

III. Housing

s. 66.1001(2)(b) Wis. Stats

“The Housing Element is a compilation of objectives, policies, goals, maps, and programs of the local governmental unit to provide an adequate housing supply that meets existing and forecasted housing demand in the local government unit. Specifically the housing element shall assess the age, structural, value, and occupancy characteristics of the local governmental unit’s housing stock. The element shall also identify specific policies and programs that promote the development of housing for residents of the local governmental unit and provide a range of housing choices that meets the needs of persons of all income levels and all age groups and persons with special needs, policies, and programs that promote the availability of land for the development or redevelopment of low-income and moderate-income housing, and policies and programs to maintain and rehabilitate the local governmental unit’s existing housing stock.”

3.1 Overview

State of Wisconsin

One of the local comprehensive planning goals of Wisconsin’s Smart Growth legislation is to provide an adequate supply of housing for individuals of all income levels throughout each community. Related to this is the goal of encouraging neighborhood design that supports a range of transportation options. The location of housing directly impacts adjacent land use patterns and individual choices in terms of transportation.

Housing is very important for Wisconsin and the people who live here. Housing costs are the single largest expenditure for most Wisconsin residents. According to the U.S. Department of Labor (1997), Midwest households, on average, spend 31 percent of their incomes on housing, compared with 19 percent for transportation, and 14 percent for food.

Over two-thirds of Wisconsin households are owner-occupied and it is likely their home is their most valuable asset and largest investment. Appreciation in home value continues to be a major source of wealth in the United States. In fact, nearly sixty percent of the net worth of a typical homeowner is equity in their home.

While many Wisconsinites enjoy good housing situations, others are struggling to varying degrees. According to Wisconsin's 2000 *Consolidated Plan: For the State's Housing and Community Development Needs*, households in the low-income range have great difficulty finding adequate housing within their means that can also accommodate their needs, despite the state's stable economic health. In addition, the federal government has cut back drastically on housing assistance, leaving state and local communities to grapple with these social issues.

Housing plays a critical role in the state and local economies. It is likely that housing is the largest land use in a given community and the community's largest capital asset. According to a study prepared by the Wisconsin Realtors Foundation in 1992, the value of the state's housing stock was worth nearly \$1 trillion dollars. In 1990, the construction industry employed 83,000 workers (not including lawyers, real estate, financial, and insurance workers), making it the state's second leading industry in employment. The study estimated that housing contributed about 12 percent to the state's gross product. Housing is also a major source of revenue for local communities in the form of property taxes.

Town of Middleton

The Town of Middleton has continued to shrink in area over the years, losing land through annexations to the cities of Madison and Middleton. The Town has been reduced in size from the original 23,040 acres to approximately 10,514 acres, which is less than half the area of a typical 36 square-mile township.

The Town's population has increased significantly over the years with the greatest five-year population growth between 2000 and 2005, during which 756 new residents were added to the population. The Wisconsin Department of Administration (DOA) anticipates that by the year 2025, the Town will have an estimated population of 7,027. Based on the DOA projected rates of increase for the Town population between 2010 and 2025, it is anticipated by assuming the same rate of increase the Town will grow to a total of 7,500 residents by 2030. New housing units have increased significantly as well, with the greatest number of housing units built between the years 1970-1990. In the Town of Middleton, the 2000 U.S. Census indicated that 84% of households were family occupied, while 16% were non-family (one-person) households. Table 3-1 outlines the estimates and projections from the DOA for population and households in the Town of Middleton through 2025. The projections for 2030 were calculated by the Town using the DOA's projected rate of increase between 2010 and 2025.

Table 3-1: Town of Middleton Population and Total Households

Year	Population	Change	Total Households
2000 Census	4,594	--	1,572
2005 Estimate/Projected*	5,350	+756	1,780
2007 Estimate	5,578	+ 228	N/A
2010 Projected	5,608	+ 30	1,973
2015 Projected	6,057	+ 449	2,145
2020 Projected	6,526	+ 469	2,323
2025 Projected	7,027	+ 501	2,500
2030 Projected ‡	7,500	+473	2,676

Source: Wisconsin Dept. of Administration (DOA)

* 2005 population figure is final estimate from DOA, 2005 household figure is the DOA projection made in 2004.

‡ 2030 projections were calculated using the projected rate of increase between 2010 and 2025.

Housing values continue to increase in the Town of Middleton. The median value for owner-occupied housing in the Town for the year 2000 was \$255,100¹. By the year 2007, the median value for owner-occupied housing in the Town had increased to an estimated \$458,700. The Transition Area identified in the 2002 Cooperative Plan between the Town of Middleton and the City of Madison will serve as the area of focus for directing higher density and more varied housing development.

Currently there are no owner-occupied condominium developments within the Town and no permits for new two-family or multi-family units were granted in the Town between 1997 and 2006.² In comparison, other communities in Dane County have seen a rapid increase in the condominium market in recent years. Between 2001 and 2006, the estimated number of condominium units in the county increased by approximately 40%³. It is also estimated that Dane County's population of persons age 55 and older will increase from 70,670 in 2000 to a population of 161,204 by 2030, an increase of 56%.⁴

3.2 Goals and Objectives

As life, health, family, and financial circumstances change, so do housing needs. Housing is an important land use category and, like other land uses, housing generates demand for additional services. While total population and density may determine the aggregate level of housing demand, the configuration and location of dwelling units may determine how, where, and what types of services may be delivered in a semi-rural setting. Questions relating to rural, semi-rural, suburban, bedroom, or other types of communities were discussed at open forums and included in

¹ 2000 U.S. Census

² Dane County Dept. of Planning and Development

³ *Regional Trends 2006*, Dane County Dept. of Planning and Development

⁴ Wisconsin Dept. of Administration

the Comprehensive Development Plan Survey. Each household in the Town was invited to complete the survey. Nearly half (48.2%) of those who responded describe the Town of Middleton as a “semi-rural” community. Respondents to the survey described the semi-rural character of the Town as consisting of open spaces, vistas, farm fields, prairies, woodlands, and semi-rural housing. The Town should emphasize preservation of these characteristics through the enforcement of state statutes, county zoning ordinances, the Town Land Division and Subdivision Ordinances, and adhering to applicable intergovernmental agreements.

Goal: The Town of Middleton will promote safe, code-compliant housing that is consistent with the semi-rural character of the community and takes into consideration the needs of its residents.

Objectives:

1. Preserve the quality of Town housing as the residents of the Town see it.
2. Encourage high quality construction and maintenance standards for housing.
3. Encourage housing development in areas that will not:
 - Result in environmental degradation;
 - Adversely affect the semi-rural character of the Town;
 - Or impair working agricultural operations.
4. Encourage neighborhood designs and locations that:
 - Ensure the separation of incompatible land uses;
 - Promote connectivity of roads, open-spaces, and environmental systems;
 - And preserve the semi-rural character of the Town.
5. Encourage the balanced development of a variety of housing types, including:
 - Traditional single family detached residences on large lots;
 - More affordable single family homes on smaller lots, potentially within cluster and conservation design subdivisions.
 - Investigate permitting owner-occupied attached multi-family housing, senior housing, and/or denser detached single family housing in areas identified as the “Transition Area” by the 2002 City of Madison and Town of Middleton Cooperative Plan. The Town reserves the Transition Area to allow for a variety of higher density residential development types, including unsewered cluster subdivisions with minimum 20,000 square foot lots (minimum 12,000 square foot lots for sewerred areas). This will help provide greater housing choice for different income and age levels. The Town Board will consider development proposals in the Transition Area with consideration of density and compatibility of surrounding land uses.

6. Plan for a sufficient supply of available land for housing, in areas consistent with this Comprehensive Plan. *Refer to Map H.4 Future Land Use Map in Appendix A.*

Policies:

1. Work with Dane County to address code violations on existing properties.
2. Guide housing development away from conservancy districts, wetlands, floodplains, hydric soils, and recognized environmental corridors.
3. Work to screen housing from primary thoroughfares to the extent possible by utilizing natural topography, vegetation (tree lines, wooded edges), and right-of-way setbacks.
4. Protect scenic viewsheds by discouraging development along exposed hilltops or ridges. Generally, roof lines should not extend above adjacent ridge lines.
5. Arrange housing so that homes face away from county, state, and federal highways, unless protected by planting or buffering strips.
6. Discourage the use of through streets in certain situations such as environmentally sensitive areas or where slopes exceed 20%.
7. All new housing lots shall have frontage on a public road per Town and County Subdivision regulations. Flag lots should generally be discouraged.
8. Preserve existing vegetation, stone rows, fence lines, tree lines, and structures of historic value.
9. The Town will discourage homes or other buildings being placed in wetlands, floodplains, or on slopes in excess of 20%.
10. Provide incentives for the use of cluster and conservation type subdivisions which provide for interconnected networks of open space.
11. Limit building envelopes to those areas with slopes of less than 20%. For lots containing slopes of greater than 20%, the building envelope should be limited to areas with slopes of 15% or less.

3.3 Appendix B: Housing Background Information

For further information regarding housing, refer to Appendix B.

IV. Transportation

s. 66.1001(2)(c) Wis. Stats

“The Transportation element is a compilation of objectives, policies, goals, maps, and programs to guide the future development of the various modes of transportation, including highways, transit, transportation systems for persons with disabilities, bicycles, electric personal assistive mobility devices, walking, railroads, air transportation, trucking, and water transportation. The element shall compare the local governmental unit’s objectives, policies, goals, and programs to state and regional transportation plans. The element shall also identify highways within the local governmental unit by function and incorporate state, regional, and other applicable transportation plans, including transportation corridor plans, county highway functional and jurisdictional studies, urban area and rural area transportation plans, airport master plans, and rail plans that apply in the local governmental unit.”

4.1 Overview

State

All residents depend on the transportation facilities in their community and the region to connect them to other areas of the state, the rest of the nation and the world. The type, quality, and location of transportation facilities are all important components of quality of life and sustainable economy.

There is a significant relationship between transportation and land use. New development or changes in existing land uses, whether incremental or sudden, directly affect the safety and functionality of roadways and the demand for additional transportation facilities. On the other hand, creating new or improving existing transportation corridors can have a significant distribution effect on the type and timing of development within a community and/or a region. Thus, this element and the Land Use element should support and complement one another.

For the foreseeable future, the private automobile will continue to dominate all other modes of transportation. However, it is important to recognize that people have different needs and capabilities and that a good transportation system should include a variety of choices.

The intent of this element is to provide basic information on the existing transportation network in the Town and, to a lesser extent, in the region. Statewide planning efforts are reviewed to assess how these efforts may or may not affect transportation facilities within and around the Town. This review will help to better define issues, problems, and opportunities that need to be addressed to accommodate residents' needs. This element is intended to guide development of the transportation network over the planning period.

Town Of Middleton

The majority of the Town consists of semi-rural residential property, along with a few large agricultural properties, parks, commercial properties, and lands that lie within a floodplain or that are too steep to support development. The road network is the primary transportation facility within the Town of Middleton. It primarily consists of Town roads that provide direct access to properties and services as well as interconnectivity within the Town. There is also one U.S. Highway and two County Highways within the Town. They are regional in nature and serve as the primary connections to areas outside the Town. Bicycles and pedestrians are accommodated on roads and on separate paths. Some roads include paved shoulders to better accommodate bicycles.

The only other significant transportation facility within the Town is a freight-only railroad line operated by Wisconsin and Southern Railroad Company that runs east-west along the south side of U.S. Highway 14 (USH 14).

Other transportation options available nearby include public and privately owned and operated bus services and privately owned and operated taxis and airplanes.

The Town of Middleton Transportation Master Plan (TMP), prepared in 1995, is a primary source of transportation information. It catalogues the existing conditions of the Town transportation system. It also contains numerous recommendations regarding Town roadway classifications, design, maintenance, improvements, and new construction. Many of the recommendations have subsequently been carried out. The TMP also briefly discusses mass transit and bicycle and pedestrian trails.

Town residents were another primary source of transportation information and feedback during the comprehensive planning process. They provided over 130 comments and opinions related to the local transportation system. Based on this input, it is clear that residents enjoy the semi-rural nature of the Town and an existing transportation system that heavily relies on the private automobile and other types of motorized vehicles. Urban roadway characteristics such as curb and gutter, sidewalks, signals, and lighting are generally not viewed as desirable future additions. Traffic volumes are perceived as too high on most major roads. Future development that generates significant additional vehicular traffic is not desired. In several locations, roadway safety deficiencies such as narrow lanes/shoulder widths, insufficient sight distance, intersection problems, and speed of motorists were cited.

Bicyclist and pedestrian safety is another common concern. Many Town residents suggest a need for more or better bike/pedestrian facilities. Support for funding of new or expanded modes of mass transit is almost non-existent. A possible future expansion of the City of Middleton's Morey Airport also concerns a number of residents.

The transportation plans of the State of Wisconsin, Dane County, and adjacent municipalities are a third primary source of information. They detail existing conditions of and goals for all modes of transportation in the area. They also provide information on future improvements to existing regional roads within and near the Town, as well as possible future additions to roads and trails near the Town that may improve or otherwise affect interconnectivity across Town borders. Improvement and expansion plans for area airport, bus, and rail facilities are also included in these plans.

4.2 Goals and Objectives

Goal: The transportation network will be well planned, properly maintained, and affordable. It will provide multiple options for safe and efficient access and travel within, to and from the Town. Transportation improvements and additions will be compatible with the semi-rural character of the Town, support growth plans, consider interconnectivity within and across Town borders, and enhance the quality of Town life, but will not unnecessarily impact private property or the environment.

Objectives:

1. Maintain the existing transportation infrastructure.

Policies

- a. Update the Town of Middleton Transportation Master Plan on a regular basis and expand it to fully incorporate pedestrian/bicycle facilities and other modes of transportation in the Town.
- b. Develop and regularly update a multi-year maintenance plan, including timing, location, and type of yearly maintenance activities.

2. Improve and add to Town arterials.

Policies

- a. Consider creation of new north-south links between Mineral Point Road (County Highway S), Old Sauk Road, USH 14 and Airport Road.
- b. Consider upgrading Old Sauk Road to accommodate increasing vehicle and bicycle traffic.
- c. Monitor and participate in studies and improvement projects conducted by the State or County related to US Highway 14 and Mineral Point Road.

3. Improve safety.

Policies

- a. Adopt minimum acceptable safety standards for all classifications of roads and bicycle/pedestrian facilities and uniformly apply them to new facilities and improvements to existing facilities.
- b. Consider school bus routes and emergency services' response times for new roadway network additions.
- c. Partner with law enforcement to promote safe driving.

4. Improve bicycle and pedestrian facilities and increase awareness of other transportation options.

Policies

- a. Determine path and road shoulder improvement needs based on a factual analysis of safety, bicycle, and pedestrian volumes and interconnectivity needs.
- b. Develop and implement a biking and walking facilities improvement plan and emphasize links to recreational facilities.
- c. Educate residents regarding area travel options and facilities in addition to private vehicles.

5. Consider transportation in meeting overall Town planning goals.

Policies

- a. Ensure that new development proposals properly address/mitigate traffic impacts.
- b. Promote efficient use of major roadways in the area and favor Town land use changes that are compatible with and make best use of the existing transportation network.

6. To the extent practical, preserve the scenic nature of Twin Valley and Rocky Dell Roads.

Policies

- a. Abutting property owners and other Town stakeholders should be provided ample opportunity to be involved in the planning and design of improvements and changes to these roadways.

7. Consider compatibility with long range transportation plans of adjacent municipalities, Dane County, the MPO, and the Wisconsin DOT.

Policies

- a. Work cooperatively with neighboring communities, County, and State governments on changes to transportation facilities that affect connectivity across the borders or that have the potential to affect the character of the Town.
- b. Monitor the availability of and utilize available County, State, and Federal funding programs for road and trail improvements when possible.

- c. The Town acknowledges the Wisconsin DOT U.S. Highway 14 Corridor Report, which, as of February 2010, is in draft form and receiving input. The Town has provided feedback to the DOT and is working collaboratively with them to ensure that future plans for the corridor as it exists in the Town are consistent with the DOT's desires and do not impede or affect safety, access, or connectivity in the area.

4.3 Appendix C: Transportation Background Information

For further information regarding transportation, refer to Appendix C.

VI. Agriculture and Natural Resources

s. 66.1001(2)(e) Wis. Stats

“The Agriculture and Natural Resources element is a compilation of objectives, policies, goals, maps, and programs for the conservation, and promotion of the effective management, of natural resources such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and nonmetallic mineral resources consistent with zoning limitations under s. 295.20 (2), parks, open spaces, historical and cultural resources, community design, recreational resources, and other natural resources.”

6.1 Overview

This element provides an inventory of the Town’s agricultural, natural, and cultural resources. Specific topics include information about the ecological landscape, groundwater, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, mineral resources, parks and open space, and historical and cultural resources. The purpose of identifying these resources is to help the Town recognize areas that need to be protected, or characteristics that would limit development potential. By incorporating this information into its land use decisions, the Town is better prepared to make sound choices for the future.

The Town of Middleton was originally 36 square miles in size; however due to annexations by the cities of Middleton and Madison, the Town now measures approximately 18 square miles.

In 2007, the Town of Middleton’s Comprehensive Planning Committee conducted an on-line survey in which 30 questions were posed to the residents of the Town. Four of the questions were directly related to natural and agricultural resources of the Town and two questions were indirectly related to natural and agricultural resources.

Summary of Survey Responses:

Do you consider the Town of Middleton:

Rural community	8.2%
Semi-rural community	48.2%
Suburban community	25.9%
Bedroom community	12.4%
Other	5.3%

How interested are you in preserving the remaining natural resources in the Town?

Very	76.9%
Somewhat	18.3%
Little	4.7%

Which of the following natural resources are most important to you and the community good?

Wetlands	66.5%
Forested Areas	87.4%
Vistas	56.3%
Watersheds	71.3%
Prairie	61.7%
Other	17.4%

Would you be willing to use tax dollars to preserve natural resources and environmentally sensitive areas in the Town?

Yes	58.2%
No	12.9%
Look into other funding resources first	28.8%

How successful has the Town Planning process been in the past in preserving and protecting environmentally sensitive areas?

Poor	10.4%
Average	27.4%
Good	36.0%
Very good	20.7%
Excellent	5.5%

What features in the Town of Middleton Park System are most important to you?

Atheletic facilities	24.6%
Open space and natural areas	80.8%
Trails	71.3%
Pet access	29.3%
Equestrian trails	4.8%
Playground equipment	23.4%

It is apparent that a majority of the residents responding are interested in preserving the semi-rural character of the Town and therefore believe that it is important to protect the natural resources in the Town that give it this feeling. The survey responses also indicated that nearly three-fourths of Town residents would be willing to utilize tax dollars to preserve natural resources and environmentally sensitive areas within the Town.

The Residential Goals and Objectives section of the 1994 Town of Middleton Land Use Plan included the following goal; “To encourage the protection of ‘Sensitive Natural Sites’ as identified in the Natural Systems Land Use Feasibility Study for the Town of Middleton, which was prepared for the Town of Middleton in 1990 by James H. Zimmerman and Kenneth N. Kailing.” The Kailing/Zimmerman report is now eighteen years old and many of the sensitive areas identified by the report have been developed or are being encroached upon by neighboring development. Based on the results of the 2007 survey conducted by the Comprehensive Plan Committee, most Town of Middleton residents would like to preserve the remaining natural resources and the semi-rural character of the Town. The Town recognizes that the Kailing/Zimmerman report is dated. Therefore, when making land use decisions, the recommendations of the Kailing/Zimmerman report should be reviewed in conjunction with current polices and conditions in the Town.

6.2 Goals and Objectives

Goal 1: Protect the Town’s natural resources and environmentally sensitive lands from incompatible uses and/or development.

Objectives:

1. Prevent the diminishment of the Town’s environmentally sensitive lands (e.g. wetlands, floodplains, riparian habitats, woodlots, oak savannas, and native prairies), endangered habitats, endangered species, and surface and groundwater resources.

Policies:

Note: See also Section 4.2 (Housing Goals and Objectives) for policies regarding the location of building envelopes.

1. Require that new lots be located as to protect environmentally sensitive or valuable areas.
2. Encourage the use of a variety of lot designs that protect environmentally sensitive and valuable areas. These designs may include, but are not limited to cluster and/or conservation design subdivisions and large, low-density lots.
3. Support natural, site-specific landscaping in areas such as prairies, meadows, oak forest regeneration areas, and other sensitive areas.
4. Support the preservation of unbroken, forested corridors.
5. Preserve scenic vistas to the extent possible through the location of building envelopes, building setbacks, screening, and other methods.

6. Consider water quality management when making Town planning decisions. Utilize natural drainage patterns and take preventative measures to minimize surface and groundwater pollution.
7. Preserve the ecological and hydrological functions of wetlands by protecting them from development.
8. Utilize a no-net-loss policy for quality trees in new development areas. Encourage a replanting policy for quality native species.
9. Encourage the preservation of large, contiguous spaces for the protection of natural resources, wildlife, and habitat. Large areas are more advantageous for the protection of these resources than scattered, small parcels.
10. Support the efforts of landowners to keep natural areas from being developed by using conservation easements or other means.
11. Encourage the planting of native plant species. Consider the establishment of a Town-wide native species planting program.

Goal 2: Preserve the semi-rural identity of the Town.

Objectives:

1. Keep the semi-rural quality of the Town intact by incorporating open space into plats through conservancy development and the provision of conservancy areas, trails, parkland, and other open space.

Goal 3: Preserve the Town's historic and archaeological resources.

Objectives:

1. Encourage the preservation of acknowledged historic sites in the Town that may warrant listing on the National and/or State Registers of Historic Places.
2. Promote the preservation of historic and archaeological sites through land use regulations and decisions.

Policies:

1. Encourage the preservation, rehabilitation, and adaptive reuse of historic buildings.
2. Coordinate with and support State and federal agencies working to protect historic sites and resources. Support identifying and designating eligible national, state, and local historic properties.

6.3 Appendix E: Agriculture and Natural Resources Background Information

For further information regarding agriculture and natural resources, refer to Appendix E.

VII. Economic Development

s. 66.1001(2)(f) Wis. Stats

“The Economic Development element is a compilation of objectives, policies, goals maps and programs to promote the stabilization, retention or expansion, of the economic base and quality employment opportunities in the local governmental unit, including an analysis of the labor force and economic base of the local governmental unit. The element shall assess categories or particular types of new businesses and industries that are desired by the local governmental unit. The element shall assess the local governmental unit’s strengths and weaknesses with respect to attracting and retaining businesses and industries, and shall designate an adequate number of sites for such businesses and industries. The element shall also evaluate and promote the use of environmentally contaminated sites for commercial and industrial uses. The element shall also identify county, regional and state economic development programs that apply to the local governmental unit.”

7.1 Overview

Economic development refers to actions taken by a community to facilitate the increase of wealth within that community. Economic development creates jobs, raises income levels, diversifies the economy and improves the quality of life while protecting the environment. There are many dimensions to economic development. One important dimension is the opportunity for employment and income for community residents. Another is the formation, attraction or expansion of the organizations that create wealth – businesses, enterprises, associations, farms and governments that organize labor capital and information to produce goods and services. It is the application of individual talent, skills and experience within an organized economic system that creates personal and community wealth thereby directly impacting the quality of life within our communities.

The economic development element of a Comprehensive Plan explores the relationship between economic activity and land use. Through the vision, goals and policies of this element, a community establishes guidelines for making decisions about where economic activity may occur, what types of economic activity are acceptable within the community, what constraints should be imposed on economic development for the benefit of the community, and how the community should be involved in promoting the development of appropriate types of economic activity.

The Economic Development (ED) Element of the Comprehensive Plan for the Town of Middleton presents a unique situation and opportunity to discuss and evaluate the Town's goals and objectives regarding business and job location within the Town. The Town serves primarily as a bedroom community for the surrounding employment centers of the Madison Metropolitan Area. Surveys conducted for this Plan and previous land use plans indicate that the vast majority of residents wish to preserve the semi-rural nature of the Town. Survey respondents indicated that they value and support the development of parks, trails, and open space. Respondents also would like the Town to keep the tax burden as low as possible. These surveys have also indicated that respondents want economic development to be directed only toward existing commercial and industrial areas and along the U.S. Highway 14 corridor. For a more detailed breakdown of survey results refer to Appendix J.

Responses to the economic development survey were approximately evenly divided between those saying they desire job growth and those that would rather leave job creation to adjacent cities. There was little to no support for business growth within the Town or the funding of an economic development plan. A letter sent out to all businesses listed within the Town asked for input on the survey and inquired about their interest in participating in a round table discussion on business growth and development within the Town. Only one business owner responded that they would be interested in attending such a meeting.

The State of Wisconsin Economic Development Institute has developed guidelines for what should be included in an economic development plan. These guidelines also outline the necessary steps for creating a plan with the infrastructure to support it. After reviewing these guidelines, it is obvious that the Town of Middleton would have to dedicate staff and extensive resources to develop and maintain a plan that would meet those guidelines. The first and most significant requirement would be the development of utility infrastructure such as municipal water and sewer. Most large businesses considering locating within the Town would require those amenities and could potentially request financial assistance for connecting to them.

Approximately sixty percent of the existing businesses in the Town are located east of Pioneer Road, and they will be annexed to the City of Madison by the year 2042, if not before, per the Intergovernmental Agreement between the Town and the City of Madison. The other forty percent are scattered throughout the Town, including those fronting U.S. Highway 14 and other major road corridors. These businesses include agriculture, individual in-home, hotels, restaurants, landscaping, golf course, and quarry operations.

The Town acknowledges the Wisconsin DOT U.S. Highway 14 Corridor Report, which, as of February 2010, is in draft form and receiving input. The Town has provided feedback to the DOT and is working collaboratively with them to ensure that future plans for the corridor as it exists in the Town are consistent with the DOT's desires and do not impede or affect safety, access, or connectivity in the area. This includes making sure that any commercial businesses that are sited

along the US 14 corridor by the Town would be done so in a way to limit direct access requests onto US 14 and maintain the safety, access, and connectivity of the area. It should be noted, however, that much of the commercial development displayed on Future Land Use Map H.4 was derived from the City of Middleton Comprehensive Plan.

Based on the knowledge of what it would cost to develop a comprehensive economic development plan and the fact that Town residents like the existing character of the Town, this Plan does not recommend development of an economic development plan for the Town during this document's planning horizon. The lack of a formal plan does not preclude the possibility of working with a business that may be considering building or expanding within our borders. It simply means that major funds should not be budgeted to develop an extensive economic development plan or the administration and utility infrastructure needed to support such a plan.

7.2 Goals and Objectives

The following goals and objectives are based in part on responses to the 2007 Economic Development Survey, previous Town plans and documents, and other sources.

Goal 1: Maintain and expand communications with existing businesses.

Policies:

1. Maintain an inventory of all businesses within the Town.
2. Conduct periodic surveys of existing businesses within the Town regarding their suggestions and concerns on economic development.
3. Request input regarding business, jobs and economic development potential on all future Town surveys.
4. Town staff should attend strategic governmental meetings that specifically address business growth along the U.S. Highway 14 corridor.

Goal 2: Consider economic development in all future planning decisions.

Policies:

1. The Plan Commission should allow for discussion and consideration of economic development issues.
2. The Town should consider the health of the Town's existing businesses as well as the state of the agricultural community as a business when making land-use decisions.

3. Land-use and planning decisions should be evaluated regarding their impact on existing and future economic development.

Goal 3: Maintain contact with neighboring municipalities to stay appraised of their business development plans for areas adjacent to the Town of Middleton.

Policies:

1. Town residents should become members of and attend meetings of the Chambers of Commerce for neighboring municipalities.
2. The Town should stay involved with and appraised of Dane County regional planning efforts regarding the future development of infrastructure that may accommodate economic development.
3. The Town should stay involved with the Wisconsin Towns Association and the Dane County Towns Association in order to share information regarding economic development issues.

Goal 4: Continue to consider the improvement and expansion of infrastructure that will enhance the value of the Town for both residents and the business community.

Policies:

1. Town decisions regarding infrastructure expansion should consider related impacts on economic development and job growth along with residential and transportation considerations.
2. The Town should consider the impact on both residential and business property values when making decisions regarding infrastructure.
3. The Town should evaluate the use of business tax base to directly benefit existing businesses.

Goal 5: Evaluate the use of brownfields and other contaminated sites for redevelopment.

Policies:

1. Evaluate the suitability of the Refuse Hideaway site along U.S. Highway 14 for redevelopment for utility use, parkland, business or some other revenue producing use.

Goal 6: Evaluate the impact of the business community on transportation issues.

Policies:

1. The Town should consider the needs of agricultural businesses when making any decisions regarding infrastructure improvement or expansion.
2. The Town should consider developing and maintaining an inventory of the business use of roads within the Town.
3. Consider the development of a north/south corridor within the Town.

Goal 7: Create, maintain and regularly update Town ordinances relating to economic development.

Policies:

1. The Town should seek public input regarding the desirability and character of economic development within the Town on a regular basis.
2. The Town should ensure strict regulation of those commercial entities that can affect the health and welfare of Town residents.
3. The Town should ensure that any commercial development does not adversely impact the cost of maintaining the Town's transportation network.

7.3 Appendix F: Economic Development Background Information

For further information regarding economic development, refer to Appendix F.

Mention that much of planned land use in US 14 area is from Middleton comp plan...etc...

IX. Land Use

s. 66.1001(2)(h) Wis. Stats

“The Land Use element is a compilation of objectives, policies, goals, maps and programs to guide the future development and redevelopment of public and private property. The element shall contain a listing of the amount, type, intensity and net density of existing uses of land in the local governmental unit, such as agricultural, residential, commercial, industrial and other public and private uses. The element shall analyze trends in the supply, demand and price of land, opportunities for redevelopment and existing and potential land-use conflicts. The element shall contain projections, based on the background information specified in par. (a), for 0 years, in 5-year increments, of future residential, agricultural, commercial and industrial land uses including the assumptions of net densities or other spatial assumptions upon which the projections are based. The element shall also include a series of maps that shows current land uses and future land uses that indicate productive agricultural soils, natural limitations for building site development, floodplains, wetlands and other environmentally sensitive lands, the boundaries of areas to which services of public utilities and community facilities, as those terms are used in par. (d), will be provided in the future, consistent with the timetable described in par. (d), and the general location of future land uses by net density or other classifications.”

9.1 Overview

During the planning process, many aspects of land use were analyzed with an eye toward developing a future land use plan that makes sense for the Town of Middleton. Existing land development patterns were considered, along with the existence of any brownfield sites¹. Local real estate forces were considered and used in fashioning the Future Land Use Plan and supporting goals, objectives and policies. Relationships between the Town and the county and neighboring municipalities also played an important role when determining how land in the Town could be developed in the coming years.

The terrain of the Town of Middleton is typified by gently rolling farmland and wooded hillsides. The eastern portion of the Town is relatively flat or comprised of rolling hills formed by glacial moraines, outwash plains and glacial lake bottoms. Most of the prime agricultural soils in the Town are located in the central basin areas. As one travels further west through the Town, the terrain consists of varied topography with steep slopes, ravines and stream bottoms formed by terminal moraine materials deposited by continental glaciers as well as older, unglaciated terrain.

¹ A brownfield is a site consisting of one or more properties that are abandoned or underutilized because of concerns about environmental contamination.

The westernmost portions of the Town lie within what is known as the “driftless area”, a portion of Wisconsin that was not covered by glaciers during the most recent period of glaciation.

The Town straddles the watershed divides for Black Earth Creek, Lake Mendota, and the Sugar River. The upper portion of Black Earth Creek, which is a protected watershed and trout stream, traverses the Town. The Upper Black Earth Creek watershed contains many of the most environmentally sensitive sites in the Town. This area has been the subject of extensive preservation and conservation efforts over the last three decades.

The size of the Township of Middleton has been continually decreasing, due to annexation by the cities of Madison and Middleton. At the time of the 2005 land use inventory by Dane County, the Town covered an area of approximately 10,500 acres which is about 45% of a full, “standard” township of thirty-six square miles or 23,040 acres. The Town’s unimproved acreage (vacant and in agri-business use) totaled 2,635 acres. This unimproved acreage contains land that cannot be developed due to steep slopes, environmentally sensitive areas, areas of geologic historical significance, agribusiness (1,100 acres) and the closed landfill site, as well as areas currently considered vacant. As of 2008, the Town had been further reduced in size to approximately 9,600 acres. The Town of Middleton recognizes that at its current growth rate, average density of development, and requirements for open space provisions, it will reach full build-out capacity soon after the year 2030. The Town is comfortable with this and with its current average density. The Town continues to develop in this way based on its Land Division and Subdivision Ordinances in order to maintain the semi-rural character that is preferred by residents. The Town reserves the Transition Area identified in the 2002 Cooperative Plan between itself and the City of Madison as an area within the Town designated for more dense and varied housing development. See Map H.4 for the location of the Transition Area.

Public Survey Results

The Town of Middleton 2030 Comprehensive Plan Survey asked a number of questions related to land use. Responses to the survey show that Town residents are generally satisfied with the state of the Town, nearly seventy-five percent of respondents indicated that they are satisfied with the Town’s “sense of community”. They consider the Town to be a semi-rural community and wish to keep it that way. Over seventy-six percent of respondents are “very interested” in the preservation of the Town’s natural resources. More specifically, a majority of respondents support the preservation of the following resources:

- Forested areas (87.4% of responses)
- Watersheds (71.3%)
- Wetlands (66.5%)
- Prairies (61.7%)
- Vistas (56.3%)

Other responses to the survey indicated that Town residents consider past Town planning efforts regarding the preservation of natural resources and environmentally sensitive areas to be successful. Over sixty percent of respondents rated those efforts “good”, “very good” or “excellent”. Nearly sixty percent of the respondents indicated they are willing to utilize tax dollars to preserve natural areas. Fifty-six percent of respondents indicated that the existing park system fulfills their needs.

Question 19 of the 2030 Comprehensive Plan Survey asked: “Are there any Land use or Housing Issues or Opportunities that you feel need to be considered in planning for 2030?” Of the seventy-five responses to this question, twenty did not address the question asked. Of those who provided an answer considered to be relevant, thirty-five responses (63.6%) expressed a desire to maintain the semi-rural character of the Town. Other responses included recommendations that the Town maintain green spaces and environmentally sensitive areas and continue to develop and preserve parks and trails.

The remaining twenty relevant responses (3%) expressed concern regarding current conditions. Responses included recommendations that the Town stop further development, utilize smaller lot sizes, create higher housing densities and encourage the development of townhouses and duplexes.

9.2 Goals and Objectives

The following goals and objectives are based in part on responses to the 2007 Comprehensive Plan Survey, previous Town plans and documents, and other sources. Objectives and policies are provided for the future land uses displayed on Map H.4.

Goal 1: Promote a pattern of development that fosters the preservation of the quality of life and the semi-rural character of the Town of Middleton.

Goal 2: Promote a pattern of development that minimizes potential conflicts between incompatible land uses.

Goal 3: Protect and maintain environmentally sensitive areas in their natural state when making land-use decisions.

General Objectives:

1. Consider a planned pattern of growth that promotes the health, safety and general welfare of Town residents and makes efficient use of land, public services and public facilities.

2. Rezoning and other land use decisions shall consider the recommendations of this Plan.

Residential Development Objectives

1. Encourage well-designed residential development through the use of clustered subdivisions or similar design methods as well as through traditional lot subdivisions.
2. Preserve the semi-rural character of the Town and minimize the visual impact of residential development.
3. Encourage residential structures to be sited so as to preserve open fields and exposed ridge lines. The preferred location for structures is adjacent to tree lines and wooded field edges.
4. Encourage residential development that preserves environmentally sensitive areas.
5. Require that developers address the effects of stormwater runoff so that new developments will not adversely impact existing commercial uses, residential uses, and natural resource and recreation areas.

Residential Development Policies

1. Encourage the preservation of existing stone rows in good condition, fence lines and tree lines with mature native vegetation as defined by Town Ordinance.
2. Subdivisions and certified surveys should be designed to blend with the natural contours of the land, to improve appearance and to minimize disturbance to the site.
3. Require stormwater runoff and erosion control plans for all proposed subdivisions.
4. Permit the continuation of existing institutional and research and development within the Town limits and, along with mixed use, as permitted residential development uses. Future Land Use Map H.4 groups all existing and proposed institutional, research and development, and mixed use parcels into the residential future land use category as permitted uses. These areas are either existing structures that will be permitted to continue under the residential category, or they are parcels planned for development in areas that will eventually be annexed by the City of Madison according to the 2002 Cooperative Plan.

Commercial Development Objectives

1. Encourage the development of new retail commercial uses in identified commercial corridors.

2. Require landscaped buffers to protect residential neighborhoods and potential residential areas from adverse impacts associated with proximity to commercial uses, including impacts caused by commercial truck traffic, noise and vehicle emissions.
3. Require that developers address the effects of stormwater runoff so that new developments will not adversely impact existing commercial uses, residential uses, and natural resource and recreation areas.

Commercial Development Policies

1. Direct businesses to locate along U.S. Highway 14, Mineral Point Road and within appropriate Town islands.
2. Ensure that all commercial sites are served by adequate roads and other infrastructure.
3. Ensure that all commercial development along U.S. Highway 14 maintains consistency with Wisconsin Department of Transportation plans for the corridor, including issues relating to safety, connectivity, and access.

Transportation Objectives

1. Encourage the provision of well-spaced access points from large subdivisions onto the arterial and collector street system. Particular attention should be afforded to the design of the street systems serving the extension of existing subdivisions.

Transportation Development Policies

1. Refer to Section 5: Transportation for further information regarding transportation development objectives and policies.

Environmental Protection Objectives

1. Require environmentally responsible development on land suitable for residential uses.
2. New development should not negatively impact the natural environment or existing property.
3. Promote land uses, densities and regulations that protect the Town's valued resources and recognize existing physical limitations to development (e.g. steep slopes, woodlands, wetlands and water resources, etc.).

Environmental Protection Policies

1. Permit recreational activities such as trails in publicly and private-owned conservancy areas if compatible with wetlands and other natural resource protection.

2. Utilize the 1990 *Natural Systems Land Use Feasibility Study “Kailing/Zimmerman Report”* to identify sensitive natural sites and direct development in a manner that protects these features. The Kailing/Zimmerman report is now over eighteen years old and many of the sensitive areas identified by the report have been developed or are being encroached upon by neighboring development. The Town recognizes that the Kailing/Zimmerman report is dated. Therefore, when making land-use decisions, the recommendations of the Kailing/Zimmerman report should be reviewed in conjunction with current policies and conditions in the Town.
3. Require that new developments adhere to a no-net-loss standard for quality trees.
4. Encourage native plantings or existing quality vegetation to be utilized and maintained in landscaping plans for new and existing developments.
5. Encourage the clustering of lots to provide large open green space areas that better serve as wildlife habitat and accommodate recreational uses. These areas may take the form of unbroken forested areas, prairies, wetlands or other natural features.
6. New development should be designed to preserve and maintain large, unbroken forested areas and natural corridors. The Town should encourage a network of interconnected natural areas that may serve as natural features and habitat as well as corridors for recreational use.
7. Identify and protect groundwater recharge areas from inappropriate development.

The Town of Middleton recognizes that it is identified as a “Rural Development and Transitional Area,” in the Dane County Comprehensive Plan, and that this designation has the following standards that accompany it:

(1) Continue to promote limited, compact, and efficient development;

(2) Encourage the use of conservation design, Transfer of Development Rights, site planning, design review and other techniques to ensure compatibility with agricultural, natural resource and open space use, and with neighboring communities;

(3) Develop opportunities and guidelines for limited, multi-family senior housing in unincorporated Rural Development and Transitional Areas to serve local aging populations, and;

(4) Continue to refer to town plans adopted by the county board for detailed land use policies within Rural Development and Transitional Areas.

The Town of Middleton reserves the “Transition Area” identified in the 2002 City of Madison and Town of Middleton Cooperative Plan as an area designated for more varied and dense development. The Town will consider permitting owner-occupied attached multi-family housing, senior housing, and/or denser detached single family housing in this area.

As a whole, the Town is committed to preserving valuable natural resources and open space, and protecting the semi-rural identity of the area through conservancy development, strong developer open space requirements and protection standards, and the provision of multi-use trails throughout the Town.

9.3 Appendix G: Land Use Background Information

For further information regarding land use, including the future land use map and related discussion, refer to Appendix G.

Do we need to mention that agriculture is an allowable future land use until converted?

- Commercial recreation?
- Public resource lands?
- Research and development?
- Mixed use?
- Institutional?

Comprehensive Plan

Map H.4: Future Land Use

July 26, 2010

Future Land Use Legend

-  Central Urban Service Area Boundary
-  Extraterritorial Zoning Limit Agreement (City of Middleton)
-  Intergovernmental Boundary Line (City of Madison)
-  Town Ordinance Transition Area
-  Intergovernmental Agreement Transition Area
-  Commercial
-  Open Space
-  Commercial Recreation
-  Residential (Includes Institutional, Mixed Use, and Research and Development)

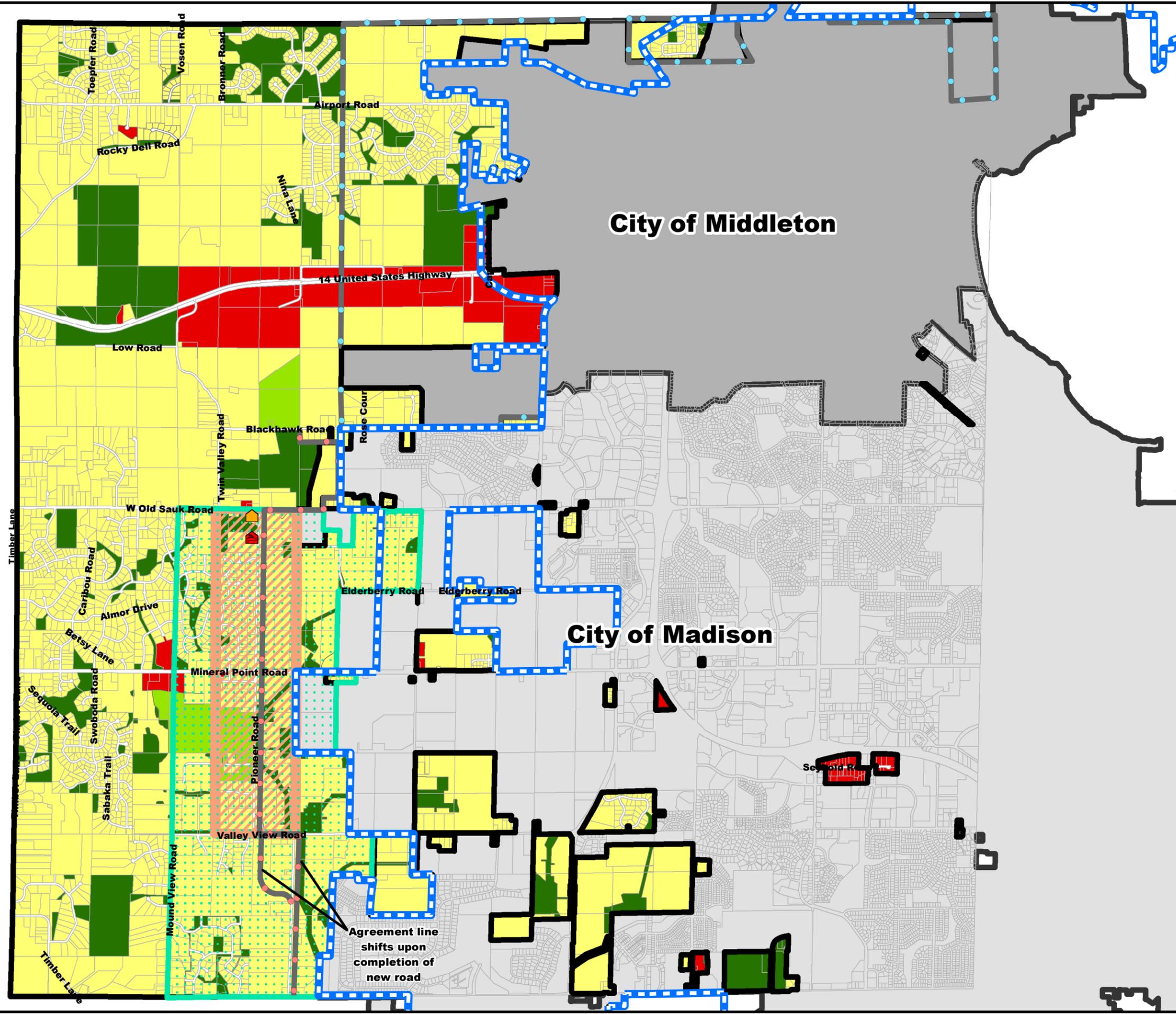
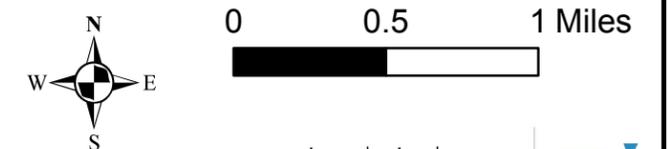
Facilities Legend

-  Fire Station #2
-  Town Hall

Map Legend

-  Town of Middleton
-  City of Madison
-  City of Middleton

Data Sources:
Dane County Land Information Office
CARPC



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