

East Central Intergovernmental Association

a regional response to local needs

October 7, 2025

Becca Pflughaupt, Zoning Administrator
Jackson County Zoning Department
201 West Platt Street
Maquoketa, IA 52060

ECIA



RE: Zoning Ordinance Update – **CLEAN Draft of Section 2.2 A-1 Agricultural District (09-30-25)**

Dear Becca,

Attached is the CLEAN draft of Section 2.2 A-1 Agricultural District (09-30-25) for the Zoning Ordinance Update for review and approval by the Zoning Commission at their public hearing.

Discussion

- The A-1 District has been reformatted to use tables and refer to other sections to provide for a more user-friendly layout of regulations and additional resources. Revisions discussed at the Commission's April 21 and June 16 meetings, and subsequent staff meetings, have been completed. Adult and Child Care uses have been added. Campgrounds and related uses have been updated. Additional revisions for consistency with Iowa Code and with R-1 District have been made.

Background Research:

- Subdivisions and individual lots were platted in the County's unincorporated areas prior to the effective date of the first Jackson County Zoning Ordinance on May 6, 1976.
- The report researched and prepared for the Leisure Lake Planned Unit Development (LLPUD) proposal formed the basis for the alternative recommendations. This report included input from the Leisure Lake Property Owners' Association (LLPOA). An analysis of the 549 R-1 zoned parcels in Leisure Lake community are shown in Table 1.

Table 1. Comparison of Zoning Regulations with Existing Conditions			
Zoning District	Minimum Lot Area (SF)	# Parcels Below Minimum Lot Area	Percent of Total
R-1 with well & septic	20,000	358	65.2%
R-1 with community water and sewer	12,000	212	38.6%
A-1 seasonal resort	10,000	173	31.5%

Standard and Alternative Regulations

- Alternative regulations and requirements have been established to better reflect and accommodate their historical and existing development and land uses patterns. Some of these older subdivisions may have an active property owners' association (POA).
 - Standard regulations apply to all A-1 districts.
 - Alternative regulations only apply to subdivisions and lots platted before May 6, 1976.

Dubuque Metropolitan Area Transportation Study	Eastern Iowa Development Corporation	
Eastern Iowa Regional Utility Services System	Eastern Iowa Regional Housing Authority	ECIA Business Growth, Inc.
Region 1 Employment and Training	ECIA Regional Planning Affiliation	Region 8 Regional Transit Authority

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- Allowed principal uses and structures are a short list from the R-1 Residential district combined with LLPOA rules, such as required connection to a sanitary sewage disposal system for residential structures occupied for an extended period.
- The issue of an accessory structure related to a principal use or structure on a separate lot that has been the subject of zoning enforcement would be allowed in the alternative subdivisions.
 - Accessory structures related to a principal use or structure may be allowed on the same lot as the principal use or structure or on a separate lot.
 - Accessory structures related to a principal seasonal dwelling use with no principal structure on the same lot may be allowed.
- Development Regulations are based on the regulations for dwellings in the R-1 Residential District, and the regulations governing a seasonal resort (conditional use in the A-1 Agricultural district).

Below are the draft development regulations. Those in yellow are from the R-1 district. Those in green are from the A-1 district. Those in blue are general regulations in the Zoning Ordinance.

Development Regulations	Dwellings and LLPOA uses with private well and septic system	Dwellings and LLPOA uses served by community water and sewage systems	Other Seasonal Dwellings	Accessory Uses and Structures
Minimum Lot Area	20,000 square feet	12,000 square feet	10,000 square feet	N/A
Minimum Lot Frontage	100 feet	80 feet	70 feet	N/A
Minimum Front Yard	10 feet	10 feet	10 feet	10 feet
Minimum Side Yard	10 feet	10 feet	10 feet	10 feet
Minimum Street Side Yard	10 feet	10 feet	10 feet	10 feet
Minimum Rear Yard	10 feet	10 feet	10 feet	5 feet
Maximum Height	35 feet or 2.5 stories	35 feet or 2.5 stories	35 feet or 2.5 stories	35 feet or 2.5 stories

The attached CLEAN version shows the resulting restructure. The REDLINE version will be posted on the website. Major updates proposed are as follows:

- Tables are used for Principal, Accessory, Conditional (renamed from Special Exception) Uses and Structures, with proposed land uses revised according to the Matrix of Allowed Uses.
- Parking requirements are moved to Section 2.1.
- Specific regulations for Conditional Uses and Structures as well as Signs are moved to Section 2.9.

- A new section is added for Temporary Uses and Structures for Zoning Administrator approval.
- References are shown for relevant sections of the Zoning Ordinance and other County ordinances; these will become hyperlinks in the online version.
- Development Regulations are organized into a series of tables for standard and alternative regulations, and further divided for farm exempt, principal, accessory, conditional, and temporary uses and structures.

Recommendation

The Commission is asked to review and approve the CLEAN draft of Section 2.2 A-1 Agricultural District (09-30-25) at their public hearing.

Please let me know if you have any questions. Thank you.

Sincerely,

A handwritten signature in cursive script, appearing to read "Laura Carstens".

Laura Carstens
Senior Planner

Attachments

CHAPTER 2. ZONING DISTRICT REGULATIONS**2.2 A-1 Agricultural District.**

- A. Statement of Intent.** The A-1 Agricultural District is intended to preserve areas appropriate for agricultural and related uses and to reserve areas suitable for the efficient development of other uses when and if there are a demonstrated need and intent to develop such areas in accordance with the Jackson County Land Use Policy Statement.

Subdivisions were platted in the County's unincorporated areas prior to the effective date of the first Jackson County Zoning Ordinance on May 6, 1976. Alternative regulations and requirements have been established to better reflect and accommodate their historical and existing development and land uses patterns. Some of these older subdivisions have an active property owners' association (POA).

B. Allowed Principal Uses and Structures.

Table B.1. lists the standard principal uses and structures allowed in the A-1 District. Additional Regulations reference related sections in the Zoning Ordinance. Standard regulations apply to all A-1 districts.

Table B.1. Standard A-1 District Principal Uses and Structures	
Land Uses and Structures by Major Category	Additional Regulations
Farm Exempt	
Agriculture	Ch. 6 Definitions; Section 1.20; Section 2.8; Section 2.9
Farm, farming and farm building	
Farm dwelling, principal	
Grain storage bin	
Horticulture	
Nursery	
Residential and Lodging	
Bed and breakfast home	Ch. 6 Definitions; Section 2.8; Section 2.9
Seasonal dwelling, detached	
Single-family dwelling, detached	
Educational and Assembly	
Adult day care center	Ch. 6 Definitions; Section 2.8; Section 2.9
Child care center	
Child development home	
Elementary school	
Place of assembly	
Post high school	
Preschool	
Secondary school	
Commercial and Recreational	
Cemetery	Ch. 6 Definitions; Section 2.8; Section 2.9
Fairgrounds & public exposition	
Kennel	
Public campground	

Table B.1. Standard A-1 District Principal Uses and Structures	
Land Uses and Structures by Major Category	Additional Regulations
Public recreation	
Riding stable	
Industrial and Other	
Logging, storage only	
Railroad, public utility and public maintenance facility	Ch. 6 Definitions; Section 2.8; Section 2.9

Table B.2. lists the alternative principal uses and structures allowed in the A-1 District. Additional Regulations reference related sections in the Zoning Ordinance. Alternative regulations only apply to subdivisions and lots platted before May 6, 1976.

Table B.2. Alternative A-1 District Principal Uses and Structures	
Land Uses and Structures by Major Category	Additional Regulations
Residential and Lodging	
Mobile home	Ch. 6 Definitions; Section 2.8; Section 2.9
Mobile home converted to real estate	
Seasonal dwelling, detached	
Single family dwelling, detached	
Educational, Assembly and Recreation	
Place of assembly	Ch. 6 Definitions; Section 2.8; Section 2.9
POA owned indoor commercial recreation facility	
POA owned outdoor commercial recreation facility	

C. Allowed Accessory Uses and Structures.

Table C.1. lists the standard accessory uses and structures clearly incidental to the allowed principal uses and structures of this district, provided they comply with this Ordinance. Additional Regulations reference related sections in the Zoning Ordinance. Standard regulations apply to all A-1 districts. Alternative regulations only apply to subdivisions and lots platted before May 6, 1976.

Table C.1. Standard and Alternative A-1 District Accessory Uses and Structures	
Land Uses and Structures by Major Category	Additional Regulations
Farm Exempt	
Farm dwelling, secondary	Ch. 6 Definitions; Section 1.20; Section 2.8; Section 2.9
Farm market or roadside stand	
Residential and Lodging	
Accessory dwelling unit (ADU)	Ch. 6 Definitions; Section 2.8; Section 2.9
Attached and detached private garage or carport	
Deck, porch, balcony, boat dock, and other similar structure	
Fences, walls, and hedges	
Non-commercial garden and greenhouse	
Outdoor fixed fire pit and cooking equipment	
Private swimming pool, sports court, tennis court, and playground equipment	

Table C.1. Standard and Alternative A-1 District Accessory Uses and Structures	
Land Uses and Structures by Major Category	Additional Regulations
Shed, gazebo, pergola, and similar roofed freestanding structure	
Educational, Assembly and Commercial	
Agricultural experiences	
Child care home	Ch. 6 Definitions; Section 2.8; Section 2.9
Home-based business	
Other	
Burial site	
Solar energy system: consumer-scale, building mounted or freestanding	
Uses and structures clearly incidental to the allowed principal uses and structures of this district	Ch. 6 Definitions; Section 2.8; Section 2.9
Wind energy conversion system, non-commercial	
Alternative Regulations	
Accessory structure related to a principal use or structure on a separate lot	
Accessory structure related to a principal seasonal dwelling with no principal structure on lot	Ch. 6 Definitions; Section 2.8; Section 2.9

D. Conditional Uses and Structures.

Table D.1. lists the allowed conditional uses and structures in the A-1 District as defined in Chapter 6 of this Ordinance. These uses and structures shall comply with A-1 district development regulations in Section 2.2.F of this Ordinance unless specified otherwise in their specific conditions for approval listed below. Subject to Section 4.5 of this Ordinance, and the other requirements contained herein, the Board of Adjustment may permit the following:

Table D.1. A-1 District Conditional Uses and Structures	
Land Uses and Structures by Major Category	Additional Regulations
Residential	
Family home	
Multiple family dwelling, including residential condominium	Ch. 6 Definitions; Section 2.8; Section 2.9; Section 4.5
Educational and Assembly	
Adult day care center	
Child care center	Ch. 6 Definitions; Section 2.8; Section 2.9; Section 4.5
Child development home	
Preschool	
Commercial	
Agricultural sales, service, and supply business	
Airport and landing field approved by the Federal Aviation Agency (FAA)	
Commercial cell communications station and tower	Ch. 6 Definitions; Section 2.8; Section 2.9; Section 4.5
Event venue	
Garden center in conjunction with nursery	

Table D.1. A-1 District Conditional Uses and Structures	
Land Uses and Structures by Major Category	Additional Regulations
Home industry	
Livestock market	
Recreational	
Commercial campground and recreational vehicle park	Ch. 6 Definitions; Section 2.8; Section 2.9; Section 4.5
Golf course and clubhouse	
Indoor commercial recreation, including recreational lodge with a maximum of ten (10) units	
Outdoor commercial recreation on site of less than five (5) acres	
Seasonal resort	
Tourist camp on site of less than five (5) acres	
Youth or summer camp	
Industrial and Other	
Addition of accessory structure to principal structure devoted to legal nonconforming use	Ch. 6 Definitions; Section 2.8; Section 2.9; Section 4.5
Animal feeding operation	
Batch plant, permanently placed on quarry sites	
Bulk storage and retail distribution of anhydrous ammonia fertilizer under pressure and petroleum products under pressure	
Mining and extraction of minerals or raw materials, including necessary processing equipment	
Solid waste facility	
Wind energy conversion system: commercial	

E. Temporary Uses and Structures Allowed by Zoning Administrator.

Table E.1. lists the allowed temporary uses and structures in the A-1 District as defined in Chapter 6 of this Ordinance that may be allowed by the Zoning Administrator, provided they comply with this Ordinance and the specific provisions listed below. These uses and structures shall comply with A-1 district development regulations unless specified otherwise below.

Table E.1. A-1 District Temporary Uses and Structures	
Types	Specific Provisions
Temporary building	Used in conjunction with construction work provided that such building is removed promptly upon completion of the work.
Temporary batch plant	- Prior to the issuance of compliance certificates for temporary concrete plants, evidence shall be provided to the Zoning Administrator that the use will comply with applicable state and local environmental and transportation regulations, and, if the site is accessed by a gravel road, a performance bond approved by the County Engineer shall be posted to ensure repair of damage to the haul route. - The area be restored to a suitable condition free of refuse and debris.

Table E.1. A-1 District Temporary Uses and Structures	
Types	Specific Provisions
Temporary permit for the location of a car crusher or similar equipment used in the processing, removal or disposal of junk	- Such permit may be granted not to exceed sixty (60) days for the purpose of facilitating the removal of junk from a nonconforming junkyard, but shall not be granted for the purpose of establishing a new junkyard or serve as a basis for the permanent expansion of a nonconforming junkyard. - In considering such permit, the Zoning Administrator shall determine the positive and negative effects on the environment anticipated both during and after the conclusion of such operation. - Upon a showing of good cause, the Zoning Administrator may grant an extension not to exceed thirty (30) days.

F. Development Regulations.

Table F.1. lists the standard development regulations that shall be met for all principal, accessory, conditional, and temporary uses and structures in the A-1 district unless specified otherwise in this Ordinance. See Table F.3 below for Notes. Abbreviations: DU = dwelling unit, and sq ft = square feet.

Table F.1. Standard A-1 District Development Regulations							
Type of Uses and Structures	Minimum Lot		Minimum Yard Requirements (see Notes 4, 5, 6 and 7)				Maximum Height
	Area	Width	Front	Rear	Side	Street side	
Farm Exempt Uses and Structures							
All	See Note 1		None, except see Note 7				None
Principal Uses and Structures							
Dwellings and Education & Assembly Uses	2 acres per DU or use	200 feet	40 feet	30 feet	15 feet	30 feet	2.5 stories or 35 feet
All others	See Note 1		40 feet	30 feet	15 feet	30 feet	2.5 stories or 35 feet
Accessory Uses and Structures							
Accessory Dwelling Unit	See Section 2.8 for specific development regulations						
Private garage or carport (see Note 6)	See Note 1		10 or 20 feet	5 feet	10 feet; 5 feet if detached	10 or 20 feet	2.5 stories or 35 feet
All others	See Note 1		40 feet	30 feet; 5 feet if detached	15 feet; 5 feet if detached	30 feet	2.5 stories or 35 feet
Conditional Uses and Structures							
Seasonal resort (see Note 2)	2 acres per DU	200 feet	40 feet	30 feet	15 feet	30 feet	2.5 stories or 35 feet
Seasonal resort (see Note 3)	10,000 sq feet per DU	50 feet	10 feet	10 feet	10 feet	10 feet	2.5 stories or 35 feet

Table F.1. Standard A-1 District Development Regulations							
Type of Uses and Structures	Minimum Lot		Minimum Yard Requirements (see Notes 4, 5, 6 and 7)				Maximum Height
	Area	Width	Front	Rear	Side	Street side	
Multiple family dwelling	2 acres per DU	200 feet	10 feet	10 feet	10 feet	10 feet	2.5 stories or 35 feet
All others	See Note 1		40 feet	30 feet	15 feet	30 feet	2.5 stories or 35 feet
Temporary Uses and Structures							
All	See Note 1		As per Zoning Administrator				

Table F.2. lists the alternative development regulations that shall be met for all principal, accessory, and conditional uses and structures in the A-1 District located in subdivisions or on lots platted before May 6, 1976 that do not comply with A-1 standard development regulations for lot area, lot width, and/or setbacks, unless specified otherwise in this Ordinance. See Table F.3 below for Notes. Abbreviations: DU = dwelling unit, and sq ft = square feet.

Table F.2. Alternative R-1 District Development Regulations							
Type of Uses and Structures	Minimum Lot Size		Minimum Setback Requirements (see Notes 4, 5, 6 and 7)				Maximum Height
	Area	Width	Front	Rear	Side	Street side	
Principal Uses and Structures							
Dwellings and POA uses (see Note 2)	20,000 sq ft per DU or use	100 feet per DU or use	10 feet	10 feet	10 feet	10 feet	2.5 stories or 35 feet
Dwellings and POA uses (see Note 3)	12,000 sq feet per DU or use	80 feet per DU or use	10 feet	10 feet	10 feet	10 feet	2.5 stories or 35 feet
All others	See Note 1		10 feet	10 feet	10 feet	10 feet	2.5 stories or 35 feet
Accessory Uses and Structures							
Accessory Dwelling Unit	See Section 2.9 for specific development regulations						
Private garage or carport (see Note 6)	See Note 1		10 feet	5 feet	10 feet; 5 feet if detached	10 feet	2.5 stories or 35 feet
All others	See Note 1		10 feet	5 feet	10 feet; 5 feet if detached	10 feet	2.5 stories or 35 feet
Conditional Uses and Structures							
Seasonal resort (see Note 3)	20,000 sq ft per DU	100 feet per DU	10 feet	10 feet	10 feet	10 feet	2.5 stories or 35 feet
Seasonal resort (see Note 4)	10,000 sq ft per DU	50 feet per DU	10 feet	10 feet	10 feet	10 feet	2.5 stories or 35 feet

Table F.2. Alternative R-1 District Development Regulations							
Type of Uses and Structures	Minimum Lot Size		Minimum Setback Requirements (see Notes 4, 5, 6 and 7)				Maximum Height
	Area	Width	Front	Rear	Side	Street side	
Multiple-family dwelling	20,000 sq ft per DU or use	200 feet	10 feet	10 feet	10 feet	10 feet	2.5 stories or 35 feet
All others	See Note 1		10 feet	10 feet	10 feet	10 feet	2.5 stories or 35 feet
Temporary Uses and Structures							
All	See Note 1		As per Zoning Administrator				

Table F.3. lists the A-1 District Notes for Table F.1 Standard Development Regulations and Table F.2 Alternative Development Regulations above.

Table F.3 A-1 District Notes for Standard and Alternative Development Regulations
Note 1. Minimum lot area and width may be required by the County Health Department to provide adequate sewage disposal facilities, which may require compliance with Iowa Administrative Code Chapter 69. Private Sewage Disposal Systems and Chapter 49. Private Wells.
Note 2. Served with private well and septic systems.
Note 3. Served by central sewage collection and treatment system or central water distribution system.
Note 4. See Subsection 2.1.D.2.g. Average Front and Rear Setbacks.
Note 5. Special Side Setback: For manufactured homes replacing legally existing nonconforming manufactured homes or mobile homes, the minimum rear setback shall be five (5) feet.
Note 6. See Subsection 2.1.D.2.h. Front Setback for Off-Street Parking.
Note 7. Minimum setback of thirty (30) feet along public roadway may be required by the County Engineer to provide adequate setback for future road improvements.

- G. Allowed Signs.** The sign regulations shall be met for all principal, accessory, conditional, and temporary uses and structures in the A-1 District in accordance with Section 2.9 Sign Regulations unless specified otherwise in this Ordinance.
- H. Required Off-Street Parking, Loading, and Stacking Spaces.** The required off-street parking, loading, and stacking spaces shall be met for all principal, accessory, conditional, and temporary uses and structures in the A-1 District in accordance with Section 2.1.C. Schedule of Required Off-Street Parking, Stacking, and Loading Requirements unless specified otherwise in this Ordinance.