

1 Issues and Opportunities



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1 Introduction

1.1 Introduction

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

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

The *Town of Hubbard Year 2030 Comprehensive Plan* will guide community decision making in the Town of Hubbard for the next 20 to 25 years. The town's comprehensive plan addresses nine comprehensive planning elements as chapters one through nine -

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

The *Town of Hubbard Year 2030 Comprehensive Plan* meets the requirements of Wisconsin's Comprehensive Planning law, Wisconsin Statutes 66.1001. This law requires all municipalities (counties, cities, towns, and villages) to adopt a comprehensive plan by the year 2010 if they wish to make certain land use decisions. After the year 2010, any municipality that regulates land use must make their zoning, land division, shoreland and floodplain zoning, and official mapping decisions in a manner that is consistent with the community's comprehensive plan.

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

1.2 Plan Summary

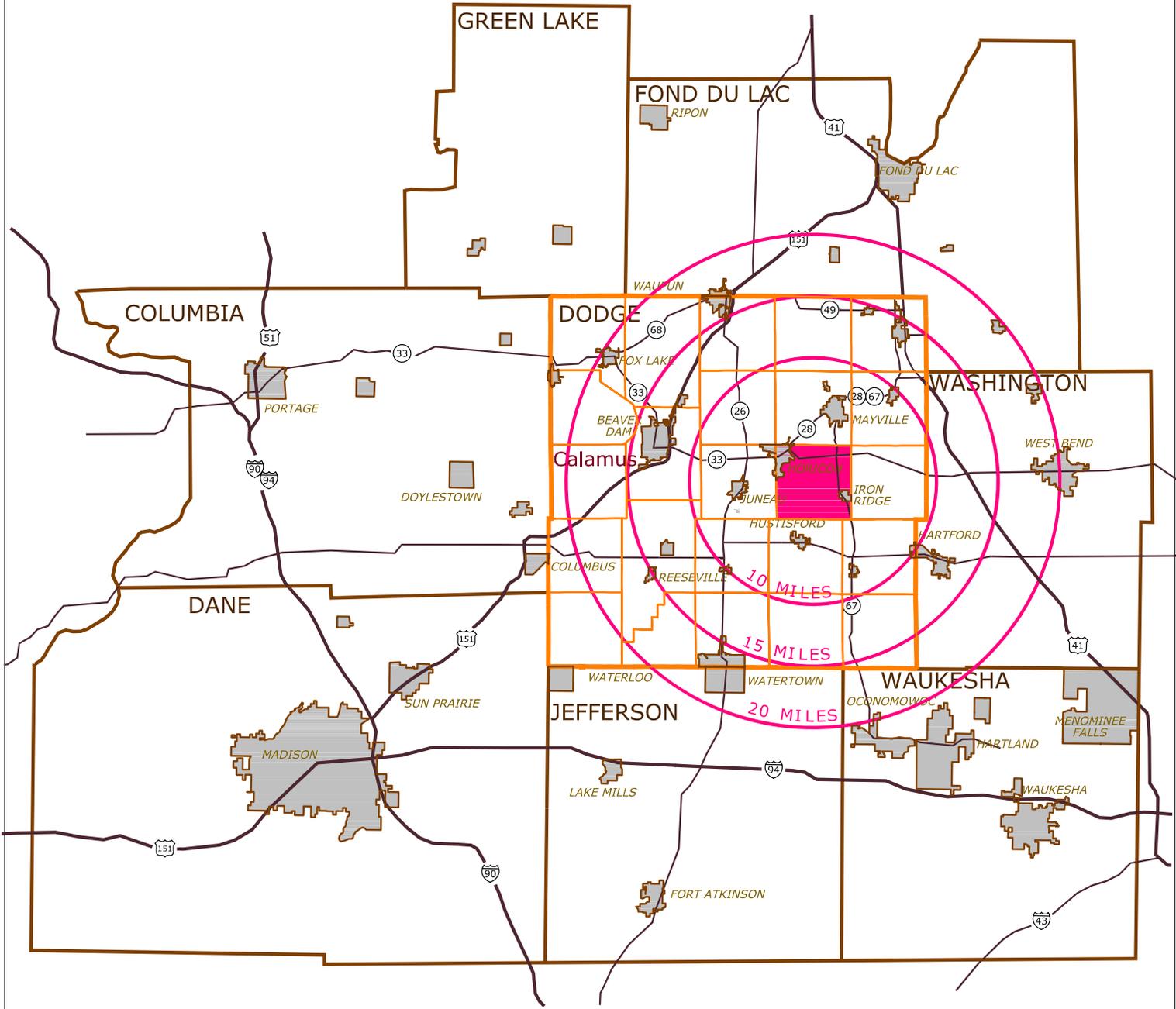
The Town of Hubbard is an unincorporated rural town in east-central Dodge County (refer to Map 1-1, Regional Setting). It is situated to the southeast of the City of Horicon. The town's landscape has been primarily influenced by the locations of prime agricultural soils, wetlands, major transportation corridors, and the surrounding incorporated communities. The influence of glacial activity has produced the pattern of farmlands interspersed with wetlands characteristic of this region of south-central Wisconsin. Within the rolling topography, wetlands are found in the valleys, while the upland areas supply some of the most productive farmland in the state. State Highway 33 transects the town from east to west. One section in State Highway 67 runs along the town's eastern border, and the Wisconsin and Southern railroad cuts through the town. The railroad and these highways provide arterial connections to the surrounding region. Predominant water features found in Hubbard include Lake Sinissippi, a 2,800 acre lake in the town's southwest quadrant, and the East Fork and Rock River along the eastern border.

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

Public participation during the planning process identified the town's primary concerns and areas to be addressed by the comprehensive plan. Top issues identified by the town's Plan Commission include preservation of farmland and open space, coordination with Dodge County on land division issues and border area/annexation concerns. Top opportunities include central location between Madison, Milwaukee and the Fox Cities, the town's close proximity to major highway corridors, maintaining the town's rural atmosphere and abundant recreational opportunities. The town's vision for the future further clarifies the community's priorities, and speaks primarily to the importance of the town's agricultural heritage, landscape, and economy. Development has been and will continue to be strategically limited to areas with poor soils as to prevent negative impacts to the highly valued agricultural resources.

The *Town of Hubbard Year 2030 Comprehensive Plan* sets the stage to successfully address the town's issues and opportunities and to achieve the town's vision for the future. This will be accomplished by creating an improved system in which development takes place. This will involve working with Dodge County to update county land use strategies and the process by which land division takes place, as well as maintaining and updating town ordinances and other land use implementation tools. Paramount in the plan is the careful placement of residential development with regard to the community's agricultural and natural resources. The plan recommends protecting the vast majority of the town's landscape for continued agricultural production while also allowing for limited development at low densities. Key implementation tools include development density management, development site planning, maximum lot sizes, and voluntary land conservation programs.

Map 1-1 Regional Setting Town of Hubbard, Dodge County, Wisconsin



	U.S. Highway		Dodge County Town Boundary
	State Highway		City or Village
	County Boundary		Municipality Site
	Dodge County Boundary		Site Radius Boundary

N
W —+— E
S

0 10 15 20 25
SCALE: 1 INCH = APPROX. 12 MILES

**Dodge County
Land Resources and Parks
Department**



Source: Dodge County Land Resources and Parks Department, April 2007

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1.3 Town of Hubbard 2030 Vision

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

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

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

The Town of Hubbard's vision for the future is also expressed in its goal statements for each of the comprehensive planning elements. The town's planning goals are broad statements of community values and public preferences for the long term (20 years or more). Implementation of this comprehensive plan will result in the achievement of these goals by the year 2030. For further detail on these goals, including related objectives, refer to the respective element of this comprehensive plan.

Housing Goals

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

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

Transportation Goals

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

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

Utilities and Community Facilities Goals

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

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

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

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

Agricultural, Natural, and Cultural Resources Goals

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

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

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

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

Economic Development Goals

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

Intergovernmental Cooperation Goals

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

Land Use Goals

Goal: Plan for land use in order to achieve the town's desired future.

Implementation Goals

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

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

1.4 Comprehensive Plan Development Process and Public Participation

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

The *Town of Hubbard Year 2030 Comprehensive Plan* included several public participation activities. These included two public informational meetings, Plan Commission and Town Board action, a public hearing, and the distribution of recommended and final plan documents.

Public Informational Meetings

On July 30, 2007, a public informational meeting was held to gather initial input on the comprehensive plan. The meeting was well attended with approximately 40 residents in attendance. A second public informational meeting was held on July 28, 2008, regarding the draft *Town of Hubbard Year 2030 Comprehensive Plan*.

Plan Commission and Town Board Action

On July 28, 2008, the Town of Hubbard Plan Commission discussed the draft comprehensive plan and passed resolution number 08-04 recommending approval of the plan to the Town

Board. After completion of the public hearing, the Town of Hubbard discussed and adopted the comprehensive plan by passing ordinance number 08-04 October 27, 2008.

Public Hearing

On October 27, 2008, a public hearing was held on the recommended *Town of Hubbard Year 2030 Comprehensive Plan* at the town hall. The hearing was preceded by Class 1 notice and public comments were accepted for 30 days prior to the hearing. Summary of public comments received and how the unit of government responded.

Distribution of Plan Documents

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

1.5 Town of Hubbard Issues and Opportunities

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

In the May 2007 meeting, Town of Hubbard citizens and committee members identified issues and opportunities for the town. Participants took turns sharing the issues and opportunities that they felt were important in the community for the 20 year planning period. After the full list was developed, each participant voted on the statements to establish a sense of priority. The following issues and opportunities were identified.

Issues

- ◆ Preservation of farmland – border area concerns
- ◆ School issues – decreasing enrollment and increasing proportion of tax share
- ◆ Land division issues and technical issues with Dodge County
- ◆ Border/annexation issues – Iron Ridge and Horicon
- ◆ Ordinances – dogs, puppy mills, adult businesses
- ◆ Town hall improvements
- ◆ Multi-family development in town
- ◆ Lack of employment opportunities
- ◆ Large scale farming operations – potential future conflicts – need ordinances
- ◆ Waterfront development – intergovernmental issues – conditional use for road development
- ◆ Road maintenance, scheduling, and funding – Decrease in revenues
- ◆ Garbage and recycling costs

- ◆ Increase in recreation demands – creating conflicts with some recreational uses.
- ◆ How does the Town of Hubbard’s tax rate compare with the surrounding townships?
- ◆ Opposition to the "one house per 20 acres rule" with lots of one to three acres rule in the agricultural areas.

Opportunities

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

1.6 Issues and Opportunities Policies and Recommendations

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

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

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

Policies: Town Directive

IO1 The town shall conduct all business related to land use decision making by utilizing an open public process and by giving due consideration to its comprehensive plan.

IO2 Public participation shall continue to be encouraged for all aspects of town governance.

Recommendations

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

1.7 Issues and Opportunities Programs

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

Wisconsin Department of Administration, Demographic Services Center

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

Wisconsin Department of Administration, Division of Intergovernmental Relations

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