

# Chapter 1: Introduction

## *Welcome to the Dane County Comprehensive Plan!*

This plan will guide Dane County's decisions on a wide array of issues over the next 20 years, but also has an eye on a much broader horizon.

Dane County has a strong tradition of planning for the future. Its thriving communities, unparalleled agricultural and natural resources, and the high quality of life long enjoyed by its residents are the result of an unwavering commitment to planning over many decades. The fastest growing county in the state, Dane County is now home to over 450,000 people. The glacial landscape of rolling prairies, fertile soils, and drumlins of the East, and the scenic bluffs, lush valleys, and cold-water streams of the West, have made Dane County a truly remarkable place. These environmental blessings, together with the county's economic, agricultural, and cultural assets, attract thousands of new residents each year. Dane County citizens, from all backgrounds, have joined together and committed their time, energy, and talent to helping Dane County seize the opportunities and meet the challenges that lie before it. This plan is the result of that effort. As Dane County looks to the future, the *Dane County Comprehensive Plan* focuses on development that meets the needs of the present without compromising the ability of future generations to meet their needs.

Chapter One provides an overview of the Dane County comprehensive planning process. It includes a discussion of the central role grassroots public participation played in developing the plan, as well as a description of the plan's structure and its relationship to other existing and ongoing planning efforts. It also includes a review of key planning concepts common to the Dane County planning context, in addition to those required by the state.

In 2000, the Wisconsin Legislature passed the most complete comprehensive planning legislation in Wisconsin's history. Often referred to as "Smart Growth," the law requires all Wisconsin communities that exercise land use authority to adopt a comprehensive plan by ordinance by 2010, and for land use decisions to be consistent with the adopted plan. In 2002, Dane

County, along with 14 local municipalities, applied for and received a state grant to complete a comprehensive plan. The *Dane County Comprehensive Plan* was developed in accordance with the state legislation, and is comprised of nine required elements that significantly affect all communities.

The nine elements of the plan are:

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

## Public Participation

To define a shared vision for the future, a comprehensive plan must rest upon a solid foundation of public participation. In January of 2003, the County Board adopted a *Public Participation Plan* (see Volume III of this plan) outlining the processes, procedures and tools used throughout the comprehensive planning process to encourage public awareness, education, interaction, input and partnership. The public participation plan seeks to harness the tremendous creativity and expertise of Dane County's citizens to design innovative and inclusive policies that effectively address the issues Dane County expects to face in the future. Early on, Dane County residents emphasized that they want a meaningful plan that maintains our high standard of living, conserves our agricultural and natural resources, and ensures the vitality of our diverse, distinct, and prosperous communities. The *Dane County Comprehensive Plan* reaffirms these overarching goals, and establishes measurable objectives and concrete policies to achieve them.

Between 2003 and 2006, over 120 citizens attended

105 meetings and volunteered thousands of hours of their time to develop the recommendations in the *Dane County Comprehensive Plan*. A project web page ([www.daneplan.org](http://www.daneplan.org)) containing background data, online resources, and the latest drafts of the plan's goals, objectives, and policies received over 27,000 hits between 2002 and 2007. An innovative e-mail discussion forum, noticed on a continuing basis as a public meeting under the Wisconsin Open Meetings Law, included over 215 members. The public participation process also included:

- Dozens of educational sessions featuring local, and regional experts on a variety of topics;
- A statistically valid, random sample opinion survey of all Dane County residents, conducted by Chamberlain and Associates. (The complete text of the survey instrument, raw return data and a summary are contained in Volume III. Each chapter of Volume I also includes a summary of relevant survey results.), and;
- Direct outreach, focus groups, and other mechanisms to raise awareness of issues and solicit input from various sectors of the population.

This mix of strategies and opportunities helped achieve the *Public Participation Plan* goals of allowing Dane County's diverse population to participate in the comprehensive planning process at whatever level or by whatever means they felt appropriate.



## Planning Process

### Steering Committee

The County Board of Supervisors established a thirteen-member Comprehensive Planning Steering Committee (CPSC) to oversee the development of the comprehensive plan. The CPSC included Dane County elected officials, stakeholder groups, and individuals representing a diverse range of interests and expertise. Members of the CPSC included:

- Six Dane County Board Supervisors:
  - At least two of whom serve as members of the Zoning and Land Regulation Committee;
  - At least one of whom has an interest in housing issues;
  - At least two of whom serve as members of Environment, Agriculture and Natural Resources Committee, and;
  - At least one of whom has an interest in transportation issues.
- The president of the Dane County Towns Association, or his/her designee;
- The president of the Dane County Cities and Villages Association, or his/her designee;
- The Mayor of the City of Madison, or his/her designee;
- A representative of the Dane County Parks Commission;
- A representative of the builders and realtors, to be recommended jointly by the Realtors Association of South Central Wisconsin and the Madison Area Builders Association;
- A representative of the environmental community, to be recommended jointly by the Audubon Society, the Sierra Club, and the Natural Heritage Land Trust, and;
- A farmer, to be recommended jointly by the Dane County Farm Bureau and the Dane County Chapter of the National Farmers Organization.

## Work Groups

The CPSC designed an open and inclusive planning process. Three citizen-led work groups were established to address interrelated elements of the plan. The work groups consisted of eleven appointed and numerous volunteer advisory and resource members representing a broad cross-section of Dane County citizens and organizations. A complete list of work group members is contained in the Acknowledgements section in Volume I.

The CPSC tasked the three work groups with developing goals, objectives, and policies for closely related elements of the plan. The work groups included:

- Agricultural, Natural, and Cultural Resources (ANCR);
- Housing and Economic Development (HED), and;
- Transportation, Utilities, and Community Facilities (TUCF).

The CPSC granted the work groups a significant degree of autonomy to determine their direction and workflow, stipulating only a set of basic “ground rules” requiring that the groups use an open, consensus-based decision making process. The open structure of the work groups allowed for a free flow of participation as the groups proceeded from one topic to the next. This enabled individuals and stakeholder groups interested in a particular subject area to participate at select points in the process. The workgroups also invited “resource members” with knowledge and expertise in subjects under consideration to present information and participate at almost every meeting. This helped foster a better understanding of topics and provided context for the groups’ discussions. Educational sessions contributed further to raising awareness of historical trends and emerging issues.

While the workgroups were charged with digging into very specific subject areas, the CPSC addressed broad, overarching elements of the plan, including land use, inter-governmental cooperation, and implementation. The CPSC had the additional responsibility of synthesizing the large volumes of work generated by the workgroups, and ensuring that the many goals, objectives, and policies of the plan were internally consistent and complementary.

The Comprehensive Planning Steering Committee owes a debt of gratitude to the many Dane County residents who volunteered countless hours to create this plan.



## Plan Structure

Under the state comprehensive planning law, each of Dane County’s 61 municipalities must adopt and implement a comprehensive plan. In addition to its own comprehensive plan, Dane County also maintains a variety of other plans, each designed to meet specific administrative, funding or policy goals. The *Dane County Comprehensive Plan* is intended to support, not supplant, these ongoing planning efforts. One of the greatest challenges of the process was avoiding duplication of efforts and ensuring that the plan would complement, rather than compete with, other county plans.

The *Dane County Comprehensive Plan* utilizes an overarching, “umbrella” structure that acknowledges the importance and continuing role of existing plans by incorporating them by reference where appropriate. For example, the county’s *Parks and Open Space Plan*, *Farmland Preservation Plan*, and *Water Quality Plan* are all incorporated into the *Dane County Comprehensive Plan* by reference. Other plans are similarly incorporated throughout the individual element chapters of the plan. The umbrella structure also helped to focus efforts on covering gaps in the existing fabric of county-wide plans and leveraging the county’s unique position to address regional issues that cut across political boundaries.

The structure of this plan recognizes and respects the statutory authority granted to different units of government. This is reflected throughout the plan in the formation of goals, policies, and objectives as they may relate to the county's jurisdiction in any given area. For example, state law limits the county's zoning authority to unincorporated areas, and requires joint decision-making with town governments. So, while this plan may include goals and objectives aimed at influencing land use decisions in cities and villages, inclusion in the plan alone will not yield the desired results. Rather, it will take concerted inter-governmental cooperation efforts to achieve them. In fact, achieving and implementing many of the goals, objectives, and policies of this plan will require a significant degree of coordination among different units of government.

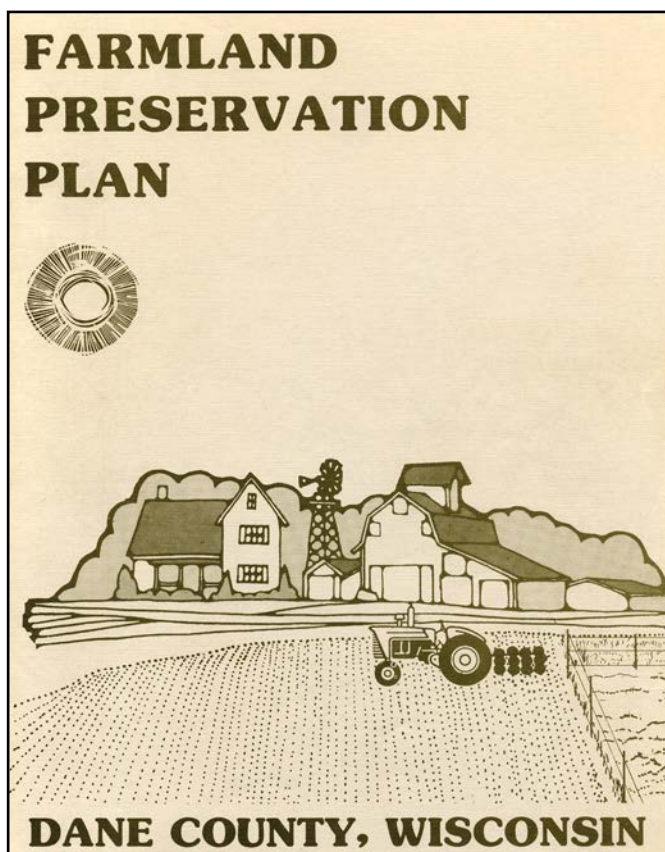
Fortunately, the county has some valuable cooperative

planning experience to build on. The county's *Farmland Preservation Plan*, for example, is a useful model of how local and regional plans can work together. The county portion of the plan includes an organized framework with generalized policies while implementation detail is provided by locally adopted town plan components. The *Farmland Preservation Plan* is a critically important document that is used on a daily basis to inform individual land use decisions at both the town and county levels. The comprehensive plan will utilize the same cooperative model.

## Organization Of The Plan

This plan is organized in three volumes to promote readability and easy reference. Volume I is the substantive portion of the plan and includes eight of the nine elements that will guide the county's decision making over the 20 year planning horizon. Volume II constitutes the "issues and opportunities" element of the plan and includes the majority of background information and data that informed the overall development of the plan. Volume III is a compilation of various appendices and supporting materials, including the plan survey, public participation plan, and fact sheets.

Each subsequent chapter of Volume I corresponds to a required plan element. Beginning with a brief introductory narrative and a summary of relevant survey results, each element and sub-topical area includes broad goal statements, supporting objectives, and actionable policies and programs. This consistent organization should promote ease of reference as well as an understanding of how implementing a particular policy will help achieve a particular goal or objective.



# Chapter 2: Housing

## Introduction

Housing is a basic need for all Dane County residents. Housing opportunities and choices determine where we send our children to school, where we raise our families and where we will grow old. Housing also influences traffic patterns and determines our proximity and access to services and jobs. In addition, housing and related industries help drive our regional economy, employing thousands of Dane County residents. As a permanent feature on the landscape, housing is also the most noticeable aspect of Dane County's growth. Housing construction has followed national trends in recent years, peaking in 2004, with 4,742 new units, then dropping precipitously and bottoming-out in 2010 with a low of 1,070 new units constructed. Since 2010, new housing starts rebounded, led by a fivefold (524%) growth in new multifamily units between 2010 and 2013, before levelling off again in 2014. Between 2004 and 2014, Dane County added 12,547 single-family homes, 1,252 two-family units and 16,501 multi-family units. Over the same time period, Dane County's population increased by 51,521 residents, or an annual average growth rate of 1.1% per year.

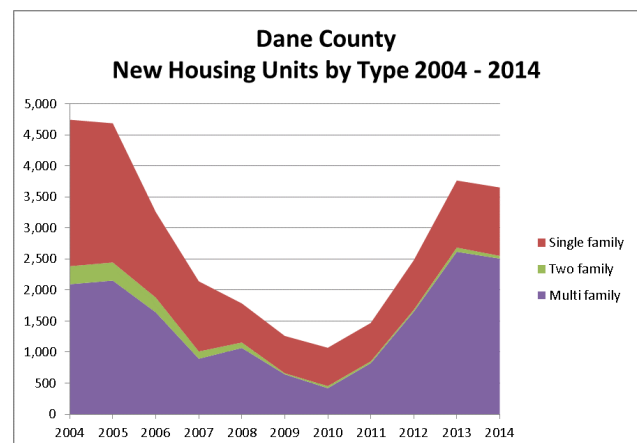
## Purpose

This chapter identifies goals, objectives, policies and programs Dane County can pursue to:

- Provide an adequate housing supply that meets existing and forecasted housing demand;
- Promote housing development in proximity and

with good access to transportation and other services;

- Promote a range of housing choices for residents of all income levels, age groups and needs;
- Inventory and assess existing housing stock;
- Maintain, improve and rehabilitate the county's existing housing stock;
- Promote opportunities for mixed-use development;
- Promote compact, residential development that provides efficient service delivery and conserves farmland and open space;
- Promote the availability of land for development or redevelopment of low and-moderate income housing;
- Identify barriers to affordable housing;
- Promote attractive, distinct and diverse communities and neighborhoods, and;
- Ensure that housing needs are met in a way that maximizes energy conservation.



## Key Issues

**Given the continued demand for housing in Dane County, how can the county:**

- Accommodate people of all income levels in good quality homes close to where they work?
- Balance the need to build more houses with protecting irreplaceable farmland, prairies and wetlands?
- Meet challenges faced by the housing industry, including developers and builders?
- Meet the specialized housing needs of our growing elderly and disabled populations?
- Foster partnerships and cooperation among public, private and non-profit housing providers?
- Ensure that housing takes advantage of existing transportation and service infrastructure and that new services are provided as efficiently as possible?
- Provide a range of housing options to meet the demands, including child-care options, of diverse family types and sizes?

## Stakeholders

The Housing and Economic Development Work Group (HED) developed the goals, objectives and policies for this chapter. HED members and regular participants included representatives from nonprofit housing advocates, county housing agencies, private landlords, architects, the County Board of Supervisors, the Wisconsin Realtors Association, utility companies, developers, entrepreneurs, large business owners, labor unions, business incubators and others. HED also contributed specific recommendations (including several originally developed for the housing chapter) to Chapter 5: Agricultural, Natural and Cultural Resources and to Chapter 8: Land Use.

## Survey Results

Housing ranked highly among respondents to the *Dane County Comprehensive Plan Survey*. When asked how much attention Dane County government should give to a variety of housing goals, a majority of respondents (actual percentages in parentheses below) felt Dane County should pay “considerably more” or “somewhat more” attention to the following issues:

- Promoting housing that maintains and improves the quality of life for all in Dane County (76%);
- Promoting good use of land for housing (70%);
- Ensuring an adequate supply of enough housing choices that meets the needs of people from all income levels, all age groups, with different family sizes, and families that have special needs (66%);
- Ensuring that there is housing close to public transportation routes (66%), and;
- Ensuring that there is housing close to shopping and commercial centers (52%).

Renters were more likely than homeowners to emphasize proximity to public transportation (36% vs. 28%), choices for income, special needs and family size (48% vs. 25%), and quality of life (52% vs. 35%).

When asked what the most important role Dane County should play to ensure housing for all, the most popular responses included:

- Help to build relationships between developers and local government (36%);
- Improve regulations and zoning ordinances (14%);
- Educate the public on housing issues (12%);
- Buy existing buildings for public-owned housing (12%), and;
- Lower taxes for owners and potential buyers (10%).

## Background/Orientation

Since 1998, the Dane County Community Development Block Grant (CDBG) and HOME program has helped residents with low to moderate incomes meet their housing needs. The housing programs funded by the U.S. Department of Housing and Urban Development (HUD) include the American Dream Down Payment Initiative (ADDI) that provides funding and education for first time homebuyers and the HOME programs. The HOME program includes assistance for the following:

- Construction or rehabilitation of affordable housing (rental and homeownership);
- Direct rental assistance to low-income persons;
- Down payment assistance to qualified persons, and;
- Land acquisition.

The Dane County Department of Human Services (DHS) has a long history of working with county residents that are facing a housing crisis. DHS provides services and funding for programs including mental health counseling, eviction prevention, emergency shelter, housing assistance vouchers and housing counseling. Since 2001, the DHS caseload has doubled.

The *Dane County Comprehensive Plan* Housing Chapter builds on our existing programs and includes recommendations from the *Dane County Consolidated Plan* and the Department of Human Services.

However, due to a number of trends including:

- increasing population growth;
- decreasing land supply for residential and com-

mercial development;

- housing costs rising faster than income, and;
- the increase in the percentage of families living at or below poverty,

Dane County has a new opportunity to coordinate, work with and support residents and stakeholders to ensure that housing and communities are planned and created to meet the needs of all residents and communities.

## Goals, Objectives, Policies and Programs

### Affordable Housing and Housing Supply

#### Goal

1. *Promote and support a full range and adequate supply of housing choices throughout the county that meets the needs of persons of all income levels, age groups, household sizes, and persons with special needs.*

#### Supporting Objectives

- A. Promote the development of housing to meet forecasted needs.
- B. Promote an adequate supply of accessible and special needs owner occupied and rental housing for a range of all income levels.
- C. Encourage the leveraging of housing subsidies, public funding and incentives to maximize the private sector use and investment of those funds.
- D. Promote the development and preservation of long-term, affordable housing for low- and moderate-income residents throughout Dane County.
- E. Improve opportunities for homeownership, targeting specific groups including minorities, immigrants, low-income people, and people with disabilities.
- F. Encourage coordination and cooperation among nearby units of government.

- G. Continue to explore policies and programs to promote and support appropriate use of mobile and manufactured homes as an affordable housing option. Consider opportunities to encourage resident ownership of mobile home parks.
- H. Dane County should revisit its decision to suspend its Affordable Housing Down Payment Assistance Program in an effort to add more affordability to the housing market.

### Homelessness and Housing Crisis Services

#### *Policies and Programs:*

1. Promote the most effective programs and services that prevent homelessness and housing crises in Dane County.
2. Homelessness must be reviewed as a distinct issue, and addressed in its own right, and must address the chronically and first priority needs of the homeless.
  - A. Maintain sufficient funding for the Dane County Department of Human Services for programs and services to prevent housing crises or homelessness, as well as the consequent increase in demand for emergency services and public expenditures. Provide emergency and homeless prevention services to individuals and families facing a housing crisis, especially, but not limited to, the following:
    - (1) Emergency shelter;
    - (2) Eviction prevention funding;
    - (3) Case management;
    - (4) Housing vouchers;
    - (5) Single room occupancy (SRO) and transitional housing, and;
    - (6) Programs for those leaving prison.
    - (7) Case management that includes obtaining and sustaining income and/or benefits.
  - B. Continue public outreach for the Homeless Services Consortium to make sure that the public is aware of the issues surrounding home-

lessness, and the need for both private and public sector support.

- C. Increase funding for Dane County Department of Human Services Interim Assistance program in order to substantially reduce the waiting list for individuals before SSI and SSDI is established.
  - D. Increase funding for Dane County Department of Human Services drug treatment and mental health services programs to prevent homelessness.
2. Identify and evaluate homeless services programs in adjacent counties, and develop partnerships with neighboring counties to prevent homelessness.
  3. Develop criteria as part of the Dane County Affordable Housing Trust Fund for funding programs and initiatives that prevent and end homelessness.
  4. Provide increased access and options for transportation and child-care for low-income individuals so that they can get to work and maintain employment.
    - A. Support an increase in childcare and transportation subsidies, and the elimination of co-pays for low-income households facing a housing crisis to prevent their return to homelessness and re-current demand for emergency services.
    - B. Conduct an analysis of the following:
      - (1) The cost per individual for providing emergency housing and related services per homeless person in Dane County for three, six and nine month periods, and;
      - (2) The cost per person of chronically homeless vs. temporarily homeless (all others).
  5. Through advocacy and education, promote the increase of wages for the bottom 15-20% of Dane County workers, so they can remain in stable housing.
  6. Provide needed services to the homeless, including case management and credit counseling.
  7. Expand eviction prevention activities, including case management, and make financial assistance

available throughout the county at JFF sites, housing counseling and legal services.

8. Support statewide legal reforms that expand tenant protections in the eviction process
9. Ensure no one seeking shelter will be denied access to shelter.
  - (a). Recommend policies for shelters that enable “permanently banned” individuals to return to the shelter.
  - (b) Create a wet shelter.
10. Provide additional daytime shelter space in the downtown area by obtaining a site for daytime homeless resource center operations and providing sufficient annual funding for daytime homeless resource center operations.
11. Recommend policies to prevent the criminalization of homelessness.
12. Match empty homes with homeless.
13. Create affordable housing for homeless with property acquired by Dane County and match homes with homeless.

## Housing Assistance Programs

### *Policies and Programs:*

1. Retain the numbers of Housing Choice Vouchers in the short-term, and to increase the number of vouchers available in future federal budgets distributed by Dane County Housing Authority (DCHA) and Community Development Authority (CDA).
2. Use public funding to maintain long-term affordable housing.
3. Continue to provide free homebuyers’ assistance to lower income households to purchase homes through CDBG and HOME funding.
4. Continue to provide homeownership education, training, and counseling to homebuyers to increase their capacity to become successful homeowners



through CDBG and HOME funding.

5. Provide an approach for reducing the number of homeless children in schools in Dane County by 50% by December 31, 2017.
6. Recommend policies to prevent foreclosures, evictions, utility shut-offs, and to help stabilize people in their housing.
7. Expand successful housing first programs and case management, and make financial assistance available throughout the county at JFF sites, housing counseling and legal services.
8. Assist households in applying for and maintaining benefits, and the documentation necessary for those benefits.
9. Affirmatively further fair housing as required by the U.S. Department of Housing and Urban Development
10. Dane County should study the development and use of a public bank to determine its capacity to finance affordable housing.
11. Create a local Section 8 program.
12. Dane County should support the development of a public bank.

## Incentive Programs

### *Policies and Programs:*

1. Create a Dane County Affordable Housing Development Fund to stimulate the development and preservation of affordable housing.
2. Review, identify and make recommendations regarding tax incentives for providers of housing (i.e. developers and builders) to create more affordable housing for low and moderate-income households.
3. Provide non-monetary incentives to the housing industry, such as expedited permitting and other tools, to promote the development and rehabilitation of affordable housing.



4. Promote first time homebuyer programs through strategic marketing to attract and keep young professionals in Dane County.
5. Provide incentives for landlords to provide housing to homeless and low-income households.
6. Enlist the help of homeless to renovate vacant/underutilized properties (sweat equity).
7. Consider selling the splits of county acquired land with splits; transfer them if the town approves; and, or use the revenue generated from the splits toward affordable housing and housing for the homeless.

## Intergovernmental Coordination

### *Policies and Programs:*

1. Continue, maintain, and improve fair share housing efforts throughout Dane County.
2. Chapter 31 Dane County Fair Housing ordinance states: that all persons shall have an equal opportunity for housing regardless of race, gender, age, reli-

gion, color, national origin, ancestry, marital status, domestic partnership status, family status, mental illness, disability, physical appearance, lawful source of income, receipt of housing assistance under Title 42, United States Code, Section VIII [the “Section 8” housing program], student status, arrest or conviction record, sexual orientation, military discharge status, political beliefs, status as a victim of domestic abuse, or the fact that a person declines to disclose his or her Social Security Number when such disclosure is not compelled by state or federal law, or the person is associated with a tenant union.

- A. Continue to work to improve fair housing efforts and eliminate housing discrimination through education, enforcement, and identifying and reducing built-in barriers.
3. Make sure the Department of Planning and Development maintains the ability to provide technical assistance and support to cities and villages to encourage the creation of affordable housing. *(See Chapter 8: Land Use.)*



4. Promote the use of Tax Increment Financing (TIF) for providing affordable housing, for low-income and very low-income residents, and to help developers offset the cost of providing affordable units.
5. Provide and advertise facilitation services for the purpose of fostering discussion between neighboring communities to identify and plan areas for housing. *(See Chapter 7: Intergovernmental Cooperation.)*

6. Pursue inter-jurisdictional agreements and collaboration between the City of Madison Community Development Authority and the Dane County Housing Authority to:
  - A. Permit Section 8 voucher program participants to move across jurisdictional lines without being re-screened for admission to the program; and
  - B. Facilitate collaborative affordable housing development throughout Dane County, both inside and outside of the City of Madison.
7. Encourage cooperative development agreements between communities.
8. Create a regional affordable housing trust fund as recommended by the Affordable Housing Trust Fund Subcommittee of the Health and Human Needs Committee to provide dedicated funding to increase affordable housing stock throughout the county.
9. Work with municipalities to determine existing and potential opportunities and projects for providing affordable housing for low-income and homeless persons and families.
10. Dane County should work with and recommend to the City of Madison to include affordable housing, green space, small businesses, and additional shelter space in Judge Doyle Square.
11. Increase education and outreach to housing consumers on issues of housing discrimination, their rights under fair housing law, and the remedies for violations of fair housing law.
12. Disseminate more information to surrounding jurisdictions to increase the awareness of the consequences of the regulations of fair housing and the additional barriers that [the lack of fair housing] creates in providing safe, stable housing for all households.
13. Provide outreach to jurisdictions in Dane County around implementing zoning codes and ordinances which affirmatively further fair housing.

14. Support efforts to encourage cooperative development agreements between communities and housing policies that are mutually supportive among communities.
15. Increase local enforcement efforts of Fair Housing laws.
16. 16. Ensure members of the Dane County DCBG Urban Consortium are affirmatively furthering fair housing and meeting the requirements for recipients of CDBG funding, including those outlined in their cooperation agreement with the county.



within urban service areas and promote compact development within these areas in order to reduce the pace of expansion into undeveloped open space or agricultural areas.

## Partnerships

### *Policies and Programs:*

1. Promote utilization of non-profit housing organizations that build, rehabilitate and work to preserve affordable housing through funding and collaboration.
2. Identify and promote the expertise of non-profit housing agencies, so that they can initiate and take advantage of multi-level funding and resource opportunities.
3. Dane County should participate in meetings for housing provider stakeholders including:
  - A. non-profit providers of housing and services;
  - B. homeless services providers, and;
  - C. special needs providers.
4. Work with existing affordable housing developers to maximize funding opportunities and resources for affordable housing development in the county.
5. Dane County should partner with local communities and other organizations to:
  - A. Facilitate a spectrum of housing redevelopment activities - from visioning to actual infill and redevelopment.
  - B. Dedicate resources toward the Dane County Infill Inventory Project to promote the redevelopment of under utilized or unused parcels
6. Dane County, the City of Madison CDBG Office and the Community Development Authority should explore options for working together to provide and promote affordable housing.
7. Convene public and private sector funding and program partners, including the United of Way and consumers, to review and assess appropriate roles and eliminate redundancies.
8. Work with the financial services community to ensure lenders are affirmatively furthering fair housing through outreach and education.

## Residential Development

### *Policies and Programs:*

1. Promote policies and regulations that support the full range of housing marketed at 100% of the Area Median Income (AMI) or below.
2. Promote the development of owner occupied and rental housing for very-low, low-, and moderate-income households in response to housing demand.
3. Allow for the development of an adequate portion of rural homes to be affordable to low and moderate-income households.
4. Amend county land use ordinances to remove bar-

riers to affordable housing and mixed-use development. (See Chapter 8: Land Use.)

5. Promote land uses that allow for mixed-income housing. (See Chapter 8: Land Use.)
6. Support the option of the elderly to age in place by promoting the maintenance and siting of important services in proximity to housing — especially health care facilities and reliable public transportation, but also grocery stores, drug stores, opportunities for civic engagement and entertainment, and safe and walkable neighborhoods. (See Chapter 8: Land Use.)
7. Increase the number of single room occupancy/efficiency housing units by 100 units and the number of housing units affordable to households supporting themselves on SSI or W-2 by 100 units by September 1, 2015.
8. Facilitate development of a tiny house eco-village, and promote full diversity.
9. Dane County should promote the co-operative model to expand affordable housing opportunities to Dane County residents.

## Special Needs and Aging Demographic

### *Policies and Programs:*

1. Increase affordable housing options for the elderly who require supportive services and encourage the development of additional housing units, including assisted living housing.
2. Encourage the development of additional housing units for the elderly who require supportive services, including assisted living housing.
3. Develop programs to help seniors age in place that address issues of improved access and support services such as cleaning, shopping and basic care, as well as programs that allow them to transition into appropriate housing within their communities.
4. Promote a mix of housing options such as single room occupancy (SRO) and transitional housing,

as well as supportive programs, to enhance the lives of those with special needs, or those looking for additional supports.

5. Promote an adequate supply of single room occupancy (SRO) housing for special needs residents and the elderly making less than 30% of the median family income.
6. Promote the development of intergenerational housing and housing near health care services to support the aging demographic trend.
7. Explore options for financing housing for special needs residents, including the use of tax increment financing.
8. Support rural communities and the aging population.
9. Promote policies and programs that support aging in place.
10. Review policies and programs that support coordination of public health and housing, and develop recommendations.
11. Promote and develop assisted housing for elderly in rural areas.
12. Provide more transportation options for rural elderly, coordinate with the support services.
13. Review housing needs and housing options for un-accompanied youth as related to human trafficking, and develop recommendations.

## Education and Outreach

### *Policies and Programs:*

1. Develop information and educational material on different housing options and examples for the aging demographic, as well as other groups.
2. Promote multi-lingual real estate services, financial education, homeownership training and housing programs.
3. Continue support for the affordable housing inven-

tory listings such as the Wisconsin Front Door Housing website, as well as the Tenant Resource Center's apartment vacancy listing.

4. Engage the housing industry and retailers of food services, day care, and health care to foster partnerships and develop models for building more integrated communities.
5. Assist non-traditional and minority populations in gaining access to private funding sources.
  - A. Identify county funding sources and existing sites for land banking of those sites for future housing.
  - B. Support and encourage private/public partnerships in order to maximize a range of housing options.
6. Explore opportunities to increase the financial



literacy of high school students and other groups, in order to increase their opportunities for finding and maintaining stable housing and becoming homeowners and informed renters.

7. Hold education sessions and design workshops for planning commissions, residents and developers to aid in the creation of affordable housing.
  - A. Promote the community land trust model to increase long-term affordable housing options.
  - B. Identify and promote strategies to preserve affordable housing no longer eligible for state and

federal affordable tax credits.

- C. Encourage and promote apartment to condominium conversion to create affordable homeownership.
8. Increase rental-housing options for low-income residents through education, programs and funding.
  - A. Engage employers in the effort to supply affordable rental and owner occupied housing.
9. Provide educational opportunities and promote the benefits of green building, its affordability and long-term savings to builders, residents and stakeholders.
10. Ensure that Dane County housing resources and information are adequately represented on the web.
11. Provide outreach and educational opportunities to help promote cooperation, foster relationships and provide examples of current intergovernmental, cross-sector and public/private coordination.
12. Promote pride in place by supporting neighborhood organizing and placemaking, to help renters appreciate their property and address stereotypes.
13. Promote a higher minimum wage.
14. Additional publicity efforts should be made to alert homeowners in Dane County of the services available. As well, work with local lending institutions and other groups to inform and educate homeowners regarding their rights
15. Assist municipalities in code enforcement efforts to maintain housing quality standards and avoid displacement of tenants.
16. Work with municipalities to help them promote rental housing quality standards and safe neighborhood guidelines.
17. Promote first time homebuyer programs and increase strategic marketing; work with the financial services sector to attract and keep members of historically underserved populations such as people of color, individuals with disabilities, and others in Dane County.

## Land Availability for Housing

### Goals

1. *Promote the efficient use of land for housing.*
2. *Promote an adequate supply of land to meet existing and future needs for housing.*

### Supporting Objectives

- A. Promote the availability of land for the development or redevelopment of low-income and moderate-income housing.
- B. Encourage compact communities and neighborhoods.
- C. Promote the location of higher density residential development close to infrastructure and services.
- D. Encourage the infilling of housing in urban areas that make more efficient use of existing infrastructure.
- E. Encourage housing development that has the least impact on or enhances existing and local regional facilities.
- F. Provide housing development alternatives to minimize the conversion of agricultural land, reduce scattered site non-farm development, and provide more housing options.
- G. Promote the availability of land for the development or redevelopment of low-income and moderate-income housing.

### Policies and Programs

1. Expand and enhance the ability of the Department of Planning and Development to provide low-cost or free planning services directly to rural town governments, to:
  - A. maintain or increase housing density in accordance with local plans;
  - B. promote compact, efficient development;
  - C. direct development to locations with basic services, and;
  - D. minimize the conversion of agricultural land to residential use. (*See Chapter 8: Land Use.*)
2. Make sure the Department of Planning and Development maintains the ability to provide technical assistance and support to cities and villages to facilitate sensible and efficient growth; and direct county resources to that end. (*See Chapter 8: Land Use.*)
3. Review and amend county zoning ordinances and permitting procedures to encourage and facilitate infill development and evaluate the impact of land use policies on housing. (*See Chapter 8: Land Use.*)
4. Amend the County Land Division Ordinance (Chapter 75, Dane County Code) to create a conservation subdivision ordinance to encourage rural density by clustering housing development and reducing lot size, in order to preserve the environment and agricultural land. (*See Chapter 8: Land Use.*)
5. Continue to consider a permanent, countywide Transfer of Development Rights (TDR) program to promote compact residential development that protects environmental corridors and open space. (*See Chapter 8: Land Use.*)
6. Continue to develop a permanent, countywide Purchase of Development Rights (PDR) program to protect environmental corridors and open space. (*See Chapter 8: Land Use.*)
7. Develop an integrated set of model community and neighborhood design principles to help new development and redevelopment meet the goals and objectives of the *Dane County Comprehensive Plan*, and affirmatively further fair housing as a goal. Distribute model design guidelines to town, village and city government, builders, realtors and developers. (*See Chapter 8: Land Use.*)
8. Develop an educational campaign about the development approval process to demonstrate the community benefits of high quality compact development for developers, residents and communities in Dane County.
  - A. Promote group land ownership opportunities, including opportunities for mobile homes/ manufactured housing owners, condominium owners, cooperatives, and co-housing through

educational opportunities and marketing.

- B. Encourage and educate communities about the use of accessory dwelling units in residential neighborhoods.
  - C. Promote the development of housing and communities that integrate childcare facilities; educate the housing industry about the need for childcare to be located within neighborhoods.
  - D. Encourage appropriately scaled multi-family residential development.
  - E. Promote the use of land conservation principles (such as erosion controls, storm water management, buffer zones, natural area protection, compact development and greenways) and planning to meet existing and future needs for housing.
  - F. Support increased housing densities to make efficient use of the land, and educate communities and stakeholders about the benefits of compact development.
9. Provide incentives for development and/or infill in established transportation corridors to promote workforce accessibility between residential and commercial centers.
    - A. Expand the BUILD program to include funding for housing in high-need areas.
  10. Provide non-monetary incentives for builders and developers to incorporate green building practices into their projects. *(See Chapter 8: Land Use.)*
  11. Protect undeveloped areas near existing, planned or officially mapped transportation corridors from unplanned development. Review development for consistency with the Madison Area Metropolitan Planning Organization's *Transportation Improvement Plan (TIP)*, the *Dane County Land Use and Transportation Plan/Vision 2020* (or its successors), as well as local municipal plans.
  12. Conduct an inventory of existing city, county state, and privately held land for potential affordable housing creation and transitional community living spaces.

## **Maintenance of Existing Housing Stock**

### ***Goal***

1. *Promote the maintenance and rehabilitation of existing housing stock in Dane County.*

### ***Policies and Programs***

1. Expand funding to encourage the re-habilitation of housing for low-income households.
  - A. Create a revolving loan fund to upgrade property for low-income households at or below 80% of the area median income (AMI).
  - B. Encourage the Wisconsin Legislature to provide assistance through property tax credits to homeowners to rehabilitate aging-declining homes.
  - C. Continue county CDBG programming to maintain housing stock and healthy neighborhoods.
2. Promote the rehabilitation of housing stock as a means to maintain existing affordable housing, as well as to increase affordable housing.
  - A. Analyze financial benefits to restoration and enhancement of existing structures and provide information and materials to Dane County residents.
  - B. Identify resources for the rehabilitation of housing stock to promote affordability for the purposes of:
    - (1) upgrading internal and external structures;
    - (2) reducing environmental hazards such as lead paint and asbestos, and;
    - (3) increasing energy efficiency.

## **Neighborhood and Community Design**

*(See also Chapter 8: Land Use.)*

## Goal

1. *Promote housing that maintains and improves the quality of life for all.*

## Supporting Objectives

- A. Encourage mixed-use communities and neighborhoods.
- B. Encourage communities and neighborhoods to locate housing close to jobs and mass transit, and provide pedestrian and bicycle friendly transit options.
- C. Promote economically and culturally diverse housing in communities and neighborhoods.
- D. Promote a balance of employment and housing opportunities within communities.
- E. Promote housing development that protects environmental corridors and promotes open space.
- F. Support the enhancement and preservation of the character and livability of neighborhoods.
- G. Support the maintenance and rehabilitation of historic buildings and structures.
- H. Promote and enhance community identity and create a sense of place.
- I. Promote cooperation and reduce competition between communities to provide a balance of employment and housing opportunities among communities.
- J. Decentralize/scatter affordable housing – in particular looking at socio economic and racial segregation to increase diversity both racially and economically in our communities.

## Policies and Programs

1. Identify and promote linkages between housing policies and economic development programs to educate individuals, communities and employers about siting business and housing together.
2. Expand and enhance the ability of the Department of Planning and Development to provide low-cost or free planning services directly to rural town governments, to provide a broader range of tools

and resources to meet local challenges (*See Chapter 8: Land Use*).

3. Make sure the Department of Planning and Development maintains the ability to provide technical assistance and support to cities and villages to facilitate sensible and efficient growth; and, direct county resources to that end (*See Chapter 8: Land Use*).
4. Develop an integrated set of model community and neighborhood design principles to help new development and redevelopment meet affordable housing community design and quality of life goals and objectives of the *Dane County Comprehensive Plan*. Distribute model design guidelines to town, village and city government, builders, realtors and developers (*See Chapter 8: Land Use*).
5. Develop a stronger institutional framework for historic preservation, and improve the tools available for the county to use in protecting significant historic resources. (*See Chapter 5: Agriculture, Natural and Cultural Resources.*)
6. Work with the financial services community to explore the implementation of a targeted Location Efficient Mortgage (LEM) program in Dane County and make information and material available.

## Policy and Demographic Research

### *Policies and Programs:*

1. Study and evaluate all the factors that influence housing prices in Dane County.
  - A. Every three years produce a housing demand and forecast analysis report to determine:
    - (1) existing housing stock;
    - (2) trends in population growth and income;
    - (3) the impacts on demand for housing, and;
    - (4) information about what qualifies as affordable housing to Dane County communities.
  - B. Provide a housing demand analysis forecast for



the aging and retiring demographic so that the housing industry can plan for the future.

2. Create an inclusive ad hoc committee to report on the implications of the housing forecast report as well as the impacts from legislation on the housing market.
3. Develop a system to regularly monitor, evaluate and report on the performance of the housing portion of the comprehensive plan to make improvements to the plan. (*See Chapter 9: Implementation.*)
4. Create a staff position responsible for housing policy. Provide an annual report by September 1 of each year to the County Board that tracks and assesses the affordable and accessible housing needs in Dane County by community, using information initially provided by federal, county and cities sources.
5. Dane County should explore opportunities for true participatory government so that money could go to areas of the city and could be controlled by residents in the community.
6. Review interdependence of issues e.g. economic development, job creation and homelessness, to identify potential opportunities for syntheses.
7. Dane County should obtain and review statistics on the Resolution of Fair Housing complaints files with the appropriate jurisdictions.
8. Conduct an annual review, through the Dane County Controller's Office, or other appropriate department of the lending practices of financial institutions within Dane County. (Review would be conducted using data from the Home Mortgage Disclosure Act, the census, and other relevant sources similar to the one conducted by the Milwaukee Controller's Office.)
9. Recognize the interdependence of the human right to housing and access to living wage jobs.

## **Comprehensive Fair Housing Services**

1. The county should continue to support fair housing services conducting housing discrimination complaint intake, case management, investigations and legal referral services to victims of discrimination, investigations of illegal forms of systemic discrimination, outreach and education throughout the community, and research and advocacy on community and economic development issues.
2. As part of the partnership between the Fair Housing Center of Greater Madison and Dane County, the staff of the County Board and appropriate county departments should be trained on fair housing law and familiarized with the services of the Fair Housing Center to facilitate referrals of fair housing and fair lending inquiries.
3. The County should incorporate counseling for persons desiring to make pro-integrative housing moves into the Section 8 Housing Voucher Program.
4. The County should review remedies available under the Dane County Fair Housing ordinance to ensure such remedies are equivalent to those under the Fair Housing Act and WI Fair Housing Law.

# Chapter 3: Transportation

## Introduction

Dane County provides many different transportation resources including planning, designing, and maintaining the 543-mile county trunk highway system, as well as providing and maintaining bike paths, hiking and skiing trails. Through the county's Department of Human Services, the county also provides funding for and administers specialized transportation services.

The transportation network facilitates the flow of goods and people throughout the region, and both responds to, and influences land use growth patterns. The intersections of Dane County's highways, urban streets, farm roads, railways, airport runways and bicycle paths symbolize the pervasive nature of transportation issues, intersecting with the economy, environment, land use, housing, and agriculture.

## Purpose

This chapter identifies goals, objectives, policies and programs to guide the future development of Dane County's various modes of transportation, including:

- Highways;
- Transit;
- Transportation facilities for the disabled;
- Bicycles;
- Walking;
- Railroads;
- Air transportation;
- Trucking, and;
- Water transportation.

## Stakeholders

The Transportation, Utilities and Community Facilities workgroup (TUCF) generated all the recommendations in this chapter, based on a consensus decision-making model. Contributors to Chapter 3 included: town officials, county government officials, transportation planners, environmental groups, regional planning advocates, members of the Wisconsin River Rail Transit Commission, advocates for transportation for people with disabilities, and advocates for various modes including bicycle, pedestrian and air travel.

### Key Issues

**How can Dane County best promote safe and efficient mobility for its residents and visitors when:**

- 40,000 work trips a day originate from outside of Dane County?
- The number of cars per household continues to increase?
- Greater proportions of commuters drive alone to work?
- Portions of the Dane County transportation network are beginning to experience significant congestion and traffic delays?
- The number of transit passengers has increased steadily since 1998?
- Commuting by bicycle has increased significantly?
- Estimated daily vehicle miles traveled (VMT) continues to increase?
- Flights to and from the Dane County Regional Airport continue to expand and increase?
- Rail freight, bicycles, passenger rail, commuter rail and transit jointly use the same existing rights-of-way?
- Transportation contributes approximately 1/3 of all greenhouse gases statewide?

## Survey Results

The *Dane County Comprehensive Plan Survey* not only asked respondents to provide feedback on overall transportation goals for the county, but also asked them specific questions about how they get to work, how often they use transit services and what role Dane County should take in improving transportation. When asked to identify which transportation goals needed “more,” or “considerably more” county attention, 72% of respondents identified “providing public transportation between housing, shopping and work,” and “ensuring all forms of transportation are safe and efficient.” Sixty-one percent of respondents thought the county should pay more or considerably more attention to “providing safe and convenient bicycle and pedestrian travel.” The survey reveals different transportation preferences between urban and rural residents. For example, urban residents tended to emphasize public transportation, bicycle and pedestrian transportation more than rural residents. A consistent majority (58%) of both urban and rural respondents thought the county should pay more or considerably more attention to “providing effective transportation to persons with disabilities.”

The survey also included questions about county resource allocation for transportation. When asked how Dane County government should use its resources to promote safe and efficient transportation “into and out of” Dane County, 47% of respondents selected “highways” as their top priority, 21% selected “passenger rail in the future,” and another 21% selected “mass transit.” The survey included a similar question regarding transportation “within Dane County.” Fifty percent of respondents chose “local roads” as their top priority for county resource allocation, 22% chose “bus service,” and 13% chose “bike paths and trails.”

When asked what the most important role Dane County government should play in addressing transportation issues, respondents ranked “help build cooperative relationships between transportation and government” (34%), “invest public money in more transportation options” (24%), and “educate the public on transportation issues” (18%) as the most important. Only 1% of respondents selected “maintain roads better” as their top priority.

## Background/Orientation

The recommendations in this chapter of the *Dane County Comprehensive Plan* incorporate and complement a variety of county, state and regional transportation planning documents. A complete list of ongoing transportation planning projects is included in Volume II. Some of the more significant county or regional transportation plans include:

- the *Regional Transportation Plan* ;
- *Transport 2020* (Madison Area Metropolitan Planning Organization, currently in development);
- *State Highway Plan* (Wisconsin Department of Transportation);
- *State Rail Plan* (Wisconsin Department of Transportation);
- *Transportation Improvement Program (TIP)*, Madison Area Metropolitan Planning Organization;
- *Regional Transportation Plan (RTP)*, Madison Area Metropolitan Planning Organization, and;
- *Dane County Parks and Open Space Plan*, Dane County Land and Water Resources Department. This includes planning and acquisition priorities for the county’s regional bicycle, pedestrian and water trail systems.

Dane County plays the most direct role in the County Trunk Highway System, the Dane County Regional Airport, county bike facilities, and in specialized transportation services provided by the Department of Human Services. These efforts are coordinated with regional and other local transportation planning efforts.

## Goals, Objectives, Policies and

# Programs

## Overall Transportation

### Goals

1. *Provide an integrated, efficient and economical transportation system that affords mobility, convenience and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.*
2. *Provide an accessible, integrated and well-maintained multi-modal transportation network that provides for the movement of people and goods in a safe and efficient manner.*
3. *Coordinate land use and transportation plans and decisions to ensure that transportation facilities are compatible with planned development.*
4. *Ensure that future transportation planning examines the full range of costs associated with infrastructure improvements and programs, including indirect, external, and opportunity costs.*
5. *Reduce transportation's contribution of greenhouse gases that contribute to climate change.*

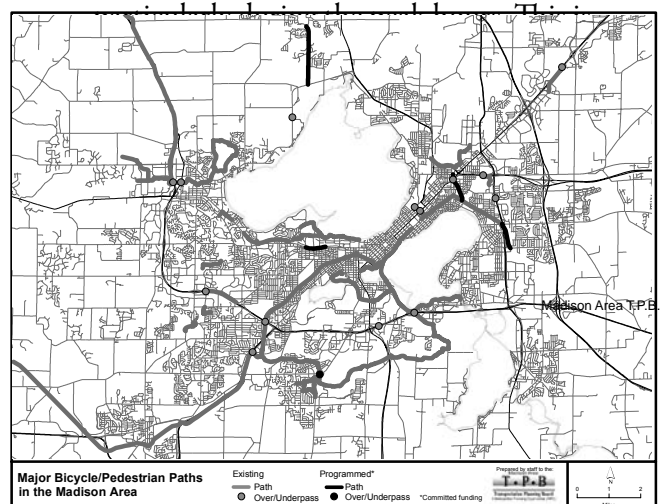
### Supporting Objectives

- A. Increase mode choices while enhancing and preserving the character and livability of neighborhoods where transportation facilities are located.
- B. Decisions regarding transportation should be consistent with other elements of the *Dane County Comprehensive Plan*.
- C. Work with the Wisconsin Department of Transportation (WisDOT), other agencies and developers to ensure that transportation improvements are consistent with the goals and policies of the *Dane County Comprehensive Plan*.
- D. Utilize and update existing transportation related plans. (State Rail, State Highways, Bicycle, TIP, etc.)
- E. Develop and implement programs, working

with towns, cities and villages, as necessary, to ensure that developers consistently share responsibility for the transportation infrastructure costs of new development.

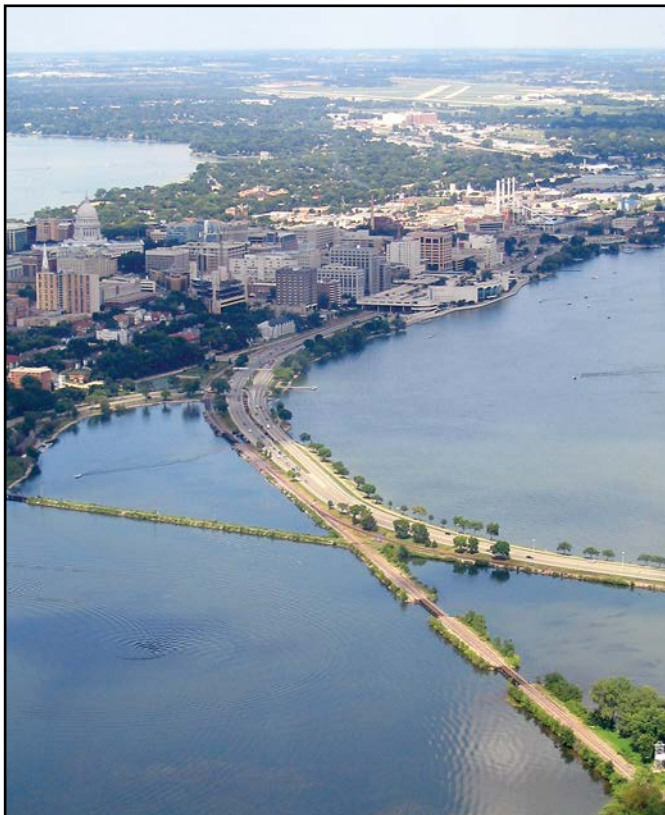
### Policies and Programs

1. Promote a coordinated planning approach to address the interrelated nature of transportation issues and ensure an integrated and well maintained multimodal transportation network, by pursuing the following key concepts:
  - A. **Growth Area and Activity Center Linkage:** Seek to maintain mobility and accessibility options throughout the region by continuing the interconnection of major activity centers within the Madison area and between Dane County's growth centers with a system of arterial and collector roadways, while providing for the connection of these same centers with express bus service and possible future rail service.
  - B. **Balanced Transportation:** Strive to increase travel reliance on transit, carpooling and other travel options such as bicycling and walking, and trip reduction. This reduces the demand on the roadway network and provides mobility choices for those who wish to use other modes of travel rather than an automobile or who do not have access to an automobile.
  - C. **Traffic Accommodation:** Continue to accept somewhat higher traffic congestion levels,



intended as a means of encouraging travel during off-peak periods, greater use of transit and carpooling, and lessening the need for expanding streets and roadways. Techniques of traffic engineering and safety improvements make existing streets and roadways more efficient in moving traffic. Higher mobility levels are also maintained on some key circumferential routes (the Beltline and Interstate) to ensure efficient movement of people and goods through the region.

2. Promote multi-modal uses along transportation and utility corridors and new transportation options.
  - A. Make sure county-funded highway and other transportation improvements and plans take into account the needs of farmers, bicyclists, and other uses.



## Air Transportation

### Goals

1. *Support operations of airports located in Dane County through the promotion of compatible land uses to protect their function as a vital component of the region's transportation system.*
2. *Improve multi-modal access, including public transit services, to the Dane County Regional Airport.*

### Policies and Programs

1. Continue implementation and updates of the Dane County *Regional Airport Master Plan*. Support the Dane County *Regional Airport Master Plan's* promotion of compatible land uses.
2. Master planning and promotion of compatible land uses should be applied to all municipal airports in Dane County.
3. Plan for municipal airports and rural airfields, as well as that for the regional airport. Examples of uses of smaller airports include air ambulance service, personal business use and insect and seeding spraying.
4. Include transportation of agricultural goods to market in all long-term planning related to air-freight transport.

## Bicycle and Pedestrian Transportation

### Goals

1. *Provide for safe, convenient and efficient bicycle and pedestrian travel throughout the county, including on-street and off-street facilities.*
2. *Promote the development of safe bicycle and pedestrian routes to schools and other community facilities.*

### Supporting Objectives

- A. Incorporate bikeway, pedestrian, and other facilities as a part of all major roadway improvement projects and new developments.
- B. Develop interconnected bikeway and pedestrian systems as a part of transportation planning and improvement efforts undertaken by all units of government in Dane County.
- C. Promote biking as an alternative through bike lanes and a countywide bike system.

### Policies and Programs

1. Continue to program and build major bikeway facilities within urban service areas countywide.
2. Continue Dane County's efforts to link bike trails as outlined in the *Dane County Parks and Open Space Plan*.
3. Encourage all villages, cities and towns in the county to develop bikeway systems, routes and facility plans as part of transportation planning efforts they

may undertake.

4. Continue to provide public information via the Internet, brochures, special events, and other means to notify the public of where and when bikeway routes and facilities are available.
5. Encourage the inclusion of bikeway and pedestrian improvements in all development proposals.
6. Adopt countywide signage for bike facilities.
7. Review and enhance the Dane County Bicycle Transportation Plan, as appropriate.
8. Encourage municipalities to adopt ordinances that require the installation of sidewalks in all urban and suburban subdivision developments.
9. Encourage municipalities to adopt design guidelines and other standards to encourage more pedestrian trips, especially to governmental facilities such as parks, schools and libraries.
10. Provide for pedestrian connections to park and ride lots, bus transfer points, and other intermodal transfer facilities.
11. Encourage municipalities to adopt design guidelines that encourage commercial buildings and community facilities to be built up to the sidewalk and locate parking lots to the back and side.
12. Encourage countywide countdown pedestrian crossing signals, where appropriate.
13. Maintain or add bike trails along rail corridors.





## Rail Transportation

### Goals

1. *Preserve rail corridors to serve current and planned freight and passenger service.*
2. *Seek opportunities to assist and expand, in a cost-effective manner, the range of passenger and freight rail service options in Dane County.*

### Policies and Programs

1. Continue to consider initiatives to bring enhanced passenger rail options to the Dane County area, including:
  - A. enhanced intercity and interstate rail service, such as the Midwest High-Speed Rail Initiative;
  - B. regional commuter rail initiatives, such as the *Transport 2020* plan, and;
  - C. local, intra-city rail transit alternatives such as streetcars or special-event rail service.
2. Maintain or add bike trails along rail corridors.
3. Provide public transit at intercity rail stations in the county.
4. Preserve rail corridors for high-speed rail service as defined in Midwest Regional Rail System.
5. Improve rail-crossing safety particularly along high-volume rail lines, e.g., add gates and signals.
6. Include transportation of agricultural goods to market in all long-term planning related to rail freight.

7. Work with private rail operators to encourage and establish freight rail infrastructure, such as load-out sites and freight car staging areas, in closer proximity to current and prospective industrial customers to improve efficiencies and avoid conflicts with residential neighborhoods.

## Streets and Roadways

### Goal

1. *Correct auto, bicycle, and pedestrian safety problems and provide for street and roadway continuity.*

### Supporting Objectives

- A. Give priority to maintaining and enhancing existing infrastructure before adding new facilities or capacity.
- B. Address insufficient capacity using a variety of strategies, including Transportation Demand Management and System Management techniques.
- C. Provide for necessary roadway capacity expansion when Transportation System Management and Transportation Demand Management strategies have been exhausted, consistent with the compact urban development, modal choice, resource protection and other goals and objectives of the *Dane County Comprehensive Plan*.

### Policies and Programs

1. Participate in, and implement recommendations of the *Regional Transportation Plan*.

2. Start detailed planning and construction of street and roadway projects as defined in the *Transportation Improvement Program (TIP)*.
3. Incorporate bikeway, transit and other facilities as a part of major street and roadway improvement projects.
4. Highway shoulders and crossings should be designed to accommodate farm equipment, bicycles and other uses and minimize safety conflicts with automobile traffic.
5. Include transportation of agricultural goods to market in all long-term planning related to truck freight transport.
6. Continue official mapping and other programs to preserve corridors for possible future travel uses.
7. Use street and roadway access control measures as a means of preserving travel capacity on existing streets and roadways, and of seeking safe and appropriate driveway access points.
8. Continue transportation system measures (TSM), to make the most efficient use of the existing transportation system.
9. Invite neighboring counties to participate in a south central transportation plan.

## Transit and Public Transportation

### Goals

1. *Expand transit services in a manner to achieve an increasing proportion of total trips by transit.*
2. *Ensure that Dane County has a well functioning paratransit service for people with disabilities and*



*make all transit services as accessible as reasonably possible.*

3. *Develop a regional transit authority.*
4. *Recognize and promote the economic benefit of transit-oriented development.*

### Supporting Objectives

- A. Explore potential to expand commuter bus/van services to serve more Dane County communities.
- B. Develop express commuter transit and vanpool services to and from the central Madison area and other major activity centers from outlying villages and cities, including park and ride lots along major travel corridors, and at transit system transfer points.
- C. Identify and maintain existing easements for rail/transit corridors; and obtain easements for future rail/transit corridors.

### Policies and Programs

1. Support and maintain the current transit system while moving toward an expanded and more comprehensive transit system.
  - A. Continue efforts to improve transit service to all shopping and commercial areas.
  - B. Expand commuter transit and/or vanpool and carpool services from outlying villages and cities.
  - C. Expand, enhance and promote alternative transportation options such as the Madison Area Metropolitan Planning Organization's regional carpool, or community-owned car



options, so that residents have better access to jobs.

- D. Encourage the use of incentives to increase individual transit usage.
  - E. Provide county incentives to foster community participation in a regional bus system.
  - F. Conduct a comprehensive analysis to determine the most appropriate model for some sort of regional transit and/or transportation organization (i.e. transit authority).
  - G. Encourage progressive addition of regional and express service to the existing Madison Metro bus system.
  - H. Support intercity transit services, (bus and rail), and co-location of intercity, local transit multi-modal terminals in central Madison. Make sure all terminals have convenient connections to urban transit services and taxis, and improve access to major intermodal facilities such as Dane County Regional Airport.
  - I. Support improved transit and specialized transportation systems outside the Madison Metro service area.
    - (1) Encourage the creation of more shared-ride taxi systems for local transit service.
    - (2) Improve specialized transportation services, especially for persons with disabilities.
2. Encourage land use and location of development to support and serve increased transit use.
  3. Improve coordination of service among the various providers of specialized transportation service and information.
  4. Inventory transit stops for compliance with the Americans with Disabilities Act (ADA) and coordinate with municipal street departments in scheduling improvements to bring them into compliance with ADA.
  5. Implement seamless transfers between transit modes (for example one fare/pass).

# Chapter 4 : Utilities and Community Facilities

## Introduction

The county owns and operates 23 facilities around the county and provides a variety of direct services, ranging from the county land fill, recycling and compost facilities, to lake weed harvesting, as well as traditional services such as public safety and emergency services.

As Dane County's population continues to grow over the next 20 years, so too will the demand for community services, facilities, and utilities. From new school referenda to proposals for shared police, fire, and EMS services, Dane County communities constantly search for opportunities to meet growing demand in creative and fiscally responsible ways.

## Purpose

This element of the plan outlines goals, objectives, and policies to ensure that Dane County residents continue to enjoy high quality community services and facilities, including:

- Sanitary sewer service;
- Water supply;
- Solid waste disposal;

- Recycling facilities;
- Onsite wastewater treatment technology;
- Telecommunication facilities;
- Power plants and transmission lines;
- Cemeteries;
- Health care facilities;
- Child care facilities;
- Police, Fire and Rescue;
- Libraries;
- Schools, and;
- Other community facilities.

## Stakeholders

The Transportation, Utilities and Community Facilities workgroup (TUCF) developed the recommendations in this chapter, on a consensus basis. Many stakeholders participated in the planning process, including town officials, county government officials, energy providers, environmental groups, telecommunication experts, regional planning advocates, water source and sanitary sewer experts, and service providers.

### Key Issues

**Dane County's high quality public services, schools, infrastructure and community facilities have contributed to the county's quality of life and economic success. What can the county, local governments and partners do to maintain a high level of service under the following conditions?**

- 80-85% of the energy consumed in Dane County comes from a non-local source.
- Transmission infrastructure is aging and frequently overloaded.
- Elderly populations will soon outnumber residents with school-age children, resulting in greater difficulty in maintaining support for schools.
- Volume of library usage has increased 10-20% per year over the last decade.
- Reliance on technology to treat wastewater creates higher level of risk as proper maintenance and operation is critical to systems functioning properly.
- The primary groundwater quality problems are nitrates and bacteria, pesticides and volatile organic compounds (VOCs).

## Survey Results

Strong majorities of survey respondents said that the county should pay “more” or “considerably more” attention to providing high quality facilities and services such as: healthcare and childcare (71%); sewer, solid waste and recycling (71%); public utilities (69%), and; rescue, police and fire services (62%). For community facilities and services, the survey revealed considerable differences between demographic groups. Renters expressed a stronger desire for greater availability of community services like childcare and health care than did home owners. This pattern was repeated based on income, gender and age, with the same issue being more important to those of lower income, women, and those in younger age groups. There were no notable demographic differences for utilities.

When asked to select the most important role county government should play in improving utilities and community facilities, respondents selected “strongly promote recycling” (31%), “build cooperative relationships between private industry and government” (17%), and “educate the public on solid waste” (16%) as the most popular choices.

## Background and Orientation

Various county departments and entities have plans in place that are updated regularly. For instance, the Dane County Department of Public Works, Highways and Transportation, Dane County Library Services and the Dane County Sheriff’s Office have strategic and long-range plans that are regularly updated. Local town, village and city government typically provide facilities and services such as sewer service, garbage collection, recycling programs, and street maintenance. Private organizations, both for profit and non-profit, provide most healthcare and childcare facilities (although sometimes supplemented by local, state and federal funding). In most cases, Dane County’s role in these services is to provide funding, technical support and regulation. Examples include library support, regulating private waste water treatment systems and financial support for childcare through the county Department of Human Services.

## Goals, Objectives, Policies and Programs

### Overall Utilities and Community Facilities

#### Goals

1. *Provide Dane County residents with adequate and efficient public utility services, such as water, sewer, solid waste, recycling, telecommunications, natural gas, and electrical generation and transmission, in a safe and environmentally responsible manner.*
2. *Ensure availability of access to quality, affordable, efficient community services and facilities such as healthcare, childcare, and recreation to maintain the health, safety, and well being of Dane County residents.*
3. *Provide infrastructure, utilities and community facilities and services to meet existing and planned community needs.*

#### Supporting Objectives

- A. Locate future development where a full range of urban services can be efficiently provided while protecting environmental corridors, and minimizing conversion of agricultural land.
- B. Cooperate with other governmental units to avoid duplication of services and promote the development of shared facilities, services, and equipment.
- C. Create consolidated and/or contiguous “utility corridors” (electric, natural gas, phone, cable, etc.) to service new development.
- D. Work to make sure developers pay as much of the cost for new public infrastructure resulting from development as possible.
- E. Adopt “green” building practices for county facilities.
- F. Locate new public county facilities where accessible to transit services.
- G. Encourage all Dane County communities to examine the public service costs of developments and promote those developments that have a desirable impact on existing local and

regional facilities.

- H. Sustain and implement further coordination and cooperation between agencies and disciplines.
- I. Support recommendations of the Facility Planning Task Force for the Badger Prairie Health Care Center (2003).

## Utilities

### Energy and Transmission

#### Goals

1. *Promote the adequate provision of affordable, efficient, reliable and environmentally sound energy to meet the current and future energy needs of Dane County residents and businesses.*
2. *Promote the adequate provision of affordable, efficient, reliable, environmentally sound, and aesthetically unobtrusive telecommunications facilities to meet the current and future needs of Dane County residents and businesses.*

#### Supporting Objectives

- A. Encourage adoption of green energy policies.
- B. Explore the establishment of a public utility company for electric power / transmission and telecommunications.
- C. Establish working relationships with private sector electrical power generation and transmission utility companies and other local units of government to monitor energy generation and transmission issues, and study/promote new technologies.
- D. Incorporate energy conservation methods and renewable energy alternatives as part of a strategy to meet Dane County's future energy needs.
- E. Develop ways to reduce dependency on energy sources outside Dane County while also promoting sound conservation practices.
- F. Reduce pollution from coal and other polluting energy sources.

### *Policies and Programs*

1. Develop and promote appropriate applications of renewable energy and support utilization of onsite distributed energy generation (e.g., solar, wind, geo-thermal, biomass, solid waste).
  - A. Support initiatives and industries that pursue production of renewable energy as well as associated technologies.
  - B. Encourage the use of bio-diesels using crops and other products for power generation.
2. Sponsor educational programs on energy conservation.
3. Develop procedures and standards to ensure that any future siting decisions for energy generation, transmission, and distribution facilities will be evaluated to ensure consistency with community and regional development objectives, and the overall protection of public health, safety and the environment.



4. Develop guidelines and codes for energy efficient site planning and building methods that promote and take advantage of conservation opportunities.
  5. Support programs to increase energy efficiency and reduce life-cycle costs of public and institutional construction projects.
  6. Recognize that energy generation, including alternate forms of energy, is an important economic development activity.
  7. Recommend that the siting of “merchant” plants be re-regulated.
  8. Require multiple, redundant transmission lines to bring power into the county (to serve as back-up).
  9. Require additional power generation facilities to be sited close to demand to reduce transmission lines and excess energy loss.
  10. Encourage incentives for conservation such as tax credits for commercial use during non-peak hours.
- B. Wastewater facilities planning and improvements should be conducted in the context of comprehensive area wide and watershed plans for pollution control and resource protection.
  - C. Review proposed expansion of sanitary sewer service in the context of local plans, projected population growth and demand, and water quality considerations.
  - D. Support the continued monitoring and inspection of privately owned onsite wastewater treatment systems by Public Health of Madison and Dane County (PHMDC).
  - E. Limit public sewer service to those areas designated as urban service or limited service areas.
  - F. Explore possibilities of urban / subdivision growth using onsite wastewater treatment in conjunction with municipal water use and fire.
  - G. Investigate processes to infiltrate effluent water back into the aquifer to maintain or increase water level.

## Sanitary Sewer and Private Wastewater Facilities

### Goal

1. *Plan for efficient use of sanitary sewer service facilities and infrastructure.*

### Supporting Objectives

- A. Prevent and control pollution of surface and subsurface waters by regulating the location, construction, installation, alteration, design, and use of private sewage systems.

### Policies and Programs

1. Ensure long-term viability of onsite sewerage disposal systems through continued support of the Dane County private sewerage system ordinance.
2. Sponsor cooperative efforts for municipalities and agencies to work closely with one another to jointly plan the extension of infrastructure, including onsite sewerage disposal systems, and possible decentralized sewer systems (small community collection and treatment systems) so that such services complement, rather than conflict with one another.
3. Promote use and development of new technology.



gies for private septic systems, as compatible with the other goals and objectives of the *Dane County Comprehensive Plan*.

4. Look at county policy to allow limited services if necessary to existing subdivisions. Promote sharing of limited service areas between towns and municipalities if they mutually agree.
5. Encourage the use of recycled waste water (a.k.a. “gray water”) for nonpotable water uses including but not limited to landscaping and refiltration beds.
6. Limit growth in areas if water recharge cannot keep up with water use.
7. Promote recharge of groundwater.

## Telecommunications

### *Policies and Programs*

1. Encourage Dane County communities to adopt enforceable guidelines for siting and removing



telecommunications facilities.

2. Strengthen consideration of aesthetics in the building of towers (e.g., education, design competition, exhibits).
3. Maximize coordination of telecommunication facility needs with existing structures, buildings, water towers, etc.
4. Adopt ordinance requiring feasibility study of alternatives before allowing new tower construction.
5. Because Internet communication has become necessary in the conduct of commerce and provision of services in the county, promote countywide wireless Internet service (WiFi).
6. Encourage exploration of municipally owned telecommunication facilities to furnish wireless service to all areas of the county.

## Water Supply

### *Goal*

1. *Protect, improve, and preserve the quality and quantity of water resources. Water resources include, but are not limited to, lakes, rivers, wetlands, watersheds and groundwater.*

### *Supporting Objectives*

- A. Ensure that public water provide capacity in public utility systems that is sized to accommodate anticipated population growth.
- B. Locate and design urban development in order to minimize potential adverse impacts on the quality of ground and surface waters.
- C. Explore innovative methods of improving water quality and waste disposal by coordinating land use patterns with applications of new technology.
- D. Include evaluation of potential groundwater and hydrological impacts when making land use and siting decisions in Dane County.
- E. Recommend groundwater protection strategies to improve existing management and prevent groundwater pollution.

- F. Promote the cooperative planning for future water needs among neighboring municipalities, including consideration of regional municipal wells.

### *Policies and Programs*

1. Continue to implement the policies and recommendations of the *Dane County Water Quality Plan* and the *Dane County Groundwater Protection Plan* (continued water quality monitoring; non-point source pollution mitigation; Priority Watershed Projects, etc.).
2. Work cooperatively with Dane County communities to maintain water quality planning functions at the county or regional level, including review and oversight of Urban Service Area extensions, [ensure they are related to the *Dane County Comprehensive Plan* decisions and 5-year phasing maps], and protection of environmental corridors.
3. Support the continuation of Phase II (management program) of the recently completed water body classification study to guide protection, restoration, and mitigation efforts on Dane County water bodies.
4. Support through incentives, and where established, regulations, the continued implementation of agricultural conservation practices (e.g., contour farming, grassed buffer strips, etc.).
5. Convene a summit of local elected officials and staff to analyze future water needs throughout Dane County and determine possible areas for cooperative planning of future water supply infrastructure, conservation and mitigation efforts, etc.
6. Maintain a county office that has an adequate level of funding and number of staff to oversee erosion control and stormwater management compliance issues in an expeditious manner.
7. Require all county facilities to install rain gardens and other runoff containment and infiltration systems/methods.

## **Community Facilities**

### **Cemeteries**

#### *Goals*

1. *Determine and accommodate future cemetery growth.*
2. *Preserve and maintain existing cemeteries.*

#### *Supporting Objectives*

- A. Encourage local governmental units to include future cemetery growth in comprehensive plans and subsequent updates.

### *Policies and Programs*

1. Ensure that existing cemeteries, public and private, are protected from development including transportation corridors.
2. Research projected internments to plan for future needs.
3. Continue to maintain the cemetery at Badger Prairie and plan for projected need at any new facilities.

## **Childcare Facilities**

#### *Goal*

1. *Encourage availability and access to quality childcare services in Dane County.*

#### *Supporting Objectives*

- A. Develop local community linkages related to childcare to create an available information clearinghouse for broad dissemination.
- B. Explore the potential economic impacts of 4-year old kindergarten programs on other childcare facilities and onsite employer provision of childcare.
- C. Study child demographics and project future childcare needs.
- D. Make information on childcare providers available through county website.

- E. Develop a childcare provider informational phone line.

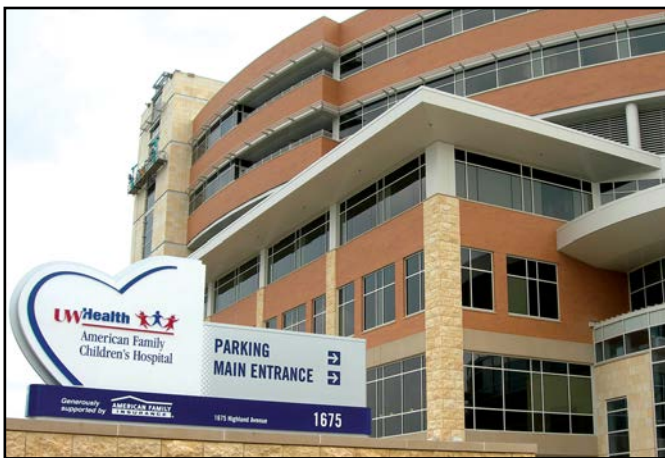
**Policies and Programs**

1. Provide incentives for employers to provide onsite childcare.
2. Develop a program similar to the state’s in which a sponsored center offers a preference and discount to county employees.
3. Improve availability of information about childcare including development of a page on the county website and a childcare provider informational phone line.
4. Encourage communities to scrutinize location and site design of new facilities where children can be dropped off and picked up safely from childcare.

**Healthcare Facilities**

**Goal**

1. *Make available and accessible high quality health care facilities and services in Dane County.*



**Supporting Objectives**

- A. Continue to support the implementation of the Public Health of Madison and Dane County (PHMDC) service.

- B. Communicate and coordinate with health care facilities and providers to anticipate and address future needs.

**Policies and Programs**

1. Encourage health care providers to consider locating near multiple modes of transportation when making siting decisions.
2. Continue county-funded special transit programs that provide transportation to and from health care facilities.
3. Implement recommendations of the Facility Planning Task Force for the Badger Prairie Health Care Center (2003).
  - A. Provide enough capacity and service to cover projected need.
  - B. Ensure that transit service is given great weight in site assessment.



**Libraries and Schools**

**Goals**

1. *Recognize and promote the social, educational and economic benefits provided by libraries.*
2. *Recognize and promote the important role schools play in developing an educated, productive citizenry.*

**Supporting Objectives**

- A. Recognize and support the planning processes of the Dane County Library Board including the *Plan for Library Service*.





- B. Recognize and support annual planning efforts of the South Central Library System (SCLS).
- C. Encourage the timely expansion and improvement of public schools.

### ***Policies and Programs***

1. Encourage efficient and cost-effective provision of infrastructure, utilities and services to proposed new school sites.
2. Encourage communities and school districts to locate new schools near other community facilities.
3. Encourage local communities and school districts to locate new schools near mass transit corridors/routes.
4. Encourage communities and school districts to implement “safe routes to school” programs to improve ability of students to walk and bicycle safely to schools.
5. Encourage local school districts to build/rebuild in

existing neighborhoods to accommodate existing infrastructure (transportation, etc.).

6. Encourage communities to inform school districts of planned development areas as well as pending development proposals.
7. Promote energy efficient/green school facilities including retrofitted facilities.
8. Encourage communities to adopt ordinances to require land for schools be set aside for development of a given size or when a critical number of home sites are approved.
9. Continue to support the Dane County Library Service.
10. Support implementation of the recommendations of the Dane County Library Board, including current and future updates to the *Plan for Library Service*.
11. Support implementation of Dane County-related aspects and initiatives recommended by South Central Library System planning efforts.
12. Explore the merger/consolidation of the Dane County Library Service with the South Central Library System or a member library.
13. Encourage municipalities to establish and support their own public libraries.

### **Parks and Recreation Facilities**

*(See Chapter 5: Agricultural, Natural and Cultural Resources)*

### **Police, Fire and Rescue**

#### ***Goal***

1. *Ensure availability of access to quality, affordable, efficient community services such as police, fire protection and rescue, to maintain the health, safety and well being of all in Dane County.*

## Supporting Objectives

- A. Recognize and support the strategic planning processes of the Dane County Sheriff's office.

## Policies and Programs

1. Work with towns in supporting local fire departments through adequate funding, facilities and equipment.
- 3.
2. Encourage less populated municipalities (towns, villages and cities) to explore joint service agreements with neighboring municipalities where consolidating and coordinating services will result in better services and/or cost savings.
3. Continue to support cooperative fire service agreements and the operation of volunteer fire departments in some areas of the county.
4. Work with towns and the state to ensure that departments have adequate equipment and training.
5. Work with towns in addressing specific deficiencies in water supply and/or water storage areas that impact fire protection.
6. Provide funding for a study of EMS in Dane County to identify strengths and weaknesses of the current system and methods to maximize the efficient and cost-effective delivery of services over all districts.



7. Continue support of the mutual aid pacts.
8. Educate rapidly growing communities that they should not depend entirely on volunteer fire service.
9. Support ongoing cooperative strategies for county law enforcement.
10. Study the Madison Urban Area with the objective of providing uniform fire, police and rescue service over the whole area.
11. Explore opportunities for service impact fees for new development, including development of model guidelines for town, city and village governments.

## Solid Waste and Recycling

### Goal

1. *Promote solid waste reduction, resource recovery, recycling and conservation efforts in Dane County.*

### Supporting Objectives

- A. Identify and assess new opportunities for developing resource recovery systems as part of county or municipal solid waste management programs.
- B. Develop strategies and other appropriate technical guidelines necessary to implement a more comprehensive county/local solid waste management program.
- C. Promote composting and paper recycling, and explore other uses for biodegradable waste.
- D. Continue to investigate all economically viable uses for methane gas recovered at Dane County landfills.

### Policies and Programs

1. Continue to support the *Dane County Solid Waste Management Plan* processes and recommendations including regular updates to the plan.

2. Through the *County Solid Waste Management Plan* process or as a separate process, seek municipal interest in regionalizing recycling facilities and/or drop-off sites in more populated areas.
3. Utilize sustainable practices (those that will lengthen the life of the landfill) including bioreactor and other technologies.
4. Study potential siting issues with respect to integrated solid waste management facilities.
5. Explore new methods of recycling especially for electronics, etc.
6. Partner with the City of Madison to expand the Computer Recycling Round-up.

## **Stormwater Management**

(See Chapter 5: Agricultural, Natural and Cultural Resources.)

# Chapter 5: Agricultural, Natural and Cultural Resources

## Introduction

Dane County enjoys a diverse and complex landscape, carved ten thousand years ago by retreating glaciers. The county contains: 37 lakes, 489 miles of warmwater and coldwater streams, underground aquifers that supply 48 million gallons of drinking water a day, over 50,000 acres of wetlands, hundreds of thousands of acres of productive farm soils and significant remnants of native prairie, woodland, savanna, wetland and aquatic ecosystems. Continued urban growth, declining farm economies and habitat fragmentation pose severe challenges for preservation, conservation and management of county natural resources.

## Purpose

To conserve and effectively manage Dane County's irreplaceable agricultural, natural and cultural resources, including:

- Groundwater;
- Forests;
- Productive agriculture areas;
- Environmentally sensitive areas;

- Threatened or endangered species;
- Stream corridors;
- Surface water;
- Floodplains;
- Wetlands;
- Wildlife habitat;
- Metallic/non-metallic mineral resources;
- Parks and open space;
- Historic and cultural resources;
- Recreational resources, and;
- Other resources.

This chapter includes recommendations related to:

- County public education and technical assistance programs;
- County capital investment, public infrastructure and financial incentive programs;
- County real estate and easement acquisition programs, and;
- County planning and administrative programs.

## Key Issues

**Each year, Dane County absorbs the largest population increase in Wisconsin. Given such rapid growth, how can Dane County:**

- Continue to provide safe drinking water to half a million people, even as municipal wells draw the regional groundwater table lower and lower?
- Protect the county's 21 Outstanding and Exceptional Resource waterways, while also improving the county's 20 impaired waterways?
- Maintain its status as the state's most economically productive agricultural county?
- Protect unique natural landscapes (including habitat for 60 endangered or threatened species) at the intersection of four statewide ecological zones and a terminal glacial moraine?
- Preserve the archaeological and architectural heritage of a land that has been continuously settled since 600 A.D.?
- Provide an adequate supply of sand, gravel and other mineral resources to build our homes, buildings and roads, while protecting public safety and the environment?

In addition, the ANCR workgroup made a number of recommendations related to amendments to the county land use and environmental protection ordinances and regulations. These recommendations, together with similar proposed ordinance changes recommended by the other two work groups, have been included in the Land Use chapter of this plan.

## Stakeholders

The Agricultural, Natural and Cultural Resources work group (ANCR) developed and approved all goals, objectives and policies using a consensus model. ANCR included broad and diverse representation from a variety of stakeholders, including mineral extraction industries, environmental groups, traditional and organic farmers, outdoor recreation organizations, town, city and village officials, historic preservation experts, state conservation agencies and water resources professionals. Other contributors to this chapter included representatives from regional and water quality planning entities, county and state resource management agencies, the Wisconsin Historical Society and the University of Wisconsin.

## Survey Results

Resource protection issues rank very highly among the concerns of Dane County residents. Eighty-six percent of respondents to the *Dane County Comprehensive Plan Survey* said the county should pay either “somewhat more” or “considerably more” attention to managing water resources. A majority of respondents also said the county should pay more attention to managing both wildlife and agricultural resources. Respondents said that the county should generally take an active role in resource protection issues, with a focus on steering development away from sensitive resources and using regulation where necessary to limit impacts.

## Background and Orientation

Dane County has a long history of planning for resource protection. Many natural resource planning activities are ongoing, to meet various state or federal requirements. The *Dane County Comprehensive Plan* incorporates by reference, and builds on, the most current version of the following county or regional natural resource plans:

- *Dane County Land Use and Transportation Plan*;
- *Dane County Farmland Preservation Plan*;
- *Dane County Parks and Open Space Plan*;
- *Dane County Water Quality Plan*;
- *Dane County Land and Water Conservation Plan, and*;
- *Dane County Flood Mitigation Plan*.

In general, state law grants county governments considerable authority with respect to natural resource management. Like other Wisconsin counties, Dane County administers state-mandated shoreland, wetland and floodplain zoning ordinances in unincorporated areas. All unincorporated areas in Dane County also fall under the county’s general zoning and land division ordinances, and the county is the largest participant in the state farmland preservation program.

## Goals, Objectives, Policies and Programs

### Agricultural and Mineral Resources

#### Agricultural Resources

##### Goals

1. *Identify areas of Dane County suitable for long-term preservation and viability of diverse agricultural enterprises and resources. Protect or encourage protection of those areas for the benefit and use of current and future generations.*

##### Supporting objectives

- A. Minimize the amount of land converted from agricultural use to accommodate permitted non-farm development.
- B. Develop and implement new tools, such as Purchase of Agricultural Conservation Easements (PACE), Transfer of Development Rights (TDR) and conservation subdivisions to meet agricultural resource goals.
- C. Implement fees and other financial mechanisms to support agricultural preservation efforts and

create a disincentive for unnecessary conversion of agricultural land.

2. *Maintain Dane County's status as one of the nation's most productive and economically viable agricultural areas. Keep farming economically viable in Dane County through the 21st century.*

#### Supporting objectives

- A. Ordinances and regulations, which restrict noise, odors, keeping of animals or other activities that could inhibit typical farm operations, should not apply in locally designated agricultural areas.
- B. Actively promote and develop direct-marketing alternatives for all agricultural foods and products.
- C. Develop marketing tools to promote use of Dane County grown goods in local, regional and wider markets.
- D. Continue and strengthen efforts to educate farmers about cost-saving measures.
- E. Educate the general public on the value that agricultural production/agri-business adds to the Dane County economy.
  - (1) Help entrepreneurs plan, start and grow new enterprises that capture value from agriculture.
  - (2) Provide information about modern agricultural production to foster understanding and tolerance between farmers and their residential neighbors.
  - (3) Consider whether any new county regulations would put Dane County farmers at

a competitive disadvantage to farmers in adjoining counties.

3. *Maintain Dane County's rural character and preserve the distinct character and physical separation of Dane County communities.*

#### Supporting objectives

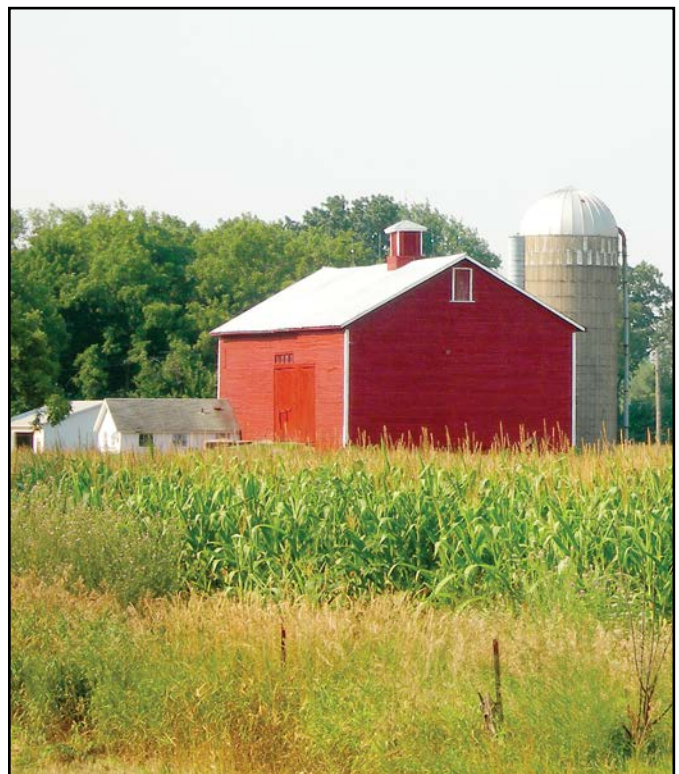
- A. Encourage separation of incompatible uses in rural areas.
- B. Encourage future urban development to be compact, adjacent to existing development and consistent with town planning policies.
- C. Commercial and industrial uses that are not agriculturally related should be located in areas identified for such use and where the full range of public services (sewer, water, fire protection and police protection) can be economically provided.
- D. Reduce scattered rural nonfarm development by encouraging clustering of rural development as part of a town farmland preservation strategy. Provide tools such as conservation subdivisions to accomplish this objective.

#### Policies and Programs

1. Continue and expand assistance and incentive programs as identified in the *Land and Water Resources Plan*, including those related to:
  - A. education;
  - B. conservation planning;
  - C. technical assistance;
  - D. cost-share;



- E. financial incentives, and;
  - F. facility design.
2. Continue and expand direct services, marketing assistance and on-demand technical assistance provided to farmers through Dane County University of Wisconsin Extension (UWEX) programs to:
    - A. Educate farmers about new ways they can improve their incomes;
    - B. Provide loans, referrals and business counseling to farmers in a farm-specific program;
    - C. Educate farmers about conservation easements as an alternative to development and a way to pass farms on to future generations;
    - D. Hold farming community sharing meetings where farmers can talk to each other about what they do to save costs, etc.;
    - E. Provide technical assistance to Dane County agricultural producers in the development of marketing cooperatives, and;
    - F. Support and help promote new “how to” farmer training programs and initiatives for beginning farmers in Dane County.
  3. Design and implement education workshops and distribute materials for farmers, developers, landowners and the general public, including:
    - A. Educate landowners on their options and alternatives to development (ask non-profits and others to help) – TDR, PDR, etc.;
    - B. Publicize benefits/drawbacks of conservation subdivisions;
    - C. Develop a publication giving notice to rural home/property owners of potential impacts of agricultural practices such as road traffic (tractors, etc) and manure odor; require distribution to all new rural property buyers;
    - D. Notify rural residential landowners of farming practices by notices recorded with deeds, surveys or other legal documents, and;
    - E. Develop and distribute a map of Dane County that illustrates the types and location of agriculture in the county.
  4. Develop and implement a comprehensive economic development program to support, expand and enhance agriculture as a viable economic activity in Dane County. (*See Chapter 6: Economic Development.*)
  5. Make sure county-funded highway and other transportation improvements and plans take into account the needs of farmers. (*See Chapter 3: Transportation.*)
  6. Work to develop viable, affordable options for rural farm families needing health insurance.
  7. Continue to support the Dane County Food Council to:
    - A. help capitalize on Dane County’s exceptional assets;
    - B. coordinate efforts to build a stronger local food system;
    - C. advise county government to address food system issues, particularly aimed at strengthening the capacity of the local and regional food system;



- D. assist in food-related education;
  - E. gather relevant data and information;
  - F. play a coordinating role among groups in the local food system, and;
  - G. develop policies to address food system issues.
8. Continue to consider a permanent, countywide Transfer of Development Rights (TDR) program to protect large areas of agricultural land. *(See Chapter 8: Land Use.)*
  9. Continue to develop a permanent, countywide Purchase of Development Rights (PDR) program to preserve agricultural lands. *(See Chapter 8: Land Use.)*
  10. Revise county zoning and land division ordinances and county and town plans to establish design guidelines that minimize conversion of agricultural land, and support farm operations and agriculture-related businesses. *(See Chapter 8: Land Use.)*
  11. Enforce existing penalties under state law for land converted from agricultural use.
    - A. The County Treasurer should collect penalties and distribute to local municipalities.
    - B. Dane County's share of penalties should go to the Dane County Conservation Fund to fund purchase of agricultural easements from interested landowners.
  12. Work with the DNR and Capital Area Regional Planning Commission to establish objective standards for Urban Service Area approvals that take into account potential agricultural impacts.



## Mineral Resources

### Goals

1. *Identify and protect as much of the county's non-metallic mineral resources as is practicable, in the context of environmental, residential and other land use planning objectives, to supply local and regional needs.*

### Supporting objectives

- A. Develop an inventory to identify potential non-metallic mineral resources of significance.
  - B. Estimate the volume of currently permitted non-metallic mineral reserves in Dane County. Project the 20-year demand for such resources.
  - C. Consider implementation steps such as development of mineral resource districts, mineral resource protection policies or other appropriate measures to protect the resource and to balance mineral extraction with other land uses.
  - D. Allow nonfarm development within 1000 feet of identified significant mineral resources only after it has been demonstrated that the proposed land use or development would not significantly preclude or hinder future non-metallic mineral extraction.
2. *Minimize or mitigate negative environmental,*



*neighborhood, traffic and other impacts of all active mineral extraction operations.*

#### Supporting objectives

- A. Encourage the continuation of compatible land uses such as agriculture or forestry on lands with identified significant mineral resources.
  - B. Establish consistent, measurable standards for permitting and operation of mineral extraction sites, so that public benefits are maximized, while detrimental effects to the environment are minimized.
  - C. Prohibit new land uses that will interfere with existing mineral extraction operations.
3. *Require environmentally sound reclamation of all active mineral extraction sites using the best techniques and practices currently available.*

#### Supporting objectives

- A. Provide adequate implementation, administration and enforcement of Chapter 74 of the Dane County Code.
  - B. Make reclamation plans and final uses of reclaimed lands compatible with farmland preservation goals and local and county land use plans.
4. *Encourage and assist the reclamation of identified non-operating mineral extraction sites.*

#### Supporting objectives

- A. Establish a funding source based on active mineral extraction operations to assist in the reclamation of non-operating sites.
5. *Increase public awareness and appreciation of mineral resource extraction needs, operations, impacts and permitting requirements.*

#### Supporting objectives

- A. Develop and distribute public information materials on mineral extraction issues.
  - B. Develop methods to notify future landowners of the presence or possibility of nearby mineral extraction operations.
6. *Encourage the recycling and reuse of products of*

*mineral extraction, such as concrete and asphalt.*

#### Supporting objectives

- A. Create incentives to substitute recycled products (i.e., concrete and asphalt) for virgin aggregate.
  - B. Focus on resources that can be recycled and reused.
7. *Expand the role of local government in final decisions of site permitting.*

#### Supporting objectives

- A. Increase the role of town government in county approval of mineral extraction operations.
- B. Strongly encourage local units of government to incorporate mineral extraction resource and operation information and standards into their comprehensive plans.

#### *Policies and Programs*

1. Amend the county zoning ordinance to improve standards and adopt objective criteria for siting, operation and expansion of mineral extraction sites. Provide mechanisms to increase public awareness and improve coordination between town and county government. (*See Chapter 8: Land Use.*)
2. Map all locations of best mineral extraction sites in coordination with private mineral companies. Consider these locations when doing acquisitions or easements for other purposes.
3. Consider allowing minerals to be extracted from publicly owned land, except for parcels purchased for parks or open space use, where consistent with other public objectives. Reinvest revenues to improve, restore or develop county parks, lakes, forests, tree planting and other high-priority natural resources.
4. Work with towns to identify areas where limited or no rezones to allow residential development would be permitted until mineral extraction and reclamation is complete, in order to protect significant, undeveloped mineral resources. Consider leases of development rights and temporary easements to

compensate landowners affected by such restrictions.

5. Conduct an inventory of inactive, unreclaimed mineral extraction sites in Dane County.
6. Develop educational flyers, website information and other media related to: the need for mineral resources; the need for, and ways to reuse or recycle mineral resources; potential impacts, and mitigation or management techniques; the transitional nature of mineral extraction operations; current permitting and reclamation requirements; the presence of existing or proposed mineral extraction sites, and; opportunities for public and local government input into permitting decisions.

## **Natural Resources**

### **Land Resources**

#### **Goals**

1. *Develop and promote a countywide system of resource protection corridors as a framework to protect and where possible, restore the natural environment and scenic values, provide outdoor recreation opportunities and preserve for posterity the nature and diversity of our natural heritage.*

#### **Supporting objectives**

- A. Continue to consider a countywide Transfer of Development Rights (TDR) framework for towns, villages and cities that wish to join. (*See Chapter 8: Land Use.*)
- B. Minimize encroachment and adverse impacts of utilities and transportation facilities on land and water resources in Dane County.
- C. Environmental corridors which are identified in a plan adopted by the county and town boards and which are part of an operating farm should be zoned either for agriculture or conservancy use.
- D. Seek to incorporate adopted regional trails within future transportation corridors, public rights-of-way and public easements.

2. *Provide sufficient parks and outdoor recreation areas to meet the needs of the residents of Dane County.*

#### **Supporting objectives**

- A. Fully implement the recreational elements of the *Dane County Parks and Open Space Plan*.
- B. Conduct regular surveys of Dane County residents on a periodic basis to find out if all recreational needs are met.
3. *Use open space to achieve recreational connections, separation of communities and help guide urban growth.*

#### **Supporting objectives**

- A. Cooperate with other units of government in establishing a permanent network of open spaces and resource corridors, linked where possible, adjacent to all parts of the central urban area of the county.
4. *Protect and maximize public enjoyment of the scenic qualities of Dane County by preserving views of landmarks, including high promontories or viewpoints, mitigating the visual impact of proposed developments and facilities, and improving public access to scenic areas and views.*

#### **Supporting objectives**

- A. Maintenance of native vegetation along local roadsides should be encouraged when practical.
- B. Define and map viewsheds and watersheds that might impact Recreation Parks, Natural Resource Sites, Historic Sites, Regional Trails, and Scenic Driving Corridors as identified within the *Dane County Parks and Open Space Plan*.
- C. Develop a scheme to work with willing landowners to protect mapped viewsheds and watersheds.
5. *Preserve, restore and sustain Dane County natural communities and resources, including grasslands, wetlands, woodlands and soils, to protect their benefits for:*
  - *economic land use;*
  - *wildlife habitat;*

- *erosion control;*
- *preservation of natural beauty;*
- *groundwater recharge;*
- *water quality protection;*
- *flood prevention, and;*
- *ecosystem health.*

#### Supporting objectives

- A. Fully implement the natural resource protection elements of the *Dane County Parks and Open Space Plan*.
- B. Complete the 10-year Conservation Fund acquisition program described in the *Dane County Parks and Open Space Plan* by year 8.
- C. Renew the Conservation Fund for 10 years by 2008.
- D. Identify and map key natural resources, including those outside the scope of the *Dane County Parks and Open Space Plan*, prior or concurrently to renewal of another 10 year Conservation Fund program.

#### 6. *Promote a holistic, ecosystem-based and sustainable approach to natural resource protection.*

#### Supporting objectives

- A. Recognize the inter-relationship of adjacent landscape types, and avoid dividing natural units or breaking important linkages.
- B. Protect the scenic values of the Dane County landscape by preserving and enhancing vegetative cover, particularly on steep, wooded slopes and stream and lake shorelands.
- C. Plan and implement the restoration and management of prairies, woodlands and wetlands on public lands and with willing private property owners.
- D. Increase opportunities for public/private partnerships for protecting natural areas in Dane

County.

#### *Policies and Programs*

1. Continue to consider a permanent, countywide Transfer of Development Rights (TDR) program to protect agricultural and natural resources. (*See Chapter 8: Land Use.*)
2. Continue to develop a permanent, countywide Purchase of Development Rights (PDR) program to protect agricultural and natural resources. (*See Chapter 8: Land Use.*)
3. Accelerate implementation and enhance the recommendations of the current *Dane County Parks and Open Space Plan*. Identify lead agencies, local units of government, and non-profits responsible for implementing the natural resource protection and recreation elements, including those outside the scope of the *Dane County Parks and Open Space Plan*.
  - A. Explore the use of a variety of funding mechanisms, including recreational user fees, to fund recreational recommendations of the *Dane County Parks and Open Space Plan*.
  - B. Continue to fully fund and complete project planning, recreational facility development, implementation, trail development, land management and ecological restoration activities.
  - C. Continue to develop and provide access to water-based recreation trails for canoes, kayaks and similar watercraft. Improve separate canoe/kayak access to navigable waterways at all county properties and encourage townships and municipalities to do the same by seeking partnership funding and developing a county-wide plan for this access.
  - D. Continue to fully fund and implement the Dane County Conservation Fund Grant Program.
  - E. Increase the Dane County Parks Division's capacity to implement master plans for parks



and resource areas in order to bring the public and community into conservation projects.

4. Expand the scope and purpose of the *Dane County Parks and Open Space Plan* in future updates to adequately meet the natural resource protection and recreation needs of Dane County.
  - A. Expand the range of tools used to protect and restore identified natural resource areas.
  - B. Incorporate regular, periodic surveys on use of parks and recreational facilities in countywide mailings, such as tax bills.
  - C. Include archaeological, historic and cultural significance among the criteria for acquiring and managing lands under relevant county real estate acquisition programs.
  - D. Identify, map and prioritize key natural resources, including those outside the scope of the *Dane County Parks and Open Space Plan*, for possible inclusion in future updates of the plan.
  - E. Identify water bodies with insufficient public access and target lands for acquisition related to public water access in future updates of the *Dane County Parks and Open Space Plan*. Explore incentives for landowners to allow public access to their land (beyond the Ordinary Highwater Mark).
  - F. Develop criteria for and designate a system of water trails connecting streams and lakes. Possible criteria might include: locations for limited or unimproved access, quiet areas or times of day, the quality of viewshed, habitat protection,



public ownership and access, and public safety.

- G. Use computer modeling, site visits, consultations with other partners, including foresters, conservationists, landscape architects, planners and others, to define and map viewsheds, watersheds and buffer areas that might impact current or proposed *Dane County Parks and Open Space Plan* lands.
- H. Develop protection strategies for viewsheds, watersheds, and other buffer areas. Strategies might include: creation of voluntary “friends” groups; inclusion in PDR and TDR programs; eligibility for Conservation Grant funding; site design regulations, and; others.
- I. Consider methods, such as negotiations for easement acquisition, conservation easements, voluntary stewardship, negotiated subdivision covenants, landowner education, or design standards to create appropriate buffers between public conservation or recreation land and neighboring uses. Charge the Dane County Parks Commission with developing specific implementation policies to this end.
- J. Include comprehensive planning goals and objectives related to additional priority natural resource areas, watersheds, viewsheds, and open space networks in future updates of the *Dane County Parks and Open Space Plan*.
- K. Review lands recommended for acquisition in the *Dane County Parks and Open Space Plan* to see if there are any lands already or better protected through regulation or other programs, such as wetlands or floodplains.

5. Provide enhanced planning assistance to towns to support natural resource protection and conservation. (*See Chapter 8: Land Use.*)
6. Create ordinances that require communities to work together on land use, comprehensive and parks and open space plans. (*See Chapter 8: Land Use.*)
7. Develop and implement guidelines for vegetation, maintenance and management of county rights-of-way, roadways, utility corridors and grounds to protect scenic, ecological and natural characteristics of county-owned land.
  - A. Work with other jurisdictions to develop similar standards.
  - B. Develop an education program for highway and town road workers to identify and encourage native plants and to identify and eradicate noxious, invasive species.
8. Fully implement and enhance programs identified in the *Dane County Land and Water Resource Management Plan*.
  - A. Create a central database for all existing cost-sharing and payment programs (such as CRP, CREP, WRP, nutrient management, rain gardens, conservation easements, etc.) available to all landowners.
  - B. Create financial incentives for private owners of woodlands, grasslands, wetlands and other native communities to improve the ecological health and habitat by removing invasives, planting desirable species, and harvesting or managing as appropriate.
  - C. Continue to expand information and education efforts directed at agricultural nonpoint source control. Additional emphasis should be placed on fertilizer management and use, integrated pest management and minimization of pesticide use, and safe handling of pesticides and other hazardous farm materials.
    - D. Expand inventory efforts and develop animal waste management plans for farms where over 25 animal units are kept near water bodies, or where significant pollution potential exists.
    - E. Obtain conservation easements and install fencing, livestock crossings, and other improvements needed to protect stream corridors and reduce streambank erosion.
9. Amend county zoning, shoreland zoning, land division and other ordinances to minimize impacts to, and promote restoration of, native ecological communities. (*See Chapter 8: Land Use.*)
10. Expand and enhance educational programs to promote sound environmental stewardship practices among private landowners.
  - A. Hold shoreland restoration demonstrations on public properties.
  - B. Produce and distribute educational materials and websites related to native landscaping, tree care and maintenance and insect/disease control.
  - C. Encourage cities, villages and towns to achieve Tree City USA status.
  - D. Show all public parks, trails, natural resource areas and public fishing, hunting and wildlife viewing lands on all county maps for public distribution.
  - E. Develop and install interpretive signs and develop school tours to publicize examples of good stewardship.

## Water Resources

### Goals

1. *Develop comprehensive water management policies for Dane County, considering the connections between land-use, urban growth, and surface water and groundwater issues.*



**Supporting objectives**

- A. Encourage land use patterns and practices that preserve the integrity of the natural hydrologic system, including the balance between ground and surface waters.
  - B. Partner with and involve citizens, businesses, and other units of government on soil and water conservation initiatives in rural and urban areas.
  - C. Support educational initiatives through public schools, the University of Wisconsin and UWEX relating to land and water conservation.
  - D. Require that short-term uses of the land for resource extraction or waste disposal are conducted in such a manner that public benefits are maximized, while detrimental effects to the environment are minimized.
  - E. New urban and rural development will be in areas that minimize potential adverse impacts on the quality of ground and surface waters.
- 2. *Decrease flooding and flood-related problems within Dane County and in areas affected by Dane County drainage.***

**Supporting objectives**

- A. Prevent development from increasing the potential for flood-related problems.
  - B. Mitigate or remove existing flood hazards.
  - C. Minimize runoff and maintain or enhance infiltration from existing and new developments.
- 3. *Protect, improve and rehabilitate the quality and quantity of groundwater in Dane County. Provide a sustainable supply of drinking water while***

*maintaining the natural hydrologic cycle and groundwater-dependent ecosystems.*

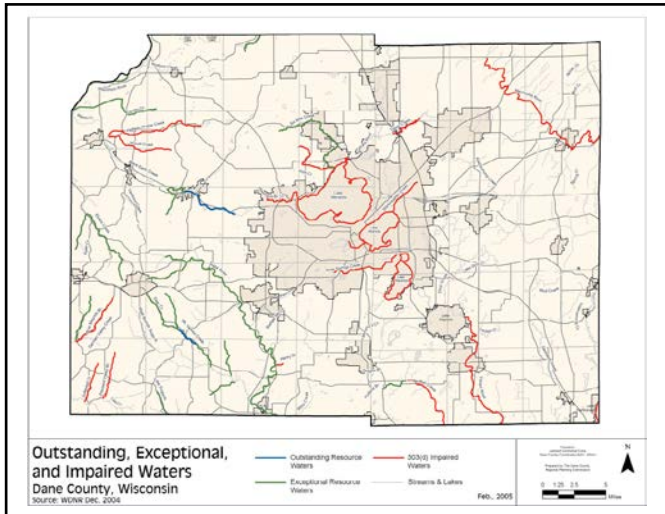
**Supporting objectives**

- A. Determine an ideal level for the regional water table, develop a plan of immediate short-term and long-term actions to stabilize the water table at that level, and begin increasing groundwater level as soon as possible.
  - B. Map areas of high infiltration, soils, known recharge areas and areas suitable for wetland restoration.
  - C. Expand the range of tools available to protect groundwater quality, including municipal well-head protection ordinances, improved monitoring of land-spreading septage and innovative technologies for private and public wastewater treatment.
  - D. Promote public awareness of the need for water conservation.
  - E. Implement water conservation and decrease per-capita water consumption through development of standards for new development and incentives for existing development.
  - F. Recommend groundwater protection strategies to protect groundwater quality, improve existing management and prevent groundwater pollution.
  - G. All major land use and siting decisions in Dane County should include evaluation of potential groundwater and hydrologic impacts.
  - H. Incorporate stormwater management practices, such as detention and infiltration, in new urban and rural development to maintain or improve groundwater recharge.
  - I. Implement a policy of no net loss of groundwater recharge, compared to presettlement ecosystems, for all new development.
- 4. *Protect and rehabilitate the water quality and clarity of the surface water resources of Dane County to support: native fish and aquatic life populations; ecological functions; natural scenic beauty; public***

*health and safety, and; water-based recreation. Surface water resources include rural and urban lakes, rivers, wetlands and watersheds.*

**Supporting objectives**

- A. Maintain or enhance the designation of all current Outstanding Resource Waters, Exceptional



Resource Waters, Class I and Class II Trout Streams through 2045.

- B. Improve at least 80% of 303(d) impaired water bodies to the point that they are no longer listed as impaired by 2045 at the rate of at least 20% per decade. Prevent any new water bodies from becoming impaired.
- C. Implement effective regulations, education programs and cleaning procedures at public and private boat landings, starting by no later than 2008, to eliminate the spread of invasive aquatic plants and animal species in Dane County lakes and rivers.
- D. Preserve the role of wetlands, woodlands and streambank buffers as essential components of the hydrologic system as well as valuable wild-life habitat. Restore degraded wetland resources and streambank buffers where possible.
- E. Increase vegetative cover within urban areas.
- F. Manage nutrients in an economic and environmentally sound manner.
- G. New urban and suburban development will incorporate utilization of natural drainage

patterns and measures to minimize or entrap pollutants before they enter surface waters.

- H. Protect shoreland and floodplain areas throughout the County, in both incorporated and unincorporated areas, and emphasize their value to the community as potential focal points of natural beauty and recreation.
- I. Coordinate water quality monitoring.
- J. Better manage, mitigate and encourage new technologies to improve quality and reduce quantity of urban stormwater runoff.
- K. Better manage mitigate and encourage new technologies to improve quality and reduce quantity of rural and agricultural stormwater runoff.

**5. *Develop and promote a countywide system of resource protection corridors based on watersheds as a framework to protect the natural environment and scenic values, and provide outdoor recreation opportunities.***

**Supporting objectives**

- A. Permanently protect key sensitive and critical environmental resources, including, but not limited to: infiltration areas; riparian habitat; in-stream habitat; wetland habitat; wetlands; groundwater recharge areas; resource protection corridors; spawning grounds; shore cover, and; headwater areas.
- B. Fully implement the *Dane County Parks and Open Space Plan*.

**6. *Enhance recreational opportunities associated with water resources.***

**Supporting objectives**

- A. Provide access to lakes and streams and water-based recreation trails.
- B. Encourage use of our lakes and parks as public gathering places.
- C. Add more and improve existing public accesses to water resources, including landings and shoreline parks.



- D. Ensure quality access for a wide variety of water uses while minimizing competition and conflict.
  - E. Manage water levels and protect shorelines to preserve scenic beauty.
7. *Use watershed boundaries to inform relevant land use and water resource planning and decision-making.*

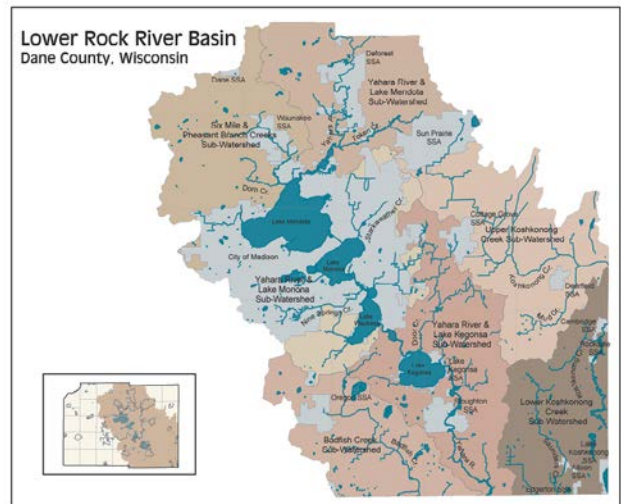
**Supporting objectives**

- A. Use watersheds as geographic units of analysis to evaluate the impacts to water bodies of both current land uses and proposed changes in land use.
- B. Encourage integration and coordination of public agencies and local units of government within every watershed to achieve improvement to the quality of all water bodies in Dane County.
- C. Foster partnerships with water resource-oriented citizen's groups to involve them in each stage of watershed planning and decision-making.
- D. Educate local elected officials and members of local planning and zoning commissions about critical water resource issues within their watershed, by having watershed-based training workshops at regular intervals, and other educational efforts as appropriate.
- E. Educate local residents, developers and elected officials about changes in Wisconsin DNR rules and regulations regarding surface water, ground water and conservation.

- F. Direct planning staff to organize information about current land use and anticipated changes in land use by watershed.

**Policies and Programs**

- 1. Continue to implement and update the *Dane County Water Quality Plan*.
  - A. Work with the Wisconsin DNR, cities, villages, towns and municipal sewer districts to continue support for the Capital Area Regional Planning Commission, to:
    - (1) Approve public sewer and water extensions under NR 121, Wisconsin Administrative Code, and in a manner consistent with the *Dane County Water Quality Plan*;
    - (2) Provide information, mapping and pro-



- tection for environmental and resource protection corridors;
- (3) Approve public wastewater facilities and improvement planning in the context of comprehensive areawide and watershed plans for pollution control and resource protection. Make sure facility expansions meet other regional goals, such as capacity to accept septage;
- (4) Coordinate water quality monitoring, and hydrological modelling, and;
- (5) Direct future updates of the *Dane County*



*Water Quality Plan.*

- a. Give priority to areas of the highest environmental sensitivity and growth pressure, including:
    - (a) all communities within the Central Urban Service Area;
    - (b) all communities within the Northern Urban Service Area;
    - (c) all urban service areas with a year 2000 Census population of 3,000 or more, and;
    - (d) the Black Earth Urban Service Area.
  - b. Consider other factors including the impacts on natural and built systems, the efficient use of land including urban densities, and the ability to efficiently provide services to support the development and farmland preservation planning.
- B. Continue to support extension of public sewer service only within those areas designated as urban service areas or limited service areas in local, county and regional plans. Fully fund and implement the county government action steps identified in the *Dane County Water Quality Plan*.
2. Fully fund, implement and continue to update the *Dane County Land and Water Resource Management Plan*. (See *Land Resources Policy 8*.)
  3. Implement and enhance the *Dane County Parks and Open Space Plan*. (See *Land Resources Policies 4 and 5*.)
  4. By no later than 2008, Dane County staff, working with local units of government and local residents, will develop a schedule and a process to create a plan for each watershed in the county, focusing on issues of infiltration, wetland preservation, recommended development phasing and stream buffers over a 50-year timeline. These watershed plans, when completed, shall become a part of the water resources component in a future update of the *Dane County Comprehensive Plan*. Components of these watershed plans should include the following

elements.

- A. For each watershed, map:
  - (1) permeable soils and land cover that promote infiltration;
  - (2) known recharge areas, including wellhead protection areas for all municipal wells;
  - (3) areas suitable for wetland restoration;
  - (4) all currently protected lands (public lands, DNR easements, NRCS buffers, etc), and;
  - (5) public access points to each waterbody.
- B. Develop a clearinghouse of information regarding groundwater recharge rates, well locations, draw down rates, etc. in areas to aid planning.
- C. Complete and implement the Dane County Waterbody Classification system (currently underway) to design programs that take into account the environmental sensitivity and existing development conditions for each water body. Program policies should treat all riparian landowners (including public, private, incorporated or in unincorporated areas) within a particular waterbody class in a uniform way. Specific programs could include:
  - (1) Waterbody-sensitive shoreland zoning regulations, including standards for vegetative buffer protection and restoration, mitigation of nonconforming uses, slope protection and conservancy overlay districts;
  - (2) Cost-share funding, including wetland, lakeshore and streambank restoration, and in-water habitat;
  - (3) acquisition;
  - (4) education, and;
  - (5) other county programs.
- D. Educate local communities about where their key ground and surface water features are (once mapped) so they can incorporate them in land use and comprehensive plans.
- E. Analyze economic impacts of impaired waters, exceptional resource waters and outstanding resource waters.
- F. Incorporate existing DNR information related

to point-source and nonpoint-source pollutants within each watershed. Consult with DNR to maintain and update as necessary.

- G. Consider program changes and recommendations to better protect watershed headwaters.
  - H. Work with cities and villages to use development and impact fees to help fund watershed planning efforts; add some levy funds for “all-rural” watersheds.
  - I. Identify funding and hire additional county staff to manage the watershed planning program and implementation.
  - J. Design a Land Evaluation and Site Assessment system (LESA) to specifically identify significant infiltration areas for each watershed.
  - K. Establish criteria and land use practices to promote infiltration on a watershed-wide basis.
  - L. Incorporate detailed, site-specific watershed studies as they become available.
  - M. Develop model watershed plans that introduce the concept of a “groundwater budget” to encourage conservation, recycling and reuse of groundwater, for each watershed.
5. Develop and implement an integrated flood prevention and mitigation program.
- A. Fully implement the *Dane County Flood Mitigation Plan*.
  - B. Revise county flood control and other facility design, maintenance and management policies to reduce flood hazards and better manage high water conditions. Specific issues to address include the following.
    - (1) Evaluate methods such as modification of bridge constrictions, aquatic plant modification, dredging, channel modification, etc. to increase flow conveyance.
    - (2) Provide sufficient resources to actively enforce and administer county floodplain zoning ordinances to strictly limit new development within floodplains. Evaluate county and municipal floodplain zoning standards to see if ordinances adequately



protect floodplains and revise as necessary.

6. Work with the WI DNR and municipalities to manage water control structures from Lake Mendota to below the Stebbinsville Dam under a unified, coordinated and recordable management strategy based on a Yahara River System management plan. Use the calibrated Yahara Lakes model currently under development to optimize management of the Yahara Lake system.
- A. Continue to work with the WI DNR to design water level orders to address all four seasons, not just summer maximum and winter minimum.
  - B. Continue to work with the WI DNR to coordinate lake levels in the Yahara River system to support fish spawning and survival and support native aquatic vegetation.
  - C. Establish a structure and process for ongoing planning and funding for capital improvement and maintenance of flood control and navigation structures on the Yahara River system (i.e. locks, dams and conveyance channels). Explore the use of user fees to finance operations and maintenance of boat launch facilities and locks.
  - D. Continue to evaluate the need to renovate Tenney, Babcock and LaFollette locks and dams. The evaluation should include the possibility of automating the gates at one or all of the dams.

7. Remove closed pipes/channels and establish natural waterways in their place where possible, with exceptions for active agricultural practices.
8. Continue, enhance and update county erosion control and stormwater management programs.
  - A. Ensure there is adequate budget and staff for construction site erosion control and stormwater management to meet plan review and inspection targets as described in Chapter 14, Dane County Code.
  - B. Develop the capacity and funding sources to have the county perform or contract for emergency stabilization work on sites where significant erosion or flood damage is occurring as a result of permit violations.
  - C. Support amendments to state law to permit county or regional stormwater utilities to plan and construct regional stormwater facilities to serve watersheds with a high level of existing development and significant stormwater problems. Identify a permanent source of funding for project development, construction and ongoing maintenance.
  - D. Review county zoning and land division ordinances to see if there are opportunities to modify parking lot, street width and other standards to reduce impervious surface areas of new developments. Encourage permeable paving surfaces in parking lots, overflow parking areas and walkways.
  - E. Continue to evaluate new technologies and practices such as rain gardens, permeable pavements, enhanced infiltration techniques and other stormwater technologies for inclusion in the Dane County Erosion Control and Stormwater Management Manual. Promote the use and understanding of the manual to as wide an audience as possible. Establish county demonstration projects for new practices, such as permeable surface installation.
9. Work with local municipalities to adopt minimum standards for shoreland, floodplain and wetland zoning, road salt (or other ice or snow melt material) use, street cleaning, storm sewer maintenance, storm sewer outlet protection, shoreline protection, and construction site erosion control ordinances. Continue to develop standards for stormwater management plans in conjunction with local and state management agencies.
  - A. Develop a schedule to monitor installed stormwater management practices to evaluate their maintenance and long-term effectiveness.
  - B. Work with towns, cities and villages to design incentives, such as density-bonuses, cost-share or tax breaks, for development designs and practices that go beyond minimum standards for water quality protection.
  - C. Encourage creation of and improvements to municipal stormwater utilities' rate structures to provide incentives for practices such as permeable pavement, rain garden installation, etc.
  - D. Work with cities and villages to allow developers to meet infiltration requirements by cost-sharing infiltration practices in other locations, e.g., private homes, schools, churches – this could operate like an “infiltration mitigation bank.”
  - E. Adopt model neighborhood and community design standards that encourage stormwater management that exceeds minimum standards. (*See Chapter 8: Land Use.*)
  - F. Provide ongoing funding for county urban water quality programs to upgrade and retrofit stormwater outfalls.
10. Expand and enhance the tools available to the county and other communities to promote groundwater protection.
  - A. Develop a countywide program that includes purchase of development rights or acquisition, dedicated to protecting areas of significant infiltration, municipal wellhead areas, and lands contributing to recharge of major aquifers. This could ultimately serve as an “infiltration mitigation bank” to assist in meeting state and county stormwater infiltration requirements on a watershed or regional basis. Develop a funding program that would allow for joint contributions from local, county, state and federal governments and private sources.
  - B. Identify high recharge areas in existing develop-

ments and promote demonstration / research projects there to mitigate the impacts of concentrated impervious areas.

- C. Work with municipalities to develop wellhead protection plans to maximize infiltration and prevent groundwater pollution.
- D. Amend the county land division ordinance to promote site design that maximizes infiltration.
- E. Define parameters of “major land use” needing hydrological analysis. Develop a systematic methodology to examine hydrological impacts at the time a rezone request is made.
- F. Make hydrologic resources (facts, computer modeling, etc) widely available to county staff, towns, cities and villages. Provide training where appropriate to assist in the use of these resources.
- G. Provide partial funding for a feasibility study and an environmental assessment to explore returning treated wastewater to groundwater in the upper portions of the Yahara River watershed. Such a study should include the following considerations.
  - (1) Build on current work by the U.W. Odana Road Co-Generation Plant groundwater infiltration project, and include recommendations to expand similar programs to other watersheds.
  - (2) Identify partners such as the Madison Metropolitan Sewerage District, the Wisconsin DNR, the University of Wisconsin, Wisconsin Geological and Natural History Survey, the Cities of Madison, Middleton and others for potential supplemental funding and support.
  - (3) Suggest amendments to state, county and local regulations, as well as regional water and sewer utility policies, to allow for such a practice while protecting groundwater and surface water quality.
  - (4) Evaluate the current state of infiltration, effluent treatment, and water conservation technologies. Recommend ways (such

as county, state and University –funded research) to stimulate development of any new technologies needed.

- 11. Develop a county program to monitor land spreading of septage from private onsite wastewater treatment systems and enforce state requirements.
  - A. Amend the county zoning ordinance, the county sanitary code, or other appropriate ordinances to allow county officials to regulate siting and to enforce requirements for landspreading of septage from private onsite wastewater treatment systems.
  - B. Establish a fee structure sufficient to add dedicated staff to conduct monitoring, inspection and enforcement related to landspreading operations.
- 12. Develop a set of educational materials and programs to promote water stewardship, infiltration, and water conservation.
  - A. Continue to hold regular workshops for developers and construction companies to educate them about best management practices, regulatory standards, and to encourage practices that go beyond minimum standards.
  - B. Hold annual countywide or basin-wide watershed groups meetings.
  - C. Develop maps, other educational materials and audio-visual media materials that illustrate the “water cycle” for Dane County – where our water comes from, where it goes, how water flows from house to street to stream to land.
  - D. Encourage county and local parks and the University of Wisconsin to model state of the art practices that protect water quantity and quality (i.e., infiltration, less mowing, mulching, re-establishment of native vegetation, etc.).
  - E. Develop a clearinghouse of information regarding groundwater recharge rates, well locations, draw down rates, etc. in areas to aid planning.
  - F. Develop educational programs to build public understanding and acceptance of new wastewater treatment, groundwater restoration and water conservation techniques.

- G. Provide information and guidelines to promote a culture of respect among shoreline property owners, recreational users, and others.
  - H. Use street signs to educate the public on watershed boundaries.
  - I. Educate landowners in mapped groundwater sensitive areas about ways to voluntarily protect groundwater (areas with shallow aquifers, karst topography, etc).
  - J. Implement an ongoing media campaign to promote water conservation, rain barrels, cessation of lawn watering, leaf collection, native landscaping, mulching and acceptance of the occasional brown lawn.
  - K. Create “Welcome to the Watershed” packet for new homeowners. Seek assistance from developers.
  - L. Coordinate with neighborhood associations, 4-H, and other community groups to implement educational programs.
  - M. Discourage farmers from spreading manure on frozen land and help them establish alternatives such as cooperative manure handling. Implement existing winter manure spreading ordinance under Chapter 14, Dane County Code.
  - N. Provide better public access to recommendations, decisions and information related to Dane County water issues through the Internet, e-mail, brochures, newsletters and other outreach efforts.
  - O. Use public access points as opportunities for education, e.g., indicate what watershed you’re in and its importance; current planning processes, management goals and projects; how-to information on rain gardens, permeable surfaces, etc.
13. Work with municipal water suppliers to adopt rate structures that encourage conservation.
  14. Develop a wildlife management plan that addresses endangered, threatened, native, nuisance, and invasive species, including aquatic and near-shore plants and wildlife. (*See Wildlife Resources Policy 1.*)
  15. As funds and resources permit, explore the feasibility and effectiveness of constructing a phosphorus-removal treatment plant in the Yahara chain of lakes, possibly at the Tenney Locks and Dam.
  16. Work cooperatively with anglers, water recreation, conservation and watershed groups and build on the efforts of the Lakes and Watershed Commission’s “Take a Stake in the Lakes” campaign to maintain an effective countywide pool of water resources volunteers. Train and assist volunteers to:
    - A. Inspect boats for invasive species at boat landings;
    - B. Perform basic water quality and control structure monitoring tasks for all lakes, streams and urban and rural drainageways;
    - C. Work with schools and youth groups to involve youth in watershed clean-up and restoration projects;
    - D. Participate in shoreland, wetland and floodplain restoration and demonstration projects, and;
    - E. Educate water users and riparian landowners about water quality, quantity and use issues.
  17. Support amendments to state statute to include a watershed organization representative on the Dane County Lakes and Watershed Commission.

## Wildlife Resources

### Goals

5. *Preserve for posterity the nature and biodiversity of Dane County’s natural heritage by protecting and enhancing in-stream, riparian, wetland, and upland habitat, and; protecting, maintaining and restoring diverse, high quality biological communities that occurred naturally in southern Wisconsin (woods, savannas, prairies, wetlands).*

## Supporting objectives

- A. Protect rare landscapes and habitats for endangered, threatened or unique species.
- B. Incorporate natural resource areas in plans for parks and open space.
- C. Maintain and develop buffers between public lands and human development.
- D. Encourage adoption of effective local ordinances to protect native remnants, steep slopes, cliff communities, hillsides, bluffs and grassland communities, by discouraging development or removal of vegetation.
- E. Restore large, intact areas of native vegetation. Encourage the use of native plants in landscaping, where appropriate.



- F. Before approving any changes in zoning, consider the impact on wildlife habitat, potential locations of rare plant and animal species and archeological sites.
- G. Promote public and agency education so that grasslands gain equal footing with forests and wetlands in the public's perception of important natural habitats.
- H. Encourage the management and preservation of existing woodlands as an economic land use, as wildlife habitat, as an erosion control measure, and as a means of preserving the natural beauty of Dane County
- I. In the absence of natural area corridors such as river ways, establish at least one resource

protection corridor, such as farmland, connecting each significant natural area to at least one other significant natural area, where possible.

- J. Preserve and enhance wildlife habitats through cooperation on acquisition and management of wildlife habitat in Dane County, maintaining large areas of open space in the county, and minimizing the disturbance caused by development.
2. *Provide for sustainable, diverse hunting, fishing, wildlife observation and wildlife appreciation opportunities within Dane County.*

## Supporting objectives

- A. Build partnerships with local chapters of conservation organizations and rod and gun clubs to help with wildlife habitat protection.
  - B. Identify lands under County ownership that may be considered for trade or transfer of management to the Wisconsin DNR that would enable public hunting or trapping to occur on them.
3. *Eliminate, reduce or mitigate the effect of exotic and invasive species on Dane County land and water resources.*

## Supporting objectives

- A. Discourage landscaping with ecologically invasive species.
  - B. Develop new public/private construction and public facility maintenance guidelines to prevent introduction or translocation of exotic and invasive species.
  - C. Promote local government and general public awareness and education about invasive species that may present environmental, economic or social risks.
4. *Balance public and private needs with wildlife needs.*

## Supporting objectives

- A. Reward farmers and other landowners as stewards of the whole landscape, including managed resources such as water and wildlife.

- B. Reward landowners who provide habitat for wildlife communities that are significant to the community.
- C. Continue to consider and develop countywide Purchase of Development Rights (PDR) and Transfer of Development Rights (TDR) programs to fairly compensate willing landowners for additional wildlife habitat and open space protection.
- D. Whenever possible, consider and include private lands of willing landowners to ensure the success of statewide, county and regional management goals, because there is not enough publicly owned land to do so.

### *Policies and Programs*

1. Develop a wildlife conservation plan for Dane County, which is partially modeled on and coordinated with the *Wisconsin's Wildlife Action Plan*, to conserve species of concern.

- A. Work cooperatively with local DNR fisheries, wildlife and forestry managers, University of Wisconsin departments such as wildlife ecology, regional planning and landscape architecture, and non-profit groups to develop a wildlife conservation plan and a related map, that includes:
  - (1) Significant wildlife areas and areas for potential habitat restoration, along with connecting travel corridors;
  - (2) Natural resource areas identified in the *Dane County Parks and Open Space Plan*;
  - (3) Land protection and stewardship needs for all rare and endangered wildlife populations in the county;
  - (4) Places where overpopulated species are causing nuisance or agricultural economic losses. Use this to help guide choices in the possible creation of additional habitat or improvement of habitat, and;
  - (5) Publicly accessible areas for wildlife viewing, including roadways that can be noted as wildlife viewing drives, roadside pull-over space where there are views of natural

areas, and hiking and biking trail access for wildlife viewing on county lands.

- B. Develop a strategy to identify and capture state, federal and other ongoing funding for plan development and ongoing wildlife habitat protection and restoration.
  - C. Use existing survey data and volunteers to collect survey data.
  - D. Seek cooperation of local governments in mapping habitat areas and the connecting corridors on private lands, as well as documenting wildlife nuisance concerns resulting from local wildlife overpopulation.
  - E. Where possible, try to include identified land wildlife corridors in exclusive agriculture zoning and as priority areas for protection.
  - F. Establish with partners, including volunteers, a long-term program of bird and amphibian diversity monitoring in selected areas to measure changes in diversity over time. Use this along with threatened/endangered species monitoring data as indicators of changing habitat conditions for both common and non-common wildlife.
  - G. Develop a voluntary landowner program for land conservation and stewardship within wildlife corridors identified by this plan, and use voluntary PDR/TDR to permanently protect lands in these corridors as well as to create or expand habitat areas.
2. Expand outreach and education programs related to wildlife concerns.
    - A. Include public fishing, hunting and wildlife viewing grounds on publicly distributed county maps. (*See Land Resources Policies and Programs.*)
    - B. Create a comprehensive wildlife viewing guide that includes maps of publicly accessible wildlife areas, for Dane County in cooperation with agencies such as the DNR and non-profit partners.
    - C. Work with school districts and such environmental organizations as the Aldo Leopold Center, UW-Madison Arboretum, watershed

organizations, Friends groups and school forests to educate students about ecological value of native grasslands and woodlands.

- D. Work with neighborhood associations, garden clubs and other local groups to adopt a natural area and promote native plant landscaping.
  - E. Incorporate wildlife habitat concerns into forestry management plans for woodlands on private lands.
  - F. Broadly distribute existing invasive plant identification/control publications to urban and rural landowners, landscapers, plant nurseries and horticulture operations. Discourage sale and use of invasive species.
3. Seek partnership with the DNR and willing landowners to purchase hunting access easements or leases on private lands in a comprehensive county program. Promote use of public access provisions under the state Managed Forest Law to make more private land available for hunting.
4. Manage public facilities and lands to restore and maintain terrestrial and aquatic wildlife habitat and remove invasive species.
- A. Include a wildlife management plan for all existing and new park lands.
  - B. Replace lawn areas in parkland and other county property with native vegetation where feasible. Reduce mowing in areas where native plant restoration is not feasible.
  - C. Explore active removal, physical barriers such as barrier dams, and biological controls to reduce non-native aquatic species in Dane County waters. Seek to create conditions that will favor eventually restoring native species such as wild rice and other wetland species.
  - D. Continue to conduct controlled burns on a regular basis on county-owned lands.
5. Develop a county invasive species ordinance banning the sale and planting of a county-developed list of most troublesome species, with focus on non-natives and species that invade croplands.

6. Develop a county land and wildlife steward award program modeled after the Lakes and Watershed Commission's "Water Champions" program. Reward by recognition landowners, farmers and other citizens who have made outstanding contributions to wildlife habitat and natural resources conservation.

## Cultural Resources

### Historic and Archaeological Resources

#### Goals

1. *Encourage permanent protection, interpretation and maintenance for all identified Dane County archaeological sites of significance.*

#### Supporting objectives

- A. Include archaeological significance among the criteria for acquiring and managing lands under all county real estate programs.
  - B. Plan for the greatest protection and appreciation of the resources of each publicly accessible property that contains archaeological sites.
  - C. Provide county and state assistance to local governments to identify, register and document archaeological resources and sponsor nomination of eligible resources to the National Register of Historic Places.
  - D. Require the preservation of Indian Mounds and other archaeological resources on both public and private lands.
2. *Protect, preserve and restore buildings, structures, sites, landscapes, natural features and districts which represent or reflect elements of Dane County's cultural, social, economic, political and architectural history.*

#### Supporting objectives

- A. Encourage the preservation of historically and architecturally significant structures and districts in Dane County whenever specific sites





are proposed for development or redevelopment.

- B. Encourage preservation of significant, historic farm structures.
  - C. Proactively designate historic districts and structures, and seek to incorporate the following principles into redevelopment of historic sites:
    - (1) Protect historic and architectural integrity;
    - (2) Promote adaptive reuse of historic structures that is consistent with local land use plans, and;
    - (3) Respect property rights of private landowners with historic resources on their lands.
  - D. Develop a stronger institutional framework for historic preservation, and improve the tools available for the county to use in protecting significant resources.
  - E. Preserve the historic visual character of state-designated rustic roads.
3. *Increase public awareness and appreciation of historic and archaeological resources.*

#### Supporting objectives

- A. Mobilize public opinion to place a higher value on historic resources.
- B. Promote the use of historic resources for the education, pleasure, and welfare of the people.
- C. Conduct local meetings to emphasize local

historic sites.

- D. Utilize school curricula to emphasize and educate students about local historic sites.
  - E. Interpret the significance of historic and archaeological sites to educate visitors about their significance, add greater interest, and preserve area history.
4. *Identify, record and evaluate archaeological, historic and cultural resources and sites.*

#### Supporting Objectives

- A. Document, through photography and collection of archival information, all archaeological and historic sites in Dane County before their demolition, protection or restoration.
- B. Create a publicly accessible register of all historic and archaeological places countywide in both online and published forms. Specific locations for archaeological resources will not be provided, except where such resources are, or will be protected from vandalism. Sites on private property will only be listed with the express consent of the owner.
- C. Utilize long-term residents in identifying and educating about historic and cultural sites.
- D. Utilize Native American tribal leaders in identifying and educating about archaeological sites

#### Policies and Programs

- 1. Work with the Wisconsin Historical Society and the National Park Service to designate Dane County as a Certified Local Government for historic preservation.
  - A. Establish a Dane County Historic Preservation Commission that includes Dane County residents with expertise in history, architectural history, architecture, and archaeology, to oversee the Historic Preservation program.
  - B. Develop a source of funding and permanent staffing resources to effectively administer a county historic preservation program.
  - C. Establish a system of designation priorities and a coordinated preservation program.

- D. Working with the Dane County Historic Preservation Commission, the Dane County Cultural Affairs Commission, local historical societies, town government and the Wisconsin Historical Society, identify and map properties and districts for inclusion in historic preservation programs.
  - E. Provide county, state, local and federal assistance to identify, register and document architectural resources and sponsor nomination of eligible resources to the National Register of Historic Places.
  - F. Conduct periodic surveys of the county on an ongoing basis to update designated lists of historically significant properties.
  - G. Amend the county historic and archaeological overlay zoning district, or develop and adopt a new ordinance, to meet Wisconsin Historical Society standards for historic preservation.
2. Explore the availability and use of grant money to rehabilitate, restore or relocate historic structures threatened by demolition or disrepair.
    - A. Review existing state and federal tax credits, and other resources, for historic structure rehabilitation and analyze applicability and effectiveness for Dane County historic resources.
    - B. Explore the creation of new incentives, such as historic preservation Tax Increment Financing (TIF) districts, grants, and revolving loan funds or other tools, to encourage historic preservation.
    - C. Report results of study to the county board and the proposed Dane County Historic Preservation Commission.
  3. Amend county zoning and land division ordinances to promote better protection, adaptive reuse and rehabilitation of historic resources. *(See Chapter 8: Land Use.)*
  4. Implement and enhance the *Dane County Parks and Open Space Plan* to acquire and manage lands of historic or archaeological significance. Include historic, cultural and archaeological significance
    - among the criteria for acquiring and managing lands under relevant county real estate programs, including parks, public facilities, PDR and TDR programs. *(See Land Resources Policies 4 and 5.)*
5. Work with the Wisconsin Historical Society, UW Extension, local historical societies, the Dane County Cultural Affairs Commission and the proposed Dane County Historic Preservation Commission to develop and implement an ongoing public participation and education program related to historic and archaeological resources.
    - A. Maximize public involvement throughout historic preservation program design, planning, property and district designation and implementation.
    - B. Disseminate information about the state and federal tax credits for historic buildings and rehabilitation.
    - C. Seek grant funding to hire a temporary project coordinator to establish the program and develop recommendations for ongoing funding and support.
    - D. Solicit input and participation from and maintain contacts with interested groups such as local governments, local historical societies, long-term stakeholders, schools and Native American tribal leaders.
    - E. Develop collaborative projects, such as producing or updating interpretive guides to, or updating Wisconsin Historical Society information about, historic resources in Dane County.
    - F. Build on and expand use of existing resources, such as the Wisconsin Historical Society's online Architecture and History Inventory (<http://www.wisconsinhistory.org/ahi>).
    - G. Distribute map illustrating Dane County historic sites, districts and resources that can be shown to the public.



# Chapter 6: Economic Development

## Introduction

Dane County has a vibrant and diverse economy. The county enjoys a high quality of life and one of the state's lowest unemployment rates, as well as highest median incomes. Dane County has one of the nation's highest ratios of business incubators per capita. At the same time, county trends reflect growing poverty and school dropout rates, pending labor shortages due to the aging demographic, increasing global competition for our core industries and reliance on advanced telecommunications. Combined, these issues present both serious challenges and tremendous opportunities for the county, local governments and regional partners.

## Purpose

The purpose of this chapter is to promote and support a robust, sustainable county economy in order to ensure:

- the stabilization, retention and expansion of Dane County's economic base, and;
- quality employment opportunities for all its residents.

Chapter Six focuses on the following:

- Identifying strengths and weaknesses attracting and retaining business and industry;
- Protecting economically productive areas including farmland and forests;
- Providing information on economic

development programs;

- Helping to build capacity for technical assistance in Dane County communities;
- Identifying and supporting new types of businesses;
- Locating jobs near housing and transit;
- Help to coordinate economic development and employment growth with efficient land use;
- Promote a range of employment options;
- Evaluating and promoting the use of environmentally contaminated sites for commercial or industrial uses;
- Expanding technical assistance for Dane County communities interested in pursuing economic development;
- Identifying an adequate number of sites for business and industry;
- Promoting quality employment opportunities;
- Developing strategies in cooperation with all relevant planning areas as well as the *Dane County Consolidated Plan*;
- Revitalizing downtown and main street areas and promoting design standards, and;
- Planning for labor shortages, through strategic training of minorities and the underemployed.

### Key Issues

#### What should Dane County do to:

- Improve capacity to partner and support local and regional economic development initiatives?
- Promote collaboration between communities for the purpose of economic development?
- Assist communities in planning and building organizational capacity for economic development?
- Integrate and promote opportunities for minorities in economic development, and employer recruitment strategies to increase minority participation?
- Encourage participation between the public and private sectors to promote economic development?
- Encourage siting and development of worksites that are adjacent to existing employment centers?
- Work to ensure a well trained and educated labor supply to keep pace with the demands of industry?

## Stakeholders

The Housing and Economic Development work group (HED) developed the goals, objectives and policies for this chapter. HED members and regular participants included representatives from major employers, organized labor, community development organizations, municipal officials, advocacy groups, landowners, arts advocates, and economic development consultants. Other contributors to this chapter included: regional demographic agencies, energy companies, state economic development and labor agencies, and research centers of the University of Wisconsin.

## Survey Results

Strong majorities of respondents to the *Dane County Comprehensive Plan Survey* said Dane County should pay “more” or “considerably more” attention to the following economic development issues:

- Keeping established businesses and industries in Dane County (89%);
- Promoting a strong economy that enhances quality of life (80%);
- Attracting new businesses to Dane County (80%), and;
- Creating quality employment and business-ownership opportunities (79%).

Overall, town residents (49%) were more likely than city residents (38%) to want considerably more attention placed on promoting a strong economy that enhances the quality of life.

When asked to rank the importance of “limiting and controlling economic growth to certain areas” on a scale of 1 to 10, the response indicated it was a moderately important issue for *all* residents (average score of 7.1) but the average importance score for homeowners (7.3) was higher than that of renters (6.5). When asked whether “commercial and industrial growth be concentrated in the Madison area or promoted in all of the cities and villages?” eighty percent of respondents said that it should be promoted in all of the cities and villages.

Respondents selected the following as the most impor-

tant roles Dane County could play in attracting, retaining, and growing business in Dane County. (Percentages of respondents selecting this role as most important shown in parentheses.)

- Help build cooperative relationships between businesses and governments (49%).
- Offer incentives, like tax breaks, to business and industry (14%).
- Improve business regulation (11%).
- Educate the public on economic and business issues (9%).

## Background and Orientation

Dane County has a long history of supporting economic development through its funding for the Alliant Energy Center, Dane County Job Center, the Dane County Regional Airport, Vilas Zoo, natural resource protection and road and highway improvements, as well as other initiatives. The county operates a number of grant and loan programs for communities and businesses in Dane County including:

- Community Development Block Grant (CDBG) programs;
- Revolving Loan programs;
- Commercial Revitalization Loan program, and;
- Better Urban Infill Development program (BUILD).

County government also provides technical assistance to businesses and communities who are interested in pursuing economic development opportunities. The *Dane County Comprehensive Plan* incorporates by reference, and builds upon the most current version of the *Dane County Consolidated Plan*. However, there are numerous opportunities for Dane County to become a more active partner and resource to surrounding communities, organizations and initiatives.

The *Dane County Comprehensive Plan* includes the HED Work Group members’ recommendations for a broad spectrum of programs, policies and initiatives that increase Dane County’s current economic development efforts. This chapter also highlights the need for increased partnership and capacity on both a local and regional level, as well as exploring ways that Dane County can become more entrepreneurial and identify

new enterprise opportunities to increase revenue and promote regional economic development.

## Goals, Objectives, Policies and Programs

### Business and Economic Competitiveness

#### Goals

1. *Promote the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional and local levels.*
2. *Dane County will help to build and promote a robust, sustainable economy that enhances Dane County's quality of life for all residents.*

#### Supporting Objectives

- A. Increase Dane County's capacity to promote and support economic development, so that:
- (1) Dane County can better serve as a resource;
  - (2) Dane County can be a more effective partner;
  - (3) Dane County can continue to identify and pursue new strategic opportunities for economic development, and;
  - (4) Dane County can increase its presence, both inside and outside of Dane County, and signal to the business community that



the county actively supports business development and job creation.

- B. Encourage collaboration between communities within Dane County for the purpose of economic development.
- C. Assist communities in planning and building organizational capacity for economic development.
- D. Work with economic development initiatives, for example the Collaboration Council Initiative, regional partners, organizations, and surrounding counties to create and promote a shared vision for regional growth.
- E. Integrate and promote opportunities for minorities in economic development and employer recruitment strategies, to increase minority participation.
- F. Encourage the cooperation and collaboration between private and public sectors to promote economic development.
- G. Utilize committees and/or subcommittees of the County Board that focus on economic development to:
- (1) Serve as the mechanism for bringing economic development opportunities and initiatives to the Dane County Board of Supervisors, and;
  - (2) Help promote the economic development goals, objectives and policy recommendations of the *Dane County Comprehensive Plan*.
- H. Work with the economic development initiatives, for example the Collaboration Council initiative, and other Dane County organizations and communities to:
- (1) Implement the economic development portions of the *Dane County Comprehensive Plan*, and;
  - (2) Reduce duplicative efforts and streamline the delivery of services.
- I. Encourage businesses to locate and expand in a manner that makes efficient use of land and transportation routes with the minimum impact on the natural and cultural environment.

- J. Encourage siting and development of work-sites that are adjacent to existing employment centers.
- K. Encourage the use and adaptive reuse of historic and under utilized buildings for economic development.
- L. Encourage land use and development practices that protect and preserve Dane County's watersheds and natural resources.
- M. Promote the expansion and creation of sustainable business and industry.

**3. *Support the creation of a range of quality employment and business ownership opportunities.***

**Supporting Objectives**

- A. Encourage communities to seek businesses that provide a range of goods, services, and employment options to meet the needs of residents.
- B. Encourage entrepreneurial activity, training and development, especially targeting economically disadvantaged areas and groups including minorities, immigrants, and people with disabilities.
- C. Explore revenue sharing agreement opportunities, as well as appropriate public participation protocols, with Dane County communities.

**4. *Support the creation, retention, attraction, expansion, and incubation of business industry and agriculture that is consistent with the goals and objectives of the Dane County Comprehensive Plan.***

**Supporting Objectives**

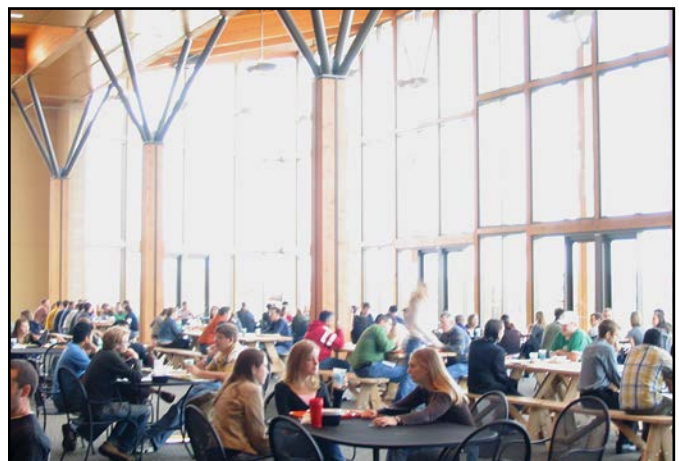
- A. Encourage the identification of an adequate number of developable sites for locating business and industry.
- B. Identify and enhance existing and potential sectors that drive Dane County's economy.
- C. Promote economic development that recognizes the assets and attributes of each community.
- D. Identify and pursue inter-county regional economic development opportunities and collaboration.
- E. Encourage intergovernmental agreements be-

tween Dane County municipalities to leverage resources, reduce costs and maximize benefits.

**5. *Promote workforce development that maximizes benefits to the workforce, business and industry.***

**Supporting Objectives**

- A. Work with Dane County Job Center, UW Center on Wisconsin Strategy, Jobs with a Future, school districts, technical colleges, City of Madison and the Workforce Development Board to:
  - (1) Identify and help provide educational and training opportunities for residents of Dane County so they can participate in, contribute to, and benefit from the local economy;
  - (2) In conjunction with workforce agencies and educational institutions, work with area employers to better understand how to develop, train, and re-tool employees and future employees to increase worker readiness and help build a stronger workforce, and;
  - (3) Identify, maintain and enhance factors that keep and attract talent and skills to Dane County.
- B. Encourage workforce development efforts that meet the needs of industry and employers.
- C. Work with economic development initiatives, for example the Collaboration Council Initiative, surrounding counties and organizations to



explore opportunities for regional workforce development and job creation.

### ***Policies and Programs***

1. Use county resources to leverage other resources in order to attract, grow, expand, and retain desirable business and industry.
  - A. Provide incentives for businesses to locate in areas served by existing, or future, regional transit to make jobs more accessible to workers.
  - B. Support investment and incentives for business expansion that benefits the local and regional economy.
2. Maintain and expand the capacity of the Department of Planning and Development to provide economic development, land use planning and technical assistance services to towns, villages and cities in Dane County to facilitate sensible and efficient growth. *(See details in Chapter 8: Land Use.)*
3. Streamline and update permitting and regulatory processes for Dane County businesses and communities without compromising environmental protection, and the health, safety and welfare of Dane County residents. *(See details in Chapter 8: Land Use.)*
4. Develop outreach and education programs to promote sound economic development practices.
  - A. Establish a business-to-business mentor program that targets minority businesses and entrepreneurs.
  - B. Develop and promote policies and practices that ensure an open and respectful environment for all minorities pursuing or engaged in economic development activities in Dane County.
  - C. Promote the expansion of knowledge-based service, research, and manufacturing businesses.
  - D. Develop and promote a collaborative approach between the public sector and residential and commercial real estate developers and management.
5. Encourage the preparation of impact studies for major industrial development proposals that identify positive and negative economic effects.
6. Create measures to evaluate economic development incentives to ensure that policies promote economic stability, increase employment, and improve incomes.
7. Support the development of industrial parks that are compatible with adjacent and surrounding land uses, in order to promote expansion of existing industries and to attract new industries.
8. Promote the development of desirable, attractive, compact, and convenient neighborhood or local shopping and commercial areas that are assets to the region.
9. Actively market Dane County as a place to locate research and manufacturing operations at events such as the international BIO conference, and the Wisconsin Biomedical Devices Association trade show.
10. Dane County should promote energy conservation and conservation practices to reduce greenhouse gases and reduce impacts on energy demand.
- E. Promote mentorship programs between businesses to encourage the sharing of effective business and financial practices.
- F. Promote entrepreneurship and small business ownership through education, training and private/public partnerships.
- G. Educate Dane County residents in order to promote the creation of high quality, livable communities.
- H. Encourage the participation of under represented populations and communities throughout Dane County in all aspects of economic development.





## **Community Investment**

### **Goals**

1. *Pursue economic development policies that generate and re-circulate wealth in Dane County.*
2. *Identify and promote “buy local” policies used by local governments and other public institutions to help strengthen local businesses.*

### **Supporting Objectives**

- A. Assist communities in developing well designed commercial and industrial areas by creating a database of economic development activities, policies, standards, tools and best practices.
- B. Provide technical and other assistance to communities developing commercial and industrial areas.
- C. Ensure continued funding for Dane County programs and agencies that provide opportunities for economic growth and workforce development.
- D. Identify, maintain and work to enhance factors that keep and attract investment in Dane County.
- E. Continue to provide technical assistance to Dane County communities pursuing economic development.
- F. Promote the protection of economically productive areas, including farmland and forestry.
- G. Encourage and monitor the development and use of business retention and marketing strate-

gies in Dane County communities.

### ***Policies and Programs***

1. Maintain support for Dane County programs, and key agencies and organizations that promote economic development.
  - A. Expand the BUILD program and prioritize high-need areas for commercial development and revitalization.
  - B. Promote increased funding for small business financing in Dane County.
  - C. Promote loan programs that provide low interest and gap financing to small, minority, women and worker owned businesses in Dane County.
  - D. Promote the increased participation of minority and women owned business in pursuing county contracts and Requests for Proposals (RFPs).
  - E. Continue to provide technical assistance to small businesses and minority businesses.
  - F. Designate economic development assistance priority to companies that pay above average wages.
2. Develop a strategic plan that would instruct communities how best to deal with competition from big box development while maintaining the viability of small businesses.
3. Explore county purchasing policies with the goal of increasing sourcing from local suppliers, and to promote business retention, expansion, entrepreneurial activity, and job creation.

## Industry-Specific Initiatives

### Agriculture and Related Industries

#### Goals

(See also Chapter 5: Agricultural, Natural and Cultural Resources.)

1. *Ensure that farming remains a viable business/industry.*
2. *Support and promote the development of community, regional, national and international markets for agricultural products in order to promote and preserve the county's agricultural industry.*
3. *Support the creation of conventional, organic and sustainable agricultural enterprises in Dane County.*



#### *Policies and Programs*

1. Support and promote, using targeted investments of public funds where necessary, infrastructure and organizational capacity that serves agriculture and related enterprises.
  - A. Support and encourage the development of regional agricultural enterprise including:
    - (1) agricultural cooperatives;
    - (2) manufacturing to process soy beans, produce and other farm products, and;
    - (3) new agricultural technologies.
  - B. Promote agricultural commerce by strengthening transportation infrastructure such as rail transit and roads. (See Chapter 2: Transportation.)
  - C. Explore the possibility of establishing a Dane County agricultural enterprise development center to:
    - (1) Support and incubate the development of local food products and agricultural businesses;
    - (2) Develop new markets for Dane County products;
    - (3) Research value-added opportunities for Dane County farmers;
    - (4) Attract agricultural processing and service facilities to the area;
    - (5) Coordinate activities with adjacent South-Central and Southwestern Agriculture Development Zones, and;
    - (6) Pursue private and/or other public sector or nonprofit funds and gradually diminish dependence on county funds.
  - D. Promote the development of organic processing facilities to process organic farm products.
  - E. Explore the feasibility of a self-supporting Central Agriculture and Food Facility (CAFF) that could provide processing, storage, marketing and office spaces for organizations and individuals involved in local food processing.

- F. Support local efforts to create public markets that would provide year-round venues for farmer's markets and additional market opportunities for Dane County farmers.
2. Enhance the economic viability of retaining land in agricultural use through creative and flexible regulation, as well as incentives. *(See Chapter 8: Land Use.)*
  3. Support farm marketing programs in order to promote Dane County agriculture and help farmers improve their profitability.
    - A. Identify and help develop new markets for production agriculture, biotechnology, value-added processing and Community Supported Agriculture (CSA).
    - B. Help to foster the formation of cooperative marketing approaches for farmers to coordinate product delivery.
    - C. Promote and support initiatives, such as a "Buy Dane County" campaign, to market and expand opportunities for food products grown and made in Dane County.
      - (1) Develop a Dane County logo to enable farmers to foster local marketing efforts.
      - (2) Work with local ad agencies on a campaign for Dane County grown products.
      - (3) Start a pilot project that tests the feasibility of selling Dane County food products, including local institutional markets, grocery stores and restaurants.
      - (4) Create an electronic web site to market Dane County products over the web.
      - (5) Enlist restaurants and grocery stores to showcase county products – establish a government-sponsored council to promote goals.
  4. Enhance technical assistance to agriculture related businesses. *(See Chapter 5: Agricultural, Natural and Cultural Resources.)*
  5. Pursue institutional food purchasing policies that provide new markets for area farmers.
    - A. Promote the purchase and consumption of locally grown and organic farm products in all Dane County facilities and those organizations and entities receiving financial assistance from Dane County.
    - B. Establish procurement policies that require 10 percent of food purchases by Dane County to be from locally grown or organic farm sources.
    - C. Support initiatives to create the Courthouse Catering enterprise, which proposes to source 75% of food locally for a cafeteria in the new courthouse.
  6. Work to protect forests and the timber industry in Dane County.

## Recreational, Cultural and Historical Tourism

### *Policies and Programs*

1. Work with the Convention and Visitor's Bureau as well as communities and organizations to inventory, promote, facilitate and market: recreational tourism; cultural tourism; agricultural tourism; historical and architectural tourism, and; overnight accommodation opportunities in Dane County, outside of the City of Madison.



2. Support changes to county zoning and other ordinances to support mixed-use residential and live-work units that combine studios, galleries, and artisan shops. *(See Chapter 8: Land Use.)*
  3. Promote the renovation and preservation of historic buildings. *(See details in Chapter 5: Agricultural, Natural and Cultural Resources.)*
  4. Identify potential areas for arts districts for the purpose of focusing resources and promoting cultural opportunities.
  5. Promote and support the arts, artists and cultural planning throughout Dane County, and with adjoining counties, as a means to identify, celebrate and honor our culture and heritage, and promote economic development.
  6. Continue support for recreational resources such as the Dane County Park System. *(See details in Chapter 5: Agricultural, Natural and Cultural Resources.)*
  7. Work to protect Dane County lakes, streams, and other natural resources to preserve the viability of our recreation and tourist industry. *(See details in Chapter 5: Agricultural, Natural and Cultural Resources.)*
- A. Work with the City of Madison to reach employment targets defined by the *Isthmus 2020 Plan*.
3. Dane County should become more active in workforce training and development.
    - A. Promote workforce development that assures Dane County residents can be employed by industry and business.
    - B. Strengthen Dane County's support for workforce development and job training, especially for smaller communities.
    - C. Work with Dane County school districts to promote their use of existing Department of Commerce funding for school to work programs to help students become employed.
    - D. Work with the labor unions, business trades and area schools to expand and develop apprenticeship programs, and target minorities.
    - E. Promote a diversity of employment opportunities through a variety of industries, professional trades, and cooperative business enterprises.
    - F. Work with existing businesses to explore ways to bring more high wage jobs to Dane County for unskilled or low-skilled workers.

## **Workforce Development and Training**

### **General Workforce Development**

#### *Policies and Programs*

1. Promote family supporting jobs and employment to reduce the number of children in poverty.
  - A. Promote higher minimum wage in Dane County as well as surrounding counties.
  - B. County will provide economic development assistance to enterprises that pay the Dane County living wage or above.
2. Recognize the regional nature of the labor supply.
  - A. Promote programs that educate young people about financial management and life skills.
  - B. Work with the business, non-profit, education, and the financial organizations and industry to expand personal savings program opportunities, as well as financial literacy programs to increase financial management among youth.
  - C. Promote the employment of minorities in commercial and residential building construction.
  - D. Promote and expand partnerships with

area employers to strengthen welfare to work programs and increase employment opportunities for youth and Dane County residents, and persons with disabilities.

- E. Support agencies that work to assist the returning prison population in finding employment and integrating into the workforce.
5. Encourage the state to create a program for employers that provide employees with educational opportunities and childcare.

## Job Quality and Employment

### *Policies and Programs*

1. Promote policies that increase healthcare coverage to Dane County residents.
2. Encourage employers to accommodate employees' needs for day care, transportation, and other family care needs.
  - A. Incorporate child care availability and incentives into workforce development programs.
  - B. Promote the availability of early childhood education as part of the Dane County's workforce development strategy.
3. Encourage the development of jobs for workers with special needs, older workers and persons with disabilities.
  - A. Encourage employers to accommodate the needs of older workers, persons with disabilities, and those with special needs.
4. Increase accessibility of support services for job placement and employment to Dane County communities, especially high needs communities.
  - A. Increase access to the Dane County Job Center and its services to Dane County residents including youth.
5. Work to expand and promote job training, vocational training, and employment programs and opportunities throughout Dane County.
  - A. Support skills training, services, and increased

assistance to the unemployed who are looking for employment.

- B. Work with the private sector, high schools, and MATC to create business internships and mentor programs that help youth and minorities make a successful transition into the workforce.
- C. Promote and support entrepreneurship and financial literacy programs that integrate youth and minorities through mentoring programs, apprenticeships, and adopt-a-class private/public partnership models.

## Public Investment and Infrastructure

### **Organizational Capacity and Technical Support**

#### *Policies and Programs*

1. Develop a more user-friendly interface between Dane County and the public.
  - A. Develop and maintain a Dane County website with economic development resources including resources and information for business development, retention and expansion.
  - B. Work to create a culture of inclusiveness, as well as criteria, to better integrate minorities in economic development.
2. Ensure appropriate level of staffing to support and help implement the economic development policies.
3. Encourage the development of programs to provide and promote basic financial literacy for residents of Dane County.
4. Expand technical assistance to communities throughout Dane County:
  - A. To provide economic development education;
  - B. To help them plan and develop strategies to attract and retain downtown businesses;
  - C. To support commercial revitalization that redevelops under utilized and unused parcels, and;

- D. Provide information and educational opportunities about tax increment financing to the towns.
- 5. Include workforce development agencies and training entities in community and economic development planning.
- 6. Develop programs and opportunities to promote regional economic development cooperation within and outside Dane County's borders. *(See Chapter 7: Intergovernmental Cooperation.)*

## Public, Utility and Transportation Infrastructure

### *Policies and Programs*

1. Promote a countywide multi-modal transportation and transit system that links neighborhoods, communities, services and employment, and provides for efficient and safe commuting, business travel and freight transport. *(See Chapter 3: Transportation.)*
2. Foster the provision of reliable electric transmission in Dane County to satisfy the economic needs of existing and future business and industry, including the needs for the growth of the high-tech sector. *(See Chapter 4: Utilities and Community Facilities.)*
3. Explore, encourage, help develop and invest in a countywide wireless internet(WI-FI) telecommunications system to improve business opportunities, and keep business and the private sector competitive.
4. Encourage communities to provide adequate public infrastructure to enable businesses to operate successfully.
5. Promote sufficient and sustainable power generation and transmission to meet the needs of the people of Dane County, for the present and into the future. *(See Chapter 4: Utilities and Community Facilities.)*

## Revenue

### *Policies and Programs*

1. Explore and identify new sources of revenue and enterprise opportunities for Dane County to promote economic development.
  - A. Continue to pursue and maximize methane processing and other production opportunities from county landfills.
  - B. Explore the use of a vehicle registration fee, excluding farm vehicles, registered in Dane County to help offset the costs of providing transportation upgrades, maintenance, and new roads in Dane County.
  - C. Explore fee for service opportunities for providing housing and economic development technical assistance to communities in Dane County.
  - D. Pursue grant, loan and foundation opportunities to assist in promoting economic development in Dane County.
2. Work with the private sector to identify opportunities that promote Dane County businesses and cluster industries.
  - A. Support private sector efforts to cultivate angel and venture capital investment networks.
  - B. Identify policies that would keep dollars in Dane County, as well as promote the re-circulation of those dollars.
  - C. Partner with technical transfer offices to ensure high tech startups remain in or are drawn to the Dane County region.



# Chapter 7: Intergovernmental Cooperation

## Introduction

Sixty-two local governments operate within Dane County's borders, including thirty-three towns, twenty villages, eight cities and the county itself. Dane County also shares borders with seven other counties and twenty-two additional towns. Thanks to Madison's status as the state capitol, Dane County hosts more than 60 different state agencies, the Wisconsin State Legislature and the Governor's Office. Quasi-governmental public entities, such as the county's 25 school districts, 28 EMS districts, 21 drainage districts, the Madison Metropolitan Planning Organization, the Capital Area Regional Planning Commission, the Madison Area Technical College, and the University of Wisconsin all exercise varying degrees of regulatory authority, taxation ability or independent decision-making within their respective spheres.

Dane County's success at achieving its comprehensive planning goals will depend heavily on its ability to cooperate and coordinate effectively with its neighbors, counterparts and partners. Regional and countywide planning issues such as urbanization, resource protection, economic development, housing prices, traffic or service delivery rarely confine themselves to arbitrary jurisdictional boundaries. As a representative government with a regional focus, Dane County can play a valuable role in helping to foster cooperation among,

and resolving disputes between, local governments. The county also implements a variety of state and federal programs, ranging from shoreland and floodplain management, to state-funded highway improvements, to housing and economic development initiatives funded through the federal Community Development Block Grant (CDBG) program. Finally, tight budgets, declining State of Wisconsin aid to localities, and increasing demand for county government services continue to spur communities, including Dane County, to explore shared service arrangements with other communities.

## Purpose

This chapter is intended to describe the county's goals, objectives, policies and programs for joint planning and decision making with other jurisdictions, including:

- Adjacent and constituent local governments;
- School districts;
- Regional entities;
- State agencies, and;
- Other governmental units.

This chapter also identifies existing or potential conflicts between the county and other governmental

### Key Issues

#### How can Dane County cooperate with other units of government to:

- Creatively share service delivery to meet budget limitations, while still providing high quality services to its residents?
- Promote an equitable distribution of tax base among municipalities?
- Promote predictability and community stability in spite of annexation and municipal boundary changes?
- Reduce dependence on costly, time-consuming litigation to resolve intergovernmental conflict?
- Build consensus to achieve county and regional goals?
- Reduce land use conflicts across borders or inconsistencies between plans?



units, and recommend strategies for conflict resolution.

Additional information in Volume II will also:

- Incorporate existing plans and agreements under sections 66.0301, 66.0307, and 66.0309 of the Wisconsin Statutes (*See Volume II for a complete list of intergovernmental agreements to which Dane County is a signatory*);
- Analyze the relationship between other units of government and Dane County, and;

## Survey Results

The 2005 *Dane County Comprehensive Plan Survey* indicates that Dane County residents feel strongly that the county should do more to work together with other units of government to avoid duplication of services. When asked how important this issue was to them personally, respondents produced an average score of 7.8. However, when asked to rate Dane County's performance in this area to date, respondents gave the county an average score of 5.6.

When asked to select the most important role the county should play in resolving intergovernmental conflict, 32% of survey respondents said "creating a consensus-based process," 20% said "creating committees of local officials," and 20% said "mediating conflict."



## Relationship with Other Units of Government

### Towns

All towns in Dane County have adopted the county zoning ordinance (Chapter 10, Dane County Code). Under the provisions of s. 59.69, Wisconsin Statutes, the town and county boards of supervisors must work cooperatively to enact zoning map amendments (re-zone petitions) or zoning ordinance text amendments. County land division, shoreland zoning and floodplain ordinances also apply in towns. See Chapter 4: Utilities and Community Facilities for other county services provided by Dane County to unincorporated areas.

### Cities and Villages

Under Wisconsin law, incorporated cities and villages exercise a great deal of autonomy and regulatory authority, independent of county authority. In most cases, Dane County plays a funding, advisory or resource-sharing role with cities and villages, but does not typically exercise direct regulatory or administrative control. One notable exception is in the area of water resources. The Wisconsin Legislature has granted the Dane County Lakes and Watershed Commission and the Dane County Board of Supervisors unique authority (Chapter 33, Subchapter V, Wis. Stats.) to enact regulations that apply within towns, villages and cities to protect surface water resources. Dane County is also one of three designated water quality management areas under NR 121, Wisconsin Administrative Code. NR 121 grants authority over municipal sewer system extensions to a regionally representative body. This function is currently performed by the Capital Area Regional Planning Commission, a non-governmental entity with several Dane County Executive appointments. (*See Regional Entities on facing page.*)

Another example of Dane County and city intergovernmental cooperation is the Public Health of Madison and Dane County (PHMDC) agency. By January 1, 2008, the PHMDC will function as a jointly operated, fully integrated agency providing health services to residents throughout Dane County.

## *Adjoining Counties*

Dane County shares borders with Columbia, Sauk, Iowa, Green, Rock, Jefferson and Dodge Counties. Dane County's formal relationships with adjoining county governments have typically focused on specific projects or program areas. Some examples include the following.

- *Capital Consortium*: This ongoing, collaborative effort coordinates direct assistance, training and job opportunity programs (including W2) operated by Dane, Dodge, Marquette, and Sauk Counties. All funds flow through Dane County.
- *Planning for Change in Long Term Care*: Under a planning grant from the Wisconsin Department of Human Services, Dane County, Rock County, the Community Living Alliance and Elder Care of Wisconsin are designing a jointly operated system to provide services to older adults and people with physical disabilities.
- *Dane County and Sauk County Highway 12 Corridor Plan*: Using funds from the Wisconsin Department of Transportation, Dane County and Sauk County cooperated in developing a Purchase of Development Rights program and updated town land use plans to protect natural and agricultural resources in the Highway 12 corridor.

In addition, Dane County staff and elected officials participate in informal networking and information-sharing opportunities with their peers in other counties, such as regional Planning Directors and Rock River Coalition meetings.

## *Regional Entities*

Dane County works closely with a variety of regional organizations serving the Dane County area. In many cases, the Dane County Executive makes appointments to some or all of the seats on the board of each organization. In other cases, the county provides funding, staff resources or other support. Some of the most significant entities with separate statutory or other authority independent of the Dane County Board of Supervisors include the:

- **Capital Area Regional Planning Commission;**
- **Dane County Lakes and Watershed Commission;**
- **Madison Area Metropolitan Planning Organization;**
- **Madison Metropolitan Sewerage District;**
- **Drainage Districts, and;**
- **Collaboration Council.**

## *School Districts*

Dane County government has traditionally had little formal interaction with school districts, except through support services provided by the Dane County Library Service.

## *State of Wisconsin*

Like all counties in Wisconsin, Dane County maintains financial, statutory and administrative relationships with a variety of state agencies. In addition, county and state agency staffs frequently collaborate on policy development, program design or information sharing. Particular agencies critical to achievement of county comprehensive planning goals, along with relevant programs, are listed below.

### Department of Agriculture, Trade and Consumer Protection (DATCP)

- **Farmland Preservation**
- **Land and Water Resource Planning**

### Department of Natural Resources (DNR)

- **Shoreland, Wetland and Floodplain Zoning**
- **Tenney Locks and Dam**
- **Parks and Open Space Planning**
- **Waterbody Classification**

### Department of Transportation (WisDOT)

- **County Trunk Highway Improvements**
- **Corridor Planning**

## Existing and Potential Conflicts

### Annexation and Urban Growth

While the City of Madison continues to grow in both population and geographic area, the most rapid population growth continues to occur in outlying cities and villages. This means that annexation pressure affects nearly all areas of Dane County. Under Wisconsin law, cities and villages can only annex lands by petition and consent of individual landowners. Since annexation depends on the varying desires and economic circumstances of property owners, this process may result in haphazard municipal boundaries and inefficient public service delivery. Town and county governments also have little or no control over annexations. As towns lose existing residents, businesses and undeveloped land, they lose population and tax base. This, in turn, negatively affects town governments' ability to provide services to their residents and lessens their relative political strength. If towns attempt to rebuild their tax base by encouraging low-density development in areas adjacent to city or village boundaries, they may frustrate planned urban growth and complicate urban service delivery.

Typically, incorporated municipalities have responded to town development by blocking land divisions under their extraterritorial plat review jurisdiction (ETJ) under Chapter 236 of the state statutes. For their part, town governments have occasionally attempted to block unwelcome annexations through expensive, and often unsuccessful, lawsuits. In Dane County, annexation issues are mitigated somewhat by the Urban Service Area amendment process, which requires municipal planning and public involvement prior to extension of services to newly annexed lands. Recently, cities, villages and towns have shown a renewed interest in intergovernmental agreements that establish long-term municipal boundaries, to avoid such conflicts in the future.

### Regulatory Coordination

In general, county land use ordinances apply in all unincorporated areas of the county, while city or village ordinances apply in incorporated areas. However, there are several exceptions, each of which can create confusion and conflict due to differing ordinance standards, interpretation, permitting procedures and administra-

tion.. Examples are listed below.

- *Extraterritorial Zoning (ETZ):* A few cities and villages (See Volume II for a complete list) have established extraterritorial zoning jurisdictions in unincorporated lands under s. 62.23(7a), Wis. Stats. Unincorporated lands in ETZs are not subject to the county general zoning ordinance (Chapter 10, Dane County Code), but remain under the authority of county shoreland, wetland, erosion control, stormwater management, floodplain and land division regulations. Extraterritorial zones may lapse and revert to county zoning authority if the city or village and the affected town fail to form a cooperative planning body, adopt a permanent ordinance or adopt a land use plan for the area.
- *Land Division:* Although the Dane County Land Division Ordinance (Chapter 75, Dane County Code) applies to all unincorporated areas, fifteen towns have also adopted their own land division ordinances under independent authority under Chapter 236, Wis. Stats. In such towns, property owners seeking to divide land must comply with both county and town standards and procedures. In addition, all cities and villages in Wisconsin exercise extraterritorial plat review jurisdiction (ETJ) within specified distances of incorporated municipal boundaries.
- *Shoreland and Wetland Zoning:* Section 59.692(7), Wis. Stats., requires that cities and villages adopt ordinance standards that are at least as restrictive as the county's for all lands annexed after May 7, 1982. County shoreland and wetland standards for annexed areas may not be consistent with municipal standards that apply to older sections of the city or village.
- *Stormwater and Erosion Control:* Under Chapter 30, Wis. Stats., and Chapter 14, Dane County Code, all cities and villages in Dane County must adopt erosion control and stormwater management standards that meet minimum standards set by the Dane County Lakes and Watershed Commission. The Lakes and Watershed Commission periodically re-

views municipal ordinances and administration for consistency with county standards.

## Open Space and Agricultural Preservation

Adopted county, town, city and village goals and objectives related to farmland preservation, open space protection or community separation occasionally conflict with either planned or unplanned urban, suburban or rural growth. Maps depicting such areas of potential conflict are included in Volume II. To date, methods for resolving such conflicts have included:

- working to revise Urban Service Area approval standards to take agricultural preservation issues into account, and;
- intergovernmental participation in the *Dane County Parks and Open Space Plan*, particularly the county Conservation Grant program.

See also *Chapter 5: Agricultural, Natural and Cultural Resources*, and *Chapter 8: Land Use* for specific recommendations to resolve such conflicts in the future.

## Goals, Objectives, Policies and Programs

### Overall Intergovernmental Cooperation

#### Goals

1. *Facilitate and encourage cooperation and communication between all levels of government.*

#### Supporting Objectives

- A. Encourage cities, villages, and towns to enter into joint planning initiatives, including intergovernmental land use, service, and boundary agreements.
- B. Encourage cities, villages, and towns to enter into joint planning initiatives when it comes to locating shared public facilities and sharing public services.
- C. Encourage agreements among Dane County municipalities.
  - (1) Dane County should encourage more com-

munities to engage in and complete shared public service agreements and intergovernmental agreements to improve service and lower costs.

- D. Provide a forum for communication among Dane County municipalities.
2. *Ensure town, city and village governments have a continued role in county decision-making in areas covered by the Dane County Comprehensive Plan.*
  3. *Establish a process for mutually beneficial intergovernmental relations with other governmental jurisdictions, both within and outside the county, to promote cooperation and communication.*

#### Supporting Objectives

- A. Work with local governments, state agencies, other planning agencies, and school districts on land use and community development issues of mutual concern. (e.g. Location of public facilities.)
- B. Develop and support processes to resolve conflicts between the plans of governments with overlapping jurisdictions.
- C. Dane County should actively seek opportunities for shared public service agreements and intergovernmental agreements that improve services and lower costs.
- D. Use a consistent and inclusive process to ensure all affected parties (by region and function) are included. For example transportation issues should include the general public, land owners, all communities, Dane County highways department, Madison Area Metropolitan Planning Organization, and the Wisconsin Department of Transportation.
- E. Continue community support services that had been formerly provided by the Dane County Regional Planning Commission (Regional Trends Report, Demographic analysis, Planning Support, Water Quality Analysis, and Hydrologic Modeling).
- F. Assist local municipalities with resources to complete the intergovernmental cooperation element of their respective comprehensive plans.

- G. Provide resources to assist communities in completing the conflict resolution process of this chapter.

### *Policies and Programs*

1. Continue and enhance ongoing county-sponsored incentive and grant programs that promote inter-governmental cooperation, such as:
  - A. The Dane County Conservation Grant Program, as described in the *Dane County Parks and Open Space Plan*.
  - B. The BUILD program
  - C. The Dane County Community Development Block Grant (CDBG) program.
2. Continue and increase participation in the development and amendment of town, city and village comprehensive plans, and school district, state, regional and federal planning activities.
  - A. Review local government plans for consistency with the *Dane County Comprehensive Plan*, and provide comment and analysis to local governments.
  - B. Actively participate in forums, workshops, meetings and other public participation activities sponsored by other units of local, state and federal government.
3. Establish an ongoing, multi-jurisdictional discussion forum to address growth issues inside and out of Dane County.
  - A. Sponsor forums for the housing industry, planning staff, plan commissions, elected officials, stakeholders, and the county land conservation community to foster positive alliances.
  - B. Create educational forums to highlight successful public/private sector and multi-jurisdictional development initiatives.
  - C. Promote multi-county planning discussions to address growth issues such as housing, economic development, employment, transportation and energy, beyond Dane County's borders.
  - D. Examine trends that will affect demand for public services or facilities, and explore oppor-

tunities for shared services and facilities.

4. Continue to strive for balance and broad representation from all levels of government, citizens, stakeholders and interest groups in the composition of county committees, commissions and work groups.
5. Develop programs and opportunities to promote regional economic development cooperation within and outside Dane County's borders.
  - A. Explore and identify advantages and opportunities for working with other counties to promote economic development.
  - B. Work with the regional partners, for example the Collaboration Council Initiative, organizations and surrounding counties to promote:
    - (1) multi-county economic development cooperation;
    - (2) combined economic development efforts, and;
    - (3) discussions to address growth issues beyond Dane County's borders.
  - C. Dane County should partner with local communities to facilitate a full spectrum of commercial redevelopment activities.
  - D. Work with local economic development organizations to help develop strategies to retain, expand and attract businesses.
  - E. Explore and identify opportunities for Dane County and the City of Madison to work together to promote economic development and job creation.
  - F. Encourage inter-governmental development and revenue sharing.
  - G. Identify strategies for soliciting and prioritizing local community and neighborhood economic development needs.
  - H. Dane County should work together with the City of Madison to retain and attract business in the central business district, and identify and promote policies to support this goal.
  - I. Work with surrounding communities to explore, identify and promote possible revenue sharing opportunities and potential projects

that would for the purpose of mutual economic benefit, reduce competition among communities, and promote regional collaboration.

- J. Educate communities and promote the use of Tax-Increment Financing (TIF) and multi-jurisdictional Tax Increment Financing (TIF) by providing information, guidelines, and model examples.

## **Conflict Resolution Process**

### *Goal*

1. *Establish a consistent process for Dane County and other units of government to resolve intergovernmental conflict.*

### *Policies and Programs*

1. Dane County should follow, and make sure communities and other units of government have access to, a complete range of options to resolve intergovernmental conflicts. Where necessary, Dane County should provide resources to assist communities in resolving conflict. Options should include:
  - A. Informal networking and discussion among public employees, commission members and elected officials of various units of government;
  - B. Participation in municipal, county and state hearings, meetings and other ongoing public participation activities;
  - C. Representation and full, open debate on the County Board of Supervisors, county committees, commissions and task forces;
  - D. Unassisted and assisted negotiation, mediation and facilitation services;
  - E. Permanent regional entities that are representative of multiple communities;
  - F. Cooperative planning, cost-sharing and formal intergovernmental agreements, and;
  - G. Litigation, as a last resort, only after other means of resolving conflicts have been exhausted.
2. Explore opportunities and develop capacity for facilitation, mediation or arbitration services to

help resolve intergovernmental conflicts or to assist communities in negotiations. Consider circumstances where Dane County can play an intermediary role, and where third-party assistance may be necessary.

## **Intergovernmental Agreements and Cooperative Planning**

### *Goal*

1. *Where appropriate, Dane County government should develop and enter into, formal intergovernmental agreements with other communities to reduce costs, provide for more efficient delivery of service, protect regional resources, or to further the goals of the Dane County Comprehensive Plan.*

### *Policies and Programs*

1. Incorporate all existing intergovernmental agreements, to which Dane County is currently a signatory, into the *Dane County Comprehensive Plan*. (See *Volume II* for a complete list.)
2. Establish a process to automatically amend the comprehensive plan to include new intergovernmental agreements once they are signed by Dane County.
3. Encourage and support cooperative development agreements between Dane County communities that further the goals and objectives of the *Dane County Comprehensive Plan*.
4. Continue to actively sponsor, and participate in, project-specific multi-jurisdictional planning efforts, like the North Mendota Parkway and Resource Protection Corridor project, or the Highway 12 Expansion project, that have the potential to affect resources, infrastructure or services at the county or regional level.

## **Other Units of Government**

### **Neighboring County Governments**

#### *Policies and Programs*

1. Continue to explore new opportunities to work cooperatively with the governments of Columbia,

Sauk, Iowa, Green, Rock, Jefferson and Dodge Counties, in order to further the goals of the *Dane County Comprehensive Plan*.

2. The County will work with towns and other local units to evaluate the impact of Dane County's development policies on adjacent counties, in order to encourage adjacent communities to adopt appropriate growth management programs.

## Regional Entities

### *Policies and Programs*

1. Continue to work with state and local governments to support and maintain the Capitol Area Regional Planning Commission as a regional entity, representative of the Dane County area, with the capacity to accomplish the following tasks.
  - A. Conduct regional water quality planning services, including the approval of public sewer and water extensions, under NR 121, Wisconsin Administrative Code, and to maintain and update the *Dane County Water Quality Plan*. In developing the Dane County Water Quality Plan, the CARPC will do the following.
    - (1) Comply with all requirements of NR 121, Wisconsin Administrative Code.
    - (2) Give priority to areas of the highest environmental sensitivity and growth pressure, including:
      - a. all communities within the Central Urban Service Area;
      - b. all communities within the Northern Urban Service Area;
      - c. all urban service areas with a year 2000 Census population of 3,000 or more, and;
      - d. the Black Earth Urban Service Area.
    - (3) Consider other factors including the impacts on natural and built systems, the efficient use of land including urban densities, and the ability to efficiently provide services to support the development and farmland preservation planning.

- B. Provide information, mapping and protection for environmental and resource protection corridors, and coordinate water quality monitoring, and hydrological modelling;
- C. Provide demographic research, maintain the annual *Regional Trends Report*, serve as the regional census depository, and provide technical planning and research services to Dane County communities, and;
- D. Provide a regional forum for networking, discussion and communication between communities in the Dane County area.

2. Continue to support and work cooperatively to further the goals of the *Dane County Comprehensive Plan* with other regional entities, including:
  - A. Dane County Lakes and Watershed Commission (*See Chapter 5: Agricultural, Natural and Cultural Resources*);
  - B. Madison Metropolitan Sewerage District (*See Chapter 4: Utilities and Community Facilities*);
  - C. Madison Area Metropolitan Planning Organization (*See Chapter 3: Transportation*);
  - D. Drainage Districts (*See Chapter 5: Agricultural, Natural and Cultural Resources*), AND;
  - E. Collaboration Council (*See Chapter 6: Economic Development*).

## School Districts

### *Policies and Programs*

1. Work to expand the county's relationship with school districts, particularly with respect to residential development planning and opportunities for shared services, amenities or facilities. (*See also Chapter 4: Utilities and Community Facilities.*)

## State Government

### *Policies and Programs*

1. Continue to use the county legislative agenda process and the county legislative lobbyist to advocate to the Wisconsin Legislature about issues of concern to Dane County, and to review and comment

on pending legislation that has the potential to affect the county.

2. Continue to work with State of Wisconsin agencies to meet statutory obligations, share resources and find collaborative ways to further county and state planning goals.

## Town Governments

### *Policies and Programs*

1. Town governments in Dane County may submit their comprehensive or land use plans for adoption by the Dane County Board of Supervisors as amendments to the *Dane County Comprehensive Plan*. A complete list of town plans currently adopted as components of the *Dane County Comprehensive Plan* is included in Volume II.
  - A. As provided in s. 10.255(1)(d), Dane County Code, the county Zoning and Land Regulation Committee will use town plans adopted by the county board as criteria for county zoning decisions.
  - B. For towns that do not have a land use or comprehensive plan adopted by the county board, the Zoning and Land Regulation Committee and the Dane County Board of Supervisors will use the General Regional Planning Framework policies described in Chapter 8: Land Use, other policies of the *Dane County Comprehensive Plan* (including component plans, such as the *Dane County Farmland Preservation Plan*), and any other relevant county adopted plan as criteria for county zoning decisions.
  - C. The Department of Planning and Development will develop, maintain and distribute technical and content guidelines for town plans to facilitate county board adoption.
  - D. Towns submitting a land use or comprehensive plan to the county board for adoption should follow, at a minimum, the following procedure.
    - (1) Towns may, at their discretion, submit their entire comprehensive plan, or just the Land Use element, for county board adoption. Towns that have adopted the county exclusive agricultural zoning ordinance should

also include a separate “Farmland Preservation” chapter in their submittal, for adoption as part of the *Dane County Farmland Preservation Plan*.

- (2) Towns will submit one or more preliminary versions of the plan to the Department of Planning and Development for staff review.
- (3) Planning and Development staff will respond to the town with any comments, concerns or suggestions within 30 days.
- (4) Towns may request a preliminary joint meeting with the county Zoning and Land Regulation Committee and the Environment, Agriculture and Natural Resources Committee for the purpose of discussing the general parameters, content or interpretation of the plan, or to discuss issues that cannot be resolved by staff.
- (5) When a plan is near completion, towns may request a second meeting with the Zoning and Land Regulation and Environment, Agriculture and Natural Resources Committees to resolve any remaining potential issues.
- (6) When a town is ready to seek county board adoption as part of the *Dane County Comprehensive Plan*, the town should send the following materials to the Department of Planning and Development:
  - a. Sufficient copies of the proposed county comprehensive plan amendment to meet the requirements of s. 66.1001(4)(b), Wis. Stats. for Dane County. (At least fifteen color paper copies should be provided, the remainder may be on CD-ROM or DVD-ROM);
  - b. A copy of an adopted town board resolution requesting county board adoption into the *Dane County Comprehensive Plan*.
- (7) Planning and Development staff will coordinate county compliance with state requirements for amendment of the *Dane County Comprehensive Plan* [s. 66.1001(4), Wis. Stats.], and if necessary, the *Dane*



*County Farmland Preservation Plan* [Chapter 91, Wis. Stats.] including the following.

- a. Preparing an appropriate resolution and ordinance amendment for County Board approval of the town comprehensive plan.
  - b. Providing copies of the proposed amendment to comply with s. 66.1001(4)(b), Wis. Stats.
  - c. Completion of Class I notice requirements, and any other public notices required under s. 66.1001 or, if necessary, Ch. 91, Wis. Stats.
  - d. Scheduling, within 90 days of the town's completion of a, b and c, above, a public hearing on the amendment before the county Zoning and Land Regulation Committee. The county Environment, Agriculture and Natural Resources (EANR) Committee will be notified of the public hearing. A quorum of the EANR Committee may be present but no action will be taken by the EANR Committee at the public hearing.
  - e. After Zoning and Land Regulation Committee action, provide the EANR committee with a copy of the plan and staff report.
- (8) The Zoning and Land Regulation Committee will take action on the amendment within 30 days of the county public hearing. In the event the ZLR cannot complete its review within the time allotted, it will report the plan to the county board without recommendation.
- (9) The Environment, Agriculture and Natural Resources Committee will take action on the amendment within 60 days of the county public hearing, or report the plan to the county board without recommendation.
- (10) The town board may request extensions to the above timeframes by written request to the Zoning and Land Regulation Committee.

2. Expand direct assistance to town government for planning in rural areas (*See Chapter 8: Land Use*) to

promote development that meets the Community Design Principles of the *Dane County Comprehensive Plan*.

## Village and City Governments

### *Policies and Programs*

1. Make sure the Department of Planning and Development maintains the ability to provide technical assistance and support to cities and villages to facilitate sensible and efficient growth that meets the Community Design Principles of this plan and direct county resources to that end. (*See Chapter 8: Land Use.*)

## Non-Governmental Organizations

### *Policies and Programs*

1. Continue to cooperate and collaborate with non-profit organizations and other nongovernmental agencies to further the goals and objectives of the *Dane County Comprehensive Plan*.

# Chapter 8: Land Use

## Introduction

Of the approximately 793,000 acres within Dane County's borders, approximately 182,000 acres, or almost 23%, are covered by water, wetlands, regulated buffers, floodplain or hydric soils. Steep slopes cover roughly another 120,000 acres, or 15%. In 2000, existing development, transportation and other infrastructure accounted for more than 125,000 acres, or 16%. Existing public lands, parks, wildlife areas, trails, recreation areas and environmental reserves account for another 20,000 acres, or 4%. Commercial, industrial, residential, agricultural, recreational and natural resource uses all compete for the remaining 346,000 acres of easily developable land.

Meanwhile, Dane County's population continues to grow, household size continues to drop, automobile use continues to climb, and the county's economy continues to follow nationwide shifts from agriculture and manufacturing to decentralized service and information industries. All of these factors combine to produce dynamic land use change.

## Purpose

This chapter contains goals, objectives, policies and programs to guide the future development and redevelopment of public and private property in Dane County. Detailed maps, existing densities, trends analysis and land use need projections are contained in Volume II.

## Stakeholders

The Land Use chapter compiles and synthesizes recommendations originally developed by the CPSC and the three citizen workgroups (ANCR, HED and TUCF) into a coherent and complete land use strategy.

## Survey Results

An overwhelming majority (83%) of survey respondents identified "planning for future growth" as the single most important issue facing Dane County, including 55% who said the county should pay "considerably more" attention to this issue. Seventy-five percent of respondents also said Dane County should pay at least somewhat more attention to managing conflicting land interests across the county. Respondents favored an active, cooperative role for Dane County government, with "coordinating units of government," and "tightening zoning codes and regulations" the most popular responses.

Town, city and village respondents tended to agree on the overall importance of planning for future growth and the county's intergovernmental coordination role. Urban (24%) and rural residents (30%) were more likely to favor county tightening of zoning regulations than their suburban (19%) counterparts.

## Regional Land Use Planning

### Key Issues

**How can Dane County meet its housing, transportation, service delivery, resource protection, community identity and economic development goals when every year, on average, the following land use changes take place in Dane County?**

- 6,300 more people live in Dane County.
- Almost 350,000 real estate documents are recorded with the Register of Deeds.
- Approximately 4,000 acres of farmland are converted to residential or commercial use.
- 4,500 new homes and more than \$500 million worth of commercial real estate are constructed.
- 750 acres of natural, permeable soils are replaced with impervious surfaces.
- Almost 900 acres are added to Urban Service Areas.

## Framework

The *Dane County Comprehensive Plan* incorporates a number of long established county and regional plans built around key planning concepts. Farmland Preservation, Parks and Open Space, Urban Service Areas, and Environmental Corridors form the four foundational planning principles that have influenced land use patterns across Dane County for over 20 years. These planning principles are grounded firmly in the county's past and present planning efforts and will continue as important components of the *Dane County Comprehensive Plan*.

## Farmland Preservation

The *Dane County Farmland Preservation Plan*, adopted by the County Board on December 3, 1981, marked the beginning of the county's participation in the state of Wisconsin Farmland Preservation Program, WI State Statute Ch. 91.51, which provides income tax credits to farm owners who keep their property in agricultural use. Farmland Preservation has been, and will continue to be, a cornerstone of town and county planning as well as an example of the benefits and success of cooperative planning.

## Parks and Open Space

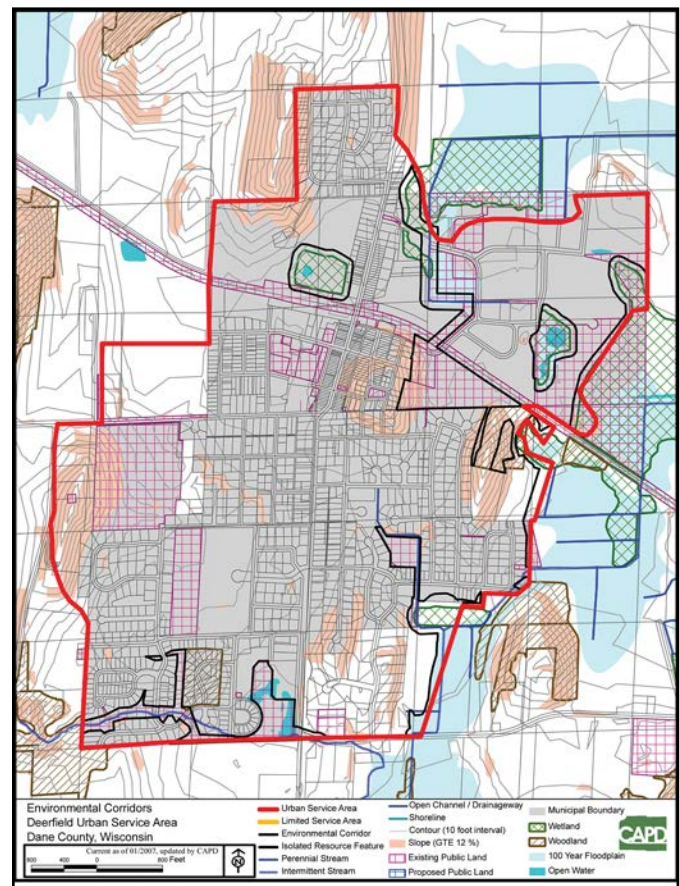
Dane County has a long history of implementing the *Dane County Parks and Open Space Plan* on a voluntary basis, using the County Conservation Fund to purchase properties and conservation easements from willing sellers. The *Dane County Parks and Open Space Plan* is not a regulatory document. See Chapter 5: Agricultural, Natural and Cultural Resources for other recommendations related to the *Dane County Parks and Open Space Plan*.

## Urban Service Areas (Smart Growth Areas)

First introduced in the 1973 *Dane County Land Use Plan*, Urban Service Areas represent those areas in and around existing communities most suitable to accommodate urban development. Urban services include public water supply and distribution systems, sanitary sewerage systems, police and fire protection, solid waste collection, urban storm drainage systems, streets with

curbs and gutters, street lighting, neighborhood facilities such as parks and schools, and urban transportation facilities such as sidewalks, taxi service and mass transit. As described in the *Dane County Water Quality Plan*, Urban Service Areas also serve as the county's sewer service areas for areawide water quality management planning under NR 121, Wisconsin Administrative Code.

Section 16.965(1)(b), Wisconsin Statutes, defines a "Smart Growth Area" as "an area that will enable the development and redevelopment of lands with existing infrastructure and municipal, state and utility services, where practicable, or that will encourage efficient development patterns that are both contiguous to existing development and at densities which have relatively low municipal, state governmental and utility costs." For the purposes of the *Dane County Comprehensive Plan*, Dane County's Urban Service Areas, as updated and amended in the *Dane County Water Quality Plan*, will serve as the county's Smart Growth Areas.



## Environmental and Resource Protection Corridors

*Environmental Corridors* are contiguous systems of open space in urban and urbanizing areas, that include environmentally sensitive lands and natural resources requiring protection from disturbance and development, and lands needed for open space and recreational use. They are based mainly on drainage ways and stream channels, floodplains, wetlands, steep slopes over 12.5%, and other resource features. Capital Area Regional Planning Commission staff work with municipalities to delineate and map environmental corridors as part of the process for approving Urban Service Areas.

*Resource Protection Corridors* as shown on the Planned Land Use Map, include areas that are not suitable for structural development due to environmental sensitivity or because of the presence of fragile, irreplaceable resources. Resource Protection Corridors apply to areas outside Urban Service Areas as identified in the Dane County Water Quality Plan. Resource Protection Corridor Overlays include the following categories of lands:

- wetlands, as defined in state statute and including both the shoreland wetland and inland wetland districts under Chapter 11, Dane County Code;
- shoreland setbacks and wetland buffers required under Chapter 11, Dane County Code
- 1% regional floodplains, including the general floodplain district, floodway district and flood storage district, as described in Chapter 17, Dane County Code, and;
- other areas identified in town, city or village plans adopted as part of the Dane County Comprehensive Plan, as areas specifically planned to protect natural or cultural resources, and where structural development is strictly limited.

Policies throughout this plan seek to maintain and strengthen both Environmental and Resource Protection Corridors to provide a complete network of protected and interlinked natural resource protection areas throughout the county.

## Goals, Objectives, Policies and Programs

### Overall Land Use

#### Goals

1. *Promote the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.*
2. *Encourage land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state government and utility costs.*
3. *Provide adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial areas.*

#### Supporting Objectives

- A. Promote the use of continuous/contiguous building site development within communities to avoid the inefficient use of land, and so that community separation is maintained.
  - B. Promote the use of contaminated sites (brown-fields) for commercial and economic development.
  - C. Promote the location of business and industrial development in communities where a full range of urban services exists.
  - D. Encourage housing, commercial and other development that has the least impact on or enhances existing and local regional facilities.
4. *Plan and develop land uses to create or preserve varied and unique urban and rural communities.*
  5. *Build community identity by revitalizing main streets and enforcing design standards.*

#### Supporting Objectives

- A. Promote and enhance community identity and create a sense of place.
- B. Promote commercial development that clusters into districts and complements and reinforces existing neighborhoods and development.

- C. Promote the development of neighborhood scaled commercial development located within or at the edges of residential neighborhoods.
  - D. Promote land uses and community development that allow for and include mixed-income housing.
  - E. Promote new development that complements and reinforces existing neighborhoods and development.
  - F. Support the maintenance and rehabilitation of historic buildings and structures. *(See Chapter 5: Agricultural, Natural and Cultural Resources.)*
  - G. Promote a balance of employment and housing opportunities within communities.
  - H. Promote the development of housing and communities that integrate childcare facilities; educate the housing industry about the need for childcare to be located within neighborhoods.
  - I. Promote the development of affordable housing that provides convenient access to transit and employment opportunities, daycare, food stores, health care and other services.
  - J. Promote a variety of land uses and a range of residential densities and housing types at locations within neighborhoods next to commercial centers and transit.
6. *Encourage neighborhood designs that support a range of transportation choices.*

#### Supporting Objectives

- A. Coordinate land use and transportation plans and decisions to ensure that transportation facilities are compatible with planned development.
- B. Promote more efficient service provision that provides transit options.
- C. Promote mobility and accessibility to housing, employment and services via multiple modes of transportation.
- D. Identify and promote linkages between housing policies and economic development programs to reduce commuting distance.

- E. Promote the location of community-scaled development in urban residential areas and mixed-use settings along major transportation corridors that are, or will be, served by transit; concentrate the largest developments at transit stops and other inter-modal transportation nodes.

7. *Protect natural areas, including wetlands, wildlife habitats, lakes, woodland, open spaces and ground-water resources.*

*(See also Chapter 5: Agricultural, Natural and Cultural Resources.)*

8. *Encourage efforts to reduce or eliminate the number of Clean Air Action Days in Dane County, such as the land use recommendations listed above.*
9. *Protect economically productive areas, while balancing conservation and preservation needs.*

#### Supporting Objectives

- A. Develop comprehensive water management policies for Dane County, considering the connections between land-use, urban growth, and surface water and groundwater issues.
- B. Promote the creation of compact urban, mixed-use developments in underutilized or vacant sites (infill areas) to avoid the conversion of agricultural or open space areas.
- C. Promote housing development that protects designated environmental and resource protection corridors.

10. *Balance individual property rights with community interests and goals.*

## **Regional Planning Framework**

### *Policies and Programs*

1. Maintain and enhance the existing regional planning framework in Dane County.

#### A. **Urban Service Areas**

Continue to direct urban development requiring a full range of public services to designated Urban Service Areas, as identified in the most current versions of adopted town, village, city



and county land use and comprehensive plans, the *Dane County Farmland Preservation Plan* and the *Dane County Water Quality Plan*.

- (1) Urban Service Areas as shown in the most current version of the *Dane County Water Quality Plan* shall serve as “Smart Growth Areas” as defined in s. 16.965(1)(b), Wisconsin Statutes, for the purposes of the *Dane County Comprehensive Plan*. Limited Services Areas delineated in the *Dane County Water Quality Plan* may also be approved as “Smart Growth Areas” where appropriate to promote higher density infill development as part of a transfer of development rights program.
- (2) Continue to refer to Urban Service Area plans adopted into the *Dane County Water Quality Plan* to provide detailed land use planning policies within Urban Service Areas.

#### B. Agricultural Preservation Areas

Within designated Agricultural Preservation Areas, as identified in the *Dane County Farmland Preservation Plan* and in town plans adopted by the county board (*See Chapter 8: Intergovernmental Coordination*):

- (1) Continue to maintain and support production agriculture, agricultural-related businesses, forestry, open space, and compatible uses;
- (2) Limit residential densities according to policies established in town plans adopted by the county board;
- (3) Maintain eligibility for farmland preserva-

tion tax credits under Chapter 91, Wisconsin Statutes, and;

- (4) Continue to refer to town plans adopted by the county board for detailed land use policies within Agricultural Preservation Areas.

#### C. Rural Development And Transitional Areas

Within Rural Development or Transitional Areas as identified in town plans adopted by the county board (*See Chapter 8: Intergovernmental Coordination*):

- (1) Continue to promote limited, compact, and efficient development;
- (2) Encourage the use of conservation design, Transfer of Development Rights, site planning, design review and other techniques to ensure compatibility with agricultural, natural resource and open space use, and with neighboring communities;
- (3) Develop opportunities and guidelines for limited, multi-family senior housing in unincorporated Rural Development and Transitional Areas to serve local aging populations, and;
- (4) Continue to refer to town plans adopted by the county board for detailed land use policies within Rural Development and Transitional Areas.

#### D. Environmental and Resource Protection Corridors

Continue to redirect development away from, and limit encroachment into, designated Environmental and Resource Protection Corridors, as identified in the most current version of adopted town, village, city and county land use and comprehensive plans, the *Dane County Farmland Preservation Plan* and the *Dane County Water Quality Plan*.

- a) Generally prohibit new structures, buildings or urban development and limit impervious surfaces. Continue to redirect non farm development away from, and limit encroachment into, designated Resource Protection Corridors.
- b) Minimize encroachment and adverse impacts of utilities and transportation facili-

- ties on land and water resources in Dane County.
- c) Maintain in agricultural, conservation or open space use.
  - d) Require erosion control and soil and water conservation practices for all land disturbing activities.
  - e) Provided all applicable county and state erosion control, stormwater, shoreland, wetland, floodplain and stream crossing regulations are met, the following may be permitted in the Resource Protection Corridor:
    - (1) New structures specifically permitted within setback areas or below regional flood elevations under Chapter 11, Dane County Code, and Chapter 17, Dane County Code, provided all conditions, standards or mitigation requirements are met.
    - (2) Expansion or improvement of existing accesses or driveways, if necessary to meet current local driveway standards.
    - (3) Replacement of existing structures, unless prohibited by Dane County ordinance, or by state or federal law.
  - f) Continue to enforce county or municipal ordinances that meet minimum standards for water quality established by the Dane County Lakes and Watershed Commission and the Dane County Board of Supervisors under Section 33.45, Wis. Stats.
  - g) Support programs to restore natural vegetation, remove invasive species and improve habitat.
  - h) Where there are disputes over mapped wetlands, floodplains, soil or slope conditions, the local zoning authority may refer to detailed studies derived from onsite field conditions to determine actual Resource Protection Corridor boundaries. Any such study must be reviewed and approved by the appropriate regulatory authority. Developers bear the burden of proof that mapped Resource Protection Corridors are in error.
  - i) Continue to refer to town plans adopted by the county board (*see Chapter 8: Intergovernmental Coordination*) for additional land use policies within Environmental and Resource Protection Corridors.
- E. Natural Resource and Recreation Areas**
- Continue to protect significant natural resources and recreational lands identified in priority setting documents, such as the *Dane County Parks and Open Space Plan* and the *Land and Water Resources Conservation Plan*, through county and collaborative, voluntary acquisition and incentive programs.
- 2. Continue to consider a permanent, countywide Transfer of Development Rights program that meets the following criteria.
    - A. Supports and complements any existing or future Purchase of Agricultural Conservation Easements (PACE), Purchase of Development Rights (PDR) or transfer of development (TDR) programs developed by the county, local, state or federal governments.
    - B. Provides for voluntary participation and flexibility for town, city and village government and individual landowners.
    - C. Provides planning assistance for towns that want to create sending and/or receiving areas.
    - D. Encourages inclusion of working farmlands, large woodlands and natural resource areas under conservation easement.
    - E. Includes a countywide TDR ordinance that would:
      - (1) set minimum standards;
      - (2) provide a framework to support existing or future town, village, city and cooperative TDR programs;
      - (3) provide for consistency with other county and other municipal zoning requirements;
      - (4) Include model TDR ordinance and plan language which could be adopted voluntarily by local governments;
      - (5) Does not have long-term negative impacts

on villages and cities by preventing logical growth and encouraging sprawl;

- (6) Focuses agricultural easement purchases to areas planned and viable for long-term or permanent agricultural or natural resource use, and;
- (7) Makes sure that all land protection through TDR is in permanent agreements and conservation easements have secondary



easements holders to provide lasting public benefit.

- 3. Continue to develop a permanent, countywide Purchase of Development Rights (PDR) program that meets the following criteria:
  - A. Supports and complements any existing or future PDR, Purchase of Agricultural Easements (PACE), or transfer of development (TDR) programs developed by the county, local, state or federal governments;
  - B. Encourages inclusion of natural resource lands, farmlands, and woodlands under conservation easement;
  - C. Focuses on voluntary participation on lands where private landowners can continue to manage their property and public access is not required;
  - D. Uses the current Highway 12 program as a model, with modified PDR ranking criteria to suit needs of a countywide program;
  - E. Establishes a dedicated PDR fund and identifies a minimum level of funding;

- F. Maximizes the county's ability to receive additional funding for PDR, such as the Federal Farmland Protection Program, Wisconsin Stewardship Fund, local or municipal revenues;
- G. Does not have a long-term negative impact on villages and cities by preventing logical growth and encouraging sprawl;
- H. Focuses easement purchases to areas planned and viable for long-term or permanent agricultural or natural resource use, and;
- I. Makes sure that all land protection through PDR is in permanent agreements and conservation easements have secondary easement holders to provide lasting public benefit.

## Code Implementation, Administration And Enforcement

### *Policies and Programs*

- 1. Examine zoning processes, existing and proposed local codes, administration and procedural requirements to minimize negative impacts on agriculture.
- 2. Evaluate new land use policies and report on their impact on housing.
- 3. Study and report on the reasons why land use plans can cause inefficient land use (i.e. septic field requirements, excessively large minimum lot sizes, etc.)
- 4. Conduct countywide meetings to discuss existing and proposed ordinances, regulations and legislation affecting land use.
- 5. Work with the county zoning agency to develop an expedited permitting process for new developments that are sited on existing transportation arterials and that satisfy the objectives identified in community/county plans.

## Community and Neighborhood Design

*(See also Chapter 2: Housing.)*



## Policies and Programs

1. Develop an integrated set of model community and neighborhood design principles to help new development and redevelopment meet the goals and objectives of the *Dane County Comprehensive Plan*. Distribute model design principles to town, village and city government, builders, realtors and developers.
  - A. Establish design principles to promote distinct, sustainable, economically and culturally diverse housing, communities and neighborhoods.
    - (1) Promote the creation of compact neighborhood development based upon green building principles that include green space, activity centers, and grocery stores as well as upon the BUILD program's model Traditional Neighborhood Design (TND) ordinance.
    - (2) Encourage neighborhood-scaled commercial development within or at the edges of residential neighborhoods to provide community focal points as well as convenient access to goods and services.
    - (3) Support the creation of live/work development so that residents can work in proximity to their homes.
    - (4) Support the enhancement and preservation of the character and livability of existing neighborhoods and communities. Promote new development that complements and reinforces existing neighborhoods and development.
  - B. Encourage communities to prepare neighborhood plans for developing areas before extending public infrastructure or granting development approvals.
    - (1) Develop guidelines for the types of development and circumstances when neighborhood plans are recommended, based on thresholds such as number of increased
    - (5) Promote the development of affordable housing that provides access to daycare, food stores, health care and services. Promote the development of housing and communities that integrate childcare facilities; educate the housing industry about the need for childcare to be located within neighborhoods.
    - (6) Promote the creation of housing so multiple generations within families, both old and young, can live with each other and near each other to better care for themselves.
    - (7) Focus land development policies on creating and preserving conditions that attract workers, tourists, visitors, residents, and business people, etc. to Dane County.



- car trips, amount of additional impervious surface or number of private septic systems.
  - (2) Encourage the development of neighborhood plans at least two years prior to anticipated development.
  - (3) Encourage all neighborhoods to provide a system of roadways, walkways, and bike-ways to facilitate easy multi-modal movement using a variety of routes between destinations, particularly between activity centers such as commercial nodes, transit stops or transportation transfer points.
  - (4) Create an impact fee assessment model that cities, towns and villages may use when determining costs of infrastructure for new development, and provide educational materials to communities about their options.
- C. Identify areas in Dane County that should be protected permanently from development. *(See Chapter 5: Agricultural, Natural and Cultural Resources.)*
- (1) Identify, preserve and create maps of agricultural land and open space to provide a visual representation of the physical separation between urban communities.
- D. Engage the building industry, housing developers, neighbors and other stakeholders in planning great neighborhoods through discussion and public forums.
- (1) Educate individuals, communities and employers about siting business and housing together.
  - (2) Explore, identify and promote programs that promote infill development.
  - (3) Educate communities about their options for compact development.
- E. Develop and promote principles for sustainable business practices to increase energy efficiency and reduce environmental impact throughout Dane County.
- (1) Encourage business certification processes, such as Green Tier, that include training for improved stormwater management.
  - (2) Promote the use of continuous/contiguous

building site development within communities to avoid the inefficient use of land, and so that community separation is maintained.

- (3) Promote energy efficient green building and housing that is Wisconsin Energy Star certified green built homes through marketing and education.
- (4) Provide non-monetary incentives for builders and developers to incorporate green building practices into their projects.
- (5) Develop a plan to incorporate green building principles into existing county buildings and infrastructure.

## Fees

### *Policies and Programs*

- 1. Property owners rezoning land from A-1 (Exclusive Agriculture) should pay fees sufficient to cover the full costs of the rezone process and administration.
- 2. Explore creation of service impact fees for new development.
- 3. Establish a sanitary code fee structure sufficient to add dedicated staff to conduct, monitoring, inspection and enforcement related to landspreading of septage from private onsite wastewater treatment systems.

## Ordinance Amendments

### *Policies and Programs*

- 1. Amend the Dane County Zoning Ordinance (Chapter 10, Dane County Code) to accomplish the following.
  - A. Require that rezones and conditional use permit applications be reviewed for consistency with town and county comprehensive plans.
  - B. Establish design guidelines that minimize conversion of agricultural land, support farm operations and allow for agriculture-related businesses. *(See also Chapter 5: Agricultural,*

*Natural and Cultural Resources.)*

- (1) Establish maximum lot sizes, with exceptions where necessary due to local land conditions, for all land rezoned out of exclusive agriculture.
  - (2) Make it easier to establish agricultural service and other industries that promote appropriate, sustainable rural and farm economic development. Examples include:
    - a. biotech industries;
    - b. value-added enterprises;
    - c. agricultural tourism;
    - d. forestry and sustainable timber harvest;
    - e. agricultural supply and product distributors;
    - f. ethanol plants;
    - g. soybean and other processing plants;
    - h. implement dealers, and;
    - i. mixed use developments involving both traditional agriculture and retail/processing uses.
  - (3) Create a zoning category for rural subdivisions utilizing joint septic systems on non-productive farm lands (rocky drumlins, etc.). Base density on character of land, slope, soil, etc.
  - (4) Make sure nuisance and other provisions related to odor, noise and similar impacts do not apply to agricultural areas.
  - (5) Allow for small acreage farming zones (less than 35 acres), in zoning ordinances so that small-scale commercial cultivation and value-added food production can occur.
- C. Promote housing that meets the affordability, location and design goals of the *Dane County Comprehensive Plan*. (See also *Chapter 2: Housing*.)
- (1) Reduce zoning lot size requirements for rural housing settings, including conservation and cluster subdivision, in order to reduce housing costs.
  - (2) Allow for and promote reduced lot sizes, setbacks, road widths, zero lot lines, and other regulations that decrease housing costs, as defined in the BUILD Traditional Neighborhood Design model ordinance, where appropriate.
  - (3) Explore options, such as countywide inclusionary zoning, based on a housing needs analysis.
- D. The current zoning and platting system poses difficult challenges for assuring that commercial and larger scale residential development is implemented consistently with the goals of towns and the county. Ordinance revision should include a Planned Unit Development overlay ordinance which would allow the town and county jointly to control the end result of development in a single process.
- E. Streamline and update permitting and regulatory processes for Dane County businesses and communities without compromising environmental protection, and the health, safety and welfare of Dane County residents. (See also *Chapter 6: Economic Development*.)
- (1) Provide preferential treatment in the review and approval process for new commercial and mixed-use developments that are sited on existing transportation corridors and routes.
  - (2) Implement customer-friendly permitting processes to more efficiently assist business and industry without reducing service standards, and encourage local governments to do the same.
  - (3) Revise commercial districts to support mixed residential/commercial uses and neighborhood-scale small business uses.
  - (4) Allow galleries and artist studios as a conditional use in residential areas.
  - (5) Allow for condominium, housing, and rental live-work units that combine artist and performing art studios, galleries, and artisan shops.
- F. Improve standards for siting of utilities and telecommunication facilities. (See also *Chapter 4: Utilities and Community Facilities*.)

- (1) Strengthen consideration of aesthetics in the building of communication towers (e.g., education, design competition, exhibits).
  - (2) Develop procedures and standards to ensure that any future siting decisions for energy generation, transmission, and distribution facilities will be evaluated to ensure consistency with community and regional development objectives, and the overall protection of public health, safety and the environment.
- G. Improve standards and adopt objective criteria for siting, operation and expansion of mineral extraction sites. *(See also Chapter 5: Agricultural, Natural and Cultural Resources.)*
- (1) Develop and implement countywide standards for: adequate separation between existing land uses and new mineral extractions or expansions; safe hauling routes; screening, planting and setbacks for mineral extraction operations; noise, dust and runoff control; compliance with state groundwater and surface water standards; blasting, including safe operation, notification and scheduling; onsite recycling or processing operations; public input and consideration of neighbor concerns.
  - (2) Consider amending ordinance to allow for mineral extraction sites to be permitted as a stipulated conditional use, where permit is granted if all standards described in i) above are met.
  - (3) Establish maximum term for conditional use permits for mineral extraction sites to review operations and ensure county standards continue to be met.
  - (4) Inspect each site in the field at least annually. Develop specific site inspection and review topics and a “grading” system for the inspection topics.
  - (5) Require deed notices informing potential buyers within ½ mile of existing or planned sites of the proximity of existing mineral extraction sites and identified potential mineral resources.
  - (6) Include operation of construction material recycling facilities into mineral extraction operation permit standards.
  - (7) Require mineral extraction applicants to meet with town board, neighborhood, and county supervisor representing that district to present a plan prior to submitting a county conditional use permit application. Applicant should be required to disclose comments received and efforts made to address substantive issues raised.
  - (8) Review ordinance standards for County Board reversal of appealed CUP decisions to determine whether current supermajority requirements are appropriate.
- H. Promote better protection, adaptive reuse and rehabilitation of historic structures. *(See also Chapter 5: Agricultural, Natural and Cultural Resources.)*
- (1) Create a new conditional use, “Limited Rural Business” including any use in B1, C1, C2, etc., IF: a. confined to pre-2000 buildings; b. no more than 2 non-family employees, and; c. maintains exterior appearance of building.
  - (2) Require Conditional Use Permit to work on structures or property designated or listed by Wisconsin Historical Society.
  - (3) Develop and use historic district overlay zoning, as appropriate, to preserve historic and archaeological sites.
- I. Promote environmentally sound land use. *(See also Chapter 5: Agricultural, Natural and Cultural Resources.)*
- (1) Where appropriate, reduce standards for parking lot capacity and lot size to reduce impervious surface areas of new developments.
2. Amend the Shoreland Zoning Ordinance (Chapter 11, Dane County Code) to *(See also Chapter 5: Agricultural, Natural and Cultural Resources.):*
- A. Require preservation or restoration of natural vegetative buffers near waterways and wetlands. Develop vegetative buffer standards for agri-

- cultural areas that are compatible with USDA technical and cost-share guidelines, and;
- B. Implement waterbody-sensitive shoreland zoning regulations, including standards for vegetative buffer protection and restoration, mitigation of nonconforming uses, slope protection and conservancy overlay districts.
3. Amend the Erosion Control and Stormwater Management Ordinance (Chapter 14, Dane County Code) to *(See also Chapter 5: Agricultural, Natural and Cultural Resources.)*:
    - A. Work with the Dane County Lakes and Watershed Commission and local municipalities to adopt minimum standards for road salt (or other ice or snow melt material) use, street cleaning, storm sewer maintenance, storm sewer outlet protection, shoreline protection, and construction site erosion control ordinances. Continue to develop standards for stormwater management plans in conjunction with local and state management agencies.
  4. Amend the Floodplain Zoning Ordinance (Chapter 17, Dane County Code) to *(See also Chapter 5: Agricultural, Natural and Cultural Resources.)*:
    - A. Evaluate county and municipal floodplain zoning standards to see if ordinances adequately protect floodplains and revise as necessary, and;
    - B. Provide sufficient resources to actively enforce and administer county floodplain zoning ordinances to strictly limit new development within floodplains.
  5. Amend the Private Sewage System and Health Ordinance (Chapter 46, Dane County Code) to *(See also Chapter 5: Agricultural, Natural and Cultural Resources.)*:
    - A. Regulate siting and to enforce state requirements for landspreading of septage from private onsite wastewater treatment systems.
  6. Amend the Land Division Ordinance (Chapter 75, Dane County Code) to *(See also Chapter 5: Agricultural, Natural and Cultural Resources.)*:
    - A. Develop a county conservation subdivision ordinance.
      - (1) Ordinance should set minimum standards for areas preserved for agriculture or natural resource protection and provides for permanent protection of agricultural or open space.
      - (2) Consider requiring that new development follow conservation design standards in designated buffer or transitional farming areas.
      - (3) Develop and distribute a Dane County model land division and conservation subdivision ordinance for voluntary use by local governments.
    - B. Promote environmentally sensitive design that minimizes impacts to natural resources.
      - (1) Review land division ordinance to see if there are opportunities to modify parking lot, street width and other standards to reduce impervious surface areas of new developments.
      - (2) Encourage permeable paving surfaces in parking lots, overflow parking areas and walkways.
      - (3) Promote site design that maximizes groundwater infiltration.
      - (4) Develop tree preservation and canopy cover standards. New developments or subdivision platting must involve one or more certified arborists to consult on the best layout to preserve existing stands of high quality trees.
      - (5) Develop guidelines and codes for energy efficient site planning and building methods that promote and take advantage of conservation opportunities.
  7. Create a new ordinance that requires communities to work together on land use, comprehensive and parks and open space plans to encourage *(See also Chapter 5: Agricultural, Natural and Cultural Resources.)*:
    - A. Interconnection of all planned trails and paths, with no dead ends, and;

- B. Intergovernmental notification, cooperation and discussion related to proposed plan amendments.

## Planning Technical Assistance

### *Policies and Programs*

1. Expand and enhance the ability of the Department of Planning and Development to provide low-cost or free planning services directly to rural town governments, to provide a broader range of tools and resources to meet local challenges.
    - A. Provide services such as mapping, comprehensive plan text drafting and meeting facilitation directly to town government.
    - B. Establish a county grant and assistance program for towns to amend their portions of the *Farmland Preservation Plan*. (See also Chapter 5: *Agricultural, Natural and Cultural Resources*.)
      - (1) Work with towns to identify Farm Priority Areas to protect large, contiguous blocks of traditional production farmland. Use TDR, PDR and other mechanisms to help compensate landowners in areas where rezones out of exclusive agriculture are limited or restricted.
      - (2) Work with towns to identify and map Small-Acreage Farming Areas. Develop planning, zoning and economic development techniques to encourage and support small-scale agriculture.
      - (3) Develop site plan review standards to encourage the location of new housing in a way that minimizes conflicts with, and supports, nearby agriculture, while allowing farmers to develop on less productive lands to provide cash inputs to working farms.
        - a. Minimize the conversion of agricultural land to residential use by encouraging compact development, as well as the amount of land consumed per unit of new housing in the towns.
        - b. Create rural development design and siting guidelines and regulations to minimize rural nonfarm, development on agriculture.
- c. Develop options and tools for mitigation of potential impacts of proposed developments on woodlands, grasslands, wetlands or wildlife habitat.
  - (4) Designate “rural development areas” by planning for eventual residential and commercial development.
    - a. Seek to maintain or increase housing density, in accordance with local plans.
    - b. Promote development clustered based upon historical patterns such as existing hamlets, cross roads communities, subdivisions, and conservation subdivisions, as well as environmental factors such as soils, slopes, and viewsheds.
    - c. Develop rural commercial development design and siting guidelines to minimize adverse impacts on rural agricultural operations, to preserve scenic views, and to facilitate the efficient provision of services.
  - (5) Encourage communities to direct new dwelling units to the Outlying Urban Service Areas (OUSAs) and to the Central Urban Service Area (CUSA) as appropriate in order to ensure that development occurs in locations with a range of urban services, and where those services can be provided most efficiently.
  - (6) Develop a coordination process to compare plans of adjoining communities to minimize incompatible uses, promote interconnection of planned transportation routes, recreational trails and paths, and to encourage creation of large natural resource and agricultural areas that cross community borders.
- C. Make computer modeling programs available so towns, cities and villages can play with different development / build-out scenarios to see how it affects their community. (See also Chapter 2: *Housing*.)
  - D. Work with towns to develop zoning changes, land division ordinances, conservation subdivision, building codes, driveway codes, intergov-

ernmental agreements and other tools, based on county models where appropriate, to implement local and county planning goals.

- (1) Work with towns to amend local building, nuisance and other codes to accommodate agricultural practices. *(See also Chapter 5: Agricultural, Natural and Cultural Resources.)*
  - (2) Assist towns to complete “blanket rezones” of mapped resource protection corridors to the CO-1 or A-1(ex) zoning district, where appropriate. *(See also Chapter 5: Agricultural, Natural and Cultural Resources.)*
  - (3) Encourage communities to adopt ordinances to require land for schools be set aside for development of a given size or when a critical number of home sites are approved. *(See also Chapter 4: Utilities and Community Facilities.)*
- E. Establish a “best practices” sourcebook for use by town plan commissions and town boards that would include model plan language, ordinances and intergovernmental agreements, as well as policy guidelines for programs like TDR or PDR, density caps, etc. *(See also Chapter 5: Agricultural, Natural and Cultural Resources.)*
- F. Encourage, educate, and assist farmers with entering agricultural or conservation easement programs to protect productive agricultural lands. *(See also Chapter 5: Agricultural, Natural and Cultural Resources.)*
2. Make sure the Department of Planning and Development maintains the ability to provide technical assistance and support to cities and villages to facilitate sensible and efficient growth; and, direct county resources to that end.
- A. During the planning process, encourage development to locate near mass transit, grocery stores, shopping and recreation, and encourage mass transit planning and development to integrate housing and amenities. *(See also Chapter 2: Housing and Chapter 6: Economic Development.)*
  - (1) Allow for increased density along transportation routes and alternative transportation such as bike paths, bus lines and future light rail.
  - (2) Promote the location of community-scaled development in urban residential areas and mixed-use settings along major transportation corridors, which are, or will be, served by transit; concentrate the largest developments at transit stops and other inter-modal transportation nodes.
  - (3) Designate areas located in urban service areas, near transit corridors, retail businesses, schools and jobs for phased development; map these areas and make information available to the public.
- B. Encourage communities to plan urban service areas that include zoning conducive to affordable housing. *(See also Chapter 2: Housing.)*
- (1) Work with local governmental units to identify and develop recommendations that remove regulatory and other barriers to affordable accessible housing for renters and owners.
  - (2) Work with communities to conduct a fiscal impact analysis of housing regulations and policies to identify the impacts of housing on the cost of services, and its affordability.
- C. Locate major highways for twenty years and identify in local plans and official maps. *(See also Chapter 3: Transportation.)*
- D. Provide facilitation and coordination services for the towns, cities and villages, when considering the placement of homes near farmland in order to promote siting solutions that are beneficial to all parties; create model process guidelines for communities so that they can engage agricultural producers and potential residents in a productive dialogue and reduce potential conflict. *(See also Chapter 2: Housing and Chapter 5: Agricultural, Natural and Cultural Resources.)*
- E. Encourage appropriately scaled multi-family residential development. *(See also Chapter 2: Housing.)*

- F. Encourage communities to provide adequate public infrastructure to enable businesses to operate and expand successfully. *(See also Chapter 6: Economic Development.)*
- G. Encourage all communities within central urban service areas to adopt commercial development standards that minimizes traffic congestion and incompatible land uses, and promotes pedestrian circulation. *(See also Chapter 6: Economic Development.)*
- H. Promote the revitalization of downtown and main streets that promote: 1) design standards, 2) promotion and marketing, 3) organizational capacity and 4) business development; as recommended in the State of Wisconsin Main Street program guidelines. *(See also Chapter 6: Economic Development.)*



# Chapter 9: Implementation

## Introduction

A comprehensive plan establishes a framework for a wide variety of public decisions affecting growth, development, community character and public expenditures. Without an effective and cost-efficient implementation program, the county will fail to realize its adopted goals and objectives. This plan should serve as a tool for county elected officials, staff, commissioners and citizens to help make better decisions. An effective approach to implementation of the *Dane County Comprehensive Plan* must focus on the interdependence of all the plan's elements, and the long-term viability of those elements as a connected system.

## Purpose

This chapter summarizes programs and specific actions to implement the objectives, policies, plans and programs contained in Chapters 2 through 8. Implementation tools available to Dane County include:

- Zoning ordinances;
- Official mapping;
- Sign regulation;
- Erosion/Stormwater Control ordinances;
- Historic Preservation Ordinances;
- Site Plan Regulation;
- Design Review Ordinances, and;

- Sanitary codes.

Tables at the end of this chapter identify, where possible, agencies responsible for completion of each task, and whether tasks represent ongoing efforts, new initiatives, or re-evaluations of existing programs.

## Stakeholders

Throughout development of this plan, the three citizen workgroups (ANCR, HED and TUCF) integrated discussion of implementation issues into their recommendations. County department heads, line staff and appointed commissioners not only provided work groups with broad overviews of county administrative functions, but also provided specific comments on draft work group recommendations, to make sure implementation steps are realistic and practicable.

## Survey Results

Overall, county survey respondents favored an active role for Dane County in addressing a wider variety of comprehensive planning issues. Very few respondents thought the county should defer more decisions to either the free market or to local governments. Across all elements, a majority agreed the county should seek to build cooperative relationships between local and state government agencies and private sector service providers.

**How can Dane County make sure its citizens' investment in this comprehensive plan achieves concrete, measurable results?**

- Update ordinances as required by state legislation and mandates.
- Update ordinances to be consistent with this plan.
- Use full spectrum of tools to implement this plan (education, awareness, incentives and regulation.)
- Create metrics to measure levels of goal achievement.
- Coordinate programs, responsibilities and oversight of policies to reduce redundancy and increase effectiveness.

Respondents felt that Dane County should take a more direct approach to:

- **preserve agricultural, natural and water resources by tightening zoning regulations and steering development to already developed areas;**
- **promote recycling and renewable energy;**
- **avoid duplication of community services, and;**
- **require developers to pay a share of community facility costs.**

## Background/Orientation

County implementation strategies generally fall into one of four categories:

- **ordinances and regulations;**
- **land acquisition programs;**
- **public investment and infrastructure, and;**
- **education and incentive programs.**

Work groups and the CPSC selected different combinations of strategies from these categories based on:

- **the extent of existing county authority or capacity;**
- **the political feasibility of particular strategies over others, and;**
- **whether the nature of the issue demands a complex multi-faceted approach.**

This chapter provides an overall summary of implementation steps. Detailed information about particular implementation strategies can be found in the appropriate element chapter.

## Consistency and Integration

Wherever possible, this plan identifies and integrates existing, ongoing planning and other efforts that serve comprehensive planning goals and objectives. Dane County Planning and Development staff and the CPSC have reviewed work group recommendations from each element for both internal consistency and consistency with other county plans and found no conflicts. Where appropriate, similar recommendations across plan chapters have been grouped and integrated into a single, more comprehensive policy statement.

## Goals, Objectives, Policies and Programs

### Measurement of Achievement

#### *Policies and Programs*

1. Direct Department of Planning and Development staff to do the following.
  - A. Work cooperatively with implementing county departments, committees and commissions to develop measurable benchmarks and indicator statistics to evaluate progress toward goals and objectives of the *Dane County Comprehensive Plan*.
    - (1) To the extent possible, tie benchmarks to existing data sources, such as the *Regional Trends Report* produced by the Capital Area Regional Planning Commission.
  - B. Provide a 5 year Staff Status Report report to the Dane County Board of Supervisors and the CPSC, that:
    - (1) Evaluates success at achieving goals and objectives against adopted indicators and benchmarks;
    - (2) Updates, as necessary, implementation status of individual comprehensive planning policies and program recommendations, and;
    - (3) Suggests areas for future updates to the comprehensive plan.

## Adopting and Updating the Plan:

### *Policies and Programs*

1. Minor Amendments:
  - A. The County Board may amend the *Dane County Comprehensive Plan* at any time, following the same process as for initial Plan adoption under s. 66.1001(4), Wis. Stats.
  - B. Minor amendments may be appropriate throughout the lifecycle of the plan, particularly if new issues emerge or trends change.
  - C. Amendments should typically consist of minor changes to the plan text or maps.
  - D. Large-scale changes or significant shifts in policy should be deferred to the Periodic Update process described below.
2. Periodic Updates:
  - A. Reconvene a CPSC five years after the initial adoption of the *Dane County Comprehensive Plan*, and every five years thereafter, to review the comprehensive plan, and suggest any amendments to the Dane County Board of Supervisors.
  - B. As part of its review, the Steering Committee shall:
    - (1) Solicit recommendations for amendments from the general public, using procedures described in the *Public Participation Plan*.
    - (2) Review annual reports on the comprehensive plan produced by the Department of Planning and Development..
    - (3) Evaluate progress against established benchmarks to determine whether goals, objectives, policies, programs or the benchmarks themselves need to be revised.
    - (4) Review goals and objectives to ensure they are still relevant and reflect current community desires.

- (5) Review policies, programs and implementation strategies to eliminate completed tasks and identify new approaches if appropriate.
- (6) Update timetables of actions, as needed.

## Specific Implementation Steps

The following Implementation Summary Tables summarize the recommended policies and programs contained in Chapters 2 through 8 of this plan. For each recommendation, the tables identify certain criteria.

1. The anticipated implementation sequence, defined as follows:
  - Immediate = ASAP
  - Short-term = 1-4 years
  - Mid-term = 5-9 years
  - Long-term = 10+ years
  - Ongoing = Current activities that should continue indefinitely.
2. The county agency, commission, or other entity, or entities, that will implement the program.
3. Any related, independent county planning initiatives.