

Town of Hubbard Year 2040 Comprehensive Plan

Project I.D.: 1-1109-002

**Town of Hubbard
Dodge County, Wisconsin**

July 27, 2020



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Town of Hubbard Year 2040 Comprehensive Plan

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Town of Hubbard Year 2040 Comprehensive Plan

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Town of Hubbard Year 2040 Comprehensive Plan

Executive Summary

The *Town of Hubbard Year 2040 Comprehensive Plan* will guide community decision making in the Town of Hubbard for the next 20 years. The Town's comprehensive plan addresses nine comprehensive planning elements as established by Wisconsin's Comprehensive Planning law:

1. Issues and Opportunities
2. Population and Housing
3. Transportation
4. Utilities and Community Facilities
5. Agricultural, Natural, and Cultural Resources
6. Economic Development
7. Intergovernmental Cooperation
8. Land Use
9. Implementation

The Town of Hubbard is an unincorporated rural Town in east-central Dodge County. It is situated to the southeast of the City of Horicon. The Town's landscape has been primarily influenced by the locations of Lake Sinissippi, wetlands, prime agricultural soils, major transportation corridors, and the surrounding incorporated communities. State Highway 33 transects the Town from east to west, State Highway 67 runs along the Town's eastern border, and the Wisconsin & Southern Railroad (WSOR) cuts through the Town diagonally from northwest to southeast. The predominant water feature found in Hubbard is Lake Sinissippi which is located in the Town's southwestern sections.

Most development in Hubbard is found along Lake Sinissippi and the Town's major transportation corridors. Small clusters of more concentrated development are found along the Town's eastern edge as influenced by the community of Iron Ridge. Moderate rates of population and housing growth are expected over the next 20 to 25 years.

Public participation during the planning process identified the Town's primary areas of concern and areas to be addressed by the comprehensive plan. Top issues identified by the planning committee include preserving the Town's rural character and/or controlling residential development, clarifying the process for allowing an additional residence for farm family members or employees, preservation of farmland and open space, and zoning enforcement issues. Top opportunities include planning future development, maintaining the Town's rural atmosphere, maintaining a low density of housing, the Town's close proximity to major highway corridors, close proximity to the metro areas of Milwaukee, Madison and the Fox Cities and preserving recreational opportunities. The Town's vision for the future further clarifies the community's priorities, and speaks primarily to the importance of the Town's controlling growth while preserving the agricultural heritage and increasing economic opportunities. Development will be limited in order to prevent negative impacts to these agricultural resources.

The Town of Hubbard Year 2040 Comprehensive Plan sets the stage to successfully address the Town’s issues and opportunities and to achieve the Town’s vision for the future. By updating the 2008 Comprehensive Plan in 2020 to the existing land use changes that have occurred since the last update the Town of Hubbard will get a better understanding of exactly where future planning needs to occur and where new development trends have occurred that need to be addressed in future land use planning to alleviate any negative impacts going forward. This will involve working with Dodge County to update county land use strategies as well as maintaining and updating Town ordinances and other land use implementation tools. Paramount in the plan is the careful placement of residential development with regard to the community’s agricultural and natural resources. The plan identified that the majority of the Township is productive agricultural land and the consensus is to continue agricultural production while also allowing for limited development. Key implementation tools include development density management, development site planning, maximum lot sizes, and voluntary land conservation programs.

List of Abbreviations, Acronyms, and Symbols

The Nine Elements

IO	Issues and Opportunities
H	Housing
T	Transportation
UCF	Utilities and Community Facilities
ANC	Agricultural, Natural, and Cultural Resources
ED	Economic Development
IC	Intergovernmental Cooperation
LU	Land Use
I	Implementation

State Agencies

WDNR	Wisconsin Department of Natural Resources
WDOT	Wisconsin Department of Transportation
WDOA	Wisconsin Department of Administration

Highway Names

CTH	County Trunk Highway
STH	State Trunk Highway
USH	US Highway

1 Introduction

1.1 Introduction

The Town of Hubbard is defined by the people who live and work there, the houses and businesses, the parks and natural features, its past, its present, and its future. No matter the location, change is the one certainty that visits all places. No community is immune to its effects. How a community changes, how that change is perceived, and how change is managed are the subjects of community comprehensive planning. An understanding of both the Town's history and its vision for the future is essential to making sound decisions. The foundation of comprehensive planning relies on a balance between the past, present, and future by addressing four fundamental questions:

1. Where is the community now?
2. How did the community get here?
3. Where does the community want to be in the future?
4. How does the community get to where it wants to be?

The *Town of Hubbard Year-2040 Comprehensive Plan* will guide community decision making in the Town of Hubbard for the next 20 years. The Town's comprehensive plan addresses nine comprehensive planning elements as defined in Wisconsin State Legislature chapter 66.1001. The nine key elements are defined as chapters one through nine in the Town of Hubbard 2020-2040 Comprehensive Plan.

1. Issues and Opportunities
2. Population and Housing
3. Transportation
4. Utilities and Community Facilities
5. Agricultural, Natural, and Cultural Resources
6. Economic Development
7. Intergovernmental Cooperation
8. Land Use
9. Implementation

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The *Town of Hubbard Year 2040 Comprehensive Plan* meets the requirements of Wisconsin's Comprehensive Planning law, Wisconsin Statutes 66.1001. This law required all municipalities (counties, cities, Towns, and villages) to adopt a comprehensive plan by the year 2010 if they wish to make certain land use decisions. After the year 2010, any municipality that regulates land use must make their zoning, land division, shoreland and floodplain zoning, and official mapping decisions in a manner that is consistent with the community's comprehensive plan.

The Town of Hubbard developed this comprehensive plan in response to the issues it must address and the opportunities it wishes to pursue. The *Issues and Opportunities* element of the comprehensive plan provides perspective on the planning process, public participation, and the overall goals of the community.

1.2 Plan Summary

The Town of Hubbard is an unincorporated rural Town in east-central Dodge County (refer to Map 1-1, Regional Setting). It is situated to the southeast of the City of Horicon. The Town's landscape has been primarily influenced by the locations of prime agricultural soils, wetlands, major transportation corridors, and the surrounding incorporated communities. The influence of glacial activity has produced the pattern of farmlands interspersed with wetlands characteristic of this region of south-central Wisconsin. Within the rolling topography, wetlands are found in the valleys, while the upland areas supply some of the most productive farmland in the state. State Highway 33 transects the Town from east to west. One section in State Highway 67 runs along the Town's eastern border, and the Wisconsin & Southern Railroad (WSOR) cuts through the Town. The railroad and these highways provide arterial connections to the surrounding region for commuters and for absentee landowners utilizing their recreation property. Predominant water features found in Hubbard include Lake Sinissippi, a 3,078-acre lake with a maximum depth of 8 feet and a mean depth of 5 feet, in the Town's southwest quadrant, and the East Fork and Rock River along the eastern border. This lake is considered a Eutrophic drainage lake with a substrate of approximately 95% muck which is a reason the water clarity is considered low.

Most development in Hubbard is found along its major transportation corridors. Small clusters of more concentrated commercial and residential developments are found along the Town's major thoroughfares and along State Highways 33 and 67. A cluster of residential developments are found around Lake Sinissippi and in the Town's northeastern quadrant.

Public participation during the planning process identified the Town's primary concerns and areas to be addressed by the comprehensive plan. A SurveyMonkey, aims at getting a larger number of public participants to answer the survey questions to get a better understanding of how people feel about the land use conditions, is found on the Town's website and will be advertised for all the Town's residents and visitors to complete. Top issues identified by the Town's Plan Commission include: preservation of farmland and open space, coordination with Dodge County on land division issues and border area/annexation concerns. Top opportunities include central location between Madison, Milwaukee and the Fox Cities, the Town's close proximity to major highway corridors, maintaining the Town's rural atmosphere and abundant recreational opportunities. The Town's vision for the future further clarifies the community's priorities, and speaks primarily to the importance of the Town's agricultural heritage, landscape, and economy. Development has been and will continue to be strategically limited to areas with greater engineering and construction challenges due to poorer soils conditions. The thought process behind limiting the conversion of agricultural land to permanent development is to prevent negative impacts to the highly valued agricultural land base. Agricultural land is a finite resource and once it is converted to another land use, such as a development, it is very unlikely it will ever produce crops again.

The *Town of Hubbard Year 2040 Comprehensive Plan* sets the stage to successfully address the Town's issues and opportunities and to achieve the Town's vision for the future. This will be accomplished by creating an improved long-term planning system in which development takes place. This will involve working with Dodge County to update county land use strategies and the process by which land division takes place, as well as maintaining and updating Town ordinances and other land use implementation tools. Paramount in the plan is the careful

placement of residential development to reduce land use conflicts with regard to the community's agricultural and natural resources. The plan recommends protecting the vast majority of the Town's landscape for continued agricultural production while also allowing for limited development at low densities. Key implementation tools include development density management, development site planning, maximum lot sizes, and voluntary land conservation programs.

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Map 1-1 Regional Setting

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1.3 Town of Hubbard 2040 Vision

The Town of Hubbard adopted a vision statement as part of the process to develop its 1997 Land Use Plan. The vision statement was reviewed in the development of this plan and renewed as the Town's vision statement. It was affirmed that the following vision continues to express the Town's core values and ideal future state.

The Town of Hubbard should strive to remain a rural farming community with an overall goal that the use and development of all land, water, and air in the Town be conducted in a manner that:

- ◆ Provides all residents and owners of property in the Town with a safe, convenient, attractive, high quality, and cost-effective environment to live and work;
- ◆ Meets the social and economic needs of our residents within the Town and in combination with the use and development of land in surrounding communities and municipalities in the most practical, economical, and efficient means available;
- ◆ Reflects a wise and appropriate distribution of different land uses throughout the Town and, where necessary, includes adequate separation and buffering between potentially incompatible land uses and activities;
- ◆ Reflects the fundamental importance of and extensive benefits that resulting from the protection of farms and farm land to the long-term stability of the local and regional economy; and, natural resources, rural character, and overall quality of life; and
- ◆ Is sensitive to and coordinated with the protection, preservation, and enhancement of the Town's natural resources, open spaces, scenic vistas, pastoral landscapes, and rural lifestyle throughout the Town.

The Town of Hubbard's vision for the future is also expressed in its goal statements for each of the comprehensive planning elements. The Town's planning goals are broad statements of community values and public preferences for the long term (20 years or more). Implementation of this comprehensive plan will result in the achievement of these goals by the year 2040. For further detail on these goals, including related objectives, refer to the respective element of this comprehensive plan.

Housing Goals

Goal: Provide for housing development that maintains the attractiveness and rural character of the Town.

Goal: Support the maintenance and rehabilitation of the community's existing housing stock.

Transportation Goals

Goal: Provide a safe, efficient, and cost-effective transportation system for the movement of people and goods.

Goal: Develop a transportation system that effectively serves existing land uses and meets anticipated demand.

Utilities and Community Facilities Goals

Goal: Maintain and improve the quality and efficiency of Town government, facilities, services, and utilities.

Goal: Promote a variety of recreational opportunities within the community.

Goal: Ensure proper disposal of wastewater to protect groundwater and surface water resources.

Goal: Ensure that roads, structures, and other improvements are reasonably protected from flooding.

Agricultural, Natural, and Cultural Resources Goals

Goal: Maintain the viability, operational efficiency, and productivity of the Town's agricultural resources for current and future generations.

Goal: Balance future development with the protection of natural resources.

Goal: Preserve open space areas and woodlands for the purpose of protecting related natural resources including wildlife habitat, wetlands, and water quality.

Goal: Preserve rural character as defined by scenic beauty, a variety of landscapes, attractive design of buildings and landscaping, undeveloped lands, farms, small businesses, and quiet enjoyment of these surroundings.

Economic Development Goals

Goal: Maintain, enhance, and diversify the economy consistent with other community goals and objectives in order to provide a stable economic base.

Intergovernmental Cooperation Goals

Goal: Foster the growth of mutually beneficial intergovernmental relations with other units of government.

Land Use Goals

Goal: Plan for land use in order to achieve the Town's desired future which would include growth and stability without land use conflicts.

Implementation Goals

Goal: Promote consistent integration of the comprehensive plan policies and recommendations with the ordinances and implementation tools that affect the Town.

Goal: Balance appropriate land use regulations and individual property rights with community interests and goals.

1.4 Comprehensive Plan Development Process and Public Participation

The Wisconsin Comprehensive Planning legislation specifies that the governing body for a unit of government must prepare and adopt written procedures to foster public participation in the comprehensive planning process. This includes open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. Public participation includes wide distribution of proposed drafts, plan alternatives, and proposed amendments of the comprehensive plan. Public participation includes opportunities for members of the public to send written comments on the plan to the applicable governing body, and a process for the governing body to respond. The Town of Hubbard has adopted a *Public Participation Plan* in order to comply with the requirements of Section 66.1001(4)(a) of the Wisconsin Statutes. The Town's adopted *Public Participation Plan* is found in Appendix A.

The *Town of Hubbard Year 2040 Comprehensive Plan* included several public participation activities. These included one public informational meeting, Plan Commission and Town Board action, a public hearing, and the distribution of recommended and final plan documents.

Plan Commission and Town Board Action

On July 27, 2020, the Town of Hubbard Plan Commission discussed the draft comprehensive plan and passed resolution number [REDACTED] recommending approval of the plan to the Town Board. After completion of the public hearing, the Town of Hubbard discussed and adopted the comprehensive plan by passing ordinance number [REDACTED].

Public Hearing

On July 27, 2020, a public hearing was held on the recommended *Town of Hubbard Year 2040 Comprehensive Plan* at the Town hall. The hearing was preceded by Class 1 notice and public comments were accepted for 30 days prior to the hearing. Summary of public comments received and how the unit of government responded.

Distribution of Plan Documents

Both the recommended and final plan documents were provided to adjacent and overlapping units of government, the local library, and the Wisconsin Department of Administration in accordance with the *Public Participation Plan* found in Appendix A.

1.5 Town of Hubbard Issues and Opportunities

The initial direction for the comprehensive planning process was set by identifying community issues and opportunities. Issues were defined as challenges, conflicts, or problems that a community is currently facing or is likely to face in the future. Opportunities were defined as the positive aspects of a community that residents are proud of and value about their community. These could either be current positive aspects of a community, or have the potential to be created in the future.

In the September 2019 meeting, Town of Hubbard citizens and committee members identified issues and opportunities for the Town. Participants took turns sharing the issues and opportunities that they felt were important in the community for the 20-year planning period. After the full list was developed, each participant voted on the statements to establish a sense of priority. The following issues and opportunities were identified.

Issues

- ◆ Preservation of farmland – border area concerns
- ◆ School issues – decreasing enrollment and increasing proportion of tax share
- ◆ Land division issues and technical issues with Dodge County
- ◆ Border/annexation issues – Iron Ridge and Horicon
- ◆ Ordinances – dogs, puppy mills, adult businesses
- ◆ Town hall improvements
- ◆ Multi-family development in the Town
- ◆ Lack of employment opportunities
- ◆ Large scale farming operations – potential future conflicts – need ordinances
- ◆ Waterfront development – intergovernmental issues – conditional use for road development
- ◆ Road maintenance, scheduling, and funding – Decrease in revenues
- ◆ Garbage and recycling costs
- ◆ Increase in recreation demands – creating conflicts with some recreational uses.
- ◆ How does the Town of Hubbard's tax rate compare with the surrounding Townships?
- ◆ Opposition to the "one house per 20 acres rule" with lots of one to three acres rule in the agricultural areas.

Opportunities

- ◆ Preservation of farmland
- ◆ Good Location – centrally located between Madison, Milwaukee and the Fox Cities
- ◆ Recreational Opportunities – hunting grounds, Horicon Marsh tourism, boating, rail
- ◆ Areas allowed for development – poor farmland – strategic development
- ◆ Windmills
- ◆ Maintain as a rural community
- ◆ Lake Sinissippi
- ◆ Commercial development opportunities within the 33 and 67 highways
- ◆ Rail access
- ◆ Cell phone and high-speed internet access is available

1.6 Issues and Opportunities Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the Town is concerned about. Policies and recommendations become primary tools the Town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The Town’s policies are stated in the form of position statements (Town Position), directives to the Town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the Town should be prepared to complete. The completion of these actions and projects is consistent with the Town’s policies, and therefore will help the Town fulfill the comprehensive plan goals and objectives.

Policies: Town Directive

- IO1 The Town shall conduct all business related to land use decision making by utilizing an open public process and by giving due consideration to its comprehensive plan.
- IO2 Public participation shall continue to be encouraged for all aspects of Town governance.

Recommendations

- ◆ Utilize newspaper publications, public postings and postcards to residents to promote important meetings in the Town regarding the comprehensive plan and other aspects of Town government where public participation and involvement will assist in overall implementation or education.

1.7 Issues and Opportunities Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

Wisconsin Department of Administration, Demographic Service Centers

The Demographic Service Centers primary responsibility is to develop annual total population estimates for all Wisconsin Towns, villages, and cities. It also makes annual estimates of the voting age population for all municipalities and total population estimates for Zip Code Areas. In addition, the Demographic Services Center develops population projections by age and sex for the counties, population projections of total population for all municipalities, and estimates of total housing units and households for all counties. For further information on the Service Center contact the WDOA or visit their web-site.

Wisconsin Department of Administration, Division of Intergovernmental Relations

The Division of Intergovernmental Relations coordinates and provides information with regard to Wisconsin's comprehensive planning statute. The division also administers the grant program that assists local governments in developing comprehensive plans. For further information on the division and their programs contact the WDOA or visit their web-site. Their website contains a variety of information including fact sheets, grant information, model ordinances, guides for developing the elements of comprehensive plans, and links to a variety of other sources of information for comprehensive planning.

2 Population and Housing

2.1 Population and Housing Plan

Population and housing are two key indicators that will help the Town of Hubbard plan for future growth and change. Because they are key indicators of potential future conditions, this element of the comprehensive plan provides population and housing data along with projections for the future.

The Town of Hubbard's plan for population and housing reflects its limited housing options and a desire to retain the rural character of the Town as modest rates of population and housing growth continue into the future. Due to its rural nature, the Town anticipates that single family, owner-occupied homes will continue to dominate the housing stock. As the aging segment of the population grows, it is expected that many of these individuals will desire to live closer to larger urban centers with more accessible medical services and urban amenities. The Town of Hubbard does not expect that municipal sewer, water, or other urban services required to support a full range of housing choices will be provided within its borders over the next 20 to 25 years. Accomplishing some of the Town's housing goals and objectives will rely on the surrounding region and incorporated communities like Horicon and Mayville.

The Town's plan for population and housing is focused on protecting agricultural and natural resources as housing growth takes place. Top housing issues and opportunities identified during the planning process (refer to the *Issues and Opportunities* element) include controlling residential development and maintaining a low density of housing. Therefore, opportunities for future housing growth will be provided by protecting the Town's agricultural lands from high density development and by carefully placing new housing development relative to the locations of agricultural and natural resources. Preventing land use conflicts between intensive agriculture and housing development is a primary concern. These issues are addressed in detail by other elements of this plan, and key implementation tools include the management of development density and the use of site planning guidelines.

2.2 Population Characteristics

2018 Census

A significant amount of information, particularly with regard to population, housing, and economic development, was obtained from the U.S. Bureau of the Census. The American Community Survey (ACS) is a fairly new survey conducted by the U.S. Census Bureau. It uses a series of monthly samples to produce annually updated estimates for the same small areas as in the past were surveyed as long-form samples. This changed the survey data from a 5-year estimate to annually updated statistics. This allows the Census Bureau to produce 3-year and 1-year data sets. The data is collected annually which allows for more frequent updates and information distribution.

Population Counts

Population change is the primary component in tracking a community's past growth as well as predicting future population trends. Population characteristics relate directly to the community's

housing, educational, utility, community, and recreational facility needs, as well as its future economic development. Table 2-1 displays population trends from 1980 to 2018 for all municipalities in Dodge County.

From 1980 to 2018, the Town of Hubbard population increased from 1,508 residents to 1,793 representing a net increase of 285 persons or 16%. The Town is continuing to grow modestly and this trend is expected to continue as shown by the 2013 population estimate for 2040 to a total of 2,060 residents.

Table 2-1
Population Trends, Dodge County, 1980-2018

	1980	1990	2000	2010	Final 1/1/2018 Estimate
T. Ashippun	1,929	1,783	2,308	2,559	2,617
T. Beaver Dam	3,030	3,097	3,440	3,962	4,029
T. Burnett	917	915	919	904	902
T. Calamus	1,077	1,009	1,005	1,048	1,043
T. Chester	981	797	960	687	696
T. Clyman	815	742	849	774	787
T. Elba	1,028	964	1,086	996	1,000
T. Emmet	1,089	1,014	1,221	1,302	1,295
T. Fox Lake	1,674	1,928	2,402	2,465	2,450
T. Herman	1,131	1,127	1,207	1,108	1,135
T. Hubbard	1,508	1,390	1,643	1,774	1,793
T. Hustisford	1,262	1,209	1,379	1,373	1,392
T. Lebanon	1,518	1,630	1,664	1,659	1,657
T. Leroy	1,110	1,025	1,116	1,002	990
T. Lomira	1,391	1,280	1,228	1,137	1,156
T. Lowell	1,205	1,134	1,169	1,190	1,208
T. Oak Grove	1,333	1,200	1,126	1,080	1,068
T. Portland	976	994	1,106	1,079	1,090
T. Rubicon	1,759	1,709	2,005	2,207	2,255
T. Shields	584	500	554	554	561
T. Theresa	1,152	1,083	1,080	1,075	1,079
T. Trenton	1,319	1,299	1,301	1,293	1,310
T. Westford	1,203	1,248	1,400	1,228	1,224
T. WilliamsTown	657	692	646	755	764
V. Brownsville	433	415	570	581	594
V. Clyman	317	370	388	422	413
V. Hustisford	874	979	1,135	1,123	1,115

V. Iron Ridge	766	887	998	929	928
V. Kekoskee	224	218	169	161	158
V. Lomira	1,446	1,542	2,233	2,430	2,491
V. Lowell	326	312	366	340	329
V. Neosho	575	658	593	574	569
V. Randolph*	1,206	1,227	1,346	1,339	1,325
V. Reeseville	649	673	703	708	718
V. Theresa	766	771	1,252	1,262	1,252
C. Beaver Dam	14,149	14,196	15,169	16,214	16,861
C. Columbus*		10	36	0	0
C. Fox Lake	1,373	1,279	1,454	1,519	1,503
C. Hartford*		9	10	0	7
C. Horicon	3,584	3,873	3,775	3,655	3,721
C. Juneau	2,045	2,157	2,485	2,814	2,724
C. Mayville	4,333	4,374	4,902	5,154	5,063
C. WaterTown*	5,911	6,754	8,063	8,459	8,579
C. Waupun*	5,439	6,086	7,436	7,864	8,098
Dodge County	75,064	76,559	85,897	88,759	89,949
Wisconsin	4,705,642	4,891,769	5,363,715	5,686,986	5,816,231

Source: Wisconsin Demographic Services Center

Time Series of The Final Official Population Estimates and Census Counts for Wisconsin Minor Civil Divisions

Prepared by Demographic Services Center, Wisconsin Department of Administration

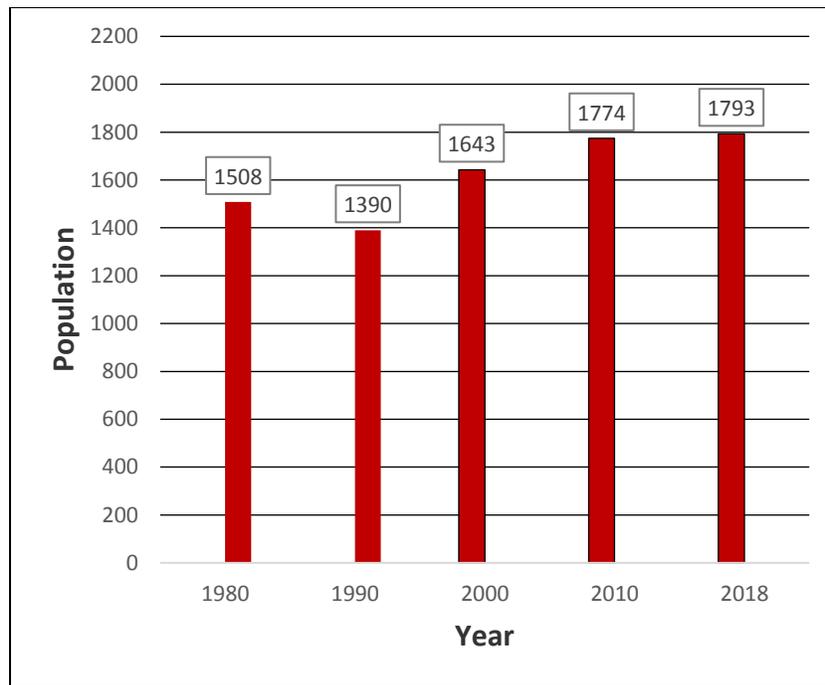
Census counts include Count Question Resolution Program corrections.

An * indicates that the municipality crosses into another county

Population Estimates

The Wisconsin Department of Administration (WDOA), Demographic Services Center annually develops population estimates for every municipality and county in the state. The 2018 population estimate for the Town of Hubbard was 1,793 residents, an increase of 1.1% from 2010. The 2010 estimate for Dodge County was 88,759 residents, a decrease of 0.3% from 2006. Population estimates from the Wisconsin Department of Administration should be utilized as the primary source for population information until the release of the 2010 Census. Figure 2-1 displays the 1990, 2000, 2010 and 2018 Census counts for the Town.

**Figure 2-1
Population Trends, Town of Hubbard, 1990, 2000, 2010 and 2018**



Age Distribution

A shifting age structure can affect a variety of services and needs within the community. A shifting age structure is a national trend that is also prevalent in Wisconsin. The “baby-boom” generation, which is the largest segment of the overall population, is nearing retirement age. As this age group gets older the demand for services such as health care, elderly transportation and elderly housing will increase and a younger workforce will need to take the place of retirees. It will become increasingly important to recognize whether these trends are taking place locally and to determine how to address the impacts on the Town.

Table 2-2 displays the population by age cohort from 2010 U.S. Bureau Data for the Town of Hubbard and Dodge County.

Table 2-2
Population by Age Cohort,
Town of Hubbard and Dodge County, 2010

	Town of Hubbard		Dodge County	
	Number	% of Total	Number	% of Total
Under 5	97	5%	5,020	5.66%
5 to 14	210	12%	10,986	12.38%
15 to 24	190	11%	10,404	11.72%
25 to 34	161	9%	11,432	12.88%
35 to 44	230	13%	12,151	13.69%
45 to 54	374	21%	14,830	16.71%
55 to 64	243	14%	10,685	12.04%
65+	269	15%	13,251	14.93%
Total	1,774	100%	88,759	100.00%
Median Age	45		40.7	

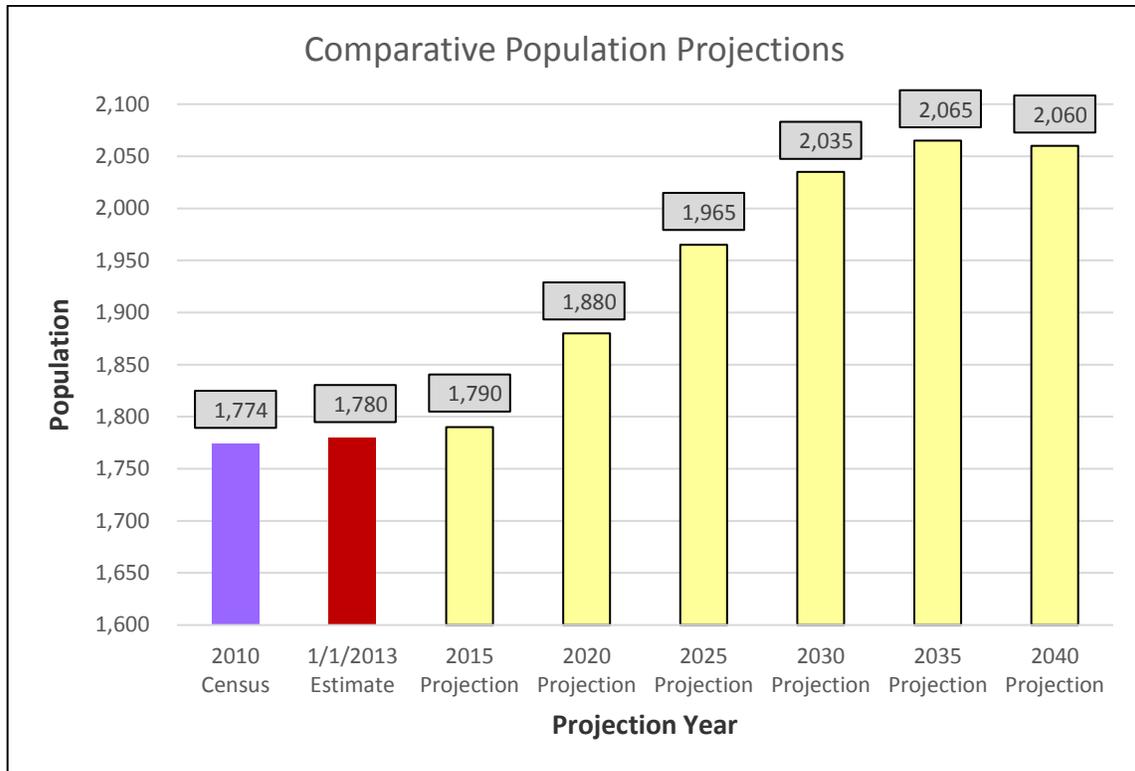
Source: U.S. Bureau DP-1-Geography-Hubbard town, Dodge County, Wisconsin: Profile of General Population and Housing Characteristics: 2010

The largest percentage (21%) of Town of Hubbard residents is between the ages of 45 to 54, the next largest age cohort is ages 65+. The largest percentage of Dodge County's residents is in the 45-54 age category, 16.7%. The Town of Hubbard's median age is 45, which is slightly higher than Dodge County's median age of 40.7.

2.3 Population Projections

Population forecasts are based on past and current population trends. They are not predictions, but rather they extend past trends into the future, and their reliability depends on the continuation of these trends. Projections are therefore most accurate in periods of relative socio-economic and cultural stability. Projections should be considered as one of many tools used to help anticipate future needs in the Town of Hubbard. The projection data in Figure 2-2 was derived from the Wisconsin Department of Administration (WDOA) projections 2010-2040.

**Figure 2-2
Comparative Population Projections, Town of Hubbard, 2010-2040**



Source; State of WI Department of Administration *vintage 2013* Wisconsin Minor Civil Division (MCD) Projections, 2010-2040

According to the WDOA, the Town of Hubbard is projected to have a population of 2,060 in 2040, representing an increase of 280 people from the 2013 population estimate. Reasons cited in support of the trend include the net increase in population from 1980 to 2018 and the population increase represented by the 2013 WDOA estimate.

2.4 Housing Characteristics

Table 2-3 displays the number of housing units found in the Town of Hubbard and Dodge County for 2010 and 2017. The table also includes the number of occupied and vacant homes.

The U.S. Census Bureau classifies housing units as a house, apartment, mobile home or trailer, a group of rooms, or a single room occupied as separate living quarters, or if vacant, intended for occupancy as separate living quarters. Separate living quarters are those in which the occupants live separately from any other individuals in the building and which have direct access from outside the building or through a common hall.

Table 2-3
Housing Supply, Occupancy, and Tenure,
Town of Hubbard and Dodge County, 2010-2017

Town of Hubbard						
	2010	Percent of Total	2017	Percent of Total	# Change 2010-17	% Change 2010-17
Total Housing Units	873	100.0%	912	100.0%	39	4.47%
Occupied Housing Units	690	79.0%	669	73.4%	-21	-3.04%
Owner-occupied	627	90.9%	606	66.4%	-21	-3.35%
Renter-occupied	63	9.1%	63	6.9%	0	0.00%
Vacant Housing Units	183	21.0%	243	26.6%	60	32.79%
Seasonal units	144	78.7%	N/A	N/A	N/A	N/A

Dodge County						
	2010	Percent of Total	2017	Percent of Total	# Change 2010-17	% Change 2010-17
Total Housing Units	37,005	100.00%	37,552	100.00%	547	1.48%
Occupied Housing Units	33,840	91.45%	33,987	90.51%	147	0.43%
Owner-occupied	24,617	72.75%	23,913	70.36%	-704	-2.86%
Renter-occupied	9,223	27.25%	10,074	29.64%	851	9.23%
Vacant Housing Units	3,165	8.55%	3,565	9.49%	400	12.64%
Seasonal Units	1,001	31.63%	N/A	N/A	N/A	N/A

2010 Data Source: QT-H1 2010 Census Summary File 1

2017 Data Source: DP04:Selected Housing, U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates

In 2017, the Town of Hubbard had 912 housing units, a 4.5% increase from 2010. In 2017, approximately 73.4% of the community's housing units were occupied. Vacant units accounted for 26.6% of the total housing supply. The Town, total housing units grew faster than in Dodge County. However, the Town of Hubbard has experienced a greater vacancy of the housing units than in Dodge County as a whole.

Units in Structure

Table 2-4 displays the number of units in structure type for the Town of Hubbard and Dodge County for 2017. Detached housing units are defined as one-unit structures detached from any other house, with open space on four sides. Structures are considered detached even if they have an attached garage or contain a business unit.

Table 2-4
Units in Structure, Town of Hubbard and Dodge County, 2017

	Town of Hubbard		Dodge County	
	Number	% of Total	Number	% of Total
1, detached	837	91.78%	26,874	71.56%
1, attached	12	1.32%	1,278	3.40%
2	10	1.10%	2,027	5.40%
3 or 4	4	0.44%	1,056	2.81%
5 to 9	0	0.00%	1,813	4.83%
10 to 19	0	0.00%	1,329	3.54%
20 to 49	0	0.00%	1,641	4.37%
Mobile home	49	5.37%	1,534	4.09%
Boat, RV, van, etc.	0	0.00%	0	0.00%
Total:	912	100.00%	37,552	100.00%

Source; U.S. Census Bureau, 2013-2017 American Community Survey 5 - Year Estimates.
Town of Hubbard Table B25024 and Dodge County Table DP04

The housing supply in the Town of Hubbard is very homogeneous. The predominant housing structure in both the Town of Hubbard and Dodge County is the one-unit detached structure, making up 91.78% and 71.56% of all housing structures, respectively. For the Town, mobile homes came in a distant second comprising 5.37% of housing structures. A lack of multiple unit housing is common in rural areas that do not provide municipal sewer and water or other urban services.

Age of Housing Units

An examination of the age of the community's housing stock will provide an indication of its overall condition. If there is a significant amount of older housing units within the housing supply they will most likely need to be rehabilitated or replaced with new development within the planning period. Allowing for a newer housing supply requires planning for infrastructure, land availability, utilities, community services, and transportation routes.

Table 2-5 details the year that structures were built in the Town of Hubbard and Dodge County according to the 2017 Census.

Table 2-5
Year Structures Built, Town of Hubbard and
Dodge County 2017

	Town of Hubbard		Dodge County	
	Number	% of Total	Number	% of Total
Built 2014 or later	11	1.21%	131	0.35%
Built 2010 to 2013	15	1.64%	620	1.65%
Built 2000 to 2009	115	12.61%	3,997	10.64%
Built 1990 to 1999	157	17.21%	5,445	14.50%
Built 1980 to 1989	68	7.46%	3,035	8.08%
Built 1970 to 1979	86	9.43%	4,464	11.89%
Built 1960 to 1969	114	12.50%	3,711	9.88%
Built 1950 to 1959	91	9.98%	3,336	8.88%
Built 1940 to 1949	52	5.70%	1,886	5.02%
Built 1939 or earlier	203	22.26%	10,927	29.10%
Total housing units	912	100.00%	37,552	100.00%

Source; U.S. Census Bureau, 2013-2017 American Community Survey 5 - Year Estimates

Taking into account the area's settlement history, it is not surprising that the greatest percentage of both Hubbard's and Dodge County's existing housing units were built prior to 1940. Both the Town and the county experienced building spurts during the 1990's. This was the next highest housing construction period increase in the Town of Hubbard which added 17.2% of its current housing stock during the period of 1990 to 1999.

Housing Value and Affordability

Housing value is a key indicator for measuring the affordability of housing. Housing costs are typically the single largest expenditure for individuals. It is therefore assumed that a home is the single most valuable asset for homeowners. According to the State of 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 accommodate their needs. A lack of affordable housing not only affects these individuals, but also has effects on population and migration patterns, economic development, and the local tax base.

Table 2-6 provides housing values of specified owner-occupied units for 2017. A housing unit is owner-occupied if the owner or co-owner lives in the unit even if it is mortgaged or not fully paid for. The U.S. Bureau of the Census determines value by the respondent's estimate of how much the property (house and lot, mobile home and lot, or condominium unit) would sell for if it were for sale.

**Table 2-6
Housing Value for Specified Owner-Occupied Units,
Town of Hubbard and Dodge County, 2017**

□	Town of Hubbard		Dodge County	
	Number	% of Total	Number	% of Total
Less than \$50,000	41	6.8%	1,236	5.2%
\$50,000 to \$99,999	52	8.6%	3,484	14.6%
\$100,000 to \$149,999	50	8.3%	6,414	26.8%
\$150,000 to \$199,999	99	16.3%	5,345	22.4%
\$200,000 to \$299,999	247	40.8%	4,651	19.4%
\$300,000 to \$499,999	107	17.7%	2,063	8.6%
\$500,000 to \$999,999	10	1.7%	581	2.4%
\$1,000,000 or more	0	0.0%	139	0.6%
Total	606	□	23,913	□
□	□	□	□	□
Median (dollars)	\$221,800	□	\$156,200	□

Source; U.S. Census Bureau, 2013-2017 American Community Survey 5 - Year Estimates

The Town of Hubbard had the greatest percentage (40.8%) of homes valued between \$200,000 to \$299,999 whereas Dodge County had the greatest percentage (26.8%) of its homes valued between \$100,000 and \$149,999.

The housing stock in rural Wisconsin communities typically has a high proportion of single-family homes, with few other housing types available. While a range of housing costs can be found in single-family homes, larger communities are generally relied upon to provide a greater variety of housing types and a larger range of costs. It is a benefit to a community to have a housing stock that matches the ability of residents to afford the associated costs. This is the fundamental issue when determining housing affordability and the ability to provide a variety of housing types for various income levels.

The Department of Housing and Urban Development (HUD) defines housing affordability by comparing income levels to housing costs. According to HUD, housing is affordable when it costs no more than 30% of total household income. For renters, HUD defined housing costs include utilities paid by the tenant.

According to the U.S. Census, housing in the Town of Hubbard appears to be affordable on average. The median household income in the Town in 2017 was \$57,652 per year, or \$4,804 per month. The median monthly owner cost for a mortgaged housing unit in the Town was \$1,309, and the median monthly gross rent in the Town was \$813. The term “gross rent” includes the average estimated monthly cost of utilities paid by the renter. According to the

HUD definition of affordable housing, the average home owner (73% of housing units with a mortgage spend less than 30% of their monthly income on a mortgage) and for renters (83% of housing units without a mortgage spend less than 30% of their income) in the Town of Hubbard, therefore the majority of residents have affordable housing. It should be noted, however, that this does not rule out individual cases where households do not have affordable housing. In fact, in 2017, 27% of homeowners and 17% of renters in the Town of Hubbard paid 30% or more of their household income on housing costs.

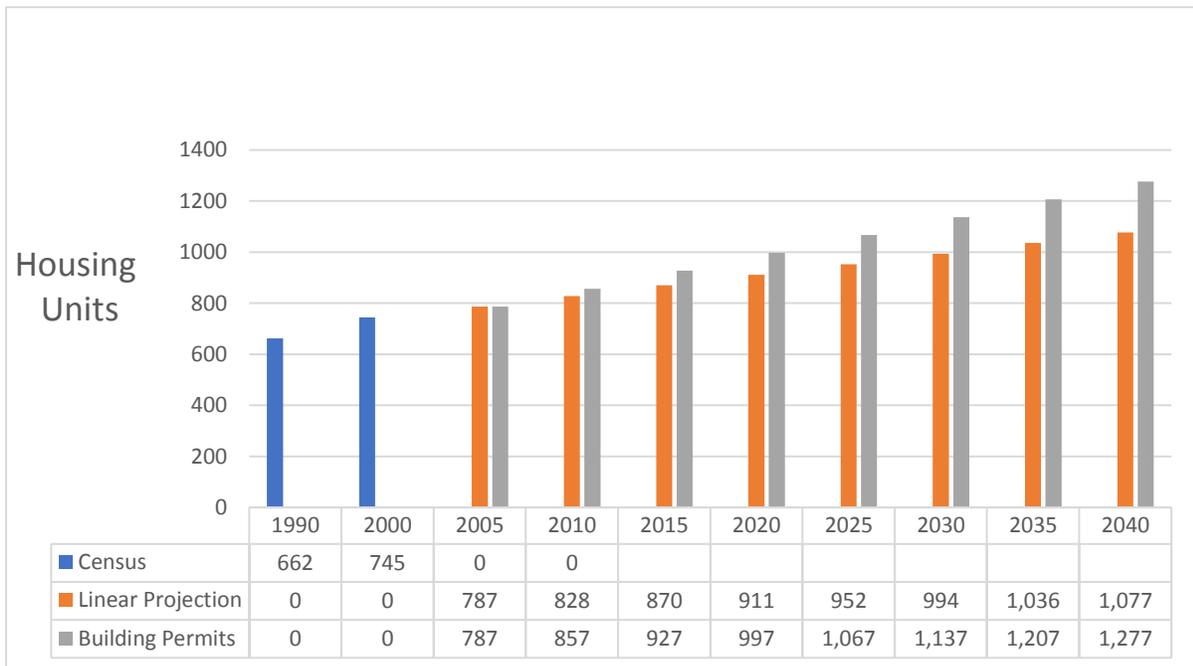
The Town of Hubbard has addressed the issue of housing for all income levels. Refer to the following *Housing* element objective for the Town's approach to this issue.

2.5 Housing Projections

Housing unit projections are an important indicator of potential future growth, especially in rural Towns where residential development is the primary form of expected growth. Specifically, they are used as a guide to estimate the amount of land required to accommodate future residential development and to prepare for future demands that growth may have on public facilities and services over the long term. Similar to population projections, it is important to note that housing projections are based on past and current trends, and therefore should only be used as a guide for planning.

Figure 2-3 displays two housing forecasts for the Town of Hubbard. The Linear projection assumes a continuation of housing growth trends since 1990 based on census data. Census housing unit counts from 1990 and 2000 were utilized to create a linear trend by extending forward to 2040 the percent change between the census counts. The Building Permit projection is a linear projection based on information from the last five years.

**Figure 2-3
Comparative Housing Projections, Town of Hubbard, 2020-2040**



Source: Martenson and Eisele Linear Housing Projection and Building Permit Projection. Town of Hubbard.

The two projections both forecast an increase in housing units and range from an increase of 912 existing homes in 2017 and the current projections of 1077 new homes in 2040 which would be an increase of 165 to 365 homes located within the Township. A similar or corresponding increase is also in alignment with the projected population increase. It is assumed that the linear projection is the best estimate of future population as there are only five years of data available on housing permits. The Linear housing unit projection then becomes the most likely housing projection based on the number of persons per housing unit. In 2000, the Town had a ratio of 2.65 persons per housing unit. In 2010, the ratio of persons per housing unit was 2.57. Therefore, we can project that the number of persons per housing unit in 2040 will be approximately 2.31 persons, based upon previous history. Statewide trends similarly show decreasing numbers of persons per household.

2.6 Housing for All Age Groups and Persons with Special Needs

As the general population ages, affordability, security, accessibility, proximity to services, transportation, and medical facilities will all become increasingly important. Regardless of age, many of these issues are also important to those with disabilities or other special needs. As new residents move into the area and the population ages, other types of housing must be considered to meet all resident needs. This is particularly true in communities where a large proportion of the population includes long-time residents with a desire to remain in the area during their retirement years.

The Town of Hubbard has not specifically addressed the issue of housing for all age groups and persons with special needs with the goals, objectives, policies, or recommendations of this plan,

but should monitor local and regional housing availability trends over the planning period. Should this become an increasingly important issue for the community in the future, the Town may consider addressing it in more detail in an update of this plan.

2.7 Land for Low-Income and Moderate-Income Housing

Promoting the availability of underdeveloped or underused land is one way to meet the needs of low- and moderate-income individuals. One way to accomplish this is to plan for an adequate supply of land that will be zoned for housing at higher densities or for multi-family housing. Another option is to adopt housing policies requiring that a proportion of units in new housing developments or lots in new subdivisions meet a standard for affordability. Two elements of comprehensive planning are important in this equation. In the *Housing* element, a community can set its goals, objectives, and policies for affordable housing. In the *Land Use* element, a community can identify potential development and redevelopment areas.

The Town of Hubbard's plan for future land use provides for some availability of land for the development of low- to moderate-income housing. Such housing could be accommodated as infill development or redevelopment of areas classified as Single Family Residential on the Future Land Use map (Map 8-3). These areas of the Town allow for the highest density of residential development. Such development can also be accommodated in areas classified as Agriculture, as the Town has adopted policies and recommendations to implement a maximum lot size. While densities will be low in these areas, a maximum lot size requirement can help keep the price of rural residential lots at affordable levels. The Town's future land use classifications do not specifically provide for multi-family residential development, but such development would not be in character with the rural and agricultural nature of the Town. With the increase of high value, new housing construction, it is clear that the Town's existing housing stock has, and will continue to be, the housing most accessible to low-and moderate-income residents. Also refer to the following policies and recommendations for the Town's approach to the issue of availability of land for the maintenance and rehabilitation of the existing housing stock.

- ◆ Policy LU4
- ◆ *Housing* element recommendations
- ◆ Goal H2

2.8 Maintaining and Rehabilitating the Existing Housing Stock

The maintenance and rehabilitation of the existing housing stock within the community is one of the most effective ways to ensure safe and generally affordable housing without sacrificing land to new development. To manage housing stock maintenance and rehabilitation, a community can monitor characteristics including, price, aesthetics, safety, cleanliness, and overall suitability with community character. The goal of ongoing monitoring is to preserve the quality of the current housing supply with the hope of reducing the need for new development, which has far greater impacts on community resources. The Town of Hubbard will consider the number of needed housing units due to the aging population and also consider the continual aging of the existing housing units for maintenance and repair for quality housing units.

The Town of Hubbard has addressed the issue of housing stock maintenance and rehabilitation. Refer to the following goals, objectives, policies and recommendations for the Town's approach to this issue.

- ◆ Goal H2 and related objectives
- ◆ Policy H3
- ◆ *Housing* element recommendations

2.9 Population and Housing Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1. Provide for housing development that maintains the attractiveness and rural character of the Town.

Objectives

- 1.a. Direct residential subdivision development to planned growth areas which are consistent with housing development in order to prevent conflicts between other land categories such as industrial, commercial and agriculture.
- 1.b. Strategically encourage the development of land, poorly suited to agriculture or farming (such as wooded or open areas), for future development of residential housing.
- 1.c. Encourage the use of creative development designs that preserve rural character, agricultural lands, productive forests, considers environmental impacts related to water quality and natural resources.
- 1.d. Require the preservation of natural buffers, the building of buffers and use of setbacks between different land use categories to maintain attractiveness and rural character.
- 1.e. Require all multi-unit and condominium development to be supported by public sanitary sewer.

Goal 2. Support the maintenance and rehabilitation of the community's existing housing stock.

Objectives

- 2.a. Support efforts to enforce zoning, nuisance abatement, and building code requirements on residential properties with impartial equality throughout the Township.
- 2.b. Encourage the preservation, maintenance, and rehabilitation of historically significant homes.

2.10 Population and Housing Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the Town is concerned about. Policies and recommendations become primary tools the Town can use in making land use decisions. Many of the policies and recommendations cross the 9 key element boundaries identified in this plan and work together toward overall implementation strategies as required by 66.1001 Comprehensive Planning Law for the State of Wisconsin. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be action items and will be utilized as strong guidelines, while “should” statements are considered loose guidelines. The Town’s policies are stated in the form of position statements (The Town’s Position), directives to the Town (Town Directive’s), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the Town should be prepared to complete within a realistic timeline to achieve their goals or at least move toward the goals identified. The completion of these actions and projects is consistent with the Town’s policies, and therefore will help the Town fulfill the comprehensive plan goals and objectives.

Policies: Development Review Criteria

- H1 Future residential development should be directed toward non-productive farmland, and be limited to lot sizes of one to three acres to minimize the conversion of agricultural land to non-farm use (Source: Strategy ANC1, ANC2, ANC3, ANC5, LU2).
- H2 Housing shall be maintained at a low density and located in a manner that preserves the rural character and the countryside atmosphere of the Town (Source: Strategy ANC1, ANC5, LU1, LU4).
- H3 Manufactured homes should feature designs similar to “stick-built” homes (Source: Strategy H3).

Recommendations

- ◆ Require the completion of buildings, structures within one year, and landscaping within two years of the issuance of a building permit. Alternatives for implementing this recommendation include working with Dodge County Zoning to improve enforcement of related county requirements, or to develop a local building code ordinance that includes such provisions to be enforced locally (Source: Strategy H2, ED3).
- ◆ Annually assess the availability of land for residential development (Source: Strategy H2).

2.11 Population and Housing Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

Community Development Block Grant (CDBG) – Housing Program

The Wisconsin Community Development Block Grant (CDBG) program for housing, administered by the Wisconsin Department of Commerce, provides grants to general purpose units of local government for housing programs which principally benefit low- and moderate-income (LMI) households. The CDBG program is a federally funded program through the Department of Housing and Urban Development's Small Cities CDBG Program. CDBG funds can be used for various housing and neighborhood revitalization activities including housing rehabilitation, acquisition, relocation, demolition of dilapidated structures, and handicap accessibility improvements. For more information on this program contact the Wisconsin Department of Commerce, Bureau of Housing.

Wisconsin Housing and Economic Development Authority (WHEDA)

The Wisconsin Housing and Economic Development Authority serves Wisconsin residents and communities by working with others to provide creative financing resources and information to stimulate and preserve affordable housing, small business, and agribusiness. For further information contact WHEDA.

Community Options Program (COP)

Community Options helps people who need long term care to stay in their own homes and communities. Its purpose is to provide cost-effective alternatives to expensive care in institutions and nursing homes. Elderly people and people with serious long-term disabilities receive funds and assistance to find services they are not able to get through other programs. Contact the Wisconsin Department of Health and Family Services for further information.

3 Transportation

3.1 Transportation Plan

The land use patterns of the Town of Hubbard, Dodge County, and the surrounding region are tied together by the transportation system, including roadways, railroads, and trails. Households, businesses, farms, industries, schools, government, and many others all rely on a dependable transportation system to function and to provide linkages to areas beyond their immediate locations. The Town of Hubbard's transportation network plays a major role in the efficiency, safety, and overall desirability of the area as a place to live and work.

While the Town of Hubbard does not anticipate a great deal of change to its existing transportation system over the next 20 years, its plan is to maintain the existing system and to be prepared for potential development proposals. The Town's plan for transportation is to ensure that future expansion of the local road system is cost-effective, to preserve the mobility and connectivity of local roads, and to ensure that developed properties have safe emergency vehicle access. In order to achieve this, the Town will continue to administer its driveway ordinance, update its land division ordinance, develop an annual road review plan for road improvements which will be reviewed by the Town Board and the information will be referenced for future road repair issues and develop a set of Town road construction specifications or utilize the specification as stated in the Town of Hubbard Dodge County, Wisconsin Land Division Ordinance. The policies and recommendations of this plan provide guidance on how these tools should be used.

As the Town implements its plan, a key dilemma will be balancing the rural character and mobility of existing roads with the maximum use of existing road infrastructure. On one hand, existing roads are already present, new roads are costly, and a new development can be more cost effective if it utilizes existing roads. On the other hand, extensive placement of new development in highly visible locations along existing roads will forever change the character and appearance of the Town. This may lead to a loss of rural character. Adding access points to serve new development also reduces the mobility of a road. This plan includes a policy that directs new development to use existing roads and infrastructure (policy LU1). However, this plan also includes policies that require new development to be designed in a fashion that does not harm rural character, agricultural lands, or natural resources (policies ANC3, 4, and 5), which may be better served by the construction of new roads or private access drives in some cases.

In order to balance these competing interests, the Town will require the coordinated planning of adjacent development sites by limiting the use of cul-de-sacs and by requiring the use of Area Development Plans. The Town will require that potential traffic and road damage impacts are assessed by developers. When new roads are necessary, the Town will require that developers bear the cost of constructing new roads to Town standards before they are accepted by the Town.

State and federal highways play an important role in the Town's transportation system. State Highways 33, 67, and 28, in particular, provide arterial connections to the surrounding region and represents a source of economic development potential. The Town will need to work closely with the Wisconsin Department of Transportation to manage land use, access, and road improvements along these vital corridors.

3.2 State and Regional Transportation Plans

There are no state or regional transportation plans directly applicable to the Town of Hubbard. According to the WDOT web-page, there are no ongoing plans or studies that would affect Hubbard in the planning period. The WDOT Six Year Highway Improvement Program for 2018 – 2023 does include a variety of improvements and studies in other parts of Dodge County which may have a secondary or tertiary affect upon the Town. Dodge County is not served by a Regional Planning Commission.

3.3 Functional Classification of Highways

Vehicular travel on the public highway system is the transportation mode of choice for the vast majority of trips by Town of Hubbard residents. Road and highway transportation systems serve two primary functions, to provide access to adjacent properties and to provide for the movement of vehicular traffic. Roads and highways are grouped into three functional classes (local, collector, and arterial) which are described below. Map 3-1 shows the location of local, collector, and arterial roadways in the Town.

Local Roads

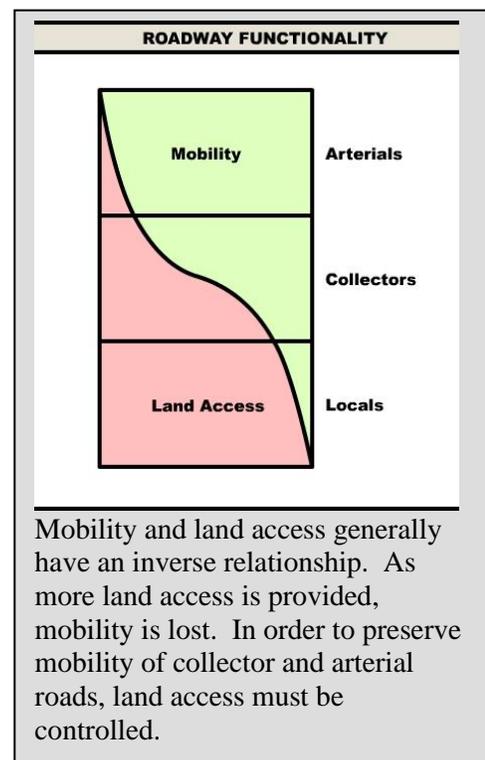
Local roads primarily provide access to adjacent properties and only secondarily provide for the movement of vehicular traffic. Since access is their primary function, through traffic should be discouraged. Traffic volume is expected to be light and should not interfere with the access function of these streets. Horseshoe, Wildcat, Cedar, and Strange are all examples of local roads in the Town of Hubbard.

Collector Roads

Collector roads and highways carry vehicular traffic into and out of residential neighborhoods and commercial and industrial areas. These streets gather traffic from the local streets and funnel it to arterial streets. Access to adjacent properties is a secondary function of collector streets. Collector streets are further divided into major or minor collectors depending on the amount of traffic they carry. CTH E, TW, S, WS and R, are all major collector highways in the Town.

Arterial Highways

Arterial highways serve primarily to move through traffic. Traffic volumes are generally heavy and traffic speeds are generally high. Arterial highways are further divided into principal or minor arterials depending on the traffic volume and the amount of access provided. State Highways 28, 33 and 67 are all arterial roadways.



Map 3-1 Functional Classification of Roads and Daily Traffic Counts

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3.4 Traffic Volumes

Traffic volume is also an important consideration for land use planning. The volume of traffic on a particular roadway and the associated noise, fumes, safety level, and other such concerns are considerations that need to be addressed in deciding how land should be used. Map 3-1 shows the average daily traffic volume of major traffic corridors in the Town.

Traffic volumes vary considerably on the different roadways within the Town. State Highway 33, being the major thoroughfare in the Town, carries the largest volume of traffic. State Highways 28 and 67, respectively, also carry considerable traffic.

3.5 Additional Modes of Transportation

Water Transportation

There are no water transportation options in the Town of Hubbard. The Town's waterways are primarily used for recreational and agricultural purposes. The nearest international seaport is the Port of Milwaukee.

Airports

Air transportation is not offered within the Town of Hubbard. The nearest general airport is the Juneau Airport in central Dodge County. Dane County Regional Airport in Madison provides commercial aviation services. General Mitchell Field in Milwaukee also offers commercial airline service, and is also an international airport.

Railroads

The Wisconsin & Southern Railroad, which is a publicly-owned line, travels through and bisects the Town from the northwest corner through to the southeast corner of the Town. The rail link is a key transportation component of the local and regional agricultural economy.

Trucking

Trucking on the highway system is the preferred method of transporting freight, particularly for short hauls. According to the WDOT Truck Operators Map, State Highways 33, 67 and 28 are officially designated highways for trucking.

Public Transit

Public transit is not available in the Town of Hubbard. The nearest bus services are provided by Greyhound in Madison. The nearest private taxi service exists in the City of Beaver Dam.

Bicycles

Bicycle traffic is quite limited in the Town of Hubbard. Shoulder areas on Town roads are usually narrow and unpaved making bicycle travel difficult. County highways in the Town tend

to have wider shoulders, but traffic levels on these roads make bicycle traffic more unsafe or undesirable.

The Dodge County Bike and Pedestrian Plan was designed to promote and improve conditions for bicycling and walking throughout Dodge County. The intention of the Bike and Pedestrian Plan is to increase transportation safety for pedestrians, bicyclists, and motorists. Infrastructure improvements such as designated bikeways, bike lanes, paved shoulders, improved crosswalks, and traffic and informational signs are among the type of facilities being recommended to improve conditions for bicyclists, walkers, and motorists alike in Dodge County.

Pedestrian Transportation

No pedestrian transportation system exists in the Town of Hubbard. The dispersed nature of the Town prohibits the development of an effective pedestrian transportation system. However, the Dodge County Bike and Pedestrian Plan adopted in November of 2003 suggests pedestrian friendly design standards for creating a walkable Dodge County.

Transportation for the Disabled

The Dodge County Transportation program applied for a Section 5310 (Capital Assistance Program) and Section 85.21 (Elderly and Disabled Human Services Transportation) projects over the next five years. These grants were identified at a stakeholders meeting on August 15th, 2018. This department has volunteer drivers who use their own cars, as well as county employed drivers in county owned wheelchair accessible vans, such as Abby Vans Inc. or Comfort Care Transportation LLC, that provide transportation to the disabled. These drivers also provide transportation to people who are unable to drive due to a medical condition, are in nursing homes, or receive W-2. In addition, private taxi services in the City of Beaver Dam can provide service to disabled residents of the Town. A list of potential transportation resources can be found in the Dodge County's 2019-2023 Transportation Plan.

3.6 Planned Transportation Improvements

The Town of Hubbard does not currently have a 5-year Capital Improvement plan for road or other transportation facility improvements. The Town annual reviews the status and rates their roads for maintenance needs and will prioritize any needs as they arise.

3.7 Transportation Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1. Provide a safe, efficient, and cost-effective transportation system for the movement of people and goods.

Objectives

- 1.a. Balance competing community desires (i.e., scenic beauty, abundant wildlife, direct highway access, etc.) with the need to provide for safe roads, intersections, interchanges, rail crossings, and other transportation features. Continual monitoring of the Highway 33 and 67 intersection will be critical for future planning due to high traffic flows and safety concerns from the Westbound traffic on Highway 33 at the stop and go intersection.
- 1.b. Manage driveway access location and design to ensure traffic safety, provide adequate emergency vehicle access, and prevent damage to roadways and ditches.
- 1.c. Require developers to bear the costs for the improvement or construction of roads needed to serve new development.
- 1.d. Guide new growth to existing road systems so that new development does not financially burden the community or make inefficient use of tax dollars.
- 1.e. Monitor the effectiveness of existing shared services for local road repairs and maintenance and identify the potential for new shared service agreements to reduce the financial burden on the local tax payers and broaden roadway uses for more diverse opportunities.

Goal 2. Develop a transportation system that effectively serves existing land uses and meets anticipated demand.

Objectives

- 2.a. Work to achieve a traffic circulation network that conforms to the planned functional classification of roadways.
- 2.b. Direct future residential, commercial, and industrial development to roadways capable of accommodating resulting traffic.
- 2.c. Allow for bicycling and walking to be viable, convenient, and safe transportation choices in the community.

3.8 Transportation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the Town is concerned about. Policies and recommendations become primary tools the Town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The Town’s policies are stated in the form of position statements

(Town Position), directives to the Town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the Town should be prepared to complete. The completion of these actions and projects is consistent with the Town's policies, and therefore will help the Town fulfill the comprehensive plan goals and objectives.

Policies: Town Position

- T1 Roads that provide access to multiple improved properties shall be built to Town standards as a condition of approval for new development (Source: Strategy T1).
- T2 Developers shall bear the cost of constructing new roads to Town standards before they are accepted as Town roads (Source: Strategy T1).
- T3 The development of new or improved access points to local roads should meet Town standards found in the Driveway Ordinance (Source: Strategy T2).

Policies: Town Directive

- T4 A annual review of all the roads in the Township will be conducted and information will be reviewed by the Town Board to address future concerns with road repair issues. Road information will be updated to identify and prioritize road improvement projects as well as identify potential funding sources (Source: Strategy T5).

Policies: Development Review Criteria

- T5 Development proposals should provide the Town with an analysis of the potential transportation impacts including, but not necessarily limited to, potential road damage due to more intense road traffic in specific areas and potential traffic impacts due to new technology and advancements in larger machinery. The depth of analysis required by the community will be appropriate for the intensity of the proposed development (Source: Strategy T1).

Recommendations

- ◆ Actively pursue all available funding, especially federal and state sources, for needed transportation facilities, currently Local Road Improvement Programs (LRIP) and Multimodal Local Supplements (MLS) grants are available. (Source: Strategy T1).
- ◆ Create a standard development agreement that includes provisions for financial assurance, construction warranties, construction inspections, and completion of construction by the Town under failure to do so by the developer (Source: Strategy T1).
- ◆ Create a set of Town road construction specifications to include modern requirements for road base, surfacing, and drainage construction. Standards will be followed as identified in

the Town of Hubbard Dodge County Wisconsin Land Division Ordinance (Source: Strategy T1).

- ◆ Require commercial and industrial developments and major subdivisions to submit area development plans (Source: Strategy T2).
- ◆ Utilize the PASER or WISLR systems to create and update the road improvement plan (Source: Strategy T5).

3.9 Transportation Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

PASER Program

The PASER (Pavement Surface Evaluation and Rating) Program is a system for communities to evaluate and schedule road maintenance on local roads. The program requires Town officials to evaluate the condition of Town roads based on observing characteristics of the road such as the roughness of the road surface or the spacing between and width of cracks. The officials then assign a rating on a scale of 1 to 10. These ratings, along with information on traffic volumes, are used to schedule the maintenance and reconstruction of Town roads.

Dodge County Capital Improvement Program 2019-2023

Dodge County annually updates a Capital Improvement Program. The program prioritizes the allocation of financial resources for various projects over a five-year time frame. This plan should be referenced for projects planned by Dodge County that may affect the Town.

Local Roads Improvement Program (LRIP)

Established in 1991, the Local Roads Improvement Program (LRIP) assists local governments in improving seriously deteriorating county highways, Town roads, and city and Town streets. A reimbursement program, LRIP pays up to 50% of total eligible costs with local governments providing the balance. The program has three basic components: County Highway Improvement (CHIP); Town Road Improvement (TRIP); and Municipal Street Improvement (MSIP). Three additional discretionary programs (CHIP-D, TRIP-D and MSIP-D) allow municipalities to apply for additional funds for high-cost road projects. For more information contact the WDOT. <https://wisconsin.gov/Pages/doing-bus/local-gov/astnce-pgms/highway/lrip.aspx>

Transportation Economic Assistance (TEA) Program

The Transportation Economic Assistance program provides 50% state grants to governing bodies, private businesses, and consortiums for road, rail, harbor and airport projects that help attract employers to Wisconsin, or encourage business and industry to remain and expand in the state. Grants of up to \$1 million are available for transportation improvements that are essential for an economic development project. It must be scheduled to begin within three years, have the local government's endorsement, and benefit the public. For more information about this program, contact the Wisconsin Department of Transportation, Division of Transportation Investment Management.

Freight Railroad Infrastructure Improvement Program (FRIIP)

The FRIIP provides loans that assist with improvements to rail infrastructure, highway/grade crossings and the construction of new rail-served facilities in an effort to boost economic activity. Eligible applicants for this program can include private industries, railroads and local unit of government.

4 Utilities and Community Facilities

4.1 Utilities and Community Facilities Plan

Efficient provision of high-quality community facilities and services impacts property values, taxes, and economic opportunities, and contributes to the quality of life in the Town of Hubbard. Local features such as parks, schools, utilities, and protective services help define a community. These facilities and services require substantial investment as supported by the local tax base, user fees, and impact fees. As a result, their availability is determined both by public demand for those facilities and services, and by a community's ability to pay for them. Therefore, potential impacts on the cost and quality of utilities and community facilities need to be considered when making decisions concerning the future conservation and development of the Town of Hubbard.

The Town of Hubbard's plan for utilities and community facilities is to maintain the limited local services and facilities that it provides, and to continue to rely on the surrounding region for other essential services through mutual aid agreements for services provide by neighboring communities such as police, fire, and ambulance protection. Resources open to the public such as nature areas, parks and libraries, etc. provide opportunities for relaxation and family time. Like all communities, the Town's primary challenge in this area is to maintain the existing level of services and facilities without creating undue burden on local taxpayers. No major upgrades to community facilities and services are presently anticipated. In 2013 the existing Town hall was remodeled to address future needs such as space needs for future political elections, space needs for the Town employees and required accessibility for the handicap and elderly. If future growth does warrant the need for other new or expanded facilities, the policies and recommendations of this plan are intended to help ensure that the Town has time to develop a planned response to the demand for such needs without causing any hardship for the Township.

4.2 Existing Status and Planned Improvements

Comprehensive planning includes identifying the need for expansion, construction, or rehabilitation of utilities and community facilities. In addition to infrastructure needs, there are also service level needs that may arise in the community. For example, additional police service, the need for a building inspector, or additional park and recreation services may become necessary.

This section contains an inventory of the public utilities and community facilities currently provided in the Town of Hubbard. This inventory helped the Town of Hubbard to evaluate existing utilities, facilities, and services and determine whether a need for expansion, construction, rehabilitation, or other improvements are anticipated over the planning period.

Refer to Map 4-9 for the locations of existing community facilities. In most cases, existing utilities, facilities, and services have been determined to be adequate. Where projects are identified, they are deemed as either as short-term (1-5 year) or long-term (6-20 year) needs.

Administrative Facilities

The Town hall and administrative facilities are located at W2864 W. Neda Road, Iron Ridge, WI 53035. The Highway Shop (garage facility) is connected to the Town hall and provides storage for road equipment. The Town also has a designated solid waste and recycling drop off area at this location.

The existing administrative facility was upgraded in 2013 to address the needs of the Township and its' employees.

Street Maintenance/Snowplowing

A number of part-time employees of the Town of Hubbard provide street maintenance and snowplowing services. The Town owns its own trucks, end-loader, tractor, grass mower and grader. Street maintenance activities include filling potholes, putting up new fire signs, roadside mowing and emergency signage. Extensive road maintenance is contracted to various contractors providing this service.

No short-term or long-term needs have been identified by the Town in the area of Street Maintenance/Snowplowing. Existing facilities, equipment and services are anticipated to be adequate to meet the needs of the Town over the planning period.

Schools

Portions of the Town of Hubbard are located in, and served by, the following school districts: Dodgeland, Hartford Union High School, Horicon, Hustisford High School, Mayville and Herman-Neosho-Rubicon School. The Town is also a part of the Moraine Park Technical College District.

No short-term or long-term needs have been identified by the Town in the area of school facilities or services. Existing facilities and services are anticipated to be adequate to meet the needs of the Town over the planning period. It is expected that the School Districts will continue to plan accordingly for needed improvements.

Police Services

The Dodge County Sheriff's Department serves as the law enforcement agency to the Town of Hubbard and also operates the county jail in Juneau. There are several major divisions of the department including the administration division, criminal investigation division, jail division, radio communications division, snowmobile patrol, and traffic division.

The Sheriff's Department provides 24-hour service to all communities in the county that do not have their own police department. The Sheriff also provides service to communities that do have their own department when requested. The radio communications division dispatches all squads and police personnel within the county with the exception of the City of Waupun, City of WaterTown, and the City of Beaver Dam, who have their own full-time personnel. In the absence of a dispatcher in the remaining communities, this division provides the police

dispatching services. In addition to the police dispatching, this division also dispatches emergency medical services and fire departments. The Town of Hubbard does provide a Constable for animal control

No short-term or long-term needs have been identified by the Town in the area of police services. Existing facilities and services are anticipated to be adequate to meet the needs of the Town over the planning period. It is expected that the Dodge County Sheriff's Department will continue to plan accordingly for needed improvements.

Fire Protection and Emergency Medical Services

Fire and Emergency Medical Services are provided as per contracted areas in the Town of Hubbard by the Horicon, Hustisford, Iron Ridge/Neosho/Woodland, and Juneau Fire Departments. Ambulance Services are provided as per contracted areas by the Horicon, Juneau and Mayville Ambulance services. Refer to Map 4-1 for the service areas of fire departments and Map 4-2 for the service areas of emergency medical service providers.

No short-term or long-term needs have been identified by the Town in the area of fire protection or emergency medical services. Existing facilities and services are anticipated to be adequate to meet the needs of the Town over the planning period. It is expected that the Fire Departments will continue to plan accordingly for needed improvements.

Libraries, Churches, Cemeteries, and Other Quasi Public Facilities

There are no libraries located in the Town of Hubbard. Library services are provided by the Dodge County Library System and by area public libraries located in the Villages of Hustisford and Iron Ridge and the Cities of Horicon and Mayville.

There are three churches in the Town of Hubbard. St. Michael's Lutheran Church is located on the corner of Perch and Gray Roads, St. John's Lutheran Church is located on CTH V and the Pentecostal House of Prayer is located on STH 33. Numerous churches of various denominations are located in neighboring communities.

Town cemeteries are located on STH 33 (Town of Hubbard Cemetery), STH 67 (Iron Ridge Cemetery Association), CTH R (Town Cemetery), Cedar Road (St. Michael's Cemetery) and the Rex Cemetery on CTH E.

No short-term or long-term needs have been identified by the Town in the area of quasi-public facilities or services. Existing facilities and services are anticipated to be adequate to meet the needs of the Town over the planning period. It is expected that the operators of such facilities will continue to plan accordingly for needed improvements.

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Map 4-1 Fire Emergency Service Areas

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Map 4-2 Emergency Medical Service Areas

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Map 4-3 School District Boundaries

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Post Office

There are no U.S. post offices located within the Town of Hubbard. Mail delivery and post office services are provided by the post offices located in Horicon, Hustisford, Juneau, Mayville and Iron Ridge. Due to operational cost, new facilities are not planned in any other areas of the Township.

No short-term or long-term needs have been identified by the Town in the area of post offices. Existing facilities and services are anticipated to be adequate to meet the needs of the Town over the planning period. It is expected that post offices will continue to plan accordingly for needed improvements.

Parks, Recreation and Open Space

The Town of Hubbard owns one park located on Butternut Island. There are a number of lake accesses in various locations around Lake Sinissippi. Boat ramps and accesses are listed on Map 4-9.

Wisconsin Department of Natural Resources owns the Sinissippi Hunting Grounds in the Town which are reserved for open hunting. The property is approximately 344 acres and located south of Horicon, WI. Access is best achieved by traveling east of Horicon on Hwy 33, then south on County TW, then west on Hwy S and then south on E. Horseshoe Road to a public parking lot. Periodic controlled burns to rejuvenate the grasslands and control invasive species are conducted by Wisconsin DNR staff. Some of the recreational opportunities offered on site are: Birding, cross country skiing, hiking, hunting (deer, pheasant, turkey and waterfowl), trapping, wild plant foraging and wildlife viewing. Refer to Map 4-4 for the locations of county, state, and federal recreational areas.

No short-term or long-term needs have been identified by the Town in the area of Parks, Recreation and Open Space. Existing facilities and services are anticipated to be adequate to meet the needs of the Town over the planning period.

Solid Waste Management and Recycling Services

The Town of Hubbard has a solid waste and recycling drop-off center located at the Town hall property in Neda. Residents who desire curbside pick-up may contract individually with a private provider. The recycling drop-off center is open on Saturdays from 8:00 am to 12:00 pm.

No short-term or long-term needs have been identified by the Town in the area of solid waste management and recycling. Existing services are anticipated to be adequate to meet the needs of the Town over the planning period. It is expected that the operators of such facilities will continue to plan accordingly for needed improvements.

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Map 4-4 County, State, and Federal Recreational Areas

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Communication and Power Facilities

Wisconsin Electric Power Company (WE Energies), Wisconsin Power and Light Company (Alliant Energy), and Village-Hustisford Electric Utilities provide electric services and WE Energies provides natural gas service to some areas of the Town. AT&T (also known as SBC) and Verizon North Inc. provide telephone service for the Town of Hubbard. See Map 4-5, for telephone service providers, Map 4-6 for electric utilities and cooperatives, and Map 4-7 for natural gas facilities.

There are numerous towers located just off of Madison Road which include two TV broadcasting towers on which are also located satellites to provide service to U S Cellular and Bertram Wireless cell phone services, a State Patrol tower and a tower that provides local broadcasting service for two-way radios. There is also a satellite tower located on CTH V.

Tower Locations

No.	Location	Tower Description
1	Tower Site Inc. N6705 Madison Road, Town of Hubbard, Dodge County Latitude 43-26-13, Longitude 88-31-35	Base Elevation 1180', Structure Height 180' PiROD 30"x 180' Guyed Tower. Overall Height 1625' AMSL
2	Mayville Antenna Tower, Town of Hubbard, Dodge County	Base Elevation 1150' Structure Height 475' Overall Height 1360' AMSL
3		Overall Height 610' AMSL
4		Overall Height 500' AMSL
5		Overall Height 328' AMSL

A new electrical sub-station was constructed in 2008 on the corner of STH 33 and CTH TW. This sub-station is owned by American Transmission Company and will provide a new larger transmission line crossing the Town from north to south just East of Hwy TW and Hwy E down to Hustisford substation.

Guardian Pipeline is currently in the process of a gas line expansion and extension project.

No short-term or long-term needs have been identified by the Town in the area of communication and power facilities. Existing services and facilities are anticipated to be adequate to meet the needs of the Town over the planning period. It is expected that the operators of such facilities will continue to plan accordingly for needed improvements.

Sanitary Sewer Service/Private On-site Wastewater Treatment Systems

Public sanitary sewer service is not provided by the Town of Hubbard. However, certain areas of the Town are located in Herman Sanitary District #1, Hubbard Sanitary District #2 and Hustisford/Hubbard Sanitary District #1 and they provide sanitary sewer service to the properties in their respective districts. Sanitary sewer services are available in the neighboring Village of Iron Ridge and the City of Horicon. The boundaries for the sanitary districts are shown on Map 4-8.

Private on-site wastewater treatment systems, or POWTS, are systems that receive domestic quality wastewater and retain it in a holding tank or treat it and discharge it into the soil beneath the ground surface. The Dodge County Sanitary Ordinance or “Code” is utilized to promote the health, safety, prosperity, aesthetics and general welfare of the people and community of Dodge County. Wisconsin State Legislature chapter SPS 383 sets forth administrative rules related Private Onsite Wastewater Treatment Systems or POWTS.

Map 4-5 Telephone Service Providers

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Map 4-6 Investor-Owned and Municipal Electric Utilities

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Map 4-7 Natural Gas Service Providers

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Map 4-8 Public Sewer

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Map 4-9 Utilities and Community Facilities

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Residents of the Town primarily rely on POWTS for wastewater treatment in the rural area and Dodge County provides administration of the related codes and ordinances in the Town. No short-term or long-term needs have been identified by the Town in the area of POWTS. Existing services provided by Dodge County are anticipated to be adequate to meet the needs of the Town over the planning period.

Public Water Supply

The Town of Hubbard is not served by a public water system as there are no publicly operated water supply facilities located in the Town. Public water is available in neighboring villages and cities. Residents rely on individual/private wells for water. No short-term or long-term needs have been identified by the Town in the area of public water. It is not anticipated that the need for public water service will become an issue for the Town over the planning period.

Stormwater Management

The Town of Hubbard is covered by Dodge County Chapter 7 – Subdivision Design and Improvement for Erosion Control and Stormwater provisions per: 7.9 STORMWATER MANAGEMENT / SOIL EROSION CONTROL 7.9.1 Purpose and Intent; County Jurisdiction Land Use Code/Dodge County, WI Chapter 7-18 Revision Date: November 12, 2008; December 15, 2009; November 9, 2010, September 18, 2012; May 16, 2018, 5-21-19. The purpose of this section is to set forth requirements for land development and land disturbing activities to minimize sedimentation, water pollution, flooding, and related property and environmental damage caused by soil erosion and uncontrolled stormwater runoff during and after construction, in order to diminish the threats to public health, safety, welfare, and the natural resources of Dodge County. This section is intended to regulate construction site erosion and stormwater management under the authority granted in Wis. Stat. Section 59.693. This section is intended to regulate land disturbing activities throughout the county associated with a major subdivision, minor land division or a condominium development project. In addition, this section is also intended to regulate land disturbing activities on lands within Towns that have adopted the Dodge County Land Use Code and on those lands within the unincorporated areas of the County that lie within the following distances from the ordinary highwater mark of navigable waters as defined in Wis. Stat. Chapter 144.26(2)(d): 1,000 feet from a lake, pond, or flowage; 300 feet from a river or stream or to the landward side of the floodplain, whichever distance is greater whether or not the activity is associated with a subdivision development project. The location of the stormwater management and erosion control provisions within this chapter shall not in any way limit its jurisdiction to areas within subdivisions. This section is not intended to limit activity or land divisions otherwise permitted under this Code. 7.9.2 Applicability, Exemptions, and Waivers 7.9.2.A Construction Site Erosion Control Unless otherwise exempted or waived, erosion control plan approval under Section 7.9.3 shall be required, and all construction site erosion control provisions of Section 7.9.5 shall apply, to all land disturbing activity, whether or not the activity is associated with a subdivision, that meet any of the following criteria: 7.9.2.A.1 Disturbs 2,000 square feet or more of total land surface area; 7.9.2.A.2 Involves excavation or filling, or a combination of excavation and filling, in excess of 400 cubic yards of material; 7.9.2.A.3 Disturbs 100 lineal feet of road ditch, grass waterway, or other land area where surface drainage flows in a defined open channel; including the placement, repair, or removal of any underground pipe, utility, or other facility within the cross-section of the channel at flow

capacity; 7.9.2.A.4 Involves excavation or filling, or a combination of excavation and filling, on slopes of 12 percent or greater; or 7.9.2.A.5 Other land disturbing activities, including the installation of access drives, that the Committee determines to have a high risk of soil erosion or water pollution, or that may have a significant adverse impact on environmentally sensitive areas. 7.9.2.B Stormwater Management Unless otherwise exempted or waived, stormwater management plan approval under Section 7.9.3 shall be required, and all stormwater management provisions of Section 7.9.6 shall apply, to all land development activity, whether or not the activity is associated with a subdivision, that meet any of the following criteria: 7.9.2.B.1 Divides an existing parcel into 5 separate parcels of 5 acres each or less in total area within a common plan of development; 7.9.2.B.2 Involves the construction of any new public or private roads; 7.9.2.B.3 Results in the addition of impervious surfaces of 20,000 square feet or greater in total area, including smaller individual sites that are part of a common plan of development; or 7.9.2.B.4 Other land development activities, including access drives, that the Land Use Administrator determines may significantly increase downstream runoff volumes, flooding, soil erosion, water pollution or property damage, or significantly impact an environmentally sensitive area.

Health and Child Care Facilities

Area medical facilities include Agnesian Healthcare in Mayville, 360 S. Mountain Drive (<https://www.agnesian.com/services/sports-medicine>) and Aurora Health Center in Hartford, 1640 E. Sumner Street, (<https://www.aurorahealthcare.org/locations/clinic/e-sumner-st-hartford>) with a satellite clinic in Hustisford (<https://www.whitepages.com/business/WI/Hustisford/Aurora-Health-Center>). Regional medical and specialty services are available in Fond du Lac, Madison and Milwaukee.

There is currently one day care facility located in the Town of Hubbard. Willow Christian Child Care Center, is accredited by the National Accreditation Commission located in Iron Ridge. They were established in 1993. Student are accepted from ages 6 weeks through 12 years old. The Town allows for the development of commercial day care facilities under the Residential Estate, Urban Residential/Open Space, Residential Hamlet & Waterfront Zoning Districts. Commercial daycare services are also provided in neighboring Towns, Villages and Cities. No short-term or long-term needs have been identified by the Town in the area of health and day care facilities. Existing services and facilities are anticipated to be adequate to meet the needs of the Town over the planning period.

4.3 Utilities and Community Facilities Goals and Objectives

Community goals are broad statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Goals are value-based statements that are not necessarily measurable. They represent an end to be sought, although some may never be fully realized. Objectives are narrower and more specific than goals. Objectives are measurable statements of desired ends. The accomplishment of objectives contributes to fulfillment of the goal. Objectives are attained through the comprehensive plan's policies, recommendations, programs and implementation strategies.

Goal 1. Maintain and improve the quality and efficiency of Town government, facilities, services, and utilities.

Objectives

- 1.a. Monitor the adequacy of public utilities to accommodate anticipated future growth and desired economic development.
- 1.b. Consider the potential impacts of development proposals on the cost and quality of community facilities and services, and balance the need for community growth with the cost of providing services.
- 1.c. Improve the efficiency of the delivery of community services and operation of community facilities.
- 1.d. Ensure that fire and emergency service levels are appropriate for the existing and future needs and demands of the Town and its land uses.
- 1.e. Seek increased levels of police and other law enforcement in the Town as needed.
- 1.f. Explore opportunities to provide or improve Town facilities, equipment, and services cooperatively with neighboring communities.

Goal 2. Promote a variety of recreational opportunities within the community.

Objectives

- 2.a. Monitor the adequacy of park and recreational facilities to accommodate existing residents and anticipated future growth.
- 2.b. Maintain and improve existing public access to waterways.
- 2.c. Consider the continued viability and quality of recreational pursuits when reviewing development proposals and making land use decisions.

Goal 3. Ensure access to appropriate level of utilities and corresponding services are available for Town residents.

Objectives

- 3.a. Ensure cell phone service and high-speed internet access is available to all residents by allowing continual growth of cell tower sites and updates as needed for technology advancements. Dodge County ordinance compliance will be followed to ensure health, safety and welfare of any new tower installations.

4.4 Utilities and Community Facilities (UCF) Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the Town is concerned about. Policies and recommendations become primary tools the Town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to achieve fulfillment of goals and objectives. Policies that direct actions using words “will” or “shall” are advised to be

mandatory and regulatory aspects of the implementation of the Town of Hubbard Comprehensive Plan. In contrast, those policies that direct action using the word “should” are advisory and intended to serve as a guide.

Recommendations are specific actions or projects that the Town should be prepared to complete. The completion of these actions and projects is consistent with the Town’s policies, and therefore will help the Town fulfill the comprehensive plan goals and objectives.

Policies: Town Position

- UCF1 Planned utilities, service facilities and roads shall be designed to limit the impact to environmental corridors, natural features and working farmland.
- UCF2 An approved Capital Improvement Plan (CIP)/Budget shall support the development of new facilities. CIP plan has been identified for update annually)
- UCF3 The Town shall work with the county to review all permits that are under the jurisdiction of the-Dodge County Wireless Communications Facilities Ordinance Section 4.9 Land Use Code/Dodge County, WI revised May 21, 2019. Criteria to review the placement of any such facilities should include the potential impacts on surrounding residential properties, the potential for co-location, setbacks from highways and other structures, visual impacts, abandonment, antenna location and property access, lighting and security so as not to be accessible by the general public.
- UCF4 All unsewered subdivisions shall be designed to protect the immediate groundwater supply through the proper placement and operation of private wells and on-site wastewater treatment systems.
- UCF5 Proposed developments shall not increase flooding potential to adjacent lands.
- UCF6 New development shall use best management practices for construction site erosion control per Dodge County Stormwater Management and Soil Erosion Control.
- UCF7 A proportional share of the cost of improvement, extension, or construction of public facilities shall be borne by those whose land development and redevelopment actions that made such improvement, extension, or construction necessary (Source: Strategy UCF1).
- UCF8 New utility systems should be required to locate in existing rights-of-way whenever possible (Source: Strategy UCF1),
- UCF9 Telecommunication, wind energy, and other utility towers should be designed to be as visually unobtrusive as possible, support multi-use and reuse, and be safe to adjacent properties (Source: Strategy UCF8).
- UCF10 Substantial development proposals should provide an assessment of potential impacts to the cost of providing community facilities and services (Source: Strategy UCF1, ED3).

UCF11 Development occurring within or near recreational resources should incorporate those resources into the development rather than harm or destroy them (Source: Strategy UCF6, LU2).

Recommendations

- ◆ The Town will continue to offer drop-off recycling and garbage collection services on Saturday throughout the year.
- ◆ Telecommunication facilities and towers shall utilize existing facilities to the maximum extent possible.
- ◆ Telecommunication towers shall be designed to be as unobtrusive as possible, support multi-use and/or reuse and be safe to adjacent properties.
- ◆ Stormwater management shall be addressed as a requirement of all development proposals.
- ◆ Continue the current building permitting process which requires erosion and sediment control Best Management Practices to be used when removing the vegetative cover of the land or exposing the soil.
- ◆ Stormwater retention and detention basins and sedimentation basins will be blended into the landscape to the greatest extent possible.
- ◆ Create a standard development agreement that includes provisions for financial assurance, construction warranties, construction inspections, and completion of construction as identified by the Town. Penalties will be identified for failure to do so by the developer (Source: Strategy UCF1).
- ◆ Require major land divisions, conditional uses, and other substantial development projects to submit an assessment of potential impacts to the cost of providing community facilities and services (Source: Strategy UCF1, ED3).
- ◆ Modify existing land division and impact fee ordinances to comply with Wisconsin Act 477 regarding improvement of public facilities, land interests for exactions for parks and recreational facilities (Source: Strategy UCF1).
- ◆ Assess capacity and needs with regard to administrative facilities and services and public buildings every five years as identified by CIP. (Source: Strategy UCF 2).

4.5 Utilities and Community Facilities Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

Recycling Program

The Town has participated in the recycling of all mandated materials since 1994 and periodically distributes flyers to the residents describing the program. The Town applies for and receives a Recycling Grant to help defray the costs of this program. The sanitation attendants oversee the disposal of recyclable materials.

Clean Sweep Program

The Clean Sweep program is dedicated to the proper disposal of hazardous waste materials-products containing hazardous chemicals that could contaminate soil or groundwater if disposed of improperly. Dodge County conducts Household Hazardous Waste Clean Sweep programs and Agricultural Chemical Clean Sweep collections periodically. Clean Sweep is advertised in local newspapers and by posters and flyers distributed at the Town garbage/recycling facility. Department of Agriculture, Trade and Consumer Protection (DATCP) is the storehouse of information and grants related to this program.

https://datcp.wi.gov/Pages/Programs_Services/CleanSweep.aspx

Community Development Block Grant for Public Facilities (CDBG-PF)

The Wisconsin CDBG Public Facilities Program is designed to assist economically distressed smaller communities with public facility improvements. Eligible activities include, but are not limited to, publicly-owned utility system improvements, drainage systems, water and sewer systems, streets and sidewalk improvements, development of community centers. Federal grant funds are available annually. The maximum grant for any single applicant is \$1,000,000 with a matching fund requirement. Grants are only available up to the amount that is adequately justified and documented with engineering or vendor estimates. The Wisconsin Department of Administration operates the current CDBG grant program.

<https://doa.wi.gov/Pages/LocalGovtsGrants/CDBGPublicFacilitiesProgram.aspx>

Community Development Block Grant Public Facilities for Economic Development (CDBG-PFED)

The CDBG Public Facilities for Economic Development Program helps underwrite the cost of municipal infrastructure necessary for business development that retains or creates employment opportunities. Eligible activities are improvements to public facilities such as water systems, sewerage systems, and roads that are owned by a general or special purpose unit of government, and which will principally benefit businesses for low and moderate-income facilities, and which as a result will induce businesses to create jobs and invest in the community. The community can receive grant funds for up to half of the total project cost or up to \$35,000 per job created. The maximum grant cap is \$500,000. The Wisconsin Department of Administration operates the current grant program for Public Facilities and Economic Development.

<https://doa.wi.gov/Pages/LocalGovtsGrants/CDBGPublicFacilitiesEconomicDevelopmentProgram.aspx>

5 Agricultural, Natural, and Cultural Resources

5.1 Agricultural, Natural, and Cultural Resources Plan

Land development patterns are directly linked to the agricultural, natural, and cultural resource base of a community. This resource base has limitations with respect to the potential impacts of development activities. Development should be carefully adjusted to coincide with the ability of the agricultural, natural, and cultural resource base to support the various forms of urban and rural development. If a balance is not maintained, the underlying resource base may deteriorate in quality. Therefore, these features need to be considered when making decisions concerning the future conservation and development of the Town of Hubbard. Land use changes, such as development have a direct impact on all the agricultural, natural and cultural resources because development takes away from another resource.

The *Agricultural, Natural, and Cultural Resources* element may be the most important element in the *Town of Hubbard Year 2040 Comprehensive Plan*. The Town's vision statement and many of the issues and opportunities identified by the Town during the planning process (refer to the *Issues and Opportunities* element) are related to these resources. The Town is concerned with protecting the future of agriculture, protecting surface water and groundwater quality, preserving rural character, and preserving wooded and open spaces.

The Town's primary focus is to protect productive agricultural lands while also allowing for reasonable and well-planned development. Higher density residential development is planned in limited locations while lower density development would be allowed in some of the Town's less productive agricultural areas with the use of careful site planning. Key components of the Town's approach include establishing a maximum residential lot size, establishing a system for site plan review, and maintaining an overall low density of development. Under site planning, the placement of homes and businesses on a particular parcel would be evaluated against the Town's natural and agricultural resource protection policies. Many of the same tools that will be used to protect agriculture will also be used to protect natural and cultural resources. The Town of Hubbard Zoning Ordinance will aid in the planning process to address some of the potential land use conflicts that may arise in the future.

5.2 Agricultural and Natural Resources Inventory

Prime Agricultural Soils

The soils in Dodge County are classified by the United States Department of Agriculture Natural Resources Conservation Service (NRCS) to represent different levels of agricultural use. Class I, II, or III soils are all considered good soils for agricultural production without having to do significant land modification for high production. This classification system is based on criteria of production potential, soil conditions, textural classification and other basic production related criteria. All the soils classified as Class I and Class II are identified as prime agricultural soils. Whereas only some of the Class III soils are considered prime agricultural soils and the remaining soil classes are considered farmland of statewide importance.

The majority of the Town of Hubbard landscape is designated as prime agricultural soil as shown on Map 5-1.

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Map 5-1 Prime Agricultural Soils

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Forests

According to the Woodlots (Map 5-2), there are 1,937.44 acres of woodlands in the Town of Hubbard. The primary value of these woodlands as landscape features is tied to outdoor recreation, aesthetics, and environmental benefits. There is limited economic potential from the standpoint of harvesting pulp or timber, since the Town's remaining woodlots tend to be small and widely scattered. Many contain residential development or are located in public recreation or wetland areas. The value of the small woodlots within the Township are more for residential woodlots, wildlife, aesthetics and buffers along the riparian areas. Refer to Map 5-2 for the locations of woodlots in the Town.

Metallic and Nonmetallic Mineral Resources

There are currently no metallic mines the Town of Hubbard. Mayville Limestone Quarry, Karey Sayles Gravel Pit, Hoefs Gravel Pit and Grace Peil Sand Pit compose the non-metallic mines within the Town.

Wisconsin Administrative Code NR 135 requires that all counties adopt and enforce a Nonmetallic Mining Reclamation Ordinance that establishes performance standards for the reclamation of active and future nonmetallic mining sites. It is intended that NR 135 will contribute to environmental protection, stabilization of soil conditions, establishment of vegetative cover, control of surface water flow and ground water withdrawal, prevention of environmental pollution, and the potential to enhance wildlife and fish habitat and increase land values and tax revenues. As required by NR135.19 a reclamation plan is required and must be submitted to the regulatory authority for approval. Annual fees and evaluation of the non-metallic mining site are required by the regulatory authority to ensure compliance with NR 135. Dodge County Land Resources and Parks Department adopted the Nonmetallic Mining Reclamation Ordinance on August 15, 2017 to establish a local program to ensure the effective reclamation of nonmetallic mining sites on which nonmetallic mining takes place in Dodge County after the effective date of the ordinance. The requirements of the ordinance apply to all operators of nonmetallic mining sites within Dodge County operating on or commencing to operate after August 1st 2001.

Wetlands

According to the United States Environmental Protection Agency, wetlands are areas where water covers the soil, or is present either at or near the surface of the soil all year or for varying periods of time during the year, including during the growing season. Water saturation (hydrology) largely determines how the soil develops and the types of plant and animal communities living in and on the soil. Wetlands may support both aquatic and terrestrial species. The prolonged presence of water creates conditions that favor the growth of specially adapted plants (hydrophytes) and promote the development of characteristic wetland (hydric) soils. The Wisconsin Wetland inventory was established in 1978 to help protect wetland because of their value to the environment. Wisconsin wetland information can be found at <https://dnr.wi.gov/topic/wetlands/inventory.html>

Wetlands may be seasonal or permanent and are commonly referred to as swamps, marshes, fens, or bogs. Wetland plants and soils have the capacity to store and filter pollutants ranging from pesticides to animal wastes. Wetlands are considered natural filtering systems which can make lakes, rivers, and streams cleaner and also filter precipitation as it percolates into our ground water to make drinking water safer. Wetlands also provide valuable habitat for fish, plants, and animals. In addition, some wetlands can also replenish groundwater supplies as water stored in the wetlands is slowly released. Groundwater discharge from wetlands is common and can be important in maintaining stream flows, especially during dry months.

Local, state, and federal regulations place limitations on the development and use of wetlands and shorelands. The Wisconsin Department of Natural Resources (WDNR) has inventory maps for each community that identify wetlands two acres and larger. The wetland inventory map should be consulted whenever development proposals are reviewed in order to identify wetlands and to ensure their protection from development.

There are 2,676.27 acres of wetlands in the Town of Hubbard. The general locations of wetlands two acres and larger are shown on Map 5-3.

Floodplains

For planning and regulatory purposes, the floodplain is normally defined as those areas, excluding the stream channel, that are subject to inundation by the 100-year recurrence interval flood event. This event has a chance of occurring in any given year, depending on the volume of precipitation in a specific duration of time. Because of this chance of flooding, development in floodplain should be discouraged and the development of park and open space in these areas encouraged. The floodplain includes the floodway and flood fringe. The floodway is the portion of the floodplain that carries flood water or flood flows, while the flood fringe is the portion of the floodplain outside the floodway, which is covered by waters during a flood event. The flood fringe is generally associated with standing water rather than rapidly flowing water as the high water overflows the bed and banks of the stream channel.

Wisconsin Statute 87.30 requires counties, cities, and villages to implement floodplain zoning. In addition, the Federal Emergency Management Agency (FEMA) has developed flood hazard data. The floodplain areas are near most of the larger water channels and wetland areas in the Town. The floodplain areas of the Town of Hubbard are shown on Map 5-4.

Watersheds and Drainage

The Town of Hubbard is located in the Upper Rock River Basin. This basin includes 14 surface watersheds. The Upper Rock River Basin encompasses about 1,890 square miles. The Rock River Basin covers 3,700 square miles.

There are three watersheds in the Town including the Lake Sinissippi basin, Upper Rock River and the East Branch Rock River watersheds. See Map 5-3 for the locations of these watersheds in the Town.

Surface Water Features

There are 1,842.25 acres of surface water in the Town of Hubbard. The most prominent water feature is Lake Sinissippi located in the southwest portion of the Town. According to the WDNR, Lake Sinissippi is approximately 3,078 acres, drainage area of 511 square miles and has a maximum depth of eight feet and an average depth of 4.5 feet. Fish dominance includes the Common Carp, Big Mouth Buffalo, Bullhead, Northern Pike, Walleye and Pan fish are typically the fish species found in the lake. The Lake Sinissippi Improvement District was formed in 2000. Lake Sinissippi is an impoundment created by a 12-foot dam at Hustisford. The original dam was erected in 1845. It is a shallow eutrophic to hypereutrophic lake, Water quality problems associated with turbidity, decreased habitat and periodic decreased Dissolved Oxygen (DO) levels due to polluted runoff from sources such as soil erosion, sediment and nutrient delivery. The Lake District and Association hold strategic planning workshops to educate local residents about their lake and the water quality issue that need to be addressed. The mission of the lake district is to promote protection and rehabilitation, including conservation of natural resources and enhancement of recreational uses, by planning, funding and implementing projects designed to restore and improve water resources and public use. A portion of the East Fork Rock River is also in the northwest portion of the Town. The most prominent local streams include Wildcat Creek, and Woodland Creek. There are many other intermittent streams located in the Town's valleys and wetland areas.

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Map 5-2 Woodlots

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Map 5-3 Wetlands, Watersheds, Streams, and Surface Water

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Groundwater Resources

The source of all groundwater is precipitation, which percolates down through the soil until it reaches the saturated zone called an aquifer, where it is then contained. Water in an aquifer travels from its source to a discharge point such as a well, wetland, spring, or lake. During periods of increased precipitation or thaw, this vast resource is replenished with water moving by gravity through permeable soils which is called a water table system. In some instances, groundwater moves upward to the earth's surface because of pressure created by a confining layer of impervious rock which when penetrated can allow water to flow to the surface is called an artesian system. The availability of groundwater within the Town of Hubbard should be investigated before any development occurs to ensure that negative effects will not develop due to future land use planning errors.

Within Dodge County there are areas that have natural occurring and human influenced well contaminations. According to studies performed by University of Wisconsin-Extension offices, there are multiple types of contamination in Dodge County. One major source of contamination is nitrate. The Town should work with Dodge County to continually monitor the surface and ground water quality and quantity of groundwater usage in the Town.

Environmental Corridors/Sensitive Areas

Environmental corridors are continuous systems of open space that often include environmentally sensitive lands including woodlands, wetlands and habitat areas, natural and cultural resources requiring protection from disturbance and development, and lands needed for open space and recreational use. Environmental corridors serve multiple functions. Protection and preservation of environmental corridors contribute to water quality through reduction of nonpoint source pollution and protection of natural drainage systems. Environmental corridors can also protect and preserve sensitive natural resource areas, such as wetlands, floodplains, woodlands, steep slopes, native grasslands, prairies, prairie savannas, groundwater recharge areas, and other areas that would impair habitat and surface or groundwater quality if disturbed or developed. Map 5-5 identifies environmental corridors and natural limitations for building site development in the Town of Hubbard.

Wildlife Habitat and Recreational Areas

Wildlife habitat can be simply defined as the presence of enough food, cover, and water to sustain a species. The wetland areas of the Town of Hubbard are particularly accommodating to many types of waterfowl, such as geese, ducks, herons, egrets, and swans. The Town of Hubbard is also home to the typical upland animals of southern Wisconsin, including deer, rabbit, fox, raccoon, squirrel, and muskrat.

The Wisconsin Department of Natural Resources identifies State Natural Areas, which are defined as tracts of land in a natural or near natural state and which are managed to serve several purposes including scientific research, teaching of resource management, and preservation of rare native plants and ecological communities. There is large State of Wisconsin Natural Area in the Town of Hubbard called the Sinissippi Public Hunting Grounds and several additional parcels of other public use lands.

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Map 5-4 Floodplains

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Map 5-5 Environmental Corridors

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Hubbard is also home to the largest Brown Bat hibernaculum's in the nation which are located in the old, abandoned iron mines located within the Town.

Threatened and Endangered Species

The Wisconsin Department of Natural Resources (WDNR) lists species as "endangered" when the continued existence of that species as a viable component of the state's wild animals or wild plants is determined to be in jeopardy on the basis of scientific evidence. "Threatened" species are listed when it appears likely based on scientific evidence that the species may become endangered within the foreseeable future. The WDNR also lists species of "special concern" of which some problem of abundance or distribution is suspected but not yet proved; the intent of this classification is to focus attention on certain species before becoming endangered or threatened.

Table 5-1 shows the rare, threatened, and endangered species that may be found in the Town of Hubbard and/or Dodge County.

This table is no longer available. An in-depth website page located at the following location <https://dnr.wi.gov/topic/NHI/Data.asp?tool=county&mode=detail&county=14> gives full information on all species and natural features.

Table 5-1
Rare, Threatened, and Endangered Species, Dodge County

<u>Scientific Name</u>	<u>Common Name</u>	<u>WI Status</u>	<u>Federal Status</u>	<u>Group</u>
<u>Acris blanchardi</u>	Blanchard's Cricket Frog	END		Rare Amphibians
<u>Alasmidonta marginata</u>	Elktoe	SC/P		Rare Mussels and Clams
<u>Alasmidonta viridis</u>	Slippershell Mussel	THR		Rare Mussels and Clams
<u>Anguilla rostrata</u>	American Eel	SC/N		Rare Fishes
<u>Ardea alba</u>	Great Egret	THR		Rare Birds
<u>Bat Hibernaculum</u>	Bat Hibernaculum	SC		Miscellaneous Elements
<u>Bird Rookery</u>	Bird Rookery	SC		Miscellaneous Elements
<u>Boechera dentata</u>	Short's Rock-cress	SC		Rare Plants
<u>Bombus affinis</u>	Rusty Patched Bumble Bee	SC/FL	LE	Rare Ants, Wasps, and Bees
<u>Botaurus lentiginosus</u>	American Bittern	SC/M		Rare Birds
<u>Calcareous fen</u>	Calcareous Fen	NA		Herbaceous Communities - Sedge Meadows, Fens, and Bogs
<u>Centronyx henslowii</u>	Henslow's Sparrow	THR	SOC	Rare Birds
<u>Chlidonias niger</u>	Black Tern	END	SOC	Rare Birds

<u>Scientific Name</u>	<u>Common Name</u>	<u>WI Status</u>	<u>Federal Status</u>	<u>Group</u>
<u>Chlosyne gorgone</u>	Gorgone Checker Spot	SC/N		Rare Butterflies and Moths
<u>Cuscuta glomerata</u>	Rope Dodder	SC		Rare Plants
<u>Cypripedium candidum</u>	White Lady's-slipper	THR		Rare Plants
<u>Emergent marsh</u>	Emergent Marsh	NA		Herbaceous Communities - Marshes
<u>Emydoidea blandingii</u>	Blanding's Turtle	SC/P	SOC	Rare Reptiles
<u>Eptesicus fuscus</u>	Big Brown Bat	THR		Rare Mammals
<u>Etheostoma microperca</u>	Least Darter	SC/N		Rare Fishes
<u>Galium brevipes</u>	Swamp Bedstraw	SC		Rare Plants
<u>Gymnocladus dioicus</u>	Kentucky Coffee-tree	SC		Rare Plants
<u>Herp Hibernaculum</u>	Herp Hibernaculum	SC		Miscellaneous Elements
<u>Himantopus mexicanus</u>	Black-necked Stilt	SC/M		Rare Birds
<u>Hydrastis canadensis</u>	Golden-seal	SC		Rare Plants
<u>Ixobrychus exilis</u>	Least Bittern	SC/M		Rare Birds
<u>Lake--shallow, hard, seepage</u>	Lake--Shallow, Hard, Seepage	NA		Lakes and Ponds
<u>Liodessus cantralli</u>	Cantrall's Bog Beetle	SC/N		Rare Beetles
<u>Luxilus chrysocephalus</u>	Striped Shiner	END		Rare Fishes

<u>Scientific Name</u>	<u>Common Name</u>	<u>WI Status</u>	<u>Federal Status</u>	<u>Group</u>
<u>Lythrurus umbratilis</u>	Redfin Shiner	THR		Rare Fishes
<u>Mesic prairie</u>	Mesic Prairie	NA		Herbaceous Communities - Prairies
<u>Microtus ochrogaster</u>	Prairie Vole	SC/N		Rare Mammals
<u>Moist cliff</u>	Moist Cliff	NA		Primary Habitats - Bedrock Dependent
<u>Moxostoma carinatum</u>	River Redhorse	THR		Rare Fishes
<u>Myotis lucifugus</u>	Little Brown Bat	THR		Rare Mammals
<u>Myotis septentrionalis</u>	Northern Long-eared Bat	THR	LT	Rare Mammals
<u>Northern wet forest</u>	Northern Wet Forest	NA		Northern Forests
<u>Nycticorax</u>	Black-crowned Night-Heron	SC/M		Rare Birds
<u>Perimyotis subflavus</u>	Eastern Pipistrelle	THR		Rare Mammals
<u>Podiceps grisegena</u>	Red-necked Grebe	END		Rare Birds
<u>Poliocitellus franklinii</u>	Franklin's Ground Squirrel	SC/N		Rare Mammals
<u>Ptelea trifoliata ssp. trifoliata var. trifoliata</u>	Wafer-ash	SC		Rare Plants
<u>Rallus elegans</u>	King Rail	SC/M		Rare Birds
<u>Shrub-carr</u>	Shrub-carr	NA		Shrub Communities

<u>Scientific Name</u>	<u>Common Name</u>	<u>WI Status</u>	<u>Federal Status</u>	<u>Group</u>
<u>Southern dry-mesic forest</u>	Southern Dry-mesic Forest	NA		Southern Forests
<u>Southern mesic forest</u>	Southern Mesic Forest	NA		Southern Forests
<u>Southern sedge meadow</u>	Southern Sedge Meadow	NA		Herbaceous Communities - Sedge Meadows, Fens, and Bogs
<u>Springs and spring runs, hard</u>	Springs and Spring Runs, Hard	NA		Springs and Streams
<u>Sterna forsteri</u>	Forster's Tern	END		Rare Birds
<u>Thamnophis butleri</u>	Butler's Gartersnake	SC/H		Rare Reptiles
<u>Thamnophis radix</u>	Plains Gartersnake	SC/H		Rare Reptiles
<u>Venustaconcha ellipsiformis</u>	Ellipse	THR		Rare Mussels and Clams
<u>Vertigo hubrichti</u>	Hubricht's Vertigo	END		Rare Aquatic and Terrestrial Snails
<u>Wet-mesic prairie</u>	Wet-mesic Prairie	NA		Herbaceous Communities - Prairies
<u>Xanthocephalus</u>	Yellow-headed Blackbird	SC/M		Rare Birds

Last revised: April 19, 2019

5.3 Cultural Resources Inventory

Cultural resources include historic places, archeological sites, museums and other community resources, and other places that might be of local cultural significance. Refer to Map 5-6 for the locations of cultural resources in Dodge County, as updated by the Dodge County Land and Resources and Parks Department.

State and National Register of Historic Places

The National Register of Historic Places recognizes properties of local, state, and national significance. Properties are listed in the National Register because of their associations with significant persons or events, because they contain important information about our history or prehistory, or because of their architectural or engineering significance. The National Register also lists important groupings of properties as historic districts. In addition, the National Park Service highlights properties that have significance to the nation as a whole by assigning them the status of National Historic Landmark.

The Wisconsin State Register of Historic Places parallels the National Register. However, it is designed to enable state-level historic preservation protection and benefits. Most of the properties in Wisconsin listed in the National Register are also listed in the State Register.

There are no sites in the Town of Hubbard that are listed on the State or National Register.

Wisconsin Architecture & History Inventory

The Wisconsin Architecture & History Inventory (AHI) provided by the Wisconsin Historical Society lists historical and architectural information on properties in Wisconsin. The AHI contains data on buildings, structures, and objects that illustrate Wisconsin's unique history. The majority of properties listed are privately owned. Listed properties convey no special status, rights, or benefits. These sites should be periodically reviewed for possible designation on state or national registers.

According to the AHI, the Town of Hubbard has thirty-three sites on the Wisconsin Architecture & History Inventory.

The link below will send you to the Wisconsin Architecture & History Inventory web site.

<https://www.wisconsinhistory.org/Records?&facets=CATEGORIES%3a%22Architecture+and+History+Inventory%22%2cCounty%3a%22Dodge%22%2cCommunity%3a%22Hubbard%22&more=County,Community>

Community Design

Community design as a cultural resource helps explain the origins and history of how a given community looks, feels, and functions in the present day. Components of the origin of community design include historic settlement patterns, resource use (like mining, farming, and forestry) in rural areas, the industries and businesses that influenced urban areas, transportation features and traffic flow patterns, natural features like rivers, lakes, and wetlands, and the heritage and values of the people who lived in a community in the past and who live there today. These factors might be expressed through street layout, building architecture, landscaping, preservation of natural features, development density, and other components of development design. The design of a community as seen today might also be influenced by community decisions including the use of zoning and subdivision controls, the establishment of parks and

other community facilities, the use of historic preservation, and in some cases, the use of land use planning.

Citizens of Dodge County tend to describe the present design of their communities as being tied to “rural character” or “small Town atmosphere.” Generally, Dodge County’s Towns identify with the concept of rural character, while the villages and cities tend to identify more with the concept of small-Town atmosphere. With a focus on the positive aspects of community design, Dodge County further defines rural character to include scenic beauty, a variety of landscapes, curved roads, attractive design of buildings and landscaping, undeveloped lands, farms, small businesses, and quiet enjoyment of these surroundings. Dodge County further defines small-Town atmosphere to include attractive community entrances, vital downtowns, community culture and events, and the aspects of rural character which surround its small cities and villages.

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Map 5-6 Historical, Cultural and Archaeological Resources

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5.4 Agricultural, Natural, and Cultural Resources Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long-term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1. Maintain the viability, operational efficiency, and productivity of the Town's agricultural resources for current and future generations.

Objectives

- 1.a. Protect productive farmland from fragmentation and conflicts with non-agricultural uses.
- 1.b. Protect the investments made, in both public infrastructure (roads) and private lands and improvements, that support the agriculture industry.
- 1.c. Increase awareness relative to the importance of protecting the viability of the local agricultural industry.
- 1.d. Strive to reduce the rate of productive farmland being converted to non-agricultural development by restricting development to non-productive or marginally-productive soils.
- 1.e. Develop an ordinance that prohibits the development and operation of "puppy-mills" in the Town of Hubbard.
- 1.f. Develop ordinance language that allows for the building of a shed on agricultural land prior to the building of a home on the same site. The purpose of which is for only agricultural uses.

Goal 2. Balance future development with the protection of natural resources.

Objectives

- 2.a. Consider the potential impacts of development proposals on groundwater quality and quantity, surface water quality, open space, wildlife habitat, and woodlands.
- 2.b. Direct future growth away from wetlands, floodplains, steep slopes, and areas of exposed bedrock.
- 2.c. Promote the utilization of public and non-profit resource conservation and protection programs such as Managed Forest Law (MFL), Conservation Reserve Program (CRP) and conservation easements.
- 2.d. Decrease sources of non-point source water pollution.
- 2.e. Require the preservation of natural buffers and building of natural buffers and setbacks between intensive land uses and surface water features (this should be added to the zoning ordinances).

Goal 3. Preserve open space areas and woodlands for the purpose of protecting related natural resources including wildlife habitat, wetlands and water quality.

Objectives

- 3.a. Manage growth to protect large, interconnected open space corridors.
- 3.b. Manage growth to protect small, isolated open spaces with aesthetic qualities that contribute to community character.
- 3.c. Conserve large contiguous wooded tracts in order to reduce forest fragmentation and maximize woodland interiors.

Goal 4. Preserve rural character as defined by scenic beauty, a variety of landscapes, attractive design of buildings and landscaping, underdeveloped lands, farms, small businesses and quiet enjoyment of these surroundings.

Objectives

- 4.a. Consider the potential impacts of development proposals on those features that the Town values as a part of its character and identity.
- 4.b. Discourage rural blight including the accumulation of junk vehicles, poorly maintained properties, and roadside litter.
- 4.c. Encourage efforts that promote the history, culture, and heritage of the Town.

5.5 Agricultural, Natural, and Cultural Resources Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the Town is concerned about. Policies and recommendations become primary tools the Town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The Town’s policies are stated in the form of position statements (Town Position), directives to the Town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the Town should be prepared to complete. The completion of these actions and projects is consistent with the Town’s policies, and therefore will help the Town fulfill the comprehensive plan goals and objectives.

Policies: Development Review Criteria

- ANC1 The rezoning of property out of the GA: General Agricultural District shall be discouraged (Source: Strategy ANC1).
- ANC2 Major land divisions shall not be permitted in areas not served by a sanitary sewage district or agricultural zoning districts (Source: Strategy ANC1, ANC2, LU1).
- ANC3 New non-farm residential development should be placed on the landscape in a fashion that preserves productive farmland, reduces farmland fragmentation, and prevents conflicts between agricultural and residential land uses (Source: Strategy ANC1, ANC2, ANC3, ANC5, LU2).
- ANC4 New non-farm residential development should not be placed on lands that are currently cropped, are enrolled CRP, or contain class I or II prime agricultural sales (Source: Strategy ANC1, ANC3, ANC5, LU2).
- ANC5 New development should be placed on the landscape in a fashion that minimizes potential negative impacts to natural resources and rural character such as shoreline areas, farmlands, locally significant landmarks, historical sites, wetlands, floodplains, wildlife habitat, woodlands, existing vegetation, aesthetically pleasing landscapes, and existing topography (Source: Strategy ANC4, ANC5, LU2).
- ANC6 Development occurring within or near natural resources should incorporate those resources into the development rather than harm or destroy them (Source: Strategy ANC4, ANC5, LU2).

Recommendations

- ◆ Continue to use the right-to-farm statement on land divisions (Source: Strategy ANC2).
- ◆ Encourage the enrollment of private lands into local, state, and federal resource protection programs (Source: Strategy ANC4).
- ◆ Work with Dodge County to modify county zoning and land division ordinances to better protect the right to farm (Source: Strategy ANC2).
- ◆ Utilize site planning, limits of disturbance regulations, and a maximum residential lot size to preserve agricultural lands (Source: Strategy ANC1, LU2).
- ◆ Conduct a community survey of historical and archeological resources at least once every 20 years (Source: Strategy ANC8).

5.6 Agriculture, Natural, and Cultural Resources Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

Wisconsin ch. NR 135 – Notification to Nonmetallic Resource Owners

This Chapter amends portions of the Wisconsin Comprehensive Planning Law to increase communication and notification of local planning with owners of nonmetallic mineral sites. Public participation procedures must now include written procedures describing the methods the local government will use to distribute proposed, alternative, or amended elements of a plan to owners of property, or to persons who have a leasehold interest in property, which may extract nonmetallic mineral resources on the property. This is only required if the comprehensive plan changes the allowable use or intensity of use of the given property. Wisconsin Ch. NR 135 also added provisions to the Comprehensive Planning Law detailing that prior to a public hearing written notice shall be provided to property owners or operators with an interest in nonmetallic mineral resources. Public health, safety and welfare. All nonmetallic mining sites shall be reclaimed in a manner so as to comply with federal, state and local regulations governing public health, safety and welfare.

Wisconsin Historical Society, Office of Preservation Planning (OPP)

Whether you need information concerning state or federal laws and regulations that may be applicable in your case, whether you need information on grassroots strategies for preserving and protecting historic properties, or whether you need information on how you may protect and preserve your own historic property the Office of Preservation Planning of the Wisconsin Historical Society can assist. The Wisconsin State Historic Preservation Office brings together our partners every ten years to develop a Statewide Historic Preservation Plan to establish the vision, goals and objectives for the next decade of preservation in Wisconsin. We are currently inviting our preservation stakeholders and the public to participate in the planning process through surveys, webinars, meetings and interviews. The current Wisconsin Historic Preservation Plan for 2006-2015 presents achievable goals and objectives to protect and enhance our state's cultural resources. You can download the full document that shares our vision for the future of Wisconsin's archaeological, historical, and architectural resources or read a summary of the plan's goals in the PDF documents below.

<https://www.wisconsinhistory.org/Records/Article/CS4387>

Wisconsin Farmland Preservation Program

The purpose of the program is to help preserve farmland through local planning and zoning, promote soil and water conservation, and provides tax relief to participating farmers. Farmers qualify if their land is zoned or if they sign an agreement to use their land exclusively for agricultural purposes. Contact: County Land Conservation Department, Wisconsin Department of Agriculture, or Dodge County Planning and Development Department. Landowners meeting soil and water conservation standards can become eligible to claim an income tax credit once certified by the County which they reside in.

Conservation Reserve Program (CRP)

Purpose is to reduce erosion, increase wildlife habitat, improve water quality, and increase forest land. Landowner sets aside cropland with annual rental payments based on amount bid. Practices include tree planting, grass cover, small wetland restoration, prairie and oak savannah

restoration, and others. Eligibility varies by soil type and crop history. Land is accepted into program if bid qualifies. Continuous sign-up is open for buffers, waterways and environmental practices. Periodic sign-ups announced throughout the year for other practices. Public access not required. Contact: USDA Natural Resources Conservation Service or Farm Service Agency, or County Land Conservation Department.

What is the Conservation Reserve Program (CRP)?



The Conservation Reserve Program (CRP) is a land conservation program administered by the Farm Service Agency (FSA). In exchange for a yearly rental payment, farmers enrolled in the program agree to remove environmentally sensitive land from agricultural production and plant species that will improve environmental health and quality. Contracts for land enrolled in CRP are 10-15 years in length. The long-term goal of the program is to re-establish valuable land cover to help improve water quality, prevent soil erosion, and reduce loss of wildlife habitat. If you would like to watch an informational video on CRP, please click here.

https://www.nrcs.usda.gov/Internet/NRCS_RCA/reports/fb08_cp_crp.html

Why is CRP important?

Signed into law by President Ronald Reagan in 1985, CRP is the largest private-lands conservation program in the United States. Thanks to voluntary participation by farmers and land owners, CRP has improved water quality, reduced soil erosion, and increased habitat for endangered and threatened species.

Wisconsin Glacial Habitat Program

This program focuses on establishing a patchwork of restored wetlands and grasslands in combination with croplands to provide all of the elements necessary for the life cycle of waterfowl, wild pheasants and non-game songbirds. The goals of the program are to establish 38,600 acres of permanent grassland nesting cover and restore 11,000 acres of wetlands within Columbia, Dodge, Fond du Lac and Winnebago Counties. In order to achieve these goals, the DNR is purchasing, as well as securing perpetual easements, on properties ranging in size from 10 acres up to a few hundred acres. Only those properties purchased by the state become public property and are open to public hunting. In addition, habitat restoration activities are funded through license fees as well as pheasant, turkey and waterfowl stamp accounts. Federal sources of funding are also utilized heavily including Pittman-Robertson Funds and North American Wetland Conservation Act (NAWCA) grants. Besides these public sources of funding, numerous local and state conservation organizations and private donors contribute financially to the success of the GHRA habitat objectives.

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6 Economic Development

6.1 Economic Development Plan

Economic development planning is the process by which a community organizes, analyzes, plans, and then applies its energies to the tasks of improving the economic well-being and quality of life for those in the community. Potential issues and opportunities in the Town of Hubbard related to economic development include enhancing the community's competitiveness for attracting and retaining businesses, establishing commercial and industrial development policies, encouraging long term thinking and investing, creating jobs, increasing wages, enhancing worker training, and improving overall quality of life. All of these issues affect residents of the Town of Hubbard and are addressed directly or indirectly in the comprehensive plan.

The reason to plan for economic development is straight-forward. Economic development provides income for individuals, households, farms, businesses, and units of government. It requires working together to maintain a strong economy by creating and retaining desirable jobs which provide a good standard of living for individuals. Increased personal income and wealth increases the tax base, so a community can provide the level of services residents expect. A balanced, healthy economy is essential for community well-being. Well planned economic development expenditures are a community investment. They leverage new growth and redevelopment to improve the area. Influencing and investing in the process of economic development allows community members to determine future direction and guide appropriate types of development according to their values.

Successful plans for economic development acknowledge the importance of:

- ◆ Knowing the region's economic function in the global economy
- ◆ Creating and maintaining a skilled and educated workforce
- ◆ Investing in an infrastructure for innovation
- ◆ Creating a great quality of life
- ◆ Fostering an innovative business climate
- ◆ Increased use of technology and cooperation to increase government efficiency
- ◆ Taking regional governance and collaboration seriously

The Town of Hubbard's plan for economic development relies heavily on a desire to preserve its agricultural and recreational base. The Town plays a critical role in the agricultural economy by providing the land base to support efficient agricultural production and a critical mass of farms to support the array of local agricultural support businesses and institutions. These support businesses and institutions include implement dealers, feed and seed suppliers, equipment suppliers, financial institutions, livestock breeders, business consultants, milk processors, vegetable processors, trucking and rail transport, educational institutions, and many others. This combination of factors makes agriculture a basic industry in the local and regional economy, meaning that dollars produced directly by farms have a multiplier effect benefiting many other related businesses and industries. The rural nature of the Town of Hubbard has created an increase in new residents seeking to access the area's recreational opportunities and rural quality of life.

Non-farm employment, business development, and other economic opportunities are primarily provided by the surrounding urban areas. The Town recognizes that almost half of its residents are employed in either manufacturing, retail trade, and education, health, or social services. While the bulk of these jobs are located outside of the Town, the Town can serve a critical role in providing quality, affordable places to live, which is a critical component of regional economic development.

As economic development takes place, it is the Town's desire to retain its rural character and quality of life. A primary concern in this area is that any new business development utilizes high quality building and site design that preserve the aesthetics and rural character of the Town. The Town's *Economic Development* policies and recommendations provide guidance for creating a system of site and architectural design review for this purpose.

6.2 Economic Characteristics

Employment by Industrial Sector

Employment by industry within an area illustrates the structure of the economy. Historically, Dodge County has had a high concentration of employment in the manufacturing and agricultural sectors of the economy. Recent state and national trends indicate a decreasing concentration of employment in the manufacturing sector while employment within the services sector is increasing. This trend is partly attributed to the aging of the population.

Table 6-1 displays the number and percent of employed persons by industry group in the Town of Hubbard and Dodge County for 2017.

Table 6-1
Employment by Industrial Sector,
Town of Hubbard and Dodge County 2017

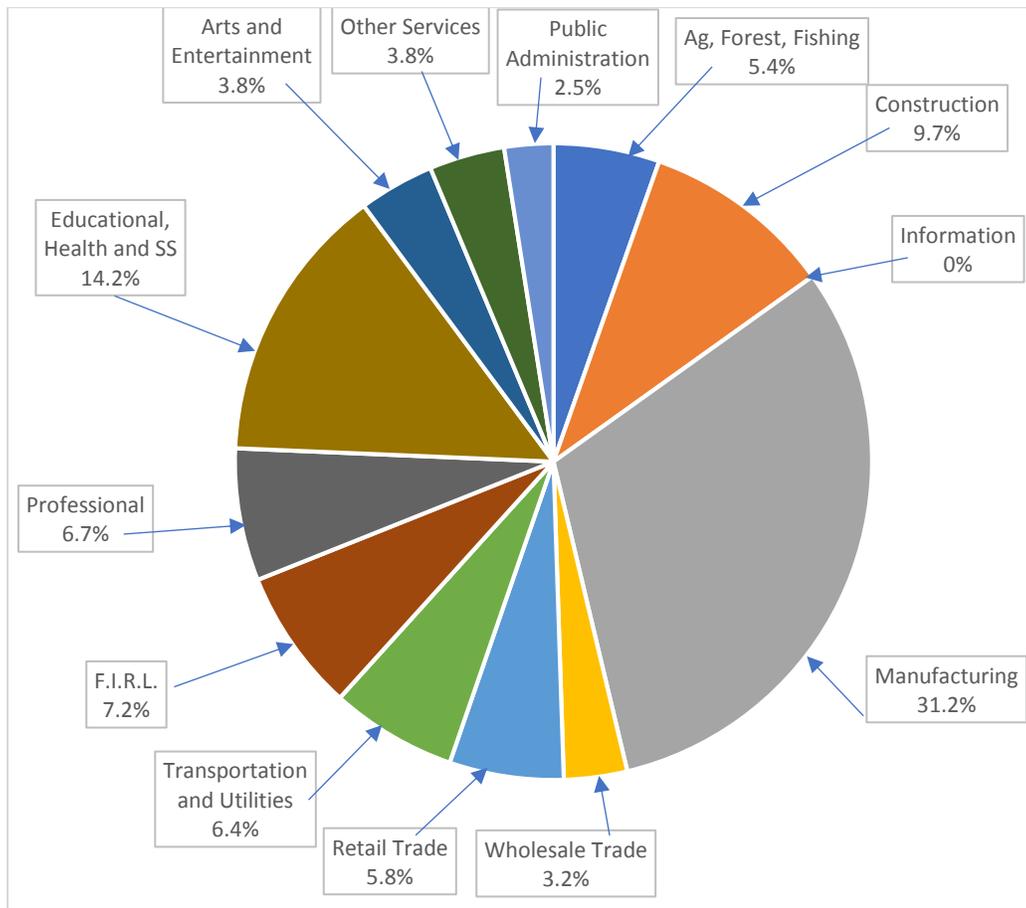
Industry	Town of Hubbard		Dodge County	
	Number	% of Total	Number	% of Total
Agriculture, forestry, fishing and hunting, and mining:	52	5.4%	1,666	3.8%
Construction	94	9.7%	3,232	7.3%
Manufacturing	301	31.2%	12,226	27.7%
Wholesale trade	31	3.2%	1,048	2.4%
Retail trade	56	5.8%	4,991	11.3%
Transportation and warehousing, and utilities	62	6.4%	1,925	4.4%
Information	0	0.0%	673	1.5%
Finance and insurance, and real estate and rental and leasing:	70	7.2%	1,643	3.7%

Professional, scientific, and management, and administrative and waste management services:	65	6.7%	2,497	5.7%
Educational services, and health care and social assistance:	137	14.2%	8,047	18.3%
Arts, entertainment, and recreation, and accommodation and food services:	37	3.8%	2,611	5.9%
Other services, except public administration	37	3.8%	1,835	4.2%
Public administration	24	2.5%	1,669	3.8%
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Total Employed 16 years and over	966	100.0%	44,063	100.0%

Source; US Bureau of Census, 2017 Table S2403: INDUSTRY BY SEX FOR THE CIVILIAN EMPLOYED POPULATION 16 YEARS AND OVER

The manufacturing sector supplied the most jobs (31.2%) and education, health and social services provided the second most jobs (14.2%) in the Town of Hubbard. The greatest percentage of employment for the county was also in the manufacturing sector (27.7%), followed by the educational, health, and social services (18.3%). The agricultural, forestry, fishing and hunting, and mining sector provided 3.8% of the employment by industry in the county. The Town of Hubbard claimed 5.4% of employment in this sector reflecting significantly higher percentage than the County.

**Figure 6-1
Employment by Industry, Town of Hubbard, 2017**



Employment by Occupation

The previous section, Employment by Industry, described employment by the type of business, industry, or sector of commerce. What people do, or what their occupation is within those sectors, can also reveal factors that influence incomes and overall employment. Table 6-2 displays the number and percent of employed persons by occupation in the Town of Hubbard and Dodge County for 2017.

Table 6-2
Employment by Occupation, Town of Hubbard
and Dodge County, 2017

Occupation	Town of Hubbard		Dodge County	
	Number	% of Total	Number	% of Total
Management, business, science and arts occupations	274	28.4%	11,581	26.3%
Service occupations	82	8.5%	7,082	16.1%
Sales and office occupations	185	19.2%	9,316	21.1%
Farming, fishing, and forestry occupations	7	0.7%	612	1.4%
Construction and extraction occupations and Maintenance Occupations	139	14.4%	4,182	9.5%
Production, transportation and material moving occupations:	279	28.9%	11,290	25.6%
Total	966	100.0%	44,063	100.0%

Source; US Bureau of Census, 2017 Table S2401: OCCUPATION BY SEX FOR THE CIVILIAN EMPLOYED POPULATION 16 YEARS AND OVER

The occupation with the greatest percentage of employment in Town of Hubbard was in production, transportation, and material moving occupations, accounting for 28.9% of total employment. Management, business, science and arts occupations accounted for 28.4% of the employment by occupation in the Town of Hubbard, this area was the second highest area of employment. The next highest area of employment was in the area of Sales and office occupations with 19.2%. The county had the highest area of employment in the Management, business, science and arts occupation with 26.3%, followed by Production, transportation and material moving occupation with 25.6% and Sales and office occupation with 21.1%.

Income

Table 6-3 displays the 2017 household income and median household income for the Town of Hubbard and Dodge County as reported by the 2017 Census.

**Table 6-3
Household Income, Town of Hubbard and Dodge County, 2017**

	Town of Hubbard		Dodge County	
	Number	% of Total	Number	% of Total
Less than \$10,000	13	1.9%	1,338	3.9%
\$10,000 to \$14,999	13	1.9%	1,427	4.2%
\$15,000 to \$24,999	42	6.3%	3,398	10.0%
\$25,000 to \$34,999	59	8.8%	3,702	10.9%
\$35,000 to \$49,999	82	12.3%	5,309	15.6%
\$50,000 to \$74,999	136	20.3%	6,934	20.4%
\$75,000 to \$99,999	101	15.1%	5,595	16.5%
\$100,000 to \$149,999	186	27.8%	4,784	14.1%
\$150,000 to \$199,999	16	2.4%	888	2.6%
\$200,000 or more	21	3.1%	612	1.8%
Total households	669	100.0%	33,987	100.0%
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Median household income (dollars)	\$74,250		\$56,038	

Source; US Bureau of Census, 2017 Table DP03 Selected Economic Characteristics

The highest percentage (27.8%) of residents in the Town of Hubbard had a household income between \$100,000 to \$149,999. The next largest percentage (20.3%) of household income was \$50,000 to \$74,999. Approximately 33.3% of the households in the Town had a household income of \$100,000 or greater; this is significantly higher than the county’s rate of 18.5%. The median household income for the Town of Hubbard was \$74,250. The median income for Dodge County was much lower at \$56,038.

Educational Attainment

Table 6-4 indicates the education levels for the Town of Hubbard and Dodge County.

Table 6-4
Educational Attainment, Town of Hubbard and Dodge County, 2017

Attainment Level	Town of Hubbard		Dodge County	
	Number	% of Total	Number	% of Total
Less than 9th grade	59	4.5%	1,804	2.9%
9th to 12th grade, no diploma	56	4.3%	4,557	7.2%
High school graduate (includes equivalency)	591	44.9%	25,823	41.0%
Some college, no degree	173	13.1%	13,799	21.9%
Associate's degree	175	13.3%	6,876	10.9%
Bachelor's degree	205	15.6%	7,115	11.3%
Graduate or professional degree	57	4.3%	3,037	4.8%
Total Population 25 and over	1,316	100.0%	63,011	100.0%

Source; US Bureau of Census, 2017 Table S1501 Selected Educational Attainment

Approximately 44.9% of Hubbard residents have attained a high school level education, comparable to the 41% in Dodge County with the same education level. The second largest percentage (15.6%) of education attainment in the Town of Hubbard are those with a Bachelor's degree. The County's percent of Bachelor's degrees is 11.3% which is much lower. The category of some college, no degree and Associate's degree are both just over 13% for both categories. The county has a much higher percentage of people with some college, no degree at 21.9% and Associates degree attainment is lower than the Town with 11.3%.

6.3 Employment Forecast

An important feature of determining the economic health and future of Dodge County and its communities is to determine the amounts and types of jobs currently available as well as to make predictions. Dodge County has unique economic features as well as similarities to the region in which it is located. The county not only has ties locally, but statewide and nationwide. Trends that occur in the United State or internationally affect the State of Wisconsin and eventually trickle down to local level economies.

The services sector will be the job growth leader, spurred on by the aging of Wisconsin's population, technological innovations in health services and computer services, and continued

outsourcing of business functions. Over 70% of the new jobs in the services sector will be in health, business, educational, or social services. Another sector expected to add numerous jobs is retail trade. This increase is expected due to population and tourism growth, and the likelihood that people will continue to prepare fewer meals at home.

6.4 Strengths and Weaknesses Analysis

A determination of the strengths and weaknesses of the Town of Hubbard and its economy provide some initial direction for future economic development planning. Strengths should be promoted, and new development that fits well with these features should be encouraged. Weaknesses should be improved upon or further analyzed, and new development that would exacerbate weaknesses should be discouraged. The economic strengths and weaknesses of the Town are as follows:

Strengths

- ◆ Controlled development
- ◆ Rural atmosphere
- ◆ Proximity to State Highway 67, STH 33, and STH 28 corridors
- ◆ Recreational opportunities and natural resources
- ◆ Lake Sinissippi access
- ◆ Commercial development opportunities
- ◆ Good Town government
- ◆ Diverse agricultural background, economically diverse
- ◆ Easy access to metropolitan areas – Madison, Milwaukee and the Fox Cities
- ◆ Railroad access within Town
- ◆ Low taxes
- ◆ Cell phone and high-speed internet access is available
- ◆ Strong county manufacturing industry
- ◆ Tourism industry
- ◆ Dairy industry, cash grain production and beef operations
- ◆ Strong County zoning
- ◆ Land use and minimal land divisions for development

Weaknesses

- ◆ Mandates from state and federal governments effect on Town
- ◆ Residential growth pressures effects future of farm land
- ◆ Decreasing enrollment in schools increases tax burden
- ◆ Border/Annexation issues with Iron Ridge and Horicon
- ◆ Aging population, effects on land ownership, and Town government
- ◆ Managing commercial development along Highway corridors
- ◆ Increase in recreational demands is creating conflicts with some recreational uses
- ◆ Lack of available employment opportunities for college graduates

6.5 Desired Business and Industry

Similar to most communities, the Town of Hubbard would welcome most economic opportunities that do not sacrifice community character or require a disproportionate level of community services per taxes gained. The categories or particular types of new businesses and industries that are desired by the community are generally described in the goals, objectives, and policies, and more specifically with the following. Desired types of business and industry in the Town of Hubbard include, but are not necessarily limited to:

- ◆ Business and industry that retain the rural character of the community.
- ◆ Business and industry that utilize high quality and attractive building and landscape design.
- ◆ Home based businesses that blend in with residential land use and do not harm the surrounding neighborhood.
- ◆ Business and industry that fill a unique niche in the Town and complement the rural nature.
- ◆ Business and industry that capitalize on community strengths.
- ◆ Business and industry that do not exacerbate community weaknesses.
- ◆ Business and industry that utilize local workforce personnel and local goods for service.
- ◆ Business and industry that generate high quality and long-term jobs with adequate pay for industry services.

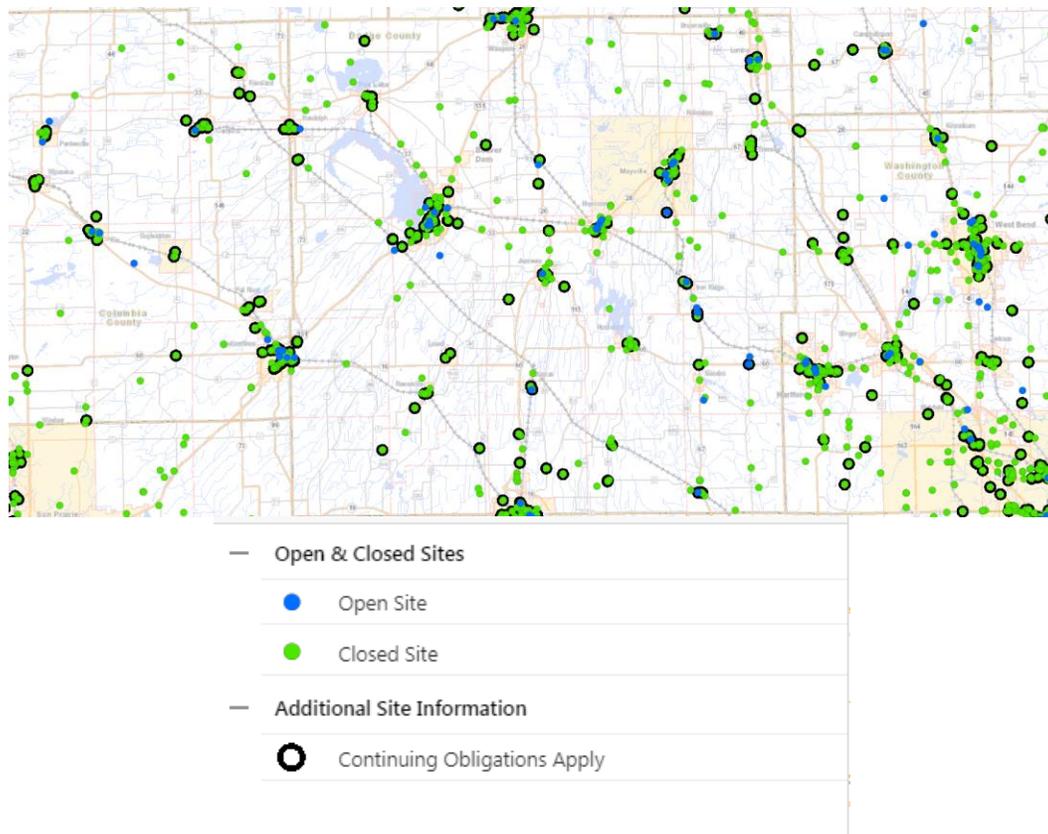
6.6 Sites for Business and Industrial Development

Sites for business and industrial development are detailed on the Future Land Use map (Map 8-3) for the Town of Hubbard, but generally follow the main highway arterials. It is the Town's desire that most future business development be directed to areas designated as Commercial or Industrial on the Future Land Use map. For further detail on the supply and demand of commercial and industrial land, refer to Section 8.3 of the *Land Use* element.

Environmentally Contaminated Sites for Commercial or Industrial Use

The Environmental Protection Agency (EPA) and the Wisconsin Department of Natural Resources (WDNR) encourage the clean-up and use of environmentally contaminated sites for commercial and industrial use. The WDNR has created the Bureau for Remediation and Redevelopment Tracking System (BRRTS) which identifies environmentally contaminated sites for communities in Wisconsin.

Figure 6-2
WDNR BRRTS Environmentally Contaminated Sites in Dodge County



According to the BRRTS database, there are 69 environmentally contaminated sites in Dodge County which are in need of further clean-up or where clean-up is in process. In the Town of Hubbard only one site was identified. The site is identified as not needing any action and the case is considered closed. For more information on the BRRTS database visit the WDNR website under the Remediation and Redevelopment Program.

<https://dnr.wi.gov/topic/Brownfields/botw.html>

6.7 Economic Development Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1. Maintain, enhance, and diversify the economy consistent with other community goals and objectives in order to provide a stable economic base.

- 1.a. Maintain and support agriculture, tourism, and related support services as strong components of the local economy.

- 1.b. Accommodate home-based businesses that do not significantly increase noise, traffic, odors, lighting, or would otherwise negatively impact the surrounding area.
- 1.c. Encourage efforts that distinguish and promote features unique to the Town.
- 1.d. Support business retention, expansion, and recruitment efforts that are consistent with the Town’s comprehensive plan.
- 1.e. Support local employment of area citizens.

6.8 Economic Development Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the Town is concerned about. Policies and recommendations become primary tools the Town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The Town’s policies are stated in the form of position statements (Town Position), directives to the Town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the Town should be prepared to complete. The completion of these actions and projects is consistent with the Town’s policies, and therefore will help the Town fulfill the comprehensive plan goals and objectives.

Policies: Town Position

ED1 Agriculture shall be the preferred economic base of the Town (Source: Strategy ANC2).

Policies: Town Directive

ED2 The Town should pursue the development of a more detailed plan for land use, infrastructure, and economic development along the Highway 67 and 33 corridors as dictated by growth in the future (Source: Strategy T5).

Policies: Development Review Criteria

ED3 Large, bulky, box-like commercial structures should be avoided (Source: Strategy ED3).

ED4 New commercial and industrial development should employ site and building designs that include:

- ♦ Attractive signage and building architecture

- ◆ Shared highway access points
- ◆ Screened parking and loading areas
- ◆ Screened mechanicals
- ◆ Landscaping, including trees to break up large parking lots
- ◆ Lighting that does not spill over to adjacent properties
- ◆ Efficient traffic and pedestrian flow (Source: Strategy ED3).

Recommendations

- ◆ Establish requirements for site plan and design review approval of proposed commercial, industrial, and multi-family residential developments (Source: Strategy ED3).
- ◆ Create a site and Zoning ordinance (Adopted - October 1, 2010 and revised January 26, 2015) that protects and enhances the visual quality of the Town and establishes the desired characteristics of building layout and architecture, parking areas, green space and landscaping, lighting, signage, grading, driveway access, and internal traffic circulation. Seek public input on the establishment of these desired characteristics (Source: Strategy ED3).

6.9 Economic Development Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

University of Wisconsin Extension – Dodge County

The purpose of the Community Resource Development Program (CRD), within the Dodge County UW-Extension, is to strengthen the ability of citizens, community and business leaders, and local government officials to identify and resolve crucial community needs and issues in three broad, interrelated areas--communities, natural resources, and economic development. For more information contact the Dodge County Extension office.

Dodge County Economic Development Revolving Loan Program

The Dodge County Land Resources and Parks Department operates a revolving loan program for local businesses and industry. The Revolving Loan Fund program provides low-interest loans for proposed projects that will create new jobs, help businesses maintain or expand existing operations, and advance the county's economic development goals and objectives. The Fund is intended to provide financial incentive for business and industries to invest in their own growth by providing "leverage". The funds, therefore, are meant to serve an important, secondary role to the private financing available. For further information contact the Dodge County Land Resources and Parks Department. Resolution 97-110 was adopted in March of 2019 to establish a Revolving Loan Advisory Committee for the purpose of management and administration of the Dodge County Revolving Loan Fund which exceeded \$1,500,000.

Dodge County Business Retention Program

The Dodge County Land Resources and Parks Department assists businesses in obtaining grant funding for business expansion and development. Activities that the grant money may be spent

on include: feasibility studies, market research, attorney and accountant fees, business planning, engineering studies, developing training programs, and other required services.

Wisconsin Agricultural Development Zone Program

An Agricultural Development Zone has been established in five south central Wisconsin counties, including Dodge County. Agricultural related businesses are eligible for tax credits that can be applied against their state income tax liability. These credits are based on the number of new jobs that you create, the wage level, and the benefit package that you offer. Businesses may also be eligible for a 3% capital investment credit for real and personal property and a credit equal to 50% of your eligible environmental remediation costs.

Community Development Block Grant for Economic Development (CDBG-ED)

The CDBG-ED program was designed to assist businesses that will invest private funds and create jobs for individuals with low to moderate incomes. Eligible projects include: business loans to expand facilities or purchase equipment, specialize employee training or business infrastructure projects. The Wisconsin Department of Administration awards the funds to a general-purpose unit of government (community) which then loans the funds to a business. When the business repays the loan, the community may retain the funds to capitalize a local revolving loan fund. This fund can then be utilized to finance additional economic development projects within the community. For more information contact the Wisconsin Department of Commerce.

<https://doa.wi.gov/Pages/LocalGovtsGrants/CDBGEconomicDevelopmentProgram.aspx>

USDA, Wisconsin Rural Development Programs

The Wisconsin Rural Development Program has many services that are available to rural communities and their residents. Some programs and services available include: community development programs, business and community programs, rural housing and utilities services, and community facility programs. For more information contact Wisconsin Rural Development at the following website.

<https://www.rd.usda.gov/wi>

Key Programs

Single Family Housing Direct Home Loans in Wisconsin

Single Family Housing Repair Loans & Grants in Wisconsin

Single Family Housing Guaranteed Loan Program in Wisconsin

Community Facilities Direct Loan & Grant Program in Wisconsin

Water & Waste Disposal Loan & Grant Program in Wisconsin

Business & Industry Loan Guarantees in Wisconsin

Rural Business Development Grants in Wisconsin

Multi-Family Housing Loan Guarantees in Wisconsin

Rural Energy for America Program Renewable Energy Systems & Energy Efficiency

Improvement Loans & Grants in Wisconsin

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7 Intergovernmental Cooperation

7.1 Intergovernmental Cooperation Plan

The Town of Hubbard utilizes cooperative road maintenance agreements with the Town of Herman, WilliamsTown, Oak Grove and Hustisford and fire protection service districts, assisted by Horicon, Hustisford, Iron Ridge/Neosho/Woodland and Juneau. Dodge County and its communities have a long history of intergovernmental cooperation with all of the 24 Townships. As social, economic, and geographic pressures affect change in the Town of Hubbard, the community will increasingly look to cooperative strategies for creative and cost-effective solutions to the problems of providing public services and facilities.

Intergovernmental cooperation is any arrangement by which officials of two or more jurisdictions coordinate plans, policies, and programs to address and resolve issues of mutual interest. It can be as simple as communicating and sharing information, or it can involve entering into formal intergovernmental agreements to share resources such as equipment, buildings, staff, and revenue. Intergovernmental cooperation can even involve consolidating services, consolidating jurisdictions, modifying community boundaries, or transferring territory.

The Town of Hubbard's plan for intergovernmental cooperation is to continue to communicate with neighboring units of government and to continue to utilize cooperative relationships for the provision of community facilities and services. Since the Town provides so few services directly to its residents, the continued use of cooperative solutions will be essential in achieving its overall strategy of providing high quality services while managing the tax burden on Town property owners. The Town plans to maintain its existing intergovernmental agreements and to regularly evaluate their effectiveness.

The Town maintains working relationships with a variety of other units of government. The Town's relationship with the City of Horicon and Village of Iron Ridge is generally good and has not been complicated by boundary issues. Annexation by the City and Village is of some concern as Horicon continues to grow and the need for sanitary sewer grows around the Lake Sinissippi area. Land division issues and technical process issues on road re-paving were identified as a key issue during the planning process (refer to the Issues and Opportunities element). Implementation of the Town's plan depends in part on Dodge County, so the Town will continue to work toward improving this relationship.

7.2 Inventory of Existing Intergovernmental Agreements

The following intergovernmental agreements apply to the Town.

- ◆ The Town maintains a fire protection and emergency service agreements with the Horicon, Hustisford, Iron Ridge/Neosho/Woodland and Juneau Fire Departments.
- ◆ Dodge County provides administration of the Towns State Voter Registration System (SVRS) through an agreement with the Town.

- ◆ The Town of Hubbard maintains agreements with Horicon, Juneau and Mayville Ambulance services.
- ◆ Dodge County Planning and Zoning provides assistance to the Town for review of major land development and staff reports as necessary.
- ◆ The Town maintains informal agreements with neighboring municipalities for shared road plowing and maintenance. These agreements are with the Towns of Herman, Town of WilliamsTown, Oak Grove, Village of Kekoskee and Hustisford.

7.3 Analysis of Intergovernmental Relationships

Siting and Building Public Facilities

Sharing Public Services

In addition to the arrangements described in Section 7.2, the County Highway Department maintains the county highway system, a public service all county citizens utilize. The county Highway Department also installs driveway culverts and road name signs for those Towns that choose to pay for such an additional service.

The Dodge County Sheriff's Department provides police protection to the Town of Hubbard, as well as most other municipalities in the county. The Town of Hubbard does provide a Constable for animal control.

Public sanitary sewer service is not provided by the Town of Hubbard. However, certain areas of the Town are located in Herman Sanitary District #1, Hubbard Sanitary District #2 and Hustisford/Hubbard Sanitary District #1 and they provide sanitary sewer service to the properties in their respective districts. The boundaries for the Sanitary Districts are shown on Map 4-8.

Region

The Town of Hubbard is located in the south-central region of the State of Wisconsin. The Town is located in the east central portion of Dodge County. Dodge County and the Town of Hubbard are not part of a regional planning commission. Therefore, the Town's relationship with the region is quite limited as there is no regional entity with which the Town may be involved.

State

The Town of Hubbard's relationship with the State of Wisconsin mainly involves state aids for local roads and the administering of various state mandates to Towns.

School Districts

Portions of the Town of Hubbard are located in, and served by, the following school districts: Dodgeland, Hartford Union High School, Horicon, Hustisford High School, Mayville and Herman-Neosho-Rubicon School. There is also one private school located in the Town of Hubbard, Hilltop Christian Academy. Partnership between the Town and local schools is limited, but there are opportunities for the use of school athletic facilities that are open for use by community members.

Adjacent Local Governments

The Town of Hubbard generally has good relationships with adjacent local governments. The Town is involved in a variety of cooperative agreements in the areas of ambulance service, fire protection, road maintenance, and administrative services. Potential for conflict with the City of Horicon and Village of Iron Ridge is considered to be minimal at this time, and the cooperative relationship with the Horicon and Iron Ridge Fire Departments bolster this relationship. The City and Village's extraterritorial jurisdiction extends into the Town (refer to Map 7-1), but to date, this has not been a source of conflict.

Now that the Town of Hubbard has completed its comprehensive plan, it should work to integrate its plan with that of the county and neighboring Towns. Potential land use conflicts along Town boundaries should be discussed. The potential density of residential development and possible conflict with agricultural use will be a key area of concern. Where potential conflicts exist, Towns should work to establish buffer areas between areas of concentrated residential development and areas of intensive agriculture.

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Map 7-1 Extraterritorial Jurisdiction

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7.4 Intergovernmental Opportunities, Conflicts, and Resolutions

The intent of identifying the intergovernmental opportunities and conflicts shown below is to stimulate creative thinking and problem solving over the long term. Not all of the opportunities shown are ready for immediate action, and not all of the conflicts shown are of immediate concern. Rather, these opportunities and conflicts may further develop over the course of the next 20 to 25 years, and this section is intended to provide community guidance at such time. The recommendation statements found in each element of this plan specify the projects and tasks that have been identified by the community as high priorities for action.

Opportunities

Opportunity	Potential Cooperating Units of Government
Develop plan implementation ordinances and other tools simultaneously	Dodge County Town of Herman Town of Hustisford Town of Oak Grove Town of WilliamsTown
Assistance in rating and posting local roads for road maintenance and road improvement planning	Dodge County
Utilize a coordinated process to update and amend the comprehensive plan	Dodge County Town of Herman Town of Hustisford Town of Oak Grove Town of WilliamsTown
Work with the school district to anticipate future growth, facility, and busing needs	Dodgeland School District Horicon School District Hustisford School District Mayville School District Herman-Neosho-Rubicon School District Hartford Union School District Hilltop Christian Academy
Share the use of school district recreational and athletic facilities	Dodgeland School District Horicon School District Hustisford School District Mayville School District Hartford Union School District Hilltop Christian Academy Town of Herman Town of Hustisford Town of Oak Grove Town of WilliamsTown
Coordinate shared services or contracting for services such as police protection, solid waste and recycling, recreation programs, etc.	Town of Herman Town of Hustisford Town of Oak Grove Town of WilliamsTown Town of Rubicon

Opportunity	Potential Cooperating Units of Government
	Town of Theresa Town of Burnett City of Horicon Village of Iron Ridge
Reduce conflict over boundary issues through cooperative planning	City of Horicon Village of Iron Ridge
Reduce development pressure on productive lands and rural character by directing growth to urban areas	City of Horicon
Improve the attractiveness of community entrance points	Dodge County City of Horicon Town of Hustiford Town of Herman Town of WilliamsTown

Potential Conflicts and Resolutions

Potential Conflict	Process to Resolve
Concern over too much intervention by Dodge County relative to local control of land use issues.	Adopt a local comprehensive plan
	Take responsibility to develop, update, and administer local land use ordinances and programs
	Maintain communication with Dodge County on land use issues
	Provide ample opportunities for public involvement during land use planning and ordinance development efforts
Residential development planned adjacent to Agriculture areas across a Town boundary	Distribution of plans and plan amendments to adjacent and overlapping governments
	Establishment of local Plan Commissions in every Dodge County community - joint community Plan Commission meetings
	Continued meetings of the County Advisory Committee with representation from every Dodge County community
Vastly different zoning and land division regulations from one Town to the next	Distribution of plans and plan amendments to adjacent and overlapping governments
	After plan adoption, a cooperative process to develop revisions to the county zoning and land division ordinances

Potential Conflict	Process to Resolve
Low quality commercial or industrial building and site design along highway corridors, community entrance points, or other highly visible areas	Continued meetings of the County Advisory Committee with representation from every Dodge County community
Concern over poor communication between the Town and the school districts	Establishment of local Plan Commissions in every Dodge County community - joint community Plan Commission meetings
	Continued meetings of the County Advisory Committee with representation from every Dodge County community
	Cooperative design review ordinance development and administration
	Distribution of plans and plan amendments to adjacent and overlapping governments

7.5 Intergovernmental Cooperation Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1. Foster the growth of mutually beneficial intergovernmental relations with other units of government.

Objectives

- 1.a. Work with surrounding communities to address the lack of employment opportunities by seeking joint economic development efforts such as overlay districts for commercial development of the Highway 33 and 67 corridors.
- 1.b. Continue communicating and meeting with other local governmental units to encourage discussion and action on shared issues and opportunities.
- 1.c. Work with surrounding communities in the comprehensive plan development, adoption, and amendment processes to encourage an orderly, efficient development pattern that preserves valued community features and minimizes conflicts between land uses along community boundaries.
- 1.d. Pursue opportunities for cooperative agreements with neighboring communities regarding annexation, expansion of public facilities, and sharing of services.
- 1.e. Seek mutually beneficial opportunities for joint equipment and facility ownership with neighboring communities.
- 1.f. Work with the Wisconsin Department of Natural Resources to preserve land around public hunting areas in Sections 29 and 30, and keep wind turbines away from the bat hibernaculum.

7.6 Intergovernmental Cooperation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the Town is concerned about. Policies and recommendations become primary tools the Town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The Town’s policies are stated in the form of position statements (Town Position), directives to the Town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the Town should be prepared to complete. The completion of these actions and projects is consistent with the Town’s policies, and therefore will help the Town fulfill the comprehensive plan goals and objectives.

Policies: Town Directive

- IC1 The Town should consider intergovernmental and other cooperative options before establishing, reinstating, expanding or rehabilitating community facilities, utilities or services (Source: Strategy UCF8).
- IC2 Before the purchase of new community facilities or equipment or the reinstatement of service agreements, the Town should pursue options for trading, renting, sharing or contracting such items from neighboring jurisdictions.
- IC3 The Town should work cooperatively with the City of Horicon and Village of Iron Ridge to address land use, building and site design, and development density in areas within the extraterritorial jurisdiction of the city and village, along highway corridors, and at community entrance points (Source: Strategy LU9).
- IC4 The Town should support the consolidation or shared provision of community services where the desired level of service can be maintained, where the public supports such action, and where sustainable cost savings can be realized.

Recommendations

- ◆ Annually review intergovernmental agreements for their effectiveness and efficiency.

- ♦ Evaluate and provide constructive feedback to Dodge County on services provided to the Town.

7.7 Intergovernmental Cooperation Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

UW-Extension Local Government Center

The mission of the Local Government Center is to provide focus, coordination, and leadership to UW System educational programs for local government, and to expand the research and knowledge base for local government education. The Center conducts and coordinates educational programming in general local government, local government finance, growth management, and community planning and design. Additional programs are under development. Educational programs are delivered through the two-way audio Educational Telecommunications Network (ETN), satellite television, and state-wide and regional workshops. The Center supports the programming of county-based Extension faculty. A variety of resources regarding intergovernmental cooperation are available through the Local Government Center.

Wisconsin Towns Association (WTA)

Wisconsin Towns Association (WTA) is a non-profit, non-partisan statewide organization created under s. 60.23(14) of the Wisconsin Statutes to protect the interests of the state's Towns and to improve Town government. In 2019 WTA celebrated its 72rd year of service to Town governments and the State's 5.8+ million Town residents. The association is organized into six districts and is headquartered in Shawano. WTA relies on regular district meetings, an annual statewide convention, publications, participation in cooperative training programs and other means to support the goal of keeping grassroots government strong and efficient in Wisconsin. For further information contact WTA.

<https://www.wiscTowns.com/>

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8 Land Use

8.1 Introduction

Land use is central to the process of comprehensive planning and includes both an assessment of existing conditions and a plan for the future. Land use is integrated with all elements of the comprehensive planning process. Changes in land use are not isolated, but rather are often the end result of a change in another element. For example, development patterns evolve over time as a result of population growth, the development of new housing, the development of new commercial or industrial sites, the extension of utilities or services, or the construction of a new road.

Regardless of what form the land use plan takes and how many and what type of land use and development policies are included, adoption of this or any other land use plan is intended to:

- ◆ Help property owners and the Town Plan Commission and Town Board make sound decisions concerning specific land use and development proposals that might otherwise be incompatible with or result in undesirable impacts on the character and quality of life for other surrounding properties and/or residents;
- ◆ Provide the Town Plan Commission, Town Board, property owners, and residents a clearer vision of the Town's future by establishing both general and specific goals, policies, and regulations concerning the type, amount and general location of agricultural as well as any potential land use conflicts that may occur due to environmental factors, residential, commercial and industrial land uses and development that would be allowed to occur and develop in the Town;
- ◆ Aid the Town Plan Commission and Town Board in making decisions concerning the type, extent, timing and location of potential improvements to those public facilities and services that may be necessary in the Town; including roads, drainage facilities, parks, solid waste collection and emergency services, etc.;
- ◆ Establish the legal framework necessary to adopt the type and extent of zoning, land division, and other development ordinances and regulations necessary to achieve the Town's goals and policies concerning land use and development.

8.2 Vision of the Future and Goal of the Land Use Plan

As indicated above, one of the primary purposes behind developing a land use plan is to generally, but clearly, define what the Town wants to be or become over time and establish a basic set of development objectives and policies that will help achieve that "vision".

At one of their earlier meetings, the Town Plan Commission discussed a variety of development issues and concerns including past, present, and potential population and development patterns and trends affecting the Town. The Commission concluded that the Town of Hubbard should strive to remain a rural farming community with an overall goal that the use and development of all land, water, and air in the Town be conducted in a manner that:

- ◆ Provides all residents and owners of property in the Town with a safe, convenient, attractive, high quality, and cost-effective environment to live and work;
- ◆ Meets the social and economic needs of our residents within the Town and in combination with the use and development of land in surrounding communities and municipalities in the most practical, economical, and efficient means available;
- ◆ Reflects a wise and appropriate distribution of different land uses throughout the Town and, where necessary, includes adequate separation and buffering between potentially incompatible land uses and activities, thus the need for through future land use planning and continual review of request for land use changes to maintain consistency;
- ◆ Reflects the fundamental importance of agricultural land use and extensive benefits that resulting from the protection of farms and farm land to the long-term stability of the local and regional economy; and, natural resources, rural character, and overall quality of life; and
- ◆ Is sensitive to and coordinated with the protection, preservation, and enhancement of the Town's natural resources, open spaces, unique riparian areas, scenic vistas, pastoral landscapes, and rural lifestyle throughout the Town.

In addition to this overall goal, the Commission identified a series of policy statements or objectives that will guide future land use and development in the Town and more importantly, more clearly define certain principles and parameters upon which the zoning and land division regulations will be based. The development objectives and policies include:

- ◆ Maintain the Town's rural and agricultural character and lifestyle.
- ◆ Preserve, protect, and enhance the open spaces, scenic vistas, pastoral landscapes, natural resource features and environmentally sensitive areas in the Town by either prohibiting the development of, or clustering development beyond or away from, such areas in the Town;
- ◆ Preserve agricultural lands and protect existing farming operations and other agricultural related uses.
- ◆ Allow a limited amount of low density, non-farm residential land uses to develop in those areas of the Town that are best suited and currently used for farming and other agricultural related uses provide that the home sites and dwelling units are "clustered" away from existing farming operations on lots or parcels of not less than one acre and not more than three acres in size and at densities not greater than one development right per 30 gross acres.
- ◆ Allow moderate density residential land uses to develop in those areas adjacent to Lake Sinissippi that: 1) can be served by public water and/or sanitary sewer services, 2) are

"clustered" on lots of one-third to two-thirds acres at an overall density not greater than 1.28 lots per acre; 3) include a minimum of 25 to 50 percent of the total development area preserved as open space.

- ◆ Consider moderate density residential land uses to develop in those areas adjacent to the municipalities of Horicon and Iron Ridge that are "clustered" on smaller lot sizes than those zoned in an agricultural district.
- ◆ Allow a limited amount and type of commercial and industrial uses to develop in business and commercial activity centers located along Hwy. 33 and Hwy. 67.
- ◆ Recognize legally existing, isolated commercial and industrial land uses that may not conform to the Future Land Use Plan and permit such uses to continue with limited or no further expansion allowed.
- ◆ Limit the use and future expansion of mobile homes as residential dwellings to the exclusive mobile home "park" already in existence.
- ◆ Ensure compatibility of different land uses through the continual update to the existing land use map and the development and adoption of a Future Land Use Plan Map and the subsequent development of suitable zoning, land division, and other development regulations that:
 - ▶ Distribute incompatible land uses into separate categories or districts; and
 - ▶ Eliminate or minimize the negative impacts of development both within and between the different land use categories through the use of appropriate setback and buffering requirements.

This chapter of the comprehensive plan includes local information for both existing and planned land use, land supply and demand trends and projections, an assessment of existing and potential land use conflicts, and a discussion of redevelopment opportunities.

8.3 Existing Land Use

Land use is a means of broadly classifying different types of activities relating to how land is used. The type, location, density, and geographic extent of developed and undeveloped lands influence community character, quality of life, public service needs (e.g., roads, utilities, parks, emergency services), tax base, and availability of jobs throughout the Town.

The Town of Hubbard is a typical square Town including encompassing an area of 33.4 square miles or approximately 21,463 acres of land. Although some of this acreage is within the City of Horicon and Village of Iron Ridge. The Town's pattern of existing land use has been primarily influenced by the locations of wetlands, prime agricultural soils, major transportation corridors, and the surrounding incorporated communities. The influence of glacial activity has produced the pattern of farmlands interspersed with wetlands characteristic of this region of south-central Wisconsin. Within the rolling topography, wetlands are found in the valleys, while the upland areas supply some of the most productive farmland in the state. Most residential development in Hubbard is found along Lake Sinissippi and the major transportation corridors including State

Highways 67 & 33, several county highways, and the Wisconsin and Southern Railroad. Small clusters of more concentrated development are found along the Town's eastern edge and in the northwest quadrant as influenced by the communities of Horicon and Iron Ridge, located within the Town's boundaries.

The Town is largely undeveloped with agricultural and other resource lands as the predominant land uses. Wetlands, agriculture and other open lands compose about 16,256 acres, or 75.7% of the Town. Other undeveloped land uses include surface water (lakes and streams at approximately 1861 acres) and designated public outdoor recreation areas. These resource lands form critical components of the Town's economic base – agriculture and outdoor recreation.

Developed features account for 14% of the Town's existing land use. Developed land uses are scattered throughout the Town with small clusters of more concentrated development in a few locations. Single-family residential is the predominant developed land use at 1,599.83 acres. Also present are mobile home parks, commercial uses, industrial uses, institutional uses, and utilities. Clusters of developed land uses are found mainly in the southwest quadrant near Lake Sinissippi and along the US Highway 33 and 67 corridors. Clusters of residential development are also found on the other main thoroughfares within the Town. A cluster of commercial and light industrial use is present near the convergence of US Highways 67 and 33; and US Highway 33 and County Trunk TW.

Growth and development in recent years have been limited and consisted mainly of residential uses with the acreage more than doubling in the last 10 years. New homes on isolated parcels have been the most common form of residential development, and multiple lot subdivision plats are rare occurrences. New commercial development has occurred mainly around Lake Sinissippi, and along US Highways 33 and 67.

The existing land uses in the Town of Hubbard are shown on Map 8-1. Table 8-1 details the existing land acreages in the Town.

Table 8-1
Existing Land Use, Town of Hubbard, 2019

Land Use Category	Acres	% of Total
Single Family	1599.83	7.5%
Two-Multi-Mobile Home	26.32	0.1%
Commercial	92.45	0.4%
Industrial	354.24	1.7%
Public or Quasi-Public	26.39	0.1%
Transportation	699.65	3.3%
Parks and Recreation	271.38	1.3%
Ag Land and open space	16256.04	75.7%
Communication and Utilities	44.77	0.2%
Farmstead	231.03	1.1%
Water	1861.31	8.7%
Total	21463.39	100.0%

Source; Martenson and Eisele, Inc.

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Map 8-1 Existing Land Use

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Map 8-2 Farmland Preservation Participants

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8.4 Land Supply, Demand, and Price Trends

Table 8-2 displays information on agricultural land sales in Dodge County from 2013 to 2017.

Table 8-2
Agricultural Land Sales, Dodge County, 2013-2017

	2013	2014	2015	2016	2017
Ag Land Continuing in Ag Use					
Number of Transactions	28	45	23	28	27
Acres Sold	1,881	3,161	1,639	1,860	2,158
Dollars per Acre	\$6,829	\$6,947	\$8,004	\$6,701	\$8,090
Ag Land Being Diverted to Other Uses					
Number of Transactions	1	2	0	2	0
Acres Sold	6	92	0	36	0
Dollars per Acre	\$6,200	\$6,801	\$0	\$4,444	\$0
Total of all Ag Land					
Number of Transactions	29	47	23	30	27
Acres Sold	1,887	3,253	1,639	1,896	2,158
Dollars per Acre	\$6,827	\$6,943	\$8,004	\$6,658	\$8,090

Source: United States Department of Agriculture, National Agricultural Statistics Service

As indicated in Table 8-2, the amount of agricultural land sold in Dodge County has fluctuated from 2013 to 2017. The value of the total acres sold has been somewhat volatile due to economic trends, strength of the economy as well as the demand for desirable land. While this data is generalized to the county level, many of these trends are also reflected locally in the Town of Hubbard.

The overall supply of land in the Town of Hubbard is fixed. Unincorporated municipalities (i.e., Towns) do not have the power to annex land. It is anticipated that a loss of Town land due to city or village annexation will be unlikely over the course of the planning period. The nearby City of Horicon and Village of Iron Ridge, which have the power to annex land, does not appear to have substantial growth potential in the direction of Hubbard. The Town's supply of land for potential development is expansive, 16,256.04 acres (or about 75.7 %) of the Town consists of agricultural lands, woodlands, and other resource lands/open land (excluding wetlands). Sustaining this base of agricultural and resource lands over the long term is one of the reasons why the planning and management of development and land use are so important in the Town of Hubbard.

Demand for land in the Town of Hubbard can be classified as “limited, but increasing”. The Town’s location near the City of Horicon, access to State Highways 67 and 33 and its central location to the Fox Cities, Madison and Milwaukee makes the rural setting a desirable place to locate a residence. It is anticipated that the Town will remain as a highly agricultural area. However, there is a growing demand for land resulting from growth in the residential sector.

Projected Supply and Demand of Developed Land Uses

The following table displays estimates for the total acreage that will be utilized by residential, commercial and industrial through 2040. These future land use demand estimates are largely dependent on population and housing projections and should only be utilized for planning purposes in combination with other indicators of land use demand.

The linear housing unit projection provides the projected number of new residential units for the residential land demand projection. Refer to the *Population and Housing* element for more details on housing projections. The residential land use demand projection then assumes that development will take place at the residential lot sizes identified by the future land use plan (found in Section 8.5). The plan specifies a preferred maximum lot size one to three acres for most residential development, therefore each projected housing unit will occupy an additional acre and a half of the Town.

Projected demand for residential, commercial and industrial land use assumes that the ratio of the Town’s 2000 population to current land area in each use will remain the same in the future. In other words, each person will require the same amount of land for each particular land use as he or she does today. These land use demand projections rely on the linear population projection. Refer to the *Population and Housing* element for more details on population projections. It should be noted that the industrial land use demand projection includes the mining and quarry existing land use.

Projected resource land use acreages are calculated based on the assumption that the amount will decrease over time. Agricultural and other resource lands are the existing land uses that can be converted to other uses to accommodate new development. The amount of resource lands consumed in each five-year increment is based on the average amount of land use demand for each of the developed uses over the 15-year period. In other words, a total of 15.07 acres per year is projected to be consumed by residential, commercial and industrial development in the Town of Hubbard, so resource lands are reduced by 15.07 acres per year.

Table 8-3 provides a comparison of land supply and demand for the Town of Hubbard. Land use demand is based on the previous calculations, and land supply is based on the future land use plan described in Sections 8.4 and 8.5.

Table 8-3
Land Supply and Demand Comparison (acres), Town of Hubbard

	Residential	Commercial	Industrial
Existing Land Use	1599.8	92.45	354.24
Year 2040 Land Use Projection ¹ (Demand)	1940.9	109.35	397.4
Preferred Land Use (Supply)	2,564.1	361.5	479.4

¹Amount of land projected to be needed in the year 2040 to meet demand based on population and housing projections.

The Town of Hubbard has planned for a sufficient supply of land based on projected demand. About 1.32 times the projected residential demand is supplied by the Single Family Residential and Agriculture future land use classifications. About 3.30 times the projected commercial demand is provided. About 1.21 times the projected industrial use, however, it is the Town's intent that future development will be more of a commercial nature than an industrial nature. The planned supply of commercial land is more than adequate to meet the projected demand for both industrial and commercial land use over the planning period.

As a rule of thumb, a community should plan for about twice the projected demand for a given developed land use. This provides some flexibility in meeting the anticipated demand. The Town's map of future land use accomplishes this.

8.5 Future Land Use Plan

The future land use plan is one of the central components of the comprehensive plan that can be used as a guide for local officials when considering community development and redevelopment proposals. When considering the role of the future land use plan in community decision making, it is important to keep the following characteristics in mind.

- ◆ A land use plan is an expression of a preferred or ideal future – a vision for the future of the community. The future land section with map should identify realistic growth goals and land use changes as the Township feels reflect the population trends and economic changes as identified from the research as updated within the plan and the ability of the Town to prioritize its future growth.
- ◆ A land use plan is not the same as zoning. Zoning is authorized and governed by a set of statutes that are separate from those that govern planning. And while it may make sense to match portions of the land use plan map with the zoning map immediately after plan

adoption, other portions of the zoning map may achieve consistency with the land use plan incrementally over time.

- ◆ A land use plan is not implemented exclusively through zoning. It can be implemented through a number of fiscal tools, regulatory tools, and non-regulatory tools including voluntary land management and community development programs. The land use plan will be reviewed by the Planning Commission and Town Board for consistency with future land use changes.
- ◆ A land use plan is long range and will need to be reevaluated periodically to ensure that it remains applicable to changing trends and conditions. The plan is not static. It can be amended when a situation arises that was not anticipated during the initial plan development process.
- ◆ A land use plan is neither a prediction nor a guaranty. Some components of the future vision may take the full 20 to 25 years to materialize, while some components may never come to fruition within the planning period.

The primary components of the future land use plan include the Future Land Use Plan (Map 8-3) and the Future Land Use Classifications. These components work together with the *Implementation* element to provide policy guidance for decision makers in the Town.

The Town of Hubbard's plan for future land use is intended to protect agricultural resources, natural resources, and rural character for future generations while also allowing reasonable opportunities for land development. Of highest priority is the protection of the Town's economic base which is tied to the availability of productive agricultural lands and harmony between agricultural production and properly located residential development. The Town will accomplish this by managing the use of lands and the density of residential development. Many locations in the Town will allow for limited development to take place, but the density and placement of development will be planned in order to preserve valued features of the landscape. When trying to incorporate residential development and agricultural land use the idea of the right to farm should be included to inform the future land owners of a residential property that other existing land uses exist in close proximity to their new home, but the right exists and will continue well into the future. **Wisconsin Statutes 823.08**, more commonly known as Wisconsin's Right to Farm law, was first passed by the Wisconsin legislature in 1982, with significant changes to strengthen the law made in 1995. The Right to Farm law was passed in order to protect law-abiding farmers following industry best management practices from lawsuits that allege nuisance due to normal farming activities. Examples of cases that have been brought in other states allege odors, noise, dust, or pollution as a result of farming activities. The statute does not create a "right" to conduct agricultural activity or pollute. The legislature noted in a statement of public purpose that local units of government are best equipped to manage land use conflict through zoning and other permitting. The legislature, in passing the bill, urges local governments to exercise this authority appropriately. The Right to Farm law is intended to reduce the threat of nuisance lawsuits to producers, especially in areas where farming activities sometimes conflict with residential development. Further, the Right to Farm law enables farmers who desire to stay on their land to do so with less fear of legal rebuke from these non-farm neighbors.

The future land use plan was shaped by both objective data and local opinion. Public participation in the form of citizen planning committee meetings and public informational meetings was utilized to significantly impact the outcome. The Town considered the locations of natural resources, productive soils, roads, current land use patterns, land ownership patterns, farmland preservation program participation (refer to Map 8-2), and other objective factors to consider the suitability of lands for various future land uses. The objective data were further mixed with local knowledge and public opinion to produce a draft map that was reviewed by the public. Changes to the draft plan requested by the Town citizens were evaluated by the planning committee, planning commission, and the Town Board, and any accepted changes were incorporated into the plan.

The Town's desire to protect agricultural resources, natural resources, and rural character is reflected in that most of the Town's landscape is designated with the Agriculture and Conservancy classifications. Agriculture has been mapped where good agricultural soils are present, where existing farm operations are present, and where agriculture or other open space uses are expected to continue over the long term. These lands are planned as the land base not only for existing agricultural operations, but also for future operations. As agricultural practices and the agricultural economy change over time, the Town will be best positioned to respond to such changes by protecting this vital land base. It is the intent of the Agriculture classification to recognize existing residential uses and to allow for future residential development at very low densities with the use of careful site planning.

The Conservancy classification has been mapped in the general locations of wetlands and floodplains. Conservancy also includes lands surrounding Lake Sinissippi that the Town is recommending for protection due to lack of access, and importance to the lake's watershed for surface water infiltration and soil erosion control on lands being changed by human activity. Conservancy is the only future land use classification that does not allow for residential development mainly due to site condition which are not favorable for development due to constraints that would require significant financial outlay to resolve the conditions and take away from the true value of the land for protection of the riparian areas. Regulations, from the Township, county, state or federal agencies, are already in place that severely limit development in these locations, and the Town's plan recognizes those regulations.

Planned and existing outdoor recreational resources have been mapped with the Recreation classification. It is intended that these lands will remain in public ownership or the ownership of private conservation organizations over the long-term. The Recreation classification includes the Sinissippi Public Hunting Grounds on the shore of Lake Sinissippi and other publicly-held lands.

Areas planned for primarily developed land uses include the Single Family Residential, Commercial, Industrial, and Utilities and Community Services classifications. It is the Town's intent that the most intensive future development of these types be directed to such areas. If intensive developed uses are proposed outside of these areas, then the Town should either make decisions and recommendations against such development or require specific measure to elevate and negative effects caused by the proposed changes to any site plan or proposal within the Township.

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Map 8-3 Future Land Use Plan

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8.6 Future Land Use Classifications

The following Future Land Use Classifications have been utilized on the Town’s Future Land Use Map. These descriptions give meaning to the map by describing (as applicable) the purpose, primary goal, preferred development density, preferred uses, and discouraged uses for each classification. They may also include policy statements that are specific to areas of the community mapped under a particular classification. Any such policies carry the same weight and serve the same function as policies found elsewhere in this plan.

Conservancy (Light Blue “Vegetative Pattern:)

These mapped areas include the approximate locations of wetlands five acres and larger as designated by the WDNR. Agricultural activities such as crop harvesting and pasturing are recognized as acceptable activities in the Conservancy category. Development should not encroach on these areas other than for recreational purposes as allowed under applicable regulations.

Policies

- ◆ Agricultural activities such as crop harvesting, pasturing, and tree cutting are recognized as acceptable activities in the Conservancy category as long as these practices are conducted with the primary goal of conservation in mind.
- ◆ Use of wetland areas and floodplains is encouraged for the purpose of passive, non-motorized outdoor recreation opportunities, e.g. walking/hiking trails, wildlife movement, and overall character enhancement.
- ◆ Development should not occur within nor encroach on these areas other than for open space preservation, conservation, revitalization to restore the area to its original natural state or passive recreational purposes as may be allowed under applicable zoning regulations.

Agriculture (Tan – “light brown”)

This category represents those areas where agricultural type uses such as dairy and crop farming are the anticipated predominant land use in the area. The Agriculture category could include a limited amount of residential development, but the predominant land use would be agricultural in nature. Housing for a farm operator or the son or daughter of the farm operator would be acceptable. A minimal amount of other non-farm land uses, e.g. wind energy systems, wireless communication facilities, dog kennels, veterinary clinics, mineral extraction, farmers markets, and wildlife ponds, etc., may also occur in areas planned for agriculture.

Preservation of the Town’s agricultural areas, natural resources, surface waters, and open spaces was identified to be a priority issue in the development of the Comprehensive Plan and still is a priority in the revision of the plan. Several strategies for achieving this goal have been identified and outlined in this plan. These strategies primarily include strengthening agricultural zoning and directing future development into surrounding areas that are served by sanitary sewer systems. Major subdivisions (those proposing to create five or more lots) and other similar large-scale developments are prohibited in these areas.

Policies

- ◆ Densities will be regulated by the Town’s development review criteria and zoning code.
- ◆ Clustering or conservation design should be considered for new lots.
- ◆ Site plan requirements are proposed to minimize the potential impact to prime soils and production farmland in the event of land conversions in the agricultural areas.
- ◆ A minimal amount of other land uses, such as but not limited to wind energy systems, wireless communication and utility facilities (but not transmission and distribution systems generating high electromagnetic field (EMF) emissions), veterinary clinics, mineral extraction, farmers markets, wildlife ponds, and businesses that primarily serve the agricultural industry may also occur in areas planned for agriculture, assuming all codes and ordinance requirements are met.
- ◆ Utilize existing state and county regulations (NR 243, NR 151, ATCP 51, ATCP 50, County animal waste storage ordinance – Chapter 13) to manage large commercial dairy or feedlot operations and to address such issues as operations, manure storage and handling, transportation and road impacts, residential conflicts, etc.

Recreation (Dark Green)

This category includes existing and future park and recreation land. Local, county, state, and federal recreation areas as well as privately owned recreation areas (golf courses, conservation clubs, etc.) are included in this category. In the Town of Hubbard, this specifically includes the Sinissippi Public Hunting Grounds on the shore of Lake Sinissippi, the Bat Hibernaculum (the old Neda Mines) owned by the U.W. System and other publicly-held lands. Wetlands that are located within a public or private recreation area will be placed in the Recreation category.

Policies

- ◆ Existing park and recreation areas should be maintained and enhanced as necessary to contribute to overall community identity and outdoor recreation opportunities.
- ◆ Coordinate existing and planned recreational facilities through Dodge County’s Comprehensive Outdoor Recreation Plan or a local Outdoor Recreation Plan.

Farmstead (Olive Green)

Farmsteads are defined as the residence, barn and other buildings associated with a farming operation. Farm residences do not include cropland areas.

Policies

- ◆ Densities will be regulated by the Town’s Zoning Ordinance under the Farmland Preservation Zoning District provisions.

Single-Family Residential (Yellow)

This category represents those areas where single-family residential land uses already exist or where such uses are planned to be the predominant land use. The density of residential development may vary depending on applicable zoning, but only single-family housing is included in this category. Mobile home parks, attached condominiums, and other multi-family

residential uses would not be categorized as single-family residential but as General Residential (see description below). Where agricultural uses occur in these mapped areas, it is anticipated that these areas will become predominantly single-family residential over time.

Policies

- ◆ New single-family residential development should occur exclusively in the planned single-family areas as shown on the Future Land Use Plan map.
- ◆ Densities will be regulated by the Town's development review criteria and zoning code.
- ◆ Single-family residential neighborhoods should contain some form of buffering, e.g., landscaping, berming, screening, and/or additional building setbacks, between the residences and potentially incompatible land uses such as agricultural, commercial, or industrial.

General Residential (Orange)

These areas include all types of residential uses. Multi-family structures including duplexes, attached condominiums, mobile home parks, and group living facilities are included in this category.

Uses identified as either an allowed use or a conditional use within the General Agricultural Zoning District are considered to be consistent with the General Residential land use category.

Policies

- ◆ Densities will be regulated by the Town's Zoning Ordinance under the current General Agricultural Zoning District provisions.

Commercial (Red)

These mapped areas represent where commercial type land uses are anticipated in the future. Examples of uses found in this category include retail sales and services, eating and drinking establishments, financial institutions, professional offices, service and repair businesses, visitor accommodations, entertainment businesses, parking lots, and day care facilities.

Policies

- ◆ New commercial development should occur exclusively in the planned commercial areas as shown on the Future Land Use Plan map.
- ◆ Densities will be regulated by the Town's development review criteria and zoning code.
- ◆ The Town should assess the use of some minimum design standards which promote quality and aesthetics and do not detract from the community.
- ◆ Individual lot sizes may vary depending on the location and the services available. All commercial developments should be reviewed as part of a planned development area, including review of county stormwater management/soil erosion control Chapter 7.9 Dodge County code of ordinances, traffic issues related to vehicle width and weight, parking and access control.

- ◆ Intensive commercial activity in close proximity to residential development should be avoided.
- ◆ Discourage the proliferation of large billboards and off-premises signs associated with commercial development in favor of smaller, less obtrusive signage.

Industrial (Purple)

These mapped areas represent where industrial type land uses are anticipated. Manufacturing and production facilities, resource extraction and processing, warehousing, transportation terminals, feed mills, and wholesale establishments are some of the examples of uses included in this category.

Policies

- ◆ New industrial development should occur in the planned industrial areas as shown on the Future Land Use Plan Map.
- ◆ Densities will be regulated by the Town's development review criteria, zoning code and any applicable requirements of the State of Wisconsin.
- ◆ New developments should be subject to minimum building and site design, landscaping, signage, and outdoor storage provisions to encourage community character and sustainable developments.
- ◆ Proper access by industries to and from major traffic routes should be provided. Industrial development should also maintain adequate off-road employee parking, loading and unloading facilities, and should be buffered from intensive residential areas to reduce potential land use related conflict.
- ◆ Reuse of existing vacant industrial property should be a priority when assessing new potential industrial uses to reduce the impact to other land, especially agricultural lands.

Communication and Utilities (Dark Blue)

This category includes all public and private utility facilities as well as those uses which provide a service to the community except parks. Land uses such as churches, cemeteries, post offices, libraries, nursing homes, assisted living facilities, prisons, airports, hospitals, Town halls, police and fire stations, museums, and schools are some examples of community services. Utilities would include uses such as electrical substations, water wells, water towers, natural gas regulator stations, and waste water treatment facilities.

Figure 8-2 and Table 8-4 display the distribution of each Future Land Use Classification as shown on the Future Land Use Map.

**Figure 8-1
Future Land Use, Town of Hubbard, 2017**

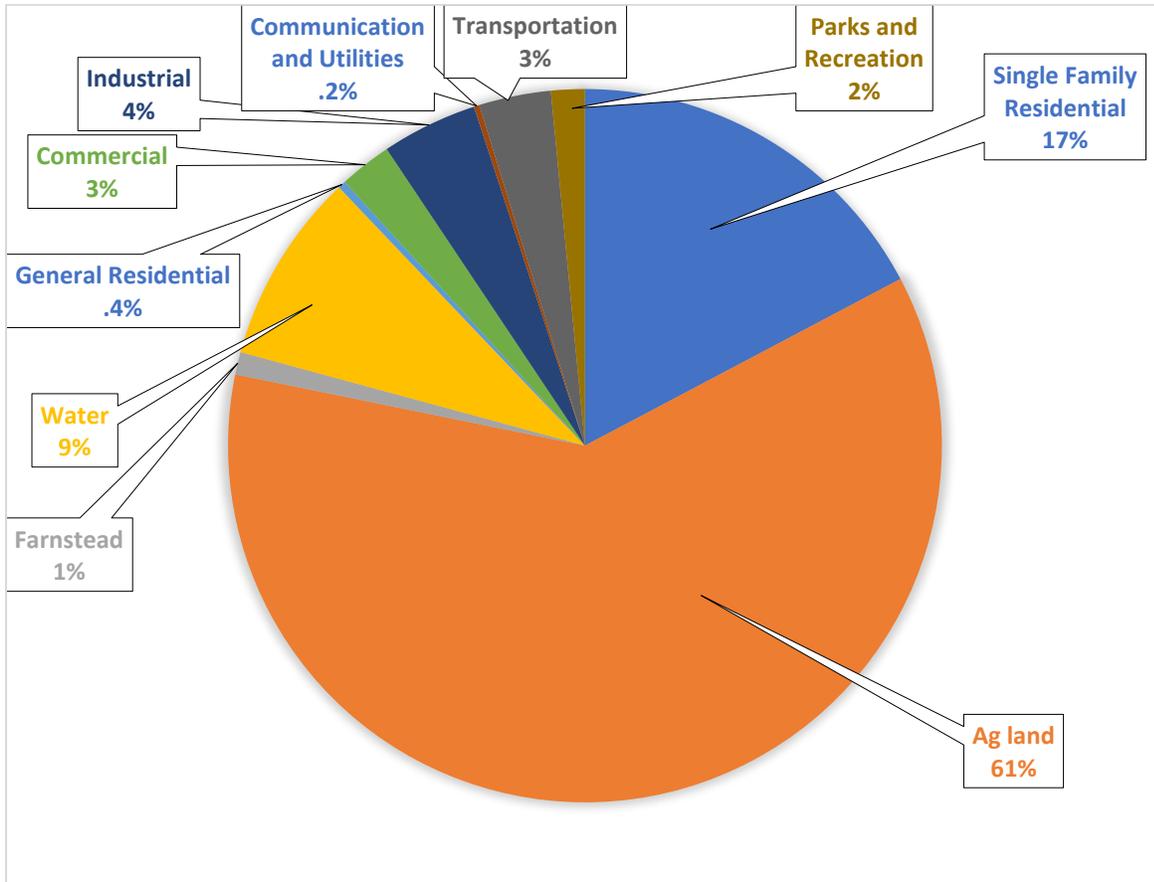


Table 8-4
Future Land Use, Town of Hubbard, 2020

Land Use	Acres	% of Total
Single Family Residential	3,704.5	17.3%
Commercial	511.2	2.4%
Industrial	930.4	4.3%
Communication and Utilities	54.1	0.2%
Park and Recreation	327.7	1.5%
Farmstead	219.2	1.0%
Agriculture Land	13,080.6	60.9%
Water	1,861.3	8.7%
Transportation	699.3	3.3%
General Residential	75.1	0.4%
Total	21,463.4	100.0%

Source: Town of Hubbard Planning Commission, 2020

8.7 Existing and Potential Land Use Conflicts

The following existing and potential unresolved land use conflicts have been identified by the Town of Hubbard. While the planning process was designed to provide maximum opportunities for the resolution of both internal and external land use conflicts, some issues may remain. Due to their complexity, the long-range nature of comprehensive planning, and the uncertainty of related assumptions, these conflicts remain unresolved and should be monitored during plan implementation.

Existing Land Use Conflicts

- ◆ Pressure to convert farmland to residential use
- ◆ Residential development next to high intensity agricultural land use and threats to the right-to-farm
- ◆ Coordination with Dodge County on land uses
- ◆ Lack of ordinance enforcement
- ◆ Lack of screening or buffering between incompatible uses

Potential Land Use Conflicts

- ◆ Continuing pressure to convert farmland to residential use
- ◆ Increasing numbers of large animal confinement operations may have a negative impact on nearby non-farm residences
- ◆ Residential development next to agricultural land use threatens the rural character of the Town
- ◆ The over-consumption of rural lands by small and medium residential developments

8.8 Opportunities for Redevelopment

Opportunities for redevelopment of land in the Town of Hubbard are limited. No significant areas of land are in need of redevelopment in the Town. However, in every instance where development is considered in the *Town of Hubbard Year 2040 Comprehensive Plan*, redevelopment is also considered as an equally valid option. Plan components that support the preservation of rural lands and rural character encourage redevelopment. Redevelopment is an alternative to the consumption of agricultural lands and green space by new development. Plan components that support the use of existing infrastructure encourage redevelopment. Redevelopment is a method of maximizing the use of existing roads and other Town services. Opportunities for redevelopment are addressed in several of the goals, objectives, and policies of this plan.

- ♦ Goals H2 and ANC3
- ♦ Objectives H1a, T1d, ANC1a, ANC1e, LU1e, and LU1f
- ♦ Policies H1, H2, ANC1, ANC3, ANC4, ANC5, LU1, and LU4

8.9 Land Use Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long-term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1. Plan for land use in order to achieve the Town's desired future.

Objectives

- 1.a. Establish preferred land use classifications and assign them to areas of the Town in order to increase compatibility between existing land uses and avoid future land use conflicts.
- 1.b. Establish land use decision making policies and procedures that ensure a balance between appropriate land use planning and the rights of property owners.
- 1.c. Seek a pattern of land use that will preserve productive/active agricultural areas/resources.
- 1.d. Seek a pattern of land use that will preserve natural areas/resources.
- 1.e. Focus areas of substantial new growth within or near existing areas of development where adequate public facilities and services can be cost-effectively provided or expanded.
- 1.f. Utilize the existing road network to accommodate most future development.
- 1.g. Encourage land division layouts that incorporate the preservation of valued community features, that fit within the character of the community, and that are suited to the specific location in which the development is proposed.
- 1.h. In order to protect property values and encourage quality design, consider establishing design review guidelines for the layout and appearance of buildings, signage, parking lots, landscaping, etc., for proposed intensive land uses such as commercial, industrial, institutional, or multi-family development.

- 1.i Develop a new zoning code that is reflective of the land use recommendations within the *Town of Hubbard Year 2040 Comprehensive Plan*.

Goal 2. Ensure that roads, structures, and other improvements are reasonably protected from flooding.

Objectives

- 2.a. Support the preservation of natural open spaces that minimize flooding such as wetlands and floodplains.
- 2.b. Consider the potential impacts of development proposals on the adequacy of existing and proposed stormwater management features including stormwater storage areas, culverts, ditches, and bridges.
- 2.c. Prevent increased runoff from new developments to reduce potential flooding and flood damage.
- 2.d. Encourage the use of stormwater management practices to abate non-point source pollution and address water quality.

8.10 Land Use Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the Town is concerned about. Policies and recommendations become primary tools the Town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The Town’s policies are stated in the form of position statements (Town Position), directives to the Town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the Town should be prepared to complete. The completion of these actions and projects is consistent with the Town’s policies, and therefore will help the Town fulfill the comprehensive plan goals and objectives.

Policies: Town Position

- LU1 The existing road network and existing public facilities and services should be utilized to accommodate new development to the maximum extent possible (Source: Strategy T1, UCF1).

LU2 Land use decisions and policies should maintain the integrity and viability of agriculture so that farming practices can occur without creating conflicts with non-agricultural uses (Source: Strategy ANC1, ANC2, ANC3, LU1).

Policies: Town Directive

LU3 Town subdivision and other land use ordinances should be maintained and updated as needed to implement the Preferred Land Use Plan.

Policies: Development Review Criteria

LU4 A maximum lot size of two acres shall be required of new residential development (Source: Strategy ANC1, ANC4, ANC5).

LU5 Parcels that split off existing farmsteads should not exceed the area of the existing buildings, and a maximum lot size of three acres should be considered a guideline in these cases (Source: Strategy ANC1, ANC4, ANC5).

LU6 Residential development associated with farming operations and exempted from the applicable density standard shall be limited to immediate family members or an employee which is actively engaged in the farming operation. A two-acre maximum lot size shall be required. “Actively engaged” shall be defined by at least 50% of a person’s annual income is derived from farming. A “farming operation” shall be defined per the USDA definition (*any operation that sells at least one thousand dollars of agricultural commodities or that would have sold that amount of produce under normal circumstances*) (Source: Strategy H2, ANC3).

LU7 Commercial and industrial highway corridor development should be directed to designated planned commercial and industrial clusters or nodes (Source: Strategy T2, ANC5).

Recommendations

- ◆ If residential structures associated with farming operations are sold to buyers which are not immediate family members, additional residential structures shall not be permitted under the current General Agricultural Land Division (Source: Strategy H2, ANC3).
- ◆ Modify the Town land division ordinance to better achieve the management and limitation of growth and rural land consumption. Include maximum lot size provisions in order to implement the related plan policies and include a variance option for unusual situations. Consider increasing the lot size (Source: Strategy LU1).
- ◆ Modify county ordinances in order to implement the Town’s site planning policies. It is the Town’s intent that every development site be reviewed by the Plan Commission for compliance with the Town’s site planning policies (Source: Strategy LU2).

- ◆ Modify zoning code to eliminate the residential Hamlet and Waterfront classification and establish a residential Small Lot (1 to 3 acres) and Residential Large Lot (above 3 acres) classification.
- ◆ Per Town of Hubbard Land Division Ordinance, the requirements for land division went into effect on July 26, 2010, the minimum acreage was increased to one development to thirty (30) acres.
- ◆ Restrict Multi-Family duplexes to Agricultural uses only.
- ◆ Modify the Zoning Code to be reflective of the Future Land Use Map.

8.11 Land Use Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

Wisconsin Land Information Program (WLIP), Wisconsin Department of Administration
WLIP provides staff support to the Wisconsin Land Council, and it administers the Wisconsin Land Information Program in conjunction with the Wisconsin Land Information Board. It also houses Plat Review and Municipal Boundary Review, both of which have statutory authority for approval of specific land use related requests, and the GIS Services, dedicated to the efficient use of geographic information systems. For further information about WLIP visit its web-site via the WDOA web-site at: <https://doa.wi.gov/Pages/LocalGovtsGrants/WLIP.aspx>

UW-Stevens Point Center for Land Use Education (CLUE)

The **Center for Land Use Education (CLUE)** is a joint venture of the College of Natural Resources at the University of Wisconsin - Stevens Point and the University of Wisconsin - Madison Division of Extension. It is a focal point for land use planning and management education. CLUE specialists and faculty teach students, train local government officials and communities, create a variety of publications and conduct research focused on planning and zoning issues. Our specialists, with input from our partners, create learning opportunities for communities. By providing up-to-date, comprehensive training on planning and zoning tailored to address specific local needs, our specialists are able to assist Towns, villages, cities and counties in making sound land use decisions. Our faculty teach a variety of courses for the Natural Resource Planning major, the Sustainable Energy minor, and Natural Resource Planning graduate courses. Graduate students work with faculty on land use research. www.uwsp.edu/cnr/landcenter/.

Wisconsin Farmland Preservation Program

The purpose of the program is to help preserve farmland through local planning and zoning, promote soil and water conservation, and provides tax relief to participating farmers. Farmers qualify if their land is zoned or if they sign an agreement to use their land exclusively for agricultural purposes. Landowner must produce gross farm profits of \$6,000 in the previous year or \$18,000 in the past 3 years, rent is not included. Your farm must meet state soil and water conservation standards. Obtain a certificate of compliance from your county's conservation department. Public access is not required. Contact: County Land Conservation Department,

Wisconsin Department of Agriculture, or Dodge County Planning and Development Department. Tax Credits \$5/acre if your land is covered by a farmland preservation agreement and is in an Agricultural Enterprise Area (AEA), \$7.50/acre if you own land in a certified farmland preservation zoning district, \$10/acre if your land is covered by a farmland preservation agreement and is in an AEA and a farmland preservation zoning district. Rules may be different for agreements signed prior to July 1, 2009.

Conservation Reserve Program (CRP)

Purpose is to reduce erosion, increase wildlife habitat, improve water quality, and increase forest land. Landowner sets aside cropland with annual rental payments based on amount bid. Practices include tree planting, grass cover, small wetland restoration, prairie and oak savannah restoration, and others. Eligibility varies by soil type and crop history. Land is accepted into program if bid qualifies. Continuous sign up open for buffers, waterways and environmental practices. Periodic sign ups announced throughout the year for other practices. Ten year or 15-year contract if planting hardwood trees is required and it is transferable with change in ownership. Public access not required. Contact: USDA Natural Resources Conservation Service or Farm Service Agency, or County Land Conservation Department. The Conservation Reserve Program is a voluntary program for agricultural landowners. Through CRP, you can receive cost-share assistance to establish long-term, resource conserving covers on eligible farmland. The Commodity Credit Corporation (CCC) makes annual rental payments based on the agriculture rental value of the land, and it provides cost-share assistance for up to 50 percent of the participant's costs in establishing approved conservation practices. The program is administered through the Farm Service Agency (FSA). Natural Resources Conservation Service works with landowners to develop their application, and to plan, design and install the conservation practices on the land.

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9 Implementation

9.1 Action Plan

In order for plans to be meaningful, they must be implemented, so the Town of Hubbard's comprehensive plan was developed with implementation in mind. Not only can useful policy guidance for local decision making be found in each planning element, but an action plan is also provided containing specific programs and recommended actions.

An action plan is intended to jump start the implementation process and to provide continued focus over the long term. During the comprehensive planning process, a detailed framework for implementation was created which will serve to guide the many steps that must be taken to put the plan in motion. This action plan outlines those steps and recommends a timeline for their completion. Further detail on each task can be found in the policies and recommendations of the related planning element. Recommended actions have been identified in the following areas:

- ◆ Plan Adoption and Update Actions
- ◆ Intergovernmental Cooperation Actions
- ◆ Ordinance Development and Update Actions
- ◆ Strategic Planning Actions

The recommended actions are listed in priority order within each of the four implementation areas as noted in the *Timing* component. Highest priority actions are listed first, followed by medium- and long-term actions, and ongoing or periodic actions are listed last.

Plan Adoption and Update Actions

Priority (Short-Term) Actions

1. Task: Pass a resolution recommending adoption of the comprehensive plan by the Town Board (*Implementation* element)
Responsible Party: Plan Commission
Timing: July 2020
2. Task: Adopt the comprehensive plan by ordinance (*Implementation* element)
Responsible Party: Town Board
Timing: July 2020

Periodic Actions

3. Task: Review the comprehensive plan for performance in conjunction with the budgeting process (*Implementation* element)
Responsible Party: Plan Commission
Timing: Annually

4. Task: Conduct a comprehensive plan update (*Implementation* element)
Responsible Party: Plan Commission, Town Board
Timing: Every 10 years
5. Task: Utilize newspaper publications, public postings and postcards to residents to promote important meetings in the Town regarding the comprehensive plan and other aspects of Town government where public participation and involvement will assist in overall implementation or education (*Implementation* element)
Responsible Party: Plan Commission, Town Board
Timing: On-going

Intergovernmental Cooperation Actions

Periodic Actions

1. Task: Review intergovernmental agreements for their effectiveness and efficiency (*Intergovernmental Cooperation* element) (road maintenance, fire protection and EMS)
Responsible Party: Plan Commission, Town Board
Timing: Annually
2. Task: Evaluate and provide constructive feedback to Dodge County on services provided to the Town (*Intergovernmental Cooperation* element) (voting services, road repair assistance and P&Z assistance) Responsible Party: Plan Commission, Town Board
Timing: Annually
3. Task: Monitor the implementation of the Dodge County Comprehensive Plan and encourage the incorporation of the Town of Hubbard Comprehensive Plan relative to policies, recommendations, and implementation strategies. (*Intergovernmental Cooperation* element)
Responsible Party: Town Board
Timing: On-going

Ordinance Development and Update Actions

Priority (Short-Term) Actions

1. Task: Require the completion of buildings or structures in one year, and landscaping within two years of the issuance of a building permit. Alternatives for implementing this recommendation include working with Dodge County Zoning to improve enforcement of related county requirements, or to develop a local building code ordinance that includes such provisions to be enforced locally (*Housing; Economic Development* elements).
Responsible Party: Plan Commission, Town Board
Timing: On-Going
2. Task: If residential structures associated with farming operations are sold to buyers which are not immediate family members, additional residential structures shall not be

permitted under the current General Agricultural Land Division (*Land Use, Housing, Agriculture, Natural, and Cultural Resource* elements).

Responsible Party: Plan Commission

Timing: On-Going

3. Task: Modify the Town land division ordinance to better achieve the management and limitation of growth and rural land consumption. Include maximum lot size provisions in order to implement the related plan policies and include a variance option for unusual situations. This is increased to one development to 30 acres. Restrict Multi-Family duplexes to Agricultural uses only (*Land Use* element).
Responsible Party: Plan Commission, Town Board
Timing: Within three years
4. Task: Create a set of Town road construction specifications to include modern requirements for road base, surfacing, and drainage construction (*Transportation* element).
Responsible Party: Plan Commission, Town Board
Timing: On-Going
5. Task: Utilize site planning, limits of disturbance regulations, and a maximum residential lot size to preserve agricultural lands (*Agriculture, Natural, and Cultural Resources, Land Use* elements).
Responsible Party: Plan Commission
Timing: On-going
6. Task: Modify local building code ordinance to incorporate architectural design elements that complement, and are consistent with, the rural character of the Town of Hubbard (*Housing* element).
Responsible Party: Plan Commission, Town Board
Timing: On-Going
7. Task: Create a site and architectural design review ordinance that protects and enhances the visual quality of the Town and establishes the desired characteristics of building layout and architecture, parking areas, green space and landscaping, lighting, signage, grading, driveway access, and internal traffic circulation. Seek public input on the establishment of these desired characteristics (*Economic Development* element).
Responsible Party: Plan Commission, Town Board
Timing: Within three years
8. Task: Update applicable land division ordinances to require major land divisions, conditional uses, and other substantial development projects to submit an assessment of potential impacts to the cost of providing community facilities and services (*Housing; Transportation; Utilities and Community Facilities; Land Use* element).
Responsible Party: Plan Commission, Town Board
Timing: On-Going

9. Task: Create a standard development agreement that includes provisions for financial assurance, construction warranties, construction inspections, and completion of construction by the Town under failure to do so by the developer (*Transportation* element).
Responsible Party: Plan Commission, Town Board
Timing: Within three years
10. Task: Modify existing land division and impact fee ordinances to comply with Wisconsin Act 477 regarding exactions for parks and recreational facilities (*Utilities and Community Facilities* element).
Responsible Party: Plan Commission, Town Board
Timing: Within three years

Medium Term Actions

11. Task: Develop ordinances that require telecommunication facilities and towers to utilize existing facilities to the maximum extent possible and requiring telecommunication towers to be designed to be as unobtrusive as possible, support multi-use and/or reuse and be safe to adjacent properties (*Utilities and Community Facilities* element).
Responsible Party: Plan Commission, Town Board
Timing: Within five years
12. Task: Strengthen ordinances to make it a requirement that Stormwater Management is addressed as a requirement of all development proposals. Stormwater retention and detention basins and sedimentation basins will be blended into the landscape to the greatest extent possible (*Utilities and Community Facilities* element).
Responsible Party: Plan Commission, Town Board
Timing: On-Going

Long Term Actions

13. Task: Establish requirements for site plan and design review approval of proposed commercial, industrial, and multi-family residential developments (*Economic Development, Transportation* elements).
Responsible Party: Plan Commission, Town Board
Timing: Within 10 years
14. Task: Require major land divisions, conditional uses, and other substantial development projects to submit an assessment of potential impacts to the cost of providing community facilities and services (Source: Strategy UCF1, ED3) (*Utilities and Community Facilities, Economic Development* elements).
Responsible Party: Plan Commission, Town Board
Timing: Within 10 years

Strategic Planning Actions

Priority (Short-Term) Actions

1. Task: A five-year road improvement plan should be developed and maintained and annually updated to identify and prioritize road improvement projects as well as identify potential funding sources (*Transportation* element).
Responsible Party: Plan Commission, Town Board
Timing: Within three years
2. Task: Utilize the PASER or WISLR systems to create and update the road improvement plan (*Transportation* element).
Responsible Party: Plan Commission, Town Board
Timing: Ongoing
3. Task: Modify Town ordinances or work with Dodge County to modify county ordinances in order to implement the Town's site planning policies. It is the Town's intent that every development site be reviewed by the Plan Commission for compliance with the Town's site planning policies (*Land Use* element).
Responsible Party: Plan Commission, Town Board
Timing: Ongoing

Periodic Actions

4. Task: Assess the availability of developable residential land (*Housing* element).
Responsible Party: Plan Commission
Timing: Annually
5. Task: Assess capacity and needs with regard to administrative facilities and services and public buildings (*Utilities and Community Facilities* element).
Responsible Party: Town Board
Timing: Every five years
6. Task: Conduct a community survey of historical and archeological resources (*Agricultural, Natural, and Cultural Resources* element).
Responsible Party: Plan Commission
Timing: Every 20 years
7. Task: Actively pursue all available funding, especially federal and state sources, for needed transportation facilities (*Transportation* element).
Responsible Party: Town Board
Timing: Ongoing
8. Task: Continue to use the right-to-farm statement on land divisions (*Agriculture, Natural, and Cultural Resource* element).
Responsible Party: Plan Commission, Town Board
Timing: Ongoing

9. Task: Encourage the enrollment of private lands into local, state, and federal resource protection programs (*Agriculture, Natural, and Cultural Resource* element).

Responsible Party: Plan Commission, Town Board

Timing: Ongoing

9.2 Status and Changes to Land Use Programs and Regulations

The following provides an inventory of the land use regulations that are in effect in the Town of Hubbard and summarizes recommended changes to each of these ordinance types.

Code of Ordinances

Current Status

The Town of Hubbard administers a number of local ordinances and overall, is happy with its Code of Ordinances. However, the Plan Commission has identified some changes to the Zoning Code and Land Division Ordinances they would like to consider in the future.

Recommended Changes

- ◆ Create a standard development agreement that includes provisions for financial assurance, construction warranties, construction inspections, and completion of construction by the Town under failure to do so by the developer (Source: Strategy T1).
- ◆ Require the completion of buildings or structures in one year, and landscaping within two years of the issuance of a building permit (Source: Strategy H2, ED3).
- ◆ Create a set of Town road construction specifications to include modern requirements for road base, surfacing, and drainage construction (Source: Strategy T1).

Zoning

Current Status

The Town of Hubbard has an established Zoning Code which provides a comprehensive set of zoning regulations including designation of allowed and conditional uses, building bulk, density, and intensity requirements, performance standards, and specific use regulations. The Dodge County Land Use Code ordinances on shoreland, wetland, and floodplain zoning also apply to the Town. Map 9-1 displays the Town's zoning districts 2010.

Recommended Changes

- ◆ If residential structures associated with farming operations are sold to buyers which are not immediate family members, additional residential structures shall not be permitted under the current General Agricultural Land Division (Source: Strategy H2, ANC3).
- ◆ Modify the Town land division ordinance to better achieve the management and limitation of growth and rural land consumption. Include maximum lot size provisions in order to implement the related plan policies and include a variance option for unusual situations. Consider increasing the lot size (Source: Strategy LU1).

- ♦ Modify Town ordinances or work with Dodge County to modify county ordinances in order to implement the Town's site planning policies. It is the Town's intent that every development site be reviewed by the Plan Commission for compliance with the Town's site planning policies (Source: Strategy LU2).

It is important to the Town of Hubbard that future development proposals are reviewed for potential negative impacts to the community. Specifically, the Town is concerned with the potential impacts of development on road damage, traffic, and the cost of providing community facilities and services. The Town's intent is to ensure fairness in this process, as the depth of analysis required will be appropriate for the intensity of the proposed development. These requirements should be reasonable and adjustable to a variety of common land uses.

The establishment of maximum lot sizes is a significant component of the Town's comprehensive plan. Maximum lot size is actually more important than minimum lot size with regard to reducing land consumption and facilitating the preservation of valued community features. This plan recommends the establishment of a two-acre maximum lot size in most cases. A three-acre maximum lot size is recommended when splitting existing buildings from a farm tract. This plan also recommends that such an ordinance include a variance or special exception procedure so that the Town can flex these standards where unique site characteristics are present.

Refer to *Land Division Regulations* in this section for discussion of the Town's recommendations relative to site planning and area development planning.

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Map 9-1 Farmland Preservation Zoning

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Land Division Regulations

Current Status

The Town of Hubbard's Land Division Ordinance requires Town approval of land divisions that result in the creation of parcels of 30 acres or less in size. The ordinance includes minimum standards for surveying and monumenting, land suitability, lot layout and design, and road arrangement and design. Procedures for minor land division review (the creation of less than five lots) and major subdivision review (the creation of five or more lots) are set forth under review of the Town's Plan Commission.

Key provisions of the Land Division Ordinance include the following. A minimum lot size of one acre is established. Lots must be fronted on public roads, and new roads must be constructed to Town standards. The cost of constructing new roads is the responsibility of the sub-divider. Other improvements such as sidewalks, stormwater drainage facilities, erosion control measures, street lamps, and street signs must be installed by a sub-divider if required by the Town. The Town is authorized to enter into development agreements to manage the construction, financing, inspection, and phasing of improvements. Public roads, drainage ways, and other public ways designated in the comprehensive plan must be dedicated as such by a sub-divider. Planned park, recreation, or public open space areas identified in the comprehensive plan must be made available by a sub-divider for public purchase at undeveloped land prices. Procedures for the payment of fees in lieu of parkland dedication are established, but need to be updated. Provisions to allow for cluster or conservation subdivisions are not included.

The Dodge County Land Use Code also contains provisions that apply to land divisions and subdivision in the Town of Hubbard.

Technical Recommendations

- ◆ Create a standard development agreement that includes provisions for financial assurance, construction warranties, construction inspections, and completion of construction by the Town with a stipulation for the developer that states failure to do so by the developer will result in fees associated with compliance with the agreement and time limit completion constraints will be enforced (Source: Strategy UCF1).
- ◆ Require major land divisions, conditional uses, and other substantial development projects to submit an assessment of potential impacts to the cost of providing community facilities and services (Source: Strategy UCF1, ED3).

Historically, Town and county ordinances have allowed exceptions to zoning and density standards for the addition of a home site to a working farm for family members or farm employees. This has been a difficult issue, and applicable land division ordinances should be updated to address the problem areas. If such residential structures associated with farming operations are sold to buyers which are not immediate family members, construction of additional residential structures should not be allowed under Agriculture Zoning. This plan includes the following policy to better define the situations that are eligible for this exception.

LU6 Residential development associated with farming operations and exempted from the applicable density standard shall be limited to immediate family members or an employee which is actively engaged in the farming operation. A two-acre maximum lot size shall be required. “Actively engaged” shall be defined by at least 50% of a person’s annual income is derived from farming. A “farming operation” shall be defined per the USDA definition (*any operation that sells at least one thousand dollars of agricultural commodities or that would have sold that amount of produce under normal circumstances*).

Refer to *Zoning* in this section for discussion of the Town’s recommendations relative to development impacts assessment.

Site Plan and Design Review

Current Status

The Town of Hubbard does administer local site plan review for submittal of rezoning requests, land use permits, conditional use permits, planned unit developments, and land divisions. However, the Town’s ordinances are weak or non-existent for design standards such as architectural design. Therefore, it is recommended that the Town of Hubbard:

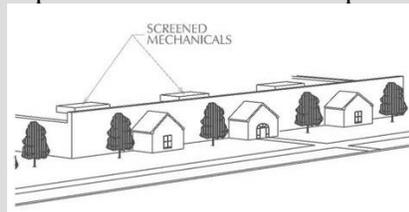
- ◆ Require commercial and industrial developments to submit area development plans (Source: T2).
- ◆ Establish requirements for site plan and design review approval of proposed commercial, industrial, and multi-family residential developments (Source: ED3).
- ◆ Create a site and architectural design review ordinance that protects and enhances the visual quality of the Town and establishes the desired characteristics of building layout and architecture, parking areas, green space and landscaping, lighting, signage, grading, driveway access, and internal traffic circulation. Seek public input on the establishment of these desired characteristics (Source: ED3).

Recommended Changes

The Town plans to establish requirements for design review approval of proposed commercial, industrial, and multi-family residential developments. This will be implemented through a site and architectural design review

Site Plan and Architectural Design Review

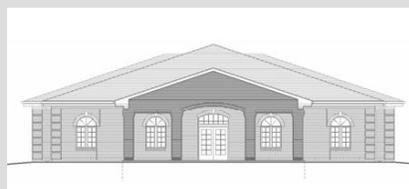
Standards and guidelines should be graphically depicted to clearly express the intent. For example...



Avoiding a “boxy” look
Screening mechanicals



Use of monument signs



Definition of the building entrance
Preferred building forms or styles

ordinance that protects and enhances the visual quality of the Town. It will establish the desired characteristics of building layout and architecture, parking areas, green space and landscaping, lighting, signage, grading, driveway access, and internal traffic circulation. Large, bulky, box-like commercial structures should be avoided. As the Town begins to develop these standards, public input should be sought on the desired characteristics of such development. Specifically, new commercial, industrial, and multi-family residential development should employ site and building designs that include:

- ◆ Attractive signage and building architecture
- ◆ Shared highway access points
- ◆ Screened parking and loading areas
- ◆ Screened mechanicals
- ◆ Landscaping, including trees that break up large parking lots
- ◆ Lighting that does not spill over to adjacent properties
- ◆ Efficient traffic and pedestrian flow

Official Map Regulations

Current Status

The Town of Hubbard does use an official map found in Section 9-1.

Recommended Changes

The official zoning map is broken-down by section and is colored. It is recommended that a combined zoning map be created and located in a conspicuous location in the Town Hall for the public to view. The Town may use other tools such as site planning and area development planning to manage the location of new development and prevent the obstruction of planned future road connections.

Sign Regulations

Current Status

The Town of Hubbard does administer local sign regulations which are found in Section 11 of the Town of Hubbard Zoning Ordinance.

Recommended Changes

It is the recommendation of your consultant that the Town of Hubbard consider restricting the use of pole type signs in favor of monument type signs. No other recommendations related to sign regulations have been identified by the Town at this time.

Erosion Control and Stormwater Management

Current Status

The Town of Hubbard does administer local erosion control regulations through its Land Division ordinances. The Town Driveway Ordinance and Land Division Ordinance require erosion control and stormwater management plans to be provided in some cases, but do not establish performance standards beyond existing state or county requirements. The Dodge County Land Use Code applies to the Town and includes soil erosion control and storm water management/erosion control provisions in Section 7.9.

Recommended Changes

It is recommended that Stormwater management shall be addressed as a requirement of all future development proposals and that stormwater retention and detention basins and sedimentation basins will be blended into the landscape to the greatest extent possible. (Source: Utilities and Community Facilities element)

Historic Preservation

Current Status

The Town of Hubbard does not administer local historic preservation ordinances. The Dodge County Land Use Code applies to the Town and includes such provisions. Subsection 8.10 was created in order to promote the use and preservation of historic sites, structures, landmarks, and districts within the county.

Recommended Changes

No changes to existing historic preservation measures are being recommended by the Town at this time.

Building, Housing, and Mechanical Codes

Current Status

The State of Wisconsin Uniform Dwelling Code must be followed for the construction and inspection of all one and two-family dwellings. Local communities have several options for administration and enforcement of this code. The Town of Hubbard has elected to work with the state Department of Commerce to administer the Uniform Dwelling Code. Home builders must contact the Department of Commerce directly for plan review and inspections. The Dodge County Land Use Code does not reference these building codes; however, it does require the submittal of a stamped copy of the state approved building plans for commercial development.

Recommended Changes

No specific changes are recommended at this time. The Town will also require the completion of buildings, structures, and landscaping within one year of the issuance of a building permit. Alternatives for implementing this recommendation include working with Dodge County Zoning to improve enforcement of related county requirements, or to develop a local building code ordinance that includes such provisions to be enforced locally.

Sanitary Codes

Current Status

The Town of Hubbard does not administer local sanitary codes. Dodge County's Sanitary Facilities Overlay District assists in guiding development to lands with appropriate soil conditions. The Sanitary Facilities Overlay District was originally adopted as the county Sanitary Ordinance in 1968 and is a state mandate in effect on all lands within Dodge County. This Overlay District regulates the location, construction, installation, alteration, design, and use of all private sewage disposal systems.

Recommended Changes

No changes to existing sanitary codes are being recommended by the Town at this time.

Driveway and Access ControlsCurrent Status

The Town of Hubbard does have a Zoning Ordinance that addresses driveways as part of its zoning code and requires a Town permit to construct or modify driveways that access public roads, Section 8.1. It establishes standards for a number of dwellings served by a driveway, maximum driveway length, minimum turnaround areas, minimum and maximum driveway width, minimum clearance width and height, maximum grade, driveway and intersection spacing, culvert installation, and other driveway design standards. An erosion control plan is required for the issuance of a driveway permit. Corrective action may be ordered by the Town for driveways that create hazardous conditions.

Recommended Changes

Create a driveway ordinance to ensure standards and specifications are incorporated into construction of all driveways. Specific design criteria will ensure access for all emergency service vehicles and long-term access to the site.

9.3 Non-Regulatory Land Use Management Tools

While ordinances and other regulatory tools are often central in plan implementation, they are not the only means available to a community. Non-regulatory implementation tools include more detailed planning efforts (such as park planning, neighborhood planning, or road improvement planning), public participation tools, intergovernmental agreements, land acquisition, and various fiscal tools (such as capital improvement planning, impact fees, grant funding, and annual budgeting).

The *Town of Hubbard Year 2040 Comprehensive Plan* includes recommendations for the use of non-regulatory implementation tools including the following:

- ◆ Work with a local FFA Chapter, County and State agencies, UW-Extension or Farmland Preservation Group (*Issues and Opportunities* element).
- ◆ Utilize postcards, web-sites and e-mailings to residents to promote important meetings in the Town (*Issues and Opportunities* element).
- ◆ Annually assess the availability of land for residential development (*Housing* element).
- ◆ Pursue funding for transportation facilities (*Transportation* element).
- ◆ Update the five-year road improvement plan (*Transportation* element).

- ◆ Assess capacity and needs with regard to administrative facilities and services and public buildings (*Utilities and Community Facilities* element).
- ◆ Encourage the enrollment of private lands into local, state, and federal resource protection programs (*Agricultural, Natural, and Cultural Resources* element).
- ◆ Conduct a community survey of historical and archeological resources (*Agricultural, Natural, and Cultural Resources* element).
- ◆ Review intergovernmental agreements for their effectiveness and efficiency (*Intergovernmental Cooperation* element).
- ◆ Review and update the comprehensive plan (*Implementation* element).

9.4 Comprehensive Plan Amendments and Updates

Adoption and Amendments

The Town of Hubbard should regularly evaluate its progress toward achieving the goals, objectives, policies, and recommendations of its comprehensive plan. It may be determined that amendments are needed to maintain the effectiveness and consistency of the plan. Amendments are minor changes to the overall plan and should be done after careful evaluation to maintain the plan as an effective tool upon which community decisions are based.

According to Wisconsin's Comprehensive Planning law (Wis. Stats. 66.1001), the same process that was used to initially adopt the plan shall also be used when amendments are made. The Town should be aware that laws regarding the amendment procedure may be clarified or changed as more comprehensive plans are adopted, and should therefore be monitored over time. Under current law, adopting and amending the Town's comprehensive plan must comply with the following steps:

- ◆ **Public Participation Procedures.** The established public participation procedures must be followed and must provide an opportunity for written comments to be submitted by members of the public to the Town Board and for the Town Board to respond to such comments.
- ◆ **Plan Commission Recommendation.** The Plan Commission recommends its proposed comprehensive plan or amendment to the Town Board by adopting a resolution by a majority vote of the entire Plan Commission. The vote shall be recorded in the minutes of the Plan Commission. The resolution shall refer to maps and other descriptive materials that relate to one or more elements of the comprehensive plan.
- ◆ **Recommended Draft Distribution.** One copy of the comprehensive plan or amendment adopted by the Plan Commission for recommendation to the Town Board is required to be sent to: (a) every governmental body that is located in whole or in part within the boundaries of the Town, including any school district, sanitary district, public inland lake

protection and rehabilitation district, or other special district; (b) the clerk of every city, village, Town, county, and regional planning commission that is adjacent to the Town; (c) the Wisconsin Land Council; (d) the Department of Administration; (e) the Regional Planning Commission in which the Town is located; (f) the public library that serves the area in which the Town is located; and (g) persons who have leasehold interest in an affected property for the extraction of non-metallic minerals. After adoption by the Town Board, one copy of the adopted comprehensive plan or amendment must also be sent to (a) through (f) above digitally.

- ◆ **Public Notification.** At least 30 days before the public hearing on a plan adopting or amending ordinance, persons that have requested to receive notice must be provided with notice of the public hearing and a copy of the adopting ordinance. This only applies if the proposed plan or amendment affects the allowable use of their property. The Town is responsible for maintaining the list of persons who have requested to receive notice, and may charge a fee to recover the cost of providing the notice.
- ◆ **Ordinance Adoption and Final Distribution.** Following publication of a Class I notice, a public hearing must be held to consider an ordinance to adopt or amend the comprehensive plan. Ordinance approval requires a majority vote of the Town Board. The final plan report or amendment and adopting ordinance must then be filed with (a) through (f) of the distribution list above that received the recommended comprehensive plan or amendment.

Updates

Comprehensive planning statutes require that a comprehensive plan be updated at least once every 10 years. However, it is advisable to conduct a plan update at a five-year interval. An update requires revisiting the entire planning document. Unlike an amendment, an update is often a substantial re-write of the text, updating of the inventory and tables, and substantial changes to maps, if necessary. The plan update process should be planned for in a similar manner as was allowed for the initial creation of this plan including similar time and funding allotments. State statutes should also be monitored for any modified language.

9.5 Integration and Consistency of Planning Elements

Implementation Strategies for Planning Element Integration

While this comprehensive plan is divided into nine elements, in reality, community planning issues are not confined to these divisions. Planning issues will cross these element boundaries. Because this is the case, the policies and recommendations of this plan were considered by the Town of Hubbard in the light of overall implementation strategies. The following implementation strategies were available for consideration.

Housing	Agricultural, Natural, and Cultural Resources
1. Future residential development should be directed toward non-productive farmland	1. Preserve agricultural lands
2. Housing shall be maintained at a low density to preserve rural character	2. Major land divisions shall not be in Ag. Districts
	3. Preserve active farms

3. Change the treatment of mobile and manufactured homes

Transportation

1. Create efficiencies in the cost of building and maintaining roads (control taxes)
2. Developers shall bear the cost of new roads
3. Create improved driveway access safety
4. Create more detailed plans for transportation improvements
5. Require transportation impact study as part of new developments

Utilities and Community Facilities

1. Limit impact to natural features and farmland
2. CIP shall be used to plan for new facilities
3. Work with Dodge County Ordinances on siting communications facilities
4. Subdivision design to protect groundwater
5. Developments shall not increase potential for flooding of adjacent lands
6. Develops shall prevent site erosion
7. Distribute costs of infrastructure on developers (control taxes)
8. Locate new utility systems in the right-of-way
9. Design towers to be visually unobtrusive
10. Large developments to provide assessment of impacts
11. Preserve the quality of outdoor recreation pursuits

4. Preserve productive Ag. lands
5. Preserve natural resources and/or green space
6. Preserve rural character
7. Promote sound Soil and Water Conservation Practices for long-term sustainability.

Economic Development

1. Preserve Ag. Economy
2. Focus growth along HWY 67 & 33 corridor
3. Discourage box-like commercial structures – preserve rural character
4. Develop site and building design for commercial structures

Intergovernmental Cooperation

1. Create intergovernmental efficiencies for providing services and facilities
2. Create a cooperative approach for planning and regulating development along community boundaries
3. Include education in planning efforts
4. Preserve intergovernmental communication
5. Work with surrounding cities on density and site design issues
6. Support consolidation of shared services when feasible (control taxes)

Land Use

1. Use existing public infrastructure to accommodate new development
2. Preserve the existing landscape by limiting growth
3. Preserve valued features of the landscape through site planning
4. Max lot size of two acres for residential development
5. Split farmsteads should be held to three acres
6. Define residential development associated with farming – two-acre maximum
7. Commercial and industrial highway corridor development to be directed to planned clusters or nodes

These overall strategies are grouped by element, but are associated with policies and recommendations in multiple elements. These associations are noted on each policy and recommendations statement. For example, policy UCF8 is associated with strategy Utilities and Community Facilities (Maintain and improve the quality and efficiency of Town government, facilities, services and utilities and strategy Agricultural, Natural, and Cultural Resources (Preserve rural character).

UCF8 New utility systems shall be required to locate in existing rights-of-way whenever possible (Source: Strategy UCF1, ANC5).

Wisconsin's Comprehensive Planning law requires that the *Implementation* element describe how each of the nine elements of the comprehensive plan will be integrated with the other elements of the plan. The implementation strategies provide planning element integration by grouping associated policies and recommendations in multiple elements with coherent, overarching themes.

The Town of Hubbard selected from the available strategies to generate its policies and recommendations. The selected implementation strategies reflect the Town's highest priorities for implementation, and areas where the Town is willing to take direct implementation responsibility. The following strategies were selected and utilized to develop this plan:

- ◆ H2: Housing shall be maintained at a low density
- ◆ H3: Change the treatment of mobile and manufactured homes
- ◆ T2: Developers shall bear the cost of constructing new roads to Town standards
- ◆ T4: A five-year plan for road improvements should be maintained
- ◆ T5: Development proposals should provide a transportation impact analysis
- ◆ UCF1: Planned utilities should limit impact on natural features
- ◆ UCF7: Share the cost of development with developers (control taxes)
- ◆ UCF10: Substantial development proposals should provide an impact study on the cost of increased services
- ◆ UCF11: Preserve the quality of outdoor recreation pursuits
- ◆ ANC1: Preserve agricultural lands
- ◆ ANC3: Preserve rural character
- ◆ ANC5: Preserve natural resources and/or green space
- ◆ ANC6: Preserve natural resources
- ◆ ED1: Preserve rural character
- ◆ ED2: Focus development on HWY 67 & 33 corridor
- ◆ ED4: Create site and building design policies for commercial and industrial developments
- ◆ IC1: Create intergovernmental efficiencies for providing services and facilities
- ◆ LU1: Preserve the existing landscape by limiting growth
- ◆ LU2: Preserve valued features of the landscape through site planning
- ◆ LU7: Focus Industrial and commercial development in clusters or nodes

The strategies that were not selected by the Town may still be of importance, but were not identified as top priorities or areas where direct action by the Town was deemed appropriate.

Planning Element Consistency

Wisconsin's Comprehensive Planning law requires that the *Implementation* element describe how each of the nine elements of the comprehensive plan will be made consistent with the other elements of the plan. The planning process that was used to create the *Town of Hubbard Year 2040 Comprehensive Plan* required all elements of the plan to be produced in a simultaneous manner. No elements were created independently from the other elements of the plan, therefore reducing the threat of inconsistency.

There may be inconsistencies between the goals and objectives between elements or even within an individual element. This is the nature of goals and objectives. Because these are statements of community values, they may vary or compete with one another in certain situations. The mechanism for resolving any such inconsistency is the policy statement. Where goals or objectives express competing values, the Town should look to the related policies to provide decision making guidance. The policies established by this plan have been designed with this function in mind, and no known policy inconsistencies are present between elements or within an individual element.

Over time, the threat of inconsistency between the plan and existing conditions will increase, requiring amendments or updates to be made. Over time, additional plans regarding specific features within the community may also be developed (e.g., outdoor recreation plan, area development plan, etc.). The process used to develop any further detailed plans should be consistent with this *Town of Hubbard Year 2040 Comprehensive Plan*.

9.6 Measurement of Plan Progress

Wisconsin's Comprehensive Planning law requires that the *Implementation* element provide a mechanism to measure community progress toward achieving all aspects of the comprehensive plan. An acceptable method is to evaluate two primary components of the plan, policies and recommendations, which are found in each plan element.

To measure the effectiveness of an adopted policy, the community must determine if the policy has met the intended purpose. For example, the Town of Hubbard has established a Transportation element policy that states, "Roads that provide access to multiple improved properties shall be built to Town standards as a condition of approval for new development." To determine whether the policy is achieving the community's intention a "measure" must be established. In the case of this policy, the measure can be formulated by identifying the proportion of roads serving multiple improved properties that are built to Town standards and by assessing how that has changed since the plan's adoption. Each policy statement should be reviewed periodically to determine the plan's effectiveness.

Likewise, recommendations listed within each element can be measured. For recommendations, the ability to "measure" progress toward achievement is very straight forward in that the recommendations have either been implemented or not.

To ensure the plan is achieving intended results, periodic reviews should be conducted by the Plan Commission and results reported to the governing body and the public.

9.7 Implementation Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1. Promote consistent integration of the comprehensive plan policies and recommendations with the ordinances and implementation tools that affect the Town.

Objectives

- 1.a. Update the comprehensive plan on a regular schedule to ensure that the plan remains a useful guide for land use decision making.
- 1.b. Require that administration, enforcement, and implementation of land use regulations are consistent with the Town’s comprehensive plan.

Goal 2. Balance appropriate land use regulations and individual property rights with community interests and goals.

Objectives

- 2.a. Create opportunities for citizen participation throughout all stages of planning, ordinance development, and policy implementation.
- 2.b. Maintain a development review process whereby all interested parties are afforded an opportunity to influence the outcome.

9.8 Implementation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the Town is concerned about. Policies and recommendations become primary tools the Town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The Town’s policies are stated in the form of position statements (Town Position), directives to the Town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the Town should be prepared to complete. The completion of these actions and projects is consistent with the Town’s policies, and therefore will help the Town fulfill the comprehensive plan goals and objectives.

Policies: Town Position

- I1 Existing and/or future land use regulations should be fair and treat landowners with equality.

- I2 Land use policies and implementation tools must be clear and readily understood by Town residents.

Policies: Town Directive

- I3 The Town should maintain the comprehensive plan as an effective tool for the guidance of Town governance, and will update the plan as needed to maintain consistency with state comprehensive planning requirements.
- I4 Town policies, ordinances, and decisions shall be made in conformance with the comprehensive plan to the fullest extent possible.

Recommendations

- ◆ Monitor the implementation of the Dodge County Comprehensive Plan and encourage the incorporation of the Town of Hubbard Comprehensive Plan relative to policies, recommendations, and implementation strategies.
- ◆ Develop and maintain an action plan that identifies specific projects that are to be completed toward the implementation of the comprehensive plan. An action plan identifies an estimated time frame and responsible parties for each project or action.
- ◆ Review the comprehensive plan annually (in conjunction with the Town budgeting process) for performance on goals, objectives, policies, and recommendations, for availability of updated data, and to provide an opportunity for public feedback. This review does not need to be as formal as the comprehensive review required at least every 10 years by Ch. 66.1001, Wisconsin Statutes.
- ◆ Conduct a comprehensive plan update at least every 10 years as required by Ch. 66.1001, Wisconsin Statutes. All components of the plan should be reviewed for applicability and validity.

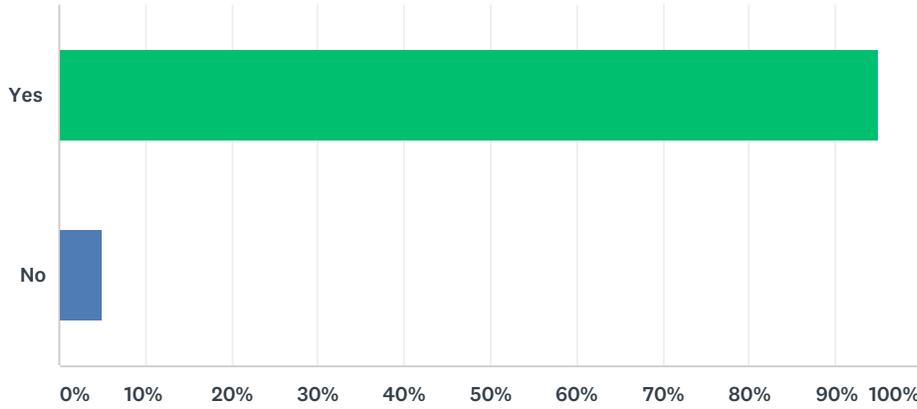
Appendix A

SurveyMonkey Results

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Q1 Are you a resident of the Town of Hubbard?

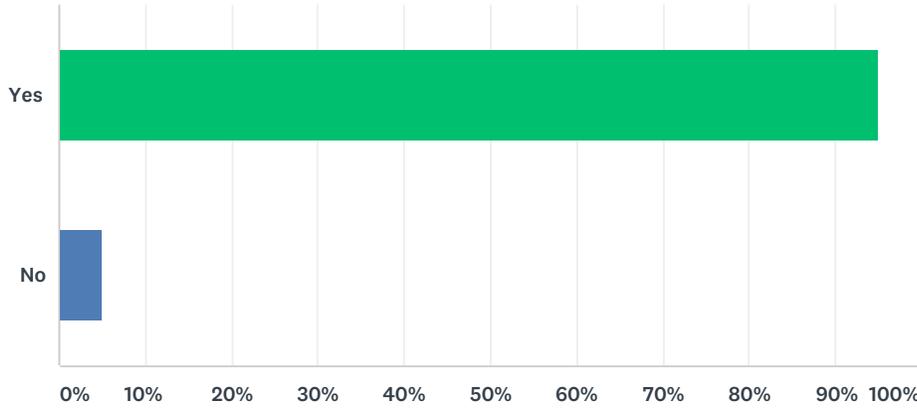
Answered: 20 Skipped: 0



ANSWER CHOICES	RESPONSES
Yes	95.00% 19
No	5.00% 1
Total Respondents: 20	

Q2 Do you own property in the Town of Hubbard?

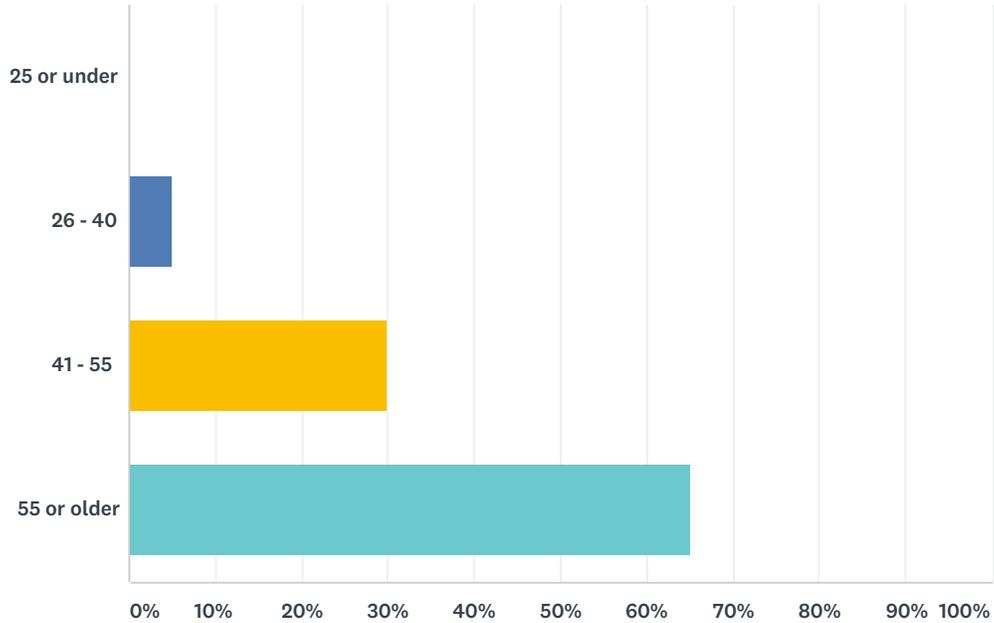
Answered: 20 Skipped: 0



ANSWER CHOICES	RESPONSES
Yes	95.00% 19
No	5.00% 1
Total Respondents: 20	

Q3 Your Age Range?

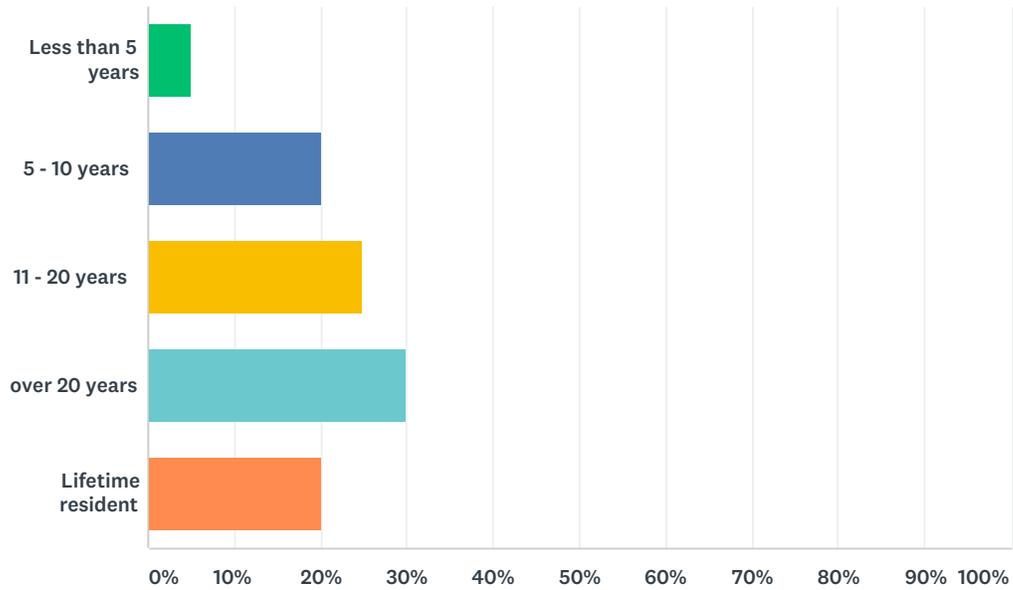
Answered: 20 Skipped: 0



ANSWER CHOICES	RESPONSES
25 or under	0.00% 0
26 - 40	5.00% 1
41 - 55	30.00% 6
55 or older	65.00% 13
Total Respondents: 20	

Q4 How long have you lived in the Town of Hubbard?

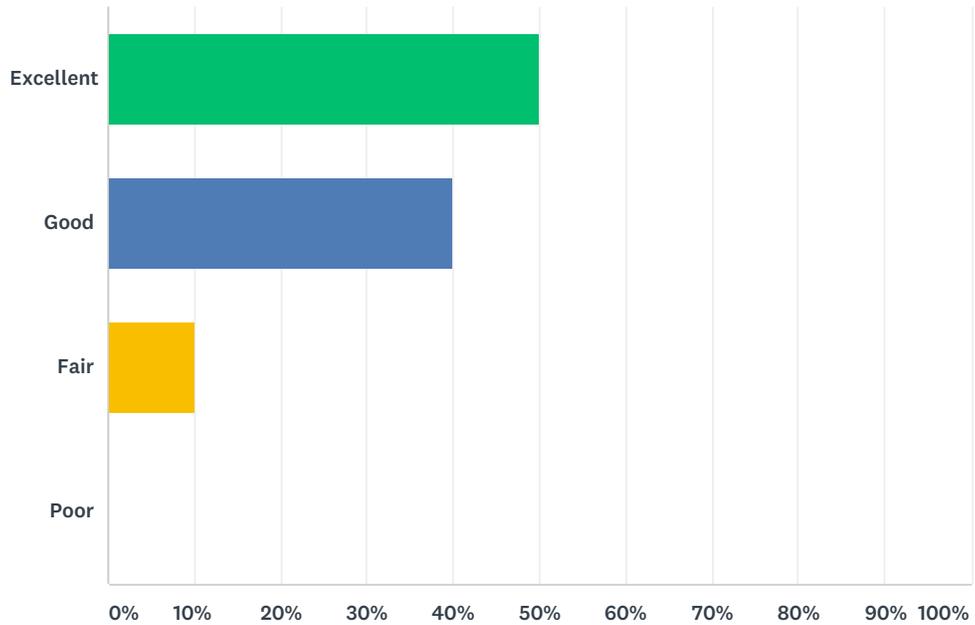
Answered: 20 Skipped: 0



ANSWER CHOICES	RESPONSES
Less than 5 years	5.00% 1
5 - 10 years	20.00% 4
11 - 20 years	25.00% 5
over 20 years	30.00% 6
Lifetime resident	20.00% 4
Total Respondents: 20	

Q5 How would you rate the quality of life in the Town of Hubbard?

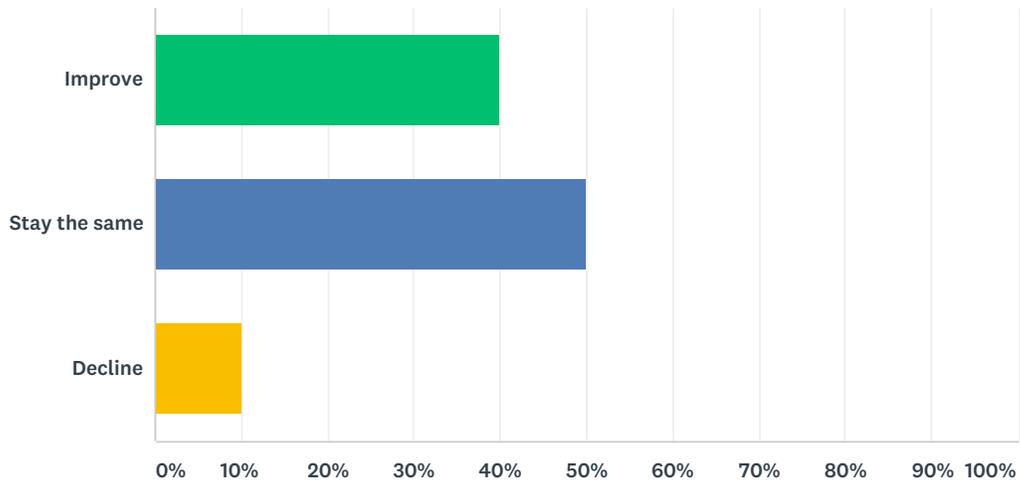
Answered: 20 Skipped: 0



ANSWER CHOICES	RESPONSES
Excellent	50.00% 10
Good	40.00% 8
Fair	10.00% 2
Poor	0.00% 0
Total Respondents: 20	

Q6 During the next five years, do you expect the quality of life in the Town of Hubbard to:

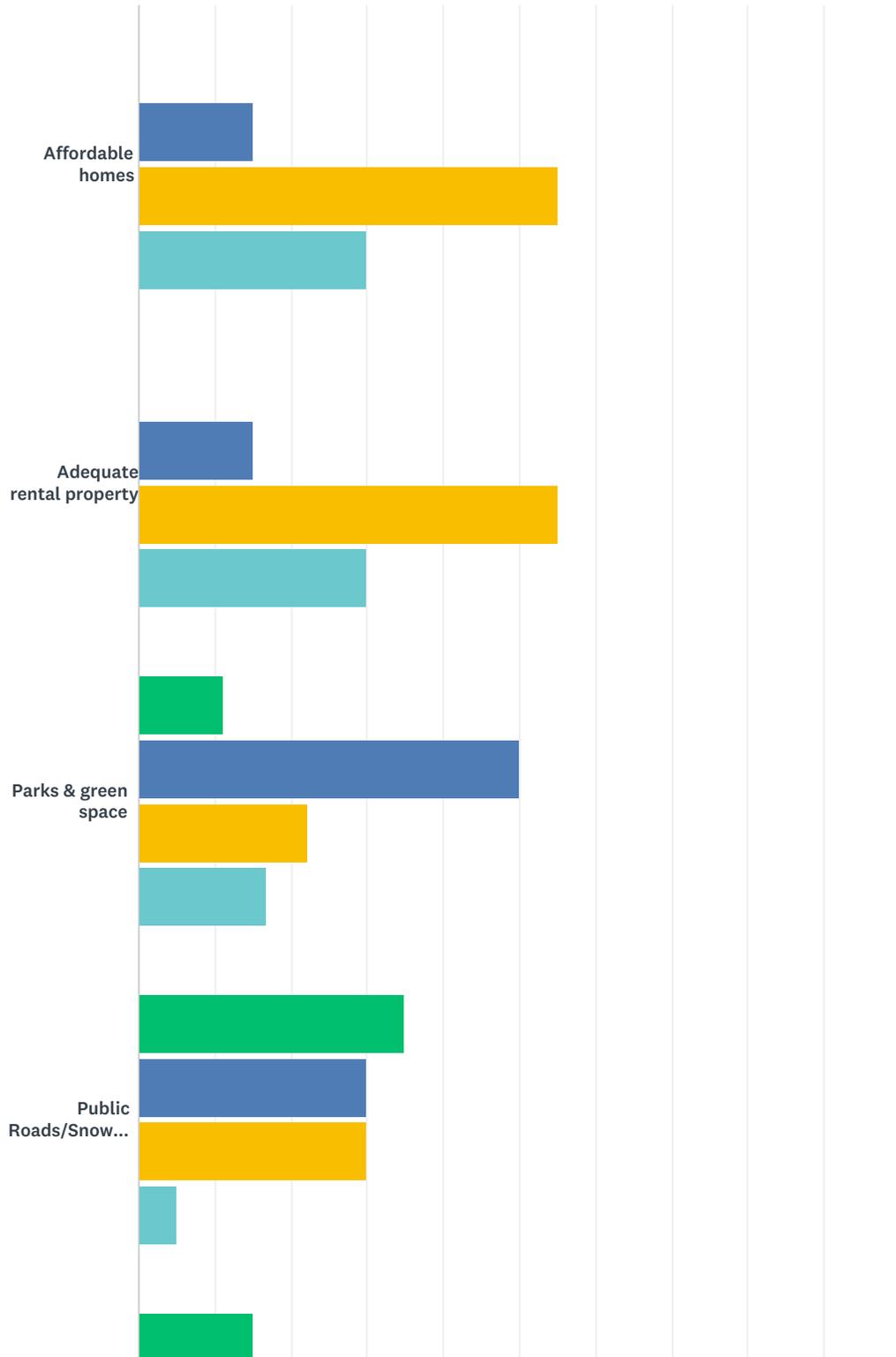
Answered: 20 Skipped: 0

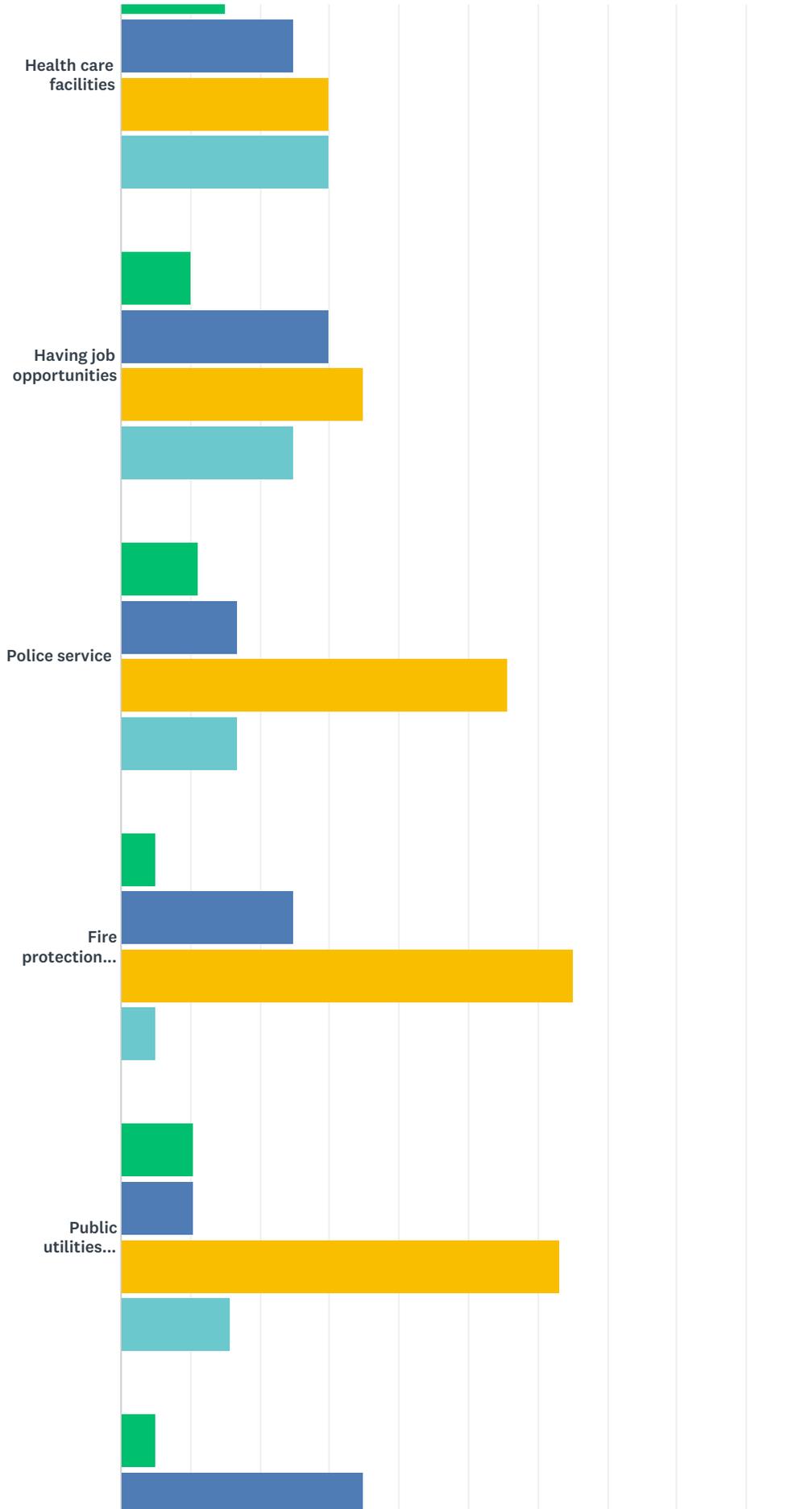


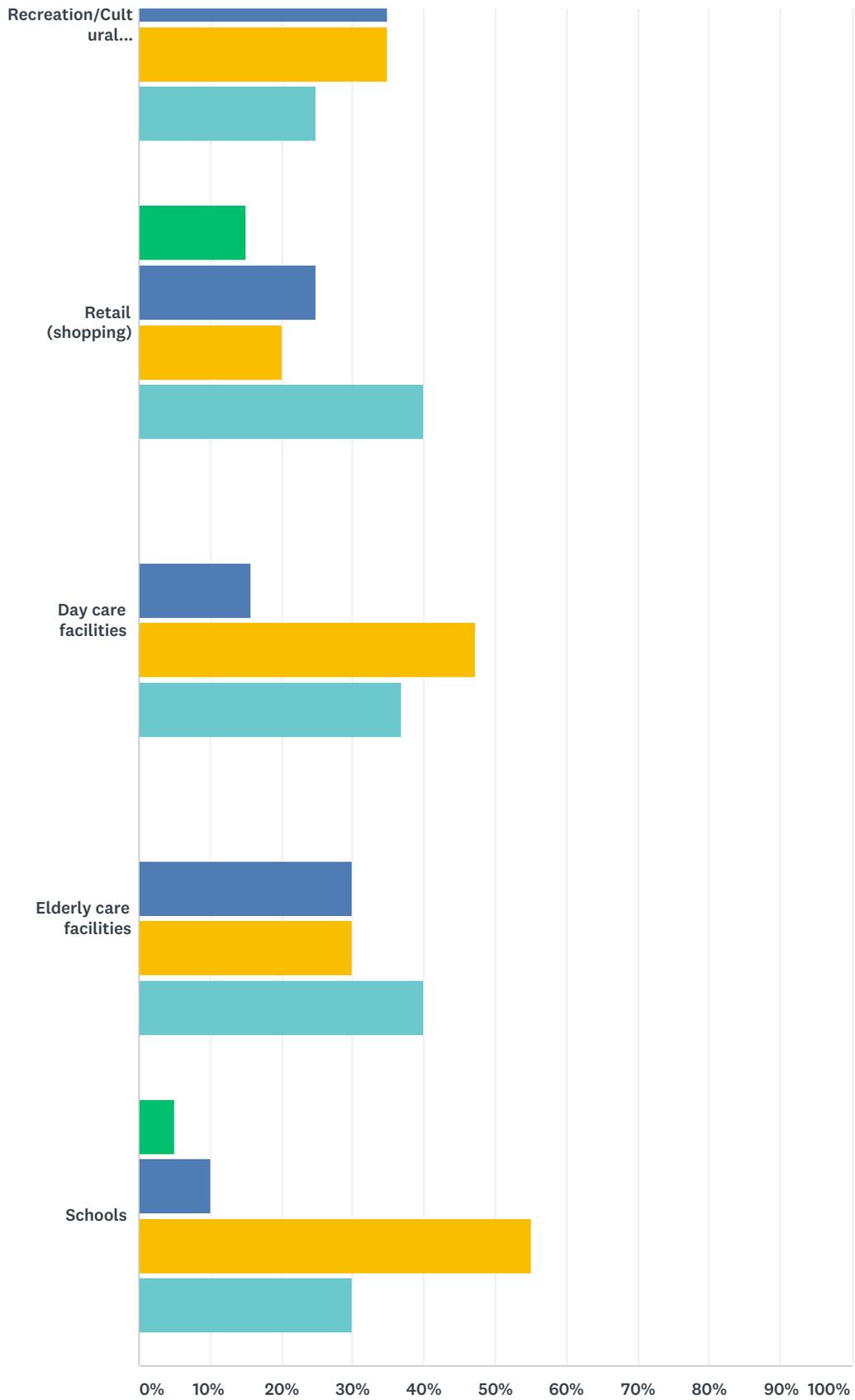
ANSWER CHOICES	RESPONSES
Improve	40.00% 8
Stay the same	50.00% 10
Decline	10.00% 2
Total Respondents: 20	

Q7 Please rate each of the following aspects of life in the Town of Hubbard: (These are to be rated: 3 = Needs Substantial Improvement, 2 = Needs Some Improvement, 1 = Needs No Improvement and 0 = Not Needed)

Answered: 20 Skipped: 0





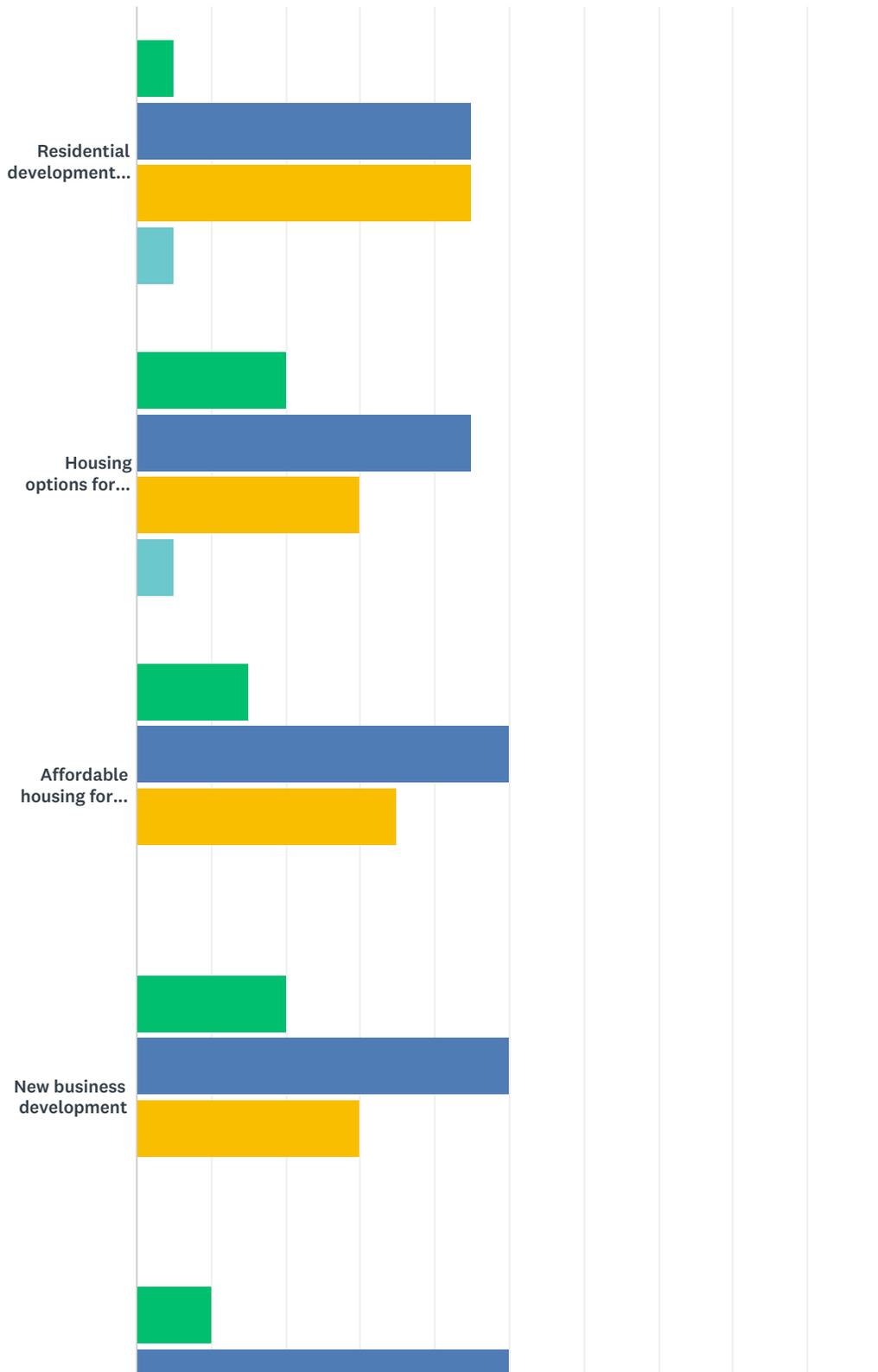


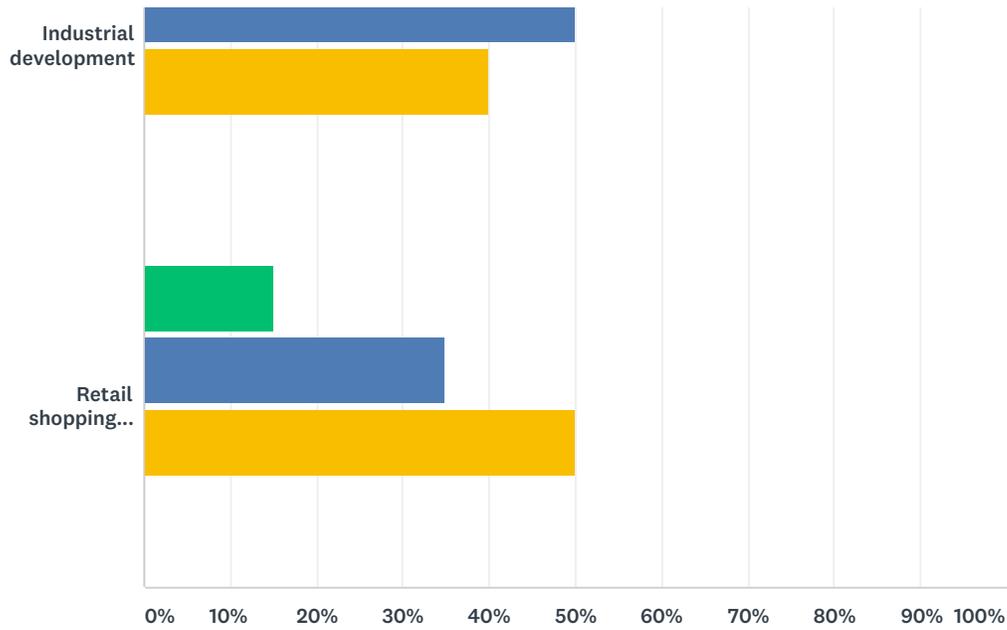
Needs Substantial Improvement Needs Some Improvement
Needs No Improvement Not Needed

	NEEDS SUBSTANTIAL IMPROVEMENT	NEEDS SOME IMPROVEMENT	NEEDS NO IMPROVEMENT	NOT NEEDED	TOTAL	WEIGHTED AVERAGE
Affordable homes	0.00% 0	15.00% 3	55.00% 11	30.00% 6	20	0.85
Adequate rental property	0.00% 0	15.00% 3	55.00% 11	30.00% 6	20	0.85
Parks & green space	11.11% 2	50.00% 9	22.22% 4	16.67% 3	18	1.56
Public Roads/Snow Removal	35.00% 7	30.00% 6	30.00% 6	5.00% 1	20	1.95
Health care facilities	15.00% 3	25.00% 5	30.00% 6	30.00% 6	20	1.25
Having job opportunities	10.00% 2	30.00% 6	35.00% 7	25.00% 5	20	1.25
Police service	11.11% 2	16.67% 3	55.56% 10	16.67% 3	18	1.22
Fire protection service/EMS	5.00% 1	25.00% 5	65.00% 13	5.00% 1	20	1.30
Public utilities (water, sewer, electric, garbage)	10.53% 2	10.53% 2	63.16% 12	15.79% 3	19	1.16
Recreation/Cultural opportunities	5.00% 1	35.00% 7	35.00% 7	25.00% 5	20	1.20
Retail (shopping)	15.00% 3	25.00% 5	20.00% 4	40.00% 8	20	1.15
Day care facilities	0.00% 0	15.79% 3	47.37% 9	36.84% 7	19	0.79
Elderly care facilities	0.00% 0	30.00% 6	30.00% 6	40.00% 8	20	0.90
Schools	5.00% 1	10.00% 2	55.00% 11	30.00% 6	20	0.90

Q8 Do you support the following types of growth for the Town of Hubbard? (These are to be rated: 3 = Strongly Support, 2 = Somewhat Support, 1 = Do Not Support, 0 = No Opinion)

Answered: 20 Skipped: 0



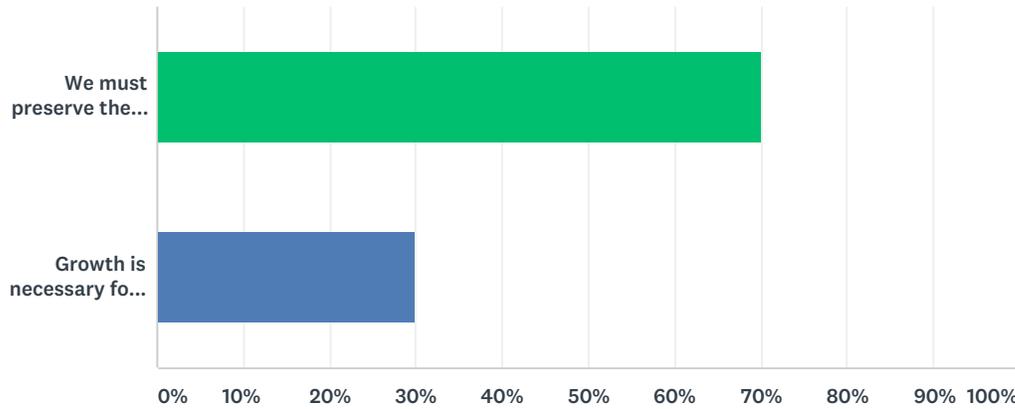


■ Strongly Support
 ■ Somewhat Support
 ■ Do Not Support
 ■ No Opinion

	STRONGLY SUPPORT	SOMEWHAT SUPPORT	DO NOT SUPPORT	NO OPINION	TOTAL	WEIGHTED AVERAGE
Residential development that includes apartments as well as homes	5.00% 1	45.00% 9	45.00% 9	5.00% 1	20	1.50
Housing options for seniors	20.00% 4	45.00% 9	30.00% 6	5.00% 1	20	1.80
Affordable housing for young families	15.00% 3	50.00% 10	35.00% 7	0.00% 0	20	1.80
New business development	20.00% 4	50.00% 10	30.00% 6	0.00% 0	20	1.90
Industrial development	10.00% 2	50.00% 10	40.00% 8	0.00% 0	20	1.70
Retail shopping development	15.00% 3	35.00% 7	50.00% 10	0.00% 0	20	1.65

Q9 Which of these statements best describes your point of view?

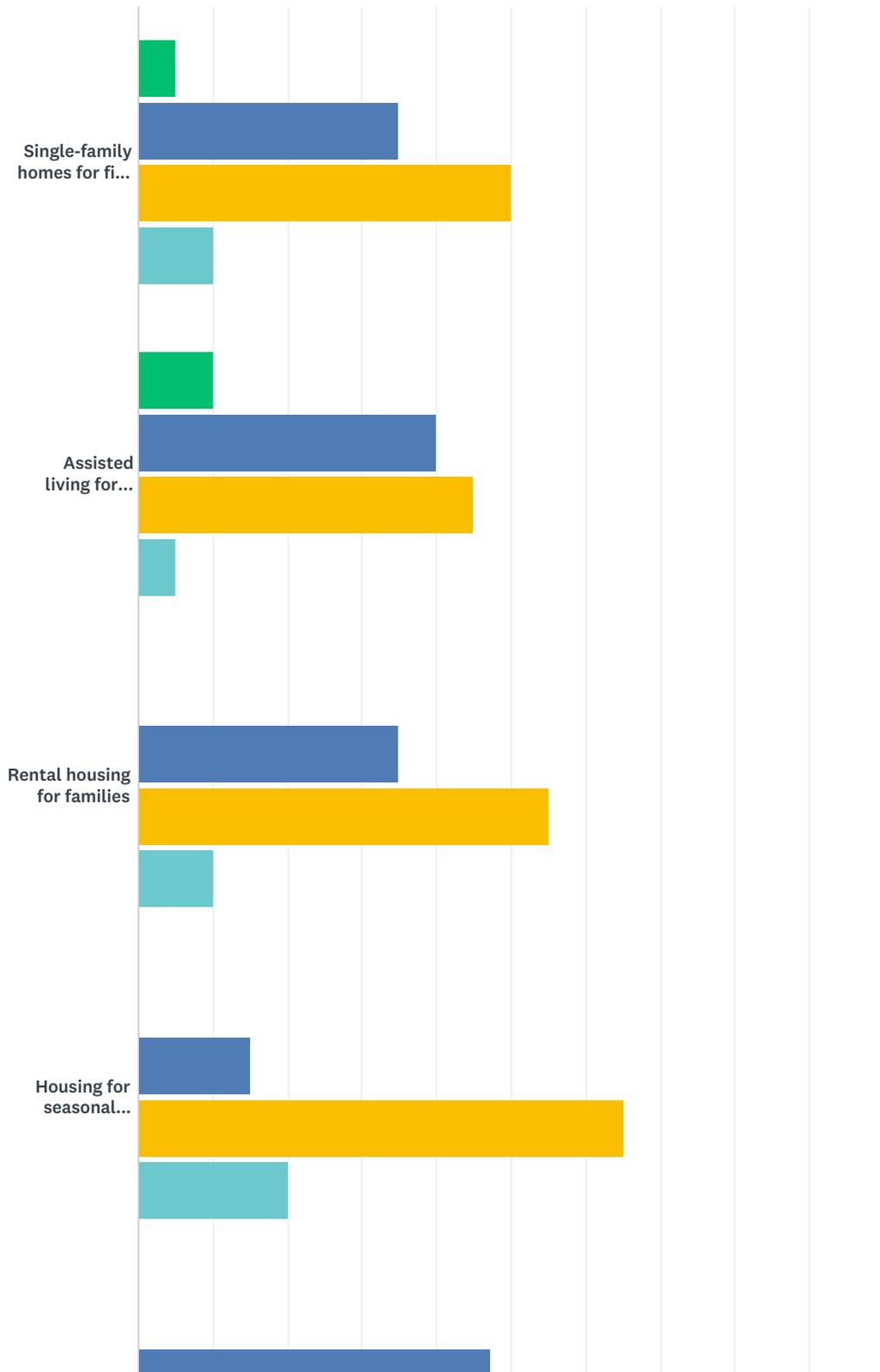
Answered: 20 Skipped: 0

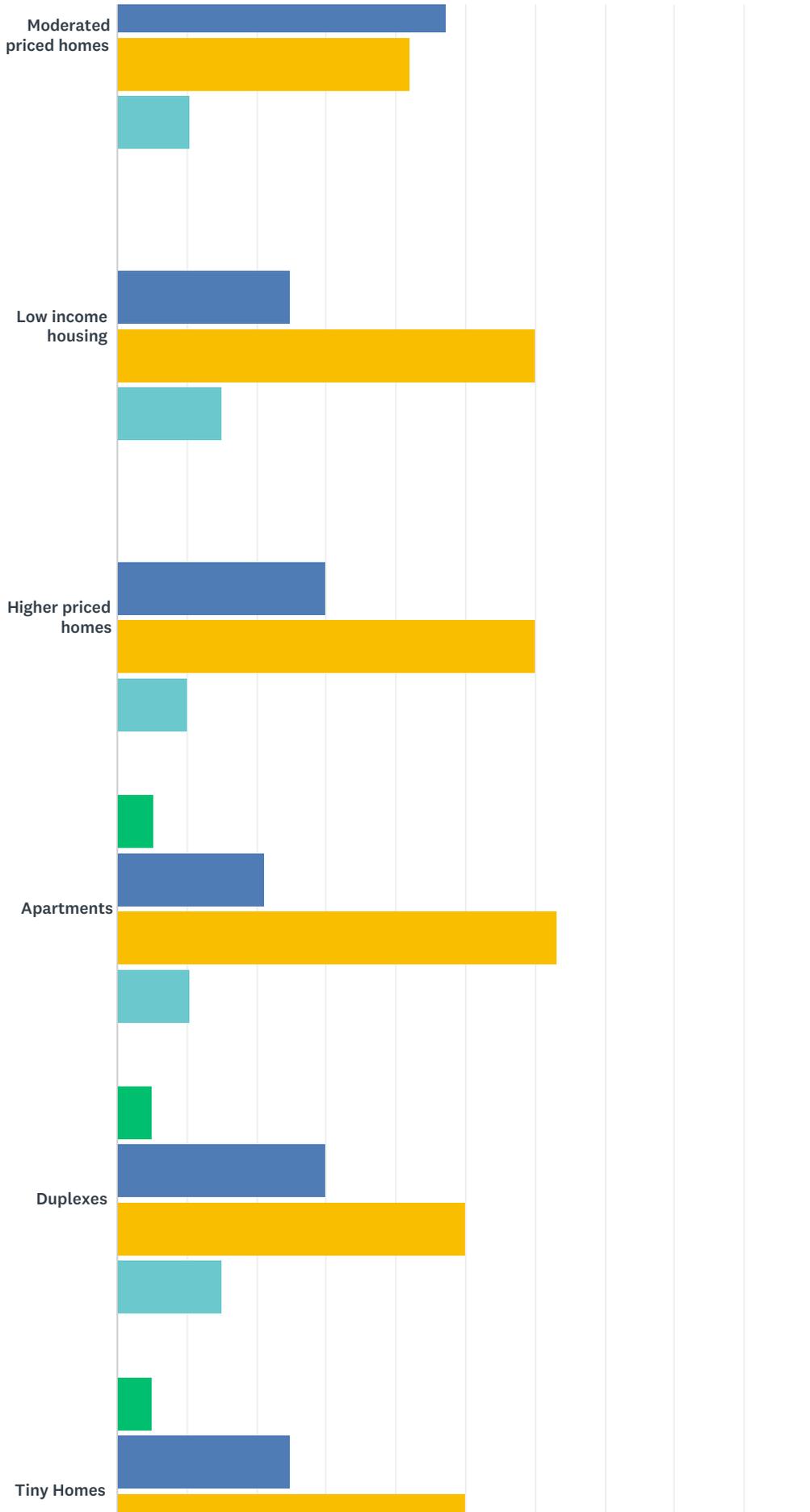


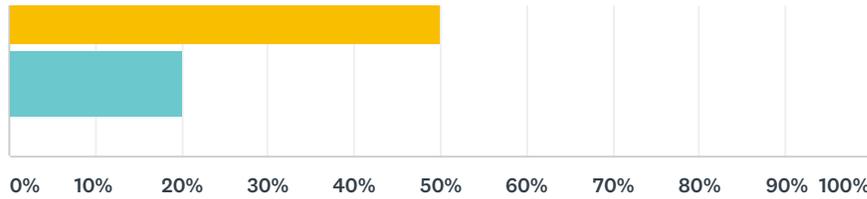
ANSWER CHOICES	RESPONSES
We must preserve the qualities that make our community special by severely limiting growth.	70.00% 14
Growth is necessary for the economy and should be encouraged.	30.00% 6
Total Respondents: 20	

Q10 How would you rate the need for housing in the Town of Hubbard? (These are to be rated: 3 = Need More, 2 = Need Some, 1 = Do Not Need and 0 = No Opinion)

Answered: 20 Skipped: 0





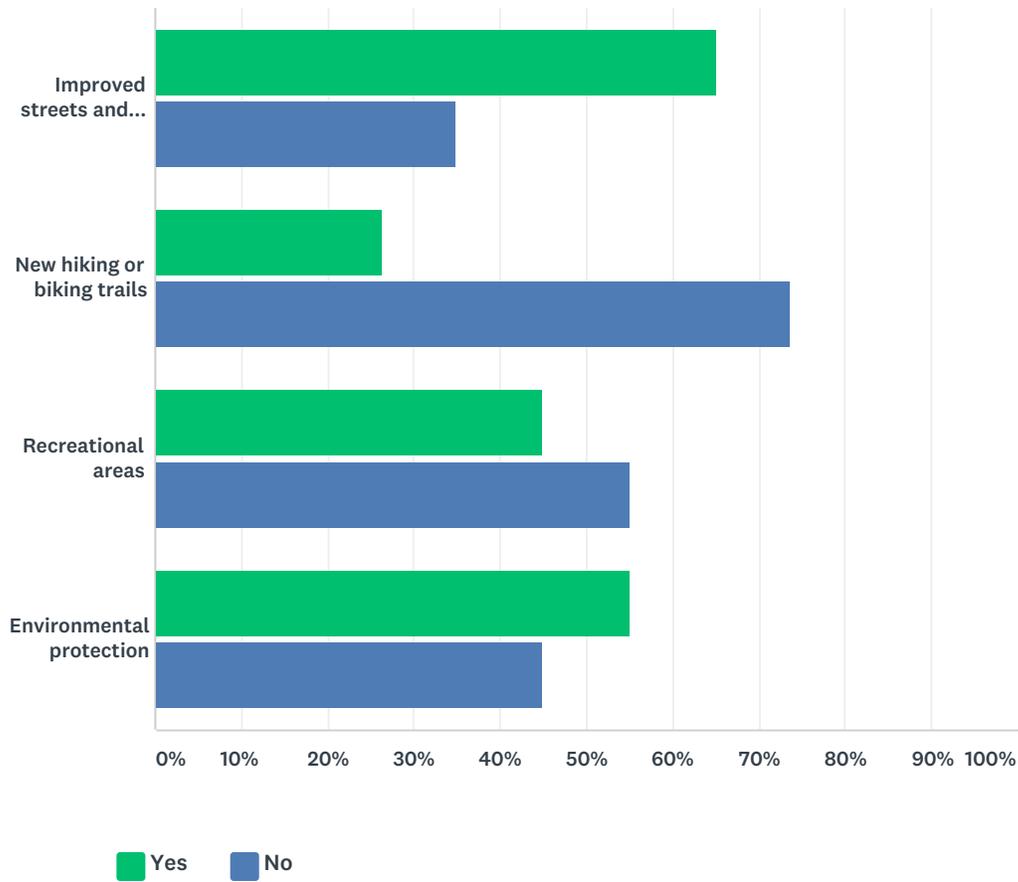


■ Need More
 ■ Need Some
 ■ Do Not Need
 ■ No Opinion

	NEED MORE	NEED SOME	DO NOT NEED	NO OPINION	TOTAL	WEIGHTED AVERAGE
Single-family homes for first time buyers	5.00% 1	35.00% 7	50.00% 10	10.00% 2	20	1.35
Assisted living for seniors	10.00% 2	40.00% 8	45.00% 9	5.00% 1	20	1.55
Rental housing for families	0.00% 0	35.00% 7	55.00% 11	10.00% 2	20	1.25
Housing for seasonal workers (i.e.. college students, agriculture, etc.)	0.00% 0	15.00% 3	65.00% 13	20.00% 4	20	0.95
Moderated priced homes	0.00% 0	47.37% 9	42.11% 8	10.53% 2	19	1.37
Low income housing	0.00% 0	25.00% 5	60.00% 12	15.00% 3	20	1.10
Higher priced homes	0.00% 0	30.00% 6	60.00% 12	10.00% 2	20	1.20
Apartments	5.26% 1	21.05% 4	63.16% 12	10.53% 2	19	1.21
Duplexes	5.00% 1	30.00% 6	50.00% 10	15.00% 3	20	1.25
Tiny Homes	5.00% 1	25.00% 5	50.00% 10	20.00% 4	20	1.15

Q11 During the next five years, should the Town of Hubbard invest in the following areas?

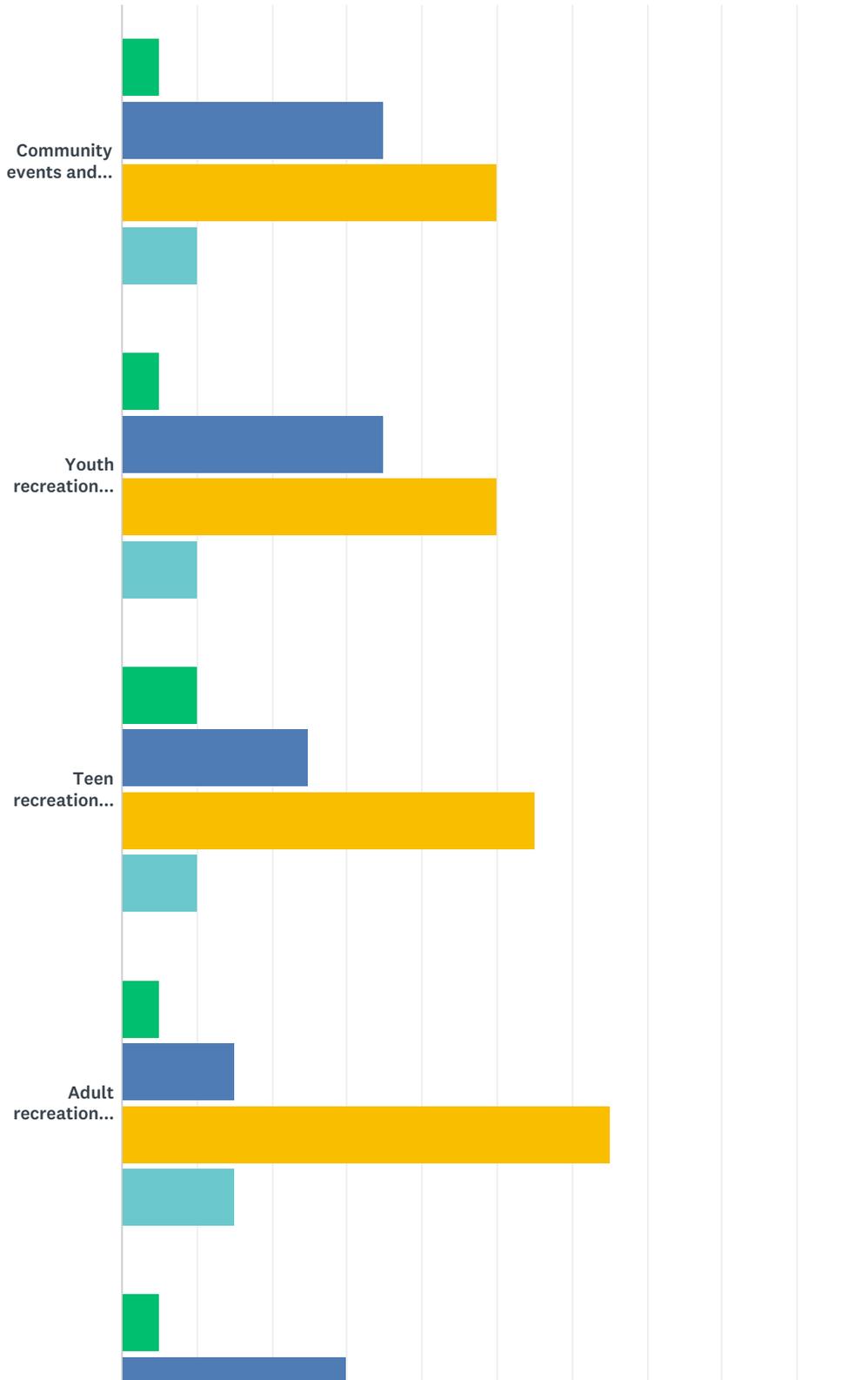
Answered: 20 Skipped: 0

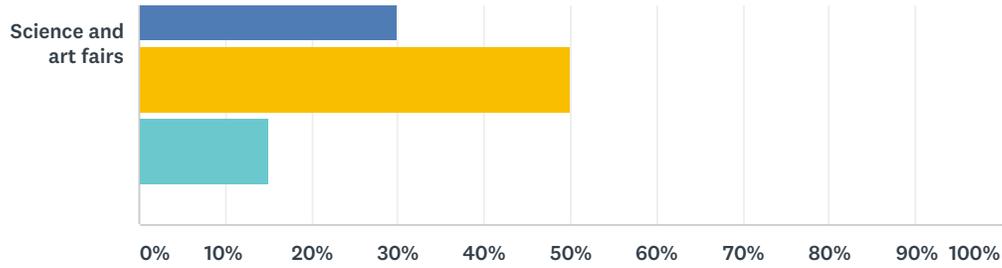


	YES	NO	TOTAL	WEIGHTED AVERAGE
Improved streets and highways	65.00% 13	35.00% 7	20	1.65
New hiking or biking trails	26.32% 5	73.68% 14	19	1.26
Recreational areas	45.00% 9	55.00% 11	20	1.45
Environmental protection	55.00% 11	45.00% 9	20	1.55

Q12 How would you rate the cultural aspects in the community? (These are to be rated: 3 = Needs Substantial Improvement, 2 = Needs Some Improvement, 1 = Needs No Improvement and 0 = No Opinion)

Answered: 20 Skipped: 0



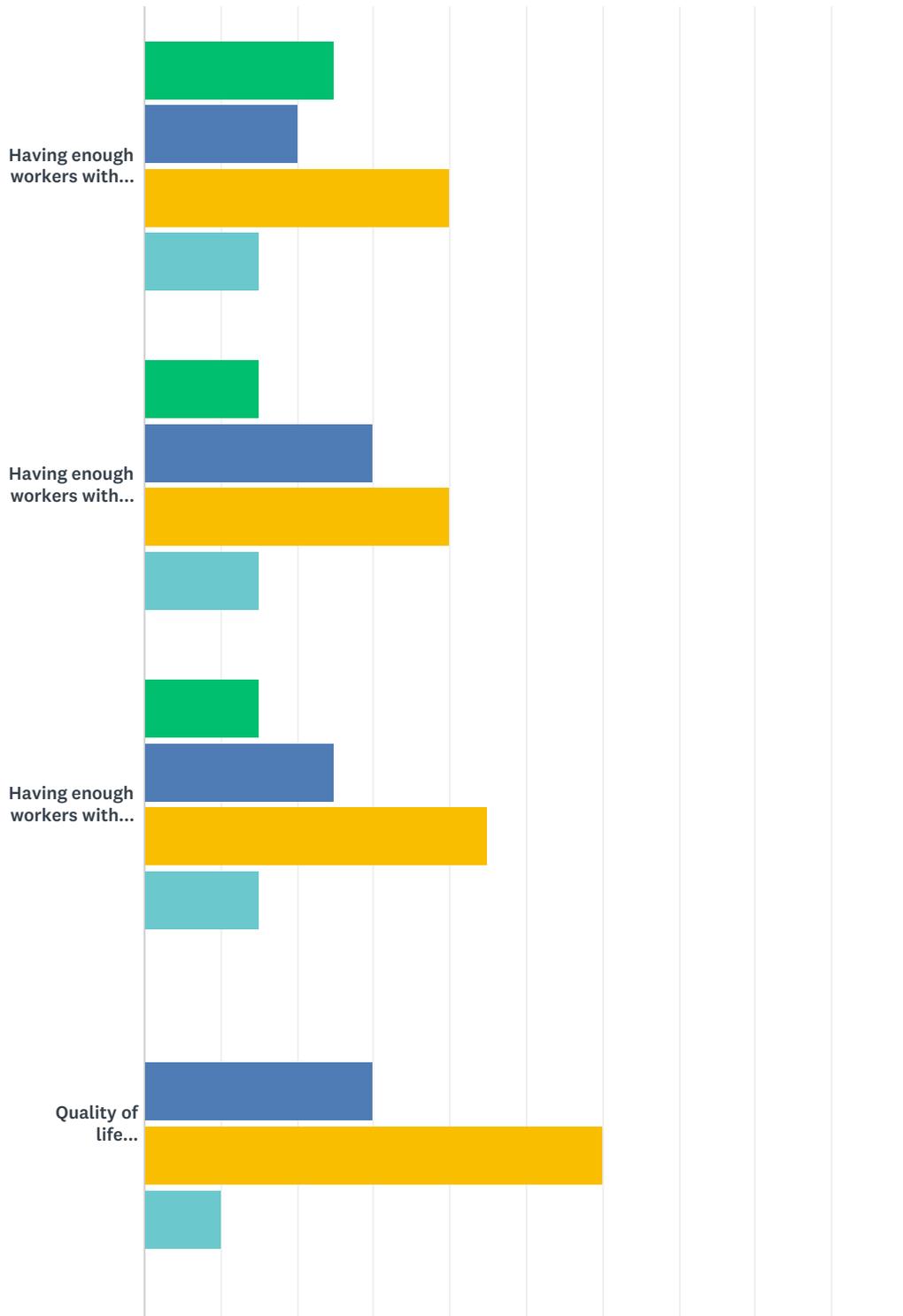


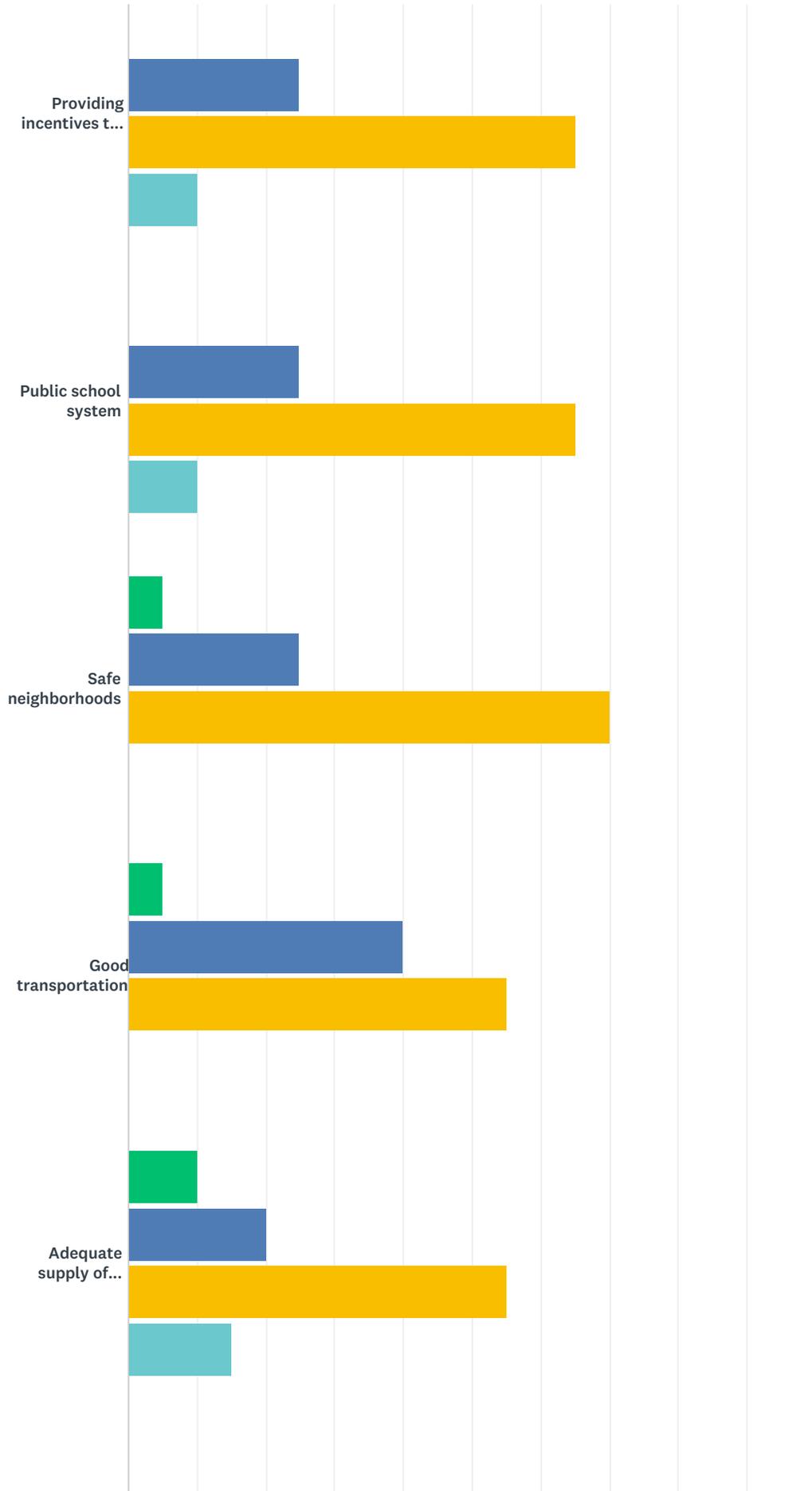
■ Needs Substantial Improvement ■ Needs Some Improvement
■ Needs No Improvement ■ No Opinion

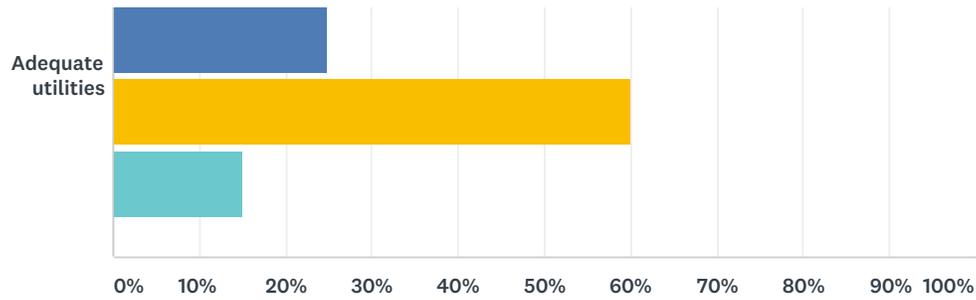
	NEEDS SUBSTANTIAL IMPROVEMENT	NEEDS SOME IMPROVEMENT	NEEDS NO IMPROVEMENT	NO OPINION	TOTAL	WEIGHTED AVERAGE
Community events and celebrations	5.00% 1	35.00% 7	50.00% 10	10.00% 2	20	1.35
Youth recreation opportunities	5.00% 1	35.00% 7	50.00% 10	10.00% 2	20	1.35
Teen recreation opportunities	10.00% 2	25.00% 5	55.00% 11	10.00% 2	20	1.35
Adult recreation opportunities	5.00% 1	15.00% 3	65.00% 13	15.00% 3	20	1.10
Science and art fairs	5.00% 1	30.00% 6	50.00% 10	15.00% 3	20	1.25

Q13 Businesses that are planning to expand or build consider several aspects when locating. Please tell us how you feel the Town of Hubbard rates in terms of attracting new business; (These are to be rated: 3 = Needs Substantial Improvement, 2 = Needs Some Improvement, 1 = Needs No Improvement and 0 = No Opinion)

Answered: 20 Skipped: 0





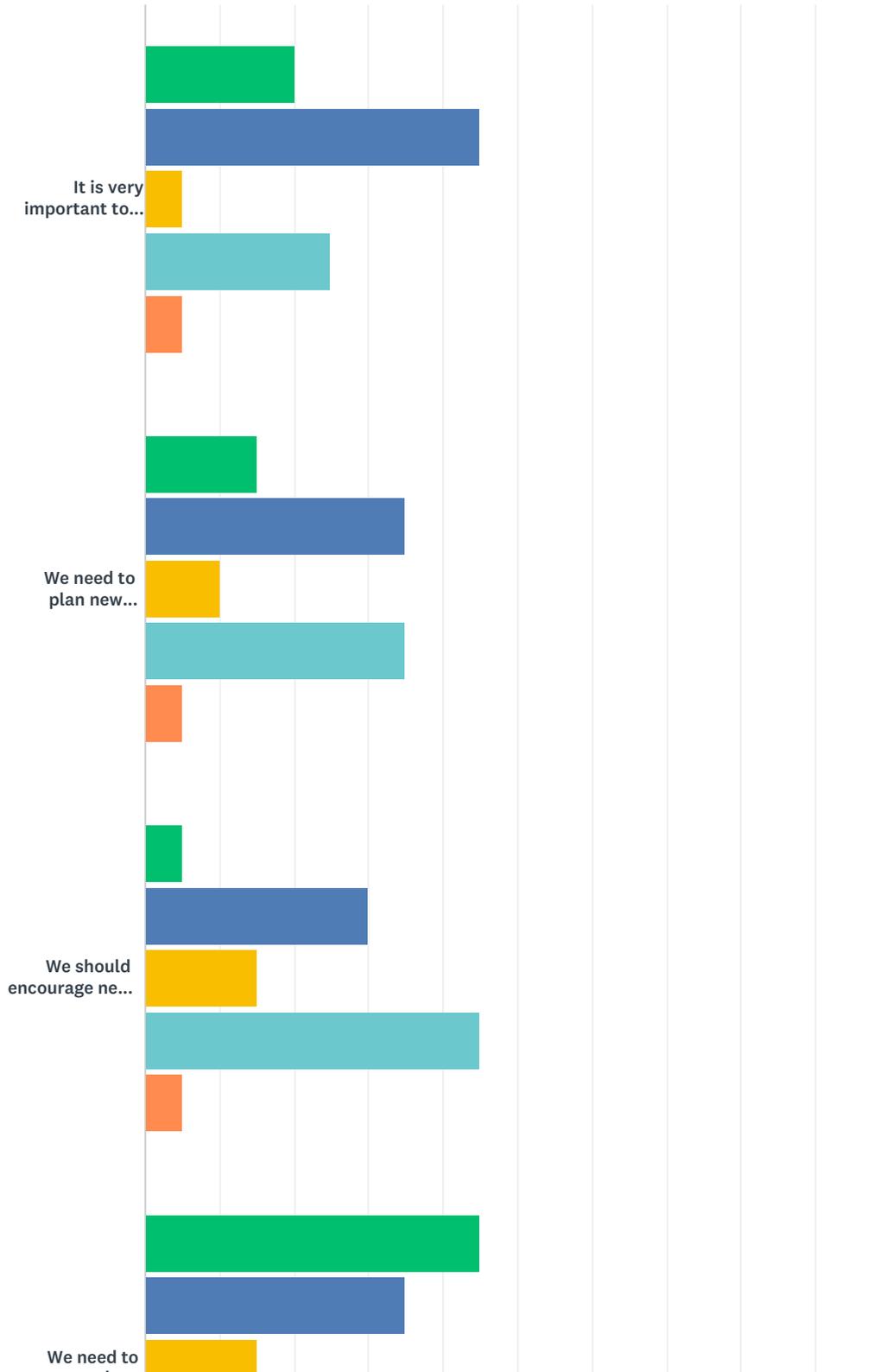


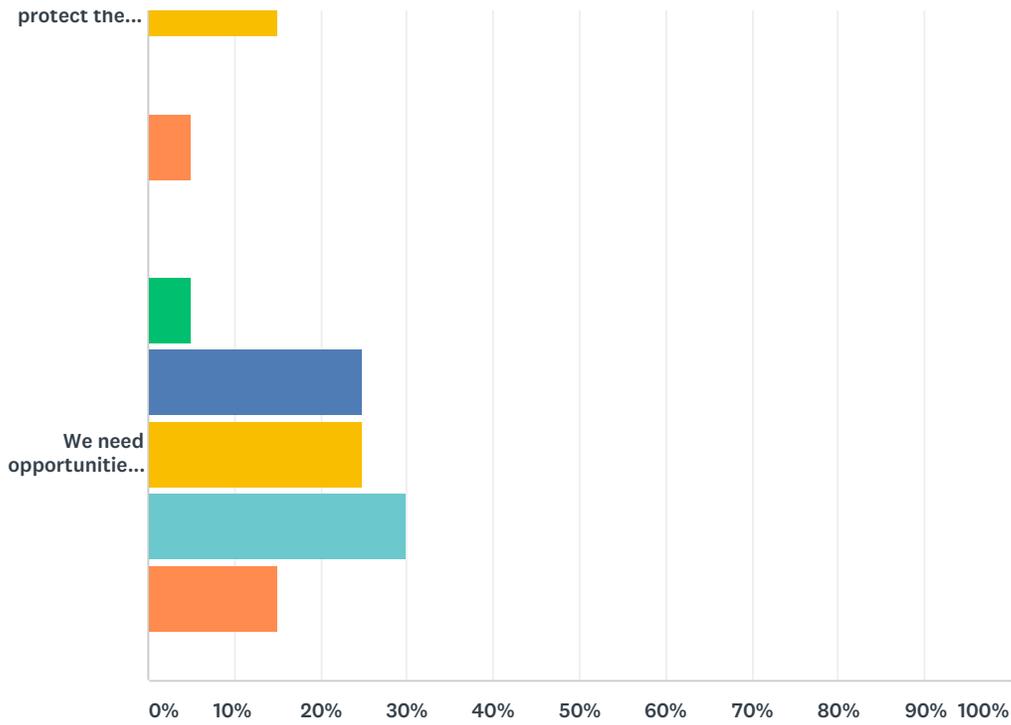
■ Needs Substantial Improvement ■ Needs Some Improvement
■ Needs No Improvement ■ No Opinion

	NEEDS SUBSTANTIAL IMPROVEMENT	NEEDS SOME IMPROVEMENT	NEEDS NO IMPROVEMENT	NO OPINION	TOTAL	WEIGHTED AVERAGE
Having enough workers with the general skills	25.00% 5	20.00% 4	40.00% 8	15.00% 3	20	1.55
Having enough workers with the technical skills	15.00% 3	30.00% 6	40.00% 8	15.00% 3	20	1.45
Having enough workers with the professional skills	15.00% 3	25.00% 5	45.00% 9	15.00% 3	20	1.40
Quality of life opportunities	0.00% 0	30.00% 6	60.00% 12	10.00% 2	20	1.20
Providing incentives to locate and expand	0.00% 0	25.00% 5	65.00% 13	10.00% 2	20	1.15
Public school system	0.00% 0	25.00% 5	65.00% 13	10.00% 2	20	1.15
Safe neighborhoods	5.00% 1	25.00% 5	70.00% 14	0.00% 0	20	1.35
Good transportation	5.00% 1	40.00% 8	55.00% 11	0.00% 0	20	1.50
Adequate supply of housing	10.00% 2	20.00% 4	55.00% 11	15.00% 3	20	1.25
Adequate utilities	0.00% 0	25.00% 5	60.00% 12	15.00% 3	20	1.10

Q14 Please rate the following statements: (These are to be rated: 4 = Strongly Agree, 3 = Somewhat Agree, 2 = Somewhat Disagree, 1 = Strongly Disagree and 0 = No Opinion)

Answered: 20 Skipped: 0



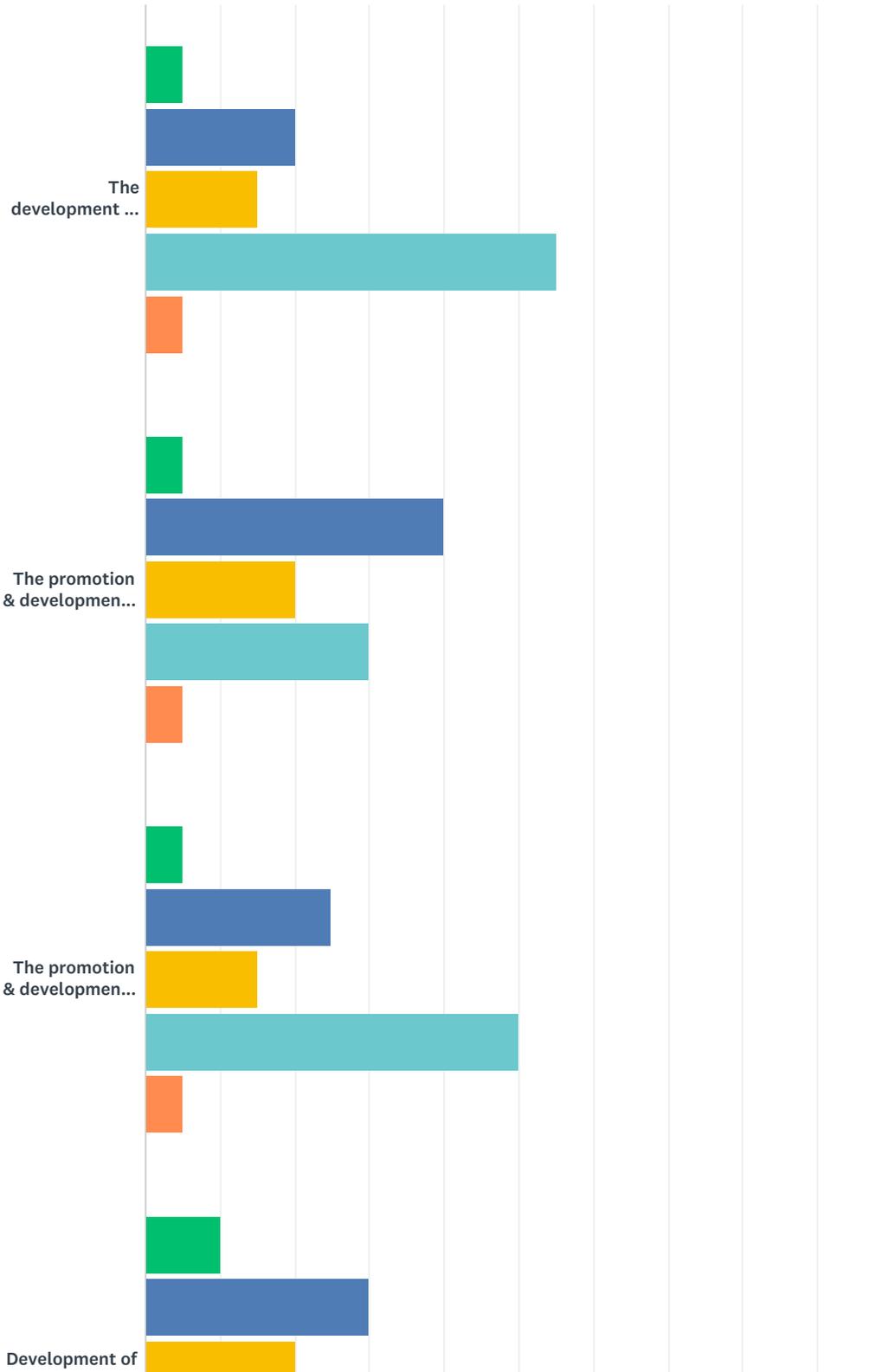


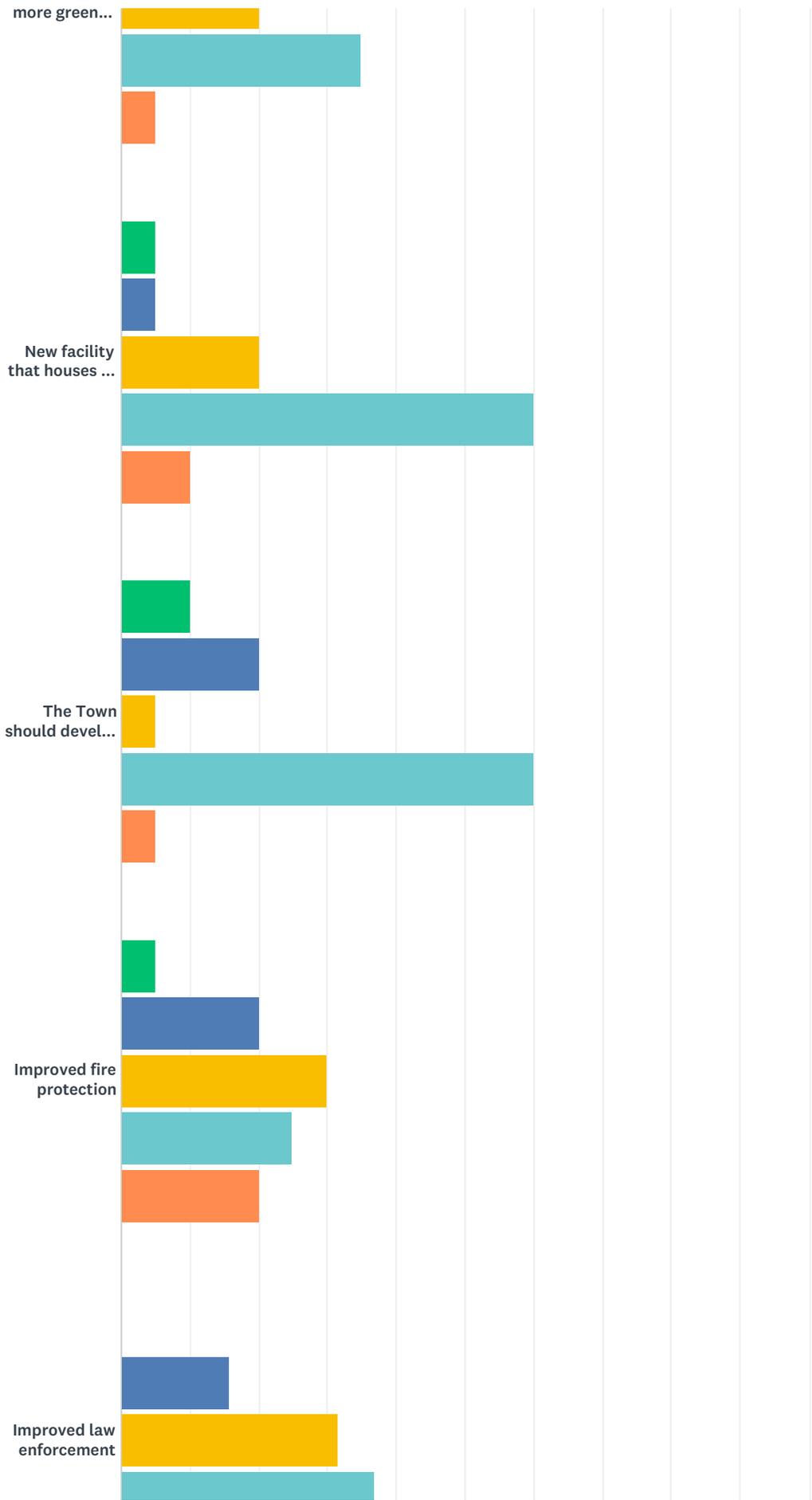
■ Strongly Agree
 ■ Somewhat Agree
 ■ Somewhat Disagree
■ Strongly Disagree
 ■ No Opinion

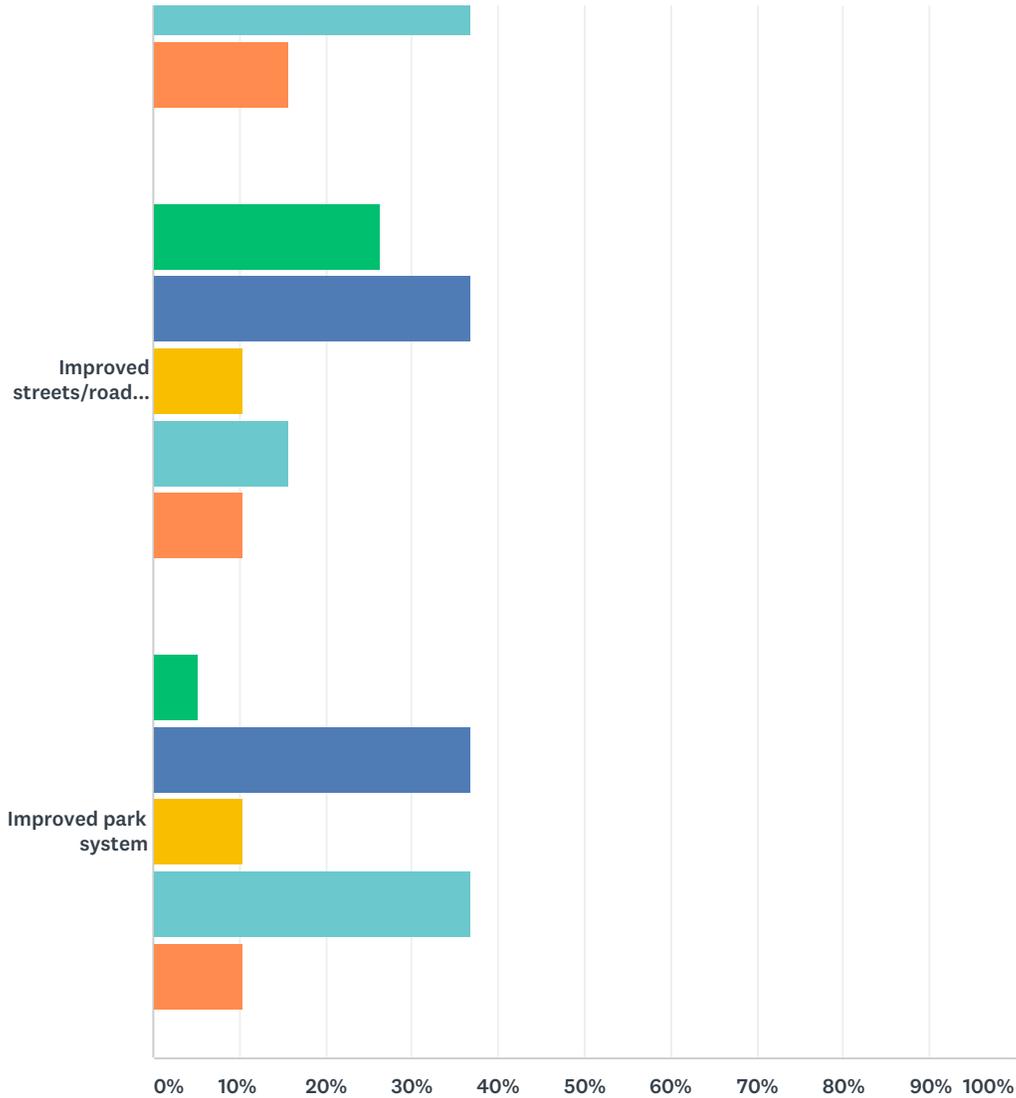
	STRONGLY AGREE	SOMEWHAT AGREE	SOMEWHAT DISAGREE	STRONGLY DISAGREE	NO OPINION	TOTAL	WEIGHTED AVERAGE
It is very important to attract new businesses and new jobs to this area	20.00% 4	45.00% 9	5.00% 1	25.00% 5	5.00% 1	20	2.50
We need to plan new housing developments in our area that include parks and green space	15.00% 3	35.00% 7	10.00% 2	35.00% 7	5.00% 1	20	2.20
We should encourage new businesses to locate in our community by offering incentives	5.00% 1	30.00% 6	15.00% 3	45.00% 9	5.00% 1	20	1.85
We need to protect the unique qualities of our community more than we need more growth	45.00% 9	35.00% 7	15.00% 3	0.00% 0	5.00% 1	20	3.15
We need opportunities to attract younger generations like Millennials	5.00% 1	25.00% 5	25.00% 5	30.00% 6	15.00% 3	20	1.75

Q15 Tax dollars should be spent for:(These are to be rated: 4 = Strongly Agree, 3 = Somewhat Agree, 2 = Somewhat Disagree, 1 = Strongly Disagree and 0 = No Opinion

Answered: 20 Skipped: 0







■ Strongly Agree
 ■ Somewhat Agree
 ■ Somewhat Disagree
■ Strongly Disagree
 ■ No Opinion

	STRONGLY AGREE	SOMEWHAT AGREE	SOMEWHAT DISAGREE	STRONGLY DISAGREE	NO OPINION	TOTAL	WEIGHTED AVERAGE
The development of new affordable residential housing	5.00% 1	20.00% 4	15.00% 3	55.00% 11	5.00% 1	20	1.65
The promotion & development of the business area	5.00% 1	40.00% 8	20.00% 4	30.00% 6	5.00% 1	20	2.10
The promotion & development of retail business/shopping centers	5.00% 1	25.00% 5	15.00% 3	50.00% 10	5.00% 1	20	1.75
Development of more green space and parks	10.00% 2	30.00% 6	20.00% 4	35.00% 7	5.00% 1	20	2.05
New facility that houses the Town Hall, Police Dept., Fire Dept., & Community Center	5.00% 1	5.00% 1	20.00% 4	60.00% 12	10.00% 2	20	1.35
The Town should develop more tourism/entertainment businesses in the Township	10.00% 2	20.00% 4	5.00% 1	60.00% 12	5.00% 1	20	1.70

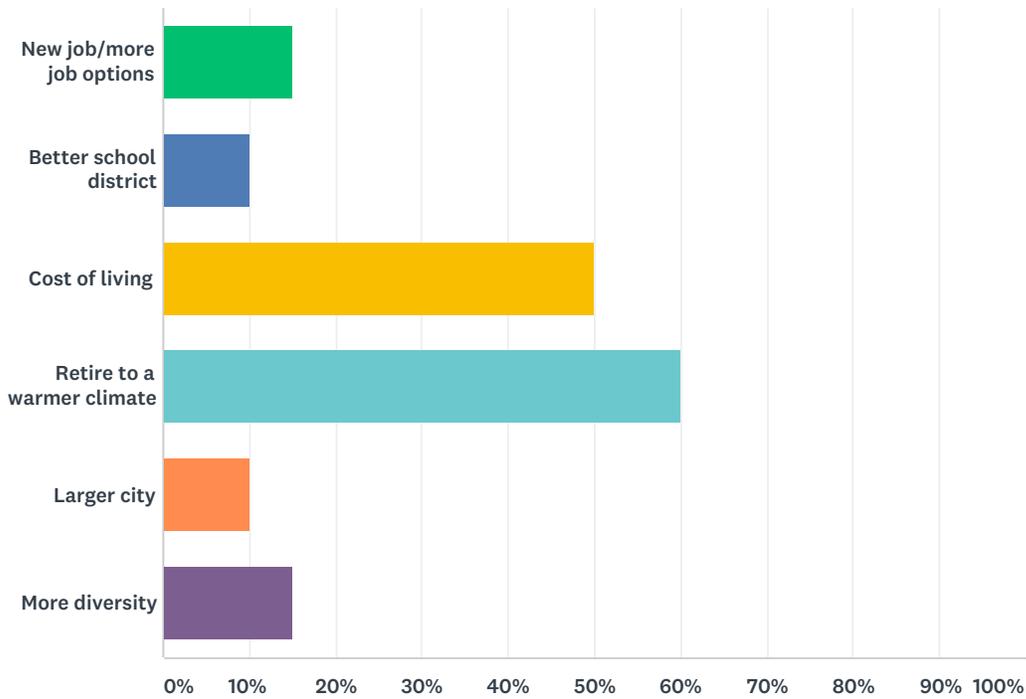
Town of Hubbard Comprehensive Plan Survey Questions

SurveyMonkey

Improved fire protection	5.00% 1	20.00% 4	30.00% 6	25.00% 5	20.00% 4	20	1.65
Improved law enforcement	0.00% 0	15.79% 3	31.58% 6	36.84% 7	15.79% 3	19	1.47
Improved streets/roads/sidewalks	26.32% 5	36.84% 7	10.53% 2	15.79% 3	10.53% 2	19	2.53
Improved park system	5.26% 1	36.84% 7	10.53% 2	36.84% 7	10.53% 2	19	1.89

Q16 If you were to move out of the Town of Hubbard what would be the two main reasons? (limited to 2 choices)

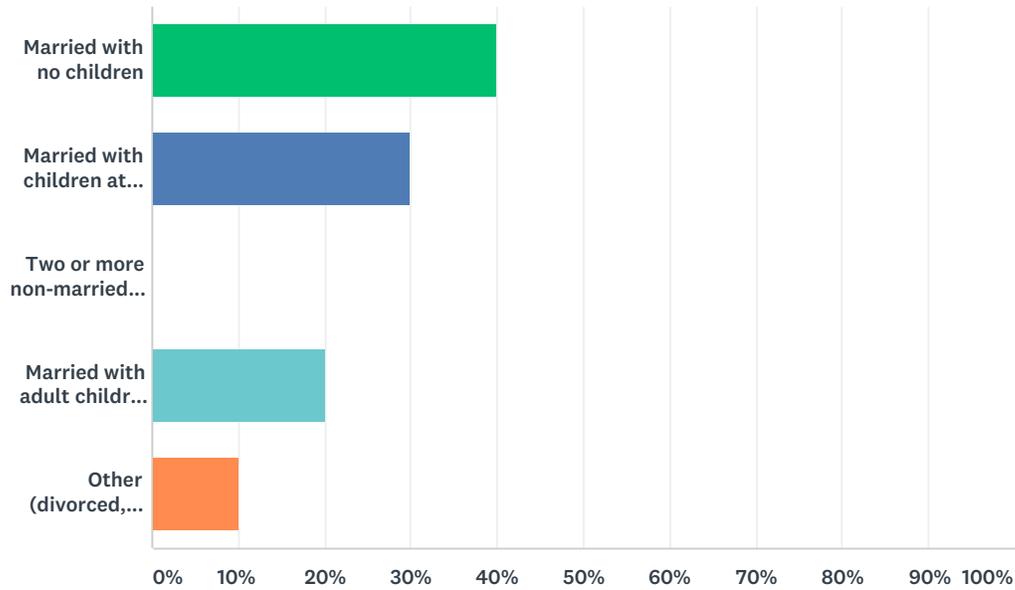
Answered: 20 Skipped: 0



ANSWER CHOICES	RESPONSES
New job/more job options	15.00% 3
Better school district	10.00% 2
Cost of living	50.00% 10
Retire to a warmer climate	60.00% 12
Larger city	10.00% 2
More diversity	15.00% 3
Total Respondents: 20	

Q17 What best describes your current household? (limited to 1 choice)

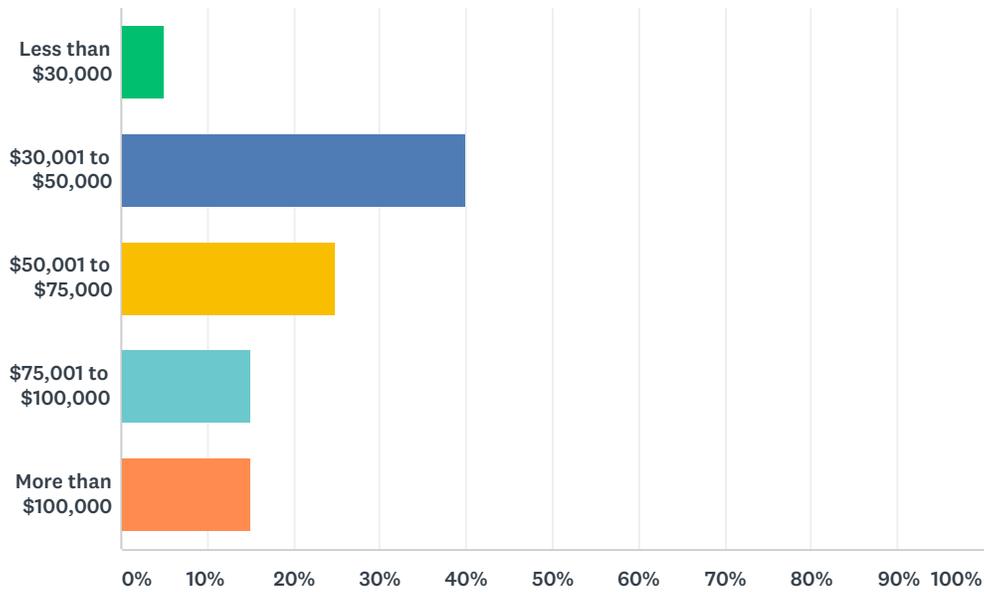
Answered: 20 Skipped: 0



ANSWER CHOICES	RESPONSES	
Married with no children	40.00%	8
Married with children at home	30.00%	6
Two or more non-married adults with no children	0.00%	0
Married with adult children no living at home	20.00%	4
Other (divorced, widow/widower)	10.00%	2
Total Respondents: 20		

Q18 What is your total anticipated income for 2019 before taxes? (limited to 1 choice)

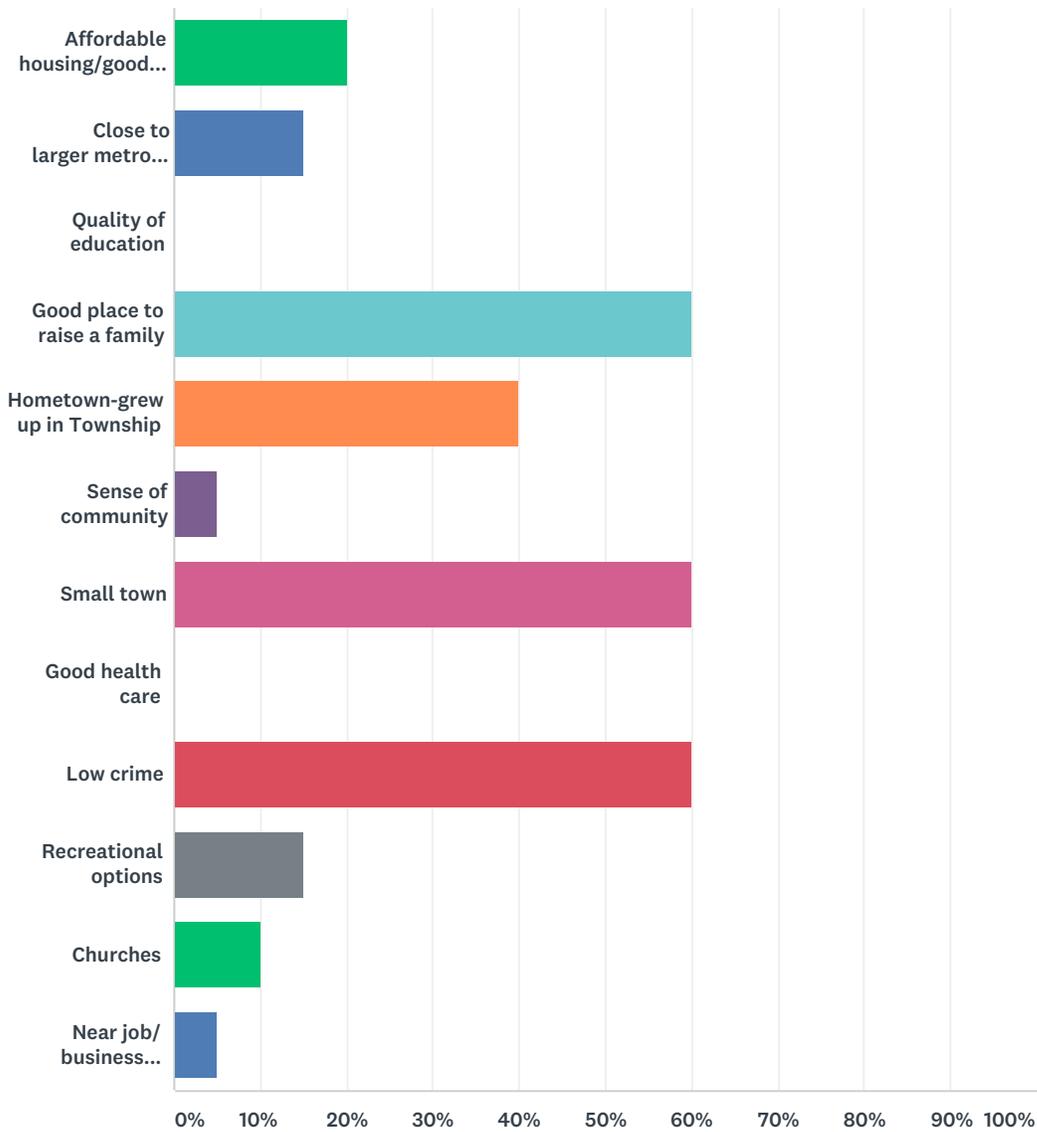
Answered: 20 Skipped: 0



ANSWER CHOICES	RESPONSES	
Less than \$30,000	5.00%	1
\$30,001 to \$50,000	40.00%	8
\$50,001 to \$75,000	25.00%	5
\$75,001 to \$100,000	15.00%	3
More than \$100,000	15.00%	3
Total Respondents: 20		

Q19 Number the top three important reasons you or your family live in the Town of Hubbard. (limited to 3 selections)

Answered: 20 Skipped: 0

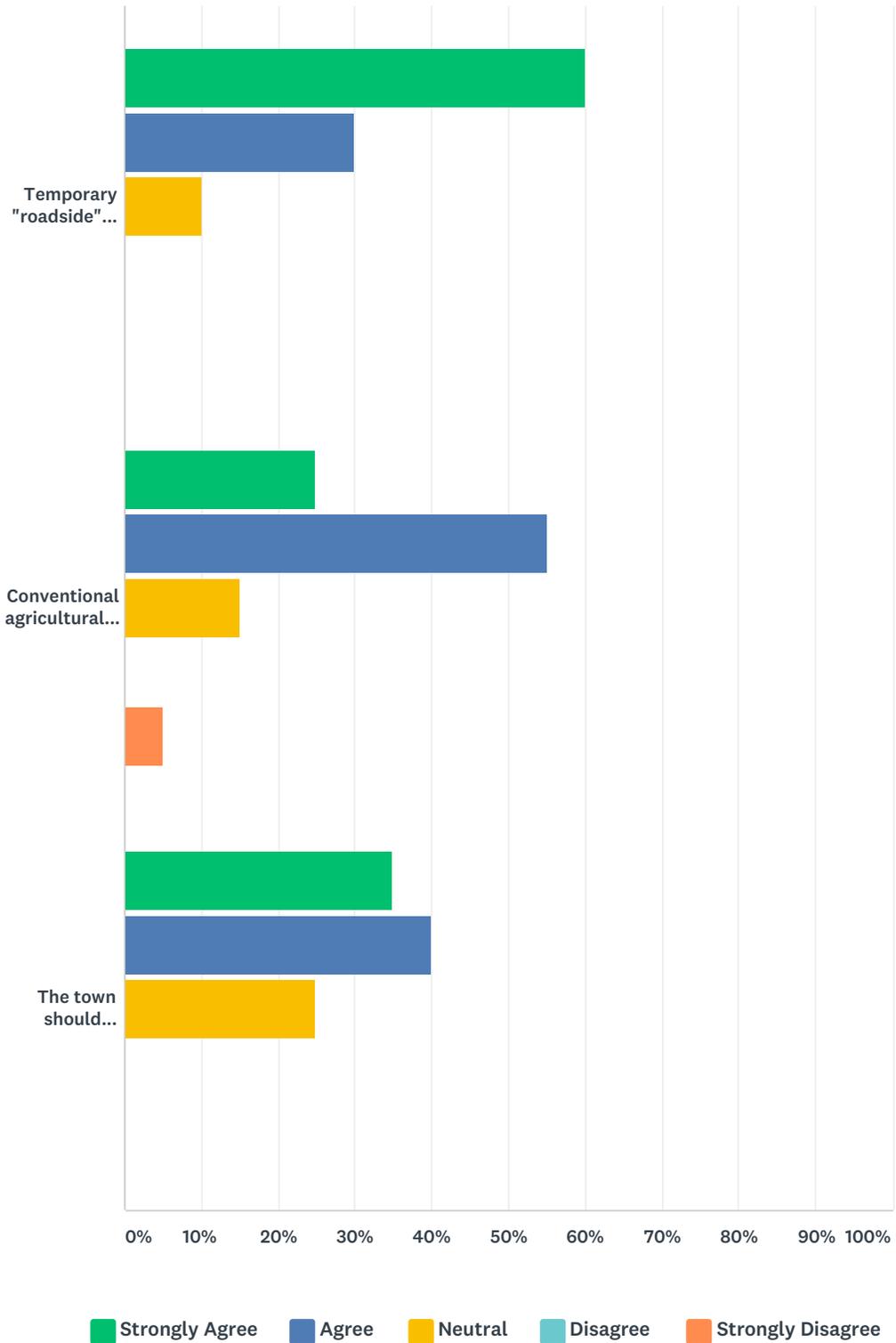


ANSWER CHOICES	RESPONSES	
Affordable housing/good housing choice	20.00%	4
Close to larger metro area	15.00%	3
Quality of education	0.00%	0
Good place to raise a family	60.00%	12
Hometown-grew up in Township	40.00%	8
Sense of community	5.00%	1
Small town	60.00%	12

Good health care	0.00%	0
Low crime	60.00%	12
Recreational options	15.00%	3
Churches	10.00%	2
Near job/ business opportunities	5.00%	1
Total Respondents: 20		

Q20 General Agriculture Questions:

Answered: 20 Skipped: 0



	STRONGLY AGREE	AGREE	NEUTRAL	DISAGREE	STRONGLY DISAGREE	TOTAL	WEIGHTED AVERAGE
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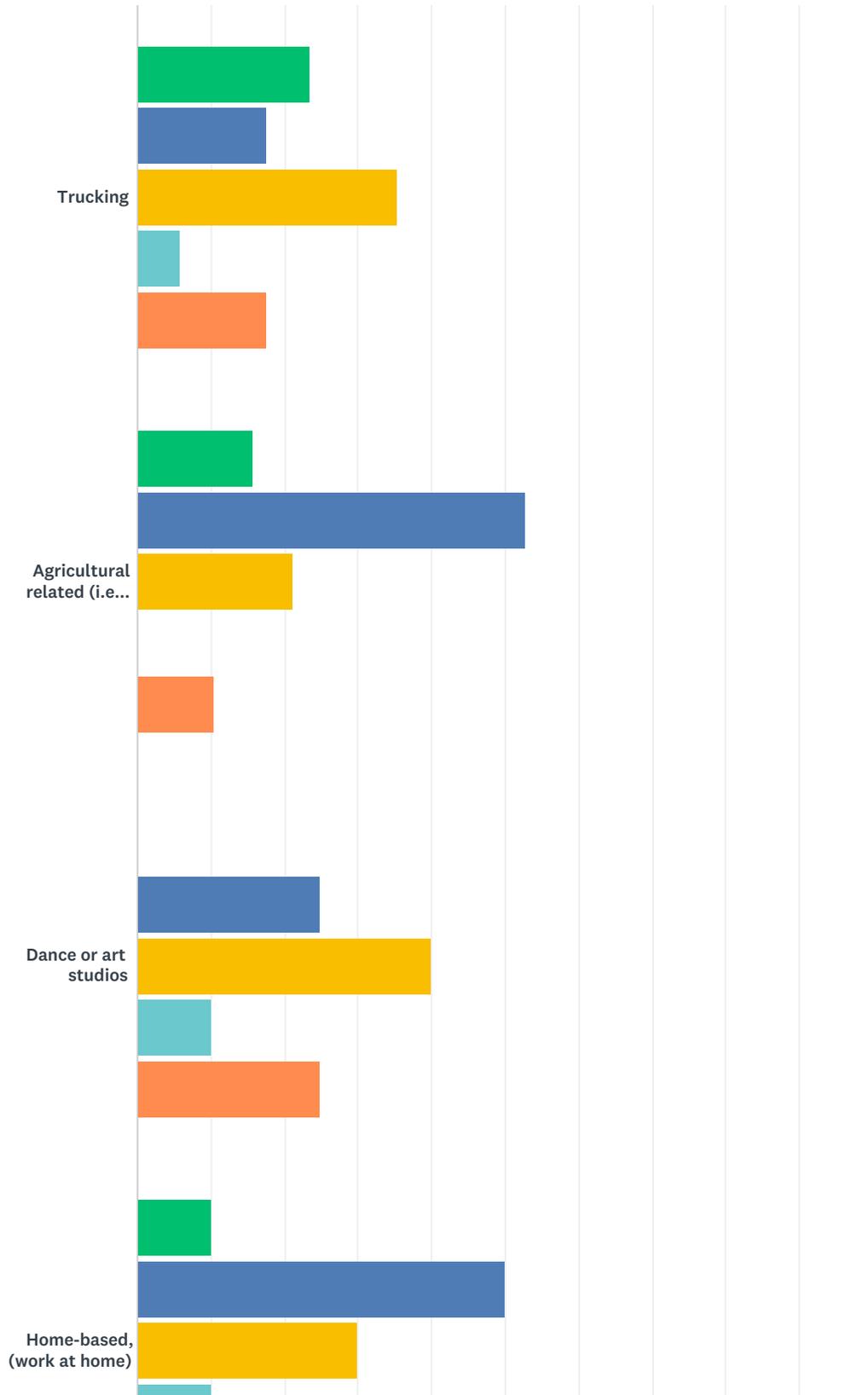
Town of Hubbard Comprehensive Plan Survey Questions

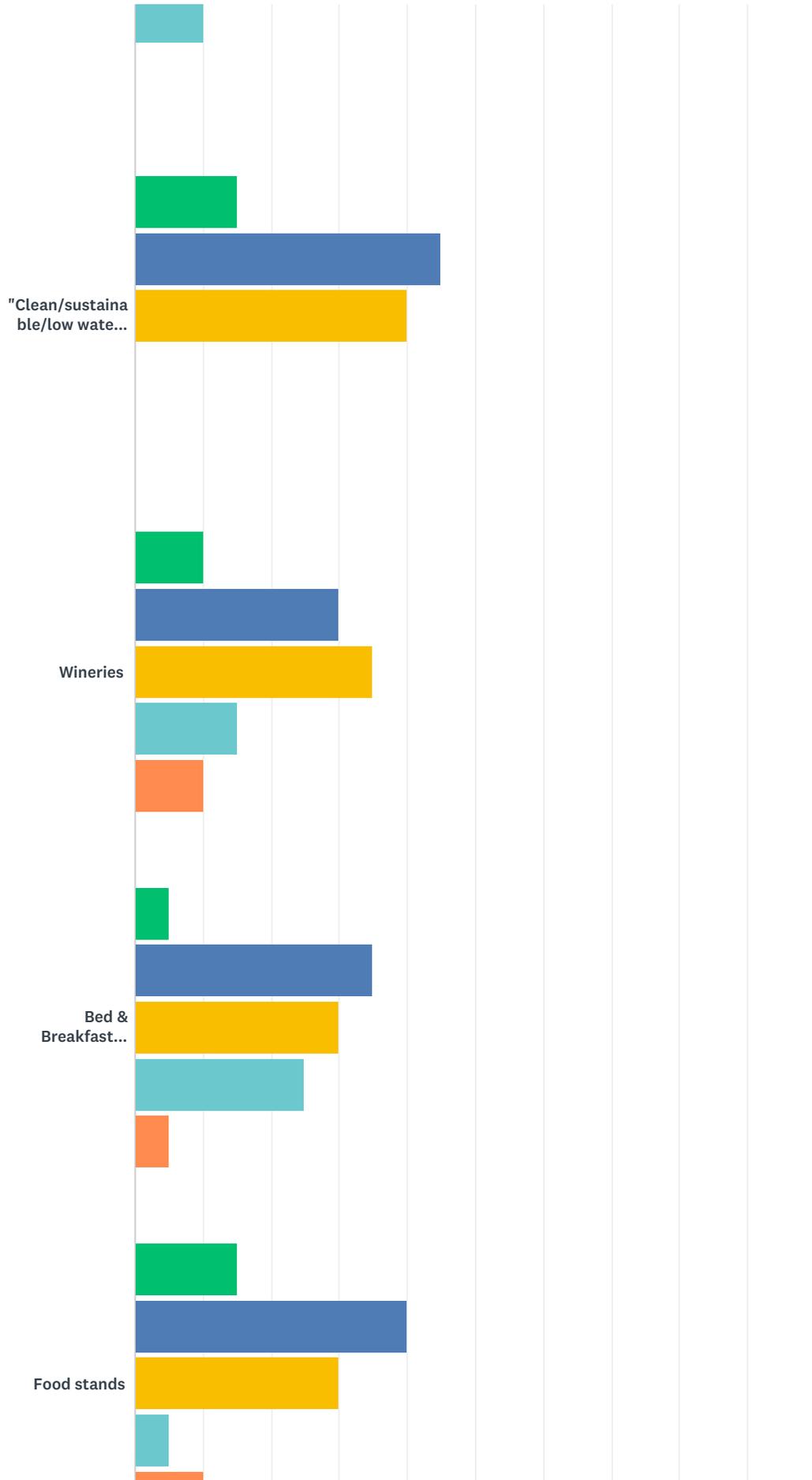
SurveyMonkey

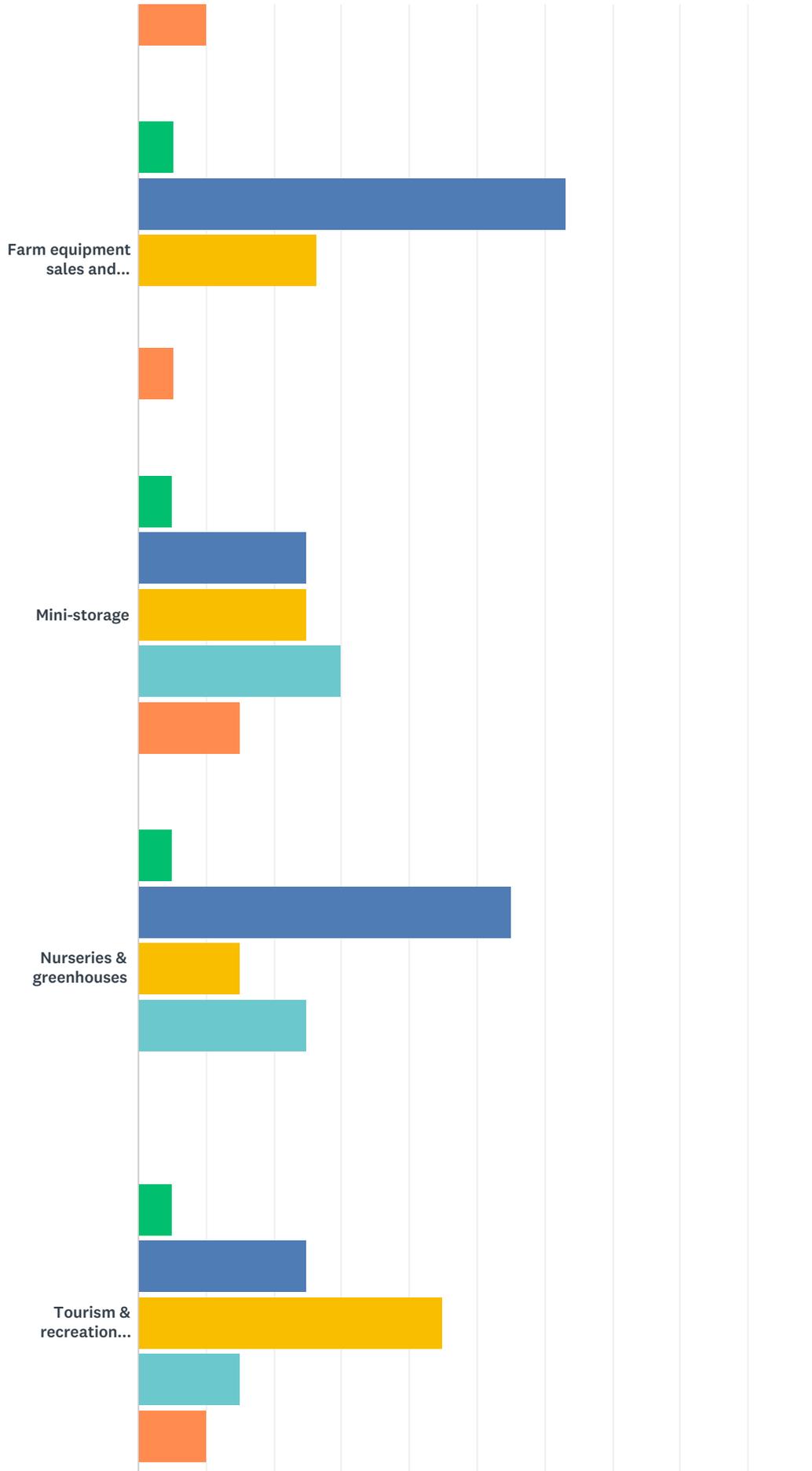
Temporary "roadside" sales of garden produce , antiques, crafts, and other seasonal items should be accommodated within basic guidelines to support the town's rural image and culture.	60.00% 12	30.00% 6	10.00% 2	0.00% 0	0.00% 0	20	4.50
Conventional agricultural operations should be allowed to expand as market conditions warrant given the operation can show environmental quality standards can be met.	25.00% 5	55.00% 11	15.00% 3	0.00% 0	5.00% 1	20	3.95
The town should encourage creative agricultural endeavors in order to maintain a strong agricultural base.	35.00% 7	40.00% 8	25.00% 5	0.00% 0	0.00% 0	20	4.10

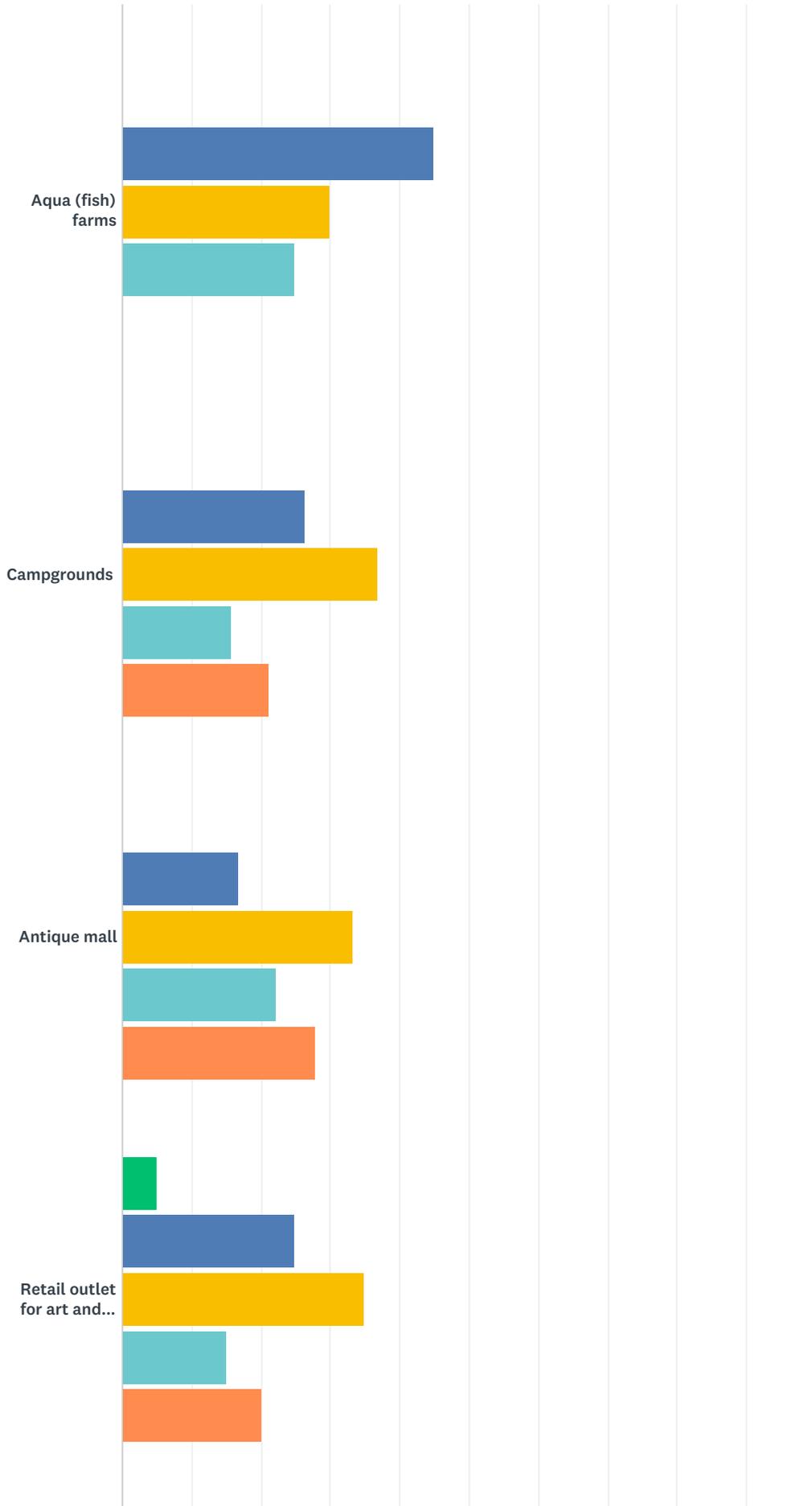
Q21 Economic Development: What type of new businesses do you think are appropriate within the Town of Hubbard?

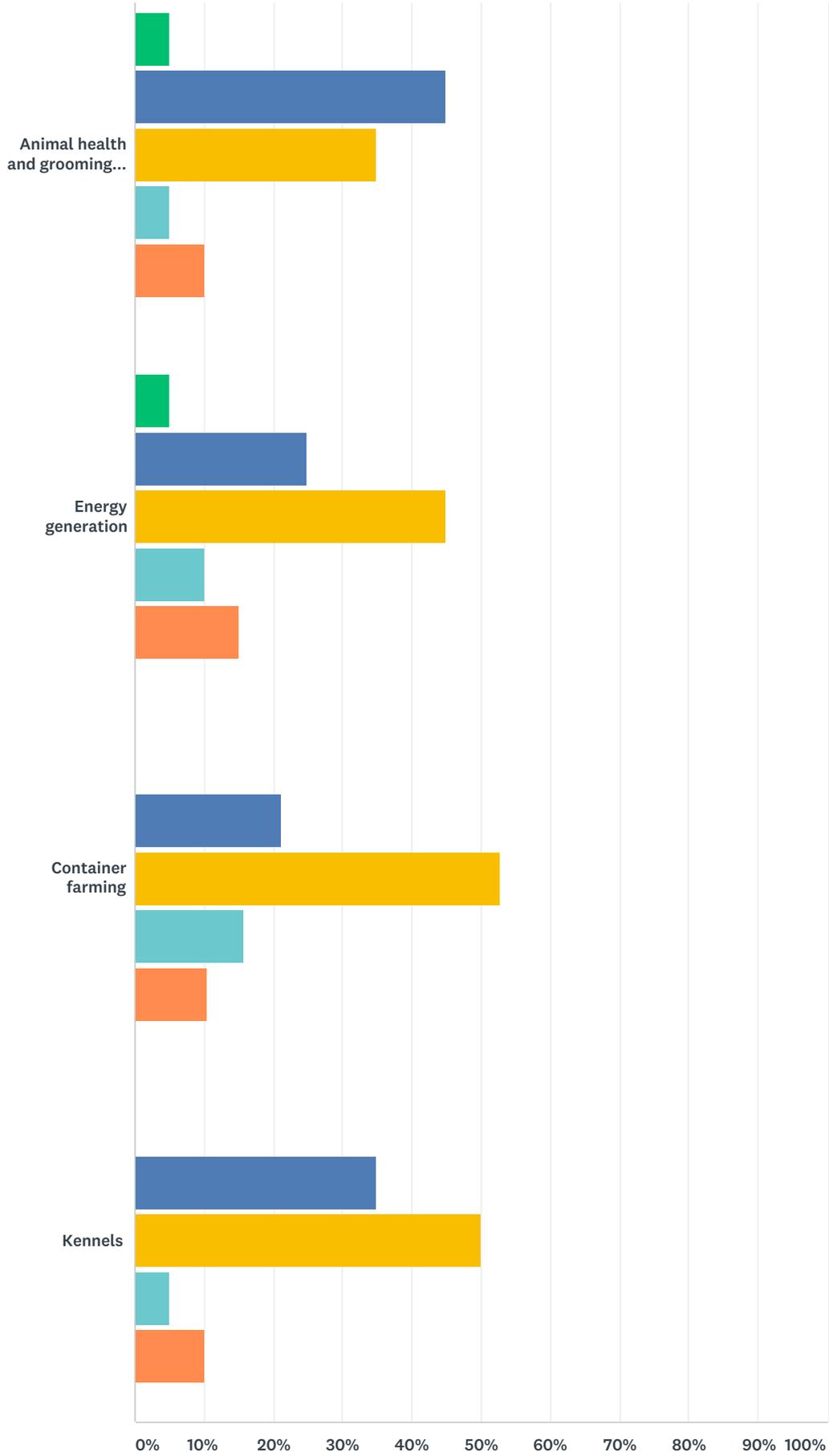
Answered: 20 Skipped: 0











■ Strongly Agree
 ■ Agree
 ■ Neutral
 ■ Disagree
 ■ Strongly Disagree

	STRONGLY AGREE	AGREE	NEUTRAL	DISAGREE	STRONGLY DISAGRE	TOTAL	WEIGHTED AVERAGE
Trucking	23.53% 4	17.65% 3	35.29% 6	5.88% 1	17.65% 3	17	3.24
Agricultural related (i.e., equipment dealers, services, fertilizer,)	15.79% 3	52.63% 10	21.05% 4	0.00% 0	10.53% 2	19	3.63
Dance or art studios	0.00% 0	25.00% 5	40.00% 8	10.00% 2	25.00% 5	20	2.65
Home-based, (work at home)	10.00% 2	50.00% 10	30.00% 6	10.00% 2	0.00% 0	20	3.60
"Clean/sustainable/low water use" business	15.00% 3	45.00% 9	40.00% 8	0.00% 0	0.00% 0	20	3.75
Wineries	10.00% 2	30.00% 6	35.00% 7	15.00% 3	10.00% 2	20	3.15
Bed & Breakfast establishments	5.00% 1	35.00% 7	30.00% 6	25.00% 5	5.00% 1	20	3.10
Food stands	15.00% 3	40.00% 8	30.00% 6	5.00% 1	10.00% 2	20	3.45
Farm equipment sales and service	5.26% 1	63.16% 12	26.32% 5	0.00% 0	5.26% 1	19	3.63
Mini-storage	5.00% 1	25.00% 5	25.00% 5	30.00% 6	15.00% 3	20	2.75
Nurseries & greenhouses	5.00% 1	55.00% 11	15.00% 3	25.00% 5	0.00% 0	20	3.40
Tourism & recreation (i.e. golf courses, bait sales, boat/ATV repair)	5.00% 1	25.00% 5	45.00% 9	15.00% 3	10.00% 2	20	3.00
Aqua (fish) farms	0.00% 0	45.00% 9	30.00% 6	25.00% 5	0.00% 0	20	3.20
Campgrounds	0.00% 0	26.32% 5	36.84% 7	15.79% 3	21.05% 4	19	2.68
Antique mall	0.00% 0	16.67% 3	33.33% 6	22.22% 4	27.78% 5	18	2.39
Retail outlet for art and craft items made by residents	5.00% 1	25.00% 5	35.00% 7	15.00% 3	20.00% 4	20	2.80
Animal health and grooming services	5.00% 1	45.00% 9	35.00% 7	5.00% 1	10.00% 2	20	3.30
Energy generation	5.00% 1	25.00% 5	45.00% 9	10.00% 2	15.00% 3	20	2.95
Container farming	0.00% 0	21.05% 4	52.63% 10	15.79% 3	10.53% 2	19	2.84
Kennels	0.00% 0	35.00% 7	50.00% 10	5.00% 1	10.00% 2	20	3.10

Q22 Please write any additional comments about the Town of Hubbard that you may have and /or anything you would like to see the Town of Hubbard develop or bring into the community.

Answered: 7 Skipped: 13

Q22 Please write any additional comments about the Town of Hubbard that you may have and /or anything you would like to see the Town of Hubbard develop or bring into the community.

Answered: 7 Skipped: 13

#	RESPONSES	DATE
1	income question is not for your information	9/16/2019 6:37 AM
2	white the smell of dump wow would want to live here and all the truck going through with dump and menards	9/5/2019 4:27 AM
3	Clean up in ditches so drainage would improve.	9/2/2019 3:46 AM
4	If this survey is about raising taxes, do NOT raise taxes. They are high enough. Can barely afford our home right now.	8/31/2019 5:00 AM
5	Improve internet access to reduce costs of satellite tv, internet, etc. Otherwise, this is a great area to live.	8/31/2019 4:31 AM
6	the town board has done a great job for many years .keep up the good work of freedom and low taxes.	8/29/2019 4:29 PM
7	All is great, keep up the good work!!	8/27/2019 9:55 AM

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