

Town of Rutland

Dane County, Wisconsin

Comprehensive Plan: 2005 to 2024 Policy Document

Adopted March 6, 2007 to
Replace the 2001 Land Use Plan

Acknowledgements

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Introduction

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The future vision is depicted with maps showing future conditions and with goals, objectives, and policies. Tasks and activities are also identified that need to be achieved to help implement the plan. By law, this comprehensive plan must look out at least 20 years.

Having described what a comprehensive plan is, it's also appropriate to describe what a comprehensive plan is not. Because a comprehensive plan is strategic in scope, it does not focus on physical design elements. It does not design a park for example, although the plan may identify a need for the park and prescribe some parameters for creating one. Neither is a comprehensive plan an engineering document intended to fix safety problems at a particular road intersection, for example. The fine details of design and engineering and many others will flow from the basic direction described in the plan.

Forward

In 2002, eight communities in the southeastern portion of Dane County worked in concert to submit a grant to the Wisconsin Land Council to help fund the preparation of comprehensive plans for each, consistent with the new planning legislation adopted in 1999. The application was funded in 2003.

Three of the communities (City of Edgerton, Village of Brooklyn, and the Town of Deerfield) joined together to work with a single consultant. The other five towns -- Albion, Blooming Grove, Dunkirk, Pleasant Springs, and Rutland -- hired Vierbicher Associates to help them work on their comprehensive plans.

"A comprehensive plan is intended to provide a rational basis for making local land use decisions and to serve as a blueprint for community-wide effort to achieve its vision."

What Is a Comprehensive Plan?

A comprehensive plan is a document that describes a long-term vision that a community wants to achieve. It is a broad brush look at the entire community in terms of where it is now and where it would like to be in the coming years. It looks at the many parts of the community, how the community functions, and its role in the region.

How Will This Plan Be Used ?

Prior to the passage of the comprehensive planning legislation in 1999, most comprehensive plans in Wisconsin were not used as intended. In practice, many communities used their plans sporadically and inconsistently. Other plans were soon forgotten following adoption.

After January 1, 2010, land use decisions including zoning, subdivision regulations, and official mapping will have to be consistent with this plan (Exhibit 1-1). This

means that land use regulations of these types must be revised or prepared so as to implement the vision articulated in this plan. Not only do the regulations have to be consistent with the plan, all individual decisions affecting land use must be consistent with the plan.

Each rezoning after 2010, by law, has to be consistent with the community's comprehensive plan, including the future land use map.

Exhibit 1-1. Governmental Actions that Must be Consistent with a Municipality's Adopted Comprehensive Plan

- official maps
- zoning of shorelands or wetlands in shorelands
- local subdivision regulations
- zoning regulations

Source: §66.1001(3), Wis. Stats.

Public Participation and Adoption Process

Prior to starting the planning process, the town board adopted a public participation plan, consistent with state requirements (§66.1001(4)a, Wis. Stats), to document the ways town residents would be involved in the preparation, review, and approval of the plan.

Preparation and adoption of this plan occurred over a 14-month period. The town board established a Smart Growth Planning Committee and gave it the responsibility of developing the first draft of the plan. After the committee finished its work, it submitted a draft plan to the town's plan commission, which by statute adopted a resolution recommending it to the town board. The plan commission reviewed the draft as prepared by the committee and made changes prior to sending it to the town board with its recommendation. The town board adopted the plan by ordinance, a copy of which is included as Appendix A. Following plan adoption, a copy of the adopted plan was mailed to the surrounding governmental entities, Wisconsin Land Council, and others as required by state law.

Organization of Plan Document

The comprehensive plan for Albion, Blooming Grove, Dunkirk, Pleasant Springs, and Rutland consists of two documents. The first document is the background report, which is common to all five jurisdictions. It contains a lot of good information that describes what is and what has been. It is organized into the following chapters:

- ? Housing
- ? Transportation
- ? Utilities and Community Facilities
- ? Agricultural, Natural, and Cultural Resources
- ? Economic Development
- ? Intergovernmental Cooperation
- ? Land Use
- ? Demographics

The second document (this document) is referred to as the policy document. It focuses on future conditions and is therefore unique to each of the five towns.

Together, the background document and policy document constitute the comprehensive plan for the community.

Plan Monitoring & Amendment

From time to time, it will become necessary to amend this plan. The specific details regarding the amendment process are outlined in Chapter 8.

Community Survey

A written questionnaire was sent to every household in the town during November, 2003, in an effort to collect resident opinions and preferences on a number of important questions relating to the preparation of this plan.

The survey consisted of five pages and included 27 questions. Of the 708 surveys that were mailed out, 304 were returned for a response rate of 43 percent. Survey results were used to fashion this plan's long-term vision. A copy of the summary report is on file with the town clerk.

Previous Local Planning Efforts

In 2001, the town adopted a land use plan, which was used in the formation of this plan.

Statewide and Regional Plans

A number of statewide policy plans have also been prepared (Exhibit 1-2). Each of these were reviewed as part of this planning effort. These will be discussed in more detail in the remainder of the plan when appropriate.

Exhibit 1-2. Statewide Plans: 1994 to 2004

Title	State Agency	Year
<i>Translink 21</i>	Department of Transportation (1)	1994
<i>Wisconsin Bicycle Transportation Plan: 2020</i>	Department of Transportation (1)	1998
<i>Midwest Regional Rail System</i>	Department of Transportation (1)	2000
<i>Wisconsin State Highway Plan 2020</i>	Department of Transportation (1)	2000
<i>Wisconsin State Airport System Plan 2020</i>	Department of Transportation (1)	2000
<i>State Recreational Trails Network Plan</i>	Department of Transportation (1)	2001
<i>Wisconsin Pedestrian Plan</i>	Department of Transportation (1)	2001
<i>Wisconsin Statewide Comprehensive Outdoor Recreation Plan 2000-2005</i>	Department of Natural Resources (2)	2000
<i>State Rail Plan</i>	Department of Transportation (1)	Pending
<i>Wisconsin Consolidated Housing Plan; 2000-2005</i>	Department of Administration and Department of Commerce (3)	2000
<i>Wisconsin Historic Preservation Plan; 2001–2005</i>	Wisconsin Historical Society (4)	2001
<i>State of Wisconsin Hazard Mitigation Plan</i>	Wisconsin Emergency Management (5)	2001

URLs to access plans:

- 1 www.dot.wisconsin.gov/projects/mode.htm
- 2 www.dnr.state.wi.us
- 3 commerce.wi.gov/cd/CD-Consolidated-Plan.html
- 4 www.wisconsinhistory.org/hp/plan.asp
- 5 emergencymanagement.wi.gov/subcategory.asp?linksubcatid=37&linkid=30

Community Vision and Plan Implementation

Chapter Contents

- ◆ Introduction
- ◆ Goals, Objectives, Policies, and Plan Implementation

Introduction

As most travelers know, it's a good thing to know where you're going and generally how to get there. While an adventurous traveler may relish the unknown, a community can't leave its future to happenstance. It takes a lot of hard work to maintain a high quality of life. This part of the plan provides a vision that will help to avoid the tyranny of small decisions. The town's vision

as shown in the inset box is a description of what the town will be like in 20 years. The goals, objectives, and policies listed in the next section build off of the vision statement.

The information provided in this chapter will help to guide decisions and decision-makers in the coming years. It will guide development occurring in the private sector. It will guide capital expenditures made by the Town Board and the various town departments.

It will also help give direction to a wide range of non-governmental organizations providing services within the community. It will guide the formation (or revision) of land development regulations, including zoning regulations.

A Vision for Rutland

Currently, Rutland is a rural community that is home to active agricultural lands, natural open spaces, and low density residential development. Residents value the quiet and the sense of community this rural character offers.

In 2024, Rutland is a place where ...

- ◆ Farmland, open space, and other rural land uses are common and highly visible.
- ◆ Agricultural types are diverse including family farms, niche or specialty farms, truck farming, and organic farming.
- ◆ Commercial development is limited and controlled, and is located near municipal services resulting in an increased tax base that does not impact the town's rural character.
- ◆ Local history and historic structures are preserved.
- ◆ The town has high-quality natural areas consisting of state and federal land.
- ◆ Critical natural resource areas such as aquifers and groundwater recharge areas are identified and protected.
- ◆ The transportation infrastructure is viable and includes alternative modes of transportation.
- ◆ Growth occurs in a slow and controlled manner,
- ◆ Most new growth occurs near existing development or in new well-defined clusters to protect agricultural and open space.
- ◆ Families are integral to the community, and the environment is safe.
- ◆ There is a strong sense of community with community gathering places.
- ◆ There is a diverse population that includes individuals of a variety of age ranges, lifestyles, and income levels.
- ◆ The land use plan guides development in a consistent and fair manner.
- ◆ The community is clean and well maintained.
- ◆ There is good telecommunication infrastructure.
- ◆ Local government services are provided consistent with the town's tax base.
- ◆ There is a proper balance of private property rights and community benefits.

Goals, Objectives, Policies, and Plan Implementation

Goals, objectives, and policies help to put the vision statement into bite-sized pieces and provide additional guidance for decision-makers. A goal is a long-term target that may or may not be achieved, but describes a desired outcome. Objectives are slightly different than goals. Objectives for the most part are measurable and therefore achievable. When an objective is achieved, one can see or sense a difference – something has changed.

In contrast, a policy is a statement describing a predetermined position on a particular issue or opportunity. These policy statements are designed to help achieve one or more objectives. Achieving an objective, in whole or in part, will help achieve a stated goal.

Implementation actions are identified here as specific things that should be done to achieve these goals, objectives, and policies.

The town has a lot to do with the quality of life in the community. It however cannot or should not try to do it all alone. Many other local entities also can contribute to achieve the overall vision for the town. Churches, civic organizations, the school district, and community leaders, for example, can and do affect the quality of life for town residents. Given the limited resources these entities have, it will become very important for each of these to look for public/private partnerships whenever they can.

It should be noted that preparation of this plan, and especially the future transportation, facilities, and land use maps, implement a number of the goals, objectives, and policies outlined below.

Some of the goals and objectives contained in this chapter can be mapped. It identifies in broad terms how development should occur in the future and is included in Chapter 5. Once adopted, this map will form the basis for more specific land development regulations. The

future transportation map, included in Chapter 6, identifies how the transportation network should look by the end of the 20-year planning period. Finally, a map was prepared to identify what community facilities and utilities will be required to accommodate the growing population and their needs. This is included in Chapter 7.

***Healthy communities don't just happen
– it takes commitment and hard work to
develop and sustain them.***

And it all starts with a clear vision.

Taken together, these individual parts will help avoid the “tyranny of small decisions” which occurs when decisions are made without a view toward the future or without a desired end goal.

This comprehensive plan has been drafted as an integrated whole so that all of the parts are consistent with and support each other and the town’s overall vision. As discussed in chapter 4, much of the plan centers on the anticipated change in the town’s population base. The growth rate and the number of additional housing units certainly have direct implications for the housing stock and also for land use. The future land use map has been fashioned to identify those areas where additional development could occur. Environmental constraints such as wetlands, floodplains and other environmentally sensitive resources dictate what areas should be left undeveloped or perhaps used in such a way as to preserve the integrity of the resource. In turn, the transportation plan along with the goals, objectives, and policies all support housing and future land use considerations. The same holds true for community facilities and utilities. The presence or absence of certain facilities/services can help to define those areas best suited for development. Economic development strategies recognize the town’s position in the regional economy and accommodate the growing population. Because all of the goals, objectives, and policies are contained in this one chapter, it is possible to ensure consistency by reviewing just a few pages out of the entire plan.

Goal 1 Housing

Provide a housing stock to meet the diverse needs of current and future residents consistent with the town’s rural setting.

Objectives:

1. Within the region, increase the supply of independent and assisted housing facilities for special populations (elderly, developmentally disabled, etc.).
2. Decrease the number of housing units in need of substantial repair.

Policies:

1. Support and promote state and county-level housing assistance programs available to town residents.
2. Locate new housing in and around existing developed areas and in clusters.
3. Duplexes which existed prior to June 7, 1978, are allowed to continue provided they have been in continuous use since that date.
4. New duplex units are not allowed in the town.
5. Allow accessory dwelling units in existing homes provided they are occupied by a relative of the home owner.
6. Monitor the vacancy rate to see if it is the range of 1 to 3 percent for owner-occupied units and 4 to 6 percent for rental units.
7. Maintain the existing growth rate of about 13 dwelling units per year, excluding those built in conservation subdivisions.

Implementation Actions:

Implementation Action Items	Schedule				Responsible Entity
	2005 to 2009	2010 to 2014	2015 to 2019	2020 to 2024	
1. Review the Town’s/County’s land development regulations to ensure that policies contained in this part are implemented.	X				Plan Commission
2. Periodically review the amount of land available for residential development to determine if it meets the anticipated growth.	X	X	X	X	Plan Commission
3. Investigate the feasibility of and support for adopting a resolution to control the number of new residential units on an average yearly basis.	X				Town Board
4. Continue to enforce the following codes as appropriate: building, sanitary, mechanicals, and housing.	X	X	X	X	Town Board, Plan Commission

Goal 2 Transportation

Develop a diversified, safe, efficient, and environmentally sound transportation network to move people and goods within the community and to connect the Town with population centers in the region.

Objectives:

1. Reduce the potential for traffic accidents and provide for safe transportation throughout the Town.
2. Within the region, increase the number of transportation options available.
3. Minimize the negative impacts of future transportation projects to the greatest extent possible.
4. Reduce the amount of non-local traffic passing through residential areas.

Policies:

1. Ensure that local road improvement projects are implemented consistent with Wisconsin’s transportation plan.
2. Locate and design transportation projects to minimize negative impacts on agricultural, natural, cultural, and historic resources and on neighborhoods.
3. Limit the number of access points onto town roads while providing appropriate levels of access to private property.
4. Install/upgrade bicycle and pedestrian facilities in conjunction with road improvement projects, where appropriate.
5. Within the region, promote multi-modal transportation systems.
6. Promote the creation of a Park & Ride lot near the intersection of STH 138/14, STH 51/138, and/or at STH 92/14.
7. Plan commercial land uses at Park & Ride lots and transit stations. Aim for efficient, compatible development, well-targeted to local demand (reducing regional shopping trips). Where possible share parking facilities with commercial uses.

8. Coordinate land use and transportation facilities so they support one another.
9. Support the establishment of trail systems within the context of broad transportation planning.
10. Support initiatives to reduce traffic volume and congestion on the major highways radiating from Madison.

Implementation Actions:

Implementation Action Items	Schedule				Responsible Entity
	2005	2010	2015	2020	
	to	to	to	to	
	2009	2014	2019	2024	
1. Adopt and use an official map to identify existing and planned transportation facilities.	X				Town Board
2. Conduct an annual review of the Town's roads using the PASER system as required by state law and use the results to develop a work program for the Town's roads.	X	X	X	X	Road Supervisor
3. Adopt a driveway ordinance (e.g., culvert design, location)	X				Town Board

Goal 3 Pedestrian and Bicycle Travel

Develop a network of pedestrian and bike ways throughout the community and with other areas in the region.

Objectives:

1. Increase opportunities for pedestrian and bike travel within the Town.
2. Increase pedestrian and bicycle safety.
3. Increase the number of miles of bike routes.
4. Increase connectivity with pedestrian facilities in surrounding areas.

Policies:

1. Advocate the addition of bike lanes on state and county roads where appropriate.
2. Within the region, support transportation programs that meet the special needs of the elderly, children, and disabled persons.
3. Work to encourage walkways and bike routes in appropriate areas.
4. Connect town bike routes with those in the region.

Implementation Actions:

Implementation Action Items	Schedule				Responsible Entity
	2005	2010	2015	2020	
	to	to	to	to	
	2009	2014	2019	2024	
1. Make recommendations to the county and state Department of Transportation regarding bike lanes on state and county roads.	X	X	X	X	Town Board
2. Review zoning map/ future land use map to ensure that land development patterns provide opportunities for pedestrian transportation, including bike routes.	X	X	X	X	Plan Commission, Town Board
3. Establish a citizen advisory committee to evaluate the possibility of establishing a bike path along the Bad Fish River and develop recommendations that address the full range of options and issues including path routing, funding, affect on surrounding property owners, off-site impacts, and land acquisition.	X				Appointed committee, Plan Commission, Town Board

Goal 4 Stormwater Management

Minimize the impacts of stormwater runoff on the Town.

Objectives:

1. Reduce the amount of flooding that occurs as a result of impervious surface/stormwater runoff from surrounding communities.

2. Improve water quality associated with stormwater events.

Policies:

1. Work with neighboring communities to ensure that development that occurs there does not contribute to stormwater runoff problems in the Town.
2. Stormwater flowing off of new developments should not exceed pre-development levels.

Implementation Actions:

Implementation Action Items	Schedule				Responsible Entity
	2005	2010	2015	2020	
	to	to	to	to	
	2009	2014	2019	2024	
1. Work with neighboring communities to develop stormwater management regulations for new and existing development.	X				Town Board
2. Establish a program to monitor stream flow levels to establish a baseline flow that can be used to ensure that development in the surrounding communities does not increase the flow of water coming into the Town.	X				Plan Commission

Goal 5 Solid Waste and Recycling

Ensure that residents have cost-effective solid waste and recycling services.

Objectives:

1. Increase the amount of recycling on a per capita basis.
2. Decrease the amount of waste generated on a per capita basis.

Policies:

1. Continue to support waste reduction and recycling efforts.
2. Support the county's "Clean Sweep Program" to collect and safely dispose of hazardous waste.
3. Encourage town residents to reduce the amount of waste they generate, recycle more of their waste and yard waste, and properly dispose of hazardous waste.

Implementation Actions:

Implementation Action Items	Schedule				Responsible Entity
	2005	2010	2015	2020	
	to	to	to	to	
	2009	2014	2019	2024	
1. Periodically include information in the Town's newsletter about waste reduction, recycling, and proper disposal methods for hazardous waste.	X	X	X	X	Town Clerk
2. Periodically include articles in the Town's newsletter about state regulations that control open burning.	X	X	X	X	Town Clerk
3. Plan for municipal waste pickup when the Town's population reaches 2,500.			X		Town Board

Goal 6 Agricultural Preservation District

Preserve agricultural land in the town.

Objectives:

1. Preserve existing farm operations.
2. Permit development that enhances the growth of agriculture in the Town.
3. Preserve the rural character of the Town.

Policies:

1. Agricultural preservation areas shown on the plan map are to protect farm operations for future production from encroachment of incompatible uses and help qualify farmers for benefits of the Wisconsin Farmland Preservation Program, but keeping in mind the allowance for some land divisions for eligible farms.
2. Minimize non-farm residential development in those areas with soils not classified as prime farmland or those of statewide importance.
3. Prevent creation of extra residential sites on remnant parcels. Note: Periodically, there are situations in which there are remnant parcels (less than 35 net acres) left after an authorized division. The A-1 Agriculture (Exclusive) zoning district has a minimum parcel size of 35 acres; therefore, these parcels need to be rezoned to another district. Further the Town will use conditional zoning and deed restrictions as appropriate.
4. Carefully review any proposed commercial recreation activity. It is recognized that there may be requests for land-extensive activities for uses such as golf courses, horse boarding stables, horse riding stables (rental of horses), and other such uses requiring rezoning and/or conditional use permits. Such uses may be allowed if limited to:
 - a. Those areas having less productive farmland.
 - b. Those areas with minimal impact on farming operations.
 - c. Those uses with minimal construction development, thus allowing future reuse as farmland.
 - d. Those uses and locations having a minimal effect on existing nearby uses.
 - e. Locations which have direct access to state or county highways. If town roads are involved, the developer must demonstrate minimal impact to neighbors. If the town road requires improvement, the developer shall pay for their share of such improvement. The safety of access will be a major concern.
 - f. The size of area and magnitude of operation which protects the rural atmosphere and scenic beauty of the town.
 - g. Service facilities appropriate to the proposed use and to rural location.
 - h. Those uses and locations having minimal impact on lakes, ponds, streams, and groundwater.

5. Farm units existing as of June 7, 1978, which contained 35 acres or more in common ownership are awarded splits rights on a 1 per 35 basis (Table 1). For the purpose of this part, a farm unit may consist of multiple legally-defined parcels that are not contiguous or adjoining. The size of the farm unit shall be expressed in whole numbers (no rounding) and be based on the gross parcel size. For example, a 160-acre farm would be entitled to four buildable parcels in addition to a residence for the farm owner/operator, provided other criteria and policies can be met, for a potential total of 5 residences.
6. The tax rolls of January 1978 and January 1979, recorded deeds, and sales contracts shall be used to determine original farm acreage. As a supplement, the plat book as published by Rockford Map Publishers in 1978 may be used.
7. The following shall constitute a split:
 - a. A land division or zoning change creating another parcel intended for housing, except as provided herein.
 - b. A communication tower established on or after January 1, 2006, and which has not been removed.
 - c. A rezoning to a commercial use occurring on or after January 1, 2006.
 - d. An annexation to a village or city, regardless of size.
 - e. Farm homes that are divided from the farm by a certified survey map (CSM).
 - f. Any residence built after June 7, 1978.

Table 1.

Size of Parcel (Gross)	Splits
35 acres or more but less than 70 acres	1
70 acres or more but less than 105 acres	2
105 acres or more but less than 140 acres	3
140 acres or more but less than 175 acres	4
175 acres or more but less than 210 acres	5
210 acres or more but less than 245 acres	6
245 acres or more but less than 280 acres	7
280 acres or more but less than 315 acres	8
315 acres or more but less than 350 acres	9
350 acres or more but less than 385 acres	10

Note: The conversion of a nonconforming "grandfathered" duplex to a conforming duplex will constitute **2 splits**.

8. All divisions of land including lots in conservation subdivisions and subdivisions in the medium density district shall be counted against the allowable number of splits, except for a division of land that is done to sell farmland provided a deed restriction is placed on the created parcel to limit the use of the parcel to agricultural uses and the retained parcel has appropriate access and is of sufficient size to accommodate an on-site sewage disposal system and a buildable area for a residence.
9. Allow an additional residence for parents or children of the farm operator if the conditional use standards of the zoning district and all town policy criteria are met. These houses will be counted as a split. Note: This policy acknowledges that most of the town is zoned A-1 Agricultural District (Exclusive). (For the sake of this policy, land over 35 acres will be considered a farm by the town.) This zoning district allows houses for farm owners/operators without any zoning change, provided the farmer can meet the county income requirement. Farmers wishing to build a home in the A-1EX district without rezoning are required to submit a farm plan and meet the county's "substantial income" requirement. The farm plan is subject to the approval of the Dane County Zoning Administrator. The farmers / landowners who do not meet the income requirements on parcels over 35 acres will require a "postage stamp" rezoning for a home. The Town recognizes this "postage stamp" rezoning as a rezoning only and not to be considered a "split" or creation of a

- separate parcel. The parcel of land upon which a “postage stamp” rezoning sits would already have been counted as one of the allowed buildable parcels.
10. Allow a one-time replacement of an existing farm residence with a new residence for the farm operator. These limitations do not apply to farm houses destroyed by wind, fire, or other act of God. Disposition of the old farm residence by demolition would require no zone change; however, separation and sale of the old farm residence would have to meet all policy criteria of the plan, land division, and zoning change requirements. These new houses will count as a split, unless the old residence is demolished. In all cases, the number of dwellings, existing, or to be created will be counted in the 1 per 35 policy.
 11. Allow for the separation and retention of one buildable parcel for a new residence for the farm operator when he or she sells the whole farm. The agricultural policies will be applied in review such proposals. If all other policies can be met, but there is no soil area that is not classified as prime farmland or those of statewide importance, the soil criteria may be relaxed at the discretion of the Plan Commission and Town Board. These parcels will count as a split.
 12. Allow for the separation of farm dwellings and related structures that existed prior to June 7, 1978 and which remain after farm consolidation. The other agricultural policies will be applied to such separation insofar as possible. The town will also take into consideration whether or not the farm buildings should be separated with the house as well as the need for a separate driveway entrance. Consideration will be given to protecting productive farmland. Lands considered to be productive farmland include soils classified as prime farmland or those of statewide importance as shown in the “Soil Survey of Dane County, Wisconsin”. The least amount of farmland possible shall be divided whether or not the farm buildings are included in the division. Consideration shall be given to the location and configuration of the farm buildings on the site. These separated houses will count as a split.
 13. When the allowable number of splits has been reached, the Town will require that a deed restriction be placed on the remaining A-1EX zoned land from the original June 7, 1978 farm unit to prohibit further divisions or splits for residential development. The intent of this policy is to alert property owners and public officials that further land divisions are not allowed unless the plan and the deed restriction or conditional rezoning are amended.
 14. Using existing written records and other sources, the Town will work with Dane County to create a written record documenting the original splits, how and when the splits have been used, and the number of eligible splits remaining with each parcel in the Town. Once this inventory has been completed, it shall be maintained by the Town Clerk who shall keep it up to date as additional splits are used. In the event an individual believes the inventory is not accurate or complete, he/she may submit documentary evidence to the Town Board, which shall make a final determination on the validity of the claim.
 15. Parcels which are sold after June 7, 1978 without clear documentation showing the presence of split rights shall be reviewed on a case-by-case basis to determine the use of split rights.
 16. No more than one residential dwelling may occupy a single parcel. Nonconforming parcels, such as parcels that existed before June 7, 1978 with either 2 houses or a “grandfathered duplex”, must be brought into conformance whenever any splits are used by the owner.
 17. Residences that may be destroyed by wind, fire and other act of God may be rebuilt on the parcel provided it conforms to all setback requirements existing at the time of start of construction.
 18. Parcels 8 acres or more but less than 35 acres which existed prior to June 7, 1978 are considered substandard parcels and shall be governed by the following standards, provided they can meet all other Town and County development standards that may apply:
 - a. Substandard parcels which are vacant are allowed to rezone to an appropriate district to allow one single-family home.
 - b. Substandard parcels with one residence may be split one time. Resulting parcels should be appropriately rezoned.
 19. Illegally-created parcels may not be further subdivided or built upon.
 20. All new parcels created for residential purposes shall be designed to limit the loss of prime farmland to the greatest extent practicable. As a general rule, parcels not located in a conservation subdivision should not include more than 2 acres of prime farmland. Conservation subdivision lots should not be larger than 1 acre.
 21. All new residences and new residential accessory buildings exceeding 1,500 square feet shall be sited so as to minimize the loss of prime farmland to the greatest extent practicable.
 22. Roads or driveways may be permitted to cross agricultural land to reach non-farm development only if:
 - a. minimal farmland is removed from production; and
 - b. there will be no interference with agricultural production.
 23. Flag lots or layouts requiring long access roads are discouraged. However, in cases where the land best suited for the creation of a home site is not adjacent to a public road, a flag lot with a long driveway may be considered at the discretion of the Plan Commission. Any driveway to be created should be located to minimize the impact on agricultural use, such as along the edge of the productive land.
 24. The Town Board may allow the transfer of splits to other parcels consistent with a formal policy as may be adopted. In the absence of such written policy, the Town Board may allow the transfer of splits on a case-by-case basis. The Town will require appropriate documentation to track the transfer of any split (e.g., deed restrictions or notice documents).
 25. Freestanding signs larger than 8 square feet are not allowed.
 26. The Town may utilize conditional zoning to identify “building envelopes” to ensure that proposed development is completed in accordance with town standards for site location and design. At the discretion of the Plan Commission and Board, applicants may be

required to submit a site plan complete with a legal description of the agreed upon building envelope, which will be provided to Dane County zoning as part of the Town's conditional zoning approval.

- 27. Continue to review nonmetallic mining proposals on a case-by-case basis.
- 28. Allow conservation subdivisions on a case-by-case basis.
- 29. When a zoning classification as applied to a parcel would otherwise allow an additional split, the Town shall require a deed restriction to permit the split. Examples include R1 over 40,000 square feet and RH\$ over 32 acers.

Implementation Actions:

Implementation Action Items	Schedule				Responsible Entity
	2005	2010	2015	2020	
	to	to	to	to	
	2009	2014	2019	2024	
1. Revise the Town's current land development regulations to ensure that relevant policies contained in this plan are implemented.	X				Town Board
2. Work with Dane County to establish a conservation subdivision ordinance.	X				Town Board, Plan Commission

Goal 7 Land Use

Create a pattern of development that fosters the rural character and agricultural land preservation and that minimizes potential conflicts between incompatible land uses.

Objectives:

- 1. Maintain the agricultural land base to the greatest extent possible.
- 2. Minimize the negative effects of incompatible land uses.

Policies:

- 1. Ensure that new development occurs in areas and in a manner that can be efficiently served by Town services.
- 2. Use open space areas as buffers between incompatible land uses, to protect environmentally sensitive lands, or to compliment other land development.
- 3. New commercial development adjacent to residential developments shall provide adequate open space, buffers, and screening.
- 4. Promote land uses, densities and regulations that result in the protection of valued resources and recognize existing physical limitations (e.g., slope, woodlands, water).
- 5. Avoid linear strip commercial development.
- 6. Promote compact development patterns in residential and commercial areas.
- 7. Preserve lands identified as environmental corridors.
- 8. Work with surrounding communities to preserve lands that help to create a distinct open space corridor between the Town and surrounding communities.
- 9. Rezoning proposals shall be consistent with this plan.
- 10. The cost of land development shall be the responsibility of the developer.
- 11. Encourage the location of community facilities (e.g., municipal offices, libraries, post offices, schools, etc.) in or near neighboring cities and villages.
- 12. Require buffers between incompatible land uses to minimize potential negative effects.
- 13. Ensure that development of new cellular towers is consistent with Dane County's ordinance regarding the procedure and standards for the placement, construction, or modification of communication towers.
- 14. Ensure that land uses occurring within identified groundwater recharge areas are appropriate.
- 15. Ensure that new outdoor lighting is designed to limit glare and light trespass.
- 16. To the extent possible, ensure that new development is not located on or near known sites containing substantial non-metallic deposits suitable for extraction.
- 17. Investigate the feasibility of, and support for, establishing a purchase of development rights program (PDR).
- 18. The Town Board may allow a down-zoning on a case-by-case basis.
- 19. Investigate the feasibility of, and support for, adopting a right-to-farm ordinance.
- 20. Ensure the preservation of property rights as protected by state and federal law.

Implementation Actions:

Implementation Action Items	Schedule				Responsible Entity
	2005	2010	2015	2020	
	to	to	to	to	
	2009	2014	2019	2024	
1. Revise the Town's current land development regulations to ensure that relevant policies contained in this plan are implemented.	X				Town Board
2. Work with Dane County to adopt design guidelines that encourage compact development patterns.	X				Town Board
3. For each rezoning proposal, ensure that it is consistent with the future land use map contained in this plan.	X	X	X	X	Plan Commission
4. Enforce the Town's zoning regulations on a consistent basis.	X	X	X	X	Plan Commission, Town Board
5. Develop and adopt outdoor lighting standards.	X				Plan Commission, Town Board
6. Develop a map identifying groundwater recharge areas.	X				Plan Commission
7. Develop a proposal regarding the adoption of a right-to-farm ordinance.	X				Plan Commission

Goal 8 Residential Development Patterns

Establish new residential development patterns that protect the Town's rural character and natural resources .

Objectives:

1. Permit residential development as long as it does not conflict with the other objectives.
2. Maintain the quiet nature of neighborhoods.
3. Maintain the agricultural land base and open space by limiting new residential development.

Policies:

1. To limit residential subdivisions to those areas shown on the plan map for development and to those areas having suitable soils.
- ~~2. To prevent unsewered subdivisions within the extraterritorial jurisdictions of the city and villages.~~
3. To limit residential subdivisions requiring public sewer and water to adopted urban service areas.
4. To allow ONLY single-family zoning when rezoning for a new residential use.
5. Prevent the incursion of new incompatible non-residential land uses into residential subdivisions (e.g., Fahey Heights and Old Stone Estates).
6. Encourage the development of conservation or cluster subdivisions.

Implementation Actions:

Implementation Action Items	Schedule				Responsible Entity
	2005	2010	2015	2020	
	to	to	to	to	
	2009	2014	2019	2024	
1. Work with Dane County to ensure that the County's land development code does not allow incompatible uses to be established in residential subdivisions.	X				Plan Commission
2.					

Goal 9 Annexation

Maintain a boundary agreement with Oregon, Brooklyn, and Stoughton.

Objectives:

1. Minimize the potential negative impact of annexation and loss of tax base.

Policies:

1. Work with neighboring cities and villages in a spirit of cooperation to ensure the Town retains as much land as possible, while allowing the cities and villages to meet the projected need for commercial, industrial, and residential use.

Implementation Actions:

Implementation Action Items	Schedule				Responsible Entity
	2005	2010	2015	2020	
	to 2009	to 2014	to 2019	to 2024	
1. Periodically inventory the land available to accommodate anticipated growth.	X	X	X	X	Plan Commission
2. Explore annexation that is likely to occur with the neighboring cities and villages.	X	X	X	X	Plan Commission
3. Develop a boundary agreement with Brooklyn and Oregon.	X				Town Board
4. Renegotiate the Town's boundary agreement with Stoughton.	X				Town Board

Goal 10 Economic Development

Foster a local economy that is predominantly agriculturally based which is sustainable and where the economy grows, the community is enhanced, and unique and important resources are respected and protected.

Objectives:

1. Maintain the sustainability of farming in the Town.
2. Increase coordination and integration of regional economic development activities consistent with the intent of this plan.

Policies:

1. To require major commercial development to locate in existing urban service areas where a full range of urban services are available.
2. In agricultural areas of the Town allow agricultural related commercial uses only if a rural location is required to serve farmers, and if it must be in proximity to a resource; if no prime agricultural land is used; and if wastewater can be adequately handled by a soil absorption system.
3. To limit any non-agricultural commercial or recreational use to small, rural-oriented businesses which provide services needed by residents of the town. Such uses must meet the following criteria prior to zoning approval:
 - a. Be consistent with agricultural policies for farmland preservation.
 - b. Have access to a state or county highway.
 - c. Shall not adversely affect the traffic capacity and safety of the highway.
 - d. Provide a buffer between the commercial use and any adjacent non-commercial use.
 - e. Not endanger the environment or groundwater of the area.
4. Permit development of small to medium-sized businesses in designated areas.
5. Encourage the provision of technology-based infrastructure such as high-speed Internet connections.
6. Promote the reclamation of brownfields and contaminated properties.
7. Allow home occupations in residential areas provided they fit into the character of the neighborhood or rural setting.
8. Allow limited family businesses in agricultural areas provided they fit into the character of the area.
9. Promote economic development and redevelopment opportunities that fit into the community's vision.
10. Locate complimentary land uses together to maximize overall economic function.

Implementation Actions:

Implementation Action Items	Schedule				Responsible Entity
	2005	2010	2015	2020	
	to	to	to	to	
	2009	2014	2019	2024	
1. Work with Dane County to ensure that the County's land development regulations allow home-based businesses and limited family businesses in residential and agricultural districts where appropriate.	X				Plan Commission

Goal 11 Natural Environment

Protect natural resources and environmentally sensitive land from inappropriate use and/or development.

Objectives:

1. Minimize disruption to environmentally sensitive lands (e.g., wetlands, floodplains, recharge areas, riparian habitat, etc.).
2. Maintain the quality of the Town's groundwater.

Policies:

1. Identify and protect the unique natural resources such as: wetlands, woodlands, groundwater, and native prairies.
2. Protect scenic vistas from inappropriate development.
3. Ensure that floodplain areas are protected from development or filling to maintain their natural flood accommodation capacity.
4. Restrict development along stream corridors to protect riparian habitat, water quality, and aesthetics.
5. Protect rare and endangered species and maintain their habitat.
6. Support the efforts of landowners to keep natural areas from being developed by using conservation easements or other means.

Implementation Actions:

Implementation Action Items	Schedule				Responsible Entity
	2005	2010	2015	2020	
	to	to	to	to	
	2009	2014	2019	2024	
1. Maintain a map of environmentally sensitive areas.	X	X	X	X	Plan Commission
2. Work with Dane County to adopt development restrictions for environmentally sensitive areas.	X				Town Board

Goal 12 Historic Preservation

Protect, preserve, and capitalize on the Town's historic and archaeological resources.

Objectives:

1. Increase the number of historic sites in the Town which are listed on the National Register of Historic Places and/or on the State Register of Historic Places.
2. Increase the awareness for and protection of historic and archaeological resources.

Policies:

1. Encourage the preservation, rehabilitation, and adaptive reuse of historic buildings.
2. Coordinate closely with and support state and federal agencies working to protect historic resources.
3. Support the identification and designation of eligible national, state, and local historic properties.
4. Interpret and highlight the early cultural heritage of the region with signs, interpretive monuments, and use of historic place names where appropriate.
5. Educate the public about historic places and archaeological sites and their importance.
6. Support the state's Sesquicentennial and Century Farm and Home program and encourage those who qualify in the Town to apply.
7. Support the efforts to restore the Rutland Church.
8. Support efforts to maintain the Graves Cemetery and the Rutland Church Cemetery.

Implementation Actions:

Implementation Action Items	Schedule				Responsible Entity
	2005	2010	2015	2020	
	to	to	to	to	
	2009	2014	2019	2024	
1. Develop an awards program to honor outstanding historic preservation efforts at the local level.	X				Town Board
2. Develop a plan identifying cultural and historic resources that should be highlighted with signs, monuments, and other forms of recognition.	X				Plan Commission
3. Work with the local, state, and regional historical societies to inventory historic properties.	X	X	X	X	Plan Commission

Goal 13 Community Involvement

Encourage every household to be involved in the affairs of the community.

Objectives:

1. Increase the number of families and individuals who volunteer their time within this community.
2. Increase citizen involvement and interest in the functions of Town government.

Policies:

1. Seek out and use the skills and expertise of residents to serve on volunteer committees.
2. Provide opportunities for resident involvement in the functions and operation of the Town.
3. Encourage residents to get out and vote.
4. Provide residents with the opportunity to review draft plans, propose plan amendments, and participate in the development of rules and regulations.
5. Encourage each household to become involved in their community.
6. Support the creation of programs in area schools to promote volunteerism among school children and mentoring by adults, especially the elderly.
7. Support the creation of programs in area schools that foster pride in the community (e.g., school vegetable garden, roadside clean-up, environmental monitoring).

Implementation Actions:

Implementation Action Items	Schedule				Responsible Entity
	2005	2010	2015	2020	
	to	to	to	to	
	2009	2014	2019	2024	
1. Continue to send a newsletter to every household in the Town (perhaps twice a year).	X	X	X	X	Town Board
2. Create a website as a means of communicating with residents, visitors, business owners, and others.	X				Volunteer
3. Conduct citizen academies as a tool for two-way communication between residents and Town officials.	X		X		Town Board
4. Create a program to annually recognize the contributions of individuals and groups who help make the Town of Rutland a great place to live.	X				Town Board

Goal 14 Governmental Operations

Provide exemplary service to Town residents.

Objectives:

1. Provide cost-effective and reliable government services.
2. Increase efficiencies in providing governmental services.

Policies:

1. Town employees and officials will promptly respond to citizen inquiries and requests.
2. Support innovative ways of doing business that foster efficiency, communication with residents, and open government.
3. Evaluate Town services to ensure efficiency and attain targeted objectives.

Implementation Actions:

Implementation Action Items	Schedule				Responsible Entity
	2005	2010	2015	2020	
	to	to	to	to	
	2009	2014	2019	2024	
1. Provide all employees and public officials with training to help them meet citizens needs.	Ongoing				All Town employees and officials
2. Research innovative ways of doing business that fosters communication between residents and Town government.	Ongoing				Town Board

Goal 15 Intergovernmental Cooperation

Achieve a high level of intergovernmental cooperation.

Objectives:

1. Improve coordination with adjoining jurisdictions, the county, and those state and federal agencies having a direct impact on the future of the Town.
2. Minimize costs and maximize services for residents by cooperating with other units of government.

Policies:

1. Maintain regular contacts, both formal and informal, with nearby municipalities, the school district, special districts, and other government entities to discuss common issues and opportunities for beneficial partnerships.
2. Provide information to adjoining jurisdictions in a timely manner as may be requested.
3. Provide surrounding jurisdictions the opportunity to review and comment on proposed amendments to this plan.
4. Work with adjoining jurisdictions to save money and create efficiencies in the provision of basic public services by sharing resources, facilities, and services.

Implementation Actions:

Implementation Action Items	Schedule				Responsible Entity
	2005	2010	2015	2020	
	to	to	to	To	
	2010	2015	2020	2024	
1. Develop and maintain a listing of all active and terminated intergovernmental agreements.	X				Town Clerk
2. Meet with the plan commissions and governing bodies of the adjoining jurisdictions to talk about issues of common concern and develop an overall strategy for land use in the area.	X				Plan Commission
3. Maintain regular contacts with nearby municipalities, the school district, special districts, and other governmental entities.	Ongoing				Town Board

Goal 16 Plan Monitoring and Evaluation

Keep this comprehensive plan relevant, useable, and timely.

Objectives:

1. Keep the plan up-to-date.

Policies:

1. Conduct a formal review of the plan at least once every 5 years consistent with state requirements.

2. Prepare annual reviews of the plan and submit recommendations by January 31 of each year for consideration on the last Monday in February.
3. Amend the plan in a timely fashion.
4. If actual growth and development is significantly below the forecasts contained in this plan, amend this plan as appropriate to account for lower than expected growth and/or adjust those factors that may be inhibiting growth.
5. If actual growth and development exceeds the forecasts contained in this plan, adopt appropriate growth management strategies to bring growth in line with the desired growth rate or amend this plan to account for the additional growth.
6. Conduct the community survey periodically to track resident's attitudes by comparing results with the survey conducted in 2004.

Implementation Actions:

Implementation Action Items	Schedule				Responsible Entity
	2005 to 2009	2010 to 2014	2015 to 2019	2020 to 2024	
1. Every 12 months, prepare and present a report to the Town Board summarizing: <ul style="list-style-type: none"> ▪ How the plan was used to direct major spending, regulatory, and construction decisions; ▪ How development and redevelopment did or did not coincide with the guidelines of this plan; ▪ How the Town has changed in ways that may call for amendments to the plan. 	X	X	X	X	Plan Commission
2. Review the adopted comprehensive plan and revise as necessary (minimum once every 5 years following adoption).	X	X	X	X	Plan Commission
3. Plan for and anticipate costs for amending this plan.	X	X	X	X	Town Board
4. Monitor the rate of growth on a yearly basis, and submit this information to the Town Board in a timely manner.	X	X	X	X	Plan Commission

Issues and Opportunities

Chapter Contents

- ◆ Introduction
- ◆ Identification of Issues and Opportunities
 - ◆ Strengths, Weaknesses, Opportunities, and Threats
 - ◆ Community Survey
 - ◆ Public Meetings
 - ◆ Comparative Analysis
- ◆ Economic Development Approach
 - ◆ Desirable Businesses
 - ◆ Assessment of Strengths and Weaknesses

Introduction

This part of the plan documents the issues that were considered in the preparation of this policy document. The importance of issues can not be overstated. This whole planning exercise and the resultant plan was issue driven.

An issue can be an emerging concern or an old unresolved problem. Issues could be addressed one time, never to reemerge for a long time. Or, an issue could never really go away, always needing attention.

Issues could range from localized concerns to those that are more global and affect many communities throughout the state and nation. Although the town has limited control over global, national, or statewide events, they are included here to ensure that they are considered and factored in the preparation of this plan to the extent appropriate.

The success of this plan in part rests on identifying relevant issues, prioritizing them for action, and adopting appropriate goals, objectives, and policies to address each.

This chapter of the plan also identifies those types of businesses that are compatible with the town's long-term vision.

Identification of Issues and Opportunities

Table 3-1 lists the issues and opportunities that this plan is intended to address. Each was ranked using a 10-point scale to help determine the relative importance of each. Also, each issue was evaluated to determine if it is becoming more important or less important, or whether it is stable with little movement anticipated in the next five years.

The issues and opportunities listed in this chapter were derived over the course of the planning process and were generated in a number of ways.

◆ Strengths, Weaknesses, Opportunities, and Threats

On November 11, 2003 a public meeting for both Rutland and Albion was conducted. During this meeting, attendees participated in an activity commonly called SWOT analysis, or "Strengths, Weaknesses, Opportunities and Threats." This process involved a brainstorming session to generate a working list of issues. They were grouped under common themes and are presented in Appendix B.

◆ Community Survey

During November 2003, a community survey was sent to every household in the town to better understand their perceptions and preferences on a range of issues. Many of the questions were designed to solicit input on some of the issues

identified in the SWOT analysis and were worded to gauge support for or opposition to various options.

The survey consisted of five pages and included 27 questions. Of the 708 surveys that were mailed out, 304 were returned for a response rate of 43 percent. Survey results were used to fashion this plan's long-term vision. A copy of the summary report is on file with the town clerk.

The survey results were compiled and summarized in a separate document. Input from that survey is incorporated here and elsewhere in this plan as appropriate.

◆ **Public Meetings**

Over the course of the planning project, a number of public meetings were held to help identify and clarify the list of issues relevant to this plan. A draft list of issues was presented at a public forum held on February 19, 2004. Following that event, the list of issues was refined based on the public input.

◆ **Comparative Analysis**

The planning process used to prepare this plan was conducted concurrently with the efforts of the other four towns. Each identified issues that were important in their circumstances. While each town had some unique issues, many issues were common to all five towns. To compare the importance of the issues across the five towns, a table was prepared showing the relative rank and the short-term trend (Exhibit 3-2). This analysis was done to potentially identify areas of common concern that could be addressed in a cooperative fashion.

Exhibit 3-1. Issues and Opportunities: 2004

Governance / Citizen Involvement	Importance								Trend
	Low							High	
Lack of interest in serving in an elected capacity	●	●	●	●	●	●	●	●	-
Lack of interest in local issues until personally affected	●	●	●	●	●	●	●	●	-
Polarization of public opinion on local issues	●	●	●	●	●	●	●	●	▲
Development of new avenues to inform town residents	●	●	●	●	●	●	●	●	▲
Increasing volunteerism and community involvement	●	●	●	●	●	●	●	●	-
Tax Base									
Loss of state shared revenue	●	●	●	●	●	●	●	●	▲
Citizens wanting lower local property taxes	●	●	●	●	●	●	●	●	▲
Over reliance on residential property	●	●	●	●	●	●	●	●	▲
Potential negative impacts of growth on local property taxes	●	●	●	●	●	●	●	●	-
Movement of local revenue to sales tax	●	●	●	●	●	●	●	●	▲
Demographics									
Aging of population	●	●	●	●	●	●	●	●	▲
Changing nature of households (more single member households, etc)	●	●	●	●	●	●	●	●	▲
Declining household size	●	●	●	●	●	●	●	●	▲
Housing									
Affordability	●	●	●	●	●	●	●	●	▲
Housing age/maintenance	●	●	●	●	●	●	●	●	-
Few options for housing other than single-family units	●	●	●	●	●	●	●	●	▲
Few housing options for certain groups (elderly, handicapped) in the Town	●	●	●	●	●	●	●	●	▲
Community Character									
Unightly or blighted properties	●	●	●	●	●	●	●	●	▲
Becoming more of a bedroom community	●	●	●	●	●	●	●	●	▲
Lack of community identity	●	●	●	●	●	●	●	●	-
Crime	●	●	●	●	●	●	●	●	▲
No town center	●	●	●	●	●	●	●	●	-
Maintenance of quality of life	●	●	●	●	●	●	●	●	▲
Historic preservation	●	●	●	●	●	●	●	●	▲
Transportation									
Few pedestrian paths in Town	●	●	●	●	●	●	●	●	▲
Increasing traffic levels	●	●	●	●	●	●	●	●	▲
Number of speeding motorists	●	●	●	●	●	●	●	●	▲
Safety concerns at problem intersections	●	●	●	●	●	●	●	●	▲
Induced growth pressures associated with road improvement projects	●	●	●	●	●	●	●	●	▲
Maintenance of local roads	●	●	●	●	●	●	●	●	▲
Limited specialized transportation for elderly, handicapped	●	●	●	●	●	●	●	●	-
Through traffic in residential areas	●	●	●	●	●	●	●	●	-

continued

Exhibit 3-1. Issues and Opportunities: 2004

Utilities and Community Facilities	Importance							Trend	
	Low						High		
Child care services	●	●	●	●	●				-
Health care services	●	●	●	●	●				▲
Quality of K-12 education	●	●	●	●	●	●	●		▲
Lack of recreation facilities for youth	●	●	●	●	●				-
Lack of recreation facilities for teenagers	●	●	●	●	●				-
Lack of recreation facilities for elderly	●	●	●	●	●				-
Maintenance of park facilities	●	●							-
Citizens wanting more public facilities	●	●	●	●	●				▲
Energy supply	●	●	●	●	●	●	●	●	▲
Electrical distribution	●	●	●	●	●	●	●		▲
Need for more Town hall space (office space, public meetings)	●	●	●	●	●	●	●		▲
Provision of more organized sport facilities	●	●	●						-
Provision of more passive / unorganized recreation opportunities	●	●	●	●					▲
Lack of high-speed Internet access	●	●	●	●	●	●	●		▲
Agriculture									
Farmland loss	●	●	●	●	●	●	●	●	▲
Decline in the local farm economy	●	●	●	●	●	●	●	●	▲
Decline in the state and national farm economy	●	●	●	●	●	●	●	●	▲
Conflict between rural and urban values	●	●	●	●					▲
Farm agglomeration	●	●	●	●	●				▲
Conversion of working farms to hobby farms	●	●	●	●	●	●	●		▲
Natural Resources									
Cumulative environmental impacts	●	●	●	●	●	●	●		▲
Air quality	●	●	●	●	●	●	●		▲
Surface water quality	●	●	●	●	●	●	●		▲
Ground water quality	●	●	●	●	●	●	●		▲
Flooding	●	●	●	●	●				▲
Stormwater	●	●	●	●					-
Lack of, or improper, woodlot management	●	●	●	●	●	●	●		▲
Loss of wetlands	●	●	●	●	●	●			-
Development along shores of area lakes and rivers	●	●	●	●	●				-
Development on steep slopes	●	●	●	●	●				-
Economic Development									
Lack of jobs in the Town	●	●	●	●	●				-
Decline in local farm economy	●	●	●	●	●	●	●		▲
Growing opportunities for home occupations	●	●	●	●	●				▲
Comparatively low household income as compared to others in region	●	●	●	●	●				-
Intergovernmental Cooperation									
Annexation	●	●	●	●	●	●	●	●	▲
Competition for tax base growth with other jurisdictions in region	●	●	●	●	●	●	●	●	▲
Opportunities for intergovernmental cooperation	●	●	●	●	●	●	●	●	▲

continued

Exhibit 3-1. Issues and Opportunities: 2004

Land Use	Importance								Trend
	Low				High				
Encroachment of incompatible land uses	●	●	●	●	●	●	●	●	▲
Existing land use conflicts	●	●	●	●	●	●	●		—
Brownfield sites	●	●							—
Inappropriate signage (size, location, etc.)	●	●	●	●	●				▲
Cell towers (location, height, appearance)	●	●	●	●	●				—
Loss of rural character	●	●	●	●	●	●	●		▲
Scattered commercial uses	●	●	●	●	●				▲
Amount of land in public ownership (federal, state, county, local)	●	●	●	●	●	●			—
High-voltage transmission lines (existing / planned)	●	●	●	●	●	●			▲
“Cost” of managing growth	●	●	●	●	●	●	●	●	▲
“Cost” of not managing growth	●	●	●	●	●	●	●	●	▲
Developing a mechanism to incorporate conservation subdivision design into more residential projects	●	●	●	●	●	●	●		▲

Key for Trend:

- ▲ The issue is anticipated to become more important in the coming years.
- ▼ The issue is anticipated to become less important in the coming years.
- The issue will likely remain stable in the coming years.

Exhibit 3-2. Issue Identification Matrix

Issue	Rank and Trend by Jurisdiction				
		Town of	Town of	Town of	Town of
	Town of Albion	Blooming Grove	Dunkirk	Pleasant Springs	Rutland
Lack of interest in local issues until personally affected	9 ▲	10 —	8 ▲	8 —	8 —
Polarization of public opinion on local issues	9 ▲	7 —	9 ▲	2 —	8 ▲
Increasing volunteerism and community involvement	7 ▲	9 —	5 —	6 ▲	8 —
Loss of state shared revenue	8 ▲	10 ▲	10 ▲	10 ▲	7 ▲
Aging of population	9 ▲	6 —	7 ▲	3 —	5 ▲
Lack of community identity	6 ▲	10 ▲	1 —	2 —	8 —
Maintenance of quality of life	9 ▲	3 —	1 —	9 ▲	9 ▲
Few pedestrian paths in Town	1 ▲	10 ▲	9 ▲	5 ▲	9 ▲
Increasing traffic levels	9 ▲	10 ▲	9 ▲	8 ▲	8 ▲
Number of speeding motorists	9 ▲	10 ▲	9 ▲	8 ▲	10 ▲
Safety concerns at problem intersections	10 ▲	10 ▲	5 ▲	2 —	9 ▲
Maintenance of local roads	8 ▲	10 ▲	5 ▲	8 ▲	5 ▲
Quality of K-12 education	6 ▼	9 —	1 —	1 —	8 ▲
Farmland loss	5 —	10 ▲	5 ▲	8 ▲	9 ▲
Decline in the local farm economy	7 ▼	10 ▲	8 ▲	5 —	9 ▲
Decline in the state and national farm economy	7 ▼	10 ▲	8 ▲	2 —	9 ▲
Conflict between rural and urban values	8 ▲	10 ▲	10 ▲	5 —	4 ▲
Cumulative environmental impacts	7 ▲	10 ▲	1 —	3 —	8 ▲
Air quality	9 ▼	10 ▲	1 —	2 —	7 ▲
Surface water quality	7 —	10 ▲	1 —	7 ▲	8 ▲
Ground water quality	8 —	10 ▲	5 ▲	9 ▲	8 ▲
Decline in local farm economy	7 ▼	9 ▲	10 ▲	2 —	8 ▲
Growing opportunities for home occupations	10 ▲	7 —	5 ▲	7 ▲	5 ▲
Annexation	8 —	10 ▲	10 ▲	10 ▲	9 ▲
Competition for tax base growth with other jurisdictions in region	9 ▲	10 ▲	1 —	2 —	9 ▲
Opportunities for intergovernmental cooperation	8 ▲	10 ▲	10 ▲	8 ▲	9 ▲
Encroachment of incompatible land uses	4 ▼	5 —	6 ▲	8 ▲	9 ▲
Loss of rural character	1 —	9 ▲	5 ▲	9 ▲	8 ▲

Key for Rank:

1 is low importance and 10 is high

Key for Trend:

- ▲ The issue is anticipated to become more important in the coming years.
- ▼ The issue is anticipated to become less important in the coming years.
- The issue will likely remain stable in the coming years.

Economic Development Approach

This section documents in general terms the town’s general approach to economic development. It should be emphasized that this section has a limited scope. It certainly doesn’t substitute for a detailed economic development plan or strategic plan. It looks at economic development primarily from the perspective of its relationship to land use. It focuses on what types of economic activity are compatible with the town’s long-term vision. It then identifies the town’s strengths in attracting and keeping those types of businesses and weaknesses that may be working to keep those types of businesses from coming to the town.

◆ Desirable Businesses

As part of the planning process, we asked the question: “What types of economic activities are consistent with the town’s vision”. The types are shown in Exhibit 3-3, which range from very specific businesses to broad classes of businesses. As depicted, the Town is interested in a variety of different business types, many of which are related to agriculture.

◆ Assessment of Strengths and Weaknesses

Having identified the types of economic activity that are part of the town’s vision, two questions arise. First, “What will draw them here?” And secondly, “What is keeping them from coming?” The results are shown in Exhibit 3-4.

Exhibit 3-3. Desirable Businesses: 2004

<ul style="list-style-type: none"> ▪ Nursery and plant production / sales ▪ Farming (small tract farms, truck farms, sod farms) ▪ Intensive agriculture (as a conditional use) ▪ Owner-operated contractor yards ▪ Horse stables 	<ul style="list-style-type: none"> ▪ Home occupations ▪ Agricultural support services ▪ Business park ▪ Aquaculture
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Exhibit 3-4. Economic Strengths and Weaknesses: 2004

What will draw / keep the identified desirable businesses here?	What is keeping the identified desirable businesses from coming?
<ul style="list-style-type: none"> ▪ Transportation access ▪ Customer base for agricultural services ▪ Close to population centers 	<ul style="list-style-type: none"> ▪ No water and sewer service ▪ Limited fire protection ▪ Threat of annexation ▪ Low weight limit on many roads

Plan-Based Forecasts

Chapter Contents

- ◆ Introduction
- ◆ Population Forecasts
- ◆ Housing Forecasts
- ◆ Employment Forecasts
- ◆ Land Use Forecasts

plan must show additional land for development to accommodate the anticipated number of new households and to facilitate the addition of new employment opportunities.

Table 4-1 presents the four sets of forecasts. The following sections in this chapter present background information about each of the forecasts and describe in more detail how they were prepared.

Introduction

This chapter presents each of the four 20-year forecasts that are fundamental to the preparation of this plan. The smart growth legislation requires that the plan be based on population forecasts over the 20-year planning horizon¹. The anticipated population base can then be translated into the number of additional housing units that will be needed over the planning period to accommodate the anticipated population base. This same section of the legislation also requires a set of 20-year forecasts for employment.

The final set of forecasts relate to future land use and arise out of the foregoing forecasts². The future land use

Population Forecasts

A community can directly and indirectly affect how fast it grows and the type of growth that occurs through the policies it adopts and the actions it takes. A community could capture a disproportionate share of the growth potential within the region by proactively creating opportunities for new development through any number of actions, including infrastructure improvement and creation of incentives, for example. A community could create a public private partnership and use its resources to make a project happen that would not otherwise occur. Likewise, it could slow the natural rate of growth by instituting certain policies to limit new development.

Although a community can affect the rate of growth, it needs to take stock of historical growth patterns and understand its strengths and weaknesses relative to the other locales within the regional market. Obviously, a community needs to be realistic in preparing population forecasts because it affects many parts of the comprehensive plan. If a community uses unrealistic population forecasts, the plan will be flawed (although it can be adjusted by amendment).

Table 4-1. Plan-Based Forecasts by Five-Year Increments: 2005 to 2024

	2005 to 2009	2010 to 2014	2015 to 2019	2020 to 2024	2005 to 2024
Additional population ¹	122	130	138	147	537
Additional households	57	62	66	72	257
Additional housing units	58	64	67	74	263
Additional land (acres) ²					
Commercial	3	3	3	3	12
Industrial	6	6	6	6	24
Residential	6	6	6	6	24
Agricultural land	17,000	16,500	16,000	15,500	na
Additional employment (jobs)	10	10	15	15	50

Notes:

1. The total population includes those living in an institutional setting and those living in households.
2. The amount of land needed for each of these uses includes public infrastructure. A factor was also applied to increase the supply of land to account for consumer choice.

¹ Wis. Stats. 66.1001(2)(a)

² Wis. Stats. 66.1001(2)(h)

Within any given housing market, a community can promote or discourage new growth through the policies it adopts and actions it takes.

After evaluating a number of growth rates, the community decided to maintain a slow, sustainable growth rate of 1.2 percent per year. This position is consistent with the community’s overall vision and results from the community survey. When asked about the future population growth of the town, respondents

overwhelmingly wanted to grow at a slower rate than what occurred between 1990 and 2000 (1.8% per year). In addition, this rate of growth corresponds with the number of “land splits” that remain, which is roughly 330 as of June, 2005.

Table 4-2 shows the year-end population counts and the number of new residents added in each of the five-year increments based on this growth rate. Between 2005 and 2024, 537 new residents are anticipated.

Because a certain percentage of the population may be living in an institutional setting (e.g., nursing home, group home), forecasts were also prepared showing the population living in a household setting (Table 4-3). This step is needed to accurately estimate the number acres needed for residential purposes. For the purpose of this plan, it is assumed that 2 percent of the total population will be living in a non-household situation over the next 20-year period.

Table 4-2. Population: 2005 to 2024

Time Period	Total Resident Population ¹	Population In Households
2004	1,987	1,975
2005	2,011	1,999
2006	2,035	2,023
2007	2,059	2,047
2008	2,084	2,071
2009	2,109	2,096
2010	2,134	2,121
2011	2,160	2,147
2012	2,186	2,173
2013	2,212	2,199
2014	2,239	2,226
2015	2,266	2,252
2016	2,293	2,279
2017	2,321	2,307
2017	2,349	2,335
2019	2,377	2,363
2020	2,406	2,392
2021	2,435	2,420
2022	2,464	2,449
2023	2,494	2,479
2024	2,524	2,509
Number Added During Period		
2005 – 2009	122	121
2010 – 2014	130	130
2015 – 2019	138	137
2020 - 2024	147	146
2005 - 2024	537	534

1. The total population includes those living in an institutional setting and those living in households.

Housing Forecasts

Having established the anticipated resident population living within the town in a household setting, it is possible to forecast the number of housing units that will be needed to accommodate the growing population.

The number of households was estimated by dividing the anticipated population living in a household by the average household size for each of the time periods. Nationally, the average household size has been on a steady downward trend for a number of decades. This trend is also evident throughout much of Wisconsin and in Rutland. From 1990 to 2000, the average household size in the town declined from 2.9 to 2.72. It is anticipated this trend in the town will continue throughout the planning period, but at a slower rate of decline, and cause the figure to drop to about 2.5.

This demographic trend suggests that even if the population of the town did not grow, additional housing units would be needed to maintain the same population base to account for a smaller number of people living in each housing unit.

Table 4-3 shows the anticipated number of households over the 20-year planning horizon by year and for each of the 5-year increments. Having established the number of households that will be living in the town, it is necessary to determine the number of housing units that will be needed to house them. The number of housing units will, more often than not, exceed the number of households in that a certain share of the housing units will be vacant at any point in time. A unit may be vacant because it is not considered a primary residence, because it is for rent or for sale, or is simply not occupied. For the purpose of this plan, it is assumed that 2 percent of the housing units will be vacant at any point in time. The calculated number of housing units is also shown in Table 4-3.

Over the planning period, 263 new dwelling units will be needed, the vast majority of which will be needed to account for a declining household size.

Employment Forecasts

As shown on the future land use map, land is allocated to accommodate new commercial and industrial enterprises. Using employment ratios based on acreage, the number of potential new jobs by type was

Table 4-3. Housing: 2005 to 2024

Year	Households	Housing Units
2004	735	751
2005	746	762
2006	757	773
2007	768	785
2008	780	797
2009	792	809
2010	803	820
2011	816	834
2012	828	846
2013	841	859
2014	854	873
2015	866	885
2016	879	898
2017	893	912
2018	906	926
2019	920	940
2020	934	954
2021	948	969
2022	963	984
2023	978	999
2024	992	1,014
Number Added During Period		
2005 – 2009	57	58
2010 – 2014	62	64
2015 – 2019	66	67
2020 - 2024	72	74
2005 - 2024	257	263

1. The total population includes those living in an institutional setting and those living in households.

calculated (Table 4-4). It is anticipated that the land designated for commercial land uses could support 50 additional jobs over the next 20 years.

Table 4-4. Anticipated Number of New Jobs: 2005 to 2024

	2005 to 2009	2010 to 2014	2015 to 2019	2020 to 2024	2005 to 2024
Commercial	10	10	15	15	50

Notes:

1. The amount of land needed for each of these uses includes public infrastructure. A factor was also applied to increase the supply of land to account for consumer choice.

Land Use Forecasts

In Chapter 2, there is a set of objectives that are intended to help guide the housing mix of new residential development in the coming years. These proportions are shown in Table 4-5 and are used to determine the number of housing units by type (Table 4-6).

The land area requirements for each of these housing types were calculated by applying an average density to each of the categories. These values were then adjusted upward to account for infrastructure (e.g., roads, smaller community parks). These values were then again adjusted upward to allow consumers a choice between different competing housing developments. Table 4-7 shows the number of acres needed for each of the housing types for each of the five-year increments. A total of 524 acres are shown on the future land use map for residential purposes expected to occur over the next 20 years.

It should be noted that these data are intended for planning purposes only. It is important to keep tabs on actual development levels and update these forecasts based on more current information and to account for actual development activity and shifts in the housing market.

Table 4-5. Housing Types: 2005 to 2024

	Percent Of Total
Medium Density	80
Conservation Subdivision	20

Table 4-6. Additional Dwelling Units by Housing Type by Five-Year Increment: 2005 to 2024

	2005 to 2009	2010 to 2014	2015 to 2019	2020 to 2024	2005 to 2024
Medium Density	46	52	54	60	212
Conservation Subdivision	12	12	13	14	51
Total	58	64	67	74	263

Table 4-7. Land Area Requirements by Housing Type by Five-Year Increment: 2005 to 2024

	2005 to 2009	2010 to 2014	2015 to 2019	2020 to 2024	2005 to 2024
Medium Density	77	88	92	101	358
Conservation Subdivision	40	40	42	44	166
Total	117	128	134	145	524

Future Land Use

Chapter Contents

- ◆ Introduction
- ◆ Development Factors
- ◆ Future Land Use Plan

Introduction

Among the most effective tools a community possesses to influence its future environment and quality of life is the ability to control and direct future growth patterns. This can be accomplished in a variety of ways, but is most commonly accomplished through zoning and land development ordinances and the way it provides local infrastructure. Through the zoning powers exercised by Dane County, Rutland has the opportunity to guide future growth in a manner that enhances its residents' quality of life and is consistent with its long-term vision.

However, misguided or inappropriate use of these tools can lead to undesirable results including unnecessary land use conflicts, inefficient service delivery, a decreased quality of life, and premature loss of agricultural farmland, among other potential problems.

In order to effectively plan for efficient and environmentally sound growth, it is necessary to identify those areas that inherently have constraints for development and those areas where new development should not occur at all or in limited circumstances. In the background report, environmental constraints for development were identified and mapped, including wetlands and floodplains. These factors are carried forward in this document and are portrayed on a development factors map (Map 5-1).

Using this information as a point of reference, a number of alternative development scenarios were developed. Each of these were developed and evaluated as the town crafted its long-term vision. As the vision of the community became more refined, a final land use plan was developed for future land uses (Map 5-2).

This future land use map included in this chapter is intended to illustrate this vision and guide the future growth and development of Rutland over the next 20 years and beyond. It will serve as a guide for the plan commission and Town Board when making land use, zoning, and infrastructure related decisions. It will also provide direction for private sector property owners and potential developers when making decisions about the future of their properties within the town.

The foundation for sound decision making and implementation of these tools is a clear land use plan based upon sound planning principles and the community's vision for its future.

The relationship between the future land use plan and the other sections of this plan is extremely important and coordinating this information is essential in developing an effective comprehensive plan that is useful to the town and its constituents.

As noted elsewhere in this plan, it will be necessary to periodically review and update this plan, and potentially the future land use map, to ensure that local development preferences are maintained.

Development Factors

There is a wide range of factors that will ultimately affect future land use in Rutland. The ones that can be spatially mapped are shown in Map 5-1.

The Badfish Creek bisects the town from northwest to southeast. Two relatively large lakes (Bass Lake and Island Lake) are found in the northeast quadrant. Farmland covers much of the town, although there are significant areas of hydric soils along the Badfish Creek

and associated drainage ditches. Hydric soils are defined as soils that are formed under conditions of saturation, flooding or ponding long enough during the growing season to develop anaerobic conditions in the upper part. They are one of three criteria used for delineating wetlands. Therefore the presence of hydric soils indicates that the presence of wetlands should be considered.

Although there are pockets of steep areas (slopes greater than 12.5%) throughout the town, they are predominantly found in the western half. Although these slopes do not prohibit development, they create additional considerations including a greater need for post-development erosion control, and issues with road construction, maintenance, and safety. It is also important to recognize that areas with slopes greater than 12 percent are typically designated as environmental corridor at the time the land is brought into an urban service area.

The majority of the town is considered prime farmland, based on soil characteristics. Soils are classified by the U.S. Department of Agriculture, Natural Resources Conservation Service according to their suitability for growing most kinds of field crops. Soils are grouped into 8 different classes. Class I, II, and III are considered prime farmland.

Future Land Use Plan

The future land use plan is shown in Map 5-2 and descriptions for the various districts are included in Exhibit 5-1.

The bulk of the town is located within the agricultural preservation district, which is intended to protect the rural character of the area and also to protect farmland from inappropriate development. Commercial areas are located near Stoughton and Oregon. A smaller commercial area is located near the Village of Brooklyn in the northwest quadrant of STH 14 and STH 92. Four individual parcels are designated as existing commercial to recognize the current nature of the parcels.

The town will develop incentives (e.g., transfer of development rights program) to protect as much of the town's agricultural land base as possible. For example, incentives can be used to promote the transfer of development potential to residentially-designated land use districts. An incentive could be developed so that a split transferred into a residential district would be worth 2 splits, for example. It is intended that a good portion of the 330 remaining splits will be transferred into one of the medium density residential districts.

Exhibit 5-1. Land Use Districts

Base District	General Description
Medium density residential	This district is intended to accommodate medium density residential uses at an average density of 1 dwelling per acre. The vast majority of dwelling units are single-family. Public facilities such as parks, open space, and trails are also found here. It is anticipated that development will occur on individual or community-type wastewater systems. To fully develop to this density, splits rights must be obtained elsewhere in the Town and transferred into the district. Policies related to development in this district are found in Chapter 2 and include, but not limited to the following: Goal 7, Policies 2, 3, 5, 6, 12, 13, 14, 15, 16, and 18; Goal 8, Policies 1, 2, 3, and 4; and Goal 10, Policy 7.
Agriculture preservation	Farming and open areas predominate in this district, although single-family dwelling units are allowed consistent with the 1 per 35 rule. Criteria will be used to ensure that the least amount of agricultural land is taken out of production and the rural character is maintained. Conservation subdivisions, as generally defined in Appendix C, are allowed on a case-by-case basis. Policies related to development in this district are found in Chapter 2 and include, but not limited to the following: Goal 6, Policies 1-29; Goal 7, Policies 2, 6, 12, 13, 14, 15, 16 and 18; Goal 8, Policies 4 and 6; and Goal 10, Policies 2, 3, 7, and 8.
Commercial	Uses in this district are characteristically automobile oriented. Uses include auto sales and service, retail stores, restaurants, and offices of various types. Policies related to development in this district are found in Chapter 2 and include, but not limited to the following: Goal 7, Policies 2, 3, 4, 5, 6, 12, 13, 14, 15, 16, 17, and 19; and Goal 10, Policies 4 and 10.
Commercial – existing	This district is intended to recognize existing commercial enterprises. Development is characteristically in a linear strip development pattern located adjacent to a main thoroughfare. The intent is to allow them to continue and to expand within the parcel that existed on the adoption of this plan. Redevelopment may occur through a conditional use process.
Public resource land	Land within this district is owned by governmental agencies and provides habitat protection, open space, and/or recreational opportunities.
Overlay District	General Description
Wetlands	State law protects wetlands from inappropriate uses and development. This district identifies the approximate locations of wetlands greater than 5 acres in size which the Wisconsin Department of Natural Resources has identified. All wetlands, both mapped and unmapped, should be protected to the greatest extent possible. The locations shown are approximate and field verification will be needed to determine the location and extent of wetlands on each parcel.
100-year floodplain	State and federal law regulates land development activities within defined 100-year and 500-year floodplains. The boundary shown on the future land use map is intended to correspond to the floodplain maps adopted by the Federal Emergency Management Agency (FEMA).

Note: These descriptions correspond to the districts shown on the future land use map.

Insert Map 5-1 Development Factors: 2004

Insert Map 5-2 Future Land Use: 2005 to 2024

Future Transportation Systems



Chapter Contents

- | |
|--|
| <ul style="list-style-type: none"> ◆ Introduction ◆ Future Transportation Plan |
|--|

Introduction

For many years, transportation planning and land use planning were seen as independent activities. In recent years, however, there has been a growing recognition, especially at the state and federal levels that land use and transportation are linked in that a change in one will undoubtedly have consequences for the other.

As we drive around we can see this interplay between land use and transportation. Certain types of commercial land uses are typically found only on major roadways, while other types of land uses can easily be served by a local or collector road. When a major employment or activity center locates on a road unable to carry the resulting traffic, local and state officials inevitably end up improving the road to serve the new use.

It's also the case that as roads are improved through widening or other type of improvement, land use pressures on the adjoining parcels will likely change to take advantage of the increased exposure or accessibility.

For these reasons, the future transportation and land use maps of this plan were prepared at the same time to complement one another.

Future Transportation Plan

The town currently has a road system that is in good shape. The majority of roads in the town are in good condition and those in poorer condition are slated for improvement.

Given the low level of new development contemplated in the future land use plan, no new town roads are needed and no major improvements have been identified. Likewise, the functional classification of the roads in the town's boundary will not change either. The only major road project is the realignment of STH 14. The Wisconsin Department of Transportation purchased the right-of-way in anticipation of the realignment. Map 6-1 shows the town's future transportation network.

The need for more opportunities for bicyclists was identified in the planning process and the community survey as a growing need. The proposed pedestrian facilities are shown on Map 6-2. The proposed facilities are bike routes along existing low-volume roadways. Bikes and cars will share the same travel lane. The routes are based on and are consistent with those facilities identified by the Madison Metropolitan Planning Organization and the Dane County Parks & Open Space Plan.

Map 6-3 identifies those roads in the town that should be included in the Wisconsin Department of Transportation's Rustic Road program. It will be important to work with adjoining landowners during the petition process to attain a high level of community support.

Insert map 6-1 roads

Insert map 6-2 pedestrian

Insert map 6-3 rustic roads

Future Utilities and Community Facilities



Introduction

As the town’s population increases in the coming years, it is important to consider what additional utilities and community facilities may be needed to accommodate the additional residents. Although a growing population is an important consideration, it is not the only factor that needs consideration. Other demographics should be considered as well. As documented elsewhere in this plan, the graying of America will have a profound impact on the types of public services that ought to be available. This chapter is intended to answer a basic question: What type of community facilities and services will be needed to accommodate a growing population and a changing population base?

This chapter is based on the population and housing forecasts presented in Chapter 4 and the future land use plan in Chapter 5.

Public Facilities Plan

Exhibit 7-1 identifies those public facilities/services either provided by the town or by other providers. The chart is set up to first identify the current adequacy of the facility/service. If the facility/service is currently inadequate or will become inadequate in the coming years, a recommendation is then made as to how to provide an appropriate level of service.

As shown, all of the facilities/services in the town are deemed adequate. While meeting space for town meetings is marginally adequate, the town board should be planning for a new facility or remodeled facility beginning in 2015. In the coming years, child care in the town will likely be a pressing need. While the town will not provide child care it should allow for this type of use in appropriate areas in the town. The town has considered the utilities that it provides, and does not anticipate making changes to the level of service throughout the planning period.

Exhibit 7-1. Public Facilities Plan: 2005 to 2024

Town Facilities/Services	Current Status (2004)	Recommendation			
		2005 to 2009	2010 to 2014	2015 to 2019	2020 to 2024
Stormwater management	Adequate	-	-	-	-
Municipal building	Adequate	-	-	New facility or remodel existing	-
Recreation facilities	Adequate	-	-	-	-
Library services	Adequate	-	-	-	-
Police services	Adequate	-	-	-	-
Fire protection / EMS - Oregon	Adequate	-	-	-	-
Fire protection/ EMS – Brooklyn	Inadequate	New facility	-	-	-
Fire protection/ EMS – Stoughton	Inadequate	New facility or remodel existing	-	-	-
EMS	Adequate	-	-	-	-
Facilities/Services by Others					
Solid waste and recycling	Adequate	-	-	-	-
Tele-communication and fiber optics	Substandard	Dial-up DSL	-	-	-
Electrical and natural gas	Adequate	-	-	-	-
Schools	Adequate	-	-	-	-
Child care	Adequate	Develop additional capacity	Develop additional capacity	Develop additional capacity	Develop additional capacity
Health care	Adequate	-	-	-	-
Cemeteries	Adequate	-	-	-	-

General Provisions

PART 1. GENERALLY

Section 1-1. Authority

This plan is enacted pursuant to and consistent with §66.1001, Wis. Stats.

Section 1-2. Applicability

1. *Jurisdictional Area.* The provisions of this plan shall be applicable throughout the town of Rutland, the boundary of which may change over time as the boundary of the city of Stoughton, village of Brooklyn, and village of Oregon change through annexation or detachment.
2. *Conformance with Plan.* After January 1, 2010 all local decisions and regulations adopted by the town regarding subdivisions, zoning, and official mapping shall be consistent with this plan as provided for in state law., .

Section 1-3. Repeal of Prior Comprehensive Plan

All land use plans and/or comprehensive plans previously adopted prior to the effective date of this plan are hereby repealed when Dane County approves this plan.

Section 1-4. Severability

If a court of competent jurisdiction determines that a section, subsection, paragraph, sentence, clause, or phrase in this plan is unconstitutional or otherwise invalid, the validity of the remaining portions shall continue in full force and effect.

Section 1-5. Effective Date

This plan shall be effective when Dane County approves this plan or the first day after the date of publication or posting as provided for in §60.80(3), Wis. Stats., whichever occurs later.

Section 1-6. Development Expectations

As outlined in Part 3, this plan is subject to amendment and revision including the future land use map. As such, no special development rights are conferred upon any

property by any designation or inclusion on the future land use map.

PART 2. INTERPRETATION

Section 2-1. Interpretation of Boundaries of Base Land Use Districts

1. *Boundary Line Interpretations.* Interpretations regarding base land use district boundaries and designations shall be made in accordance with the following rules:
 - a. *Political Boundaries.* District boundaries shown as following, or approximately following, any political boundary shall be construed as following such line.
 - b. *Property Lines.* District boundaries shown as following, or approximately following, any property line shall be construed as following such line.
 - c. *Section Lines.* District boundaries shown as following, or approximately following, a section line, quarter-section line, or quarter-quarter section line shall be construed as following such line.
 - d. *Centerlines.* District boundaries shown as following, or approximately following, any stream, creek, easement, railroad, alley, road, street, highway or similar feature shall be construed as following the centerline of such feature.
 - e. *Natural Boundaries.* District boundaries shown as following, or approximately following, any natural feature such as a lake, pond, wetland, woodlot edge, floodplain or topographical features such as watershed boundaries shall be construed as following such natural feature as verified by field inspection when necessary.
 - f. *Other.* In instances where a district boundary does not follow one of the lines or features listed above, the line shall be as drawn as provided for in subsection 2.
2. *Division of Parcels.* Where one or more district boundary line divides a parcel into 2 or more areas,

the following interpretation of the boundary and designation shall apply:

- a. *Parcels of 5 Acres or Less.* For parcels of 5 acres or less, the designation of the largest area of the lot shall apply to the entire lot.
- b. *Parcels Larger than 5 Acres.* For parcels larger than 5 acres, the parcel shall be divided as depicted by the boundary.

Section 2-2. Interpretation of Floodplain Boundaries.

The interpretation of floodplain district boundaries is subject to the county zoning ordinance which has provisions for such disputes in Section 10.56(c).

Section 2-3. Interpretation of Prime Farmland Boundaries.

Due to scale limitations or potential data error, it is recognized that disputes may arise concerning the location of boundaries of prime farmland. Prime farmland maps were prepared using the "Soil Survey" of Dane County along with definitions and interpretations from the Land Conservation Service. When maps or interpretations are disputed, the applicant must obtain professional assistance and submit documentary evidence to prove allegations:

- a. A report of findings must be submitted to the committee by a registered professional engineer with recognized expertise in soil testing and engineering.
- b. The Plan Commission will submit that data to the county Soil and Water District for review and comment or opinion concerning the findings.
- c. The Plan Commission, on receiving a response from the county Land Conservation Service, will use the more detailed data as agreed to by the applicant's consultant and the Land Conservation Service staff in making the final decision on the proposal.
- d. If errors are found in this process, affected parties will be notified and maps corrected.

Section 2-4. Interpretation of Goals, Objectives, and Policies

1. Recognizing that some of the goals, objectives and policies may advance or serve competing interests in varying degrees, this plan shall be interpreted so

as to promote the public interest to the greatest extent.

2. In the construction of goals, objectives and policies, the following shall be observed, unless such construction would be inconsistent with the text or with the manifest intent of the comprehensive plan:
 - a. *Singular and Plural Words.* Words in the singular include the plural and words in the plural include the singular.
 - b. *Tense.* Words in the present tense include the past and future tense and the future tense includes the present tense.
 - c. *Shall or Will.* The word "shall" or "will" is mandatory.
 - d. *May or Should.* The word "may" or "should" is permissive.
 - e. *Include.* The word "includes" or "including" shall not limit a term to the specific examples listed, but is intended to extend its meaning to all other instances or circumstances of like kind or character.

Section 2-5. Responsibility for Interpretation.

In the event that any question arises concerning any provision or the application of any provision of this plan, the plan commission shall be responsible for developing a recommendation to the town board for such interpretation and shall look to the overall intent of the comprehensive plan for guidance. The town board shall be responsible for making all final interpretations. The town board shall provide such interpretation in writing upon request and keep a permanent record of said interpretations.

PART 3. AMENDMENT

Section 3-1. Initiation

The following may submit an application for a plan amendment:

- a. **Town board;**
- b. Plan commission;
- c. any resident of the town;
- d. any person having title to land within the town;
- e. any person having a contractual interest in land to be affected by a proposed amendment; or
- f. an agent for any of the above.

Proposals to amend this plan shall be reviewed one time each year and shall be submitted to the town clerk by the last Monday in January.

Section 3-2. Burden of Proof

The person that proposes an amendment to the future land use map shall have the burden of proof to show that the proposed amendment is in the public interest and internally consistent with the remainder of the plan.

Section 3-3. Application and Review Procedure

1. *Submittal of Application.* The applicant shall submit a complete application to the town clerk along with the application fee if any (See Sections 3-4 and 3-6).
2. *Transmittal of Application to Plan Commission.* The town clerk shall forward one copy of the application to each member of the plan commission.
3. *Preliminary Review.* The plan commission shall review the application at one of its regular or special meetings. No decision shall be made at this time.
4. *Interdepartmental/Agency Review.* The town clerk shall forward one copy of the application to appropriate town personnel and department heads that could be directly affected by the proposed amendment.
5. *Plan Commission Meeting.* Allowing for proper public notice, the plan commission shall conduct a meeting to review the application.
6. *Plan Commission Recommendation.* The Plan Commission shall pass a resolution stating its recommendation to the town board to either:
 - a. deny the proposed amendment; or
 - b. approve the proposed amendment without revision; or
 - c. approve the proposed amendment with those revisions it deems appropriate, provided such revisions are related to the proposed amendment.

A resolution recommending the amendment of the plan shall be by majority vote of the entire commission. The vote shall be recorded in the official minutes of the plan commission.

7. *Notification of Resolution.* If the plan commission adopts a resolution to not amend the comprehensive plan, the commission shall send a copy of the resolution to the town board. This action terminates the amendment process. If the plan commission adopts a resolution recommending

amendment of the plan, the secretary of the plan commission shall forward a copy of the resolution and those sections of the plan containing the recommended amendments, along with an explanatory cover letter, to each of the following:

- a. Stoughton Public Library,
 - b. Oregon Public Library,
 - c. City Clerk for Stoughton
 - d. City clerk for Oregon,
 - e. Village Clerk for Brooklyn,
 - f. Town Clerk of each adjoining town,
 - g. County Clerk for Dane County,
 - h. Wisconsin Land Council, and
 - i. other agencies deemed appropriate.
8. *Public Notice for Public Hearing.* The town clerk shall provide a class 1 public notice (under Chapter 985, Wis. Stats.) that is published at least 30 days before the date of the scheduled public hearing. At the discretion of the Town, other notice may be provided.
 9. *Public Hearing.* The town board shall hold at least one public hearing to consider the recommended amendment.
 10. *Town Board Decision.* After reviewing the application and the Plan Commission's recommendation, the town board shall make a decision to either:
 - a. deny the recommended amendment; or
 - b. approve the recommended amendment without revision; or
 - c. approve the recommended amendment with those revisions it deems appropriate, provided such revisions are limited to those matters considered in the public hearing.

An affirmative vote to amend the plan shall be by majority vote of the members elect (as defined in §59.001(2m) Wis. Stats.) of the town board.
 11. *Interagency Notification of Decision.* If the town board passes an ordinance to amend the plan, the town clerk shall forward a copy of the ordinance and pertinent sections of the plan, as amended, along with an explanatory cover letter, to each of the following:
 - a. Stoughton Public Library,
 - b. Oregon Public Library,
 - c. City Clerk for Stoughton,
 - d. City Clerk for Oregon,
 - e. Village Clerk for Brooklyn,
 - f. Town Clerk of each adjoining town,

- g. County Clerk for Dane County,
- h. Wisconsin Land Council,
- i. Department of Administration, and
- j. other agencies deemed appropriate.

If the town board decides to not amend the plan, the town clerk shall send a letter, which states the town board's decision, to those entities listed in this part.

12. *Applicant Notification of Decision.* The town clerk shall mail the applicant, by regular U.S. mail, the original copy of the decision and notify the Plan Commission in writing of the town board's decision (if it is not the applicant). If the recommended amendment is denied, the notification shall indicate the reasons for the denial.
13. *Update History of Adoption and Amendment.* If the town board passes an ordinance to amend the plan, the town clerk shall update the table found in Section 3-7 of this chapter.

Section 3-4. Application Content.

1. *Landowner-Initiated Amendment to the Future Land Use Map.* An application submitted by a landowner to amend the future land use map shall include the following:
 - a. a scaled drawing of the subject property;
 - b. a legal description for each of the parcels in the subject property;
 - c. a map of the existing land uses occurring on and around the subject property;
 - d. a written description of the proposed change;
 - e. a written statement outlining the reason(s) for the amendment; and

- f. other supporting information the applicant deems appropriate.

2. *Other Amendments.* For all other types of amendments, the application shall include the following:

- a. a written description of the proposed change;
- b. a written statement outlining the reason(s) for the amendment; and
- c. other supporting information the applicant deems appropriate.

Section 3-5. Limitations on Amending the Comprehensive Plan.

Amendments shall be made so as to preserve the internal consistency of the entire plan.

Section 3-6. Application Fees.

1. *Landowner-Initiated Amendments.* For all amendments to the future land use map that are initiated by the owner or another person having a contractual interest in land to be affected by the proposed amendment, an application fee, as set by the town board and on file at the town clerk's office, shall be submitted at the time of application.
2. *Other Amendments.* For all other types of amendments, no application fee shall be assessed.

Section 3-7. Historical Summary of Plan Adoption and Amendments

The table below provides an overview of town board action regarding this plan.

Date	Ordinance Number	Description of Action
____, 2005		Town board repeals the town's 2001 land use plan and adopts a new comprehensive plan to comply with Wisconsin's Smart Growth Legislation.

Adoption Ordinance

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ORDINANCE NO. 2007-03-01**TOWN OF RUTLAND
DANE COUNTY, WISCONSIN****AN ORDINANCE TO ADOPT A COMPREHENSIVE PLAN**

Whereas, the Town, pursuant to §62.23(2) and (3) of the Wisconsin Statutes, is authorized to prepare and adopt a comprehensive plan as defined in §66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes.

Whereas the Town Board has adopted written procedures designed to foster public participation in every stage of the preparation and review of the comprehensive plan as required by §66.1001 (4)(a) of the Wisconsin Statutes.

Whereas, the Town Board established an advisory committee to develop a draft comprehensive plan, which consists of two documents: the background report and policy document.

Whereas, the plan commission has reviewed the draft comprehensive plan and has, by a majority vote of the entire commission recorded in its official minutes, adopted a resolution recommending to the Town Board the adoption of the comprehensive plan, which contains all of the elements specified in §66.1001(2) of the Wisconsin Statutes.

Whereas, the Town Board has held at least one public hearing on this ordinance, in compliance with the requirements of §66.1001(4)(d) of the Wisconsin Statutes.

Now therefore, the Town Board adopts those two documents, pursuant to §66.1001(4)(c) of the Wisconsin Statutes.

Now therefore, this ordinance shall take effect upon passage by a majority vote of the members-elect of the Town Board (as defined in §59.001 (2m) of the Wisconsin Statutes) and publication/posting as required by law.

Now therefore, the Town Clerk is directed to send a copy of the adopted comprehensive plan to the following, along with an explanatory cover letter:


- a. Stoughton Public Library,
- b. Oregon Public Library,
- c. clerk of each adjoining jurisdiction,
- d. County Clerk for Dane County,
- e. Wisconsin Land Council, and
- f. Department of Administration.

Adopted this 6th day of March, 2007.



Dale Beske, Town Chair

(Published/Posted): March 15, 2007

Attested: 

Dawn George, Town Clerk

Identification of Strengths, Weaknesses, Opportunities, and Threats

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On November 11, 2003, a public meeting was held with town officials and residents from the towns of Albion and Rutland to identify important issues facing each. The results for Rutland are shown below and are grouped together in general categories.

	Strength	Weakness	Opportunity	Threat
Parks And Recreation	<ul style="list-style-type: none"> ▪ Many acres of public hunting ▪ DNR hunting 		<ul style="list-style-type: none"> ▪ Recreation areas zoned 	<ul style="list-style-type: none"> ▪ DNR taking our tax base ▪ Not a lot around for kids
Community Character	<ul style="list-style-type: none"> ▪ Strong rural character ▪ Rural atmosphere, good neighbors, low tax rate ▪ Very little commercial development ▪ Relatively free of spot zoning ▪ Low crime rate 	<ul style="list-style-type: none"> ▪ Increasing differences and desires between farming and newly rural / suburban residents ▪ No involvement by residents ▪ Lack of involvement in Town issues except when there's a NIMBY problem ▪ Difficulty in generating public interest in Town government ▪ Lack of community input unless issue pertains directly to them 	<ul style="list-style-type: none"> ▪ More housing ▪ Identification of possible locations for economic zone (small contractors, small scale operations) ▪ More cooperation among neighbors to reduce costs (i.e., neighboring towns and possible cities and villages) 	<ul style="list-style-type: none"> ▪ Increasing cost of fire/EMS/police/education making low cost housing hard to maintain ▪ People moving out from cities not understanding agricultural practices and rural way of life
Land Use	<ul style="list-style-type: none"> ▪ Consistency in plan fairness ▪ Good land use plan applied consistently since 1978 	<ul style="list-style-type: none"> ▪ Land use plan limits housing units - how will we handle inevitable growth? ▪ Predicting needs ▪ Land use plan only takes care of this generation of farmers. How will we keep agriculture economically viable for the next wave? 	<ul style="list-style-type: none"> ▪ Annexation by city-large developer taking prime agricultural land ▪ Over development in A1 exclusive district ▪ Expanding beyond the present plan ▪ Regional planning commission ▪ Loss of land through annexation 	
Historic Preservation	<ul style="list-style-type: none"> ▪ Strong interest in preservation 			
Housing	<ul style="list-style-type: none"> ▪ Focus development in a less scattered fashion ▪ Development close to Madison ▪ Possibility of employing TDR to consolidate new housing into conservation subdivisions 			<ul style="list-style-type: none"> ▪ Fight for more housing than now allowable ▪ Dane County growth and rising pressure to develop land for residential use ▪ Loss of rural character due to continued housing development

<p>Transportation</p>	<ul style="list-style-type: none"> • Roads • Close to job opportunities • Easy access to cities and markets • Town roads well maintained • Good road network east to west and north to south 	<ul style="list-style-type: none"> ▪ Safety 	<ul style="list-style-type: none"> ▪ Roads ▪ Possible safer road if new 14 is built 	<ul style="list-style-type: none"> ▪ Wal-Mart in Stoughton spurring traffic and growth along Rutland Dunn road ▪ Village annexation and development at 14/138, loss of 138 as through road ▪ Relocation of 14, Stoughton bypass 51 bypass location ▪ New roads taking our land (close Madison) ▪ Loss of transportation aid by State to cover other projects
<p>Economic Development</p>	<ul style="list-style-type: none"> ▪ More or less debt free ▪ Jobs close to Madison 	<ul style="list-style-type: none"> ▪ Lack of employment within Town beyond agriculture ▪ Tax base may not grow as fast as expenses ▪ Loss of tax base 	<ul style="list-style-type: none"> ▪ Figure out ways to keep farming viable ▪ Better internet service 	<ul style="list-style-type: none"> ▪ Annexation ▪ Loss of shared revenue ▪ Loss in recycle grants
<p>Agricultural, Natural and Cultural Resources</p>	<ul style="list-style-type: none"> ▪ Agriculture ▪ Ag base-most farms still intact ▪ Firty large protected tracts of natural resources land (DNR/FWS) ▪ Rural setting ▪ Diverse 	<ul style="list-style-type: none"> ▪ Long term viability of family farms 	<ul style="list-style-type: none"> ▪ Several wetland areas ▪ Outdoor recreation is a big economic driver. Is there a way for the Town to benefit? ▪ Restoration of Town historic site (cemetery and church) 	<ul style="list-style-type: none"> ▪ Losing tax base ▪ Losing wooded/wetlands ▪ Loss of family farms (economic reasons) ▪ Losing farm land
<p>Utilities And Community Facilities</p>	<ul style="list-style-type: none"> ▪ Local government ▪ Growth ▪ Great road crew ▪ We have room for new business 	<ul style="list-style-type: none"> ▪ Can't provide sewer to water ▪ Not being able to see far enough ahead 		
<p>Misc.</p>	<ul style="list-style-type: none"> ▪ People ▪ Boundary agreement with Stoughton 	<ul style="list-style-type: none"> ▪ Can't stop annexation ▪ Lack of community involvement in Town issues ▪ Lack of participation by most people ▪ Lack of working together ▪ Lack of involvement by public ▪ Loss of tax base by annexation ▪ Vulnerable to annexation 	<ul style="list-style-type: none"> ▪ Strong boundary agreements with surrounding cities/villages 	<ul style="list-style-type: none"> ▪ Building schools cost ▪ Annexation by Stoughton and Oregon ▪ Super Wal-Mart type commercial development near boundaries ▪ Big drop in corn price

Definitions

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Agricultural Land: Areas identified on the town plan as being most appropriate for preservation as long-term farm agricultural use based upon soils type, historical use, owner commitment, degree of investment, natural features, parcel size, and adjacent land uses.

Buildable parcel: A parcel of land which is zoned to allow a single family residence. The county typically refers to a buildable parcel as a "lot", which the Zoning Ordinance defines as: "A parcel of land occupied or intended to be occupied by one (1) building and its accessory building and uses." A lot may be established in one of two ways: (1) by certified survey (thus creating a separate parcel); or (2) by zoning parcel (not a separate parcel; also called "postage stamp" rezoned).

Certified Survey Map: A drawing meeting all of the requirements of Section 236.34 of the Wisconsin Statutes, which is the map or plan of record for a land division.

Conditional Zoning: Restrictions limiting permitted uses in a zoning district. Such restrictions shall be related to the objectives of the town plan or county zoning ordinance. Such restrictions may be required in order to make effective a requested zoning change. In order to make such restrictions enforceable the conditions may read as deed restrictions on a subject property.

Conservation Subdivision: A development design technique that concentrates residential development on a small portion of the tract of land and retains the remaining portion for agricultural use or in an undeveloped condition to preserve open space, environmentally sensitive areas, or other cultural or natural features.

Deed Restriction: A legal document recorded by the Register of Deeds to control the use of a property.

Developed: A lot is developed when the house is complete and a certificate of occupancy has been issued.

Effective Date: For the purpose of establishing density limits in this plan, the effective date is June 7, 1978, which is the effective date of the A-1 Exclusive District (Exclusive) in the town. As a practical means of administration, the town is using the May 1978 tax roll as the basis for determining the number of buildable parcels allowed.

Extraterritorial Jurisdiction: The unincorporated area within 1½ miles of the corporate limits of a city of the fourth class or a village.

Farm Plan: A Dane County approved procedure whereby a property owner presents a formal business plan to the town and county outlining how substantial income will be earned from the agricultural operations.

Floodplain: The land adjacent to a body of water which has been or may be hereafter covered by flood water.

Land Division: A division of a parcel of land where the act of division creates less than five lots, parcels, or building sites of 35 acres each or less in area.

Postage Stamp Rezone: This is a county term that defines an area of a parcel of land that has been rezoned to allow a residence on a larger agricultural parcel but does not create a separate parcel.

Public Services: For the purposes of this plan, includes transportation facilities, police, fire protection, emergency medical services, and other determined to be appropriate.

Remnant Parcel: The land remaining after all allowable splits have been taken on a farm that existed as of June 7, 1978.

Rural Non-Farm Areas: Those areas identified on the town plan as the location of new or additional residential areas at rural densities.

Shoreland Area: All land in the unincorporated area of Dane county which are 1,000 feet from the ordinary high-water mark of navigable lakes, ponds, or flowages listed in *Surface Water Resources of Dane County* published by the Wisconsin Department of Natural Resources, or so designated on the USGS Quadrangle Maps, or included on other county zoning base maps, and all lands which are within 300 feet of the ordinary high-water mark or landward side of the floodplain of the navigable reaches of rivers and streams.

Split or Splitting of Land: The act of dividing a parcel or the actual parcel itself. The term is commonly used for the creation of a lot or building site.

Strip Development: The development of a series of commercial or residential land uses generally one lot deep along a road or highway, with each use usually requiring an access to the road.

Subdivision: A division of a parcel of land where the act of division creates:

- a) Five or more lots, parcels or building sites of 35 acres each or less in area; or
- b) Five or more lots, parcels or building sites of 35 acres each or less in area by successive divisions within a period of five years.

Substandard Parcel: For purposes of this plan, those parcels less than 35 acres in size, which were existing prior to June 7, 1978, the effective date of A-1 Agricultural District (Exclusive).

Urban Service Areas (municipally associated): Those areas identified on the Town Plan adjacent to the City of Stoughton or villages of Oregon and Brooklyn determined to be most suitable for new or additional development at urban densities and providing the full range of public services.

Urban Services: Includes those services that should be provided in urban areas with particular emphasis on facilities on or in the land as a part of the development process such as sanitary and storm sewer, and water supply and distribution.

Wetland: Land areas characterized by high water table, the presence of surface water at any time during the year, predominantly organic soils and aquatic vegetation.