrat		King Fisher
Red-winged Blackbird	Starling	Raccoon		Egret
American Robin	Cardinal	Short-tailed Weasel		Swan
Swamp Sparrow	Pheasant	Striped Skunk		
Eastern Oriole	Wild Turkey	White-tailed Deer		
American Goldfinch	Dickcissel	Beaver		
Yellow Warbler	Bluebird	Otter		
American Eagle	Bittern	Coyote		

## Chapter 7: Cultural and Historic Resources Element



*The original William R. Look Log Cabin is from the Town of Concord and was restored and donated to the Town of Concord in 1993. It is located in Dahnert/Concord Park across from the museum. <http://www.concordwihistory.org>*

### 7.A. Vision Statements

1. The Town of Concord will continue to have a rural character and the aesthetic quality associated with that character, including woodlands, agricultural fields, open spaces, and limited man-made features or structures.
2. Concord's cultural historic resources and unique historic rural buildings will continue to contribute to the Town's historic sense of place in local and state history, to the Town's rural character, and to the quality of life currently enjoyed by residents of the Town.
3. The cultural historic resources of the Town will be protected from the establishment of land uses that may reasonably be expected to have a negative impact on those resources.
4. The Town Board and the Concord Historical Society, Inc. (CHS) a 501c-3 not for profit organization will continue to have a cooperative working relationship.
5. The Concord Historical Society will continue to maintain and preserve the old Concord Center, One Room Schoolhouse and use the building as a local history museum; now called the "Concord Historical Museum."
6. Concord residents will become more aware of the Town's unique cultural resources.

## 7.B. Strategies

1. The Town may consider enacting a Historic Preservation Ordinance.
2. The Town will work with the Concord Historical Society, the Jefferson County Historic Sites Council, and the Wisconsin Historical Society to preserve cultural historic resources. The North East Architectural Historical Intensive Survey Report for Concord, Farmington, Ixonia and Watertown was completed in 2010 and a pdf copy is available through Jefferson County or the Concord Historical Society. This survey is a useful tool for local Concord property owners interested in preserving their historic buildings.
3. The Town may consider providing incentives to preserve old buildings
4. The Town may work with organizations established to aid in historic preservation to maintain and protect historic resources and to educate the public. These resources include the following: the Jefferson County Historic Sites Preservation Council, the National Trust for Historic Preservation, and the Wisconsin Historical Society (see 7.E. Historic Preservation Resources for more information).
5. The Town could consider “place based - Heritage Tourism” economic development strategies where appropriate. These strategies build on the existing, unique assets that are found in rural areas, including natural and scenic amenities, cultural heritage and traditions, and distinctive historic structures.
6. The Town will support the Concord Historical Society in its efforts to utilize the resources provided by the Wisconsin Council for Local History and the Wisconsin Department of Tourism and to develop a heritage tourism interest in local heritage families and the family of Laura Ingalls Wilder.
7. The Town may consider working with the Jefferson County Parks Department to purchase land with the goal of preserving more local historic rural resources.
8. The Town will support the Concord Historical Society in their efforts and desire to restore the Old Concord Center One Room Schoolhouse’s original features and to use the building as a local history museum. (This building is also referred to as the “Old Town Hall.”)

## 7.C. Issues

1. Our farms, open land, and historic rural architecture all contribute to our historical sense of place in local and state history. These cultural resources are disappearing on a daily basis in our Town and across the County and State; they are irreplaceable and finite resources. We have one chance to preserve them before they are gone. We need to include their future in our plan for the future.
2. In the last fifty years the Town of Concord has lost many old homes, barns, and out-buildings. A rare brick barn once stood on the corner of CTH F and CTH B. Many of the remaining historic buildings are in jeopardy, with impending future plans for development or housing replacement. Some pioneer log structures still remain under clapboard farmhouses in the Town. Some historic barns still have original wood planking from trees that were cut in this area.



Many local barns still have unique historic features and represent a strong tradition of agricultural history in Wisconsin. There were at one time eleven one-room schoolhouses in the Town of Concord. Some of the school buildings remain but have been converted to homes, and some still have their original exterior architectural features. Only one of these schools remains intact, the Old Concord Center School. It stands at its original location, complete with old chalkboards, original wood floor, and tin ceiling. The Concord Historical Society has worked and raised funding to maintain the school's original features and currently uses the building as a local history museum.

## **7.D. Background**

### ***A Brief History of the Concord Area***

The pre-European settlement history of Wisconsin includes the following cultures: Paleo, 7000 to 5000 B.C.; Archaic (Old Copper and Red Ocher culture), 3000 to 250 B.C.; Hopewellian, 100 B.C. to 500 A.D.; Middle Mississippian, 1000 to 1300 A.D.; Woodland 1000 B.C. to the arrival of European settlers. The Native American cultures that predated the European pioneers were the Sac, Fox, Potawatomi, and Winnebago (now known as the Ho Chunk). These are the descendants of the Woodland and Middle Mississippian prehistoric cultures. Recently, the rare remains of the Archaic culture have been found in the Town of Concord and have been documented by the Wisconsin Historical Society and the Wisconsin Department of Transportation.

Originally the Concord area was part of Brown County, which was later subdivided to become Brown and Milwaukee Counties, and then finally in 1839 a portion was set off to become Jefferson County. From 1839 to 1843 Jefferson County had five original towns: Aztalan, Watertown, Jefferson, Finch, and Bark River. The Town of Concord was originally part of the Town of Watertown.

### ***Town of Concord Beginnings***

On February 12, 1841, a new town composed of townships seven and eight north of range sixteen east (T7N R16E and T8N R16E) separated from the Watertown civil township to form the Town of Union. On January 21, 1846, the Town of Union divided into two separate towns, Concord and Ixonia. The two towns took different paths in their future development. The railroad would be routed through Ixonia providing opportunities for commerce and industry. The Town of Concord remained rural, with a focus on agriculture and dairy farming.

The first general meeting of the Town of Concord was held on the first Tuesday of April 1846, at the house of Austin Kellogg. The meeting was organized by the election of Luther Thayer as Moderator and Jost D. Petrie as Clerk. Town officials were then elected for the ensuing year: Chairman of Board of Supervisors, Horatio N. Carlton; Assistant Supervisors, Luther Thayer and William Sacia; Town Clerk, Jost D. Petrie; Treasurer, William Dunning Jr.

The Town of Concord grew because it was a central stopping point between Milwaukee and Madison on the Wisconsin Stage Lines route along the old territorial road, Concord Center Drive. Territorial roads were the first roads, and they often followed Native American trails. Access to transportation routes has always played an important role in the development of any area. Concord had a population of 725 in 1850, which increased to 1,627 by 1870. By the turn of the century, Concord was a growing farming community with a Town Hall, Post Office, general store, schools, churches, a sorghum mill, barber shop, broom factory, creamery, and cheese and butter factories. There are three remaining historic church buildings in the Town: Concord Methodist, St. Mary's Catholic Church, and St. Stephan's Lutheran Church. A small Jewish synagogue was also located in the Bakerstown area of Concord, it had a brief

history in the southwest corner of the Town of Concord. A one room school called Bakerstown School was also located in this area and was later moved to the City of Jefferson for use as a museum, it has since been relocated to Dodge County.

### **Quiner/Ingalls History**

The Town of Concord was also home to the family members of the well-known author Laura Ingalls Wilder. Laura's grandmother, Charlotte Quiner, purchased 40 acres of land in Concord, moving from Brookfield, Wisconsin, as a widow in 1848. Lansford Ingalls, Laura's paternal grandfather, also purchased land in Concord on December 31, 1853. Laura's mother Caroline, a daughter of Charlotte Quiner, grew up in Concord where she became a teacher and met her husband Charles Ingalls. Charles Ingalls and Caroline Quiner were married in Concord by Reverend J. W. Lyman on February 1, 1860. Charles and Caroline moved to Pepin, Wisconsin, in 1862, where Laura Elizabeth Ingalls was born five years later. Later in her life Laura wrote a series of books about her pioneer childhood days on the Midwest prairie. The first book in her series is entitled *Little House in the Big Woods* and is a recollection of her family's log cabin home in the woodlands of Pepin.

### **Conclusion: Historic Resources in Need**

The 1850 census shows Austin Kellogg as the wealthiest man in Town. He was the owner of the stagecoach stop and went on to become a state and county leader. He was appointed Lt. Colonel of the 3rd Regiment of the Militia of the State of Wisconsin for Jefferson County. His Kellogg Stagecoach Inn survived for over 145 years in the Town. It was a prime example of Greek Revival Architecture, a neoclassical style that appears in many Yankee style structures in New England. The Kellogg Stagecoach Inn was destroyed in 1993. Educating local residents about the value of historic local architectural resources is important.

Jefferson County was a leader in the dairy industry. William Dempster Hoard published his national dairy farm magazine called the *Hoard's Dairyman*, which had a significant impact on national dairy farm trends. Hoard went on to become Governor of the State of Wisconsin in 1888, and Wisconsin became the nation's "Dairy State." The Town of Concord was, at one time, part of this prosperous dairy industry in Wisconsin and was dotted with butter and cheese factories and creameries. Most farms in the Town up until the early 1960s still had a herd of dairy cows.

## **7.E. Historic Preservation Resources**

### **Concord Historical Society, Inc.**

<http://www.concordwihistory.org>

The mission of the Concord Historical Society is to preserve and promote local history for the Town of Concord. They collect photographs, plat maps, historic artifacts, and any documents related to the Town of Concord's history. Tours of the Concord Historical Museum and Wm. R. Look Log Cabin are available by CHS volunteers.

### **Wisconsin Historical Society**

<https://www.wisconsinhistory.org/>

The Historic Preservation Division of the Wisconsin Historical Society assists communities, organizations, agencies, and individuals with identifying and protecting archaeological sites, burial places, and historic buildings in Wisconsin. The State Historic Preservation Office maintains inventories of those properties, administers grants, conducts and supports archaeological research, and provides technical assistance to

local governments and owners of historic properties. The division also administers federal and state tax credit programs for the rehabilitation of historic properties and catalogs burial sites (including Native American mounds) and prehistoric sites and structures.

***National Trust for Historic Preservation***

The National Trust for Historic Preservation provides leadership, education, advocacy, and resources to save America's diverse historic places and to revitalize communities. [www.savingplaces.org](http://www.savingplaces.org)



## Chapter 8: Economic Development Element



### 8.A. Vision Statements

1. The Town's rural character and quality of life will be retained. The rural character of the Town will be defined by contiguous areas for the continuation of farming and protection of its natural resources, and by continued low traffic volumes and limited scale and location of development.
2. The vast majority of the land in the Town will remain in agricultural use for the foreseeable future (refer to Chap. 10: Land Use Element).
3. There will be limited opportunity for non-farm business uses. Proposals for home occupations and business uses within the Town Hamlet will be considered. The Town will have in place guidelines enabling it to make responsible decisions with regard to proposals for new business development and expansion of existing businesses in the Town.
4. New businesses will be small-scale, locally owned operations that are compatible with the Town's rural character and agricultural land use.

### 8.B. Strategies

1. The Town will support the successful operation of small-scale home occupations and existing locally owned, independent businesses while acknowledging that the Town does not act as an employment center at this time, nor does it intend to become one in the future.
2. The Town will encourage and promote agriculture as the predominant land use in the Town and support agricultural economic activity that enhances farm income. Agricultural uses include the growing of crops and rearing of animals for food and products.

3. The Town will encourage the conduct of direct farm marketing (and value-added products on a limited scale) within A-1 zoning to supplement household incomes and provide a greater sense of community and vitality to the Town of Concord.
4. The Town encourages residents' utilization of federal, state and county programs that promote the advancement of agricultural practices.
5. The Town will evaluate conditional use applications and rezoning requests for new and expanding business ventures in relation to the anticipated impact on the Town's rural character and quality of life by applying the criteria for business uses listed in the Town Hamlet land use category.
6. The Town will not approve the establishment of new commercial or industrial zoning (A-2, C, B, I) outside of the hamlet.
7. The Town will establish strict regulations on any development that has the potential to interfere with agricultural practices or to contaminate ground or surface water, including utility-scale solar installations.
8. The Town will not rezone lands in anticipation of their development for non-residential purposes. Businesses that require rezoning or conditional use permits must file applications that will be evaluated by both the County and the Town on a case-by-case basis.
9. The Town will limit the establishment of new businesses to areas within the Town of Concord rural hamlet (see Map 15, Appendix A). Home occupations are acceptable anywhere in the Town as regulated by the Jefferson County Zoning Ordinance. The Town will not support expansion of the current rural hamlet or creation of new rural hamlet areas within the Town.
10. The Town will not approve any further non-residential development in the vicinity of the CTH F interchange, the Willow Glen interchange, and Delafield Road adjacent to Willow Glen Road. Future requests that involve non-residential development in the Town, outside the identified rural hamlet area, will only be considered through the plan amendment process detailed in the Implementation Element of this plan.
11. The Town will prohibit development within environmental corridors, on steep slopes, or where wetland filling would be required (see also Chapter 6).
12. The Town will not support the development of commercial solar energy or wind energy facilities, but will have in place desired siting guidelines in the event a solar or wind installation in the town is approved by the PSC.

### 8.C. Issues

1. The Town is bisected by I-94. There is one full interchange at CTH F and a partial interchange at Willow Glen Road, as more fully discussed in the Transportation Element. The full interchange at CTH F is centrally located in the Town, allowing convenient access to and from I-94 for all users with business in the Town. Because the preservation of the Town's rural character is the foremost goal of this plan and is seen to have economic value to the Town, the Town does not support the further expansion of the Willow Glen Road interchange. The Town perceives that expansion of this interchange would create increased levels of residential and non-residential traffic and increased development pressures. This would not be consistent with preservation of the Town's rural character.
2. Of the approximately 138 acres in the Town of Concord rural hamlet, about 55 acres are

currently in agricultural use or are open uncultivated land according to Jefferson County data. This acreage should be adequate to support additional business development through the life of this plan.

3. Under the County Zoning Ordinance, the Community District permits a mix of residential, commercial, industrial, and institutional uses and has appropriately been designated as the primary future zoning district for the designated rural hamlet area. Many potential uses in the Community zoning district are conditional uses and the property owner must gain Town of Concord input and Jefferson County approval for the proposed use. The Jefferson County Zoning Ordinance currently provides for 46 conditional uses for Community zoning.
4. Under the County's Agricultural Preservation and Land Use Plan, property owners may request rezoning to A-2 (Ag Business) anywhere in the town to establish a new business. Approximately 15 parcels scattered throughout the town currently have this zoning designation. Residential development is also scattered widely throughout the town due to County zoning policies which allow a certain number of residential lot splits from each A-1 parent parcel. As a result, business development with A-2 zoning can occur near existing homes. Business development often negatively affects the quality of life for nearby residential development and rural character of the town. The Town will not allow rezoning to the A-2 district outside the town hamlet.
5. Jefferson County zoning allows conditional use permits for home occupations in both A-1 and A-3 zoning. Because business development, even if low impact, often negatively affects the quality of life and rural character associated with rural residential development, it is important that the town participate in the review of conditional use permit applications for home occupations to ensure that such uses do not negatively impact existing residential development.
6. We have seen an increase in applications for large multi-shed storage facilities for renting out storage. This is becoming an issue in terms of clusters of large sheds. Two of these facilities are located in or near the hamlet. The town does not wish to approve more of these as the industrial nature of such developments detracts from the rural character and community feel that town citizens desire.

#### **8.D. Designation Of Sites for Businesses and Industries**

The Town of Concord is essentially rural, lacking public sewer and water. This has contributed to the continuation of Concord's rural ambiance, seen as one of its foremost strengths. Consequently, the Town has chosen not to designate sites for additional businesses and industries, other than supporting those that already exist in the hamlet and a few other locations in the Town. However, there is general consensus that any future businesses that do locate in Concord should be limited to locations within the hamlet. As previously stated, it is expressly intended that this plan not allow further concentration of non-residential development in the vicinity of the CTH F interchange, the Willow Glen interchange, and Delafield Road adjacent to Willow Glen Road.

The Town does not rezone lands in anticipation of their development for non-residential purposes. Businesses that require rezoning or conditional use permits must file applications that are evaluated by both the County and the Town on a case-by-case basis. To provide the greatest degree of protection to the Town's existing rural character, the Town intends to continue this practice, examining all applications for rezoning or conditional use to determine whether they are consistent with the Town's adopted plan, goals, and policies and with protection of public health, safety, and welfare in the Town for years to come. The Town discourages the establishment of any business that could be expected to have a negative impact on the rural character of the Town of Concord. The Town of Concord will not

support approval of new business enterprises if those businesses can reasonably be expected to have undesirable direct or secondary impacts for the public health, safety, and welfare of the community in the immediate vicinity or in the Town as a whole. Such undesirable secondary impacts include, but are not limited to, vibration, light, noise, odors, hazardous materials, heavy traffic (volume or weight), criminal activity, etc. See the performance criteria in the Town hamlet land use category.

The Town understands that a resident homeowner may wish to apply for a CUP to conduct a home occupation. The town is supportive of such applications and will work with the County to enable such uses if in compliance with the County zoning regulations on home occupations.

The establishment of secondary businesses associated with farm products and services – such as riding stables and value-added production from local produce (jams, etc.) – is another way that Concord’s local economy could be enhanced while retaining the Town’s rural character. The Town does not support rezoning from A-1 outside the town hamlet for business purposes.

## 8.E. Background Information

### **Economic Base**

Historically, agriculture was the economic mainstay in the Town of Concord since the first Yankee settlers arrived in the 1830s and 1840s from New England and the east, followed by immigrants from Europe. In 2022, the vast majority of the land in Concord is devoted to agricultural uses, principally the growing of corn and cool-weather crops.

There is very heavy demand for any farmland that is available to lease, an indication of the continuing strength of farming in Concord. Although much of the land in Concord is farmed, agriculture is by no means the largest employer of Concord’s residents. According to 2000 ACS data, only 3% of Concord’s residents list farming, fishing, forestry, hunting or mining (collectively) as their occupation (see Figure 1-8 and Figure 1-9). The large amount of land devoted to farming, combined with the relatively small number of residents indicating farming as their source of income, strongly suggests the following: (1) more agricultural lands are in large-scale farms and there are fewer farmers; and (2) many residents whose primary sources of employment and income are in the non-agricultural sectors continue to farm but for them farming has become a secondary source of employment and income.

In addition to commercial farming, Concord is home to a number of hobby farms. Although these hobby farms may not have a direct economic impact on the Town through their production, nonetheless they are of value to the Town. The presence of the hobby farms contributes to the rural character of the Town, which itself is of value, and the hobby farmers support local businesses as they make purchases related to their enterprise.

Overall, in keeping with the fact that the majority of Concord’s land is devoted to agriculture, Concord does not function as an employment center. Nevertheless, the Town has a vibrant local economy, comprised primarily of small, locally-owned businesses. Concord has long been a place where entrepreneurial residents pursue gainful employment from a local base, with many operating their businesses as home occupations. Home occupations are allowed under Jefferson County zoning<sup>12</sup> in agricultural, residential, and community zoning districts, provided they operate within certain parameters (and have conditional use approval when required). Some home occupations continue as very small-scale operations, while others grow in size and visibility. In addition to the home occupations

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<sup>12</sup> Jefferson County Zoning Ordinance No. 11 (Jefferson County, Effective January 15, 1975, Last Amended October 9, 2018, pp. 7-8 and 18-32.

that may be found throughout the Town of Concord, there are many small businesses in the Town, principally supplying goods and services that meet local needs, although several businesses cater to a specialized market and draw customers from a greater distance.

Consistent with Concord's goal to preserve the Town's rural character, there is limited zoning for non-farm business uses. This is desirable in terms of protecting contiguous land areas for the continuation of farming and maintaining the natural resources, low traffic volume, and limited scale of development that allow the Town to maintain its rural character in the face of rapid development occurring in other communities to the east. In terms of zoning, it can be seen that business uses are located in the hamlet area where a concentration of Community zoning is found. Elsewhere in the Town, clusters of businesses are found along Concord Center Drive east of the hamlet, at the I-94 CTH F exit, and on Delafield Road near the Willow Glen exit. Other businesses operating under home occupation permits and conditional use permits are found at various locations throughout the Town.

### **Employment of Concord Residents**

The 2019 ACS provided job data on all gainfully employed Concord residents aged 16 years and older. There were 1,114 such residents. Approximately 4.4 percent of Concord's employed residents work at home. Commuting time for other workers averages between 25 to 29 minutes, one-way.

#### *Industry of Town Residents*

Almost 60% of the Town's residents employed in 2019 were in the education/health care/social services, manufacturing, and retail trade industries. A detailed industry breakdown of each industry is as follows:

1. Educational/health care/social assistance	24%
2. Manufacturing	19%
3. Retail trade	17%
4. Construction	10%
5. Arts/entertainment, recreation, accommodation, food services	7%
6. Professional/scientific, management/administrative	6%
7. Transportation, warehousing, utilities	4%
8. Finance, insurance, real estate, rental, leasing	3%
9. Agriculture, forestry, fishing, hunting, mining	3%
10. Other services except public administration	3%
11. Public administration	2%
12. Wholesale trade	2%
13. Information	1%

Please see Figure 1-9 for a chart of employment by industry.

#### *Occupation of Town Residents*

As previously discussed, Figure 1-8 depicts the percentage of town residents by occupation as reported on the 2019 ACS. Concord's residents perform one of the following types of work:

1. Sales and office occupations	27%
2. Management, professional, and related	25%
3. Production transportation, and material moving	14%
4. Construction, extraction, and maintenance	14%
5. Service occupations	20%

### **Employment Projections**

It can be anticipated that the occupation and industry trends for Concord's residents will parallel those of the local economy in general, particularly that of Jefferson County. It is generally expected that employment industries will continue to trend toward the service economy. Although the bulk of



Concord's land will remain in agricultural use, increases in agricultural mechanization can be expected to have little impact on employment in the Town because few Town residents have farming as their primary occupation. With regard to occupation, as the proportion of Concord's residents pursuing secondary education increases, it may be expected that the "management, professional, and related" occupation sector will be the dominant industry moving forward.

## **8.F. Weaknesses And Strengths for Business Retention, Expansion, And Attraction**

This list is provided to satisfy statutory requirements. Its inclusion does not imply that the Town of Concord wishes to encourage growth of any type or in any way except as detailed elsewhere in the plan.

### **Weaknesses**

- The Town of Concord has no public water or sewer utilities and does not support the construction of additional private systems designed for moderate- to large-capacity users. This policy is intended to ensure that any businesses that exist or can be attracted will remain small, in keeping with the Town's small-scale rural character.
- The Town of Concord does not have a formal business association or farmers' association to advertise, organize, or promote the interests of businesses in the Town.
- The Town of Concord has a relatively low number of young working-age adults in relation to the population as a whole, which limits the pool of entry-level workers (see Figure 1-4).
- A smaller percentage of Town of Concord residents have pursued higher education than the population of neighboring communities (see Figure 1-5).
- Much of the land in the Town of Concord is environmentally sensitive and unsuitable for development (see Map 10, Appendix A).
- Much of the land in the Town of Concord is most suitable for farming (see Map 7, Appendix A).
- There is intensive competition from major business centers in close proximity.
- There is no concentrated Town Center area, downtown, or business park.

### **Strengths**

- The Town has an abundance of physical and pastoral beauty, including rolling farmland, wooded drumlins, lakes, and rivers.
- Attendance at Town meetings and functions is high, evidencing concern for the Town's quality of life and a willingness to work together for the greater good of the community.
- Town citizens have a willingness to pitch in and help each other when there is need. In August of 2021, a tornado went through the town and caused considerable damage to a number of properties. Citizens came together to help clean up properties and the Town Park.
- There is a choice of quality schools for families including public, private, and parochial in the outlying communities and school districts.
- Compared to the Milwaukee and Madison areas, Town residents experience lower tax rates.
- A good county trunk highway system exists throughout the Town.
- Town residents have direct access to I-94 via CTH F and limited access at Willow Glen Road to the east of the CTH F interchange.



- A significant population resides within a 30–45-minute drive of the Concord Town Hall. This population includes residents of the Cities of Oconomowoc, Watertown, and Jefferson; the Villages of Sullivan and Johnson Creek; and the Madison and Milwaukee metropolitan areas.

### **8.G. Areas With Perceived Environmental Constraints Due to Contamination**

The statute regarding this economic development element requires that it “evaluate and promote the use of environmentally contaminated sites for commercial or industrial uses.” In Concord’s case, it appears that these sites are now well utilized and that no further action is required at this time to maximize their potential. The Town of Concord has no properties where environmental constraints due to contaminants are a foremost concern. Where a problem occurred, all necessary steps have already been undertaken to address the situation.

At the time of this writing, there are 11 sites in the Town of Concord listed in the Wisconsin Department of Natural Resources (WDNR) Brownfield Remediation and Redevelopment Tracking System. The causes of contamination at these properties were primarily spills and leaking underground storage tanks. According to the WDNR’s classification system, there is only one site where cleanup is still underway. The sites listed in their reporting system are as follows:

- Rhodee Excavating, W340 Allen Rd: Soil Contamination (Open)
- Concord Inn, W1240 Concord Center Dr.: Leaking Underground Storage Tank (Closed – 2017)
- Schmocker Farm Spill, N7263 CTH F: Spill (Closed 2015)
- I94 MP 277 West: Fuel Tank Spill on Highway (Closed 2012)
- FAA Sullivan RCLR, CTH B: Leaking Underground Storage Tank (Closed – 1998)
- Rhodee Excavating, N7174 Ski Slide Rd: Soil Contamination (Closed 1997)
- Amoco Ixonia Exit, N6485 CTH F: Leaking Underground Storage Tank (Closed 1996)
- Rondini Property, Bakertown Rd.: Hazardous Substance Discharge (Closed 1995)
- St. Mary’s Church, W856 USH 18: Underground Storage Tank Closure (No Action Required 1994)
- MP 270 CTH E: Leaking Fuel System (Historic – 1989)
- CTH B and STH 135: Spill: loose gas cap (Historic – 1979)

### **8.H. County And State Economic Development Program Applicability**

There are agencies, programs, and resources at the federal, state, and county level designed to improve the economic viability of rural areas. A number of resources that may be of use to Town of Concord residents and to town officials are as follows:

#### ***Programs and Resources for Rural Cooperatives***

Agricultural cooperatives are a respected resource for farmers. The U.S. Department of Agriculture (USDA) provides a wide range of financing and technical assistance to rural areas for rural cooperatives to help get them established and to ensure value-added processing and marketing. Financial backing programs include the Business and Industry Guaranteed Loan Program and the Rural Business Development Grant. Other entities, such as the University of Wisconsin and UW Extension, operate centers for cooperatives that offer technical assistance in seeding and operating rural cooperatives.

**Community Economic Development**

UW Extension operates the Center for Community Economic Development that provides technical assistance and information for rural areas. Their main thrust is helping towns like Concord understand community change and recognize economically beneficial opportunities. They provide educational programming to assist leaders, communities, and organizations to realize their fullest potential.

**Tax Incremental Financing**

Given its status as a town, and not a village or city, Concord has the statutory authority to create tax increment financing districts (TIFs) in very limited circumstances directly related to agriculture, forestry, and tourism. However, the town will not create any TIF districts to incentivize development.

**Workforce Development Center of Jefferson County**

The mission of the Workforce Development Center of Jefferson County is to advance the economic well-being of the region by developing and maintaining a quality workforce. The services of the Workforce Development Center are available to employers, employees, and unemployed individuals in Jefferson County.

**Jefferson County Economic Development Consortium**

The Jefferson County Economic Development Consortium (JCEDC) works directly with local businesses and companies looking to invest in the Jefferson County Area. Its purpose is to foster and encourage responsible economic development activities that result in job creation, retention, increased tax base, and an improved sustainability and quality of life for the citizens of Jefferson County. To that end, the JCEDC offers a broad range of resources, networking opportunities, and educational programming for entrepreneurs and others in Jefferson County.

## Chapter 9: Intergovernmental Cooperation Element

### 9.A. Vision Statements

1. The Town will maintain relationships and communication with neighboring municipalities that have extraterritorial plat review rights and/or annexation interests, to identify and address potential conflicts before they occur.
2. The Town will consider boundary agreements to guide future development, plat review, and annexations with the neighboring communities of the City of Oconomowoc, the Village of Sullivan, and the Village of Summit before substantial annexation of Town lands by any of these municipalities.
3. The Town will continue to have a smooth working relationship with Jefferson County to ensure that requests for zoning and land division are handled in a timely and consistent manner, and to ensure the use of the Town Comprehensive Plan in County reviews.
4. The Town will have in place written agreements with neighboring communities for the shared maintenance of specified roads.
5. The Town of Concord will not require a local community law enforcement facility, and law enforcement needs will continue to be met by the County and the State.
6. Maintenance costs of Town roads will be mitigated through participation in the Wisconsin Department of Transportation Local Road Improvement Program and the Local Bridge Assistance Program.
7. The Town of Concord will rely on the County's Natural Hazard Mitigation Plan.

### 9.B. Strategies

#### ***Strategies to Resolve Potential Conflicts with the City of Oconomowoc***

1. Extraterritorial Plat Review: The Town of Concord will approach the City of Oconomowoc planning staff to better understand the City's interest and application of its extraterritorial plat review rights (see Map 12, Appendix A).
2. Boundary Agreement: The Town of Concord may at some point pursue the establishment of a boundary agreement with the City of Oconomowoc, which would guide future development, plat review, and annexations in the Town.

#### ***Strategies to Resolve Potential Conflicts with the Villages of Sullivan and Summit***

3. Extraterritorial Plat Review: The Town of Concord will approach the Village of Sullivan and the Village of Summit staff and/or Plan Commission to establish a working relationship and better understand the Villages' interest in annexation and/or plat review. (See Map 12, Appendix A).
4. Boundary Agreement: The Town of Concord may someday pursue the establishment of a boundary agreement with the Village of Sullivan, which would guide future development, plat review, and annexations in the Town.

#### ***Other Strategies the Town May Consider to Resolve Potential Conflicts with Neighboring Communities***

5. **Boundary Agreements:** Regarding the potential boundary and annexation issues with

neighboring communities, one regulatory route the Town of Concord might investigate is establishing cooperative boundary agreements under Section 66.0307 or general agreements under Section 66.0301. Such agreements are formal contracts between municipalities. They may contain other provisions relating to joint land use planning, zoning, the provision of shared municipal services, road maintenance, easements, and revenue sharing. A 66.0307 cooperative boundary agreement must be at least 10 years in duration. New town, city, or village administrations cannot unilaterally dissolve or amend it without the consent of all the governments involved. Once a 66.0307 cooperative boundary agreement is in place, annexations can occur only as specified by the terms of the agreement. It is important to note, however, that a 66.0307 cooperative boundary agreement is rather complex. The agreement must specify the following: current land use, agreement duration, proposed boundary changes, conditions that may trigger future boundary changes, and a land use plan for the affected area with attention to public improvements and how public services will be provided to the affected area. In addition, the agreement must include proof of consistency with existing plans and ordinances and a rather detailed analysis of its environmental, economic, and social impacts. Alternatively, a 66.0301 General Agreement may address a variety of issues, including boundaries and annexation, but it has fewer procedural requirements and may last no more than 10 years.

6. **Conservation Easements:** The Town may also consider working with the various land trusts that function in this area to preserve agricultural lands. Landowners can voluntarily sell or donate land and/or conservation easements to the land trust and receive compensation in some form. Compensation may be in the form of cash for the sale of their land or conservation easement, or, in the case of donated land or conservation easements, a tax deduction is given for the value of the donation, to the extent allowed by law. The purpose here would be threefold: (1) to work with these land trusts to preserve the rural character of the Town by decreasing development, (2) to preserve agricultural lands, (3) to use conservation easements strategically as a buffer to development in neighboring communities and to make land in areas open to annexation less desirable for such a purpose. The Town may want to undertake an effort to educate the public (especially those along borders at risk for annexation) about these land trusts. Education could take the form of mailings and/or informational meetings where members of area land trusts could be invited to speak to the citizens of the Town. Some area trusts include the Natural Heritage Land Trust, Land Trust Network of Jefferson County, and Drumlin Area Land Trust.

### **Strategies for Continuation of Current Cooperation and Agreements with Other Governmental Units**

1. The Town of Concord will continue to work with Jefferson County to review zoning and land division requests in accordance with the Jefferson County Zoning Ordinance and the 2021 Jefferson County Agricultural Preservation and Land Use Plan. The Town will improve predictability and plan consistency for projects in the town by consistently documenting, in writing, the specific aspects of the project and the specific text from this Comprehensive Plan relevant to whatever recommendation is made.
2. The Town of Concord will continue to work with Jefferson County to ensure the preservation of agricultural land within the Town.
3. The Town will reevaluate fire and ambulance services as contracts expire to ensure the best protection to the Town citizens and to ensure these services are provided at a reasonable and

competitive cost to the Town.

4. The Town of Concord will continue to cooperate with public, private, and home schools in providing educational opportunities when appropriate. This could include encouraging use or rental of Town facilities by schools or home school groups to aid in providing learning opportunities or school sports-related activities.
5. The Town will pursue written agreements with each community involved in a shared road maintenance effort. This would help to establish continuity as members of governing bodies change. These need not be legally binding documents but should at least serve to set down in writing the current verbal agreements (see 9.D. Town Road Maintenance for a list of current verbal agreements).
6. The Town will continue to participate in the Local Bridge Assistance Program to ensure safe bridges and cost-effective bridge maintenance.
7. The Town will continue to participate in the Town Road Improvement Program when appropriate to ensure safe, cost-effective repair of town roads.
8. The Town of Concord will continue to support and work with the UW Extension and the Rock River Coalition to educate residents about best practices in daily life and land disturbance activities that protect the quality of surface waters.
9. The Town of Concord will participate with Jefferson County when appropriate in the update of the County's Natural Hazard Mitigation Plan.
10. The Town of Concord will work with the Jefferson County Historic Sites Preservation Commission and the local Concord Historical Society on historic preservation issues.

### **9.C. Potential Conflicts with Neighboring Communities or Other Governmental Units**

#### ***Extraterritorial Plat Review***

The City of Oconomowoc and the Villages of Sullivan and Summit each have rights to review, influence, and approve land divisions within 3 miles or 1.5 miles of their borders. Because the Town's policies are designed to prevent development and protect farmland and open space, conflict in the land division process is unlikely.

#### ***Annexation***

As of early 2022 the City of Oconomowoc and the Village of Summit have the new legal right to pursue annexation of Town land outside their county in partnership with interested landowners, without the Town's consent. The City of Oconomowoc is much more likely to pursue annexation in the Town of Concord within the next 10-20 years and should be the main focus for monitoring and periodic discussions with City staff. As an incorporated former township with lots of undeveloped land within their municipal boundary, the Village of Summit is unlikely to pursue annexation in the Town of Concord during the next 10-20 years.

The Village of Sullivan continues to have annexation rights in the Town of Concord, typically exercised in partnership with property owners seeking annexation. The Village has been experiencing only slow growth; development pressures that would result in substantial annexation of Town land is unlikely in the next decade.

## 9.D. Current Cooperation and Agreements with Other Governmental Units

### **Zoning, Land Division, and Plat Review<sup>13</sup>**

- Zoning, land division, and land use in the Town of Concord are currently controlled by the Jefferson County Zoning Ordinance<sup>14</sup> and must comply with the goals set forth in the 2021 *Jefferson County Agricultural Preservation and Land Use Plan*.<sup>15</sup> The County does seek Town approval for any zoning changes, plat reviews, or land divisions prior to giving county approval to such requests.
- The Village of Sullivan exercises extraterritorial plat review within a 1.5-mile radius of the Village perimeter. This includes an area along the southern border of the Town of Concord (see Map 12, Appendix A). All requests involving land divisions and plat review in this area are reviewed by the Village of Sullivan as well as the Town of Concord and Jefferson County. The Village has the right to deny these requests, within limits, if they can show them to be incompatible with the future growth of the Village.
- The City of Oconomowoc exercises extraterritorial plat review within a 3-mile radius of the perimeter of the city. This includes an area in the northeast portion of the Town of Concord (see Map 12, Appendix A). All requests involving land divisions and plat review in this area are reviewed by the City of Oconomowoc as well as the Town of Concord and Jefferson County. The City has the right to deny these requests, within limits, if they can show them to be incompatible with the future growth of the City.
- The Village of Summit exercises extraterritorial plat review within a 1.5-mile radius of the Village perimeter. This includes an area along the eastern border of the Town of Concord. All requests involving zoning changes, land divisions, and plat review in this area are reviewed by the Village of Summit as well as the Town of Concord and Jefferson County. The Village has the right to deny these requests, within limits, if they can show them to be incompatible with the future growth of the Village.

### **Protection of Persons and Property**

- Police Protection: Police protection for citizens in the Town of Concord comes from the Jefferson County Sheriff's Department and the State Patrol.
- Fire and EMS Services: Fire and rescue and EMS services for that portion of the Town north of Interstate 94 are currently being met through intergovernmental agreements with the Town of Ixonia. South of Interstate 94 EMS services are provided by Western Lakes EMS and fire protection is provided by the Sullivan Fire Department. The Town maintains annual contracts with these communities for service coverage in different areas of the Town (see Maps 3 and 4, Appendix A).

### **Town Road Maintenance**

- Agreements with Neighboring Communities: A number of agreements exist between the Town

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<sup>13</sup> Jefferson County Zoning Ordinance No. 11 (Jefferson County, Effective January 15, 1975, Last Amended January 2022)

<sup>14</sup> Jefferson County Zoning Ordinance No. 11 (Jefferson County, Effective January 15, 1975, Last Amended September 11, 2006).

<sup>15</sup> Jefferson County Agricultural Preservation and Land Use Plan (Jefferson County, February 2021).



of Concord and neighboring communities for the purpose of maintaining roads that form common borders between Concord and neighboring communities or that traverse both communities. To date these agreements are verbal understandings and there are no formal contracts. These agreements are as follows:

- Agreements with the Village of Summit: The border between the Town of Concord and the Village of Summit is down the middle of Morgan Road. Currently, the Town of Summit does the plowing of this road in the winter, and the Town of Concord is responsible for mowing the shoulders in the summer.
- Agreements with the Town of Sullivan: The Town of Sullivan plows Pioneer Drive, Trail Drive, and Indian Point Road in the winter. The Town of Concord is responsible for mowing the shoulders of these roads in the summer.
- Agreements with the Town of Farmington: Stonewood Drive is on the border between the Town of Farmington and the Town of Concord. Currently, Farmington plows this road in winter, and Concord mows the shoulders in the summer.
- Agreements with the Town of Ixonia: North Side Drive forms the border between the Town of Concord and the Town of Ixonia. Currently, Ixonia plows this road in winter, and Concord mows the shoulders in the summer.
- County Road Maintenance: Jefferson County is responsible for all maintenance and plowing of the county roads that run through the Town of Concord. These include: CTH B, CTH F, CTH P, and CTH E.
- Cooperation with Wisconsin Department of Transportation (DOT): The Town of Concord has worked with the Wisconsin DOT to maintain bridges in the Town through the Local Bridge Improvement Assistance Program. Through this program, the Town can rehabilitate and/or replace, on a cost-shared basis, bridges within the Town that are structurally deficient. The Wisconsin DOT also provides funds for repair of seriously deteriorating town roads through the Local Road Improvement Program.

## Schools

- There are currently no schools, either public or private, located within the Town of Concord. The Town of Concord Community Center was for many years a school in the Watertown School District, and the building and property were purchased by the Town in spring of 2004 after the district had closed the school.
- Public Schools: Public school students in the Town of Concord currently attend school in four districts: Jefferson, Watertown, Johnson Creek, and Oconomowoc (see Map 5, Appendix A). Students may apply to attend a public school outside of their district through open enrollment. Many students are bused to school from outlying areas.
- Private Schools: There are many students who attend private schools in neighboring communities. Busing is available to these students in some cases.



- Home Schools: There are a number of students in the Town who are home schooled.

***Miscellaneous Services Shared with Neighboring Communities or Governmental Units***

- The Town of Concord currently collects property taxes from all properties in the township and then disperses funds to the appropriate school districts, Madison Area Technical College, and Jefferson County as allocated.
- The Town of Concord currently contracts for the services of a building inspector and assessor independent of neighboring communities although the services of these individuals may also be used by other communities.

***Miscellaneous Services Shared with Jefferson County***

- Elections: The Town of Concord currently works with Jefferson County and the State of Wisconsin on local, state, and national elections. The Town uses its own employees and follows state guidelines in participating in the election process.
- Parks: Joy Park located on CTH F, 1 mile north of I-94, is the only county park located in the Town of Concord. Maintenance of the park is the sole responsibility of the County.
- Health: Jefferson County Health Department offers a multitude of services and educational opportunities that are available to Town residents. These include clinics for immunizations, flu and COVID shots, well-child checkups, and health education; an in-home Personal Care Program for the elderly, the disabled, or children with special needs; a Public Health Program with a variety of services offered; and a Home Health Program.
- Jefferson County Historic Sites Preservation Commission: Jefferson County has a commission to protect and enhance county historical and cultural resources.

***Garbage Collection***

See the Utilities and Community Facilities Element.

## Chapter 10: Land Use Element



### 10.A. Vision Statements

1. The official guide for land use planning in the Town of Concord will be the Town of Concord Comprehensive Land Use Plan. The Town will also adopt more detailed policy guidance from time to time, by resolution or ordinance, to reaffirm and strengthen its commitment to the policy direction provided by this plan.
2. Through consistent adherence to the policy and land use guidance of this Comprehensive Plan, the Town will protect its natural resources, especially prime agricultural soils, wetlands, floodplains, upland woods, wildlife habitats, state-designated natural areas, rivers, and surface waters.
3. The Town will maintain a strong working relationship with Jefferson County staff and officials, who will use this Comprehensive Plan to guide land use decision in the Town of Concord.
4. The Town's public service arrangements, including road, fire, emergency services, and other public services and facilities, will be adequate to serve development through the life of this plan, and will require little or no expansion to do so.
5. The rates of commercial and residential development in the Town will remain low, characterized by a handful of scattered new homes each year, limited commercial uses outside of the town hamlet (home occupations and agriculturally-related accessory uses), and a mix of small-scale residential and commercial development within the town hamlet.
6. The rural character of the Town and the quality of life enjoyed by the current residents of the Town will be protected from excessive new residential or commercial development.
7. The primary land uses in the Town of Concord will remain as agriculture (crop cultivation and animal rearing for food and products), open space, and natural environmental features.
8. Agricultural land use will be protected from the establishment of land uses that replace or are incompatible with farming.
9. The Town will support stringent requirements for CAFOs (Concentrated Animal Feeding Operations) and any other livestock facility that may have adverse environmental effects.
10. The town will not support the development of utility scale solar or wind energy facilities. The

town will support stringent siting guidelines for utility scale solar or wind energy facilities to mitigate the negative effects on the quality of life and health of the town residents caused by the appearance, light, noise, vibration, electrical, radio interference, and other effects attributable to such facilities.

11. The Town will limit the establishment of new businesses to areas within the Town of Concord rural hamlet (see Map 15, Appendix A). Home occupations are acceptable anywhere in the Town as regulated by the Jefferson County Zoning Ordinance. The existing rural hamlet as mapped in this plan, will not be expanded and no new hamlets will be created.

## **10.B. Strategies**

1. As stated in “Chapter 5: Agricultural Element,” the Town will limit the maximum number of lot splits in the A-1 zoning district. Procedures to be followed to implement this strategy are outlined in “Chapter 11: Implementation Element” (see Appendix B for current A-1, A-2, and A-3 land use policies from the *Jefferson County Agricultural Preservation and Land Use Plan*, February 2021).
2. Densities of new development and redevelopment within the hamlet and the scattered lot splits will not exceed the ability for that use to properly provide for a private on-site wastewater treatment system.
3. Higher densities of all new development and redevelopment within the Town are not possible due to the lack of public sanitary sewer service. For that reason, multifamily residential and other alternative residential housing styles, such as senior housing, will not be allowed.
4. Residential densities should remain highest in Spacious Acres and the previously developed subdivisions in the Town. In no case should lots be less than one acre.
5. The Town will encourage the primary land uses of agriculture, open space, and natural environmental features.
6. The Town will continue working with Jefferson County and other agencies and groups to create efficient and effective farmland preservation programs (see Chapter 5: Agricultural Resources Element for further discussion and information on this issue).
7. The Town will work with land trusts active in the region to educate citizens regarding the voluntary sale or donation of conservation easements to such trusts (see 5.E. Conservation Programs for more information).
8. The Town will seek to educate farmers regarding the benefits of participation in the Wisconsin Farmland Preservation Program and encourage their participation in the program.
9. Establishment of land uses that are incompatible with farming will not be allowed in areas where such uses may reasonably be expected to have a negative impact on the continuation of farming. This includes any use or configuration of use that would have the effect of:
  - a. Breaking up available farmland into smaller pieces (e.g., less than 10 acres) that cannot be economically farmed due to small size and/or inconvenient access
  - b. Increasing objections to and/or complaints about customary farming practices that result in dust, odor, noise, etc.
  - c. Substantial changes in traffic and/or access that prevent safe farm vehicle access to available farmland

10. The Town Board will investigate any application for a CAFO to ensure that the proposed facility meets all the requirements set forth in Wisconsin's livestock facility siting law as interpreted by ATP 51. It will also investigate any livestock facility that may have adverse environmental effects. The Town Board maintains the right to impose further regulations regarding any adverse environmental concerns associated with these operations including but not limited to: ground water pollution, water quality, air pollution, dust, traffic, noise, odor, and lighting.
11. The town will oppose any proposal to establish a utility scale solar or wind energy facility in the town. The Town will work with the state and the county to encourage the adoption of siting guidelines for utility scale solar and wind energy facilities that mitigate the negative effects of such facilities on existing residential development.
12. The Town will maintain its own desired siting guidelines for utility scale solar and wind energy facilities that may be approved by other authorities, including the Public Service Commission
13. Rural development, including farming, raising of livestock and exotics, and rural residential development, will not be allowed in areas with soils classified by Jefferson County as unsuitable for development because of their permeability, slope, or drainage patterns.
14. The Town will preserve floodplains, stream channels, surface waters, woodlands, and wetlands. Development, dredging, or filling that would either raise the base flood elevation, produce flood damage, or alter the ecological integrity of those natural resources will be prohibited to ensure the environmental benefits of these significant natural resources are preserved into the future.
15. The Town has significant concerns regarding the development of scattered A-2 zoning districts and their effect on nearby residential development. Accordingly, the town will support new A-2 zoning only in the town hamlet.

### **10.C. Future Land Use Policy**

This section accompanies the Future Land Use Map (see Map 15, Appendix A), describing the Town's intent for each land use category. Landowner requests for zoning or land division actions (rezones, conditional use permits, variances, plats, certified survey maps, etc.) shall be evaluated against these policies (and other "strategy" policy statements throughout this plan).

#### ***A. Rural Preservation***

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

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

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

### *B. Town Hamlet*

The intent of this area is to maintain and allow for incremental infill growth of the Town's original hamlet area, including a mix of single-family residential and commercial uses on private, independent water and sewer systems. The Town prefers business uses that are locally owned and operated and that are compatible with the small-town character of the hamlet.

The town will ensure the suitability and compatibility of new or expanded businesses in the hamlet by applying criteria to the design and operations of the business. The following criteria will be considered in reviews for rezoning or conditional use permit requests. These are guidelines to be considered in the process; the Town or applicant may propose variations that meet the stated intent.

- A. Size – maximum area for a building or group of buildings on a parcel: 5,000 square feet, excluding a dwelling.  
Intent: The Town is trying to maintain the historic character of the hamlet by extending a pattern of small commercial buildings.
- B. Traffic – maximum daily trips to and from a site: 100 if access point is to a town road, 150 if access point is to a county highway, with exceptions for occasional special events.  
Intent: The Town is focused on the needs of and benefits to Town residents and does not desire uses dependent on a regional market that would dramatically increase traffic in the Town. For reference, per the Institute of Transportation Engineers Trip General Manual (11<sup>th</sup> edition) a 4,000 SF garden center generates about 126 trips (63 visits) on a weekday and 151 on a Saturday (75 visits); a 3,000 SF brewery tap room generates about 185 daily trips (92 visits); a 5,000 SF light industrial building generates about 69 daily trips (34 visits); a convenience store/gas station with 8 fueling positions generates about 2,116 daily trips (1,058 visits).
- C. Lighting –maximum artificial illuminance measured at the property line: 0.1 footcandles (equivalent to the light generated by the full moon); all exterior lighting must utilize full-cutoff fixtures.  
Intent: The Town is trying to protect rural character at all times of the day and night, and to avoid excessive nighttime lighting disrupts that character.
- D. Noise – maximum noise level at the property line: 55 decibels (approximately equivalent to normal conversation)  
Intent: The Town is trying to protect rural character, including the sounds and quiet of natural areas. Excess noise is disruptive to all inhabitants, including people and animals.
- E. Viewsheds – the town may require the planting and maintenance of a year-round vegetative barrier (i.e., coniferous trees or bushes) to reduce the visibility of a use from the public roadway and/or a neighboring parcel. The town may also require a 3-year vegetation management plan with financial surety (held either by the County or the Town) to ensure the success of required plantings.  
Intent: The town wants to protect rural character by hiding from view or softening the view of new buildings; hiding a building may be appropriate if visibility is not critical to business success.
- F. Water Quality – the town seeks confirmation that the project meets all applicable county requirements for infiltration and rate and volume control for any stormwater runoff  
Intent: Protecting water quality is a high priority value for the Town and residents want assurance that all code requirements are followed.
- G. Odors – no objectionable odors may leave the property



Intent: The Town wants to maintain an environment that is safe and pleasant for all residents.

- H. Air quality – uses may not produce excessive dust, smoke, or air pollutants.

Intent: The Town wants to maintain an environment that is safe and pleasant for all residents.

- I. Parking – uses will have sufficient off-street parking to accommodate patrons, employees and any other parking need associated with business operations.

Intent: The Town wants to protect the function and safety of all roadways.

Expansions of the Town Hamlet area to accommodate zoning districts not permitted in the surrounding land use designations will require a plan amendment process as described in Chapter 11 – Implementation.

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

- N-Natural Resources
- A-1 Exclusive Agriculture
- A-2 Agricultural and Rural Business (see also Town policy in the Economic Chapter and/or any supplemental town resolutions or ordinances regarding conditions on commercial uses)
- A-3 Agricultural/Rural Residential (see also Town policy in the Housing chapter limiting parcel splits for new housing)
- B-Business (this district is acceptable where already applied – the Town does not intend to allow the expanded use of this district in the Hamlet except for the expansion of an existing business on a parcel zoned B-Business)
- C-Community (this is the preferred district to accommodate commercial uses in the Hamlet)

#### *C. Business*

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

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

- B-Business

#### *D. Neighborhood Residential*

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

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

- R-2 Residential-Unsewered

#### *E. Development Limitations*

This designation on the Future Land Use Map is not a category of use. Rather, it is an overlay to warn Town, County and landowner participants in the development process about the likely presence of natural and/or regulatory conditions that may restrict land disturbance or development. The data used for this designation come from Jefferson County and the State of Wisconsin (Department of Natural Resources). Applicants with intent to disturb land or build structures in or near areas with this

designation should expect to verify conditions with professional assessments such as a topographical survey or wetland delineation.

### **10.D. Issues**

#### ***Agricultural Success***

Though representing only 3% of town resident employment, agriculture is the most dominant economic feature of the landscape, covering most areas of the Town that are not protected wetlands. This reflects the high quality of the soils and the ability to farm the land profitably.

#### ***Preservation of Agricultural Land***

Despite the robust state of Concord's farm economy and the predominance of agricultural land uses in the Town, residents remain concerned about the potential loss of farmland through conversion and development for other uses. As discussed in "Chapter 5: Agricultural Resources Element," possible ways to address this issue are through the donation or sale of conservation easements and the promotion of the Farmland Preservation Program.

Donation or sale of conservation easements to land trusts would allow farmland to be preserved in perpetuity for agricultural use. Preserving working farms is a guideline that the trusts follow in their efforts to purchase land or conservation easements. Another potential use of conservation easements would be to prevent annexation.

Farmers in Concord utilize the Farmland Preservation Program. In 2005 more than 30 percent of the acreage able to be placed into the Farmland Preservation Program in the Town of Concord was included in the program, which comprised more than 6,000 acres county wide. In 2022 the Town had 96 parcels totaling 2,830 acres of eligible parcels zoned A-1 or NR, and tax credit claims from 11 Concord-based property owners totaling about 1,200 acres. Through promoting the Farmland Preservation Program, additional acreage could become protected to ensure that incompatible uses are not located adjacent to productive farmland. This would ensure that productive farmlands are preserved and would protect the rural character desired by the residents of the Town.

#### ***Lot Splits in the A-1 and A-3 Districts***

(See Appendix B for current A-1, A-2, and A-3 land use policies from the 2021 Jefferson County Agricultural Preservation and Land Use Plan.)

Jefferson County has had and continues to have farmland preservation policies that track lots splits from "parent parcels" established in 1977 and allow up to 3 total splits on non-prime farmland, or 2 total splits on prime farmland. While drafting the Town's first Comprehensive Plan the Town conducted a survey of residents that included questions about lot splits and new residential growth. That 2008 survey, completed by 255 respondents, found that 138 (54.7%) supported limiting lot splits, and 113 (45.3%) did not support limiting lot splits. Based on that feedback, and research showing that the County's policies would allow more than 500 lots splits, the Town established policies in the Comprehensive Plan to limit such splits within Concord to 2 new lots on non-prime land. The town continues to follow the current county policy on prime lot splits. Public feedback at meetings conducted in 2022 affirmed that this policy is still supported by a majority of interested participants.

#### ***A-2 Agricultural Business District Policies***

(See Appendix B for current A-1, A-2, and A-3 land use policies from the Jefferson County Agricultural Preservation and Land Use Plan.)

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

A small portion of the land in the Town of Concord is currently zoned A-2. The Town continues to receive requests from resident landowners to create new A-2 zones for business purposes. Due in part to the location of the town near I94, there has also been pressure for A-2 business development from non-residents who wish to purchase land in the town and rezone it to A-2 to establish a variety of businesses. In the 2009 Town of Concord Land Use Plan, the Town limited the development of new businesses to the hamlet area. This was based on citizen input and an expressed desire not to have scattered business development throughout the town. Since the passage of the 2009 Plan, the town has consistently denied requests for rezoning to A-2 for the purpose of establishing new commercial enterprises outside of the town hamlet. A number of small A-2 zones have been approved, but none that established a new commercial enterprise outside the hamlet.

In March 2022, the Town Board did approve a significant A-2 development outside the hamlet and contrary to the Town plan. The County Zoning Board upheld the Town board decision rather than the Town Plan. Part of their reasoning was that the town had approved A-2 zones in the past. No consideration was given to the fact that these zones had not created new commercial enterprises outside the hamlet.

## 10.E. Existing Land Use

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

Land Use Category	Area in Acres	Percent of Land Area
Crops and Pasture	11,072	47.7%
Wetlands and Surface Water	6,218	26.8%
Open Space	2,031	8.7%
Residential	1,281	5.5%
Woodlands	1,269	5.5%
Right of Way	904	3.9%
Farm Buildings	312	1.3%
Parks and Recreation	68	0.3%
Civic (cemetery/church/school/town)	41	0.2%
Commercial	19	0.1%
Manufacturing/Storage	5	0.0%
Grand Totals	23,221	100%

Source: Jefferson County 2022

The Town of Concord is a community based on agricultural land uses, open spaces, and acres of environmental features requiring preservation. Table 10-1 above provides a breakdown of the existing land uses in the Town of Concord, including acreage and percentage of the Town in each land use category. Map 11 in Appendix A provides a map of current land uses. This provides a good spatial orientation as to the location of these different uses. The existing land uses have been grouped into categories that include agricultural, residential, commercial, industrial, public, and recreational. Environmentally sensitive areas such as wetlands, woodlands, and surface water are also included on the map.

### ***Agricultural and Open Land***

Agricultural lands account for nearly 48 percent of the land area in the Town of Concord, while forests and wetlands comprise over 32 percent. Many of the wetland areas are associated with, or connected to, the lowland floodplains of the Oconomowoc River. Agricultural uses including row crops, forage, and grassland make up the majority of land uses in the Town. These three categories cover the entire range of crop, dairy, livestock, and exotic farming activities. For purposes of this analysis, the farmhouses, residential yards, and accessory residential structures on the farms were considered to be part of the total acreage of row croplands, forage lands, and grassland. Soils have been separated into prime and non-prime by using different classes and characteristics of soils as identified by the Natural Resources Conservation Service. Concord is rich in prime agricultural soils (see Map 7, Appendix A).

### ***Commercial, Industrial, Extractive, Public, Recreational, and Residential***

The least intensive land uses, in terms of acreage, are commercial, industrial, civic, and recreational uses, each of which amounts to less than 2.5 percent of the land area. This is to be expected in a rural, agriculturally based town. The hamlet at the intersection of Concord Center Drive, CTH E, and CTH B is 138 acres in size. Currently approximately 60 acres (43 percent) of the hamlet is developed with the following land uses: residential (41 acres), storage (7.5 acres), farm buildings (6 acres) manufacturing/industrial (2.8 acres), warehouse/storage (commercial (1.2 acres), and public institutional (1.4 acres). The remaining 78 acres includes wetlands (7.5 acres), roadways (15.3 acres) and crop land or open, uncultivated land (55.2 acres). That 55 acres of cultivated and uncultivated lands has the potential to be developed for residential or commercial use, though it is distributed across more than a dozen parcels, some of them small and/or irregular in configuration.

Residential use covers only 5.5 percent of the Town's land area, according to Jefferson County data. A large portion of the residential land use in the Town is located in rural residential subdivisions and the Spacious Acres mobile home park. Scattered large lot and farm homes make up the remaining residential acreage (see Map 11, Appendix A).

### ***Environmental Corridors and Floodplains***

Environmentally significant features found within the Town include wetlands, woodlands, and steep slopes. Together, the wetlands and woodlands impart many benefits for the natural environment and the residents of the Town. These environmentally significant features have been classified as environmental corridors (see Map 10, Appendix A). The environmental corridor areas contribute significantly to the rural atmosphere that most area residents desire. The corridors provide natural habitat for wildlife, preserve the purity of our drinking water, and serve to maintain integral portions of our ecosystem.

Due to the negative impacts that occur with significant flooding, land areas that are estimated to have a 1% chance of flooding in a given year are identified as lands within the 100-year floodplain (see Map 10, Appendix A). The lands within the floodplain should be protected from future development to limit flood damage to houses and structures. Many farmers depend on the crop yield from their land that is within the floodplains, and they understand the potential impact of the large storms on their crop yield in these areas.

### ***Coordination with County Staff and Officials***

The Town has enjoyed a good working relationship with Jefferson County in the implementation of County zoning regulations, whereby the County defers to Town plans and preferences whenever it is not directly inconsistent with County plans or ordinances. This arrangement has worked well for the Town,

but in a recent situation related to approval of a commercial storage use outside the Town Hamlet boundary, problems occurred because the Town Board approved a request inconsistent with the Town's adopted Comprehensive Plan. In response to resident complaints that the County acted in a manner inconsistent with the Town's plan, County staff clarified that they do not routinely review Town plans to make a determination of consistency and that the primary focus of County staff and officials is the official recommendation of the Town Board. The county's approach was facing a legal challenge at the time of the town plan update in late 2022. Their interpretation emphasizes the importance of town officials to act in conformance with their own plan. In support of that outcome, and as a matter of correct and defensible zoning practices, County staff have encouraged Towns to create a summary of how a proposed zoning action is consistent with the Town plan, and to provide that summary to the County with the Town's official action or recommendation. The Town also expects that the County will enforce consistency with the County Comprehensive Plan.

### **10.F. Land Use Trends**

Consistent with the steady state of the Town of Concord's population over the last 20 years due to limited new housing and slightly declining household size to 2.6 persons (from 2.67), there has been little change in the overall land use pattern. A cluster of business uses and activities has remained in the hamlet and along Concord Center Drive with the exception of established home occupations that are located throughout the Town. The highest residential densities remain confined to the area near the hamlet; in the Ruders, Union Hill, and Golden Lake Park View Subdivisions in the southeastern corner of the Town; and in a mobile home park located in the southern part of the Town. The residential growth has primarily taken the form of single-family, one-story or two-story houses with attached garages located throughout the Town along existing roadways. The majority of the lots for the new residential uses were created from land formerly zoned as agricultural land, following the allowable agricultural land division policies of Jefferson County.

#### ***Agricultural Trends***

As noted in "Chapter 5: Agricultural Resources Element," approximately 90 percent of the entire Town consisted of agricultural land and open land in 1996. Currently 47.7 percent of the land uses within the Town are directly related to agriculture, and 41.0 percent is open land, wetlands, woodlands and wetlands/surface water. Despite the loss of about 1.5 percent of farmland and open space since 1996, the core agricultural uses remain very strong in Concord.

#### ***Public, Commercial, and Residential Trends***

Public and institutional uses in the Town of Concord include the old Town Hall, Community Center, Town Garage, salt shed, and the churches, parks, and cemeteries. These serve the community in a variety of ways. The old Town Hall is used by the Concord Historical Society. The Concord Community Center is the location of Town meetings and has many other community uses including rental options.

Commercial enterprises in Concord are limited, small in scale, and locally owned. As noted in "Chapter 8: Economic Development Element," commercial and business activities consist of an inn, a general store, a tavern, automotive repair shops, towing, HVAC, and a good variety of other small-scale, locally owned operations. This is not unusual in a predominantly rural community that lacks public sewer and water. It is anticipated that future commercial development will be minimal and small in scale and will continue to be located in the hamlet adjacent to properties currently utilized for business purposes.

Concord plans to remain without public sanitary sewer service and without public water. Future changes in land use patterns will be directed by the Town of Concord Comprehensive Land Use Plan, the

Jefferson County Agricultural Preservation and Land Use Plan, and the Jefferson County Zoning Ordinance. Under the County Zoning Ordinance, the Community District permits a mix of residential, commercial, industrial, and institutional uses and has appropriately been designated as the future land use for the hamlet.

Much of the surrounding farmland is zoned A-1, which permits a certain number of lot splits for residential development based on prime or non-prime soils and road access. Factors such as road improvements and road extensions also affect the location of growth.

## **10.G. Year 2025 Population Projections and Future Land Use**

### **Population Projections**

As noted in “Chapter 1: Issues and Opportunities Element,” the population in Concord decreased from 2,023 in the year 2000 to 1,981 in the year 2020. This represents a decrease of 43 residents for a population decline of 2.1 percent over 20 years, and a 4.4% decline over the past 10 years, from a peak population of 2,072 in 2010.

The population projection identified for the period of 2020 to 2040 uses the Department of Administration (DOA) projections for 2010-2040 but adjusts the 2030 and 2040 projections downward to incorporate the actual 2020 population. An additional 100 people during the current decade, 2020-2030 could result in a total of 35-40 houses, or 3-4 per year.

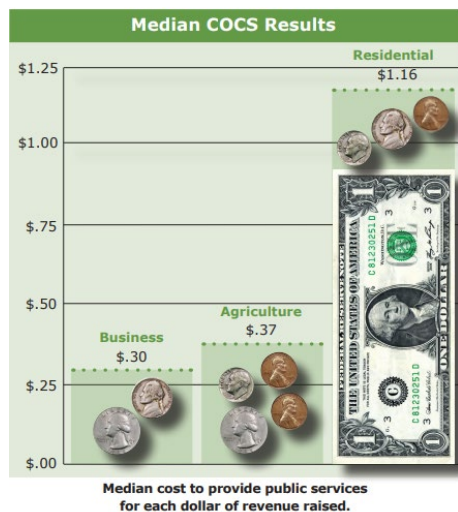
### **Future Land Use**

The Community Survey conducted in 1996 in the Town of Concord for the Jefferson 2020 Vision Plan indicated a strong preference to preserve the rural and agricultural character of the countryside. This opinion was reinforced by the 2003 survey conducted by the Town of Concord Park and Plan Commission and by citizen input elicited through the visioning sessions held in 2006. Community Input Sessions and surveys conducted in 2022 indicate a continued strong preference to preserve the rural and agricultural character of the town and to prevent the establishment of scattered business development.

Woodlands and wetlands form environmental corridors that also contribute to the rural character. These corridors offer many benefits for the environment and must be preserved from future development to ensure that the benefits are realized and protected in the future.

As discussed earlier in this chapter, the greatest potential impact on land use in the Town of Concord under current County Zoning would occur if all possible A-1 lot splits could be exercised and homes constructed on each of those lots. The result would be the construction of an additional 500+ homes and more than 1,000 additional residents. The cost of services for residential housing is typically greater than what is recovered in tax dollars. Farmland and industrial land uses pay more in taxes than the cost of their services (see chart below).





2016 Cost of Community Services Study data, from the Farmland Information Center ([www.farmlandinfo.org](http://www.farmlandinfo.org))

This cost of services for residential development, along with the strong community desire to remain rural, indicates a need to consider regulatory changes that would minimize the number of allowable lot splits in the A-1 zoning district.

## Chapter 11: Implementation Element

### 11.A. Introduction and Overview

Listed below is the sequence of steps necessary to implement the Town of Concord Comprehensive Land Use Plan.

- Adoption of the Town of Concord Comprehensive Land Use Plan
- Outline of programs and specific future actions to be completed in order to achieve the visions and to implement and integrate the strategies and recommendations contained in the other ten elements of the Town of Concord Comprehensive Land Use Plan
- Establishment of a process for measuring the Town's progress in achieving the objectives of the Comprehensive Plan
- Establishment of a process for updating the Comprehensive Plan

The above steps serve to integrate the visions, strategies, and recommended actions contained in the other ten elements of the Comprehensive Plan in a consistent manner. As implementation proceeds, conditions may change. Changed conditions may require fine-tuning of the Comprehensive Plan to better integrate the various visions, strategies, and recommended actions in the other ten elements. This, in turn, may necessitate revisions to the implementation process.

### 11.B. Comprehensive Plan Adoption

1. Pursuant to Wis. Stats. 66.1001(4)(a) the Town Board must adopt written procedures designed to foster public participation in the planning process. This step has already been taken. At the beginning of the planning process, the Town Board passed a Public Participation Plan at a regular board meeting on April 11, 2022. The text of the Public Participation Plan can be found in Appendix C.
2. Pursuant to Wis. Stats. 66.1001(4)(b), the Plan Commission is required to adopt, by majority vote of the entire commission, a resolution that "recommends" adoption of the plan to the Town Board.
3. Once the Plan Commission has recommended the Comprehensive Plan to the Town Board, the Board must propose an ordinance to adopt the Plan.
4. As required by Wis. Stats. 66.1001(d), prior to enacting the ordinance, the Town must hold a public hearing on the Comprehensive Plan and the proposed adoption ordinance. This hearing must be preceded by a class I notice that is published at least 30 days before the hearing is held. At a minimum the notice must contain the following:
  - The date, time, and location of the hearing
  - A summary of the proposed plan
  - The local government staff that can be contacted for additional information
  - Where to inspect and how to obtain a copy of the proposed plan before the hearing

Additionally, pursuant to Wis. Stats. 66.1001(4)(e), at least 30 days before the hearing described in par. (d), the Town must provide written notice of the hearing to the following: (1) any operator who has obtained or applied for a permit under s.295.12(3)(d), (2) any person who has

registered a marketable non-metallic mineral deposit under s. 295.20, and (3) any property owner or leaseholder who has an interest in a property from which non-metallic minerals may be extracted if such person requests in writing that they be provided notice of the hearing in par. (d).

5. After the public hearing has been held, the Town Board must enact, by majority vote, the ordinance adopting the Comprehensive Plan as required by Wis. Stats. 66.1001(4)(c). The Board may not make substantive changes in the policy of the plan prior to adoption, but instead must refer the plan back to Plan Commission with requested edits if changes are desired. When adopted, copies of the ordinance and adopted plan must then be distributed (digitally, typically) to the following communities and agencies:

The clerks of the Towns of Farmington, Jefferson, Ixonia, Sullivan, and Watertown in Jefferson County and the Town of Oconomowoc.

- The Village of Summit
- The Village of Sullivan
- The City of Oconomowoc
- Jefferson County and Waukesha County
- Wisconsin Department of Administration
- Local public libraries and school districts (Johnson Creek, Oconomowoc, Watertown, and Jefferson)

### **11.C. Programs and Specific Actions**

In each of the ten previous elements in the Comprehensive Plan, certain strategies were outlined to achieve the stated visions. Some of these strategies do not require specific action by the Plan Commission or Town Board at this time. Those strategies that do require specific action are outlined below. Following each action are the chapter numbers and sections of this plan that may be referenced for further information. Actions are broken into six categories with those categories being listed and detailed below in order of priority.

In order to facilitate contact with Town residents regarding updates and amendments to the plan in the future, the Town will maintain a list of mailing addresses of all Concord residences and non-resident property owners. This list should be kept by the Town Clerk and updated annually when the plan is reviewed.

#### **Zoning and Land Division Actions**

Jefferson County has county-wide zoning administered through the County Zoning Office and County Zoning and Planning Committee. The County has a partnership with each of the 16 towns and seeks input from the affected town when certain zoning changes or permits are requested. Towns in Jefferson County are not able to create zoning ordinances while the County ordinance is in effect, however towns may institute policies which are more restrictive than Jefferson County in regards to specific impacts of development. The county, in compliance with its own plan, should be consistent with the adopted town plan pertaining to zoning issues.

1. In response to citizen input, the 2009 Town of Concord Comprehensive Land Use Plan reduced the number of lot splits in the A-1 zoning district on non-prime land. Public input during the

update of this plan has indicated that the majority of citizens support continuing this policy. The Town will use the procedure established by Jefferson County in the 2021 Jefferson County Agricultural Preservation and Land Use Plan pg. 32-33<sup>16</sup> to determine “parent parcels” and the number of potential A-3 building sites available. However, the Town will allow a maximum of two non-prime A-3 lots as opposed to the three-lot maximum allowed by the County. The Town would allow a maximum of 6 total acres to be used for the two A-3 lots with the minimum lot size being one acre. Under this procedure, the Town Plan Commission would grant only two petitions for the creation of A-3 lots from a non-prime parent parcel. It will be the responsibility of the Plan Commission to contact the Jefferson County Zoning Department when a petition to create an A-3 parcel comes before them. If the Jefferson County Zoning Department already has two approved petitions for the creation of A-3 building sites on record for the parcel in question, the Plan Commission and Town Board will reject the petition to approve a third A-3 building site. (Also see sections 2.B., 2.C., 5.B., 10.B., 10.C., and 10.G.).

2. In all zoning or land division matters where a decision is requested from the Town or where the Town has the opportunity to influence the County’s decision, it is very important to provide documentation to support the Town Board’s decision or recommendation. That documentation should have two parts:
  - a. Identification of relevant goals, objectives and policies in the Town Plan
  - b. Description of how the proposed zoning or land division action is or is not consistent with the relevant Town Plan content.
3. The Town expects the County to adhere to the policies in its own Comprehensive Plan and Farmland Preservation Plan specifying deference to Town plans and an expectation that zoning decisions will be consistent with town comprehensive plans. The Town will also be actively involved in any update process to those plans to maintain those County policies.
4. The Town expects and will monitor County compliance with state law and administrative code regarding comprehensive planning (66.1001) and farmland preservation (Chapter 91, Chapter 93, and Administrative Rule ATPC 49). The Town will pursue what it can within its legal power to enforce County consistency with the Town plan. The Town will also be active during the County’s 2030 ten-year update to ensure that the County plan continues to specify clearly that it will follow town plans when the town plans are more restrictive than the County plan.

The proper procedure for the County to take actions not allowed by the Town plan, such as taking land out of farmland preservation, would be for the County to request an amendment to the Town plan.

### **Transportation Actions**

Actions in this section are again listed in order of priority and will be the direct responsibility of the Town Board.

1. The Town will develop a reasonable and cost-effective approach to achieve the regular maintenance and resurfacing of Town roads. It would be beneficial, particularly in regard to developing the annual budget, if a 3–5-year Capital Improvement Plan (CIP) is developed each July or August, well before the annual budget is set for the following year. This plan should specify the roads and/or bridges to be maintained or resurfaced in the upcoming budget cycle,

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<sup>16</sup> A copy of these pages is found in Section E, Appendix B.

the methods to be used, and the anticipated costs. It should also incorporate any significant anticipated costs for other Town facilities, such as the Community Center. The intent of the CIP is to schedule expenses in a way that reduces year-to-year variation; it may be necessary to prepare for larger costs by setting aside funds toward those projects for several years before they are completed, and/or to borrow funds. The Town Board may want to consider establishing a work group to assist in development of the Capital Improvement Plan; the first iteration of this plan should be completed by August 2023. (Also see sections 3.B. and 3.C.).

2. The Town will pursue written agreements with each community involved in a shared road maintenance effort. This would help to establish continuity as members of governing bodies change. These need not be legally binding documents but should at least serve to set down in writing the current verbal agreements (also see section 9.B.).
3. The Town will post weight limits on Town roads to prevent the untimely destruction of the roads and to reduce repair costs for the Town, especially any roads at risk of increased truck traffic due to regional traffic patterns. (Also see section 3.B.).

### ***Farmland Preservation and Natural Resource Conservation Actions***

Working with specific agencies to aid in placing farmland into preservation programs or to encourage conservation easements is of utmost importance in preserving farmland and retaining the rural character of the Town.

1. Upon passage of this plan, the Town Board should consider establishing an “Agricultural Preservation Committee.” This committee should consult and coordinate with locally active land trusts (e.g., Land Trust Network of Jefferson County, the Drumlin Area Land Trust, and the Natural Heritage Land Trust) and would work to accomplish the following actions (also see sections 5.B, 5.E., 9.B., 10.B., and Appendix B):
  - a. Work with the land trusts to identify and map strategic areas for conservation easements within the Town and to obtain necessary funding.
  - b. Undertake an effort to educate the public (especially those along borders at greater risk of development) about the conservation options and the role of land trusts. Education could take the form of mailings and/or informational meetings where members of area land trusts could be invited to speak to the citizens of the Town. Seek to educate farmers regarding the benefits of participation in the Wisconsin Farmland Preservation Program and encourage their participation in the program.
2. The Town of Concord will continue to support and work with the University of Wisconsin Extension and the Rock River Coalition to inform and train residents about best practices to prevent pollution of surface water and groundwater resources (also see sections 4.B., 6.B., and 9.B.).
3. The Town encourages residents' utilization of federal, state and county programs that promote the advancement of agricultural practices.

### ***Intergovernmental Actions***

1. The Town of Concord will continue to work with the surrounding municipalities and Jefferson County to ensure that its citizens receive adequate police protection and fire and emergency medical services (EMS) coverage as well as other shared services. Wis. Stats. Section 66.0305 permits two or more municipalities, including towns, villages, and cities, to enter into

agreements to share revenues from taxes and special charges to efficiently and equitably pay for costs of shared services. The Town should explore entering into such agreements if the costs of shared services become prohibitive or inequitably distributed.

2. The Town should periodically seek conversations with the City of Oconomowoc, the Village of Summit and the Village of Sullivan to discuss their extraterritorial plat review practices and the prospect of any future annexation of town territory. The purposes of these conversations will be to establish and/or reinforce some connection and relationship among neighbors, and to identify any existing or potential conflicts related to the use or annexation of land. This may be conducted at any time and by any member of the Town Board or Plan Commission (at the direction of the Town Board), though a conversation with each should occur within six months of the 2022 adoption of the updated plan, and then every 12-24 months thereafter. The recommended contact at each municipality is the City Planner for Oconomowoc and the Clerk/Treasurer at each Village.

### **Historic Preservation Actions**

The Town Board may ask the Concord Historical Society to continue serving as the work group to address the following actions. Any necessary funding could be requested from the Town Board.

1. Encourage the preservation of the Town's older houses and structures in consideration of the role these structures play as part of the character and heritage of the Town of Concord. It would be helpful to identify and map these resources and seek to educate the owners of such resources regarding historic preservation (also see sections 2.B., 7.B., and 9.B.).
2. Work with organizations established to aid in historic preservation to maintain and protect historic resources and to educate the public. These resources may include the following: the National Trust for Historic Preservation, the Wisconsin Barn Preservation Initiative, and the Wisconsin Historical Society (also see sections 7.B. and 7.E.).
3. The Town will support the Concord Historical Society in its effort to preserve the old Town Hall. The Historical Society could present a written action plan to the Town Board regarding preservation of this building (also see section 4.B.).
4. Develop or obtain a set of guidelines for the Town to follow to preserve and maintain the Town cemeteries in a responsible and respectful manner (also see section 4.B. and 4.D.).

### **11.D. Measuring Progress with the Comprehensive Plan**

Below are recommended procedures for measuring the Town's progress in meeting the visions, strategies, and recommended actions of the Comprehensive Plan.

- The Town Board, together with the Plan Commission, will hold an annual Progress Meeting. This includes, among other things, evaluating progress on ordinance development, land preservation initiatives, and communications with adjacent municipalities. Specifically, the Town Board must ascertain whether these actions are meeting the goals and objectives outlined in the various elements of the Comprehensive Plan and whether or not they are meeting the established time frames. Some actions that were of lower priority initially may subsequently be tied to specific time frames.
- If there have been minor amendments to the plan, the Town board should consider the type and frequency of those amendments and then the need for a broader plan update.



Under the Smart Growth law, the Comprehensive Plan must be updated no less than once every ten years. Monitoring of the Comprehensive Plan, as recommended above, will help the Town ascertain whether it needs to be updated sooner than once every ten years.

### 11.E. Amending the Comprehensive Plan

From time to time it may be desirable to amend this plan to respond to changing circumstances or opportunities. Minor amendments (as compared to full plan updates in which the entire plan is reviewed and revised) will most often address a land use issue, typically to change a mapped land use designation or a land use policy to allow for the approval of something that the adopted plan does not currently allow. For example, proposed business zoning outside the hamlet (including A-2 zoning) or requests for a third lot split must follow this plan amendment process.

Plan amendments may be requested by any resident or interested party (e.g. a developer), but the Town Board serves as gatekeeper in the amendment process, deciding whether to refer a possible amendment to the Plan Commission for further evaluation and recommendation. The amendment process is required by law (Wis. Stat. 66.1001) to follow the same process as plan adoption described earlier in this chapter, including the requisite public hearing and notifications. The Town of Concord places a high value on transparency and public involvement in the planning process and establishes the following process as a requirement of any plan amendment or update, in addition to the statutory process described earlier (also see a flowchart version of this in Appendix E).

1. Applicant provides (at least 7 days before Board meeting) information to the Town describing their proposed project and their understanding of A) the zoning change they need for their project and B) the Comprehensive Plan language that prevents Town approval of the zoning change.
2. Applicant attends Town Board meeting to request a comprehensive plan amendment.  
**If Town Board votes against referral to Plan Commission, the request is denied and no further action is taken.**
3. Town Board votes in favor of referral to Plan Commission, and also approves by resolution a Public Participation Plan for the amendment process (the resolution can simply say that the town will follow this process, as described in Section 11.E of the plan).
4. Applicant provides (at least 21 days before a Plan Commission meeting) materials to Town to fully describe proposed project, including property survey, description and graphic depiction of any proposed development or site improvements, and a letter of intent that clearly identifies the desired amendment.
5. Town publishes notice of two Plan Commission meetings – an initial review and discussion, and then a formal public hearing at the following regularly scheduled meeting (minimum 30-day published notice).
6. Town completes a mailing (at applicant expense) to the entire Town with notice of the two Plan Commission meetings.
7. Plan Commission discusses project and proposed amendment at first meeting.
8. Applicant provides more information, if requested, at least 15 days prior to the public hearing.
9. Plan Commission holds a Public Hearing, then votes on a resolution to recommend amendment of the plan.

If the Plan Commission resolution fails to win a majority vote the request is denied and no further action is taken.

10. Plan Commission resolution is approved by majority vote.
11. Town Board considers adoption of the proposed amendment at next meeting, in the form of an ordinance.

If the adoption ordinance fails to win a majority vote of approval the request is denied and no further action is taken.

12. If Town Board wants changes to the amendment, it refers the amendment back to Plan Commission for reconsideration (a second public hearing is optional, can be triggered at Plan Commission or Board discretion).
13. Plan Commission reconsiders, votes again on resolution, can recommend approval with no changes, approval with changes, or can vote against the resolution.

If the Plan Commission resolution fails to win a majority vote the request is denied and no further action is taken.

14. If Town Board approves the ordinance by majority vote, the comp plan amendment is adopted. At the same meeting the Town may be prepared to vote in support of the proposed land use change.
15. The Town notifies Jefferson County and adjacent jurisdictions about the plan amendment (and zoning change, if approved).