



SRF No. 12141

# Agricultural Preservation Engagement – Meeting #2

## Jefferson County Comprehensive Plan and Agricultural Preservation and Land Use Plan

September 2, 2020

Jefferson County Courthouse Board Room 205 or Zoom

<https://srfconsulting.zoom.us/j/98877949493?pwd=WXFVRVetqaU12bTN6NEROL2lxdDBNdz09> or

Phone 312-626-6799 Meeting ID: 988 7794 9493 Passcode: 226984

1:30 to 3:30 pm

**Meeting Purpose:** Discuss draft updates to the Agricultural Preservation and Land Use Plan definitions, policies, and growth analysis based on public input and key themes. Discuss additional changes or questions to draft updates.

1. Introductions and Meeting Logistics/Overview
2. Process Overview
3. Agricultural Preservation and Land Use Plan Overview
4. Key Terminology/Definitions Updates
  - a. *The terminology and definitions used within the 2012 plan were reviewed and updated to reflect current trends and policies. We will review the draft terminology updates and discuss any additional changes and questions.*
5. Policy Updates
  - a. *The policies identified within the 2012 plan were reviewed and updated to reflect current engagement and trends. We will review the potential updates identified and discuss and questions or additional updates.*
6. Growth Area Analysis Updates
  - a. *An analysis of the existing 15-year growth areas and city, village, and town Comprehensive Plans was completed to compare the growth areas to future population estimates. Draft updates were made to the 15-year growth areas based on this analysis. These updates will be reviewed and discussed with the group.*
7. Next Steps

**Public Comments** regarding the Agricultural Preservation Engagement Meeting will be accepted through September 9<sup>th</sup>, 2020.

A quorum of any Jefferson County Committee, Board, Commission or other body, including the Jefferson County Board of Supervisors, may be present at this meeting.

Individuals requiring special accommodations for attendance at the meeting should contact the County Administrator at 920-674-7101 at least 24 hours prior to the meeting so that appropriate arrangements can be made.



# JEFFERSON COUNTY

## Comprehensive Plan and Agricultural Preservation and Land Use Plan

Agricultural Preservation Engagement  
September 2, 2020 | Meeting #2



# Agenda

1. Introductions and Meeting Logistics
2. Process Overview
3. Agricultural Preservation and Land Use Plan Overview
4. Key Terminology/Definitions Updates
5. Policy Updates
6. Growth Area Analysis Updates
7. Next Steps

# 1. Introductions

1. Name
2. Agency/Role you represent
3. What are you most looking forward to this fall?



# 1. Meeting Logistics

- Focus on the Agricultural Preservation and Land Use Plan
- Present draft changes and updates to the plan based on feedback received throughout the process.
  
- Open Floor/Discussion
- Share Thoughts and Opinions
- In Person and Zoom Facilitation
  
- Public Participants – Opportunity to comment at the end of the meeting,
  - Provide comments in chat
  - Send thoughts and comments after the meeting



# 2. Process Overview

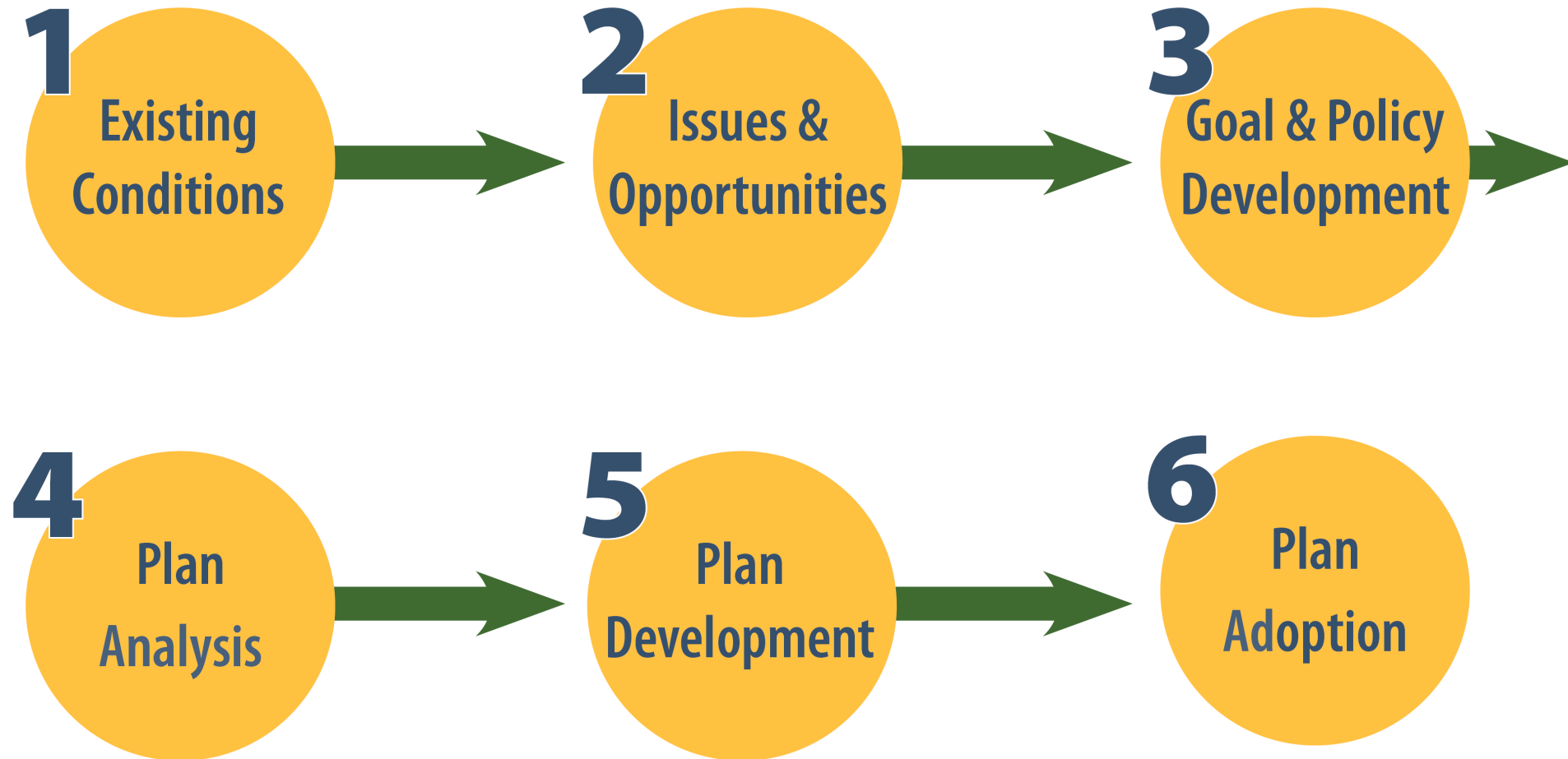


Agriculture is a primary component of Jefferson County's identity



Land Use Planning guides growth and development decisions throughout the County

## 2. Process Overview



## 2. Process Overview



**Steering Committee**



**Data Collection  
Regional Meetings**



**Online  
Community Surveys**



**Intergovernmental  
Interviews**



**Focus Groups**



**Plan Element  
Open House**



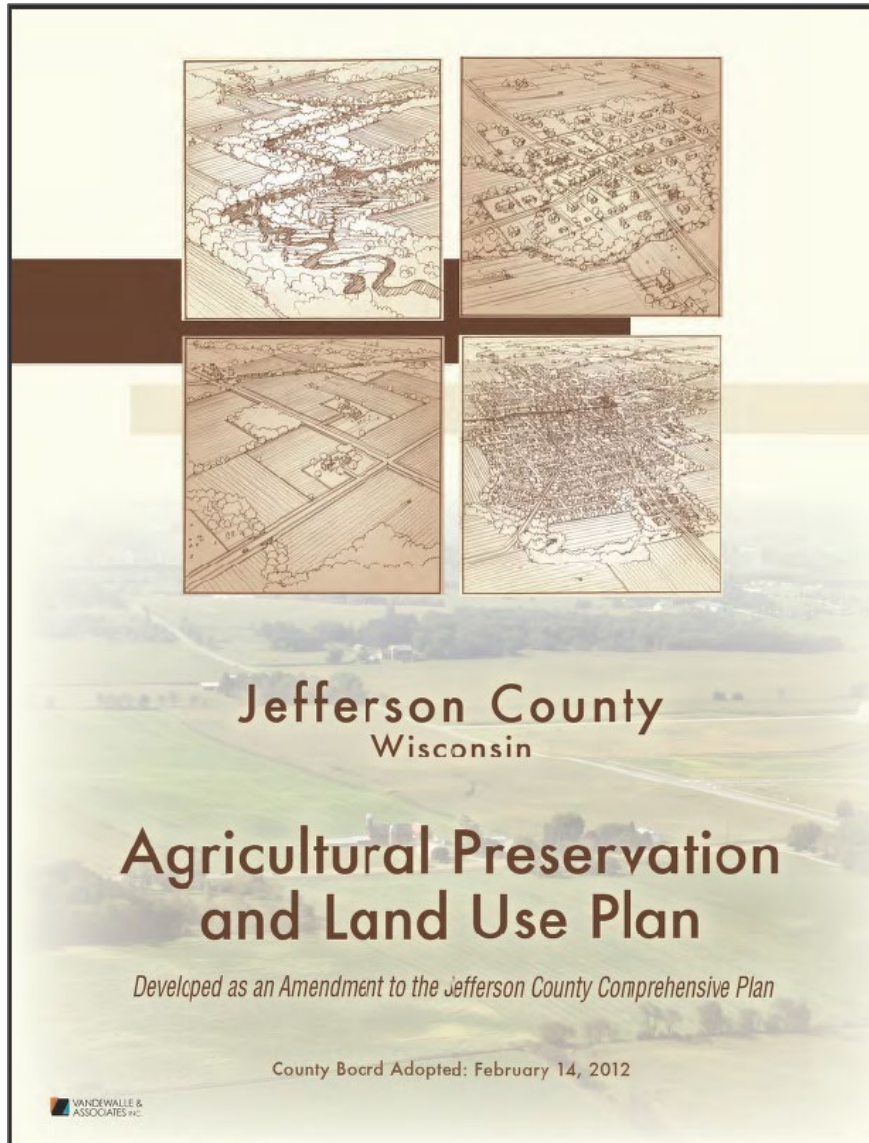
**Agricultural Preservation  
Engagement**



**Plan Public  
Review**



# 3. Agricultural Preservation and Land Use Plan Overview



- Introduction and Plan Summary
- Framework for Farmland Preservation
- Land Use Plan for Farmland Preservation
- Implementation

# 3. Agricultural Preservation and Land Use Plan Overview

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

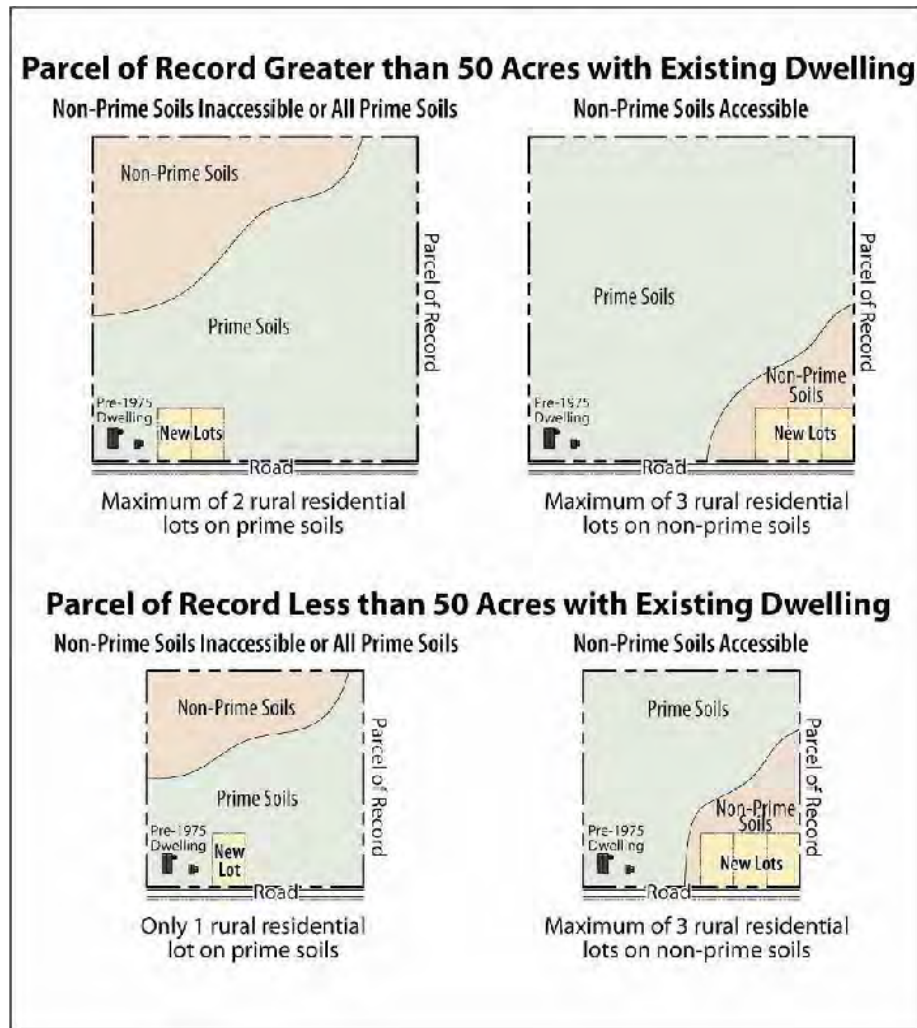
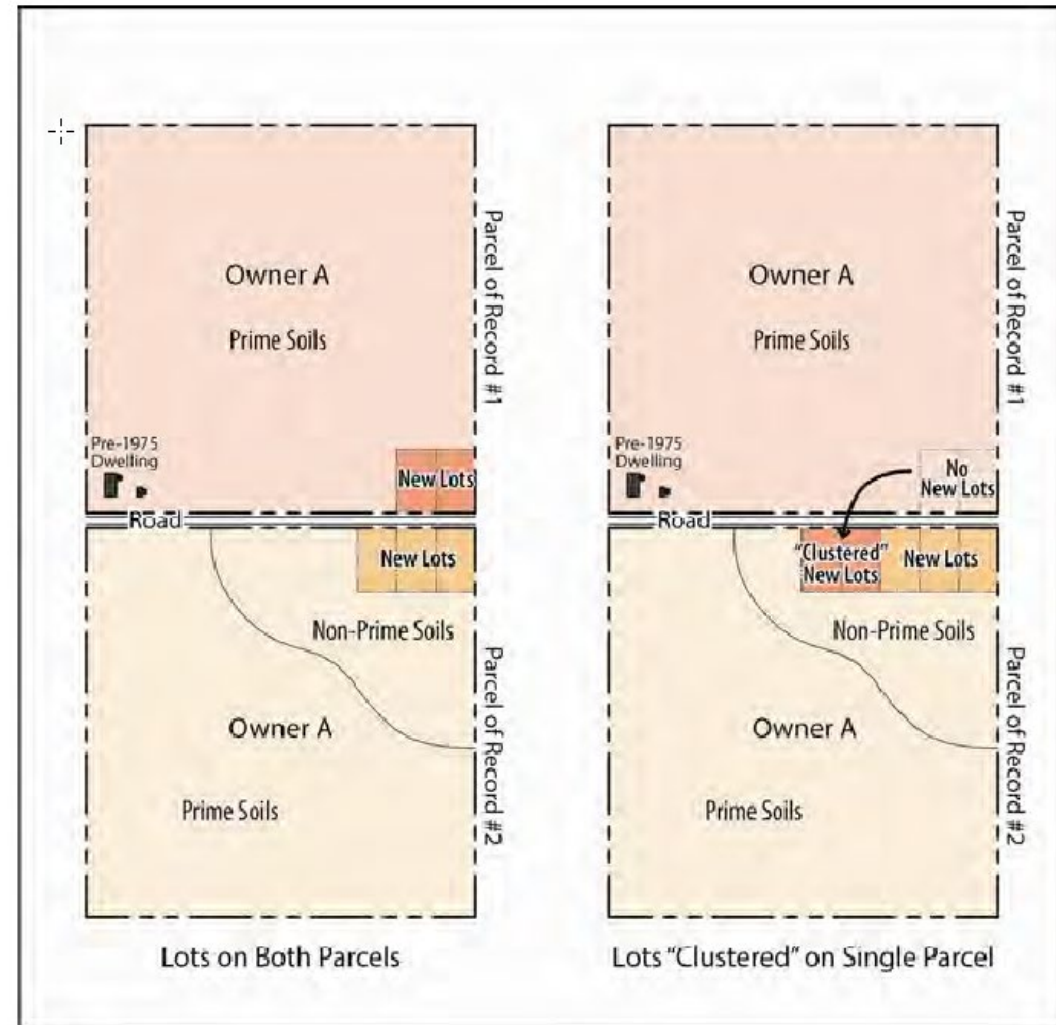


Figure D: Siting Approach for Parcels in Same Ownership Divided by Road



# 3. Agricultural Preservation and Land Use Plan Overview

- **Issues and Opportunities** – Areas of improvement or opportunity that the county should act upon in response to public comment.
- **Key Themes** – Priority areas within each plan element that include the key issues and opportunities for the topic at hand.
- **Goals** – Statement identifying a desired direction or path to help the county achieve its long-range vision.



# Land Use Key Themes

## KEY THEMES

- Balance rural character and urban growth
- Preserve agricultural foundation
- Collaboration with jurisdictions
- Educational Opportunities
- Geographic Region
- Preserve Resources
- Modernize Policies



## DRAFT EXAMPLE GOAL

Preserve and enhance the county's rural character, including its prime farmland and natural resources, and support growth in areas that the housing and economic development goals of this plan.

# Agricultural, Natural & Cultural Resources Key Themes

## KEY THEMES

- Preserve Character and Balance Growth
- New and Emerging Ag Practices
- Water Quality and Quantity
- Education
- Preservation of Natural Resources and Open Spaces
- Environmental Corridors
- Collaboration



## DRAFT EXAMPLE GOAL

Preserve, protect, and enhance the quality and quantity of Jefferson County's natural and cultural resources, balancing the county's rural character and future needs.

# 4. Key Terminology/Definitions

- Rural Character
- Prime Farmland
- Productive Agricultural Lands
- Long Range Urban Service Area
- Limited Service Area
- Rural Hamlets
- Environmental Corridors
- 15-Year Growth Area



# 4. Key Terminology/Definitions

## Rural Character

<b>2012 Definition:</b>	None
<b>2012 Use:</b>	Maintenance of rural character through zoning and land use decisions. Used in goals and policies to define the quality of life or ambiance that is desired to be preserved.
<b>Draft Definition:</b>	Rural Character is used to define the varied community character throughout Jefferson County. This includes the existing character found throughout the county, including the crop fields and farms within a town, the clustered development of a rural hamlet, the residential areas surrounding a lake, or the urban development of a city or village. Rural Character does not define a singular look or feel but should support the existing character of the surrounding area and build on the foundation of the community to support future direction.
<b>Draft Use:</b>	Rural Character will continue to be used in goal and policy statements.



# 4. Key Terminology/Definitions

## Prime Farmland

<b>2012 Definition:</b>	Class I and Class II soils, as defined within the Soil Survey of Jefferson County, Wisconsin, along with those Class III soils that exhibit prime agricultural land capabilities comparable to Class I and II soils.
<b>2012 Use:</b>	Minimize conversion of prime farmland
<b>Draft Definition:</b>	Areas defined with Class I or Class II soils per the Soil Survey of Jefferson County, Wisconsin, along with lands with Class III soils which exhibit prime farmland capabilities similar to Class I and II soils, as defined within this plan.
<b>Draft Use:</b>	Continue to use this definition as needed in policy language to align with State Statutes (91.01(25)). When not attached to State Statute requirements, the term “Agricultural Producing Lands” will be used.

# 4. Key Terminology/Definitions

## Agricultural Producing Lands

<b>2012 Definition:</b>	None
<b>2012 Use:</b>	Maintenance or preservation of productive agricultural lands
<b>Draft Definition:</b>	Areas of land that contain an existing agricultural use that provides productive yields to support that agricultural use.
<b>Draft Use:</b>	Use “Agricultural Producing Lands” to replace prime farmland or productive agricultural lands in policies that do not necessitate a connection to State Statutes.

# 4. Key Terminology/Definitions

## Long Range Urban Service Area

<b>2012 Definition:</b>	A geographic area delineated around an existing municipality where a broad range of urban services are either currently available or planned in the future.
<b>2012 Use:</b>	Identifies areas with urban services provided or are planned to be provided
<b>Draft Definition:</b>	A geographic area delineated around a municipality (city or village) where a broad range of urban service areas, including sanitary sewer, water, and emergency services, are either currently available or are planned to be available as development occurs.
<b>Draft Use:</b>	Continue use from existing plan

# 4. Key Terminology/Definitions

## Limited Service Area

<b>2012 Definition:</b>	A geographic area delineated around an existing center of rural development, where a limited range of public services, always including sanitary sewer service, are currently available.
<b>2012 Use:</b>	Identifies areas with limited services provided or are planned to be provided
<b>Draft Definition:</b>	A geographic area delineated around a rural hamlet or rural development area where a range of limited public services are currently available or plan to be available as development occurs. Sanitary sewer service must be a service provided in this area.
<b>Draft Use:</b>	Continue use from existing plan

# 4. Key Terminology/Definitions

## Rural Hamlets

<b>2012 Definition:</b>	A collection of small-scale, usually older buildings in a town, often located at or near the crossroads of two rural highways, and typically including some mix of residential and non-residential uses.
<b>2012 Use:</b>	Identifies the location of existing rural hamlets
<b>Draft Definition:</b>	A collection of small-scale, usually older buildings in a town, often located at or near the crossroads of two rural highways, and typically including some mix of residential and non-residential uses.
<b>Draft Use:</b>	Continue use from existing plan

# 4. Key Terminology/Definitions

## Rural Development Area

<b>2012 Definition:</b>	Not used
<b>2012 Use:</b>	Not Used
<b>Draft Definition:</b>	A geographic area defining an existing center of development outside of a City, Village, or Rural Hamlet that is over 50 acres in size and is included with a limited service area where limited public services are available.
<b>Draft Use:</b>	Identify development areas within the County, including Ixonia, Lake Ripley, etc.

# 4. Key Terminology/Definitions

## Environmental Corridors

<b>2012 Definition:</b>	“...consisting of wetlands, floodplains, upland woods, and steeply sloped glacial features
<b>2012 Use:</b>	Used to identify environmental resources located throughout the county.
<b>Draft Definition:</b>	Key elements of the county’s natural resources system including Wisconsin Department of Natural Resources delineated wetlands, 100-year floodplains, publicly owned parks, upland woods, areas of greater than 20 percent slopes, and wildlife habitat areas.
<b>Draft Use:</b>	Continue use from existing plan



# 4. Key Terminology/Definitions

## 15-Year Growth Area

<b>2012 Definition:</b>	“...unincorporated lands as of 2011 that have been identified in local comprehensive plans for non-agricultural development, such as residential subdivisions, commercial/retail centers, or industrial areas
<b>2012 Use:</b>	Defines the areas that are identified for future growth over the next 15-years
<b>Draft Definition:</b>	Unincorporated lands that have been identified for non-agricultural growth, such as residential subdivisions, commercial and retail centers, or industrial development, within the planning horizon of the Agricultural Preservation and Land Use Plan. These areas may include identified growth areas for municipalities and growth areas for rural development centers, rural hamlets, or small scattered rural growth areas.
<b>Draft Use:</b>	Continue use from existing plan

# 4. Key Terminology/Definitions

## Farmland Preservation Area

<b>2012 Definition:</b>	Areas that primarily accommodate agricultural uses or agricultural-related uses, and to focus on areas actively used for farming, with productive agricultural soils, with topographic conditions suitable for farming, and with long term suitability for farming.
<b>2012 Use:</b>	Identify areas to be preserved for agricultural use in the long term
<b>Draft Definition:</b>	Areas of existing agricultural uses or agricultural-related uses, that are actively used for farming and are considered agricultural producing lands, that should be preserved for agricultural or agricultural-related uses through the planning horizon of the Agricultural Preservation and Land Use Plan.
<b>Draft Use:</b>	Continue use from existing plan

# 5. Existing Policy Review

Farmland Preservation Area

15-Year Growth Area

City or Village Area

Environmental Corridor

Long Range Urban Service Area

Limited Service Area

Rural Hamlet

# 5. Existing Policy Review

## Farmland Preservation Area

- Desire to continue to prohibit new residences in the A-1 District?
  - New residences require a change to the A-3 District
- Under current regulations, new residential lots between 6 and 35 acres are not allowed. Is there a desire to allow lots of this size to facilitate smaller farming operations or larger lots?
- Agricultural-related businesses versus Agricultural-related uses

# 6. Growth Area Analysis

- Existing Limited Urban Service Areas
- Existing Urban Service Areas
- Existing 15-Year Growth Boundary
- Existing Municipal and Hamlet Limits
- Growth Analysis
  - Existing Growth Within Growth Areas – areas of existing development
  - Growth Outside Growth Areas – areas of existing development located outside of a 15-Year Growth Boundary

# Next Steps

- Draft Agricultural Preservation & Land Use Plan
- Steering Committee Review
- Public Review
- Plan Adoption

**THANK YOU!**

## AGENDA ITEM #4 – KEY TERMINOLOGY/DEFINITIONS UPDATES

### Rural Character

<b>2012 Definition:</b>	None
<b>2012 Use:</b>	Maintenance of rural character through zoning and land use decisions. Used in goals and policies to define the quality of life or ambiance that is desired to be preserved.
<b>2020 Considerations:</b>	<ul style="list-style-type: none"> <li>• Crop Fields, Rivers &amp; Streams, and Small Farms were top three responses among meeting respondents.</li> <li>• Do not want to be Dane/Waukesha</li> <li>• Represent an agrarian culture</li> <li>• Sense of place – enjoy the ambiance</li> <li>• Community Character – supporting the existing character of the surrounding area that builds on the foundation of the community and supports future direction. This can vary from the crop fields and small farms of a town to the lake homes and community surrounding Lake Ripley.</li> <li>• Consider the removal or “rural character” from consideration</li> <li>• “Strive towards community characteristics that instinctively draw people to city and villages, including quality jobs, safety, strong local character, community identity, community gathering places where social life comes together, authenticity, and a special sense of place”</li> </ul>

#### Draft Definition:

Rural Character is used to define the varied community character throughout Jefferson County. This includes the existing character found throughout the county, including the crop fields and farms within a town, the clustered development of a rural hamlet, the residential areas surrounding a lake, or the urban development of a city or village. Rural Character does not define a singular look or feel but should support the existing character of the surrounding area and build on the foundation of the community to support future direction.

#### Draft Use:

Rural Character will continue to be used in goal and policy statements.



## **Prime Farmland**

<b>2012 Definition:</b>	Class I and Class II soils, as defined within the Soil Survey of Jefferson County, Wisconsin, along with those Class III soils that exhibit prime agricultural land capabilities comparable to Class I and II soils.
<b>2012 Use:</b>	Minimize conversion of prime farmland
<b>2020 Considerations:</b>	<ul style="list-style-type: none"> <li>• Prime Farmland is defined in Statutes (91.01(25)) as:                             <ul style="list-style-type: none"> <li>○ a) An area with a class I or class II land capability classification as identified by the Natural Resources Conservation Service of the federal department of agriculture.</li> <li>○ (b) Land, other than land described in par. (a), that is identified as prime farmland in a certified farmland preservation plan.</li> </ul> </li> <li>• State Statutes do reference prime farmland within farmland - preservation zoning, related to conditional uses.</li> </ul>

### **Draft Definition:**

Areas defined with Class I or Class II soils per the Soil Survey of Jefferson County, Wisconsin, along with lands with Class III soils which exhibit prime farmland capabilities similar to Class I and II soils, as defined within this plan.

### **Draft Use:**

Continue to use this definition as needed in policy language to align with State Statutes (91.01(25)). When not attached to State Statute requirements, the term "Agricultural Producing Lands" will be used.

## **Agricultural Producing Lands**

<b>2012 Definition:</b>	None
<b>2012 Use:</b>	Maintenance or preservation of productive agricultural lands
<b>2020 Considerations:</b>	<ul style="list-style-type: none"> <li>• This term is broad and allows for different scales to be considered.</li> <li>• Leaves it open for interpretation of what is truly productive, as varying use of tools/sprays/infrastructure affect the productivity.</li> </ul>

### **Draft Definition:**

Areas of land that contain an existing agricultural use that provides productive yields to support that agricultural use.

### **Draft Use:**

Use "Agricultural Producing Lands" to replace prime farmland or productive agricultural lands in policies that do not necessitate a connection to State Statutes.

## **Long Range Urban Service Area**

<b>2012 Definition:</b>	A geographic area delineated around an existing municipality where a broad range of urban services are either currently available or planned in the future.
<b>2012 Use:</b>	Identifies areas with urban services provided or are planned to be provided
<b>2020 Considerations:</b>	<ul style="list-style-type: none"> <li>• Consistent with today’s practices</li> </ul>

### **Draft Definition:**

A geographic area delineated around a municipality (city or village) where a broad range of urban service areas, including sanitary sewer, water, and emergency services, are either currently available or are planned to be available as development occurs.

### **Draft Use:**

Continued use from existing plan

## **Limited Service Area**

<b>2012 Definition:</b>	A geographic area delineated around an existing center of rural development, where a limited range of public services, always including sanitary sewer service, are currently available.
<b>2012 Use:</b>	Identifies areas with limited services provided or are planned to be provided
<b>2020 Considerations:</b>	<ul style="list-style-type: none"> <li>• Consistent with today’s practices</li> </ul>

### **Draft Definition:**

A geographic area delineated around a rural hamlet or rural development area where a range of limited public services are currently available or plan to be available as development occurs. Sanitary sewer service must be a service provided in this area.

### **Draft Use:**

Continued use from existing plan

## Rural Hamlets

<b>2012 Definition:</b>	A collection of small-scale, usually older buildings in a town, often located at or near the crossroads of two rural highways, and typically including some mix of residential and non-residential uses.
<b>2012 Use:</b>	Identifies the location of existing rural hamlets
<b>2020 Considerations:</b>	<ul style="list-style-type: none"> <li>• Consistent with today’s practices</li> </ul>

### Draft Definition:

A collection of small-scale, usually older buildings in a town, often located at or near the crossroads of two rural highways, and typically including some mix of residential and non-residential uses.

### Draft Use:

Continued use from existing plan

## Rural Development Area

<b>2012 Definition:</b>	Not Used
<b>2012 Use:</b>	Not Used
<b>2020 Considerations:</b>	<ul style="list-style-type: none"> <li>• Should existing developed areas that are over a certain acreage and are not considered a City, Village, or Rural Hamlet be identified as something?</li> <li>• These areas have different needs than smaller 15-year growth areas and are usually tied to a Limited Service Area.</li> </ul>

### Draft Definition:

A geographic area defining an existing center of development outside of a City, Village, or Rural Hamlet that is over 50 acres in size and is included with a limited service area where limited public services are available.

### Draft Use:

Identify development areas within the County, including Ixonia, Lake Ripley, etc.

## **Environmental Corridors**

<b>2012 Definition:</b>	"...consisting of wetlands, floodplains, upland woods, and steeply sloped glacial features
<b>2012 Use:</b>	Used to identify environmental resources located throughout the county.
<b>2020 Considerations:</b>	<ul style="list-style-type: none"> <li>• What do some of these items actually include (i.e., wetlands – lakes, rivers, etc.)</li> <li>• Connection to wildlife</li> <li>• What is the intent of an environmental corridor?</li> <li>• Needs expansion of policy language</li> <li>• Parks, Recreation, &amp; Open Space Plan – consisting of wetlands, floodplains, upland woods, and steeply sloped glacial features</li> <li>• Includes: DNR delineated wetlands, FEMA 100-year flood plain, publicly owned lands designated as parks, upland woods greater than 10 acres in area</li> <li>• Slopes of greater than 20 percent as determined by the soil survey map</li> </ul>

### **Draft Definition:**

Key elements of the county’s natural resources system including Wisconsin Department of Natural Resources delineated wetlands, 100-year floodplains, publicly owned parks, upland woods, areas of greater than 20 percent slopes, and wildlife habitat areas.

### **Draft Use:**

Continued use from existing plan

## 15-Year Growth Area

<b>2012 Definition:</b>	"...unincorporated lands as of 2011 that have been identified in local comprehensive plans for non-agricultural development, such as residential subdivisions, commercial/retail centers, or industrial areas
<b>2012 Use:</b>	Defines the areas that are identified for future growth over the next 15-years
<b>2020 Considerations:</b>	<ul style="list-style-type: none"> <li>• Definition should include the comprehensive view of everything that these include</li> <li>• How does this compare to the "Ag Transition Areas"?</li> <li>• Should not include areas that are undevelopable due to environmental corridors or physical conditions.</li> </ul>

### Draft Definition:

Unincorporated lands that have been identified for non-agricultural growth, such as residential subdivisions, commercial and retail centers, or industrial development, within the planning horizon of the Agricultural Preservation and Land Use Plan. These areas may include identified growth areas for municipalities and growth areas for rural development centers, rural hamlets, or small scattered rural growth areas.

- Planning Horizon – this would include the 15-year horizon of the Agricultural Preservation and Land Use Plan (2020-2035). This could be replaced by the date, 2035.

### Draft Use:

Continued use from existing plan

## **Farmland Preservation Area**

<b>2012 Definition:</b>	Areas that primarily accommodate agricultural uses or agricultural-related uses, and to focus on areas actively used for farming, with productive agricultural soils, with topographic conditions suitable for farming, and with long term suitability for farming.
<b>2012 Use:</b>	Identify areas to be preserved for agricultural use in the long term
<b>2020 Considerations:</b>	<ul style="list-style-type: none"> <li>• Still needed</li> </ul>

### **Draft Definition:**

Areas of existing agricultural uses or agricultural-related uses, that are actively used for farming and are considered agricultural producing lands, that should be preserved for agricultural or agricultural-related uses through the planning horizon of the Agricultural Preservation and Land Use Plan.

### **Draft Use:**

Continued use from existing plan

## **Additional Definitions to Consider:**

There are a number of terms that are defined within the Jefferson County Zoning Ordinance that connect to agricultural uses and the farmland preservation policy. The following definitions are pulled straight from the existing ordinance.

- **Agricultural Accessory Structure** – A building, structure, or improvement that is an integral part of, or is incidental to, an agricultural use on the same farm. Agricultural Accessory structures include, but are not limited to:
  - A facility used to store or process raw agricultural commodities, all of which are produced on the farm.
  - A facility used to keep livestock on the farm, subject to other quantitative thresholds within this Ordinance, which may require a conditional use permit if such thresholds are exceeded.
  - A facility used to store or process inputs primarily for agricultural uses on the farm.
  - A wind turbine or solar energy facility that collects wind or solar energy on the farm, and uses or transforms it to provide energy primarily for use on the farm.
  - A manure digester, bio-fuel facility, or other facility that produces energy from materials grown or produced on the farm, primarily for use on the farm.
  - An Animal Waste Storage Facility, subject to the Jefferson County animal waste management ordinance.
  - Up to three semi-trailers or truck boxes used for the storage of agricultural equipment, supplies, or products on A-1 zoned property of 35 or more contiguous acres in the same ownership (for the purposes of this provision, a road shall not be considered a divider of contiguity). Normal setbacks and permits shall be required for trailers and truck boxes used for storage of agricultural equipment.
- **Agriculture-Related Use** – An agricultural equipment dealership, facility providing agricultural supplies, facility for storing or processing agricultural products, or facility for processing agricultural wastes, except for facilities intended to convert agricultural products to energy as a principal use and primarily serving entities outside the premises; agricultural chemical dealers and/or storage facilities; commercial dairies; commercial food processing facilities; canning and other food packaging facilities; sawmills; de-barking operations; and chipping facilities.
- **Agriculture-Related Use** – An agricultural equipment dealership, facility providing agricultural supplies, facility for storing or processing agricultural products, or facility for processing agricultural wastes, except for facilities intended to convert agricultural products to energy as a principal use and primarily serving entities outside the premises; agricultural chemical dealers and/or storage facilities; commercial dairies; commercial food processing facilities; canning and other food packaging facilities; sawmills; de-barking operations; and chipping facilities.
- **Farm** – A parcel or parcels of land where the majority of the land is used for growing farm products, such as vegetables, trees (e.g., orchard), and grain, and/or the raising of the farm animals, from which at least \$6,000 of gross farm revenue in the prior full calendar year (or \$18,000 total over the last 3 years) have been earned or where the land is enrolled in a

## Agricultural Preservation Engagement Meeting #2 Materials | 9.2.20

farm commodity or conservation program, and typically operated as a single business venture distinct from other farms. Also referred to as a “farm operation.”

- **Farm Residence** – A single-family residents located on a farm that is either the only residence on the farm, is occupied by an owner or operator of the farm, or is occupied by an individual who earns more than 60 percent of their income from the farm.
- **Parcel of Record** – All contiguous lands zoned A-1 or A-T under the same ownership and in the A-1 zoning district that existed on February 8, 2000. Lots created by recorded certified survey map approved by the Planning and Zoning Department since December 13, 1977, are considered separate parcels of record. Parcels of record may contain one or more tax parcels as described by the property tax rolls
- **Parent Parcel** – All contiguous lands zoned A-1 or A-T and under the same ownership that existed on December 13, 1977. A-1 or A-T zoned parcels created by variance before December 13, 1977, are not considered parent parcels. Parent parcels may contain one or more tax parcels as described by the property tax rolls.



## AGENDA ITEM #5 – POLICY UPDATES

### Farmland Preservation Area

#### Policies, Programs, and Actions for Farmland Preservation Areas

##### A-1 Zoning District Policies

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

##### A-3 Agricultural/Rural Residential Zoning District Policies

1. Minimize the conversion of prime farmland for residences and other nonfarm development. Creation of new residential lots on prime farmland will be considered by the Planning and Zoning Committee only if the Committee determines that no available non-prime farmland

## Agricultural Preservation Engagement Meeting #2 Materials | 9.2.20

exists on the parcel of record, or that placement of lots on prime farmland provides better protection of land resources than a non-prime location. In addition, per Section. 91.46(2), Wis. Stats., new development may not:

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

## Agricultural Preservation Engagement Meeting #2 Materials | 9.2.20

Farmland Preservation Area, support the town in its denial of rezoning requests, so that the stricter policy based on the town's comprehensive plan may be applied.

5. When the owner of a pre-existing residence legally established before January 15, 1975 desires to divide the land occupied by such residence and accessory buildings from the "parent parcel", in conjunction with a farm consolidation, require the resulting residential lot to be as small as practical, in consideration of a one acre minimum lot size, the desire to keep accessory buildings with the residence, and the future likelihood that farm animals will be kept on the lot. All future farm consolidations lots should be rezoned to the A-3 district, with such lots not counting against the maximum number of new residences allowed for that "parcel of record" as indicated above.

### A-2 Agricultural and Rural Business Zoning District Policies

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

Formatted: Highlight

### Policies in Support of Agricultural Incentive Programs

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

## Agricultural Preservation Engagement Meeting #2 Materials | 9.2.20

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

### Natural Resource Related Policies

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

### Other Potentially Applicable Policies

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

## 15-Year Growth Area

### Policies, Programs, and Actions for 15-Year Growth Areas

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

### **A-T Agricultural Transition Zoning District Policies**

1. Utilize the A-T Agriculture Transition district for properties within the 15-Year Growth Areas that are in an area that may be transitioned from an agricultural use but do not have a defined development plan in place to necessitate zoning to another district.

## Agricultural Preservation Engagement Meeting #2 Materials | 9.2.20

2. Agricultural uses are supported within the A-T district, however considerations for future urbanization of such parcels should be considered.

### City or Village Area

#### Policies, Programs, and Actions

##### Policies for County Implementation:

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

##### Policies for City or Village Consideration:

1. Rely on city and village comprehensive plans and ordinances to guide the types of future development (e.g., residential, commercial, industrial, mixed use), associated zoning, and design standards within each City or Village Area.
2. Strive towards community characteristics that instinctively draw people to city and villages, including quality jobs, safety, strong local character, community identity, community gathering places where social life comes together, authenticity, and a special sense of place.
3. Promote vibrant downtowns with a mixture of uses and activities clustered together to comprise the heart and soul of the community and contribute to its economic health.
4. Integrate housing, employment centers, and shopping areas so that communities contain places to live, work, shop and contain a full range of facilities.
5. Facilitate development within different sections of each City or Village Area only after the intended range of roads, other infrastructure, and any planned public services are available

## Agricultural Preservation Engagement Meeting #2 Materials | 9.2.20

to that section. Encourage the interim use of undeveloped portions of the City or Village Area for farming, until the land is ripe for planned development.

6. Facilitate agricultural-related industry, such as food and other bio-based product manufacturing, as a component of city and village industrial parks to support both the economic health of these communities and nearby agricultural areas.
7. Support farming-related retail development and direct marketing opportunities, such as farmers markets, that enhance local markets for farm products grown in the area and to enhance community sustainability.
8. Promote vital, distinctive, and varied neighborhoods and a diverse range of housing choices at different densities and for different life stages and income levels.
9. Interconnect the various components of each City or Village Area with a transportation network for pedestrians, bicycles, and motor vehicles and with a system of open spaces and recreational facilities.

### Environmental Corridor

#### Policies, Programs, and Actions

1. ~~Encourage the preservation of environmental corridors in A-3 zoned areas by encouraging context sensitive or conservation design or by allowing the development of a larger lot size. Allow a development density within each designated Environmental Corridor on a "parcel of record" of not greater than one dwelling unit per 10 acres, except a lower density may be required where the land is also within a farmland preservation area per other policies within this Plan. Wisconsin Department of Natural Resources (WDNR) delineated wetlands and land within the 1 percent annual chance flood (100-year flood) should not be used in calculating allowable densities.~~
2. Prohibit buildings, road construction, or land disturbance associated with nonagricultural development on slopes in excess of 20 percent as determined by the USDA Soil Survey GIS map when area is grassed or wooded. Buildings, road construction, or land disturbance is allowed on slopes in excess of 20 percent when land has been previously cultivated.
3. Subject all proposed nonagricultural development within the Environmental Corridor to site plan review to evaluate the development's potential impact on the environment.
4. Encourage compliance with the Environmental Corridor Design Guidelines in *Appendix D: Development Design Guidelines* for site planning and development design principles associated with Environmental Corridor areas.
5. Continue to Uupdate the County's shoreland zoning ordinance to comply with the requirements of NR 115, Wisconsin Administrative Code and implement shoreland protection and mitigation efforts in accordance with that updated ordinance.
6. Where both development and farmland 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.
7. Continue to allow existing agricultural uses—such as cropping and grazing—on lands within the Environmental Corridor, but at the same time encourage:
  - a. Nutrient management plan implementation to manage fertilizer use.
  - b. Conservation tillage practices, particularly in areas of steep slopes.
  - c. Vegetative buffers between cropped land and surface waters and wetlands.

## Agricultural Preservation Engagement Meeting #2 Materials | 9.2.20

- d. Water Quality?
8. Work with partner organizations and entities to explore regional level strategies to modify protect the County’s significant and sensitive watersheds, modify certain agricultural business practices, identify new and emerging crops and business models, and diversify land use to reduce the impact of future flood events. Jefferson County flooding in the past decade has had a major impact on the area’s environmental health, economy, and farmland.

### Long Range Urban Service Area

#### Policies, Programs, and Actions

##### Policies for County Implementation

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

##### Policies for City and Village Consideration

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

### Limited Service Area

#### Policies, Programs, and Actions

1. Direct moderate density development desiring a more rural location—including smaller subdivisions and limited commercial and industrial uses—into Limited Service Areas.



## Agricultural Preservation Engagement Meeting #2 Materials | 9.2.20

2. Require that all future development within each Limited Service Area be connected to the sanitary sewer system, unless the affected sanitary district approves individual exceptions after communicating with the County. Require any permitted rural (unsewered) development in such cases to be designed in a manner to not impede the orderly future development of the surrounding area with development with sanitary sewer service in the future. Allows for future connection
3. Through *2026*, allow urban (sewered) development only to those portions of Limited Service Areas that are also designated as a 15 Year Growth Area, and utilize policies applicable to the 15 Year Growth Area in such cases.
4. Strongly discourage “pre-zoning” lands for development within Limited Service Areas in advance of development proposals, except where development-based zoning had already been provided. Instead, require the submittal and detailed understanding of specific development proposals and its designation within a 15 Year Growth Area before supporting the rezoning of land within a Limited Service Area to the appropriate development-based zoning district.
5. Encourage the best use of land~~compact development~~ within Limited Service Areas, recognizing the limits to services available in such areas and developable area. Consider the allowed lot sizes and uses and required services or utilities. ~~For example, one to two acre lots are generally too large for lots connected to sanitary sewer service, but large-scale senior apartments may not be appropriate either.~~
6. Maintain the quality and efficiency of wastewater treatment plants and consider the capacity of treatment plants and conveyance systems before approving new development.
7. Consider town comprehensive plans for guidance on the types of future development (e.g., residential, commercial), associated zoning, and design standards to support within each mapped Limited Service Area.
8. Encourage compliance with the Urban and Limited Service Area Design Guidelines in *Appendix D: Development Design Guidelines*.

## Rural Hamlet

### Policies, Programs, and Actions

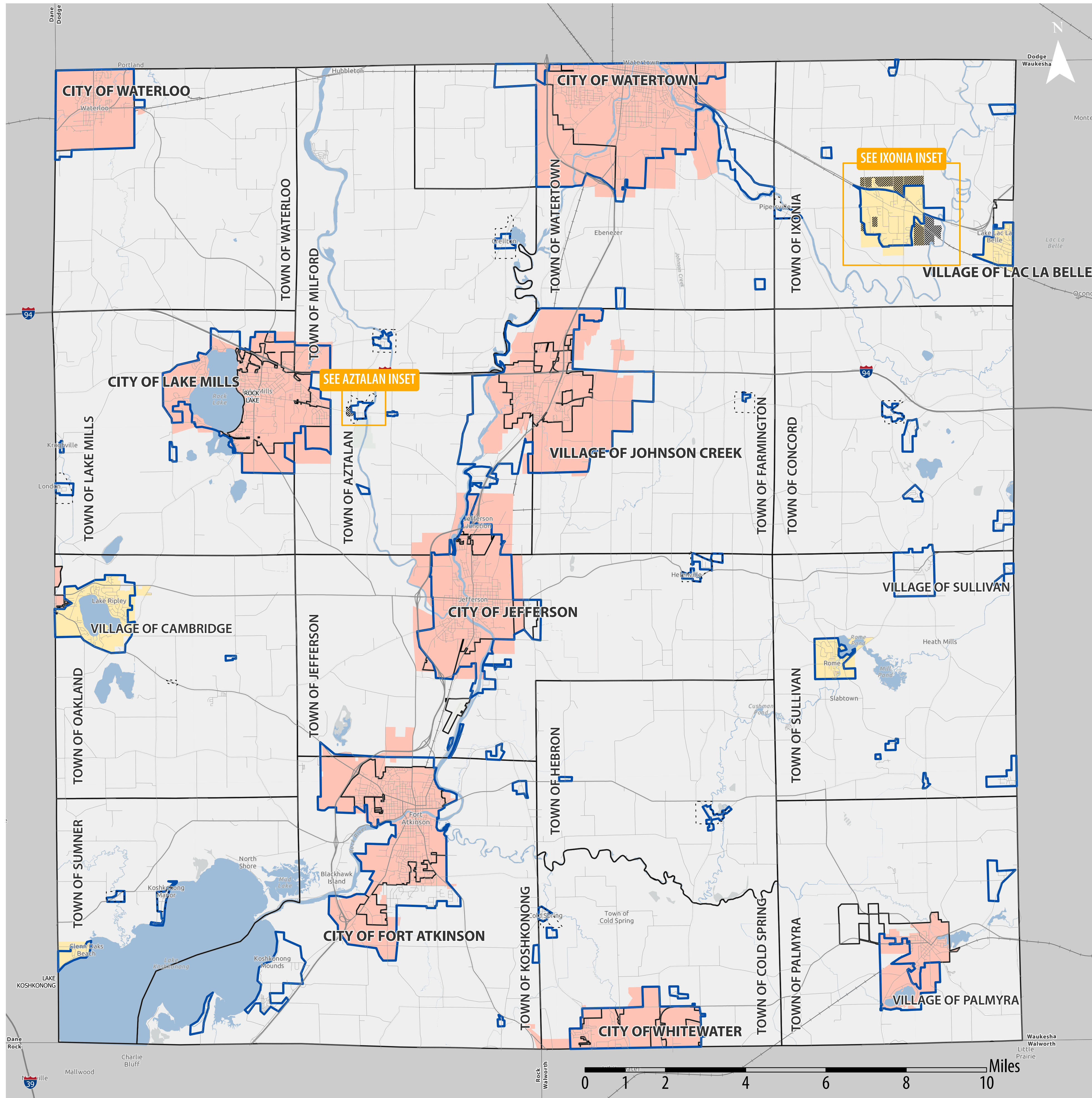
1. Through the plan horizon~~2026~~, consider development beyond levels applicable within the Farmland Preservation Area only in those portions of each Rural Hamlet that are also designated as a 15 Year Growth Area, and utilize policies applicable to the 15 Year Growth Area in such cases.
2. Within those portions of a Rural Hamlet that are not also within a 15 Year Growth Area, allow development only of the type and density allowed under the Farmland Preservation Area future land use category, until such time as the affected land is redesignated to be within the 15 Year Growth Area.
3. Before amending this Plan to designate additional lands within a Rural Hamlet as a 15 Year Growth Area, require the associated town to prepare and have approved by the town and county a detailed plan for the hamlet and expansion area, including the following components:
  - a. Desired scale and character of hamlet and its building and uses, including efforts to promote sustainable development.

## Agricultural Preservation Engagement Meeting #2 Materials | 9.2.20

- b. Detailed mix of existing and desired future land uses.
  - c. Proposed housing density and intensity (e.g., building sizes) of non-residential uses.
  - d. Proposed roads and other transportation facilities (e.g., walkways) to reach any new development areas.
  - e. Current and proposed environmental corridors, parks, and other recreational facilities.
  - f. Proposed stormwater management areas, including major conveyance routes and basins.
  - g. Approaches to address any environmental limitations within the hamlet (e.g., flooding, poor soils).
  - h. For larger hamlets, proposed phasing plan.
  - i. Consideration of the impacts of planned development on possible future public sewer, road, and other public infrastructure and service needs.
4. Allow development-based rezoning (e.g., to the C, B, or R-2 districts) only for Rural Hamlet lands also designed as 15 Year Growth Areas. If eligible, use the following criteria in evaluating requests to rezone from A-1 District into one of these development-based zoning districts:
- a. The land is better suited for a use not allowed in the farmland preservation zoning district.
  - b. The rezoning is consistent with the applicable approved detailed plan, town comprehensive plan, and County comprehensive plan.
  - c. The rezoning is substantially consistent with this County certified farmland preservation plan.
  - d. The rezoning will not substantially impair or limit current or future agricultural use of surrounding parcels of land that are zoned for or legally restricted to agricultural use.
5. Consider town comprehensive plans for guidance on the types of future development (e.g., residential, commercial), associated zoning, and design standards to support within each mapped Rural Hamlet.
6. Encourage compliance with the Rural Hamlet Design Guidelines in *Appendix D: Development Design Guidelines*.



# JEFFERSON COUNTY DRAFT GROWTH ANALYSIS



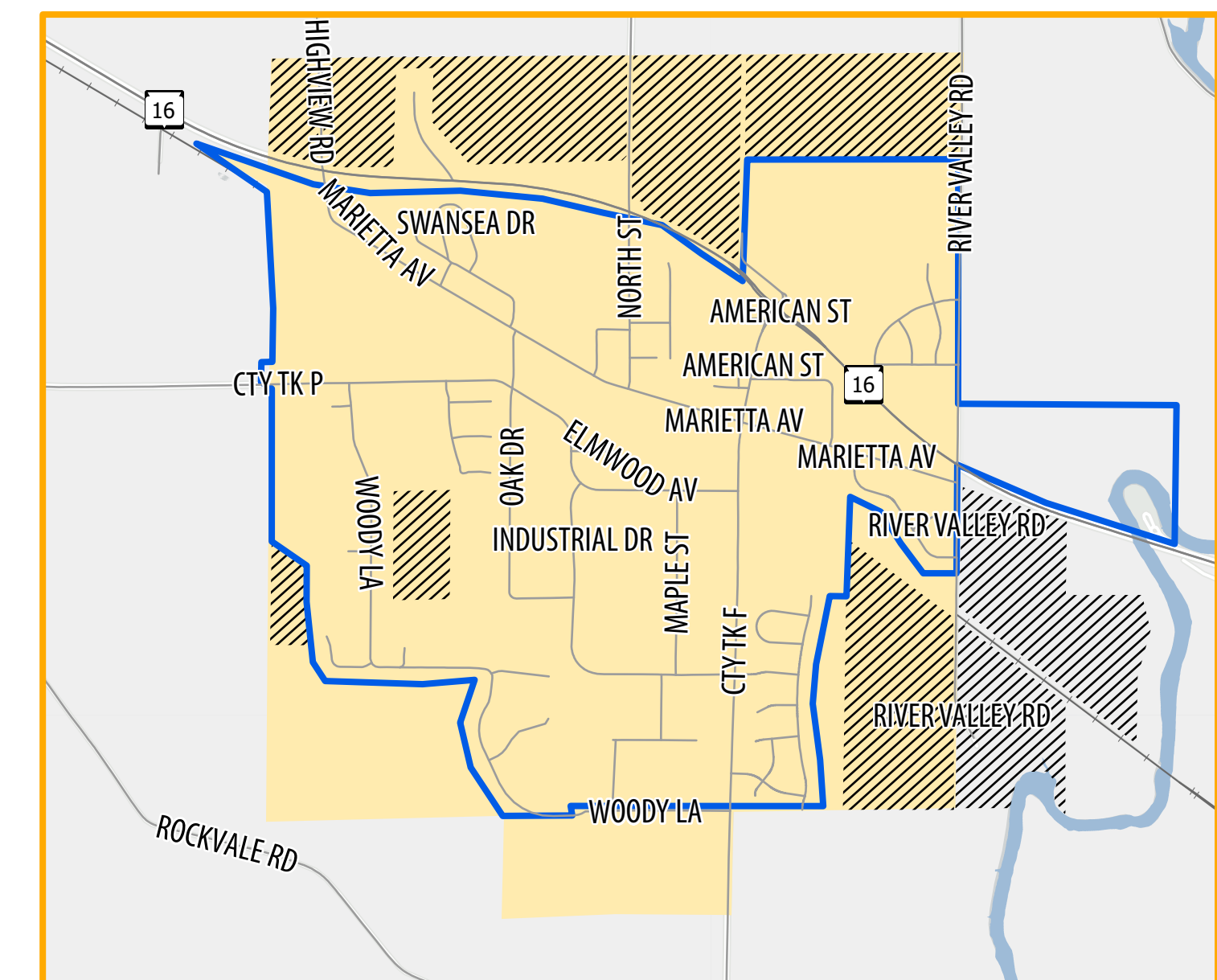
## LEGEND

### Municipality Boundaries

- City
- Town
- Village
- Rural Hamlet

- Draft 15 Year Growth Areas
- Potential New 15 Year Growth Area
- Long Range Urban Service Area
- Limited Service Area
- Water

## IXONIA INSET



## AZTALAN INSET

