

8

Land Use



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8 Land Use

8.1 Introduction

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

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

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

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

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

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

- ♦ Provides all residents and owners of property in the town with a safe, convenient, attractive, high quality, and cost effective environment to live and work;
- ♦ Meets the social and economic needs of our residents within the town and in combination with the use and development of land in surrounding communities and municipalities in the most practical, economical, and efficient means available;
- ♦ Reflects a wise and appropriate distribution of different land uses throughout the town and, where necessary, includes adequate separation and buffering between potentially incompatible land uses and activities;
- ♦ 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.

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

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

1.28 lots per acre; 3) include a minimum of 25 to 50 percent of the total development area preserved as open space.

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

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

8.3 Existing Land Use

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

The Town of Hubbard is a typical six mile square (or 36 square mile) town including approximately 23,000 acres of land. Although some of this acreage is within the City of Horicon and Village of Iron Ridge. The town's pattern of existing land use has been primarily influenced by the locations of wetlands, prime agricultural soils, major transportation corridors, and the surrounding incorporated communities. The influence of glacial activity has produced the pattern of farmlands interspersed with wetlands characteristic of this region of south-central Wisconsin. Within the rolling topography, wetlands are found in the valleys, while the upland areas supply some of the most productive farmland in the state. Most development in Hubbard is found along Lake Sinissippi and the major transportation corridors including State Highways 67 & 33, several county highways, and the Wisconsin and Southern railroad. Small clusters of more

concentrated development are found along the town's eastern edge and in the northwest quadrant as influenced by the communities of Horicon and Iron Ridge, located within the town's boundaries.

The town is largely undeveloped with agricultural and other resource lands as the predominant land uses. Excluding woodlands and wetlands, agriculture and other open lands compose about 14,864 acres, or 69% of the town. Wetlands comprise the second largest landscape feature at over 2,675.27 acres, or about 10.5% of the town. Other undeveloped land uses include surface water (lakes and streams) and designated public outdoor recreation areas. These resource lands form critical components of the town's economic base – agriculture and outdoor recreation.

Developed features account for 4.06% of the town's existing land use. Developed land uses are scattered throughout the town with small clusters of more concentrated development in a few locations. Single-family residential is the predominant developed land use at 720.13 acres. Also present are mobile home parks, commercial uses, industrial uses, institutional uses, and utilities. Clusters of developed land uses are found mainly in the southwest quadrant near Lake Sinissippi and along the US Highway 33 and 67 corridors. Clusters of residential development are also found on the other main thoroughfares within the town. A cluster of commercial and light industrial use is present near the convergence of US Highways 67 and 33; and US Highway 33 and County Trunk TW.

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

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

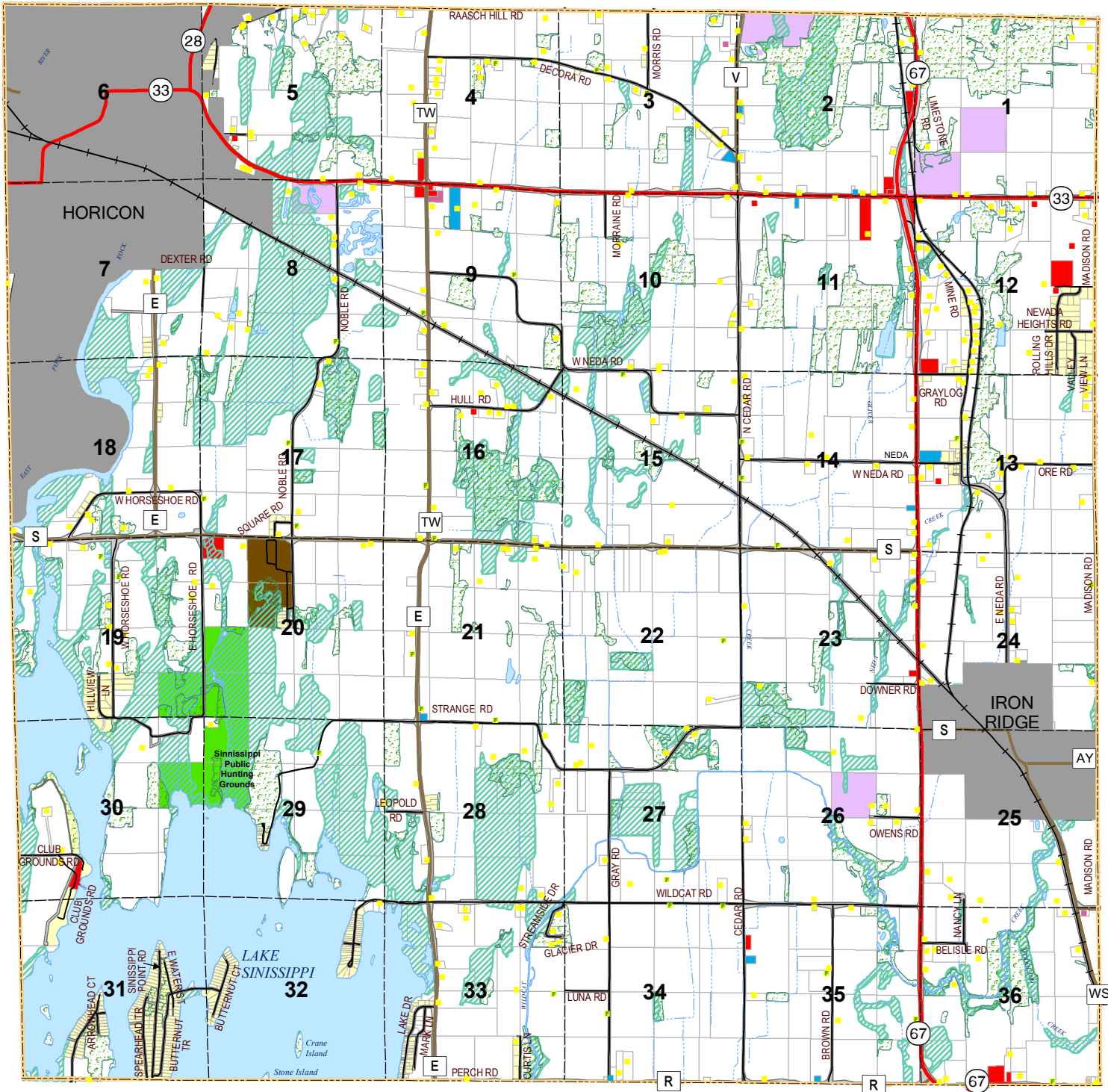
Table 8-1
Existing Land Use, Town of Hubbard, 2008

Land Use	Acres	% of Total
Single Family Residential	720.1	3.8%
Two Family Residential	1.0	0.0%
Multi-Family Residential	0.0	0.0%
Mobile Home Parks	56.0	0.3%
Commercial	67.0	0.4%
Industrial and Quarries	171.4	0.9%
Public and Quasi Public	24.0	0.1%
Communication and Utilities	2.0	0.0%
Parks and Recreation	73.3	0.4%
Agricultural and Other Resource Land	14,864.5	79.4%
Woodlands	1937.44	8.0%
Wetlands	2676.27	11.4%
Transportation	909.2	4.9%
Water	1,842.3	9.8%
Total	18,730.8	100.0%

Source: Dodge County Land Resources and Parks Department. Note:
Agricultural land does not include woodlands and wetlands. Woodland and wetlands have not been subtracted from other land uses.

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Map 8-1, Existing Land Use Town of Hubbard, Dodge County, Wisconsin



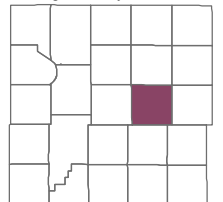
Legend

- | | | | |
|----------------|---------------------|---------------------------|----------------------------|
| U.S. Highway | Section Line | Single Family Residential | Public & Quasi-Public |
| State Highway | Tax Parcel Boundary | Farmstead | Transportation |
| County Highway | Municipalities | Two Family Residential | Parks & Recreation |
| Town Road | Waterbody | Multi-Family Residential | Agriculture-Other Resource |
| Railroad | Rivers and Streams | Mobile Home Park | Communication & Utilities |
| Town Boundary | Intermittent Stream | Commercial | Wetland overlay |
| | | Industrial | Woodland overlay |



Dodge County
Land Resources and Parks
Department

Dodge County Wisconsin



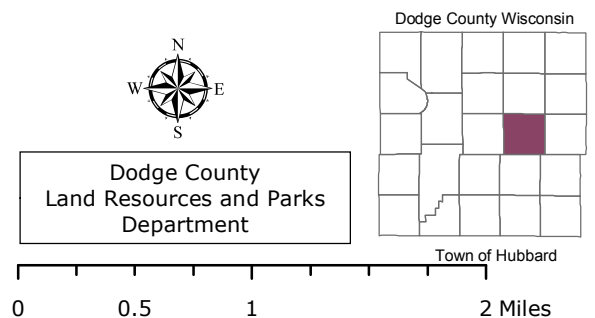
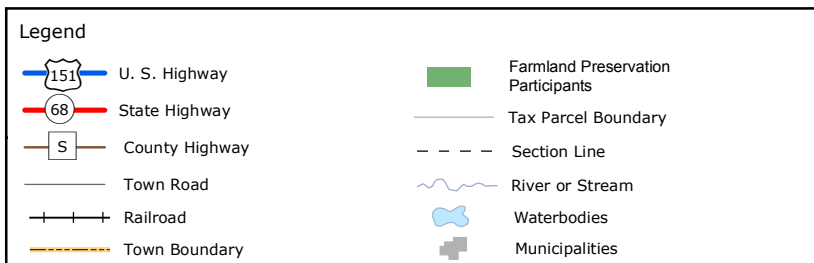
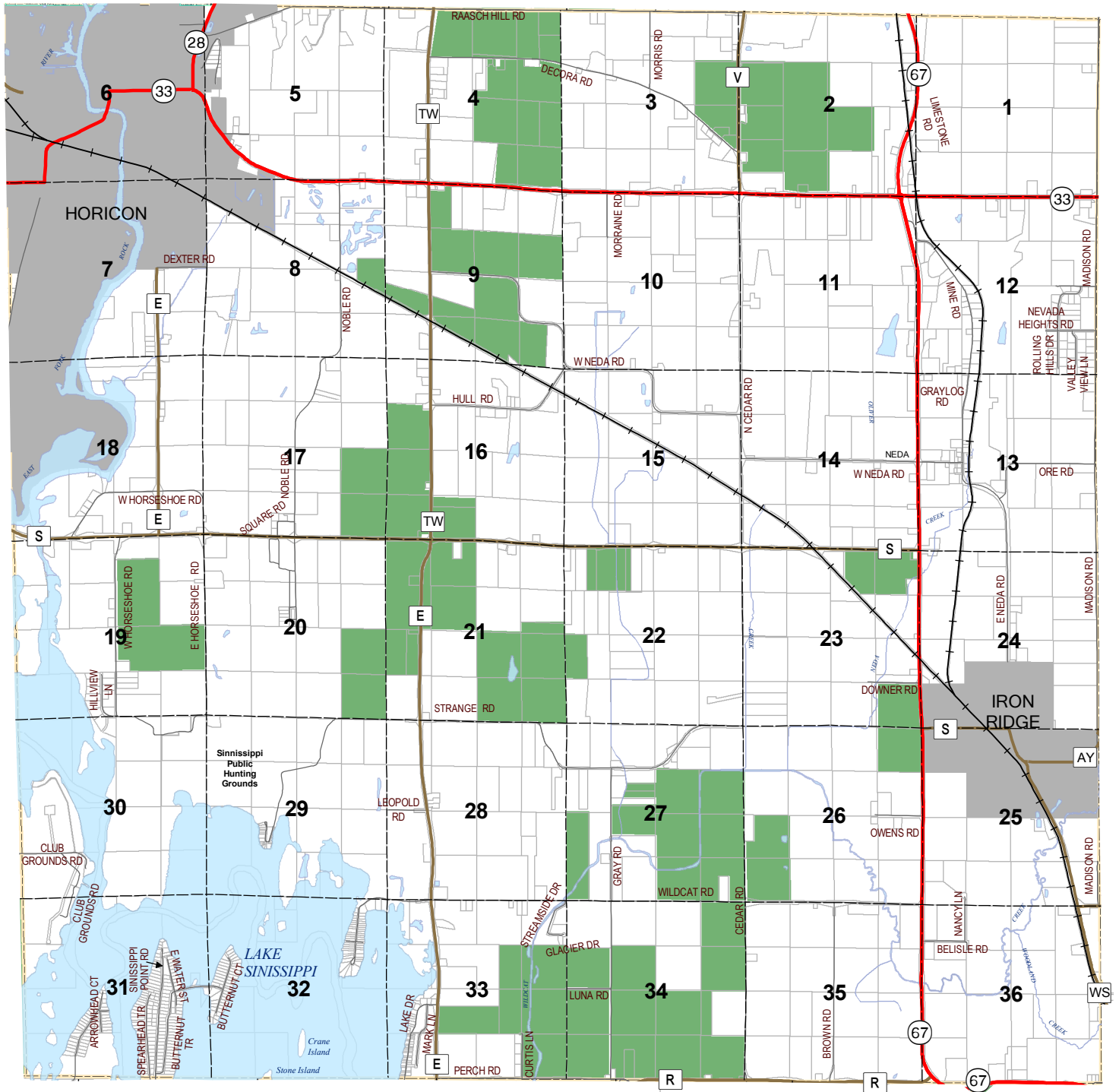
Town of Hubbard

Source: Dodge County Land Resources and Parks Department, July 2008

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Map 8-2, Farmland Preservation Participants
Town of Hubbard, Dodge County, Wisconsin



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8.4 Land Supply, Demand, and Price Trends

Table 8-2 displays information on agricultural land sales in Dodge County from 1999 to 2003.

Table 8-2
Agricultural Land Sales, Dodge County, 1999-2003

	1999	2000	2001	2002	2003	# Change 1999-03	% Change 1999-03
Ag Land Continuing in Ag Use							
Number of Transactions	65	46	39	43	67	2	3.1%
Acres Sold	5,633	4,171	2,917	3,748	5,815	182	3.2%
Dollars per Acre	\$2,165	\$2,112	\$2,665	\$2,665	\$3,135	\$970	44.8%
Ag Land Being Diverted to Other Uses							
Number of Transactions	16	27	17	12	18	2	12.5%
Acres Sold	749	1,404	624	503	776	27	3.6%
Dollars per Acre	\$2,822	\$3,389	\$3,358	\$3,804	\$4,167	\$1,345	47.7%
Total of all Ag Land							
Number of Transactions	81	73	56	55	85	4	4.9%
Acres Sold	6,382	5,575	3,541	4,251	6,591	209	3.3%
Dollars per Acre	\$2,242	\$2,434	\$2,788	\$2,863	\$3,257	\$1,015	45.3%

Source: Wisconsin Agricultural Statistics Service, Agricultural Land Sales, 1999-2003.

As indicated in Table 8-2, the amount of agricultural land sold in Dodge County has fluctuated from 1999 to 2003. The value of the total acres sold has been steadily increasing. While these data are generalized to the county level, many of these trends are also reflected locally in the Town of Hubbard.

The overall supply of land in the Town of Hubbard is fixed. Unincorporated municipalities (i.e., towns) do not have the power to annex land. It is anticipated that a loss of town land due to city or village annexation will be unlikely over the course of the planning period. The nearby City of Horicon and Village of Iron Ridge, which have the power to annex land, does not appear to have substantial growth potential in the direction of Hubbard. The town's supply of land for potential development is expansive. 14,864.45 acres (or about 64%) of the town consists of agricultural lands, woodlands, and other resource lands (excluding wetlands). Sustaining this base of agricultural and resource lands over the long term is one of the reasons why the planning and management of development and land use are so important in the Town of Hubbard.

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

Projected Supply and Demand of Developed Land Uses

The following table displays estimates for the total acreage that will be utilized by residential, commercial, industrial, institutional, and resource land uses for five year increments through 2030. These future land use demand estimates are largely dependent on population and housing projections and should only be utilized for planning purposes in combination with other indicators of land use demand.

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

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

Projected resource land use acreages are calculated based on the assumption that the amount will decrease over time. Agricultural and other resource lands are the existing land uses that can be converted to other uses to accommodate new development. The amount of resource lands consumed in each five year increment is based on the average amount of land use demand for each of the developed uses over the 30 year period. In other words, a total of 14.65 acres per year is projected to be consumed by residential, commercial, industrial, and institutional development in the Town of Hubbard, so resource lands are reduced by 14.65 acres per year.

Table 8-3
Projected Land Use Demand (acres), Town of Hubbard 2000-2030

Year	Residential ¹	Commercial ²	Industrial ³	Institutional ⁴	Resource Lands ⁵
2000	745	67.0	171.4	24.0	14,864.5
2005	808.0	72.7	186.2	26.0	14,791.2
2010	869.5	72.7	186.2	26.0	14,717.9
2015	932.5	75.6	193.6	27.1	14,644.6
2020	994.0	78.4	200.7	28.0	14,571.4
2025	1,055.5	81.4	208.3	29.1	14,498.1
2030	1,118.5	83.9	214.6	30.0	14,424.8
# Change	373.5	16.9	43.2	6.0	-439.6
% Change	50.1%	25.2%	25.2%	25.2%	-3.0%

¹Residential includes single family residential and mobile home parks.

²Commercial includes commercial only.

³Industrial includes industrial and quarries.

⁴Institutional includes parks, recreation, public, and quasi-public.

⁵Resource Lands include agricultural and other resource land.

Table 8-4 and Figure 8-1 provide a comparison of land supply and demand for the Town of Hubbard. Land use demand is based on the previous calculations, and land supply is based on the future land use plan described in Sections 8.4 and 8.5.

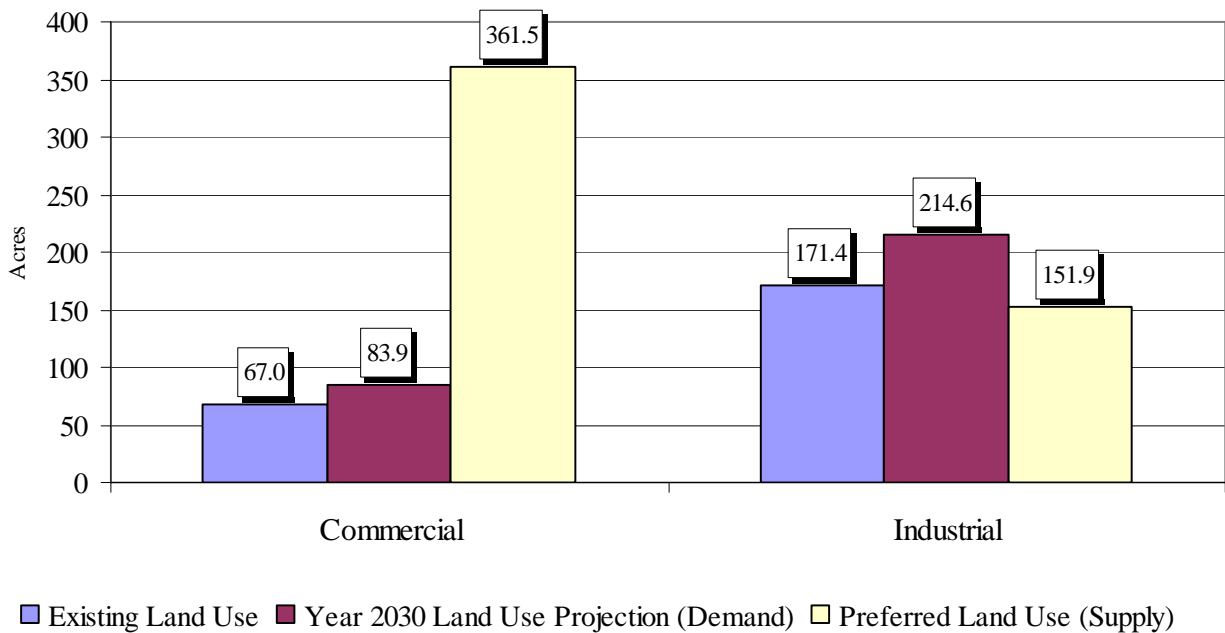
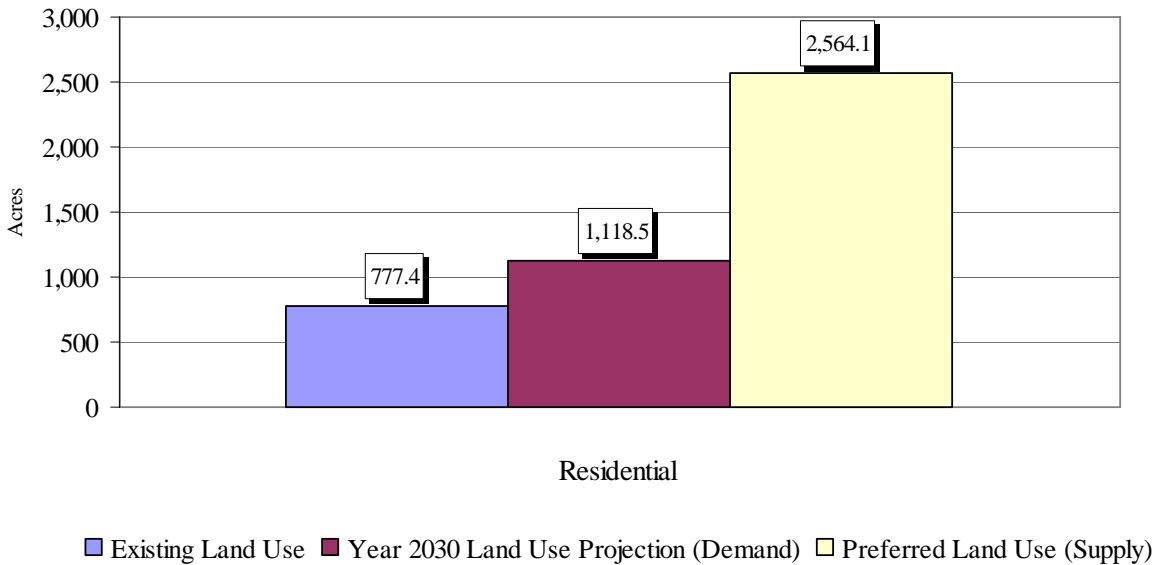
Table 8-4
Land Supply and Demand Comparison (acres), Town of Hubbard

	Residential	Commercial	Industrial
Existing Land Use	777.4	67.0	171.4
Year 2030 Land Use Projection ¹ (Demand)	1,118.5	83.9	214.6
Preferred Land Use ² (Supply)	2,564.1	361.5	151.9

¹Amount of land projected to be needed in the year 2030 to meet demand based on population and housing projections.

²Residential includes lands planned for Single Family Residential and 5% of Agriculture.

Figure 8-1
Land Supply and Demand Comparison, Town of Hubbard



The Town of Hubbard has planned for a sufficient supply of land based on projected demand. About 2.3 times the projected residential demand is supplied by the Single Family Residential and Agriculture future land use classifications. About 4.3 times the projected commercial demand is provided. There appears to be a shortfall for projected industrial use, however, it is the town's intent that future development will be more of a commercial nature than an industrial nature. The planned supply of commercial land is more than adequate to meet the projected demand for both industrial and commercial land use over the planning period.

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

8.5 Future Land Use Plan

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

- ♦ A land use plan is an expression of a preferred or ideal future – a vision for the future of the community.
- ♦ A land use plan is not the same as zoning. Zoning is authorized and governed by a set of statutes that are separate from those that govern planning. And while it may make sense to match portions of the land use plan map with the zoning map immediately after plan adoption, other portions of the zoning map may achieve consistency with the land use plan incrementally over time.
- ♦ A land use plan is not implemented exclusively through zoning. It can be implemented through a number of fiscal tools, regulatory tools, and non-regulatory tools including voluntary land management and community development programs.
- ♦ A land use plan is long range and will need to be reevaluated periodically to ensure that it remains applicable to changing trends and conditions. The plan is not static. It can be amended when a situation arises that was not anticipated during the initial plan development process.
- ♦ A land use plan is neither a prediction nor a guaranty. Some components of the future vision may take the full 20 to 25 years to materialize, while some components may never come to fruition within the planning period.

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

The Town of Hubbard's plan for future land use is intended to protect agricultural resources, natural resources, and rural character for future generations while also allowing reasonable opportunities for land development. Of highest priority is the protection of the town's economic base which is tied to the availability of productive agricultural lands and harmony between agricultural production and properly located residential development. The town will accomplish this by managing the use of lands and the density of residential development. Many locations in the town will allow for limited development to take place, but the density and placement of development will be planned in order to preserve valued features of the landscape.

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

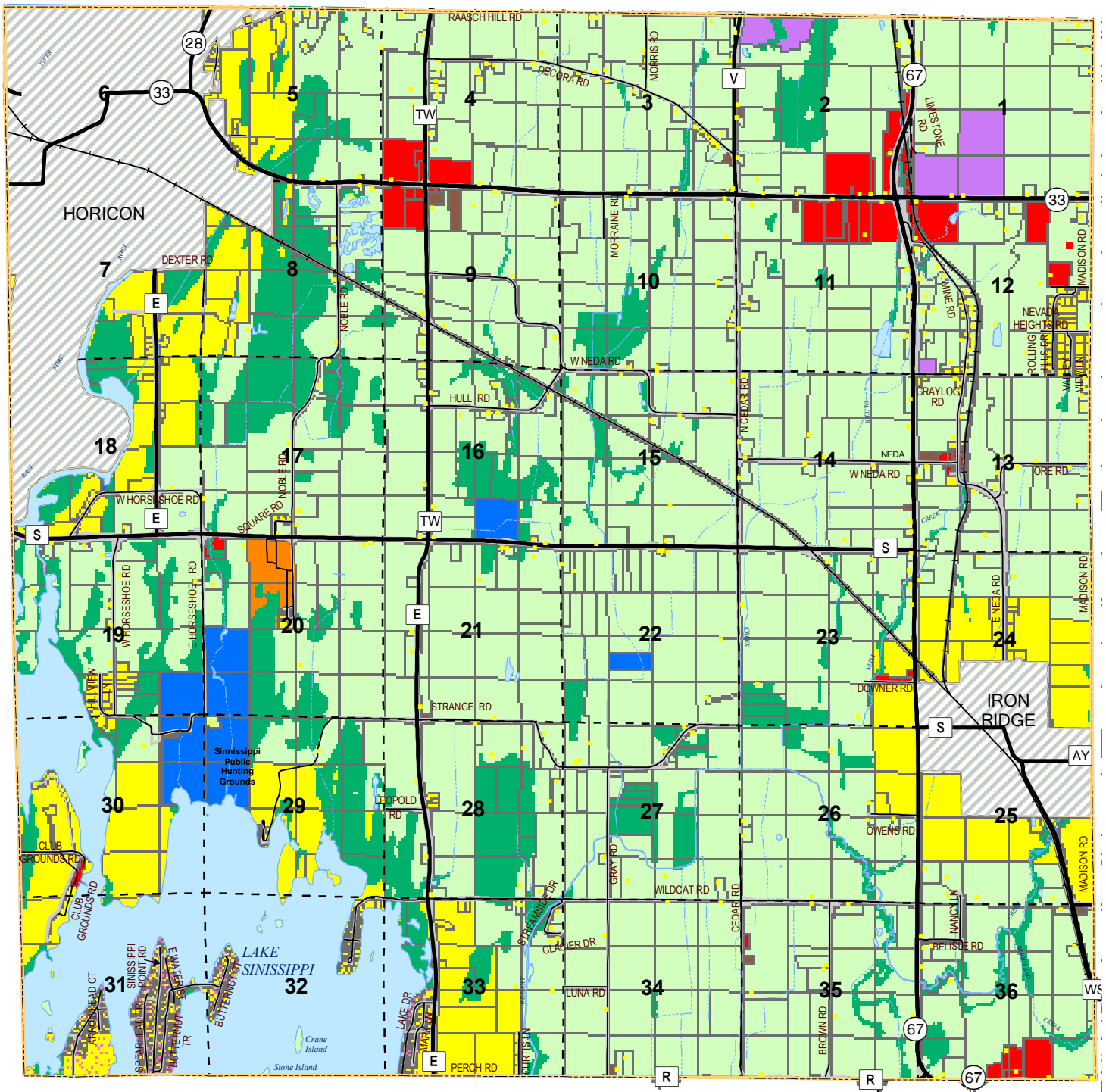
The town's desire to protect agricultural resources, natural resources, and rural character is reflected in that most of the town's landscape is designated with the Agriculture and Conservancy classifications. Agriculture has been mapped where good agricultural soils are present, where existing farm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

The Conservancy classification has been mapped in the general locations of wetlands and floodplains. Conservancy also includes lands surrounding Lake Sinissippi that the town is recommending for protection due to lack of access, and importance to the lake's watershed. Conservancy is the only future land use classification that does not allow for residential development. Regulations are already in place that severely limit development in these locations, and the town's plan recognizes those regulations.

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

Areas planned for primarily developed land uses include the Single Family Residential, Commercial, Industrial, and Utilities and Community Services classifications. It is the town's intent that the most intensive future development of these types be directed to such areas. If intensive developed uses are proposed outside of these areas, then the town should either make decisions and recommendations against such development.

Map 8-3, Year 2030 Future Land Use Town of Hubbard, Dodge County, Wisconsin



Symbols

- U.S. Highway
- State Highway
- County Highway
- Town Road
- Railroad
- Town Boundary
- Section Line
- Tax Parcel Boundary
- Sanitary District

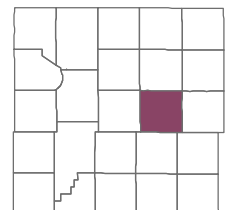
Future Land Use

- Single Family Residential
- General Residential
- Commercial
- Industrial
- City or Village
- Road & Railroad Right-of-Way
- Future Road
- Utilities & Community Services
- Recreation
- Conservancy
- Agriculture
- Waterbody
- River and Stream
- Intermittent Stream



Dodge County
Land Resources and Parks
Department

Dodge County Wisconsin



Town of Hubbard

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8.6 Future Land Use Classifications

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

Conservancy (Dark Green)

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

Policies

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

Agriculture (Light Green)

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

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

Policies

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

Recreation (Dark Blue)

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

Policies

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

Single Family Residential (Yellow)

This category represents those areas where single-family residential land uses already exist, or, where such uses are planned to be the predominant land use. The density of residential development may vary depending on applicable zoning, but only single-family housing is included in this category. Mobile home parks, attached condominiums, and other multi-family residential uses would not be categorized as single-family residential but as General Residential (see description below). Where agricultural uses occur in these mapped areas, it is anticipated that these areas will become predominantly single-family residential over time.

Policies

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

residences and potentially incompatible land uses such as agricultural, commercial, or industrial.

Commercial (Red)

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

Policies

- ♦ New commercial development should occur exclusively in the planned commercial areas as shown on the Future Land Use Plan map.
- ♦ Densities will be regulated by the town's development review criteria and zoning code.
- ♦ The town should assess the use of some minimum design standards which promote quality and aesthetics and do not detract from the community.
- ♦ Individual lot sizes may vary depending on the location and the services available. All commercial developments should be reviewed as part of a planned development area, including review of parking and access control.
- ♦ Intensive commercial activity in close proximity to residential development should be avoided.
- ♦ Discourage the proliferation of large billboards and off-premises signs associated with commercial development in favor of smaller, less obtrusive signage.

Industrial (Purple)

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

Policies

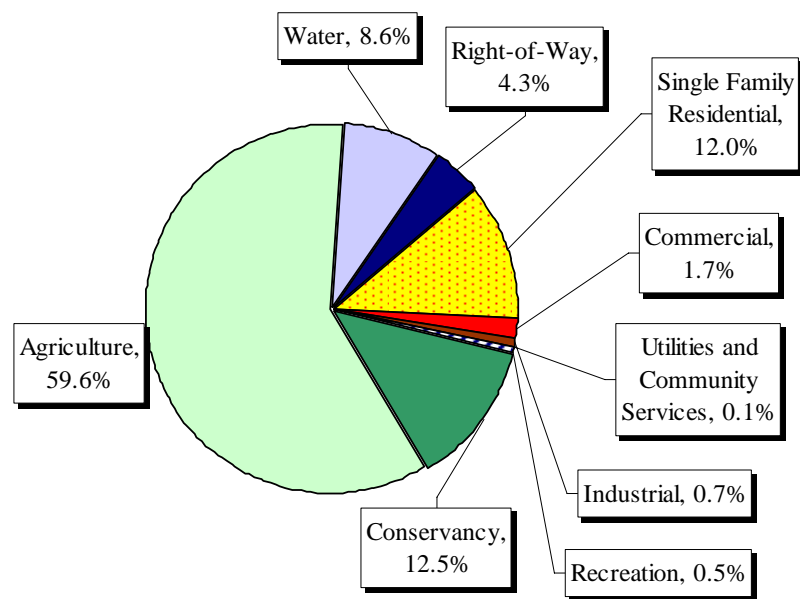
- ♦ New industrial development should occur in the planned industrial areas as shown on the Future Land Use Plan Map.
- ♦ Densities will be regulated by the town's development review criteria, zoning code and any applicable requirements of the State of Wisconsin.
- ♦ New developments should be subject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

Utilities and Community Services (Brown)

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

Figure 8-2 and Table 8-5 display the distribution of each Future Land Use Classification as shown on the Future Land Use Map.

Figure 8-2
Future Land Use, Town of Hubbard, 2008



Source: Dodge County Land Resources and Parks Department, 2008.

Table 8-5
Future Land Use, Town of Hubbard, 2008

Land Use	Acres	% of Total
Single Family Residential	2,564.1	12.0%
Commercial	361.5	1.7%
Industrial	151.9	0.7%
Utilities and Community Services	25.4	0.1%
Recreation	96.9	0.5%
Conservancy	2,676.3	12.5%
Agriculture	12,723.4	59.6%
Water	1,842.3	8.6%
Right-of-Way	909.2	4.3%
Total	21,351.0	100.0%

Source: Dodge County Land Resources and Parks Department, 2008.

8.7 Existing and Potential Land Use Conflicts

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

Existing Land Use Conflicts

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

Potential Land Use Conflicts

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

8.8 Opportunities for Redevelopment

Opportunities for redevelopment of land in the Town of Hubbard are limited. No significant areas of land are in need of redevelopment in the town. However, in every instance where development is considered in the *Town of Hubbard Year 2030 Comprehensive Plan*, redevelopment is also considered as an equally valid option. Plan components that support the preservation of rural lands and rural character encourage redevelopment. Redevelopment is an alternative to the consumption of agricultural lands and green space by new development. Plan components that support the use of existing infrastructure encourage redevelopment. Redevelopment is a method of maximizing the use of existing roads and other town services. Opportunities for redevelopment are addressed in several of the goals, objectives, and policies of this plan.

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

8.9 Land Use Goals and Objectives

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

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

Objectives

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

signage, parking lots, landscaping, etc., for proposed intensive land uses such as commercial, industrial, institutional, or multi-family development.

- 1.i Develop a new zoning code that is reflective of the land use recommendations within the *Town of Hubbard Year 2030 Comprehensive Plan*.

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

Objectives

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

8.10 Land Use Policies and Recommendations

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

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

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

Policies: Town Position

- LU1 The existing road network and existing public facilities and services should be utilized to accommodate new development to the maximum extent possible (Source: Strategy T1, UCF1).
- LU2 Land use decisions and policies should maintain the integrity and viability of agriculture so that farming practices can occur without creating conflicts with non-agricultural uses (Source: Strategy ANC1, ANC2, ANC3, LU1).

Policies: Town Directive

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

Policies: Development Review Criteria

- LU4 A maximum lot size of two acres shall be required of new residential development (Source: Strategy ANC1, ANC4, ANC5).
- LU5 Parcels that split off existing farmsteads should not exceed the area of the existing buildings, and a maximum lot size of three acres should be considered a guideline in these cases (Source: Strategy ANC1, ANC4, ANC5).
- LU6 Residential development associated with farming operations and exempted from the applicable density standard shall be limited to immediate family members or an employee which is actively engaged in the farming operation. A two acre maximum lot size shall be required. “Actively engaged” shall be defined by at least 50% of a person’s annual income is derived from farming. A “farming operation” shall be defined per the USDA definition (*any operation that sells at least one thousand dollars of agricultural commodities or that would have sold that amount of produce under normal circumstances*) (Source: Strategy H2, ANC3).
- LU7 Commercial and industrial highway corridor development should be directed to designated planned commercial and industrial clusters or nodes (Source: Strategy T2, ANC5).

Recommendations

- ♦ If residential structures associated with farming operations are sold to buyers which are not immediate family members, additional residential structures shall not be permitted under the current General Agricultural Land Division (Source: Strategy H2, ANC3).
- ♦ Modify the town land division ordinance to better achieve the management and limitation of growth and rural land consumption. Include maximum lot size provisions in order to

implement the related plan policies and include a variance option for unusual situations. Consider increasing the lot size (Source: Strategy LU1).

- ♦ Modify county ordinances in order to implement the town's site planning policies. It is the town's intent that every development site be reviewed by the Plan Commission for compliance with the town's site planning policies (Source: Strategy LU2).
- ♦ Modify zoning code to eliminate the residential Hamlet and Waterfront classification and establish a residential Small Lot (1 to 3 acres) and Residential Large Lot (above 3 acres) classification.
- ♦ Modify the density requirements: The current ordinance allows one development per twenty (20) acres. This should be increased to one development to thirty (30) acres.
- ♦ Restrict Multi-Family duplexes to Agricultural uses only.
- ♦ Modify the Zoning Code to be reflective of the Future Land Use Map.

8.11 Land Use Programs

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

Office of Land Information Services (OLIS), Wisconsin Department of Administration

OLIS provides staff support to the Wisconsin Land Council, and it administers the Wisconsin Land Information Program in conjunction with the Wisconsin Land Information Board. It also houses Plat Review and Municipal Boundary Review, both of which have statutory authority for approval of specific land use related requests, and the GIS Services, dedicated to the efficient use of geographic information systems. For further information about OLIS visit its web-site via the WDOA web-site at: www.doa.state.wi.us.

UW-Extension Center for Land Use Education

The Center for Land Use Education uses a team-based approach to accomplish its dual missions in campus based undergraduate and graduate education and Extension outreach teaching related to: land use planning, plan and ordinance administration, project impact and regional trends analysis, and public involvement in local land use policy development. For more information on the Center for Land Use Education visit its web-site at www.uwsp.edu/cnr/landcenter/.

Wisconsin Farmland Preservation Program

The purpose of the program is to help preserve farmland through local planning and zoning, promote soil and water conservation, and provides tax relief to participating farmers. Farmers qualify if their land is zoned or if they sign an agreement to use their land exclusively for agricultural purposes. Landowner must own 35 acres or more, and produce gross farm profits of \$6,000 in the previous year. Public access is not required. Contact: County Land Conservation Department, Wisconsin Department of Agriculture, or Dodge County Planning and Development Department.

Conservation Reserve Program (CRP)

Purpose is to reduce erosion, increase wildlife habitat, improve water quality, and increase forest land. Landowner sets aside cropland with annual rental payments based on amount bid.

Practices include tree planting, grass cover, small wetland restoration, prairie and oak savannah restoration, and others. Eligibility varies by soil type and crop history. Land is accepted into program if bid qualifies. Continuous sign up open for buffers, waterways and environmental practices. Periodic sign ups announced throughout the year for other practices. Ten year or 15 year contract if planting hardwood trees is required and it is transferable with change in ownership. Public access not required. Contact: USDA Natural Resources Conservation Service or Farm Service Agency, or County Land Conservation Department.