

TOWN OF OAKLAND
JEFFERSON COUNTY
WISCONSIN

COMPREHENSIVE PLAN
2008-2030

Adopted 11-18-08



Prepared by
MSA PROFESSIONAL SERVICES, INC.

Town of Oakland

Ordinance #58

Ordinance to Adopt the Comprehensive Growth Plan of the Town of Oakland, Wisconsin

The Town Board of the Town of Oakland, Wisconsin, do ordain as follows:

Section 1. Pursuant to section [for towns exercising village powers under 60.22(3)] of the Wisconsin Statutes, the Town of Oakland, is authorized to prepare and adopt a comprehensive plan as defines in section 66.1001(1)(a) and 66.1001 (2) of the Wisconsin Statutes.

Section 2. The Town Board of the Town of Oakland, Wisconsin, has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by section 66.1001(4)(a) of the Wisconsin Statutes.

Section 3. The Planning Committee of the Town of Oakland, by majority vote of the entire committee recorded in its official minutes, has adopted a resolution recommending to Town Board the adoption of the document entitled "Town of Oakland, Jefferson County, Wisconsin, Comprehensive Plan 2008-2030," containing all of the elements specified in section 60.1001(2) of the Wisconsin Statutes.

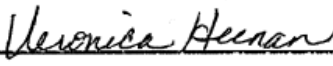
Section 4. The Town has held at least one public hearing on this ordinance, in compliance with the requirements of section 60.1001 (4)(d) of the Wisconsin Statutes.

Section 5. The Town Board of Town of Oakland, Wisconsin, does by enactment of this ordinance, formally adopts the document entitled, "Town of Oakland, Jefferson County, Wisconsin, Comprehensive Plan 2008-2030," pursuant to section 66.1001(4)(c) of the Wisconsin Statutes.

Section 6. The ordinance shall take effect upon passage by a majority vote of the members-elect of the Town Board and publication/posting as required by law.

Adopted this 18th day of November, 2008


Town Chairperson

Attest: 
Town Clerk

Ayes: 4 Noes: 1

Published: November 27, 2008

Posted: November 20, 2008

PLAN AMENDMENTS

The following lists the dates and page numbers of any amendments to this comprehensive plan since its original adoption.

AMENDMENT DATE

PAGE #

TOWN OF OAKLAND BOARD

Eugene Kapsner	Chairperson
Tom Jensen	Supervisor
Dale Falk	Supervisor
Steve Armstrong	Supervisor
Ted Crawford	Supervisor

Town of Oakland Plan Committee

Don Nettum	Chairperson
Ted Crawford	Committee Member
Lori VanHulle	Committee Member
James Goyer	Committee Member
J. Rod Clark	Committee Member



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EXECUTIVE SUMMARY

In 2008, the Town of Oakland requested the assistance of MSA Professional Services, Inc. to complete a Comprehensive Plan that complied with Wisconsin's "Smart Growth" requirements, State Statute 66.1001. This Plan is a guidebook for future development of the Town of Oakland (See Map 1: Planning Area). The Plan provides the most recent available statistics; documents the important issues of concern identified by Town residents; and sets forth goals, objectives, policies, and recommendations for actions to be pursued by the Town in the coming years. The Plan covers topics mandated by Wisconsin State Statute 66.1001, but the content of the Plan reflects local concerns. This Plan looks forward to year 2030, but it should be reviewed annually and fully updated every ten years.

The Town last completed a land use plan in 1997; however, this plan is over 10 years old and did not comply with State Statute 66.1001. Although this Plan will replace the Town's 1997 Comprehensive Growth Plan, much of the information from that plan was used in the development of the vision, goals and policies for this plan. The recommendations of this Plan are generally consistent with other adopted local, regional, and state plans, and sound planning practices. All neighboring communities, including Jefferson County, were distributed a draft and final version of this Plan.

In order to foster public participation throughout the planning process, 2 public hearings were facilitated by MSA to ensure the plan addressed local needs and reflected local concerns. In addition, MSA conducted two working sessions with the Town's Plan Committee to review project material and to make policy recommendations. Over the course of these meetings, several themes emerged which are highlighted below and discussed in more detail within this Plan.

- ❖ Maintain and preserve the Town of Oakland's rural character and agricultural resources.
- ❖ Protect sensitive natural resources within and around the Town of Oakland.
- ❖ New growth should occur within the Urban Service Area and focus on developing housing for all cycles of life.

The remaining portion of this Plan is organized into five chapters:

- **Chapter 1: Introduction** – describes the Wisconsin's Comprehensive Planning requirements and the planning process used to complete this Plan.
- **Chapter 2: Vision, Goals, Objectives, & Policies** – describes the community vision, goals, objectives, and policies for each element of the comprehensive plan.
- **Chapter 3: Future Land Use** – a summary of the future land use plan for the Town of Oakland.
- **Chapter 4: Implementation** – a compilation of recommendations and specific actions to be completed in a stated sequence to implement the goals, objectives, & policies contained in Chapter 2 & 3.
- **Chapter 5: Existing Conditions** – summarizes background information as required for the nine planning elements to be included in comprehensive plans (as per Wisconsin Statute 66.1001). This information provides a basis for creating goals, objectives, policies, maps, and actions guiding future development in the Town of Oakland.

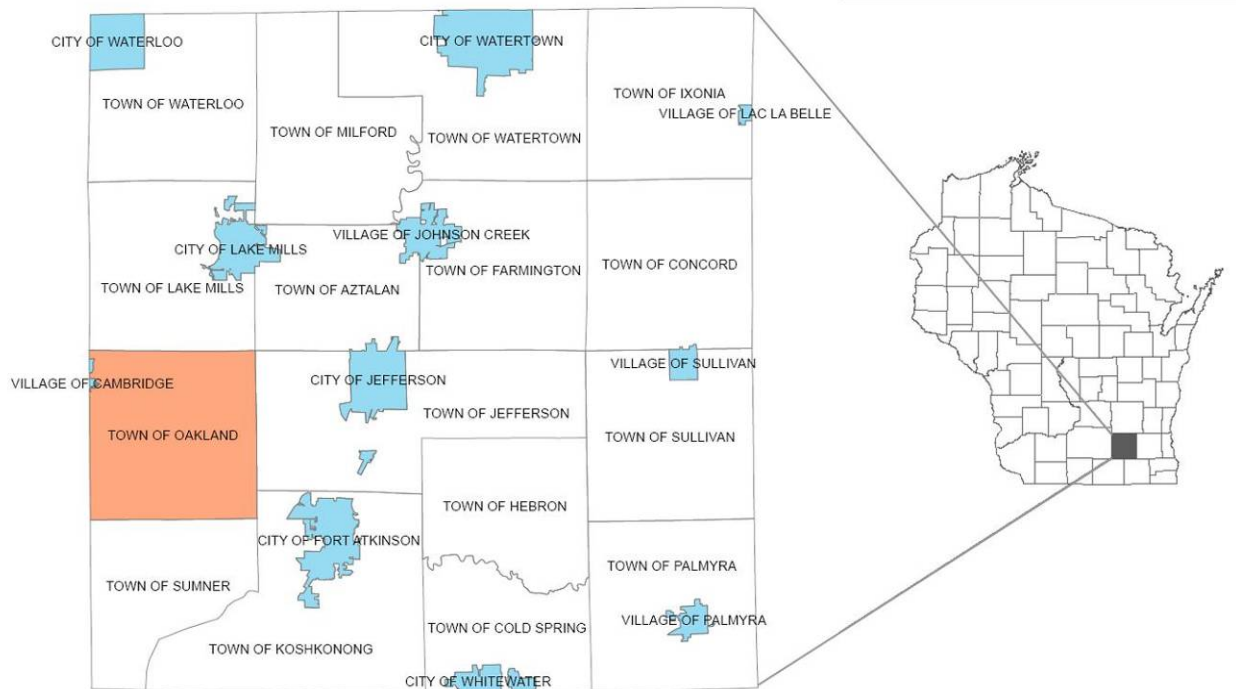
1 INTRODUCTION

1.1 REGIONAL CONTEXT

The Town of Oakland is located in southeastern Wisconsin (Jefferson County), 25 miles East of Madison WI & 65 miles West of Milwaukee WI. The Town borders with the Village of Cambridge to the west and is surrounded by the Towns of Lake Mills to the north, Jefferson and Fort Atkinson to the east, Sumner to the south and the Town of Christiana, Dane County, to the west. The Town is approximately 23,142 acres in size (36.1 sq.mi.). The 2005 population for the Town was 3,368 (93 persons per sq.mi.).

Jefferson County was established in 1836, and is bordered on the west by Dane County, on the south by Rock and Walworth County, on the east by Waukesha County, and on the north by Dodge County. The total area is approximately 372,223 acres, or 582 square miles. The population in 2005 was 79,188 (136 persons per sq.mi.). Sixteen towns, five villages, and six cities are included in the County. Watertown (pop. 22,973), Whitewater (pop. 13,938), and Fort Atkinson (pop. 12,046) are the largest cities; although large portions of both Watertown and Whitewater are outside of Jefferson County. The City of Jefferson, located in the central part of the County, is the county seat.

Figure 1.1: Jefferson County Communities



1.2 WISCONSIN COMPREHENSIVE PLANNING LAW

Under the Comprehensive Planning legislation [s. 66.1001 Wis. Stats.], adopted by the State in October of 1999 and also known as “Smart Growth,” beginning on January 1, 2010 if the Town of Oakland engages in any of the actions listed below, those actions shall be consistent with its comprehensive plan:

- Official mapping established or amended under s. 62.23 (6)
- Local subdivision regulations under s. 236.45 or 236.46
- County zoning ordinances enacted or amended under s. 62.23 (7)
- Town, village, or city zoning ordinances enacted or amended under s. 60.61, 60.62, 60.23 (7)
- Zoning of shorelands or wetlands in shorelands under s. 59.692, 61.351 or 62.231

The Law Defines a Comprehensive Plan as containing nine required elements:

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

The Comprehensive Planning Law in Wisconsin requires public participation at every stage of the comprehensive planning process. “Public participation” is defined as adopting and implementing written procedures for public participation that include but are not limited to broad notice provisions, the opportunity for the public and impacted jurisdictions to review and comment on draft plans, and the holding of a public hearing prior to plan adoption.

The Comprehensive Planning Law standardizes the procedure for adopting a comprehensive plan. The plan commission must submit a recommendation on the comprehensive plan to the chief elected body. The local governing body may then adopt and enact the plan by ordinance.

In addition to ensuring local residents and businesses have the opportunity to review and comment on the plan, the Comprehensive Planning Law requires that copies of the draft and final comprehensive plans be sent to adjacent communities, the Wisconsin Department of Administration, the regional planning commission & public library serving the area, and all other area jurisdictions located entirely or partially within the boundaries of the community.

The Role of a Comprehensive Plan for the Town of Oakland

This planning document is intended to be a “living” guide for the future overall development of the Town of Oakland. It serves the following purposes:

- The plan provides an update to the Town’s existing 1997 Comprehensive Growth Plan in line with the requirements of the Wisconsin Comprehensive Planning legislation.
- It acts as a benchmark to where the community is now in terms of current strengths, weaknesses, opportunities and threats to quality of life.
- It provides a means of measuring progress for existing and future Town leaders.
- It clearly defines areas appropriate for development, redevelopment, and preservation.
- It identifies opportunities to update and strengthen the Town of Oakland’s land use implementation tools.
- It can be used as supporting documentation for Town of Oakland policies and regulations as well as grant funding requests for public & private projects.

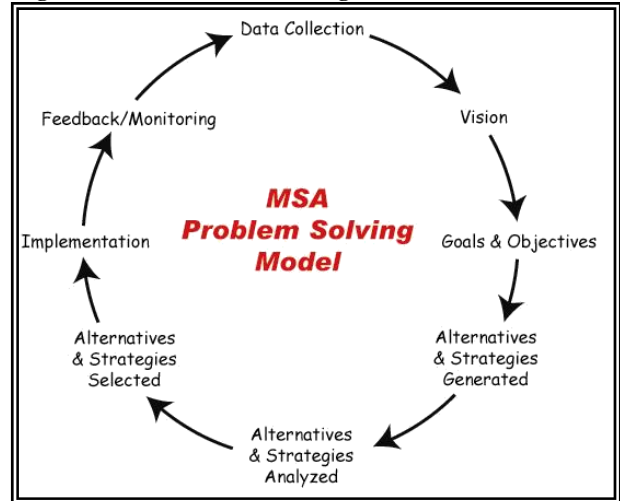
- In addition to any applicable zoning ordinances, it will be a primary document used by the Plan Committee and the Town Board to evaluate development proposals within the Town of Oakland.

The most important function the plan will serve is as a resource manual assisting in the evaluation of land use related requests and the provision of design recommendations for various types of development. It establishes a standard for all land use decisions in the Town of Oakland. Communities who consistently make land use decisions based on their comprehensive plan reduce their exposure to legal action, increase their opportunities to save money and improve the quality and compatibility of new development.

1.3 PLANNING PROCESS

In 2008, the Town of Oakland requested the assistance of MSA Professional Services, Inc. to complete a Comprehensive Plan complying with Wisconsin's "Smart Growth" requirements, State Statute 66.1001. The Town last completed a land use plan in 1997; however, this plan did not comply with State Statute 66.1001. The focus of this planning process was to update the Town's existing 1997 Comprehensive Plan in line with the requirements of State Statute 66.1001. Although this Plan will replace the Town's 1997 Comprehensive Growth Plan, much of the information from that plan was used in the development of the vision, goals and policies for this plan.

Figure 1.2: MSA Problem Solving Model



As part of the Comprehensive Planning legislation, every community must develop a public participation plan at the beginning of the planning process. The purpose of the public participation plan is to outline procedures for public involvement during every stage of the planning process. (See Appendix A for the complete Public Participation Plan.) Some of key components of the public participation plan include:

- Two public meetings to allow the public to voice their ideas, opinions, and concerns in the development of the plan. Notice of public meetings published and posted in accordance with Town procedures and State law.
- Two Plan Committee working sessions to review project material and to make policy recommendations. Plan Committee meetings are open to the public unless otherwise indicated in the posted meeting notice.

1.4 SELECTION OF THE PLANNING AREA

The study area for this Plan includes all lands in which the Town has both a short and long term interest in planning and development activity. The Planning Area includes all lands within the current municipal limits and within Oakland's Urban Service Area (USA). The boundaries of the USA corresponds to those areas where public sanitary service provided by the Town of Oakland Sanitary District No.1, most of the land area north of U.S Highway 12, south of U.S Highway 18 and west of CTH A, including all of the shoreline of Lake Ripley (See Map 1: Planning Area).

1.5 COMMUNITY SWOT ANALYSIS

At the beginning of the planning process, a Community SWOT exercise was conducted to gather initial data from Town residents regarding the Strengths, Weaknesses, Opportunities, and Threats for the Oakland community.

Strengths:	Things that you like about the Town of Oakland that you wouldn't change.
Weaknesses:	Things that you don't like about the Town of Oakland that should be improved.
Opportunities:	Things that could benefit the Town of Oakland in the future.
Threats:	Things that could harm the Town of Oakland in the future.

Participants discussed the following **strengths** in the Town of Oakland:

- Rural character
- Environmental preservation
- Agricultural mix
- Prime agricultural soils
- Urban Service Area
- Lake Ripley, Red Cedar Lake and Hope Lake
- Strict development rights
- Relatively low taxes
- Closeness of the community
- Public safety
- Local culture
- Involved population (both local and seasonal)
- High quality school system
- Park & recreation facilities
- Roads and transportation system
- EMS service
- Extra territorial agreement with the Village of Cambridge
- Proximity to employment opportunities
- Lake Ripley Country Club

Participants discussed the following **weaknesses** in the Town of Oakland:

- Lack of affordable housing and assisted living
- Limited tax base and revenue
- Strict development rights
- Lack of a permanent police service
- Reliance on deeper ground water sources

Participants discussed the following **opportunities** in the Town of Oakland

- Maintaining the rural character of the community
- Maintaining the high quality environmental assets
- Reasonable growth primarily within the Urban Service Area
- Bicycle and walking paths around Lake Ripley
- Provide a place where children can grow
- Maintain a safe community
- Provide for affordable housing and assisted living

Participants discussed the following **threats** in the Town of Oakland

- Loss of environmental corridors
- Loss of farmland
- Urban and rural sprawl
- Water quality of the Lakes and groundwater
- Increasing costs of housing
- Increasing costs of town services and road maintenance
- The conversion of seasonal housing to permanent housing
- Aging population
- Lack of state aid

2 VISION, GOALS, OBJECTIVES, & POLICIES

This chapter contains the vision, goals, objectives and policies for the growth and development of the Town of Oakland. The vision, goals, objectives and policies in this chapter apply to all land uses throughout the Town of Oakland. Chapter 3 will contain policies specific to each land use district as shown on the Town of Oakland Future Land Use Map.

A vision statement identifies where an organization (the Town of Oakland) intends to be in the future and how to meet the future needs of its stakeholders: citizens. The vision statement incorporates a shared understanding of the nature and purpose of the organization and uses this understanding to move towards a greater purpose together. The vision statement is written in present tense and describes an ideal future condition.

Residents of the Town of Oakland have the right and the ability to guide their own destiny. The rich diversity of natural and agricultural resources, and its proximity to regional employment opportunities contribute to an environment and quality of life that makes the Town of Oakland a special place in which to live. The wise use of these resources ensures this high quality of life is preserved for present and future generations. Local leaders continue to work with adjoining towns, the Village of Cambridge and Jefferson County to manage development and the delivery of services for the betterment of the region.

General Goals

Each chapter of this plan contains goals specific to one of the nine elements of the comprehensive plan. The following 12 goals are general in nature, and along with the vision statement, are intended to guide actions the Town of Oakland makes in the future. The essence of these recommendations, reflected in the Vision statement and throughout the entire plan, is to create a sustainable future for the Town of Oakland. A sustainable community is one where economic prosperity, ecological integrity and social and cultural vibrancy live in balance. For the Town of Oakland, a sustainable future will create conditions that:

1. **Preserve existing farm operations.**
2. **Protect prime agricultural land and woodlands.**
3. **Discourage the proliferation of nonfarm land uses within predominantly agricultural areas.**
4. **Encourage new residential and commercial development within the Town's Urban Service Area where sanitary sewer service is available.**
5. **Prohibit development within floodplains or wetlands.**
6. **Promote orderly development that will enable the Town to provide services in an economic and efficient manner.**
7. **Protect unique historical, archeological and environmental areas.**
8. **Maintain the rural character of the Town.**
9. **Maintain the attractiveness of the landscape as viewed from roads & highways in the Town.**
10. **Protect surface and ground water quality.**
11. **Encourage good soil conservation practices.**
12. **Maintain a fair and equitable balance between the rights of the individual citizens and the rights of the community.**



If there is a question regarding a decision that is not clearly conveyed in the details of this comprehensive plan, then the decision should be based on the intent of the vision statement and the general goals.

Each element of the comprehensive plan contains goals, objectives, & policies that were developed during the planning process based on the information contained in Chapter 5, Existing Conditions. This section defines goals, objectives, and policies as follows:

Goal: A goal is a long-term target that states what the community wants to accomplish. The statement is written in general terms and offers a desired condition.

Objective: An objective is a statement that identifies a course of action to achieve a goal. They are more specific than goals and are usually attainable through planning and implementation activities.

Policy: A policy is a general course of action or rule of conduct that should be followed in order to achieve the goals and objectives of the plan. Policies are written as actions that can be implemented, or as general rules to be followed by decision-makers. Policies that direct action using the words “shall” or “will” are advised to be mandatory aspects of the implementation of the Town of Oakland Comprehensive Plan. Those policies using the words “should,” “encourage,” “discourage,” or “may” are advisory and intended to serve as a guide.

2.1 HOUSING

Goal 1: Provide for the residential needs of all Town residents to meet existing and forecasted housing demands.

Objectives:

1. Collaborate with communities in Jefferson County to plan for a range of housing that meets the needs of area residents of various income levels, age, and health status.

Policies:

1. Encourage the development of affordable single-family housing for all age groups. Explore opportunities to provide incentives for homebuilders that create housing affordable for low and moderate-income households, including smaller, high-quality and energy-efficient farmsteads and single-family homes.
2. Encourage the development of multi-family, assisted living and special needs housing within the Urban Service Area, where there is good access to public services and facilities to support such developments. Discourage this development in rural areas of the Town.

Goal 2: Maintain housing properties, types and densities that reinforce the rural character of the Town.

Objectives:

1. Emphasize control of residential density (lot averaging) and site design rather than lot size alone.
2. Ensure that homes are built and maintained according to levels deemed safe by industry standards.
3. Retain farm-based residences as the preferred type of housing in the rural portions of the Town of Oakland. Establish regulations that support further development of farm-based residences throughout the Town, including regulations that support development of housing for family members of farm owners and for employees working on farms.

Lot averaging is a regulatory tool that allows a property owner to create a lot that is smaller than the minimum lot size requirement, provided the acreage of the smaller parcel plus the remaining acreage of the parent parcel add up to the amount of acreage required for two parcels in the underlying area.

Policies:

1. New mobile or manufactured home parks shall be prohibited.
2. Individual mobile homes or manufactured homes shall be prohibited unless they meet all of the requirements of CFR 24, Part 3282, as defined by Wisconsin Administrative, are placed on a permanent foundation, and have a living area of at least 800 square feet.
3. If proposals for residential subdivisions are ever introduced, encourage clustered residential subdivisions that will prevent or minimize conversion of agricultural or open space land. Incentives may be considered by the Town for developments that use this technique.
4. Support the Uniform Dwelling Code, requiring inspection of new structures and repair of unsafe and unsanitary housing conditions.

Conservation Subdivisions are an alternative approach to the conventional lot-by-lot division of land, which spreads development evenly throughout a parcel with little regard to impacts on the natural and cultural features of the area. Residential lots are grouped or “clustered” on only a portion of a parcel of land while the remainder of the site is permanently preserved as open space.

5. Support programs that maintain or rehabilitate the Town's housing stock. Encourage voluntary efforts by private homeowners to maintain, rehabilitate, update or otherwise make improvements to their homes. Discourage the use of properties for the accumulation of "junk" materials.

"Junk" – Any worn out or discarded materials including but not necessarily limited to scrap metal, inoperable motor vehicles and parts, construction material, household wastes, including garbage and discarded appliances.

2.2 TRANSPORTATION

Goal 1: Provide for a safe, efficient, multi-modal, and well-maintained transportation network for all residents, farmers, area businesses, and emergency vehicles.

Objectives:

1. Maintain the Town's transportation network at a level of service desired by Town residents and businesses.
2. Manage access to the transportation network in order to effectively maintain the safe and functional integrity of Town roads.
3. Coordinate major transportation projects with neighboring communities, Jefferson County, and the WisDOT.

Policies:

1. Transportation Alternatives for Disabled & Elderly Residents – Collaborate with Jefferson County and urban areas in the region to provide transportation services for disabled & elderly residents.
2. Incorporation of Pedestrian & Bicycle Planning – Ensure that the Town has an active role in providing input on bicycle routes through the Town planned by Jefferson County, WIDNR, or local organizations. Encourage the use of foot or bike paths within and between adjacent conservation or conventional subdivisions. Encourage the inclusion of bikeway and pedestrian improvements in all subdivision proposals.
3. Protection of Town Roads – New roads shall be built according to Town standards. At the Town's discretion, intergovernmental agreements that define the responsibilities of the Town, the developer and neighboring communities regarding any required improvements to Town roads and funding of such improvements may be required. Where appropriate, designate weight restrictions and truck routes, to protect local roads.
4. Maintain Condition Standards for Town Roadways – Strive to maintain an average PASER rating of 7 for all paved Town Roads, and establish and prioritize future road projects based on the applicable PASER scores and ADT data.
5. Town Road Access – All newly created parcels shall have frontage on a public road, unless approved as condominium plats with recorded documentation related to the private maintenance and operations of any private drives or access.
6. Coordination of Improvements to State and County Highways – Stay apprised of the WisDOT and Jefferson County's efforts to maintain and improve State and County roads. Coordinate improvements to adjacent local roads whenever feasible.

PASER – Pavement Surface Evaluation & Rating. The WisDOT recommends municipalities maintain an average rating of "7" for all roads.

7. Joint Planning of Roads that Cross Jurisdictions – Work with adjoining towns to plan, construct and maintain those roadways that affect both jurisdictions, including cost sharing where appropriate.

Goal 2: Be prepared to address other transportation-related policies required by Wisconsin's Comprehensive Planning law.

Objectives:

1. Specifically identify any areas required by Wisconsin's Comprehensive Planning law that do not have direct applicability to the Town at this time.

Policies:

1. Future Cooperation and Planning – The Town will actively participate in any planning for any form of public transit, passenger rail, public air transportation or water transportation should any of these transportation alternatives become feasible in the Town in the future.

2.3 AGRICULTURAL, NATURAL, & CULTURAL RESOURCES

Goal 1: Reinforce the Town's rural character by encouraging the preservation of farmland, sensitive environmental areas, wildlife habitat, rural vistas, and local cultural resources.

Objectives:

1. Minimize fragmentation of agricultural cropland and natural areas.
2. Minimize the potential impact on natural resources, environmental corridors, or habitat areas when evaluating potential residential, commercial, industrial, and intensive agricultural uses.
3. Minimize the potential impact on local cultural resources when evaluating new developments.

Policies:

1. Discourage fragmentation of farmland, forested land, and natural areas to protect the continuity of these areas for future use. If development does occur, discourage its placement in the middle of parcels of agricultural cropland, or on prime farmland soils [as identified in Map 3 of this Plan].
2. Facilitate the preservation of natural resources:
 - a. Avoid development in areas that have documented threatened and endangered species, or have severe limitations due to steep slopes or soils not suitable for building.
 - b. All development, other than agricultural or open space uses, shall be prohibited within 100-year floodplain and WDNR-designated wetlands.
 - c. Non-agricultural development, including all residences, not served by public sanitary sewers must be at least 300' from the normal high-water mark of navigable lakes, ponds, flowages or outside the 100-year floodplain, whichever distance is greater.

Map 3 illustrates the location of prime farmlands in the Town of Oakland according to the Jefferson County Soil Survey. There are three categories of prime farmland that are mapped: 1) soils identified by the NRCS as prime farmland soils; 2) soils identified by the NRCS as prime farmland soils of statewide importance; and 3) soils identified by the NRCS as prime farmland if the land is well drained.

The Town shall require these natural resource features are depicted on all site plans, preliminary plats, and certified survey maps in order to facilitate the preservation of natural resources.

3. Encourage maintenance and rehabilitation of historic areas and buildings.
4. Ensure that any known cemeteries, human burials or archaeological sites are protected from encroachment by roads or other development activities. Construction activities on a development site shall cease when unidentifiable archaeological artifacts are uncovered during either land preparation or construction. The developer shall notify the Town of such potential discovery.

Goal 2: Minimize land use conflicts between farm and non-farm uses, as well as between farms.

Objectives:

1. Ensure that new residents understand the “Right to Farm” law and are familiar with the seasonal affects of expected agricultural practices in the Town.

Policies:

1. All farming or forestry operations are encouraged to incorporate the most current “Best Management Practices” or “Generally Accepted Agricultural and Management Practices” (GAAMPS) as identified by but not limited to the following agencies:
 - a. Jefferson County
 - b. University of Wisconsin Extension
 - c. Wisconsin Department of Agriculture, Trade and Consumer Protection
 - d. Wisconsin Department of Natural Resources
 - e. National Resource Conservation Service

*Wisconsin’s Right to Farm Law
(§ 823.08, Stats)*

The law was designed to protect farm operations, which use good management practices from nuisance lawsuits that challenge acceptable farming practices and the ability of farmer to responsibly continue producing food and fiber for the nation and the world.

2.4 UTILITIES & COMMUNITY FACILITIES

Goal 1: Maintain high quality Town services and facilities.

Objectives:

1. Ensure that public and private utilities are constructed and maintained according to professional and governmental standards and do not detract from the rural character of the Town.
2. Phase new development in a manner consistent with public facility and service capacity and community expectations.
3. Ensure the Town Hall and other public facilities continue to meet the needs of Town residents.
4. Monitor satisfaction with local emergency services and other utility or community services, and seek adjustments as necessary to maintain adequate service levels.
5. Encourage the adoption of renewable energy policies and practices as part of a strategy to meet future energy needs.

Policies:

1. Sanitary Sewer – Density and minimum lot sizes should be managed allowing adequate space for replacement of private on-site sewage systems. Continue working with Jefferson County to ensure that existing private septic systems are adequately maintained and inspected on a regular basis, and that new private, shared, or public sanitary systems are designed, constructed, and inspected according to State, County, and Local regulations.
2. Water Supply - Encourage landowners with private wells to properly maintain and monitor their wells through inspection and water testing as necessary or required by WIDNR regulations. Landowners with private wells that are no longer in use shall properly close and abandon wells according to Wisconsin DNR regulations.
3. Stormwater Management – Control stormwater quality and quantity impacts from development. Maintain natural drainage patterns, as existing drainage corridors, streams, floodplains, and wetlands can provide for stormwater quality and quantity control benefits to the community. Direct that developers be responsible for stormwater quality and quantity control both during and after site preparation and construction activities. Collaborate with other jurisdictions as necessary to enforce the Jefferson County Stormwater Management and Erosion Control Ordinances.
4. Solid Waste & Recycling – Provide solid waste collection, disposal and recycling services that protect public health and the natural environment. Monitor levels of service provided by the contracted solid waste disposal and county recycling services and meet with them to address any concerns raised by residents or local businesses.
5. Parks – Work with the Lake Ripley Management District, WIDNR and Jefferson County as necessary to determine if there are needs for future parks and natural areas in the Town. If needs are identified, work with the Lake Ripley Management District, WIDNR and the County to determine the most effective and efficient way to proceed with development. Encourage the connectivity of the recreational facilities with regional & state facilities, via bicycle trails or marked routes on existing roads.
6. Power Plants, Transmission Lines, and Telecommunication Facilities – Ensure the provision of reliable, efficient, and well-planned utilities to adequately serve existing and planned development. Actively participate in the planning and siting of any major transmission lines, facilities, natural gas

lines, or telecommunication towers. If such facilities are proposed, they should be located in an area safely away from existing residential uses and livestock facilities.

7. Renewable Energy Facilities – Support appropriate applications of renewable energy and utilization of onsite distributed energy generation (e.g., solar, wind, geo-thermal, biomass, solid waste):
 - a. Allow the installation of solar and wind energy systems in line with WI State Statute 66.0401: Regulation relating to solar and wind energy systems.
 - b. Encourage the use of bio-fuels using biomass and other products for power generation.
8. Cemeteries – Collaborate with local church associations regarding the need for additional cemeteries or cemetery expansion.
9. Special Needs Facilities – Work with Jefferson County and adjacent towns to maintain and improve access to special needs facilities (i.e. health care, childcare) for Town residents. Actively participate in the planning and siting of any new special needs facility.
10. Emergency Services - Work with the Oakland Police Department, Fort Atkinson Memorial Health Service, Cambridge, Jefferson and Fort Atkinson fire services and Cambridge, Jefferson and Ryan Brothers EMS to maintain adequate provision of emergency services for Town residents and businesses, and review service provision levels with the appropriate agencies annually.
11. Libraries - Work with the Village of Cambridge and Jefferson County to maintain and improve access to public library facilities for Town residents.
12. Schools – Collaborate with the Cambridge, Jefferson, Fort Atkinson and Lake Mills School Districts, and the Madison Area Technical College to provide high quality educational facilities and opportunities for Town residents. Actively participate in the planning and siting of any new school facility.
13. Town Facilities - Annually evaluate the condition of the Town Hall and associated equipment to ensure that it will continue to meet Town needs.

WI State Statute 66.0401: Solar and Wind Systems

No county, city, town or village may place any restriction, either directly or in effect, on the installation or use of a solar energy system (as defined in s.13.48(2)(h)1.g.), or a wind energy system (as defined in s.66.0415 (1)(m)), unless the restriction satisfies one of the following conditions:

- (a) Serves to preserve or protect public health or safety.
- (b) Does not significantly increase the cost of the system or significantly decrease its efficiency.
- (c) Allows for an alternative system of comparable cost and efficiency.

Goal 2: Ensure that new Town residents are aware of Town policies regarding services.

Objectives:

1. New residents should be educated on the norms and expectations for the delivery of services to Town of Oakland residents, which may differ from services they have received in the past.

Policies:

1. Distribute a pamphlet or newsletter describing Town policies and community norms when new development occurs in the Town. Information may include explanations and contact information pertinent to the jurisdictions responsible for delivery of a variety of services, costs associated with services, and expectations for residents.

2.5 ECONOMIC DEVELOPMENT

Goal 1: Ensure that new businesses do not detract from the predominantly rural character of the Town.

Objectives:

1. Maintain agriculture and related businesses as the major economic development type in the Town.
2. Join area economic development organizations to support economic growth and vitality throughout the region and to bring the “voice” of the farmer to discussions about economic development.
3. Develop a long-term area strategy to promote sustainable economic development, with a special emphasis on promoting existing businesses and local agricultural and forest products.

Policies:

1. Encourage agriculture and forestry-related businesses as the major economic development type in the Town. Encourage the development of “niche” businesses focused on food and timber for local and regional markets (small-scale food processing, fresh and organic produce, woodworking, etc.)
2. Encourage local cottage industries & regional tourism businesses, such as blacksmiths, veterinary clinics, and bed and breakfasts that do not diminish the quality of natural, historical, or cultural resources.
3. Collaborate with neighboring municipalities, Jefferson County, and local economic development organizations to develop programs and marketing initiatives that support local products.

Goal 2: Minimize land use conflicts between business and non-business uses.

Objectives:

1. Carefully consider whether proposals for commercial or industrial business development will interfere with farming and whether they can be supported with the existing road system, other infrastructure and available services.
2. Maintain design guidelines for businesses to address landscaping, aesthetics, lighting, noise, parking, and access. (Refer to Community Design Principles)
3. Maintain standards and limitations for home occupations and home based businesses in residential areas to minimize noise, traffic, and other disturbances.

Policies:

1. Discourage development of intensive commercial and industrial development in the Town of Oakland. Light commercial and industrial development shall be permitted within the Urban Service Area.
2. Prohibit home based businesses within residential subdivisions, or groups of rural residences, which would cause safety, public health, or land use conflicts with adjacent residential uses due to such things as increased noise, traffic, and lighting. Proposed businesses shall require a conditional use permit.
3. Prohibit junk or salvage yards within the Town of Oakland.

Home occupations refer to office types of uses that do not alter the residential character of a home and its neighborhood.

Home based businesses are selected types of small businesses that can include buildings, yards, and vehicles, that have the physical appearance of a business rather than a home, located on the same parcel of land as the residence. Examples may include veterinary, animal boarding, blacksmiths, or woodworking businesses.

2.6 INTERGOVERNMENTAL COOPERATION



Goal 1: Maintain mutually beneficial relationships with neighboring municipalities, Jefferson County, State & Federal agencies, and school districts serving Oakland residents.

Objectives:

1. Coordinate Town planning efforts with Cambridge, Jefferson, Fort Atkinson and Lake Mills school districts as necessary to allow those districts to properly plan for facility needs.
2. Coordinate with the Village of Cambridge, the Lake Ripley Management District and neighboring towns to jointly plan boundary areas and coordinate their long-term growth plans with the Town Comprehensive Plan.
3. Identify opportunities for shared services or other cooperative planning efforts with appropriate units of government.
4. Identify existing and potential conflicts between Oakland, the Lake District Management District, the Village of Cambridge and neighboring towns and establish procedures to address them.

Policies:

1. Encourage an efficient and compatible land use pattern that minimizes conflicts between land uses across municipal boundaries and preserves farming and natural resources in mutually agreed areas. To the extent possible, coordinate the Town's Comprehensive Plan with any future comprehensive plans for neighboring municipalities or Jefferson County.
2. Prior to the adoption of the Town Comprehensive Plan, and for subsequent updates, request comments from area school district officials, the Lake District Management District, the Village of Cambridge, neighboring towns, and Jefferson County.
3. Maintain long-term boundary agreements with the Village of Cambridge.
4. Request that School District officials keep the Town apprised of any plans for new facilities that could either be located in the Town or near enough to the Town's jurisdiction that Town roads could be affected.
5. Request that the Village of Cambridge, neighboring towns, Jefferson County, and State or Federal agencies communicate to the Town any land use or planning activities that would affect the Town of Oakland.
6. Continually work with the Village of Cambridge, neighboring towns & municipalities to identify opportunities for shared services or other cooperative planning efforts.

2.7 LAND USE

Goal 1: Ensure a desirable balance and distribution of land uses is achieved which reinforces the Town's character & sense of place.

Objectives:

1. Maintain a comprehensive future land use plan and map¹ that coordinates housing, economic development, agriculture, and the preservation of open space and natural resources.

Policies:

1. Map sensitive environmental features requiring protection including steep slopes, wetlands and floodplains. Delineate areas having these features on the Future Land Use Map and prepare a description of these areas that designates them as areas for conservation or protection where development should not occur. Review and update regulations that protect these areas consistent with any state or other applicable laws.
2. Map areas in agricultural use, including those areas that have historically been used for farming but may be lying fallow. Also, map prime farmland soils. Delineate these areas on the Future Land Use Map and designate them as areas for agricultural use. Review and update regulations that support continued agricultural use in these areas.
3. Map the location of non-farm residences throughout the Town, including the Urban Service Area or the Oakland Center. Identify areas suitable for residential development considering other factors including the potential for land use conflicts with areas well-suited and slated for agricultural use, soil conditions, and topography. Delineate these areas on the Future Land Use Map and designate them for residential use. Develop one or more descriptions that describe the type and density of residential development appropriate for these areas. Review and update regulations that support residential development in these areas.
4. Map existing commercial uses that are found in the Town. Evaluate whether the uses are compatible with surrounding uses, whether the road system and other infrastructure is satisfactory to support these uses, whether the uses are adequately supported by available services, and whether there are other suitable places where they could locate. Based upon the evaluation, determine whether the location of existing commercial uses should be delineated as appropriate locations for commercial use in the Town. In addition, determine whether other additional areas should be designated for commercial and/or industrial use, and if so, delineate them on the Future Land Use Map.

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

Objectives:

1. Provide flexibility in development options/tools to create win-win outcomes between landowner desires and community interests.
2. Maintain policies for considering revisions to the Future Land Use Map if and when requested by eligible petitioners.
3. Maintain policies for interpreting future land use boundaries.

¹ Refer to Chapter 3, Future Land Use Plan

Policies:

1. Planned Unit Developments: A subdivider may elect to apply for approval of a plat employing a planned residential development (PUD) design.
2. Conservation Subdivision Development: A subdivider may elect to apply for approval of a plat employing a conservation subdivision design.
3. Keyhole Development: No keyhole development shall be allowed on Lake Ripley.
4. Purchase of Development Rights²: The use of purchase of development rights may be considered within the Town, if Jefferson County develops this program.
5. Reclassifying Future Land Use³: A property owner may petition for a change to the Future Land Use Map. The Town will consider petitions based on the following criteria:
 - a. Agricultural Criteria: The land does not have a history of productive farming activities or is not viable for long-term agricultural use. The land is too small to be economically used for agricultural purposes, or is inaccessible to the machinery needed to produce and harvest products.
 - b. Compatibility Criteria: The proposed change will not cause any nuisance or public safety conflicts with neighboring land uses. A petitioner may indicate approaches that will minimize incompatibilities between uses.
 - c. Natural Resources Criteria: The land does not include important natural features such as wetlands, floodplains, steep slopes, or significant woodlands, which will be adversely affected by the proposed development. The proposed building envelope is not located within the setback of Shoreland & Floodplain zones (raised above regional flood line). The proposed development will not result in undue water, air, light, or noise pollution. Petitioners may indicate approaches that will preserve or enhance the most important and sensitive natural features of the proposed site.
 - d. Emergency Vehicle Access Criteria: The lay of the land will allow for construction of appropriate roads and/or driveways that are suitable for travel or access by emergency vehicles.

A Planned Unit Development (PUD) refers to a parcel of land planned as a single unit, rather than as an aggregate of individual lots, with design flexibility from traditional siting regulations. Within a PUD, variations of densities, setbacks, streets widths, and other requirements are allowed. The variety of development that is possible using PUDs creates opportunities for creativity and innovation within developments. Since there is some latitude in the design of PUDs, the approval process provides opportunities for cooperative planning between the developer, reviewing boards, and other interested parties.

Key-holing refers to the act of obtaining or providing access to a public body of water across private lots or lands in a manner which increases the number of property owners which have access to such water to a degree greater than what would occur with individual riparian owners having individual lots fronting on the water. Key-hole development also includes dredging of a channel for the purpose of navigational access to the water from one or more lots, outlots, or parcels of land.

Purchase of Development Rights (PDR) refers to a public program to pay landowners the fair market value of their development rights in exchange for a permanent conservation easement that restricts development of the property.

Transfer of Development Rights (TDR) refers to a program to relocate potential development from areas where proposed land use or environmental impacts are considered undesirable (the “donor” or “sending” site) to another (“receiver”) site chosen on the basis of its ability to accommodate additional units of development beyond that for which it was allowed under a comprehensive plan or zoning ordinance.

² Jefferson County maintains a volunteer Conservation Easement Program. The County may consider a purchasing (vs. donating) development rights program in the future.

³ Petitions to change future land use classifications may only be submitted by landowners (or their agents) within the Planning Area, by Town Officials, or by officials from adjacent municipalities.

- e. Transportation Criteria: The proposed change will not significantly increase traffic in an area such that it will pose public safety concerns. The existing transportation system is capable of supporting the proposed use. Petitioners may demonstrate how they will upgrade any transportation facilities to address existing deficiencies or safety issues.
 - f. Ability to Provide Services Criteria: Provision of public facilities and services will not place an unreasonable burden on the ability of the Town to provide and fund those facilities and services. Petitioners may demonstrate to the Town that the current level of services in the Town, including but not limited to school capacity, emergency services capacity (police, fire, EMS), parks and recreation, library services, and potentially water and/or sewer services, are adequate to serve the proposed use. Petitioners may also demonstrate how they will assist the Town with any shortcomings in public services or facilities.
 - g. Intergovernmental Cooperation Criteria: Petitioners may demonstrate that a change in the Future Land Use Map is consistent with the Jefferson County Comprehensive Plan and Zoning Code.
 - h. Public Need Criteria: There is a clear public need for the proposed change or unanticipated circumstances have resulted in a need for the change. The proposed development is likely to have a positive fiscal impact on the Town. The Town may require that the property owner, or their agent, fund the preparation of a fiscal impact analysis by an independent professional.
6. Criteria for Rezoning: In reviewing requests for rezoning in the Town of Oakland, the Town Planning Committee and Board shall use the following criteria:
- a. Rezoning R-2 Residential Unsewered to R-1 Residential. Rezoning of existing R-2 Residential Unsewered lands to R-1 Sewered shall only be approved after at least seventy-five (75) percent of the existing buildable R-1 parcels within the Urban Service Area have residences constructed thereupon. This calculation shall be based on the building improvements recorded on the most recent Town Assessment Roll effective January 1 of the current year.
 - b. Rezoning From Any District to R-2 Residential Unsewered. No further rezonings to R-2 Residential Unsewered shall be permitted in the Town of Oakland.
 - c. Rezoning from A-1 Agricultural to R-1. Rezoning of existing A-1 to R-1. Rezoning of existing A-1 agricultural lands shall be approved only if the following conditions are met:
 - i. At least seventy-five (75) percent of the existing buildable R-1 parcels within the Urban Service Area are developed. This calculation shall be based on the building improvements recorded on the most recent Town Assessment Roll effective January 1 of the current year.
 - ii. Lands proposed for rezoning are not classified as prime agricultural land by the Town Board.
 - iii. Contiguous parcels under the same ownership remaining in the A-1 Agricultural District after the rezoning are a minimum of thirty-five (35) acres.

- d. Rezoning from A-1 Agricultural to A-3 Agricultural: Rezoning of existing A-1 Agricultural areas to A-3 Agricultural shall be approved only if the following conditions are met:
- i. Land proposed for rezoning is not classified as prime agricultural land by the Town Board.
 - ii. Parcels proposed for the A-3 Agricultural Zoning District can be accessed by public road or an approved private drive that does not divide tillable agricultural land. Any new public or private drives to access A-3 areas shall follow fence lines, property lines, or woodland vegetation lines to the maximum extent feasible.
 - iii. Contiguous parcels under the same ownership remaining in the A-1 Agricultural District after the rezoning are a minimum of 35 acres.

In determining whether a parcel is considered prime agricultural land, all Capability Class I and II soils shall be considered prime. Capability Class III soils that:

- i. Exhibit prime agricultural capabilities based on comparable expected yields of Class I and II
- ii. Have historically been cultivated

shall be considered prime agricultural land for the purpose of this plan. However, the Town Board may make a determination that uncultivated land with Capacity Class III soils is not considered prime agricultural land.

7. Criteria for Residential Subdivision Plat Approval: Residential subdivision plats (i.e. land divisions with five or more lots) in the Town of Oakland should only be approved when at least seventy-five (75) percent of buildable residentially-zoned lots within the Town of Oakland Urban Service Area have been developed. This ratio should be based on occupancy permits issues as of January 1 of each current year.

Ratio =
$$\frac{\text{Number of parcels within Urban Service Area with dwelling units effective January 1}}{\text{Total number of residentially-zoned parcels within the Urban Service Area}}$$

- a. Because these parcels are very unlikely to become developed, this ratio excludes the following parcels:
 - i. Property owned by the State of Wisconsin, including the WDNR.
 - ii. Property owned by the Town of Oakland.
 - iii. Church property.
 - iv. Golf courses.
 - v. Parcels under 8,000 feet.
- b. Proposed new subdivisions shall be dated as the completed applications are received. Once the seventy-five (75) percent limited is reached, subdivision plats shall be reviewed in the order in which they were received.
- c. Subdividers will be required to comply with the Town of Oakland Land Division Ordinance and applicable ordinances of Jefferson County. Subdividers may also be required to comply with the Land Division Ordinance of the Village of Cambridge, if the proposed land division lies within the Village's one-and-one half mile extraterritorial jurisdiction.

- d. Subdividers will be required to file a signed “Subdivider’s Agreement” with the Town prior to plat approval and must follow all of the provisions therein.
- 8. Interpreting Boundaries⁴: Where uncertainty exists as to the boundaries of districts shown on the Future Land Use Map, the following rules shall apply:
 - a. Boundaries indicated as approximately following the centerlines of streets, highways, or alleys shall be construed to follow such centerlines.
 - b. Boundaries indicated as approximately following platted lot lines or U.S. Public Land Survey lines shall be construed as following such lot lines.
 - c. Boundaries indicated as approximately following municipal boundaries shall be construed as following such boundaries.
 - d. Boundaries indicated as following railroad lines shall be construed to be midway between the main tracks.
 - e. Boundaries indicated as following shorelines and floodplains, shall be construed to follow such shorelines and floodplains, and in the event of change in the shorelines and floodplains, it shall be construed as moving the mapped boundary.
 - f. Boundaries indicated as following the centerlines of streams, rivers, canals, or other bodies of water shall be construed to follow such centerlines.
 - g. Boundaries indicated as parallel to the extension of features indicated in the preceding above shall be so construed. The scale of the map shall determine distances not specifically indicated on the Future Land Use Map.

⁴ With respect to the accuracy of this and other maps included in this document, a disclaimer is necessary. The Town of Oakland and MSA Professional Services have prepared and reviewed maps herein. It has been mutually understood that these maps were accurate for planning purposes and that they will continue to be used to make planning and zoning decisions. Due to scale limitations or potential data errors, it is recognized that disputes may arise concerning areas delineated on the maps. If a landowner or any other party alleges error or misrepresentation of map delineations, he or she must submit proof from recognized professionals that such is the case. If any errors are found, parties will be notified and relevant maps will be corrected.

2.8 COMMUNITY DESIGN PRINCIPLES

Goal: Promote high quality site and building designs.

Objectives:

Maintain site and building design guidelines for all development to uphold property values, minimize conflicts with neighboring uses, and to reinforce the character of the Town as a whole.

Policies:

The Town will utilize the following design principles in reviewing development proposals. These principles are to be used in conjunction with reviews of land divisions, zoning amendments, and conditional use permits. These guidelines are intended to supplement, not replace or substitute for, setback and yard requirements in the Jefferson County Zoning Ordinance or the Town of Oakland Land Division Ordinance.

Rural Preservation Areas

Lots, buildings, and driveways within agricultural areas shall be configured to be located on the least productive soils and shall not fragment large tracts of agricultural land by placing building envelopes and driveways in the middle of large parcels.

Figure 2.1: Building Layout in Rural Preservation



Environmentally Sensitive Areas

Avoid fragmentation and isolation of remaining natural areas and corridors. Lots and buildings shall be configured to retain large tracts of undeveloped land. Developers shall strive to connect undeveloped lands with existing undeveloped areas to maintain environmental corridors. Avoid construction of buildings or the removal of existing vegetation from slopes greater than 20% and building development shall be severely limited in areas designated as wetlands, floodplains, and areas with slopes between 12-20%. To the extent possible, developers shall preserve existing woodlands and mature trees during and after development.

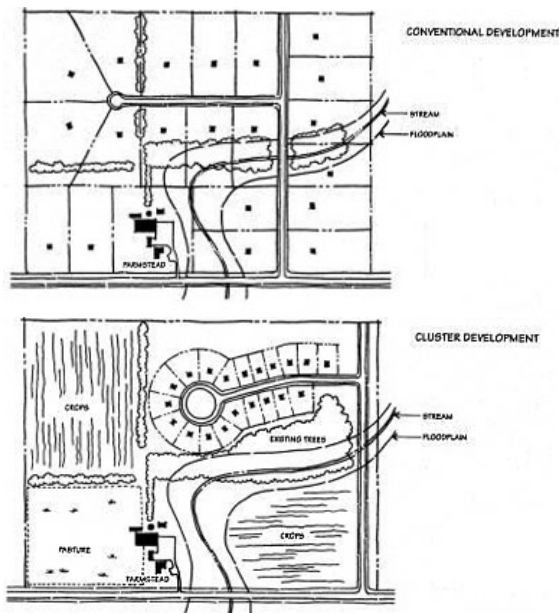
Conservation Subdivisions: Development proposed in areas containing environmentally sensitive areas are encouraged to use conservation subdivision design principles, such as:

- Hiding development from main roads to the extent possible through natural topography, vegetation (e.g. tree lines, wooded edges), landscaped bufferyards, and setbacks.
- Provide vegetative buffers between building sites, wetlands, and streams beyond minimum setback standards.
- Preserve mature trees, stone rows, fence lines, and tree lines.
- Arrange lots so that houses are not placed on exposed hilltops or ridgelines.
- Design streets and lot layouts to blend with natural land contours.

- Create pedestrian trails through common open space areas.
- Restore the quality and continuity of degraded environmental areas within the subdivision, such as streams and wetlands.
- Encourage stormwater management treatment systems that focus on Best Management Practices (BMPs).

Lake Shore Development: Maintain natural vegetation along the lake shore; limit clear-cutting of existing vegetation and seeding of lawn areas along the lakefront to a yard area no more than 30 feet in width within 75' of ordinary high-water mark. Where feasible, locate and design structures in such a manner as not to block the view of the lake or other water bodies from adjoining residences.

Figure 2.2: Conventional versus Conservation Subdivisions



Conservation Subdivisions are an alternative approach to the conventional lot-by-lot division of land in rural areas, which spreads development evenly throughout a parcel with little regard to impacts on the natural and cultural features of the area. Conservation Subdivisions allow for an adjustment in the location of residential dwelling units on a parcel of land so long as the total number of dwelling units does not exceed the number of units otherwise permitted in the zoning district or comprehensive plan. This clustering of the dwellings into a small area is made possible by reducing the individual lot sizes. The dwelling units are grouped or “clustered” on only a portion of a parcel of land. The remainder of the site is permanently preserved as open space or farmland held in common or private ownership. Sometimes additional dwelling units may be permitted if certain objectives are achieved. Conservation subdivisions enable a developer to concentrate units on the most buildable portion of a site, preserving natural drainage systems, open space, and environmentally and culturally sensitive areas. A conservation subdivision should identify a conservation theme such as forest stewardship, water quality preservation, farmland preservation, natural habitat restoration, view shed preservation, or archaeological and historic properties preservation.

Compatibility with Neighboring Uses: Locate all primary and accessory buildings (e.g. garages and utility sheds) in such a manner as to minimize their visibility from public roads and adjoining private property. Potential for land use conflicts with existing uses (including forestry & agricultural uses and environmentally sensitive areas) shall be mitigated through buffering, landscaping berms, and lot/building location on the original parcel.

Figure 2.3: Residential Screening



Signage, Parking, & Lighting

Excessive signage, parking and lighting is discouraged:

- The use of monument, wall, cantilever, or awning signs is strongly encouraged.
- Provide sufficient on-site parking so that there will be no residential or commercial parking on either public or private drives. New business developments shall utilize shared parking and signage whenever feasible.
- New developments shall incorporate full cut-off lighting, which reduces impacts on neighboring properties (light trespass) and protects the night sky (prevents sky glow).

Figure 2.4: Sign Types

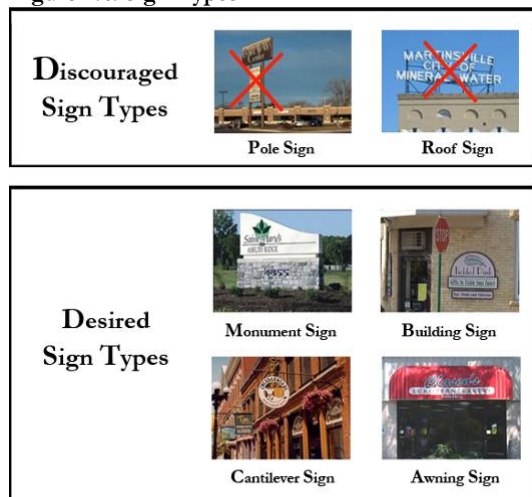


Figure 2.5: Parking Layout

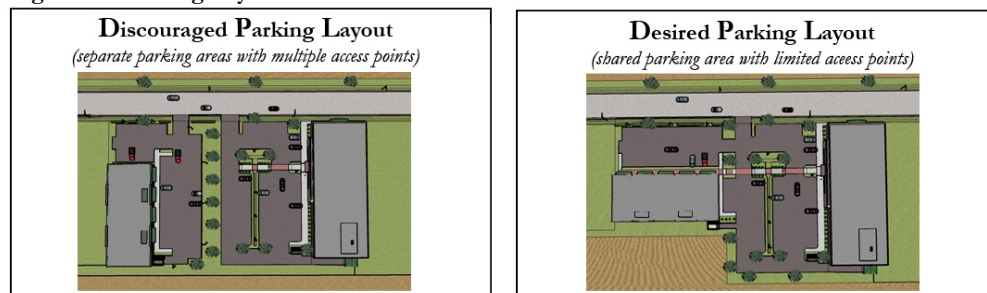
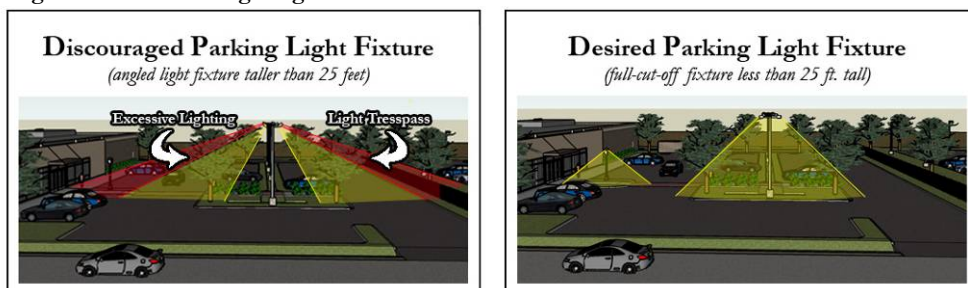


Figure 2.6: Outdoor Lighting



Transportation Facilities

Transportation facilities for new developments shall be constructed according to local ordinances and shall allow for safe ingress and egress of vehicles. Most lots shall take access from interior local streets to minimize the impacts to existing transportation facilities and new facilities shall address future connectivity to surrounding properties. Streets should be designed to the minimum width that will reasonably satisfy all realistic needs. Local streets should not appear as wide collector streets, or “micro-freeways,” which encourages higher travel speeds. Streets should be laid out in a manner that takes advantage of the natural topography and aligns with existing facilities. The use of traditional or modified grid-like street patterns, as opposed to multiple cul-de-sacs and dead end roads, is strongly encouraged. Pedestrian and bicycle improvements are strongly encouraged, especially in areas near existing facilities. Existing natural screening vegetation along all public roads shall be maintained. Development proposals shall address the impacts to transportation systems including:

- a. Traffic flow and volume
- b. Road conditions, construction, and maintenance
- c. Emergency vehicle access
- d. Safe ingress and egress
- e. Future connectivity to surrounding properties
- f. Transportation of students (e.g. bus turn-arounds)
- g. Pedestrian and bicycle improvements.

Utility Construction

Utilities shall be sited and designed to minimize impacts on adjacent uses. Underground placement and co-location for new public and private utility facilities is encouraged. Above ground utilities shall incorporate site, design, and landscaping features that minimize impacts to adjacent uses.

Architectural Styles

New buildings should promote a high quality of architectural style. The use of natural building materials and energy-efficient materials or designs is highly encouraged, including LEED certification. Buildings should be designed and located to blend into the natural environment. Discourage the use of repeating building heights, exterior colors, and housing floor plans within new subdivisions.

Leadership in Energy and Environmental Design (LEED) is a rating system developed by the U.S. Builders Association that provides a suite of standards for environmentally sustainable construction.

3 FUTURE LAND USE

3.1 FUTURE LAND USE SUMMARY

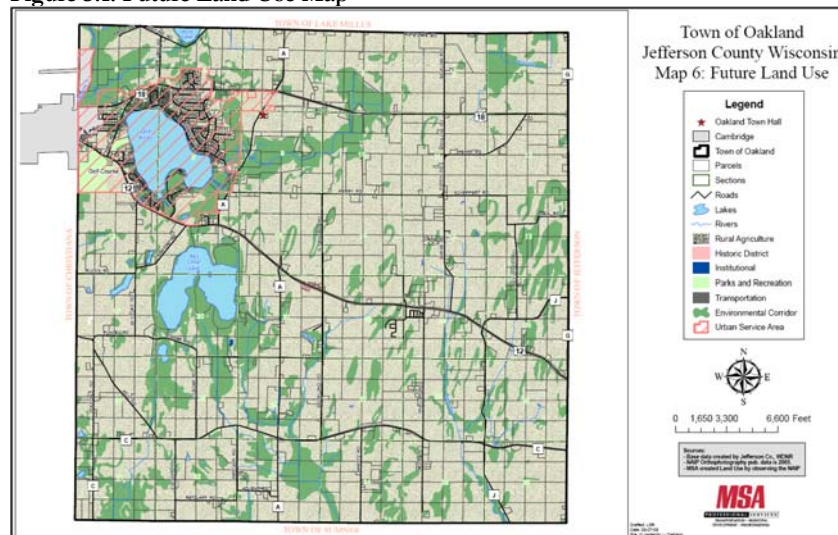
The following chapter summarizes the future land use plan for the Town of Oakland and covers all of the information required under *SS66.1001*. The information is intended to provide a written explanation of the Town of Oakland Future Land Use Map (See Appendix B), which depicts the Town of Oakland desired pattern of land use and establishes the Town's vision and intent for the future through their descriptions and related objectives and policies (Chapter 2). The future land use plan identifies areas of similar character, use, and density. These land use areas are not zoning districts, as they do not legally set performance criteria for land uses (i.e. setbacks, height restrictions, etc.).

The Town does not assume that all areas depicted on the Future Land Use Map will develop during the next 20 years. Instead, the Future Land Use Map depicts those areas that are the most logical development areas based on the goals and policies of this plan, overall development trends, environmental constraints, proximity to existing development, and the ability to provide services. The Town does not support the rezoning or development of all the lands identified on the maps immediately following adoption of this Plan. Other factors, such as the ability to provide services and the phasing of development, will have to be considered.

3.1.1 Future Land Use Map

Upon completion of the existing conditions analysis and planning policies, the consultant prepared a future land use map for review by the Plan Committee. The Future Land Use Plan reflects only minor amendments made to the Town's 1997 Comprehensive Plan to be consistent with the Jefferson County Agricultural Preservation and Land Use Plan (1999), including expanding the Environmental Corridor land use to include all contiguous woodlands over 10 acres in size.

Figure 3.1: Future Land Use Map



3.1.2 Future Land Use Plan

The proposed pattern of land use is depicted in Map 6 (See Appendix B). The Future Land Use Plan, in conjunction with the other chapters of this plan, should be used by Town staff and officials to guide recommendations and decisions on rezoning and other development requests.

3.1.2.1 Land Use Recommendations

This Plan generally proposes minor changes in the existing land use pattern within the Town of Oakland and only small modifications to the Town's existing future land use map contained in the Town's 1997 Comprehensive Growth Plan. The Future Land Use plan for the Town of Oakland is divided into four (4) land uses:

- A. Urban Service Area
- B. Rural Agricultural Zone
- C. Environmental Corridors
- D. Oakland Center
- E. Institutional
- F. Parks and Recreation

Land use policies for these land uses are outlined below.

A. Urban Service Area

Land uses within the Urban Service Area are predominantly residential and consist of both permanent and seasonal housing. There is some commercial development in the Urban Service Area, including several lake-oriented resorts and restaurants and some businesses along U.S. Highway 12 east of the Village of Cambridge.

Due to the proximity and ease of access to the Lake Ripley area from Madison, it is anticipated that there will be continued development pressure. The development is anticipated to be primarily in the form of redevelopment and enlargement of lakefront properties and additional "seasonal and third tier" subdivision development off the lake.

The Town of Oakland Urban Service Area is defined as the area within which public sanitary service is provided by the Town of Oakland Sanitary District No.1. The boundaries of the Urban Service Area are coterminous with the boundaries of the Sanitary District. The Urban Service Area includes most of the land area north of U.S Highway 12, south of U.S. Highway 18 and west of CTH A. The area includes all of the shoreline of Lake Ripley.

The land use policies for the Urban Service Area are:

1. Require all new residential development to connect to the Town of Oakland Sanitary District No. 1 sanitary sewer system.
2. Approve additional subdivision plats (i.e. land divisions consisting of five or more lots) only after 75 percent of the buildable existing residential lots in the Urban Service Area have been developed.
3. Any expansion of the Urban Service Area may occur only after 75 percent of the buildable existing residential lots in the Urban Service Area have been developed.
4. Limit the size of any multiple family dwellings to no more than four (4) units per building.
5. Do not expand the amount of nonresidential zoning with lake frontage beyond the existing level.
6. Allow some expansion of nonresidential zoning along US Highway 12 east of the Village of Cambridge.

B. Rural Agricultural Area

The Rural Agricultural Area represents the majority of the area in the Town of Oakland. This area shall be maintained as a predominantly agricultural district. There is some scattered Agricultural Business development throughout the Rural Agricultural Area. Most of the Rural Agricultural Area consists of Class I, II or II soils and has historically been part of the farming units.

The land use policies of the Town of Oakland for the preservation of the Rural Agricultural Areas are:

1. Rural residences shall be limited to a density of no greater than one (1) dwelling unit per thirty-five (35) acres regardless of when the dwellings were built. Clustering should be permitted in order to preserve open space and productive agricultural land, provided overall development density of the original parcel (i.e. 1975 parent parcel) does not exceed one (1) dwelling unit or buildable parcel per thirty-five (35) acres. A buildable parcel is one created from the 1975 parent parcel, which is zoned, or may be zoned, to receive a dwelling unit.
2. No commercial development shall be approved in the Rural Agricultural Area unless such businesses are either resource-based businesses (e.g., sand and gravel extraction), agriculture-related, or approved as home-occupations under the Jefferson County Zoning Ordinance.
3. Providing overall development density does not exceed one (1) dwelling unit or buildable parcel per thirty-five (35) acres, a maximum of three (3) partitions within an existing parent parcel may be allowed based on the total number of contiguous acres located wholly within the Town of Oakland as of the enactment of the 1975 Jefferson County Zoning Ordinance (January 15, 1975). For the purposes of interpreting this requirement, roadways, streams, and rivers do not constitute breaks in the contiguity of land parcels under similar ownership (i.e. parcels separated only by a roadway, stream or river will be considered contiguous).
4. Within the Rural Agricultural Area, a land division of up to three (3) acres with an existing residence and associated agricultural structures may be permitted if the residence in question was constructed prior to enactment of the 1975 Jefferson County Zoning Ordinance (January 15, 1975), the parcel remaining contains a minimum of thirty-five (35) contiguous acres and the one dwelling unit per thirty-five (35) acre rule is not violated. This partition shall count as one of the partitions allowed as outlined under Subsection 3 of Section B. The existing residence and associated agricultural structures shall count as a dwelling unit and a partition in the determination of dwelling density and the number of partitions allowable under Subsection 3 of Section B. A parcel which has more than one dwelling unit, regardless of how long said dwelling unit(s) have existed (e.g., residences, mobile homes, house trailers, guest houses, cottages, etc.), may not be partitioned based on the existence of more than one dwelling unit, unless sufficient acreage exists and all other goals, terms and conditions of the Town of Oakland Comprehensive Plan are met. In the event that a buildable parcel of record was created and existed prior to enactment of the 1975 Jefferson County Zoning Ordinance (January 15, 1975) and even if the parcel is less than 35 acres, that parcel shall remain buildable but said parcel will be subject to all other conditions outlined under “Rural Agricultural Area”. All of the provisions of the Agricultural A-3 District are applicable to parcels created under this subsection, as are the requirements of the Jefferson County Land Division and Subdivision Ordinance and the Town of Oakland Land Division Ordinance.
5. On the final Certified Survey Map for all newly created parcel(s), a restriction shall be placed on said map by the surveyor thereof:

“Town Restriction: This lot may not be further divided without approval of the Town of Oakland, Jefferson County and other applicable agencies.”

The parent parcel(s) shall also require an affidavit to be filed acknowledging the number of remaining partitions available to the parent parcel(s), which may be determined by a search of the County and

Town public records. This affidavit shall be written so that it may be reversed at a later date by the Town Board, if the landowner can demonstrate compelling circumstances for removal or modifications of deed restrictions and such removal or modifications are approved by the Town Board.

It will be the responsibility of the owner(s) of the parent parcel(s) to provide the Town Board with copies of the final certified survey map and affidavit showing that the restrictions have been properly recorded with the Jefferson County Register of Deeds. Copies of the final Certified Survey Map and affidavit shall be kept on file by the Town Clerk, as a matter of public record, for future reference. No building permits will be issued until the final Certified Survey Map and affidavit have been filed with the Town and the Jefferson County Register of Deeds.

6. Multi-family home, group homes, and duplexes shall not be permitted in the Rural Agricultural Area.
7. Minimum parcel sizes for rural residences shall be one (1) acre.
8. All mineral extraction operations shall require the issuance of a Conditional Use Permit from Jefferson County. For the purpose of determining whether to recommend the issuance or the denial of an application for such a Conditional Use permit, the Plan Committee and the Town Board shall consider the following listed factors. The Plan Committee and the Town Board shall use the guidelines stated below in making their recommendation to Jefferson County.
 - a. Time limit for project. All Conditional Use Permits for mineral extraction operations shall include a time limit for completion of the project. The Town of Oakland prefers that no Permit be issued for more than five years.
 - b. Site restoration plan. All Conditional Use Permits for mineral extraction operations shall include a plan for proper restoration of the site and the posting of a performance bond to ensure such restoration. Provisions shall be included for the repair of any damage to town roads caused by the operation of heavy trucks and equipment thereon.
 - c. Site size. The Town of Oakland's preference is that the open excavated area be limited to 10 acres, which includes area for stock piling, with the area to be reclaimed per DNR regulations to maintain such 10 acre limit.
 - d. Inspections. All Conditional Use Permits for mineral extraction operations shall require the applicant to allow inspections of the site to ensure continuing compliance with the Conditional Use Permit restrictions. Inspectors, in addition to county officials, may include the Oakland Town Chairperson and/or its agents. A Conditional Use Permit applicant will agree not to unreasonably withhold access to the site for purposes of inspection.
 - e. Operating hours. All Conditional Use Permits for mineral extraction operations shall include restrictions regarding operating hours. It is the preference of the Town of Oakland that operating hours for activities related to mineral extraction be restricted to between 6:00am and 6:00pm Monday through Friday and between 6:00am and 12:00 noon on Saturdays, and that equipment maintenance and repair activities be restricted to between 6:00am and 6:00pm Monday through Friday and between 6:00am and 12:00 noon on Saturdays. In addition, the Conditional Use Permit shall address restrictions on causing a nuisance to neighboring properties by causing unnecessary noise and commotion.
 - f. Entrance and exit locations. All Conditional Use Permits for mineral extraction operations shall require the permittee to conform with County requirements regarding the location of entrance and exits. It is the preference of the Town of Oakland that all points of the mineral extraction

site be at least 500 feet from any existing residences unless the owners of residences closer thereto agree in writing to alter such restriction.

- g. Location for operation of excavating equipment. All Conditional Use Permits for mineral extraction operations shall require the permittee to conform with County requirements regarding the excavation or operation of equipment, such that none shall occur within 500 feet of existing residences or within 100 feet of the centerline of any public road.
- h. Assignment of sublease of permit. All Conditional Use Permits for mineral extraction operations shall contain a restriction stating that it cannot be assigned or sublet or the rights of the Conditional Use Permit cannot be transferred in any way to any third party.
- i. Site screening. All Conditional Use Permits for mineral extraction operations shall require a plan for adequate screening of the site. It is the position of the Town of Oakland that such plans shall meet county regulation at a minimum and may need to exceed those regulations in order to control noise and views at reasonable levels.
- j. Water wells. All Conditional Use Permits for mineral extraction operations shall contain a requirement that water wells meet DNR standards and comply with all appropriate setbacks for fuel storage.
- k. Blasting. The above stated guidelines (a-j) pertain only to sand and gravel extraction and blasting will not be permitted in a sand and gravel extraction permit. If blasting is to be allowed, a different permit will be required, and all said blasting Conditional Use Permits shall require the operations to comply with all state statutes and departmental regulations regarding the hours and location of blasting, at a minimum, and consideration should be given to greater restrictions depending on the location of the site and neighboring properties.
- l. Road maintenance. All Conditional Use Permits for mineral extraction operations shall contain an agreement that the permittee will accept and assume responsibility for all repairs and maintenance required on roads used by vehicles using such roads to travel to and from the site. The determination as to whether repairs or maintenance are required and the standards for such repair and maintenance shall be the sole discretion of the Town Board of the Town of Oakland. The repair or maintenance shall be to the same standards the Town of Oakland uses on its other roads. Sound engineering judgment shall be used to determine the percentage of repair and maintenance caused by vehicles using the mineral extraction facility.
- m. Other relevant factors. Individual Conditional Use Permits for mineral extraction operations shall include such other factors as may be specifically relevant to the individual site.

C. Environmental Corridors

Environment corridors consist of publicly-owned conservancy areas, navigable waters, land within 100-year floodplains, WI DNR-designated wetlands, contiguous woodlands over 10 acres in size, and any land with a slope in excess of 20 percent.

Environmental corridors are areas that should be protected from development in order to preserve the natural resource qualities of the areas and protect the visual and aesthetic qualities of the Town of Oakland.

The land use policies of the Town of Oakland for the protection of the Environmental Corridors are:

1. Environmental corridors should be treated as "overlay districts" in which the environmental corridor policies would be applied in addition to the land use regulations and zoning requirements applicable in the underlying zoning district.
2. Building, road construction, or land disturbance associated with nonagricultural development should be prohibited on slopes in excess of 20 percent.
3. All structures, except for boardwalks, viewing platforms, decks, and similar structures, shall be prohibited within seventy-five (75) feet of WDNR-designated wetlands or navigable bodies of water.
4. Residential development within upland woods, located outside the Urban Service Area, shall be subject to the same density requirements as the Rural Agricultural Areas.
5. No commercial development shall be approved in the Environmental Corridors unless such businesses are approved as home-occupations under the Jefferson County Zoning Ordinance.

D. Oakland Center

The Oakland Center is the area defined on the Town of Oakland Future Land Use Map and consists of an existing unincorporated community adjoining the intersection of U.S. Highway 12 and North Oakland Road.

The land use policies of the Town of Oakland for the unincorporated area of Oakland Center shall be:

1. This area shall be designated a non-growth area. Accordingly, no new parcels may be created in or adjacent to Oakland Center, and adjacent agricultural land may not be rezoned to allow new parcels not currently allowed under existing zoning.
2. Commercial use permitted in the C-Community District in the Jefferson County Zoning Ordinance may be permitted within the Oakland Center, provided such uses are located on existing lots of record.
3. Multi-family residences, duplexes, and group homes shall not be permitted in or adjacent to Oakland Center.

E. Institutional

Institutional areas are those lands that are delineated as existing institutional lands. It includes properties owned by the Town, school district, and religious institutions. These are planned to remain in their existing locations. There is no anticipated expansion of institutional land uses within the Town. Future requests for institutional land uses will be considered as conditional uses within the other classifications.

F. Park and Recreation

These lands include properties where recreation is the primary activity and where there is typically no commercial or residential use. The Town, Lake Ripley Management District, County, or State usually owns these properties. Some stormwater management or other utility/institutional uses (e.g., water towers) may be located within these areas. No new parks have been identified. Future requests for park and recreation uses will be considered as conditional uses within the other classifications.

4 IMPLEMENTATION

4.1 IMPLEMENTATION SUMMARY

The implementation element is defined as a compilation of recommendations, or specific actions, to be completed in stated sequence to implement the goals, objectives, and policies contained within this plan. In addition, this chapter describes how each of the elements of the plan will be integrated and made consistent with the other elements of the comprehensive plan, and includes a mechanism to measure the local governmental unit's progress toward achieving all aspects of the comprehensive plan. The element also includes a process for adopting and updating the Comprehensive Plan.

4.2 REGULATORY MEASURES

Regulatory measures used to guide development are an important means of implementing the recommendations of a comprehensive plan. The zoning ordinance and subdivision regulations comprise the principal regulatory devices used to protect existing development and guide future growth as prescribed by the comprehensive plan. The Town Board officially adopts these regulatory and land use control measures as ordinances (or as revisions to the existing ordinances).

4.2.1 Zoning Ordinance

Zoning is used to control the use of land and the design and placement of structures. A zoning ordinance establishes how lots may be developed, including setbacks and separation for structures, the height and bulk of those structures, and density. The general purpose for zoning is to avoid undesirable side effects of development by segregating incompatible uses and by setting standards for individual uses. It is also one of the important legal tools that a community can use to control development and growth.

The Town of Oakland is zoned under the Jefferson County Zoning Ordinance. The Town intends to use this plan along with the Jefferson County Zoning Ordinance to guide future development.

Beginning January 1, 2010, zoning changes must be consistent with the Town & County Comprehensive Plans. Any changes to the Jefferson County Zoning Code should be reviewed for consistency with the Town of Oakland Comprehensive Plan.

- **This plan recommends maintaining the existing zoning administrative procedures and authorities.**
- **This plan does not require the rezoning of any parcels within the Town prior to its adoption.**
- **Action: Contribute input into any proposed changes to the Jefferson County Zoning Ordinance based on the recommendations of this plan.**

4.2.2 Official Maps

An official map shows areas identified as necessary for future public streets, recreation areas, and other public grounds. By showing the area on the Official Map, the municipality puts the property owner on notice that the property has been reserved for future taking for a public facility or purpose. The municipality may refuse to issue a permit for any building or development on the designated parcel; however, the municipality has one year to purchase the property upon notice by the owner of the intended development.

- **The Town does not have an official map, and there are no immediate plans to create one.**

4.2.3 Sign Regulations

Local governments may adopt regulations, such as sign ordinances, to limit the height and other dimensional characteristics of advertising and identification signs. The purpose of these regulations is to promote the well-being of the community by ensuring that signs do not compromise the rights of Town residents to a safe and attractive environment.

- **Jefferson County Zoning Ordinance provides requirements for signs within the Town.**

4.2.4 Erosion/Stormwater Control Ordinances

The purpose of stormwater or erosion control ordinances is to establish rules that will prevent or reduce water pollution caused by the development or redevelopment of land. Adoption of local ordinances for stormwater do not pre-empt more stringent stormwater management requirements that may be imposed by WPDES Stormwater Permits issued by the Department of Natural Resources under Section 147.021 Wis, Stats.

- **Jefferson County Zoning Ordinance provides requirements for erosion or stormwater control within the Town.**

4.2.5 Historic Preservation Ordinances

An historic preservation ordinance is established to protect, enhance, and perpetuate buildings or an area of special character or the special historic or aesthetic interest of districts that represent a community's cultural, social, economic, political, and architectural history.

- **Jefferson County Ordinance 2007-48 *Creation of a Historic Sites Preservation Commission and Program*, allows the County to select geographically defined areas to be designated as historic districts and may, with the assistance of the County Zoning and Planning Department, prepare an historic preservation plan. An historic district may be designated for any geographic area of particular historic, architectural, archaeological or cultural significance to the County of Jefferson.**

4.2.6 Site Plan Regulations

A site plan is a detailed plan of a lot indicating all proposed improvements. Some communities have regulations requiring site plans prepared by an engineer, surveyor, or architect. Site plan regulations may require specific inclusions like: General Layout, Drainage and Grading, Utilities, Erosion Control, Landscaping & Lighting, and Building Elevations.

- **Jefferson County Zoning Ordinance provides requirements for site plans within the Town. In addition, the Town has established recommended site standards for specific mineral extraction operations as established in Section 3.1.2.1.B.8 of this plan.**

4.2.7 Design Review Ordinances

Design Review Ordinances are used to protect the character of a community by regulating aesthetic design issues. They include guidelines that can address a wide range of building and site design criteria, and they are typically implemented by a design review committee that reviews all proposed development within a designated area for consistency with the guidelines. Areas designated for application of a design review ordinance are called overlay districts, and they do not change the underlying zoning regulations.

- **The Town does not have a design review ordinance, and it does not intend to create one. However, the Town has established specific site and design principals as established in Section 2.8 of this plan.**

4.2.8 Building Codes and Housing Codes

The Uniform Dwelling Code (UDC) is the statewide building code for one- and two-family dwellings built since June 1, 1980. As of January 1, 2005, there is enforcement of the UDC in all Wisconsin municipalities. Municipal or county building inspectors who must be state-certified primarily enforce the UDC. In lieu of local enforcement, municipalities have the option to have the state provide enforcement through state-certified inspection agencies for new homes. Permit requirements for alterations and additions will vary by municipality. Regardless of permit requirements, state statutes require compliance with the UDC rules by owners and builders even if there is no enforcement.

- **The Town requires adherence to the Uniform Dwelling Code, including building permit & inspection requirements.**

4.2.9 Mechanical Codes

In the State of Wisconsin, the 2000 International Mechanical Code (IMC) and 2000 International Energy Conservation Code (IECC) have been adopted with Wisconsin amendments for application to commercial buildings.

- **The Town requires adherence to all state mechanical codes.**

4.2.11 Sanitary Codes

The Wisconsin Sanitary Code (WSC), which is usually enforced by a county, provides local regulation for communities that do not have municipal sanitary service. The WSC establishes rules for the proper siting, design, installation, inspection and management of private sewage systems and non-plumbing sanitation systems.

- **The Town requires adherence to the Wisconsin Sanitary Code & Jefferson Private Sewage System Ordinance (Chapter 12).**

4.2.12 Land Division & Subdivision Ordinance

Land division regulations serve an important function by ensuring the orderly growth and development of unplatted and undeveloped land. These regulations are intended to protect the community and occupants of the proposed subdivision by setting forth reasonable regulations for public utilities, storm water drainage, lot sizes, street design, open space, and other improvements necessary to ensure that new development will be an asset to the Town.

The division of land in the Town of Oakland is governed by the Wisconsin Statutes and the Jefferson County Subdivision Ordinance. The Town of Oakland maintains a boundary agreement with the Village of Cambridge which governs the division of land within the Town/Village Joint Planning Area. The Intergovernmental Agreement is provided in Appendix C for information purposes only and can be amended at any time without requiring an amendment to the Comprehensive Plan. The Town also maintains a Keyhole Development Ordinance prohibiting keyhole development on Lake Ripley (see Appendix D).

- **The Town requires adherence to the Keyhole Development Ordinance No.55 which prohibits key-holing on Lake Ripley.**

4.3 PLAN ADOPTION

In order to implement this Plan it must be recommended for approval by the Town Plan Committee. One copy of the Plan adopted by the Plan Committee for recommendation to the Town Board is required to be sent to: (a) Every governmental body that is located in whole or in part within the boundaries of the Town, including any school district, sanitary district, or other special district, (b) the clerk of every city, village, town, and county that is adjacent to the Town, (c) the Department of Administration, (d) the regional planning commission in which the Town is located, (e) the public library that serves the area in which the Town is located. The Town will also send one copy of the plan, per written request, to any operator who has applied for or obtained a nonmetallic reclamation permit, a person who has registered a marketable nonmetallic mineral deposit, or any other property owner or leaseholder that has an interest in property allowing the extraction of nonmetallic mineral resources. (Refer to Section 66.1001(4)(b), Stats.)

After the Plan Committee adopts the Plan by resolution, the Town Board must adopt the Plan by ordinance. Prior to adopting the Plan, the Town Board will hold at least one public hearing to discuss the recommended plan (§§ 66.1001 (4)(d)). At least 30 days prior to the hearing a Class 1 notice will be published that contains, at a minimum, the following:

- The date, time and location of the hearing,
- A summary of the proposed plan or plan amendment,
- The local government staff who may be contacted for additional information,
- Where to inspect and how to obtain a copy of the proposal before the hearing.

Prior to adopting the Plan, the Town Board will provide an opportunity for written comments by the public and respond to such comments through review and discussion at a Town Board meeting.

The Town Board, by a majority vote, shall enact the ordinance adopting the recommended plan (Section 66.1001(4)(c), Stats.). The adopted plan and ordinance shall be distributed to the aforementioned parties in Section 66.1001(4)(b), Stats. The plan shall contain all nine elements identified in Section 66.1001(2), Stats. If the Town Board asks the Planning Commission to revise the recommended plan, it is not mandatory that these revisions be sent to the distribution list. However, in the spirit of public participation and intergovernmental cooperation, revisions that constitute a substantial change to the recommended plan may be sent to the distribution list.

4.4 CONSISTENCY AMONG PLAN ELEMENTS

Once formally adopted, the Plan becomes a tool for communicating the community's land use policy and for coordinating legislative decisions. Per the requirements of Wisconsin's Comprehensive Planning Law, beginning on January 1, 2010 if the Town of Oakland engages in any of the actions listed below, those actions shall be consistent with its comprehensive plan:

- Official mapping established or amended under s. 62.23 (6)
- Local subdivision regulations under s. 236.45 or 236.46
- County zoning ordinances enacted or amended under s. 62.23 (7)
- Town, village, or city zoning ordinances enacted or amended under s. 60.61, 60.62, 60.23 (7)
- Zoning of shorelands or wetlands in shorelands under s. 59.692, 61.351 or 62.231

An action shall be deemed consistent if:

1. It furthers, or at least does not interfere with, the goals, objectives, and policies of this plan,
2. It is compatible with the proposed future land uses and densities/intensities contained in this plan,

3. It carries out, as applicable, any specific proposals for community facilities, including transportation facilities, other specific public actions, or actions proposed by nonprofit and for-profit organizations that are contained in the plan.

The State of Wisconsin planning legislation requires that the implementation element describe how each of the nine-elements will be integrated and made consistent with the other elements of the plan. Prior to adoption of the plan the Town of Oakland reviewed, updated, and completed all elements of this plan together, and no inconsistencies were found.

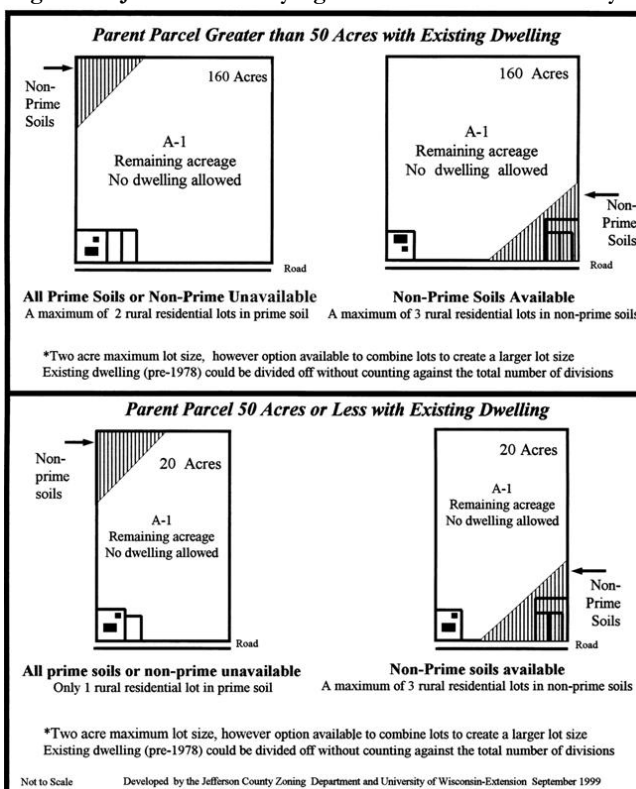
Inconsistencies with the 1999 Jefferson County Agricultural Preservation & Land Use Plan

No inconsistencies were found. In developing this Plan, the Town of Oakland strived to maintain consistency among development policies for areas in which planning authority overlaps with Jefferson County. This Plan maintains the same Urban Service Area boundary as the County's 1999 Plan and for all areas outside of the municipal boundary, maintains the same or more restrictive agricultural preservation and environmental corridor policies.

Jefferson County Zoning Ordinance limits subdivisions in Agricultural districts. These policies are summarized in Figure 4.1. Through the policies contained in this Plan, the Town of Oakland maintains more restrictive density and subdivision requirements. Wisconsin State law allows this.

On lots greater than 50 acres, the County Plan allows for two (2) rural residential lots on prime soils or three (3) in non-prime soils. On lots less than 50 acres, the County plan allows for one (1) rural residence on prime soils or three (3) on non-prime soils. On the other hand, the Town of Oakland, as per the goals, objectives and policies of this plan, limits rural residences to a maximum density of one (1) dwelling unit per thirty-five (35) acres regardless of lot size and when the dwellings were built. The Town Plan allows for three (3) partitions, within an existing parent parcel, as long as the overall development density does not exceed one (1) dwelling per thirty-five (35) acres.

Figure 4.1: Jefferson County Agricultural Preservation Policy



- **Action: Circulate the Town of Oakland Comprehensive Plan to Jefferson County for review and comment.**

Inconsistencies with the Village of Cambridge's Comprehensive Plan

No inconsistencies were found. Land use in the Village of Cambridge is regulated under the Village Comprehensive Plan and Zoning Code. The Town and Village currently maintain an Intergovernmental Agreement for the joint exercise of power, joint projects, road maintenance and joint planning and development efforts (See Appendix C). The policies of this Plan encourage continued cooperation with the Village of Cambridge.

4.5 PLAN MONITORING, AMENDING & UPDATING

To monitor consistency with the Comprehensive Plan the Town shall regularly revisit this plan to review its content prior to any important decisions, especially those that will affect land use. Members of the Town Board, Plan Committee and any other decision-making body should periodically review the plan and identify areas that need to be amended. Special attention should be paid to the recommendations identified in this plan, and to the timetable for their completion. Completed actions should be celebrated and removed, while those actions not yet carried out should be given new deadlines and assigned to specific individuals, boards or committees for completion per the new schedule.

Although this Plan has described policies and recommendations for future implementation, it is impossible to predict the exact future conditions in the Town. Amendments may be appropriate in years following the adoption of the Plan, particularly when the Plan becomes contradictory toward emerging issues or trends. An amendment may also be needed to accommodate a unique proposal not previously considered; however, amendments should be carefully considered and should not become the standard response to proposals that do not fit the plan. Frequent amendments to meet individual development proposals should be avoided or the Plan loses integrity and becomes meaningless.

Amendments are any changes to plan text or maps and are defined as either being minor or major. Minor amendments are defined as changes to plan text or maps that are not associated with a development proposal. Major amendments are defined as changes to plan text or maps that are associated with a development proposal. In order to provide economies of scale, minor amendment requests should be collected throughout the year and addressed at a specified annual joint meeting of the Plan Committee & Town Board (recommended for January to review requests of the previous year). Major amendment requests (i.e. Future Land Use amendments) can be aligned with the development review process (i.e. zoning or subdivision meetings). The processes are essentially the same (Plan Committee recommendation, public hearing, governing body takes final action) except for some differences in notice requirements. Using the more stringent notice requirements of the State comprehensive law can satisfy both processes.

Whether reviewing the request for a minor or major amendment, it is important to ensure that the change does not trigger the need to alter something else in the Plan. The proposed amendment should be evaluated based on its merits and whether it is consistent, or would cause inconsistencies, with the other elements of the Plan.

- **Action: Hold one annual joint meeting between the Town Board and Plan Committee to:**
 - Review the Town's progress in implementing the recommendations of the Plan,
 - Establish new deadlines and responsibilities for new or unfinished recommendations,
 - Identify any minor or major plan amendments that are needed or have been requested for review.

Frequent requests for minor or major amendments to the comprehensive plan should signal the need for a plan update. Unlike an amendment, the plan update is a major re-write of the plan document and supporting maps. Per the requirements of State comprehensive planning law, this Plan needs to be updated at least once every ten years. Updates could be coordinated with the release of new demographic and economic data (as with new census), or the release of updated mapping layers (such as FEMA Flood Maps), as the assumptions of the previous plan might be reconsidered in light of the new information.

- **Action: Update this Comprehensive Plan at least once every ten years per the requirements of the State comprehensive planning law.**

To follow State comprehensive planning law, the Town shall use the same process to amend or update the plan as it originally followed when it was initially adopted (regardless of how minor the amendment or change is). Proposed amendments should be channeled through the local Plan Committee for recommendation, with final action occurring at the Town Board, including proper public notices and hearings. For most amendments, the Town does not need to circulate the entire plan to the aforementioned parties in Section 66.1001(4)(b), only the portion that is being amended. All the governmental entities to whom this amendment is submitted will have already received the full version of the plan when it was originally adopted. For the purpose of record keeping, Page ii of this Plan contains an area to list any amendments made to this plan after its original adoption.

4.6 SEVERABILITY

If any provision of this Comprehensive Plan shall be found to be invalid or unconstitutional, or if the application of this Comprehensive Plan to any person or circumstances is found to be invalid or unconstitutional, such invalidity or unconstitutionality shall not affect the other provisions or applications of this Comprehensive Plan, which can be given effect without the invalid or unconstitutional provision or application.

4.7 ACTION PLAN

The plan implementation table provides a detailed list and work schedule of major actions that the Town should complete as part of the implementation of the Comprehensive Plan. It should be noted that some of the actions require considerable cooperation with others, including the citizens of Oakland, the Village of Cambridge and neighboring Towns, and Jefferson County and State officials.

Table 4.1: Implementation Actions

Action	Timeframe	Responsible Party
1) Support local government and agency efforts to obtain grant program funds to assist first time home buying or home rehabilitation for low and moderate-income households.	Continual	Town Board Plan Committee
2) Maintain and update as appropriate the Intergovernmental Agreement with the Village of Cambridge.	Mid-Term 10-years	Town Board Plan Committee
3) Maintain criteria for all mineral extraction operations within the Town.	Continual	Town Board Plan Committee
4) Maintain development design standards that are intended to reinforce the rural character of the Town.	Continual	Town Board Plan Committee
5) Maintain criteria for residential subdivision plat approval	Continual	Town Board Plan Committee
6) Maintain criteria for rezoning	Continual	Town Board Plan Committee
7) Maintain a Future Land Use Map to guide development to planned growth areas in the Town.	Continual	Town Board Plan Committee
8) Maintain criteria for changing the future land use designation of parcels.	Continual	Town Board Plan Committee
9) Contribute input into any proposed changes to the Jefferson County Zoning Ordinance and make changes to this plan as necessary	Continual	Town Board Plan Committee
10) Review & provide comments on neighboring municipality planning projects that affect the Town.	Continual	Town Board Plan Committee
11) Prior to the adoption of the Town Comprehensive Plan, and for subsequent updates, request comments from School District Officials, the Lake Ripley Management District, neighboring municipalities, and Jefferson County.	Continual	Town Board Plan Committee
12) Hold one annual joint meeting between the Town Board and Plan Committee to: <ul style="list-style-type: none"> o Review the Town's progress in implementing the recommendations of the plan, o Establish new deadlines and responsibilities for new or unfinished recommendations, o To identify proposals or decisions that were consistent (or inconsistent) with the plan, o To identify any minor or major plan amendments that are needed or have been requested for review. 	Continual	Town Board Plan Committee
13) Update this Comprehensive Plan at least once every ten years per the requirements of the State comprehensive planning law.	Mid Term 10 Years	Town Board Plan Committee

5 EXISTING CONDITIONS

The following chapter summarizes background information as required for the nine planning elements to be included in comprehensive plans (as per Wisconsin Statute 66.1001). The information is compiled at the County and municipal level to the extent that such data is available or can be synthesized from standard data sources. Much of the data comes from secondary sources, consisting primarily of the U.S. Census. Caution should be given as a majority of the data that the US Census collects is from a sample of the total population; and therefore, are subject to both sampling errors (deviations from the true population) and non-sampling errors (human and processing errors).

5.1 ISSUES & OPPORTUNITIES

This element provides a baseline assessment of the Town of Oakland past, current, and projected population statistics and covers all of the information required under SS66.1001. This information provides a basis for creating goals, objectives, policies, maps, and actions to guide the future development in the Town of Oakland.

5.1.1 Population Statistics & Projections

The following displays the population statistics and projections that were prepared as part of the requirements of the Comprehensive Planning legislation. Other demographic data and statistics, such as employment and housing characteristics, are in their corresponding chapters.

Table 5.1: Population & Age Distribution

Population	Town of Oakland Number	Town of Oakland Percent	Jefferson County Number	Jefferson County Percent	Wisconsin Number	Wisconsin Percent
Total Population (1970)	1,984	100.0%	60,060	100.0%	4,417,821	100.0%
Total Population (1980)	2,240	100.0%	66,152	100.0%	4,705,642	100.0%
Total Population (1990)	2,526	100.0%	67,783	100.0%	4,891,769	100.0%
Total Population (2000)	3,135	100.0%	75,767	100.0%	5,363,675	100.0%
Total Population (2005)*	3,368	100.0%	79,188	100.0%	5,580,757	100.0%
SEX AND AGE (2000)						
Male	1,547	49.3%	36,712	48.5%	2,649,041	49.4%
Female	1,588	50.7%	37,309	49.2%	2,714,634	50.6%
Under 5 years	186	5.9%	4,695	6.2%	342,340	6.4%
5 to 9 years	192	6.1%	5,022	6.6%	379,484	7.1%
10 to 14 years	256	8.2%	5,553	7.3%	403,074	7.5%
15 to 19 years	236	7.5%	5,414	7.1%	407,195	7.6%
20 to 24 years	99	3.2%	4,278	5.6%	357,292	6.7%
25 to 34 years	351	11.2%	10,042	13.3%	706,168	13.2%
35 to 44 years	589	18.8%	12,457	16.4%	875,522	16.3%
45 to 54 years	534	17.0%	10,429	13.8%	732,306	13.7%
55 to 59 years	170	5.4%	3,702	4.9%	252,742	4.7%
60 to 64 years	146	4.7%	3,070	4.1%	204,999	3.8%
65 to 74 years	190	6.1%	4,752	6.3%	355,307	6.6%
75 to 84 years	154	4.9%	3,366	4.4%	251,621	4.7%
85 years and over	32	1.0%	1,241	1.6%	95,625	1.8%
Median Age (2000)	39.5		36.6		36.0	

Source: US Census, *WIDOA Estimate

From year 1970 to 2000, the population for the Town of Oakland increased by 58%, more than double the growth rate experienced by Jefferson County (26%). However, since 2000 the population in the Town has only increased by 4%, consistent with Jefferson County's 4.5% growth. The median population for Wisconsin towns in year 2005 was 876. On average Wisconsin towns grew in population by 36% from year 1970 to 2000 and by 4.8% from year 2000 to 2005.

The highest age group in the Town is those 35 to 44 years old (18.8%). This is also the highest percentage age cohort for Jefferson County and the State. The median age is 39.5, which is slightly higher than the County and State median age. Approximately 16.7% of the population is at or near retirement age (60+), which is consistent with the County (16.4%) and the State (16.9%) averages.

Population projections allow a community to anticipate and plan for future growth needs. In year 2004, the Wisconsin Department of Administration released population projections to year 2025 for every municipality in Wisconsin, and projections to year 2030 for counties. The WIDOA projected the Town of Oakland population will grow to 4,263 by year 2025, about 4.7% of the Jefferson County total for that year. The WIDOA projects the population in Jefferson County will increase to 94,259 by year 2030. In order to derive municipal population projections for 2030, MSA held constant the WIDOA county total and the 2025 proportion of countywide population. This resulted in a 2030 population projection of 4,393, an increase of 40% since year 2000. The WIDOA projects the population in Jefferson County will increase by 24.4% over this horizon. However, it should be noted that the WIDOA projection methodology tends to rely heavily on past population trends. The WIDOA states that...

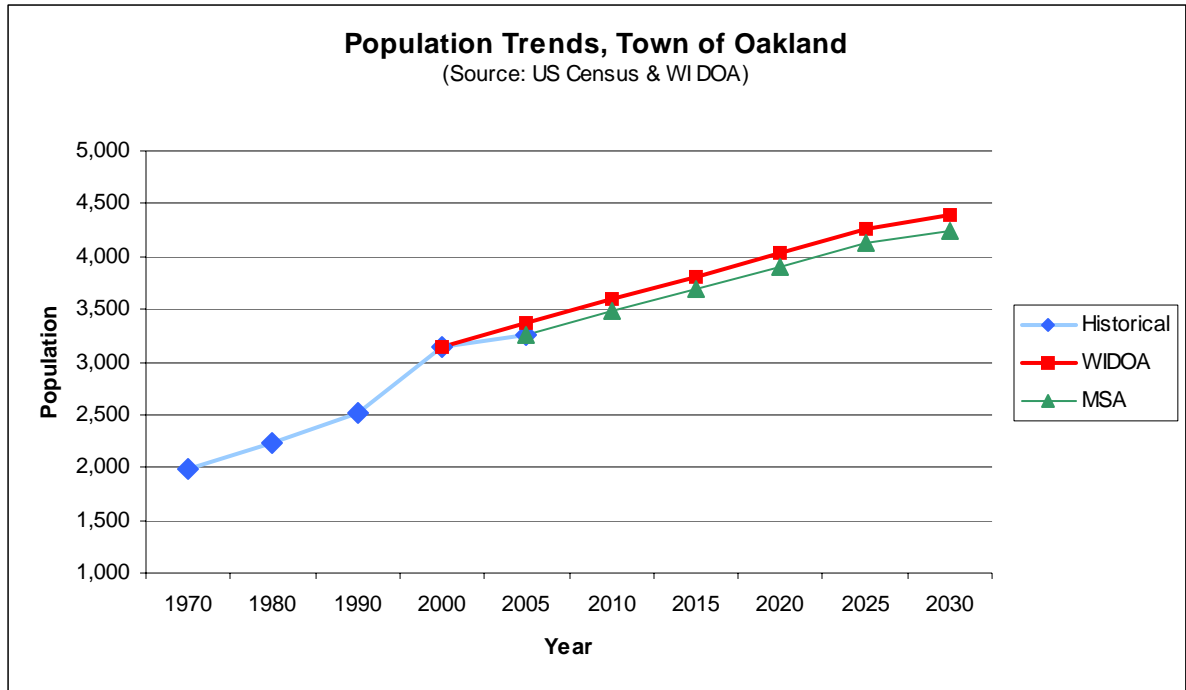
"Local geophysical conditions, environmental concerns, current comprehensive land use plans, existing zoning restrictions, taxation, and other policies influence business and residential location. These and other similar factors can govern the course of local development and have a profound effect on future population change were not taken into consideration in the development of these projections."

In year 2004 the WIDOA projected the Town would have a population of 3,368 by 2005. The actual 2005 population was 3,257, which represents an error of 3%. Since the WIDOA over estimated the Town's population projections, MSA developed an additional projection 3% lower than each WIDOA figure (see Table 5.2). Caution should be given, as both MSA and WIDOA figures do not account for changes in local land use regulations, which could affect population growth.

Table 5.2: Population Projections

Population	Town of Oakland	Town of Oakland	Village of Cambridge	Jefferson County	Wisconsin
Total Population (1970)	1,984	1,984	689	60,060	4,417,821
Total Population (1980)	2,240	2,240	844	66,152	4,705,642
Total Population (1990)	2,526	2,526	963	67,783	4,891,769
Total Population (2000)	3,135	3,135	1,101	75,767	5,363,675
Total Population (2005)	3,257	3,368	1,187	79,188	5,580,757
Projection	WIDOA	MSA			
Total Population (2005)*	3,368	3,257	1,187	79,030	5,563,896
Total Population (2010)	3,594	3,476	1,261	82,161	5,751,470
Total Population (2015)	3,814	3,688	1,328	85,178	5,931,386
Total Population (2020)	4,038	3,905	1,401	88,302	6,110,878
Total Population (2025)	4,263	4,123	1,480	91,464	6,274,867
Total Population (2030)**	4,393	4,248	1,546	94,259	6,415,923
Percent Growth (2000-2030)	40.1%	35.5%	40.4%	24.4%	19.6%

Figure 5.1: Population Trends



5.2 HOUSING

This element provides a baseline assessment of the Town of Oakland's current housing stock and covers all of the information required under §566.1001. Information includes: past and projected number of households, age & structural characteristics, occupancy & tenure characteristics, and value & affordability characteristics. This information provides a basis for creating goals, objectives, policies, maps, and actions to guide the future development and maintenance of housing in the Town of Oakland.

5.2.1 Households & Housing Units: Past, Present, and Future

In year 2000, there were 1,236 households in the Town of Oakland, an increase of 100% since 1970. During the same period, total households increased by 58% and 57%, respectively, for all of Jefferson County and the State. The median number of households for Wisconsin towns in year 2000 was 279. The higher increase in households verses population, from year 1970 to 1990, can be attributed to the decrease in the average size of households. Since 1970, the number of persons per household has been decreasing in Wisconsin. In Oakland, the number of persons per household has decreased from 3.2 to 2.5, a trend that can be attributed to smaller family sizes and increases in life expectancy.

Table 5.3: Households & Housing Units

Housing	Town of Oakland	Village of Cambridge	Jefferson County	Wisconsin
Total Households (1970)	618	Unknown	17,800	1,328,804
Total Households (1980)	806	332	22,264	1,652,261
Total Households (1990)	955	385	24,019	1,822,118
Total Households (2000)	1,236	480	28,205	2,084,544
People per Household (1970)	3.2	Unknown	3.4	3.3
People per Household (1980)	2.8	2.5	3.0	2.8
People per Household (1990)	2.6	2.5	2.8	2.7
People per Household (2000)	2.5	2.3	2.6	2.6
Housing Units (1970)	835	Unknown	10,168	1,482,322
Housing Units (1980)	1,083	346	12,741	1,863,857
Housing Units (1990)	1,207	394	25,719	2,055,774
Housing Units (2000)	1,426	485	30,092	2,321,144

Source: US Census, *WIDOA Estimate

*Total Households include any unit that is occupied.

**Housing units are all those available, including occupied and vacant units or seasonal units.

Housing projections allow a community to begin to anticipate future land use needs. The household projections were derived using a preliminary report from the Wisconsin Department of Administration (2002). The WIDOA projected the Town of Oakland total households will reach 1,777 by year 2025, comprising 5% of the Jefferson County total. The WIDOA projected there will be 37,494 households in Jefferson County by year 2030, but has not yet published population and household projections at the municipal level.

MSA utilized WIDOA projections to derive 2030 household projections for municipalities in three steps. Since household size is projected to continue to decline in the future, the first step was to project the 2030 household size based on WIDOA trends. For the Town of Oakland, there are expected to be 2.39 people per household in year 2030. Next, the projected 2030 population was divided by the 2030 household size. Finally, an adjustment factor was used to ensure that the total number of households for all Jefferson County municipalities added up to the WIDOA county total of 37,494. The 2030 projected number of households in the Town is 1,841, a 48.9% increase from 2000 to 2030. The WIDOA and MSA household figures are derived from their population projections; therefore, they have the same

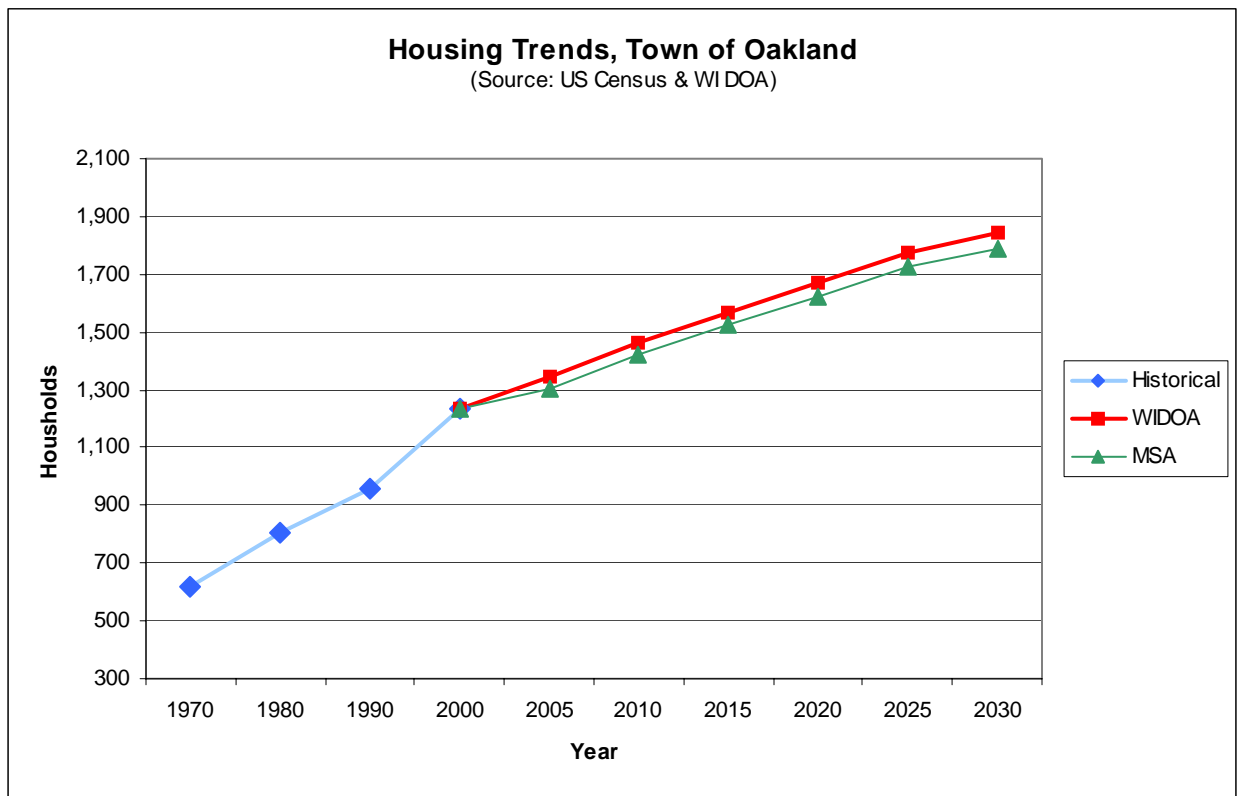
limitations. MSA developed an additional projection 3% lower than each WIDOA figure to account for the over estimation. Data in Table 5.4 indicates that housing growth in the Town of Oakland will be significantly higher than Jefferson County, and the State.

Table 5.4: Projected Households

Household Projections	Town of Oakland (WIDOA)	Town of Oakland (MSA)	Village of Cambridge	Jefferson County	Wisconsin
Total Households (2000)	1,236	1236	480	28,205	2,084,544
Total Households (2005)	1,346	1306	514	29,860	2,190,210
Total Households (2010)	1,463	1419	553	31,680	2,303,238
Total Households (2015)	1,569	1522	587	33,248	2,406,798
Total Households (2020)	1,674	1624	623	34,772	2,506,932
Total Households (2025)	1,777	1724	659	36,207	2,592,462
Total Households (2030)*	1,841	1786	689	37,494	2,667,688
Percent Growth (2000-2030)	48.9%	44.5%	43.5%	32.9%	28.0%

Source: US Census, WIDOA, *MSA Projections for Municipalities

Figure 5.2: Housing Trends



5.2.3 Age & Structural Characteristics

Table 5.5: Housing Age Characteristics

Year Structure Built	Number	Percent
1939 or Earlier	312	21.9%
1940 to 1959	223	15.6%
1960 to 1969	119	8.3%
1970 to 1979	214	15.0%
1980 to 1989	155	10.9%
1990 to 1994	148	10.4%
1995 to 1998	192	13.5%
1999 to March 2000	63	4.4%
Total	1426	100.0%

Source: US Census, Town of Oakland

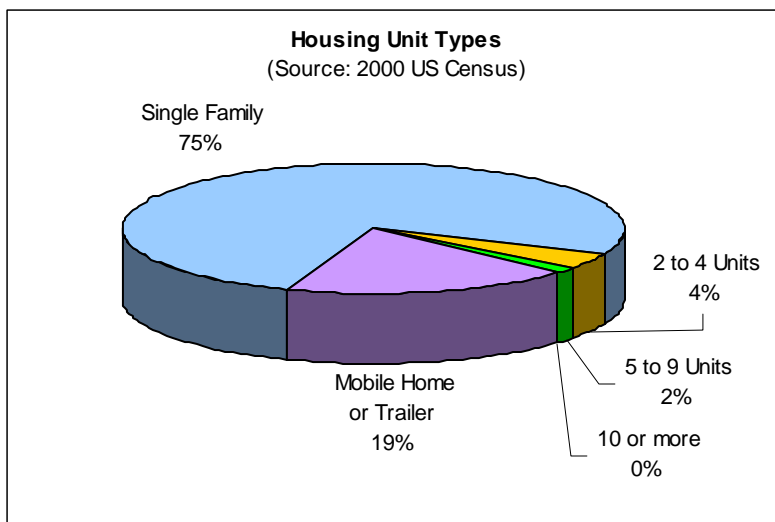
The age of a home is a simplistic measure for the likelihood of problems or repair needs. Older homes, even when well cared for, are more likely to have components now known to be unsafe, such as lead pipes, lead paint, and asbestos products. Of the Town of Oakland's 1426 housing units, 46% were built before 1970 and 22% were built before 1940. With 22% of the housing stock 60+ years in age, the condition of the housing stock could become an issue if homes are not well cared for. The percentage of older homes (60+ years) is lower than the County's average.

Beginning in 2005, Wisconsin State Statutes require all municipalities to adopt and enforce the requirements of the Uniform Dwelling Code (UDC) for one and two family dwellings. This requirement will ensure that new residential

buildings are built to safe standards, which will lead to an improvement in the housing stock of communities. The UDC is administered by the Wisconsin Department of Commerce.

Single-family dwellings dominate the housing stock in the Town of Oakland. As of the 2000 US Census, 75% of the Town of Oakland's housing units were single-family homes, while only 6% were buildings containing more than one unit. Mobile homes (19%) made up the remainder of the housing stock in 2000.

Figure 5.3: Housing Unit Types



5.2.4 Occupancy & Tenure Characteristics

According to the 2000 Census, the Town of Oakland had 1,236 occupied households. Of these, 74.2% were owner occupied at the time of the Census, an increase of 16% since 1990. Economists and urban planners consider a vacancy rate of 5% to be the ideal balance between the interests of a seller and buyer, or landlord and tenant. In the Town of Oakland, however, the vacancy rate is more than double the ideal amount, at 13.9% in 2000. This is down from 20.8% in 1990.

Table 5.6: Housing Occupancy Characteristics

Occupancy	1990 Number	1990 Percent	2000 Number	2000 Percent
Owner Occupied Housing Units	770	63.5%	1,071	74.2%
Renter Occupied Housing Units	185	15.3%	165	11.4%
Vacant Housing Units	252	20.8%	201	13.9%
Homeowner Vacancy Rate	1.3	-	1.7	-
Rental Vacancy Rate	3.6	-	5.2	-

Of the owner-occupied housing units in year 2000, 47% had been lived in by the same householder for five or fewer years (1995-2000) and 67% for 10 or fewer years (1990-2000). Of the population five years and older, 57% have lived in the same house since 1995, 20% lived elsewhere in Jefferson County, and 23% lived outside of Jefferson County. This shows that households moving to the Town within the last five years (1995-2000) arrived fairly evenly from outside the County and from within the County.

Table 5.7: Housing Tenure & Residency

Year Head of Household Moved into Unit	Percent of Housing Units	Residence in 1995	Percent of Population 5 years and older
1969 or earlier	7.3%	Same House in 1995	56.6%
1970 to 1979	11.1%	Different House in US in 1995	43.4%
1980 to 1989	14.3%	Same County	20.4%
1990 to 1994	20.0%	Different County	22.9%
1995 to 2000	47.3%	Same State	17.5%
		Different State	5.4%

Source: US Census, Town of Oakland

5.2.5 Value & Affordability Characteristics

The cost of housing in the Town of Oakland is slightly higher than the County and State average. In year 2000, the median value for a home in the Town of Oakland was \$161,700, compared to \$123,800 for Jefferson County and \$112,200 for Wisconsin. The median value increased 124% from 1990, the County and State increased 59% and 81% respectively. In contrast, median household income only increased 78.6% for Town households from year 1990 to 2000 (see Economic Development). Most homes, 78%, ranged in value between \$100,000 and \$299,999. The median rent, on the other hand, was on average lower for the Town (\$331) than for the County (\$455) and the State (\$540).

Table 5.8: Home Value and Rental Statistics

Value of Owner-Occupied Units	1990 Percent	2000 Percent	Gross Rent for Occupied Units	1990 Percent	2000 Percent
Less than \$50,000	0.2%	0.0%	Less than \$200	7.5%	1.4%
\$50,000 to \$99,999	59.2%	10.8%	\$200 to \$299	24.7%	5.7%
\$100,000 to \$149,999	3.3%	33.8%	\$300 to \$499	50.0%	20.0%
\$150,000 to \$199,999	3.1%	22.6%	\$500 to \$749	4.1%	57.1%
\$200,000 to \$299,999	1.9%	21.2%	\$750 to \$999	1.4%	4.3%
\$300,000 to \$499,999	0.0%	10.5%	\$1,000 to \$1,499	0.0%	5.7%
\$500,000 to \$999,999	0.0%	1.1%	\$1,500 or more	0.0%	0.0%
\$1,000,000 or more	0.0%	0.0%	No cash rent	12.3%	5.7%
Median Value	\$72,100	\$161,700	Median Rent	\$331	\$632

Source: US Census, Town of Oakland

Table 5.9: Recent Home Sales, Jefferson County

Year	Number of Home Sales	Median Sale Price YTD
2003	995	\$138,900
2004	849	\$151,400
2005	984	\$160,000
2006	810	\$172,000
2007	794	\$170,000
Average	886	\$158,460

Source: WI Realtors Association, Jefferson County

Table 5.9 displays the number of home sales and the median sale price for housing transactions in Jefferson County from year 2003 to 2007. Since year 2003, the median price of home sales has increased by 22%, although there has been a small decrease in the last year of reporting.

In the Town of Oakland, affordable housing opportunities are often provided through the sale of older housing units located throughout the Town. According to the U.S. Department of Housing and Urban Development (HUD), housing is generally considered affordable when the owner or renter's monthly costs

do not exceed 30% of their total gross monthly income. Among households that own their homes, 23% exceeded the "affordable" threshold in year 2000. In year 2000, the median percentage of household income spent on owner occupied units with a mortgage was 20.8%, compared to 20.3% for the County. These figures below the 30% threshold established by HUD, indicating that, on the whole, housing is generally affordable to most Town residents.

Table 5.10: Home Costs Compared to Income

Selected Monthly Owner Costs as a Percentage of Household Income	Percent	Gross Rent as a Percentage of Household Income	Percent
Less than 15%	33.4%	Less than 15%	25.7%
15% to 19.9%	14.0%	15% to 19.9%	17.1%
20% to 24.9%	14.9%	20% to 24.9%	20.0%
25% to 29.9%	14.5%	25% to 29.9%	8.6%
30% to 34.9%	8.2%	30% to 34.9%	3.6%
35% or more	14.5%	35% or more	17.9%
Not computed	0.6%	Not computed	7.1%
Median (1990) with mortgage	20.7%	Median (1990)	18.5%
Median (2000) with mortgage	20.8%	Median (2000)	20.9%

Source: US Census, Town of Oakland

5.3 TRANSPORTATION

This element provides a baseline assessment of the Town of Oakland transportation facilities and covers all of the information required under SS66.1001. Information includes: commuting patterns, traffic counts, transit service, transportation facilities for the disabled, pedestrian & bicycle transportation, rail road service, aviation service, trucking, water transportation, maintenance & improvements, and state & regional transportation plans. This information provides a basis for creating goals, objectives, policies, maps, and actions to guide the future development and maintenance of transportation facilities in the Town of Oakland.

5.3.2 Existing Transportation Facilities

5.3.2.1 Highways & the Local Street Network

There are approximately 85.4 miles of roadway within the Planning Area. All federal, state, county, and local roads are classified into categories under the “Roadway Functional Classification System.” Functional classification is the process by which the nation's network of streets and highways are ranked according to the type of service they provide. It determines how travel is “channelized” within the roadway network by defining the part that any road or street should play in serving the flow of trips through a roadway network. In general, roadways with a higher functional classification should be designed with limited access and higher speed traffic. (Refer to the Town of Oakland Transportation Facilities Map)

- **Arterials** –accommodate interstate and interregional trips with severe limitation on land access. Arterials are designed for high-speed traffic.
- **Collectors** – serve the dual function of providing for both traffic mobility and limited land access. The primary function is to collect traffic from local streets and convey it to arterial roadways. Collectors are designed for moderate speed traffic.
- **Local Roads** – provide direct access to residential, commercial, and industrial development. Local roads are designed for low speed traffic.

5.3.2.2 Commuting Patterns

Table 5.11: Commuting Methods

Commuting Methods, Residents 16 Years or Older	Number	Percent
Car, Truck, Van (alone)	1507	87.1%
Car, Truck, Van (carpooled)	131	7.6%
Public Transportation (including taxi)	0	0.0%
Walked	14	0.8%
Other Means	13	0.8%
Worked at Home	65	3.8%
Mean Travel Time to Work (minutes)	23.7	X
Total (Workers 16 Years or Over)	1,730	100.0%

Source: US Census, Town of Oakland

Table 5.11 shows commuting choices for resident workers over the age of 16. Nearly 95% of all local workers use automobiles to commute to work, including 87.1% who drive alone and only 7.6% who report carpooling. Very few residents reported traveling to work by walking. About 3.8% of residents worked at home and did not commute to work. This figure is comparable to the County average of 3.6%.

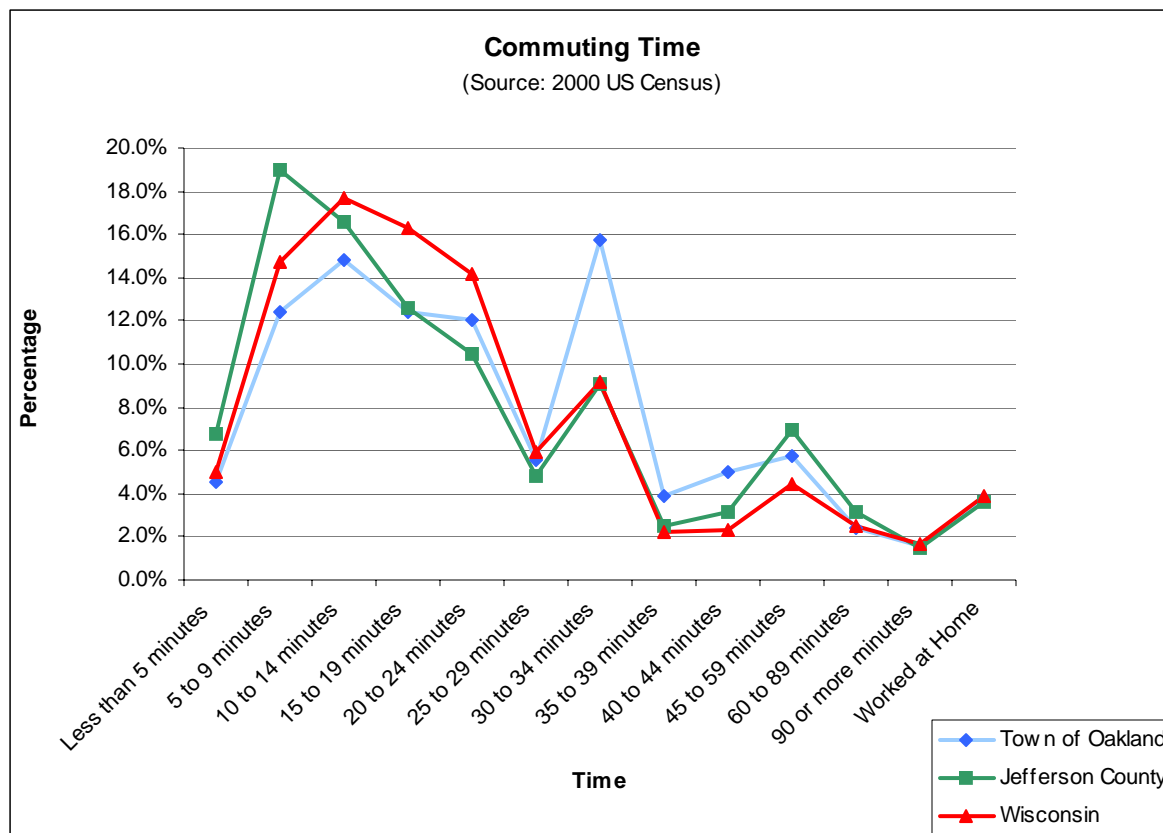
Figure 5.4 outlines commute time for the Town of Oakland residents. Most residents can travel to work within 24 minutes, and the mean travel time for the Town is 23.7 minutes. This is slightly higher than the overall State of Wisconsin mean travel time to work of 21 minutes. The higher commuting times maybe due to the high percentage of residents who work outside of Jefferson County (see Table 5.12). More specifically, a significant proportion of the Town’s residents (16%) travel between 30 and 34 minutes to get to work. This presumably represents distances traveled to the surrounding major employment centers within the Madison Metropolitan Area (30 minute drive).

Table 5.12: Residents Place of Work

Place of Work, Residents 16 Years or Older	Town of Oakland	Jefferson County
In County	41.2%	60.5%
Outside of County	58.4%	38.9%
Outside of State	0.4%	0.5%
Total	100.0%	100.0%

Source: US Census, Town of Oakland

Figure 5.4: Commuting Time



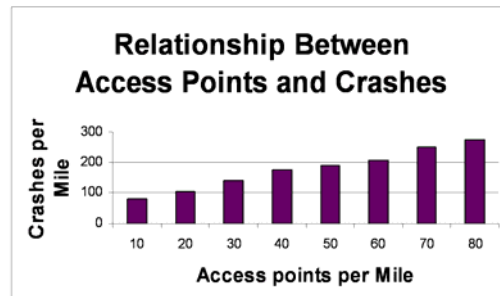
5.3.2.3 Traffic Counts

Annual Average Daily Traffic (AADT) counts are defined as the total volume of vehicle traffic in both directions of a highway or road for an average day. The AADT counts can offer indications of traffic circulation problems and trends and also provide justification for road construction and maintenance. WisDOT provides highway traffic volumes from selected roads and streets for all communities in the State once every three years. WisDOT calculates AADT by multiplying raw hourly traffic counts by seasonal, day-of-week, and axle adjustment factors. The Transportation Facilities Map (See Appendix B) displays AADT for major roads within the Town of Oakland for 1997 and 2004. All of these primary Town streets are operating well below design capacity, which according to the Highway Capacity Manual (Second Edition) is 13,000 AADT for a two lane urban street.

5.3.2.4 Access Management & Safety

Studies show a strong correlation between: 1) an increase in crashes, 2) an increase in the number of access points per mile, and 3) the volume of traffic at each access point. Simply put, when there are more access points along a road, carrying capacity is reduced and safety is compromised.

Figure 5.5: Relationship Between Access Points And Crashes



The authority of granting access rights to roadways is ordinarily assigned based upon the functional classification of the roads. Arterials should fall under state jurisdiction, collectors under county jurisdiction, and local roads should be a local responsibility. Through implementation of its adopted *Access Management System Plan*, the WisDOT plans for and controls the number and location of driveways and streets intersecting state highways. In general, arterials should have the fewest access points since they are

intended to move traffic through an area. Collectors and local roads should be permitted to have more access points since they function more to provide access to adjacent land.

It is estimated that a single-family home generates 9.5 trips per day. A trip is defined as a one-way journey from a production end (origin) to an attraction end (destination). On a local road, one new home may not make much difference, but 10 new homes on a road can have an impact on safety and mobility.

Table 5.13: Trip Generation Estimates

Land Use	Base Unit	Rates		
		AM Peak	ADT	ADT Range
Residential				
Single Family Home	per dwelling unit	.75	9.55	4.31-21.85
Apartment Building	per dwelling unit	.41	6.63	2.00-11.81
Condo/Town Home	per dwelling unit	.44	10.71	1.83-11.79
Retirement Community	per dwelling unit	.29	5.86	
Mobile Home Park	per dwelling unit	.43	4.81	2.29-10.42
Recreational Home	per dwelling unit	.30	3.16	3.00-3.24
Retail				
Shopping Center	per 1,000 GLA	1.03	42.92	12.5-270.8
Discount Club	per 1,000 GFA	65	41.8	25.4-78.02
Restaurant				
(High-turnover)	per 1,000 GFA	9.27	130.34	73.5-246.0
Convenience Mart w/ Gas Pumps	per 1,000 GFA		845.60	578.52-1084.72
Convenience Market (24-hour)	per 1,000 GFA	65.3	737.99	330.0-1438.0
Specialty Retail	per 1,000 GFA	6.41	40.67	21.3-50.9
Office				
Business Park	per employee	.45	4.04	3.25-8.19
General Office Bldg	per employee	.48	3.32	1.59-7.28
R & D Center	per employee	.43	2.77	.96-10.63
Medical-Dental	per 1,000 GFA	3.6	36.13	23.16-50.51
Industrial				
Industrial Park	per employee	.43	3.34	1.24-8.8
Manufacturing	per employee	.39	2.10	.60-6.66
Warehousing	1,000 GFA	.55	3.89	1.47-15.71
Other				
Service Station	per pump	12.8	168.56	73.0-306.0
City Park	per acre	1.59	NA	NA
County Park	per acre	.52	2.28	17-53.4
State Park	per acre	.02	.61	.10-2.94
Movie Theatre w/Matinee	per movie screen	89.48	529.47	143.5-171.5
	Saturday	(PM Peak)		
Day Care Center	per 1,000 GFA	13.5	79.26	57.17-126.07

Source: Institute of Transportation Engineers (ITE), Trip Generation

Source: Institute of Transportation Engineers (ITE). Trip Generation.

5.3.3 Additional Modes of Transportation

5.3.3.1 Transit Service

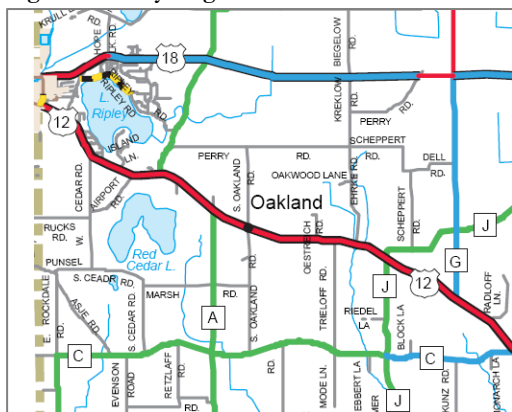
Currently no bus service exists within the Town of Oakland. The need for this service should be monitored and coordinated with Jefferson County. Greyhound Lines makes a limited stop service at the Johnson Creek Mall, approximately 15 miles from the Town. In addition, there is a Park – N – Ride lot in Johnson Creek along Interstate 94.

5.3.3.2 Transportation Facilities for the Elderly or Disabled

Jefferson County Department of Human Services provides transportation for elderly and disabled citizens of Jefferson County. Transportation services are available which allow County residents to get to medical appointments. The service uses voluntary drivers and has an approximate monthly ridership of 200 people. The Department of Human Services also offers van service once a week for grocery shopping. This service also uses voluntary drivers. Both services are available to Oakland residents.

5.3.3.3 Pedestrian & Bicycle Transportation

Figure 5.6: Bicycling Conditions



Walkers and bikers currently use the Town's existing roadways and sidewalks, although sidewalks are not available in some portions of the Town. The WisDOT maintains a map of bicycling conditions for Jefferson County. These maps, available from the WisDOT website, have been recently updated using 2004 traffic and roadway data. Figure 5.6 displays the portion of the map for the Planning Area. Green routes indicate roadways considered to be in the best condition for biking, blue routes indicate moderate conditions for biking, and red routes indicate undesirable conditions. In addition, Jefferson County has two off road trails, although neither connects to the Town of Oakland. The Glacial Drumlin

Trail, developed in 1986, running approximately 7 miles north of the Town of Oakland, bisects the County from east to west. It starts in Cottage Grove (Dane County) and traverses 52 miles to the Fox River Sanctuary in Waukesha. Closer to the Town is Glacial River Trail, a multi-modal trail that travels from the City of Fort Atkinson south to the Rock County line on a former railroad bed along Highway 26.

In 1996, Jefferson County completed a *Bikeway & Pedestrianway Plan*. The primary objectives of this planning effort were:

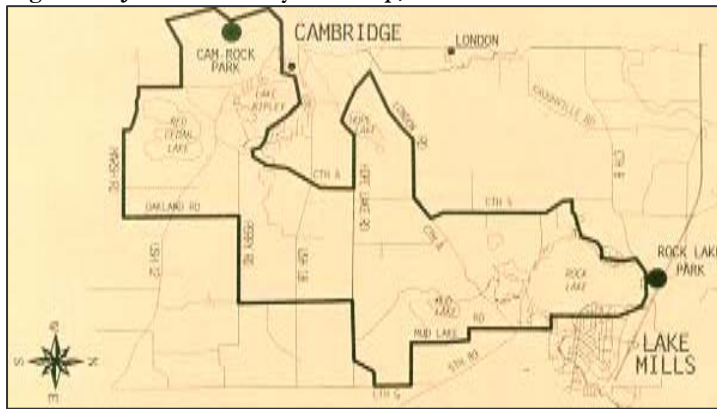
- To identify desirable bicycle and pedestrian facility routes within Jefferson County and its communities along with recommended linkages between the communities.
- To develop detailed bikeway/pedestrianway plans within the communities of Fort Atkinson, Jefferson, Waterloo, Watertown, Whitewater, Johnson Creek, Sullivan, Lake Mills and Palmyra.
- To provide recommendations including but not limited to new off-road routes, improved existing street routes, signage and marking, and route promotion.
- To develop a plan, which outlines recommended projects, priorities, estimated costs, and fund sources for future implementation of bikeway/pedestrianway improvements.
- To recommend specific educational and promotional approaches associated with bicycling, walking and other non-motorized alternative forms of safe transportation.

Projects included in the Plan are listed in Table 5.14 and Figure 5.7.

Table 5.14: Jefferson County Bikeway & Pedestrianway Plan, Oakland Projects

Location	Recommendations	Priority	Cost	Implementer
Ripley Road	Post directional signing	Immediate	\$800	Town of Oakland
Hwy A	Post warning signs before intersections	Interim	\$200	County Hwys
	Pave shoulders from Ripley Rd. - Perry Rd.	Moderate	\$6,500	County Parks
Perry Rd.	Post directional signing	Immediate	\$1,200	Town of Oakland
Dell Rd.				County Parks
Hwy G	Post directional signing	Immediate	\$800	County Hwys
Hwy J				County Parks

Figure 5.7: Jefferson County Bike Map, Town of Oakland insert



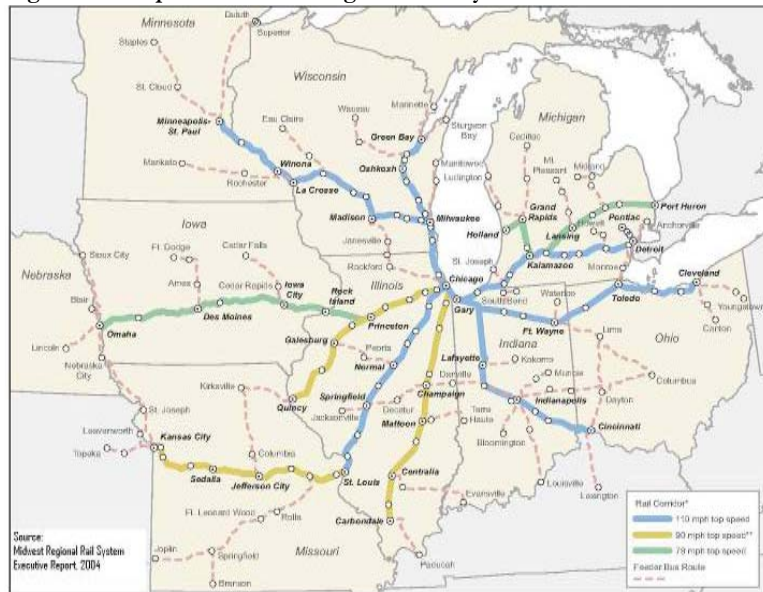
The Wisconsin Bicycle Facility Design Handbook, available online, provides information to assist local jurisdictions in implementing bicycle-related improvements. It provides information that can help to determine if paved shoulders are necessary. In addition, the WisDOT has developed the Bicycle Transportation Plan 2020 and the Pedestrian Plan 2020. These plans are intended to help both communities and individuals in developing bicycle and pedestrian friendly facilities.

5.3.3.4 Rail Service

Wisconsin's rail facilities are comprised of four major (Class 1) railroads, three regional railroads, and four local railroads. Freight railroads provide key transportation services to manufacturers and other industrial firms. Over the last ten years, the amount of Wisconsin track-miles owned by railroads has declined, due in large part to the consolidation of railroad operators and the subsequent elimination of duplicate routes. A recent commodity forecast predicts growth in state freight rail tonnage of 51% by the year 2020. Freight rail does not pass through the Town of Oakland. The closest rail available to the Town is located at Jefferson, approximately 9 miles away. This rail is used for freight.

Amtrak operates two passenger trains in Wisconsin: the long-distance Empire Builder operating from Chicago to Seattle and Portland, with six Wisconsin stops; and the Hiawatha Service that carries about 470,000 people each year on seven daily round-trips in the Chicago-Milwaukee corridor. The WisDOT has been studying ways in which passenger rail could be expanded. WisDOT, along with Amtrak and eight other state DOTs, is currently evaluating the Midwest Regional Rail System (MWRRS), a proposed 3,000-mile Chicago based passenger rail network. The MWRRS would provide frequent train trips between Chicago, Milwaukee, Madison, La Crosse, Eau Claire, St. Paul, Milwaukee, and Green Bay. Modern trains operating at peak speeds of up to 110-mph could produce travel times competitive with driving or flying. A transfer station is likely to be located in Johnson Creek, approximately 14 miles or a 25 minute drive from the Town (Source: WisDOT Rail Issues and Opportunities Report, 2004)

Figure 5.8: Proposed Midwest Regional Rail System



*Indiana DOT is evaluating additional passenger rail service to South Bend and to Louisville.
 **In Missouri, current restrictions limit train speeds to 79 mph.

5.3.3.5 Aviation Service

There are no airports located within the Town of Oakland. Two hard-surface airports are located within Jefferson County. The Fort Atkinson Municipal Airport is located approximately 10 miles from the Town and has an average of 30 operations per day. The City of Watertown Airport and Southern Wisconsin Regional Airport in Janesville provide larger freight and private plane service in the area. Located 28 miles northwest of the Town in Madison, the Dane County Regional Airport offers a full range of flights to regional, national, and international destinations. Annually, there are nearly 116,000 aircraft landings and

takeoffs from three runways. Dane County Regional Airport is served by 13 commercial air carriers with over 100 scheduled flights per day and two air freight airlines. General Mitchell International Airport in Milwaukee is located approximately 68 miles east of the Town of Oakland offer 250 daily departures and arrivals. Approximately 90 cities are served directly from Mitchell International. Other passenger travel is available through the Chicago Rockford International Airport and through O'Hare and Midway in Chicago.

5.3.3.6 Trucking

The trend toward less freight movement by rail and air has led to an increase in the trucking industry. According to a 2006 publication "Freight Facts and Figures," trucking accounted for 82% of the total domestic U.S. freight moved in year 2002 and 95% of the total value. Projections for the freight shipping industry for the year 2035 predict a 98% increase in the volume of freight moved by truck and a 168% increase in the value of truck freight shipments. Freight is trucked through the Town of Oakland along designated truck routes, U. S. Highways 12 and 18.

5.3.3.7 Water Transportation

The Town of Oakland does not have its own access to water transportation but is approximately 70 miles from port access to Lake Michigan in Milwaukee.

5.3.5 Maintenance & Improvements

The responsibility for maintaining and improving roads should ordinarily be assigned based upon the functional classification of the roads. Arterials should fall under state jurisdiction, collectors under county jurisdiction, and local roads should be a local responsibility.

The WisDOT has developed the *State Highway Plan 2020*, a 21-year strategic plan which considers the highways system's current condition, analyzes future uses, assesses financial constraints and outlines strategies to address Wisconsin's preservation, traffic movement, and safety needs. The plan is updated every six years (*Six Year Improvement Plan*) to reflect changing transportation technologies, travel demand, and economic conditions in Wisconsin.

The WisDOT *Six Year Improvement Plan (2006-2011)* for Jefferson County lists one project located in the planning area. County Highway A is scheduled for grade, base and surfacing upgrading between US Highway 18 and London Road. Work is expected to begin in the Spring of 2008. The Jefferson County

Highway Department maintains a five-year improvements plan. This too lists the County Highway A upgrading.

5.3.5.1 Pavement Surface Evaluation & Rating

Every two years, municipalities and counties are required to provide WisDOT with a pavement rating for the physical condition of each roadway under their jurisdiction. The rating system is intended to assist the Town in planning for roadway improvements and to better allocate its financial resources for these improvements. During the inventory, roadways in the Town are evaluated and rated in terms of their surface condition, drainage, and road crown. Paved roads are rated from 1 to 10 (10 being the best), and gravel roads are rated from 1 to 5 (5 being the best).

5.3.6 State & Regional Transportation Plans

A number of resources were consulted while completing this comprehensive plan. Most of these resources were WisDOT plans resulting from Translink 21, Wisconsin's multi-modal plan for the 21st Century. Currently the WisDOT is in the process of replacing Translink 21 with a new plan called Connections 2030. Similar to Translink 21, Connections 2030 will address all forms of transportation. However, unlike Translink 21, Connections 2030 will be a policy-based plan instead of a needs based plan. The policies will be tied to "tiers" of potential financing levels. One set of policy recommendations will focus on priorities that can be accomplished under current funding levels. Another will identify policy priorities that can be achieved if funding levels increase or decrease.

Figure 5.9: Transportation Plans & Resources

- Jefferson County Bikeway & Pedestrianway Plan, 1996
- Bike Jefferson County, 1999
- WSOR 3-5-7 Year Plan, 2002
- WisDOT Rail Issues and Opportunities Report, 2004
- WisDOT 5-Year Airport Improvement Program, 2007-2011
- FAA, National Plan of Integrated Airport Systems (NPIAS) Five Year Plan, 2007-2011
- WisDOT Translink 21
- WisDOT State Highway Plan 2020
- WisDOT 6-Year Highway Improvement Plan
- WisDOT State Transit Plan 2020
- WisDOT Access Management Plan 2020
- WisDOT State Airport System Plan 2020
- WisDOT State Rail Plan 2020
- WisDOT Bicycle Transportation Plan 2020
- WisDOT Pedestrian Plan 2020

5.4 AGRICULTURAL, NATURAL & CULTURAL RESOURCES

This element provides a baseline assessment of the Town of Oakland agricultural, natural, & cultural resources and covers all of the information required under SS66.1001. Information includes: productive agricultural areas, a natural resource inventory, and a cultural resource inventory. This information provides a basis for creating goals, objectives, policies, maps, and actions to guide the future development and maintenance of agricultural, natural, & cultural resources in the Town of Oakland.

5.4.1 Agricultural Resource Inventory

The following section details some of the important agricultural resources in the Planning Area and Jefferson County. The information comes from a variety of resources including the U.S. Census, U.S. Census of Agriculture, and the Jefferson County Land & Water Conservation Department. Several other relevant plans exist and should be consulted for additional information:

- Jefferson County Land and Water Resource Management Plan, 2000-2005
- Soil Survey of Jefferson County, 1979

5.4.1.1 Geology and Topography

The planning area forms part of the Southeast Glacial Plain which is home to some of the world's best examples of continental glacial activity. Drumlins, eskers, kettle lakes, kames, ground and end moraines, and other glacial features are evident throughout the entire area. Several examples of kettle lakes, formed by melting blocks of glacial ice, can be seen within the planning area, including Hope Lake, Lake Ripley and Red Cedar Lake.

The average elevation of the County is between 800 and 900 feet. The ridgetop elevations range from about 1,350 feet to about 1,450 feet. The valleys are short, have mostly very steep sides and are underlain by sandstone. The valleys are from 300 feet to 400 feet below the ridgetops (Source: Jefferson County Land and Water Resource Management Plan)

5.4.1.2 Soils

Soils of the Planning Area are described in the *Soil Survey of Jefferson County*. The portion of the County where the Planning Area is located is described as a large glacial lake basin. Due to these origins, Soils are mostly silt loams but there are also areas of clay soils and sandy soils. Figure 5.10 provides a general soils map of the Planning Area. Soils in the Planning Area are assembled into one of three soil groupings (Refer to the Soil Survey of Jefferson County for more detail)

Figure 5.10: General Soils of the Planning Area



2.Fox-Casco-Matherton: Somewhat poorly drained, well drained, and somewhat excessively drained, nearly level to very steep soils that have a loamy subsoil and are underlain by sand and gravel.

6.Kidder-McHenry-Rotamer: Well drained and moderately well drained, nearly level to very steep soils that have a loamy or sandy subsoil and are underlain by gravelly sandy loam.

7.Whalan-Kidder: Well drained and moderately well drained, gently sloping to moderately steep soils that have a dominantly loamy subsoil and are underlain by dolomite bedrock or gravelly sandy loam.

The Town of Oakland Productive Agricultural Soils Map depicts the location of prime farmland in the Planning Area as well as those farmers that have land enrolled in the Jefferson County Farmland Preservation Program. The “prime farmland” designation indicates Class I or II soils, and some Class III

soils. These class designations refer to the quality of soils for growing crops and are based on Natural Resource Conservation Service (NRCS) classifications. It should be noted that not all prime farm soils are used for farming; some have been developed with residential or other uses, it is also possible to have a productive farm on soils that are not designated as “prime.” The “prime farmland” designation simply indicates that these soils are generally good for productive farming.

5.4.1.3 Farming Trends

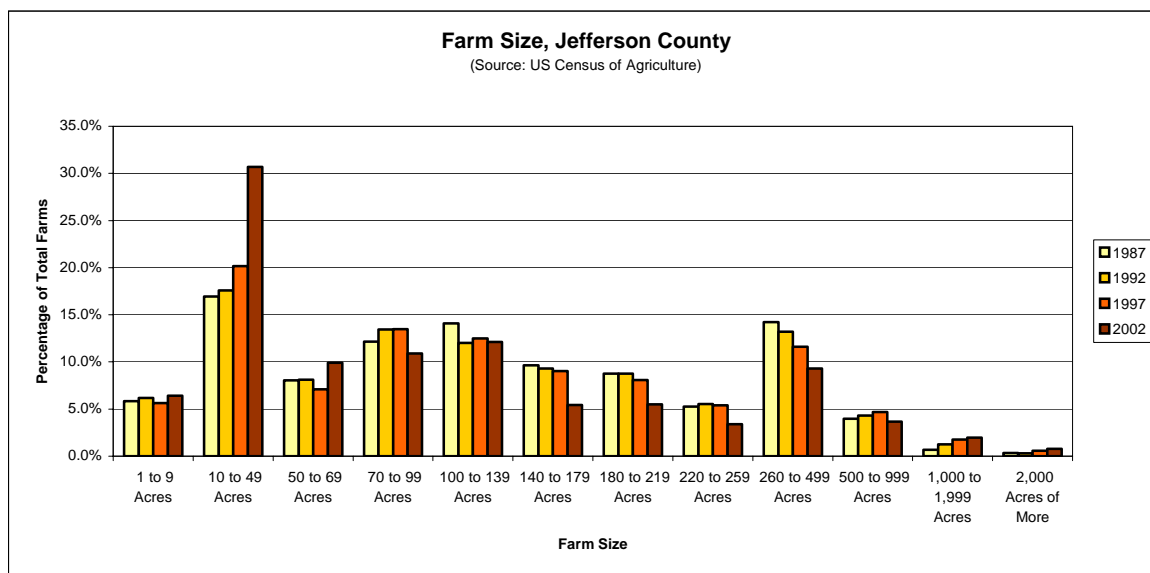
Most farming data is not collected at the township level. However, assumptions can be made based on data collected at the County level. Table 5.15 and Figure 5.14 provide information on the number and size of farms in Jefferson County from 1987 to 2002. The total number of farms in Jefferson County has decreased by 1.3% from 1987 to 2002. The Agricultural Census defines a farm as any place from which \$1,000 or more of agricultural products were produced, and sold, during a year. Today many “farms” or “farmettes” qualify under this definition but few are actually the traditional farms that people think of, 80 plus acres with cattle or dairy cows. These farmettes are typically less than 40 acres, serve niche markets, and produce modest agricultural goods or revenue. Figure 5.11 illustrates how the number of 10-49 acre farms has risen since 1987.

Table 5.15: Farms and Land in Farms 1987-2002

Farms and Land in Farms	Jefferson County 1987	Jefferson County 1992	Jefferson County 1997	Jefferson County 2002	Percent Change 1987-2002
Number of Farms	1,440	1,280	1,240	1,421	-1.3%
Land in Farms (acres)	256,282	232,591	242,301	247,914	-3.3%
Average Size of Farms (acres)	178	182	195	174	-2.2%
Market Value of Land and Buildings					
Average per Farm	\$193,831	\$207,741	\$374,852	\$555,490	186.6%
Average per Acre	\$1,034	\$1,174	\$1,917	\$3,087	198.5%

Source: US Census of Agriculture, Jefferson County

Figure 5.11: Farm Size 1987-2002, Jefferson County



On the opposite end, the number of large farms has also increased since 1987. Since 1987 the number of farms 1,000 acres or more has steadily increased. This has occurred due to older traditional farms having to continually expand in order to stay a float in the agricultural economy. The increase in the number of farmettes and large farms has resulted in the replacement of the typical bell shaped graph, with most farms occurring equally around the mean, with a bimodal shaped graph, which has two peaks at either end of the data. (See Figure 5.14) These same trends can be expected for the Planning Area. Regardless of size, all farms are important to the local agricultural economy.

Table 5.16 displays the number of farms by NAICS (North American Industrial Classification System) for Jefferson County and Wisconsin, as reported for the 2002 Census of Agriculture. The largest percentage of farms in Jefferson County is in the Oilseed & Grain category. The percentage of farms by category is consistent with the percentages for the State, with the exception of the Oilseed & Grain and Dairy Cattle categories.

Table 5.16: Number of Farms by NAICS

Types of Farms by NAICS	Jefferson County		Wisconsin	
	Number of Farms 2002	Percentage of Farms 2002	Number of Farms 2002	Percentage of Farms 2002
Oilseed and grain (1111)	449	31.6%	12,542	16.3%
Vegetable and melon (1112)	25	1.8%	1,317	1.7%
Fruit and tree nut (1113)	10	0.7%	1,027	1.3%
Greenhouse, nursery, and floriculture (1114)	36	2.5%	2,284	3.0%
Tobacco (11191)	6	0.4%	188	0.2%
Cotton (11192)	0	0.0%	0	0.0%
Sugarcane, hay, and all other (11193, 11194, 11199)	329	23.2%	20,943	27.2%
Beef cattle ranching (112111)	96	6.8%	9,852	12.8%
Cattle feedlots (112112)	68	4.8%	3,749	4.9%
Dairy cattle and milk production (11212)	182	12.8%	16,096	20.9%
Hog and pig (1122)	25	1.8%	759	1.0%
Poultry and egg production (1123)	33	2.3%	910	1.2%
Sheep and goat (1124)	24	1.7%	1,117	1.4%
Animal aquaculture and other animal (1125, 1129)	138	9.7%	6,347	8.2%
Total	1,421	100.0%	77,131	100.0%

Source: US Census of Agriculture

In order to preserve farmland throughout the County, the Department of Land and Water Conservation has established a *Farmland Preservation Program*. The purpose of the program is to assist local governments preserve farmland through local planning and zoning, to provide tax relief to farmers who participate and to help reduced farm related soil erosion. Eligible farmers are those with land exclusively in an agricultural district, with 35 acres or more and whose land produces gross \$6,000 in the last year or \$18,000 in the past three years. Land also must be currently farmed in accordance with county soils and water conservation standards. Zoning provisions require that the land be kept in agricultural use and that only farm structures can be built. Conflicting non-farm land uses cannot occur nearby unless the land is rezoned. For more information, visit <http://www.co.jefferson.wi.us/>.

5.4.2 Natural Resource Inventory

The following section details some of the important natural resources in the Planning Area and Jefferson County. The information comes from a variety of resources including the Wisconsin Department of Natural Resources and the Jefferson County Land & Water Conservation Department. Information on local and regional parks is explored in the Utilities and Community Facilities Element. Several other relevant plans exist and should be consulted for additional information:

- Jefferson County Land and Water Resource Management Plan, 2006-2010
- Rock River Basin Report, 2002
- Lower Rock River Quality Management Plan, 2001
- An Aquatic Plan Management Plan for Lower Spring Lake, 2005
- Wisconsin DNR Legacy Report, 2002

The *Jefferson County Land and Water Resource Management Plan* identifies goals, objectives and actions to implement through year 2010. Nine goals were identified and are listed below:

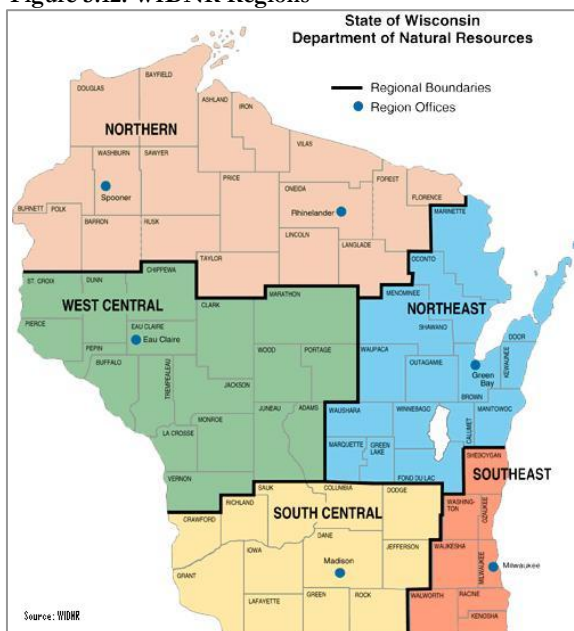
- 1) Achieve measurable progress on protecting the resources in Jefferson County through implementation of conservation practices and conservation plan development
- 2) Ensure compliance with the Agricultural Performance Standards and Prohibitions
- 3) Adequately address the water resource issues facing Jefferson County
- 4) Reduce the transport of sediment, nutrients, and pollutants to agricultural ditches and surface water
- 5) Protect and restore identified natural areas
- 6) Effectively manage shared land and water resources with other counties
- 7) Reduce the delivery of sediment, nutrients, and other pollutants to surface water from rural and urban development
- 8) Reclaim all active non-metallic mining sites
- 9) Work with the WIDNR to implement various wildlife programs.

Jefferson County is located within the South Central Region of the WIDNR. The Regional Office is located in Madison, with the nearest Service Center location in Waukesha, and the nearest Field Station in the City of Lake Mills.

In an effort to put potential future conservation needs into context, the Natural Resources Board directed the Department of Natural Resources (DNR) to identify places critical to meet Wisconsin's conservation and outdoor recreation needs over the next 50 years. In 2002, after a three-year period of public input, the WIDNR completed the Legacy Report. The final report identifies 228 Legacy Places and 8 Statewide Needs and Resources. The Report identifies nine criteria that were used in order to identifying the types or characteristics of places critical to meeting Wisconsin's conservation and outdoor recreation needs. The nine criteria were:

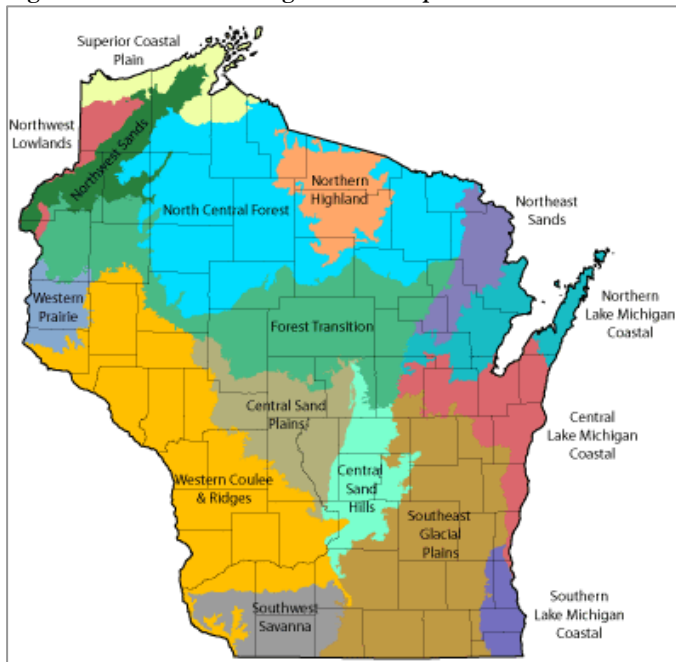
1. **Protect the Pearls** (protect the last remaining high quality and unique natural areas).
2. **Protect Functioning Ecosystems in Each Part of the State** (protect representative, functional natural landscapes that help keep common species common).
3. **Maintain Accessibility and Usability of Public Lands** (protect land close to where people live and establish buffers that ensure these lands remain useable and enjoyable).
4. **Think Big** (protect large blocks of land).
5. **Ensure Abundant Recreation Opportunities** (provide a wide range of outdoor recreation opportunities).
6. **Connect the Dots** (link public and private conservation lands through a network of corridors).
7. **Protect Water Resources** (protect undeveloped or lightly developed shorelands, protect water quality and quantity, and protect wetlands).

Figure 5.12: WIDNR Regions



8. **Promote Partnerships** (leverage state money and effort through partnerships with other agencies and organizations).
9. **Diversify Protection Strategies** (where feasible, utilize options other than outright purchase to accomplish conservation and recreation goals).

Figure 5.13: WIDNR Ecological Landscapes



The 228 Legacy Places range in size and their relative conservation and recreation strengths. They also vary in the amount of formal protection that has been initiated and how much potentially remains. The Legacy Places are organized in the report by 16 ecological landscapes, shown in Figure 5.13 (ecological landscapes are based on soil, topography, vegetation, and other attributes). All of Jefferson County is located within the Southeast Glacial Plain ecological landscape. There are five Legacy Places identified in Jefferson County. There are no legacy places within the planning area, although two legacy places are located nearby. The Crawfish River-Waterloo Drumlins legacy place is located north of the Oakland in the Town of Waterloo and aims to restore wetlands and grasslands allowing conservation and recreation. The Jefferson Marsh legacy place is located west

of the town and aims to provide public recreation, including hunting. Refer to the report for specific information. (Source: WIDNR Legacy Report)

Figure 5.14: Jefferson County Legacy Places



5.4.2.1 Groundwater

Groundwater is a major source of drinking water in the Planning Area. It is a critical resource, not only because it is used by residents as their source of water, but also because rivers, streams, and other surface water depends on it for recharge. Groundwater contamination is most likely to occur where fractured bedrock is near ground surface, or where only a thin layer of soil separates the ground surface from the water table. According to the WIDNR Susceptibility to Groundwater Contamination Map (not pictured), the Planning Area generally ranks medium to high for susceptibility to groundwater contamination. Susceptibility to groundwater contamination is determined based on five physical resource characteristics: Bedrock Depth, Bedrock Type, Soil

Characteristics, Superficial Deposits, Water Table Depth.

Groundwater can be contaminated through both point and non-point source pollution (NPS). The Environmental Protection Agency defines NPS as:

“Pollution which occurs when rainfall, snowmelt, or irrigation runs over land or through the ground, picks up pollutants, and deposits them into rivers, lakes, and coastal waters or introduces them into ground water.” And point source pollution as: “Sources of pollution that can be traced back to a single point, such as a municipal or industrial wastewater treatment plant discharge pipe.”

According to the EPA, NPS pollution remains the Nation's largest source of water quality problems and is the main reason why 40% of waterways are not clean enough to meet basic uses such as fishing or swimming. The most common NPS pollutants are sediment (erosion, construction) and nutrients (farming, lawn care). Areas that are most susceptible to contaminating groundwater by NPS pollution include:

- An area within 250ft of a private well or 1000ft of a municipal well
- An area within the Shoreland Zone (300ft from streams, 1000ft from rivers and lakes)
- An area within a delineated wetland or floodplain
- An area where the soil depth to groundwater or bedrock is less than 2 feet

5.4.2.2 Stream Corridors

Figure 5.15: WIDNR River Basins & Water Management Units



Wisconsin is divided into three major River Basins each identified by the primary waterbody into which the basin drains (Figure 5.18). All of Jefferson County is located within the Mississippi River Basin. The three basins are further subdivided into 24 Water Management Units (Figure 5.15). Jefferson County is located within three WMUs, the Upper Rock WMU & Lower Rock WMU, and the Fox River Illinois WMU. The Planning Area is located almost entirely within the Lower Rock WMU, with a small portion in the north-west of the Town located within the Upper Rock WMU. Each WMU is further subdivided into one or more of Wisconsin's 334 Watersheds. A watershed can be defined as an interconnected area of land draining from surrounding ridge tops to a common point such as a lake or stream confluence with a neighboring watershed. The Lower

Rock WMU consists of 15 watersheds, and the Upper Rock WMU consists of 13 watersheds. The Planning Area is located within the Lower Koshkonong Creek Watershed (Lower Rock WMU), the Lower Crawfish River Watershed (Upper Rock WMU) and the Middle Rock River Watershed (Upper Rock WMU) (Figure 5.19).

Most of the Planning Area is within the Lower Rock WMU & Lower Koshkonong Creek Watershed (Figure 5.16). In 2002, the WIDNR released the first State of the Rock River Basin Report. The goal of the report is to inform basin residents and decision-makers about the status of their resource base so that they can make informed, thoughtful decisions that will protect and improve the future state of the Rock River Basin (Upper & Lower). The report indicates the most serious challenges facing the Basin are:

- Water quality impacts and increased runoff quantity from agriculture and urban land uses,
- Loss of agricultural lands,
- Loss of critical, sensitive habitat and connection between habitats,
- Significant groundwater contamination,
- Lower groundwater levels.

5.4.2.3 Surface Water

Surface water resources, consisting of rivers and streams together with associated floodplains, form an integral element of the natural resource base of the Planning Area. Surface water resources influence the physical development of an area, provide recreational opportunities, and enhance the aesthetic quality of the area. Rivers and streams constitute focal points of water related recreational activities; provide an attractive setting for properly planned residential development; and, when viewed in context of the total landscape, greatly enhance the aesthetic quality of the environment. Rivers and streams are susceptible to degradation through improper rural and urban land use development and management. Water quality can be degraded by excessive pollutant loads, including nutrient loads, that result from malfunctioning and improperly located onsite sewage disposal systems; urban runoff; runoff from construction sites; and careless agricultural practices. The water quality of streams and ground water may also be adversely affected by the excessive development of river areas combined with the filling of peripheral wetlands (which if left in a natural state serve to entrap and remove plant nutrients occurring in runoff, thus reducing the rate of nutrient enrichment of surface waters that results in weed and algae growth).

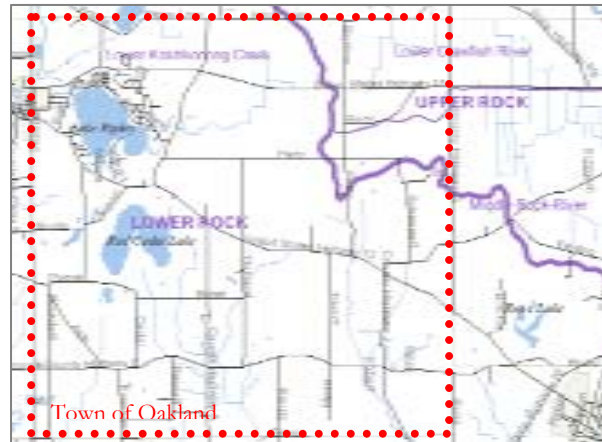
Perennial streams are defined as watercourses that maintain, at a minimum, a small continuous flow throughout the year except under unusual drought conditions. The perennial streams in the Town of Oakland are shown on the Development Limitations Map. Perennial streams in the Planning Area include Rock Creek in the northwest corner of the Town, Allen Creek and tributaries to the Koshkonong Creek in the southern area of the Town. Koshkonong Creek flows largely along its natural channel. The stream is classified as a warm water sport fishery, but its uses and potential are impaired by agricultural runoff. Highly intensive agricultural operations in the drainage area affect water quality. Bullhead and rough fish dominate the fishery although northern pike provide a fair fishery in the lower reaches. (Source: Lower Rock River Water Quality Management Plan)

There are three lakes within the Planning Area, Lake Ripley, Red Cedar Lake and Hope Lake. Lake Ripley, a small kettle lake, has good water quality and a very good sport fishery. Much of the lake's shoreline is developed with the village of Cambridge on the west end and summer cottages and year-round homes on the north and south shores. Agricultural runoff contributes nutrients and sediments to the lake, and the village of Cambridge and lake cottages and homes also degrade the lake's water quality. Excess nutrients have spurred the growth of Eurasian water milfoil, an aggressive non-native plant, in the lake. A 1989 aquatic plant survey indicates milfoil had spread to about 50 percent of the lake, concentrating boat traffic in the lake's middle. Lake Ripley has been the subject of a small-scale priority watershed project since 1994. (Source: Lower Rock River Water Quality Management Plan, 2001). Red Cedar Lake is one of the most pristine lakes in southeastern Wisconsin and a State Natural Area. The lake has a surface area of 336 acres. Public access to the Lake includes a boat ramp and walk-in trail (Source: Jefferson County Land and Water Resource Management Plan).

Outstanding & Exceptional Waters

Wisconsin has classified many of the State's highest quality waters as Outstanding Resource Waters (ORWs) or Exceptional Resource Waters (ERWs). Waters designated as ORW or ERW are surface waters that provide outstanding recreational opportunities, support valuable fisheries, have unique hydrologic or geologic features, have unique environmental settings, and are not significantly impacted by human activities. The primary difference between the two is that ORWs typically do not have any direct point sources (e.g., industrial or municipal sewage treatment plant, etc.) discharging pollutants directly to

Figure 5.16: Water Management Units & Watersheds



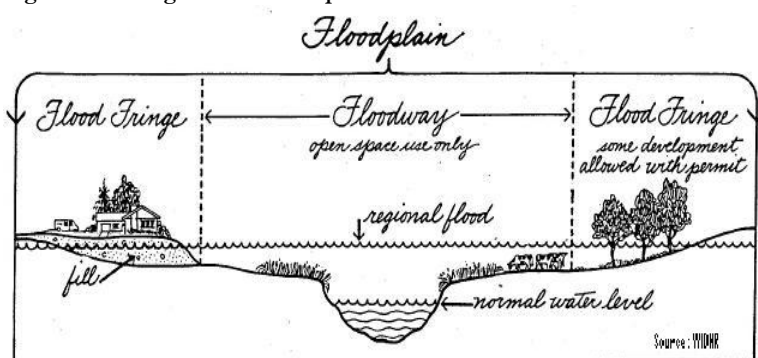
the water. An ORW or ERW designation does not include water quality criteria like a use designation. Instead, it is a label that identifies waters the State has identified that warrant additional protection from the effects of pollution. These designations are intended to meet federal Clean Water Act obligations requiring Wisconsin to adopt an “antidegradation” policy that is designed to prevent any lowering of water quality. Allen Creek is one ERW located within the Planning Area (Source: WIDNR)

Impaired Waters

Section 303(d) of the federal Clean Water Act requires states to develop a list of impaired waters, commonly referred to as the “303(d) list.” This list identifies waters that are not meeting water quality standards, including both water quality criteria for specific substances or the designated uses, and is used as the basis for development of Total Maximum Daily Loads (TMDLs). States are required to submit a list of impaired waters to EPA for approval every two years. These waters are listed within Wisconsin’s 303(d) Waterbody Program and are managed by the WDNR’s Bureau of Watershed Management. There are no impaired waters located within the Planning Area.

5.4.2.4 Floodplains

Figure 5.17: Diagram of a Floodplain



Floods are the nations and Wisconsin’s most common natural disaster and therefore require sound land use plans to minimize their effects. Benefits of floodplain management are the reduction and filtration of sediments into area surface waters, storage of floodwaters during regional storms, habitat for fish and wildlife, and reductions in direct and indirect costs due to floods.

Direct Costs:

- Rescue and Relief Efforts
- Clean-up Operations
- Rebuilding Public Utilities & Facilities
- Rebuilding Uninsured Homes and Businesses
- Temporary Housing Costs for Flood Victims

Indirect Costs:

- Business Interruptions (lost wages, sales, production)
- Construction & Operation of Flood Control Structures
- Cost of Loans for Reconstructing Damaged Facilities
- Declining Tax Base in Flood Blight Areas
- Subsidies for Flood Insurance

The Development Limitations Map displays the floodplain areas in the Planning Area. These floodplains encompass an area of about 2,715 acres (11.7% of the Planning Area). The Federal Emergency Management Agency (FEMA) designates floodplain areas. A flood is defined as a general and temporary condition of partial or complete inundation of normally dry land areas. The area inundated during a flood event is called the floodplain. The floodplain includes the floodway, the floodfringe, and other flood-affected areas. The floodway is the channel of a river and the adjoining land needed to carry the 100-year flood discharge. Because the floodway is characterized by rapidly moving and treacherous water, development is severely restricted in a floodway. The floodfringe, which is landward of the floodway, stores excess floodwater until it can be infiltrated or discharged back into the channel. During a regional flood event, also known as the 100-year, one-percent, or base flood, the entire floodplain or Special Flood Hazard Area (SFHA) is inundated to a height called the regional flood elevation (RFE). (Source: WIDNR Floodplain & Shoreland Zoning Guidebook)

Floodplain areas generally contain important elements of the natural resource base such as woodlands, wetlands, and wildlife habitat; therefore, they constitute prime locations necessary for park, recreation, and open space areas. Every effort should be made to discourage incompatible urban development of floodplains and to encourage compatible park, recreation, and open space uses.

Floodplain zoning applies to counties, cities and villages. Section 87.30, Wis. Stats., requires that each county, village and city shall zone, by ordinance, all lands subject to flooding. Chapter NR 116, Wis. Admin. Code requires all communities to adopt reasonable and effective floodplain zoning ordinances within their respective jurisdictions to regulate all floodplains where serious flood damage may occur within one year after hydraulic and engineering data adequate to formulate the ordinance becomes available. Refer to the Town of Oakland Floodplain Ordinance. (Source: WIDNR Floodplain & Shoreland Zoning Guidebook)

5.4.2.5 Wetlands

Wetlands are areas in which water is at, near, or above the land surface and which are characterized by both hydric soils and by the hydrophytic plants such as sedges, cattails, and other vegetation that grow in an aquatic or very wet environment. Wetlands generally occur in low-lying areas and near the bottom of slopes, particularly along lakeshores and stream banks, and on large land areas that are poorly drained. Under certain conditions wetlands may also occur in upland areas. Wetlands accomplish important natural functions, including:

- Stabilization of lake levels and stream flows,
- Entrapment and storage of plant nutrients in runoff (thus reducing the rate of nutrient enrichment of surface waters and associated weed and algae growth),
- Contribution to the atmospheric oxygen and water supplies,
- Reduction in stormwater runoff (by providing areas for floodwater impoundment and storage),
- Protection of shorelines from erosion,
- Entrapment of soil particles suspended in stormwater runoff (reducing stream sedimentation),
- Provision of groundwater recharge and discharge areas,
- Provision of habitat for a wide variety of plants and animals, and
- Provision of educational and recreational activities.

The Wisconsin Wetland Inventory (WWI) was completed in 1985. Pre-European settlement wetland figures estimate the state had about 10 million acres of wetlands. Based on aerial photography from 1978-79, the WWI shows approximately 5.3 million acres of wetlands remaining in the state representing a loss of about 50% of original wetland acreage. This figure does not include wetlands less than 2 or 5 acres in size (minimum mapping unit varies by county); and because the original WWI utilized aerial photographs taken in the summer, some wetlands were missed. In addition, wetlands that were farmed as of the date of photography used and then later abandoned due to wet conditions were not captured as part of the WWI.

As is the case statewide and nationally, Jefferson County has experienced a decline in the number and quality of wetlands. The 1986 DNR wetlands inventory map for Jefferson County shows 59,280 acres of wetlands (16.6% of the land area). The latest Jefferson County Land and Water Resource Plan identifies 55,372 acres of wetlands (14.8% of the land area) in the County. The Existing Land Use Map displays the wetland areas in the Planning Area. These wetlands encompass an area of about 2,450 acres (10.6% of the Planning Area).

Wetlands are not conducive to residential, commercial, and industrial development. Generally, these limitations are due to the erosive character, high compressibility and instability, low bearing capacity, and high shrink-swell potential of wetland soils, as well as the associated high water table. If ignored in land use planning and development, those limitations may result in flooding, wet basements, unstable foundations, failing pavement, and excessive infiltration of clear water into sanitary sewers. In addition, there are significant onsite preparation and maintenance costs associated with the development of wetland soils, particularly as related to roads, foundations, and public utilities. Recognizing the important

natural functions of wetlands, continued efforts should be made to protect these areas by discouraging costly, both in monetary and environmental terms, wetland draining, filling, and urbanization. The Wisconsin DNR and the US Army Corp of Engineers require mitigation when natural wetland sites are destroyed.

5.4.2.6 Threatened or Endangered Species

While the conservation of plants, animals and their habitat should be considered for all species, this is particularly important for rare or declining species. The presence of one or more rare species and natural communities in an area can be an indication of an area's ecological importance and should prompt attention to conservation and restoration needs. Protection of such species is a valuable and vital component of sustaining biodiversity.

Both the state and federal governments prepare their own separate lists of such plant and animal species but do so working in cooperation with one another. The WI-DNR's Endangered Resources Bureau monitors endangered, threatened, and special concern species and maintains the state's Natural Heritage Inventory (NHI) database. The NHI maintains data on the locations and status of rare species in Wisconsin and these data are exempt from the open records law due to their sensitive nature. According to the Wisconsin Endangered Species Law it is illegal to:

1. Take, transport, possess, process or sell any wild animal that is included on the Wisconsin Endangered and Threatened Species List;
2. Process or sell any wild plant that is a listed species;
3. Cut, root up, sever, injure, destroy, remove, transport or carry away a listed plant on public lands or lands a person does not own, lease, or have the permission of the landowner.

There are exemptions to the plant protection on public lands for forestry, agriculture and utility activities. In some cases, a person can conduct the above activities if permitted under a Department permit (i.e. "Scientific Take" Permit or an "Incidental Take" Permit).

Table 5.17 list those elements contained in the NHI inventory for the Town of Oakland. These elements represent "known" occurrence and additional rare species and their habitat may occur in other locations but are not recorded within the NHI database. For a full list of elements known to occur in Jefferson County & Wisconsin visit the WIDNR's Endangered Resources Bureau.

- Endangered Species - one whose continued existence is in jeopardy and may become extinct.
- Threatened Species - one that is likely, within the foreseeable future, to become endangered.
- Special Concern Species - one about which some problem of abundance or distribution is suspected but not proven.

The Federal Endangered Species Act (1973) also protects animals and plants that are considered endangered or threatened at a national level. The law prohibits the direct killing, taking, or other activities that may be detrimental to the species, including habitat modification or degradation, for all federally listed animals and designated critical habitat. Federally listed plants are also protected but only on federal lands.

5.4.2.7 Forests & Woodlands

Under good management forests, or woodlands, can serve a variety of beneficial functions. In addition to contributing to clean air and water and regulating surface water runoff, the woodlands contribute to the maintenance of a diversity of plant and animal life in association with human life. Unfortunately, woodlands, which require a century or more to develop, can be destroyed through mismanagement in a comparatively short time. The destruction of woodlands, particularly on hillsides, can contribute to stormwater runoff, the siltation of lakes and streams, and the destruction of wildlife habitat. Woodlands can and should be maintained for their total values; for scenery, wildlife habitat, open space, education, recreation, and air and water quality protection.

The Existing Land Use Map displays those lands that are wooded in the Planning Area. Approximately 2,740 acres (11.8%) are forested. According to the Jefferson County Land and Water Resource Management Plan, approximately 26,114 acres (7%) of Jefferson County is wooded. The major cover type in the County is oak-hickory.

Table 5.17: Natural Heritage Inventory

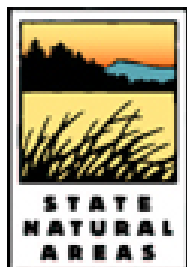
Scientific Name (Common Name)	Date Listed	State Status	Group
Southern sedge meadow (Southern Sedge Meadow)	1984	NA	Community
Emergent marsh (Emergent Marsh)	1984	NA	Community
Lake-shallow, hard, seepage (Lake-Shallow, Hard, Seepage)	1996	NA	Community
Open Bog (Open Bog)	1984	NA	Community
Northern wet forest (Northern Wet Forest)	1984	NA	Community
Southern dry forest (Southern Dry Forest)	1984	NA	Community
Lake-hard bog (Lake--Hard Bog)	1984	NA	Community
Southern sedge meadow (Southern Sedge Meadow)	1984	NA	Community
Fundulus diaphanus (Banded Killifish)	1975	SC/N	Fish
Erimyzon sucetta (Lake Chubsucker)	1975	SC/N	Fish
Etheostoma microperca (Least Darter)	1975	SC/N	Fish
Notropis anogenus (Pugnose Shiner)	1975	THR	Fish
Cardamine Pratensis (Cuckooflower)	1891	SC	Plant
Agastache nepetoides (Yellow Giant Hyssop)		THR	Plant
Epilobium strictum (Downy Willow-herb)	2006	SC	Plant
Besseyia bullii (Kitten Tails)	1985	THR	Plant
Emydoidea blandingii (Blanding's Turtle)	1996	THR	Turtle

Source: WIDNR NHI, Town of Oakland

NOTE: END = Endangered; THR = Threatened; SC = Special Concern; NA* = Not applicable, SC/N = Regularly occurring, usually migratory and typically non-breeding species for which no significant or effective habitat conservation measures can be taken in Wisconsin, SC/H = Of historical occurrence in Wisconsin, perhaps having not been verified in the past 20 years, and suspected to be still extant. Naturally, an element would become SH without such a 20-year delay if the only known occurrence were destroyed or if it had been extensively and unsuccessfully looked for.

5.4.2.8 Environmentally Sensitive Areas & Wildlife Habitat

Taken together, surface waters, wetlands, floodplains, woodlands, steep slopes, and parks represent environmentally sensitive areas that deserve special consideration in local planning. Individually all of these resources are important areas, or “rooms,” of natural resource activity. They become even more functional when they can be linked together by environmental corridors, or “hallways.” Wildlife, plants, and water all depend on the ability to move freely within the environment from room to room. Future planning should maintain and promote contiguous environmental corridors in order to maintain the quantity and quality of the natural ecosystem.



The WIDNR maintains other significant environmental areas through its State Natural Areas (SNA) program. State Natural Areas protect outstanding examples of Wisconsin's native landscape of natural communities, significant geological formations and archeological sites. Wisconsin's 552 State Natural Areas are valuable for research and educational use, the preservation of genetic and biological diversity, and for providing benchmarks for determining the impact of use on managed lands. They also provide some of the last refuges for rare plants and animals. In fact, more than 90% of the plants and 75% of the animals on Wisconsin's list of endangered and threatened species are protected on SNAs. Site protection is accomplished by several means, including land acquisition from willing sellers, donations, conservation easements, and cooperative agreements. Areas owned by other government agencies, educational institutions, and private conservation organizations are brought into the natural area system by formal agreements between the DNR and the landowner. The SNA Program owes much of its

success to agreements with partners like The Nature Conservancy, USDA Forest Service, local Wisconsin land trusts, and county governments. (Source: WIDNR)

There is one SNA near the Planning Area and nine total within Jefferson County. The Planning Area includes No.215 Red Cedar Lake (450 acres). Red Cedar Lake is a large, relatively undisturbed shallow lake containing an abundance of submerged and emergent aquatic vegetation. Red Cedar Lake is owned by the DNR and was designated a State Natural Area in 1984. Most SNA's are open to the public; however, these sites usually have limited parking and signage. Visit the WIDNR Bureau of Endangered Resources for more information each location.

5.4.2.9 Metallic & Non-Metallic Mineral Resources

Mineral resources are divided into two categories, metallic and non-metallic resources. Metallic resources include lead and zinc. Nonmetallic resources include sand, gravel, and limestone. In June of 2001, all Wisconsin counties were obliged to adopt an ordinance for nonmetallic mine reclamation. (Refer to Jefferson County Department of Zoning) The purpose of the ordinance is to achieve acceptable final site reclamation to an approved post-mining land use in compliance with uniform reclamation standards. Uniform reclamation standards address environmental protection measures including topsoil salvage and storage, surface and groundwater protection, and concurrent reclamation to minimize acreage exposed to wind and water erosion. After reclamation many quarries become possible sites for small lakes or landfills. Identification of quarry operations is necessary in order to minimize nuisance complaints by neighboring uses and to identify areas that may have additional transportation needs related to trucking. There are three quarries located in the Planning Area (see Appendix B, Map 5: Existing Land Use)

5.4.3 Cultural Resource Inventory

The following section details some of the important cultural resources in the Town of Oakland and Jefferson County. Cultural resources, programs, and special events are very effective methods of bringing people of a community together to celebrate their cultural history. Not only do these special events build community spirit, but they can also be important to the local economy. Unfortunately, there are many threats to the cultural resources of a community. Whether it is development pressure, rehabilitation and maintenance costs, or simply the effects of time, it is often difficult to preserve the cultural resources in a community. Future planning within the community should minimize the effects on important cultural resources in order to preserve the character of the community.

5.4.3.1 Historical Resources

Wisconsin Historical Markers identify, commemorate and honor the important people, places, and events that have contributed to the state's heritage. The WI Historical Society's Division of Historic Preservation administers the Historical Markers program. There are 14 historic markers located within Jefferson County, one of which is located within the Planning Area:

- Lake Ripley (N off Hwy 12, just E of Cambridge. Jefferson County). Where Ole Evinrude, inventor of the outboard motor, sailed his first boat.

The Architecture and History Inventory (AHI) is a collection of information on historic buildings, structures, sites, objects, and historic districts throughout Wisconsin. The AHI is comprised of written text and photographs of each property, which document the property's architecture and history. Most properties became part of the Inventory as a result of a systematic architectural and historical survey beginning in 1970s. Caution should be used as the list is not comprehensive and much of the information is dated, as some properties may be altered or no longer exist. Due to funding cutbacks, the Historical Society has not been able to properly maintain the database. In addition, many of the properties in the inventory are privately owned and are not open to the public. Inclusion of a property conveys no special status, rights or benefits to the owners. There are 57 AHI records listed for the Town of Oakland. Contact the State Historical Society for information on each record.

The Archaeological Site Inventory (ASI) is a collection of archaeological sites, mounds, unmarked cemeteries, marked cemeteries, and cultural sites throughout Wisconsin. Similar to the AHI, the ASI is not a comprehensive or complete list; it only includes sites reported to the Historical Society and some listed sites may be altered or no longer exist. The Historical Society estimates that less than 1% of the archaeological sites in the state have been identified. Wisconsin law protects Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries from intentional disturbance.

Some resources are deemed so significant that they are listed as part of the State and National Register of Historic Places. The National Register is the official national list of historic properties in America worthy of preservation, maintained by the National Park Service. The State Register is Wisconsin's official listing of state properties determined to be significant to Wisconsin's heritage and is maintained by the Wisconsin Historical Society Division of Historic Preservation. Both listings include sites, buildings, structures, objects, and districts that are significant in national, state, or locally history. There are no sites within the Planning Area listed on the State Register of Historic Places.

The establishment of a historical preservation ordinance and commission is one of the most proactive methods a community can take to preserve cultural resources. A historical preservation ordinance typically contains criteria for the designation of historic structures, districts, or places, and procedures for the nomination process. The ordinance further regulates the construction, alteration and demolition of a designated historic site or structure. A community with a historic preservation ordinance may apply for Certified Local Government (CLG) status, with the Wisconsin State Historical Society. Once a community is certified, they become eligible for:

- Matching sub-grants from the federal Historic Preservation Fund,
- Use of Wisconsin Historic Building Code,
- Reviewing National Register of Historic Places nominations allocated to the state.

There are 2 CLG communities located in Jefferson County. The Town of Oakland is not a CLG community.

5.5 UTILITIES & COMMUNITY FACILITIES

This element provides a baseline assessment of the Town of Oakland utilities & community facilities and covers all of the information required under SS66.1001. Information includes: forecasted utilities & community facilities needs, and existing utilities & community facility conditions. This information provides a basis for creating goals, objectives, policies, maps, and actions to guide the future development and maintenance of utilities & community facilities in the Town of Oakland.

5.5.1 Existing Utilities & Community Facilities Conditions

5.5.1.1 Sanitary Sewer System

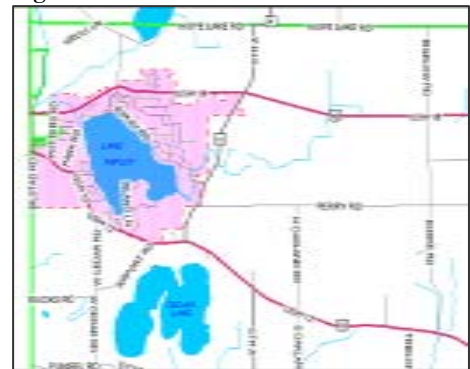
Within the Town of Oakland Urban Service Area public sanitary service is provided by the Town of Oakland Sanitary District No.1. Average daily wastewater flow is 425,400 gallons, 225,033 comes from the Town. Effluent is discharged into Koshkonong Creek and complies with WDNR standards. The boundaries of the Urban Service Area align with the boundaries of the Sanitary District. A map of the Urban Service area is provided in Figure 5.18.

Outside the Urban Service Area, Town of Oakland residences rely on private septic systems for sanitary needs. The Jefferson County Sanitary Ordinance regulates the location, design, construction, alteration, and maintenance of all private waste disposal systems in the county.

5.5.1.2 Storm Water Management

Stormwater management involves providing controlled release rates of runoff to receiving systems, typically through detention and/or retention facilities. A stormwater management system can be very simple – a series of natural drainage ways – or a complex system of culverts, pipes, and drains. Either way, the purpose of the system is to store and channel water to specific areas, diminishing the impact of non-point source pollution. Neither the Town nor the County maintains an erosion and stormwater runoff control ordinance.

Figure 5.18: Urban Service Area



*Urban Service Area shown in pink

5.5.1.3 Water Supply

Town of Oakland businesses and residences rely on private wells for water needs. Wells are safe, dependable sources of water if sited wisely and built correctly. Wisconsin has had well regulations since 1936. NR 812 (formerly NR 112), Wisconsin's Administrative Code for Well Construction and Pump Installation, is administered by the DNR. The Well Code is based on the premise that if a well and water system is properly located, constructed, installed, and maintained, the well should provide safe water continuously without a need for treatment.

5.5.1.4 Solid Waste Disposal & Recycling Facilities

Solid waste and recycling services are contracted through a private vendor: Viola Waste Management Services.

5.5.1.5 Parks, Open Spaces & Recreational Resources

Parks and recreational resources are important components of a community's public facilities. These resources provide residents with areas to exercise, socialize, enjoy wildlife viewing or provide opportunities for environmental education for adults and children. Increasingly, parks and recreational resources can contribute to a community's local economy through eco-tourism. In addition, these resources are important for wildlife habitat and movement. Taken together, it is clear that the protection, enhancement, and creation of parks and recreational resources are important to the quality of life and character of a community.

Two public parks are maintained by the Town of Oakland: Beach Land Park (Ripley Road) and Lake Ripley Park which includes tennis courts and bathrooms. In addition, the Lake Ripley Management District owns the 10 acre Lake District Preserve which consists of wetlands, woodlands and a nature trail. The Town does not maintain any recreational trails but has developed a Bicycle and Pedestrian Path Open Space Plan.

The National Recreation and Park Association recommends 6 to 12 total acres of parks or recreation space per 1,000 people within a community. Not including the school facilities, the Town of Oakland has approximately 124 acres of parkland. Based on the year 2005 population estimate, the Village's level of service was 38 acres of parkland per 1000 residents. The Town of Oakland has adequate parkland to accommodate the WIDOA 2025 projected population of 4,393 residents (maintaining approximately 28 acres per 1,000 residents).

In addition to the park facilities already mentioned, Jefferson County maintains one park, which lies just outside of the Planning Area. The Carlin-Weld Park features the rugged topography of the Kettle Moraine area with uplands, steep kettles, a man-made pond, and lowlands with an ephemeral stream. The park is used for picnics, hiking, nature study, sledding, fishing, ice fishing, ice skating, horseback riding, model aircraft flying, and relaxing. It is adjacent to a rural subdivision and is used often by the residents.

The 2005-2010 Jefferson County Parks, Recreation, and Open Space Plan (JCPROSP) established a level of service of 12 acres per 1000 people. In year 2005, Jefferson County's level of service was 7.1 acres of parkland per 1000 residents, about 59% of the recommended standard of 12 acres/1000 residents. A vision of the 2005-2010 JCPROSP is to continue to acquire unique recreational lands and natural resource areas for public use. The plan targets identified priority sites. Two of these sites are located within the Planning Area:

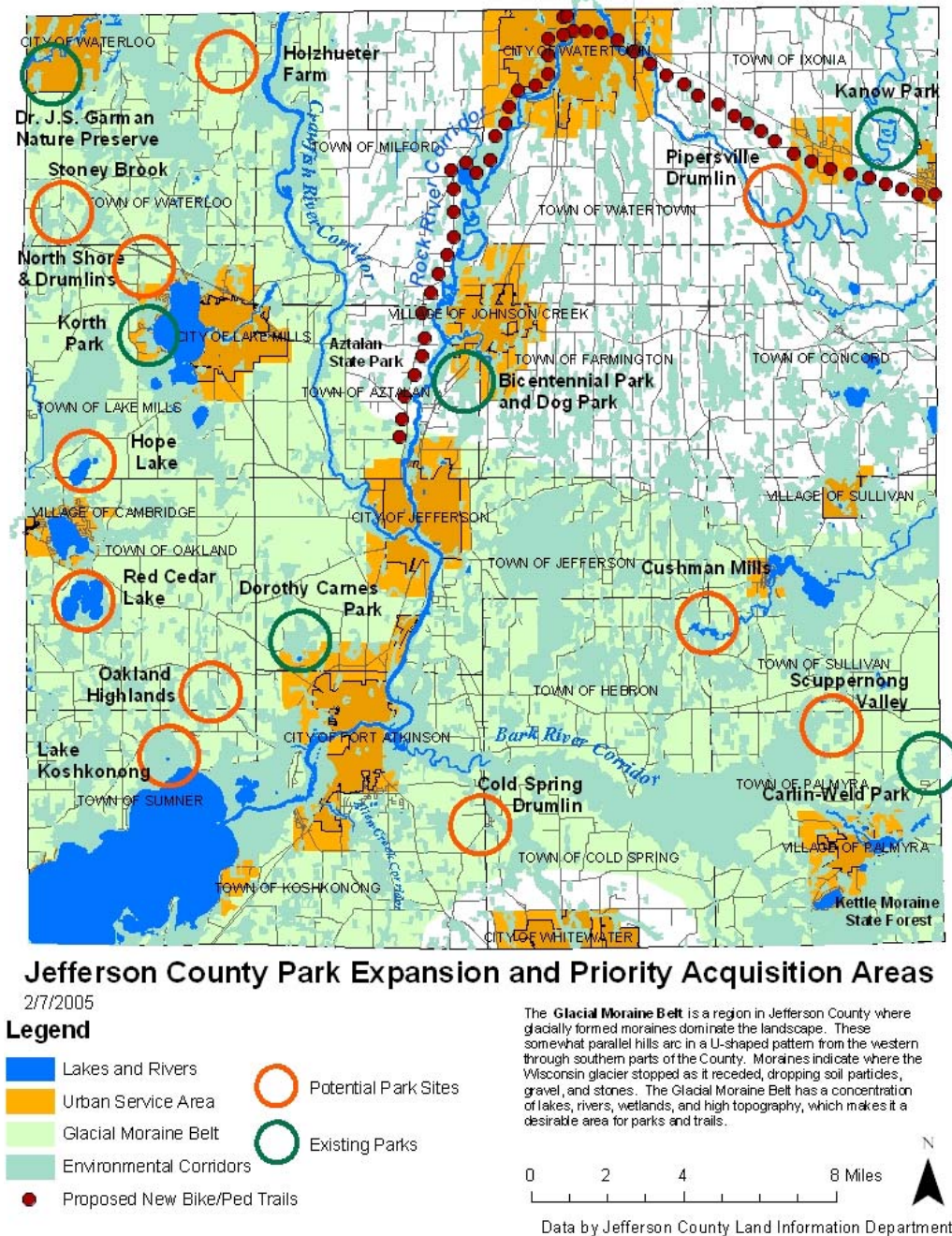
- Oakland Highlands – a large wooded area on the moraine with spectacular views, oak-hickory woods, remnant prairie, and a blue heron rookery.
- Red Cedar Lake– one of the most pristine lakes in southeastern Wisconsin and a State Natural Area with several rare plant communities.

In addition, the Wisconsin Natural Resources Board has identified western Jefferson County (including the Planning Area) as a priority area for the implementation of the recommendations of the *Wisconsin Land Legacy Report* (2002) that recommends priority acquisition areas in Wisconsin for preservation and recreation. This designation may have an impact on park planning and may provide increased funding opportunities for park development, parkland acquisition, and preservation of working farms.

As part of the development of the 2005-2010 JCPROSP participants were asked to rate the relative importance or need for various activities in Jefferson County. Activities that ranked as important or very important included:

- Bike Trails/Routes
- Bird Watching
- Cross-Country Ski Trails
- Hiking Trails
- Historical/Cultural Resources – Preservation and Interpretation
- Natural Resource Areas – Preservation, Interpretation, and Improve Natural Vegetation
- Picnic Areas
- Picnic Shelters
- Restrooms
- Volunteer Opportunities

Figure 5.19: Jefferson County Park Expansion and Priority Acquisition Areas

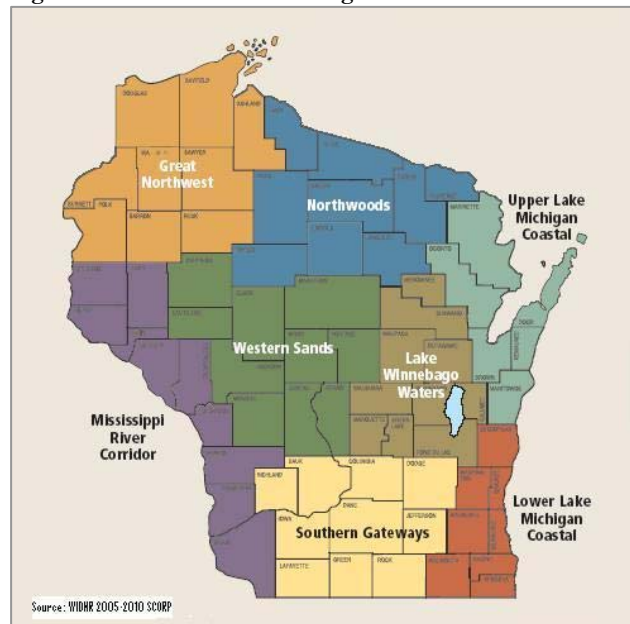


The 2005-2010 Wisconsin Statewide Comprehensive Outdoor Recreation Plan (SCORP) provides information on statewide and regional recreation, including recreation supply and demand, participation rates and trends, and recreation goals and actions. Since passage of the Federal Land and Water Conservation Fund (LWCF) Act of 1965, preparation of a statewide outdoor recreation plan has been required for states to be eligible for LWCF acquisition and development assistance. The LWCF is administered by the WIDNR and provides grants for outdoor recreation projects by both state and local governments. The following are a few highlights of the plan:

- Walking for Pleasure is rated as the activity with the most participation.
- Backpacking, Downhill Skiing, Golf, Hunting, Mountain Biking, Snowmobile, and Team Sports are decreasing in demand.

- ATVing, Birdwatching, Canoeing, Gardening, Geocaching, Paintball Games, Road Biking, RV Camping, Hiking, Water Parks, Wildlife Viewing, and Photography are increasing in demand.
- The Warren Knowles-Gaylord Nelson Stewardship Program (Stewardship 2000) provides \$60 million annually through FY 2010 for outdoor recreation purposes.

Figure 5.20: WIDNR SCORP Regions



The Wisconsin SCORP divides the state into eight planning regions based on geographic size, demographic trends, tourism influences, and environmental types. Together these influences shape each region's recreational profile, describing which activities are popular, which facilities need further development, and which issues are hindering outdoor recreation. Jefferson County is a part of the *Southern Gateways Region* (Columbia, Dane, Dodge, Green, Iowa, Jefferson, Richland, Rock, and Sauk Counties). The most common issues and needs for the region identified by the plan include:

Issues:

- Budget constraints on park and recreation programs
- Increased competition for natural resources
- Increasing ATV usage and associated impacts
- Increasing multiple-use recreation conflicts
- Lack of maintenance on parks and recreation areas
- Lack of park and recreation staff
- Overcrowding
- Poor water quality
- Protecting silent sport areas

Needs:

- More ATV usage opportunities
- More biking trails
- More camping opportunities
- More canoeing opportunities
- More cross-country skiing opportunities
- More hiking trails
- More horse trails

5.5.3.6 Telecommunication Facilities

Telecommunication services for the Town are provided by Charter Communications. One Cell Tower is located on Highway 12 and County Road 6.

5.5.3.7 Power Plants & Transmission Lines

Alliant Energy provides electricity to the Town of Oakland.

5.5.3.8 Cemeteries

Five cemeteries service the Town of Oakland. North Oakland Cemetery is located on Perry Road, Union Cemetery is located at the intersection of Highway G and US Highway 12, Oakland Center Cemetery is location on North Oakland Road, Evergreen Cemetery is location on S. Oakland Road, and Lake Ripley Cemetery is location on Ripley Road. Capacity is available at North Oakland Cemetery, Union Cemetery and Evergreen Cemetery.

5.5.3.9 Health Care Facilities

There are no hospitals located in the Town of Oakland. Nearby facilities, include the Fort Atkinson Memorial Health Service (located in the City of Fort Atkinson) and Cambridge Clinic (located in the Village of Cambridge). Assisted living residences are also located in Cambridge at the Autumn Winds facility.

5.5.3.10 Child Care Facilities

Under Wisconsin law, no person may for compensation provide care and supervision for 4 or more children under the age of 7 for less than 24 hours a day unless that person obtains a license to operate a child care center from the Department of Health and Family Services. There are two different categories of state licensed child care; they depend upon the number of children in care. Licensed Family Child Care Centers provide care for up to eight children. This care is usually in the provider's home, but it is not required to be located in a residence. Licensed Group Child Care Centers provide for nine or more children. No licensed childcare facilities are located within the Town of Oakland.

5.5.3.11 Police & Emergency Services

The Town is served by three Fire Districts: Cambridge, Jefferson and Fort Atkinson. All fire services from these Districts are run by Volunteers. The Town is also served by three EMS districts, including Cambridge EMS, Jefferson EMS and Ryan Brothers EMS. The Town's Police Department employs 6 staff and is housed in the Town Hall Building. The Town Hall Building is in excellent condition and there are no plans for improvement or expansion.

5.5.3.12 Libraries

There are no public libraries located within the Planning Area. The closest library is located in the Village of Cambridge. In 2006, the Cambridge Community library had a circulation of over 55,000 items and served 2,567 clients (698 residents and 1,869 non-residents). The library has many services including children's programs, computers, and audiovisual materials. The Town is also within proximity of libraries in Fort Atkinson and Jefferson. These libraries form part of the Mid-Wisconsin Federated Library System. In 1971, the Wisconsin State Legislature passed a law creating seventeen Library Systems in Wisconsin. The purpose of the library systems is to provide free and equitable access to public libraries for all residents in Wisconsin even if their community has no library. The library systems also serve to take on projects too costly or complex for individual community libraries. The funding for the Public Library Systems comes from a set percentage of the budgets of all the public libraries in Wisconsin. The Mid-Wisconsin Federated Library System is headquartered in Horicon and serves libraries in Dodge, Jefferson, and Washington Counties. For more information, visit the Library's website, <http://www.mwfls.org>

5.5.3.13 Schools

The Town of Oakland is served by four school districts: Cambridge, Jefferson, Fort Atkinson and Lake Mills, none of which have facilities within the Town. The Cambridge School District serves residents living in the western portion of the Town of Oakland, and operates an elementary school, a middle school and two high schools. The district served a total of 992 students as of 2008, a slight decrease from the 1,027 students in 2001 (Wisconsin Dept. of Public Instruction). For more information, visit the school district web site: <http://www.cambridge.k12.wi.us/>

The Jefferson School District serves residents living in the north-east portion of the Town of Oakland, and operates 3 elementary schools, one middle school and one high school. The district served a total of 1,798 students as of 2008, a slight increase from the 1,726 students in 2001 (Wisconsin Dept. of Public Instruction). For more information, visit the school district web site: <http://www.jefferson.k12.wi.us/>

The Fort Atkinson School District serves residents living in the eastern portion of the Town of Oakland, and operates 4 elementary schools, a middle school and two high schools. The district served a total of

2,727 students as of 2008, up 32% from 2,056 students in 2001 (Wisconsin Dept. of Public Instruction). For more information, visit the school district web site: <http://www.fortschools.org/>

Finally, the Lake Mills School District serves residents living in the northern portion of the Town of Oakland, and operates an elementary school, a middle school and two high schools. The district served a total of 1,322 students as of 2008, up slightly from the 1,287 students in 2001 (Wisconsin Dept. of Public Instruction). For more information, visit the school district web site: <http://www.lakemills.org/>

Jefferson County is served by the Madison Area Technical College (MATC), which is headquartered in Madison but has sites in Watertown and Fort Atkinson. MATC as a system offers 126 programs of study leading to various degrees and certificates. Sixteen programs are offered at the Watertown location, and 14 at the Fort Atkinson location. Nearby four-year universities are located at both the University of Wisconsin in Whitewater and the University of Wisconsin in Madison.

5.5.3.14 Other Government Facilities

The Town Hall is located at N4450 CTH A and is used for Town administration and for official Town meetings. The Town Hall is in excellent condition and there are no plans for improvement.

5.6 ECONOMIC DEVELOPMENT

This element provides a baseline assessment of the Town of Oakland economic development and covers all of the information required under §566.1001. Information includes: labor market statistics, economic base statistics, new businesses desired, strength & weaknesses for economic development, analysis of business & industry parks, and environmentally contaminated sites. This information provides a basis for creating goals, objectives, policies, maps, and actions to guide the future economic development activities in the Town of Oakland.

5.6.1 Economic Development Existing Conditions

5.6.1.1 Labor Market

Table 5.18 details the employment status of workers in the Town of Oakland as compared to Jefferson County and the State. At the time of the 1990 U.S. Decennial Census unemployment for the Town was slightly lower than for Jefferson County and the State. At 2000, the unemployment rate for the Town remained lower than that of the County and State. Unemployment rates for Towns are only collected during the U.S. Decennial Census; therefore, 2007 data was not available.

Table 5.18: Employment Status of Civilians 16 Years or Older

Employment Status, Civilians 16 Years or Older	Town of Oakland	Jefferson County	Wisconsin
In Labor Force (1990)	1,924	36,664	2,598,898
Unemployment Rate	3.4%	3.8%	4.3%
In Labor Force (2000)	1,800	41,594	2,996,091
Unemployment Rate	2.7%	3.0%	3.4%
In Labor Force (2007)	NA	43,783	3,089,321
Unemployment Rate	NA	4.7%	4.9%

Source: US Census and WI Department of Workforce Development

Table 5.19 indicates the percentage of workers by class for the Town of Oakland, Jefferson County and the State, in year 2000. The Town of Oakland has a higher percentage of residents employed in private wage and salary jobs than Jefferson County. The Town's class of workers is generally consistent with that of the State.

Table 5.19: Class of Worker (2000)

Class of Worker	Town of Oakland	Jefferson County	Wisconsin
Private Wage & Salary	80.0%	68.8%	81.1%
Government Worker	12.8%	19.6%	12.5%
Self-Employed	6.7%	10.8%	6.1%
Unpaid Family Worker	0.5%	0.8%	0.3%
Total	100.0%	100.0%	100.0%

Source: US Census

Table 5.20 and Figure 5.21 describe the workforce by occupation within the Town, County and State in year 2000. Occupation refers to what job a person holds. The highest percentage of occupations of employed Oakland residents is in the Management, Professional and Related category. This is consistent with the State but unlike Jefferson County who has the highest percent in Production, Transportation and Material Moving occupations.

Table 5.20: Employment by Occupation (2000)

Employment by Occupation, Civilians 16 Years & Older	Town of Oakland Number	Town of Oakland Percent	Jefferson County Number	Jefferson County Percent	Wisconsin Number	Wisconsin Percent
Prod, Trans & Mat. Moving	335	19.2%	10,507	26.4%	540,930	19.8%
Const, Extraction & Maint.	173	9.9%	3,668	9.2%	237,086	8.7%
Farm, Fishing & Forestry	12	0.7%	386	1.0%	25,725	0.9%
Sales & Office	425	24.4%	9,313	23.4%	690,360	25.2%
Services	204	11.7%	5,564	14.0%	383,619	14.0%
Mgmt, Prof & Related	592	34.0%	10,394	26.1%	857,205	31.3%
Total	1,741	100%	39,832	100%	2,734,925	100%

Source: US Census

Figure 5.21: Employment by Occupation

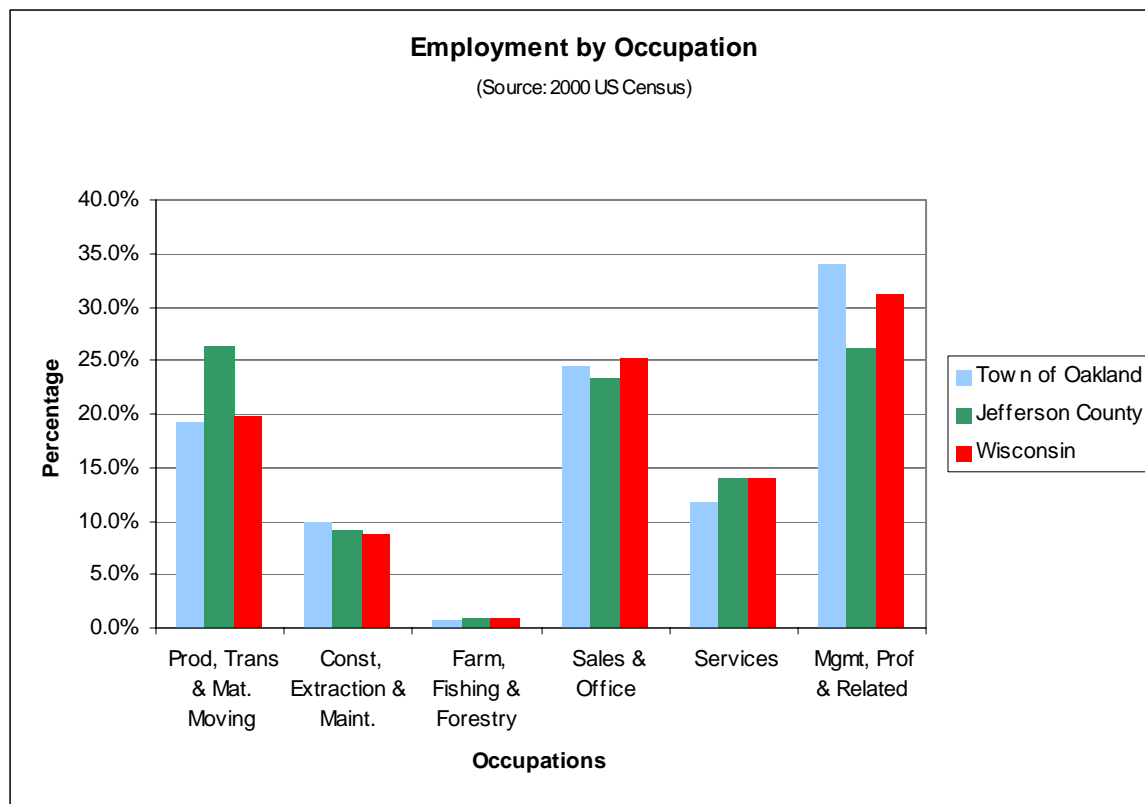


Table 5.21 and Figure 5.22 show the earnings for workers within the Town, County and State, in years 1989 & 1999. Earning figures are reported in three forms: per capita income (total income divided by total population), median family income (based on units of occupancy with individuals related by blood), and median family income (based on every unit of occupancy with one or more unrelated individuals). For all three-income indicators, the Town of Oakland ranks higher than the average for both Jefferson County and the State. In most cases, percent growth of income between 1989 and 1999 was also higher than Jefferson County and significantly higher than the State. During this same period, the percent of individuals below the poverty line decreased 0.5%, lower than the decline for both the County and the State.

Table 5.21: Income

Income	Town of Oakland 1989	Town of Oakland 1999	Percent Change 89-99	Jefferson County 1989	Jefferson County 1999	Percent Change 89-99	Wisconsin 1989	Wisconsin 1999	Percent Change 89-99
Per Capita Income	\$13,209	\$24,622	86.4%	\$11,173	\$21,236	90.1%	\$13,276	\$21,271	60.2%
Median Family Income	\$35,250	\$63,355	79.7%	\$32,986	\$53,953	63.6%	\$35,082	\$52,911	50.8%
Median Household Income	\$30,469	\$54,412	78.6%	\$28,667	\$46,901	63.6%	\$29,442	\$43,791	48.7%
Individuals Below Poverty	5.9%	5.4%	-0.5%	7.2%	5.7%	-1.5%	10.4%	8.7%	-1.7%

Source: US Census

1. The Census Bureau uses a set of money income thresholds that vary by family size and composition to detect who is poor. If the total income for a family or unrelated individual falls below the relevant poverty threshold, then the family or unrelated individual is classified as being "below the poverty level."

Figure 5.22: Income, Year 1999

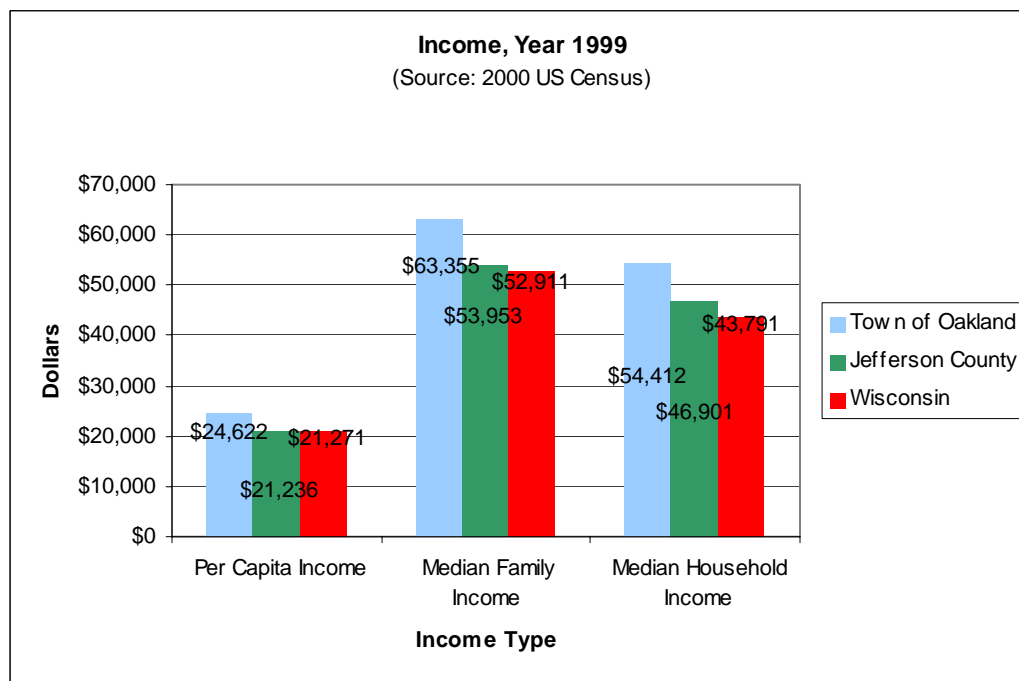


Table 5.22 details the educational attainment of Town of Oakland, Jefferson County, and State residents 25 years and older according to the 1990 & 2000 U.S. Census. In year 2000, 93.1% of Town of Oakland residents 25 years or older, had at least a high school diploma. This figure is higher than the average for Jefferson County (77%). Specifically, the Town has a higher percentage of residents with bachelors and graduate/professional degrees. Presumably, this accounts for the higher income of Town residents verses the average for the County and State. In 2004, a survey of Jefferson County executives reported that most difficult positions to recruit for were professional/technical (Source: Jefferson County Business Retention & Expansion Study, 2004)

Table 5.22: Educational Attainment Person 25 Years & Over

Educational Attainment Person 25 Years and Over	Town of Oakland 1990	Town of Oakland 2000	Jefferson County 1990	Jefferson County 2000	Wisconsin 1990	Wisconsin 2000
Less than 9th Grade	7.6%	2.6%	10.8%	6.1%	9.5%	5.4%
9th to 12th No Diploma	11.8%	4.4%	12.2%	9.3%	11.9%	9.6%
HS Grad	38.9%	34.6%	39.8%	38.5%	37.1%	34.6%
Some College	17.3%	21.0%	15.0%	21.3%	16.7%	20.6%
Associate Degree	7.6%	9.2%	7.0%	7.5%	7.1%	7.5%
Bachelor's Degree	11.0%	21.9%	10.4%	12.3%	12.1%	15.3%
Graduate/Prof. Degree	5.8%	6.4%	4.7%	5.1%	5.6%	7.2%
Percent High School Grad or Higher	80.6%	93.1%	77.0%	84.7%	78.6%	85.2%

Source: US Census

5.6.1.2 Economic Base

Table 5.23 lists the top 25 employers in Jefferson County as reported by the Wisconsin Department of Workforce Development, in year 2005. The Fort Healthcare is the largest employer for Jefferson County. No Oakland businesses currently employ enough people to crack the top 25 list.

Table 5.23: Top 25 Employers in Jefferson County

Rank	Employer	Industry Type	Number of Employees
1	Fort Healthcare Inc	General Medical & Surgical Hospitals	500-999
2	Trek	Motorcycle, Bicycle, and Parts Manufacturing	500-999
3	County of Jefferson	Executive and Legislative Offices, Combined	500-999
4	Briggs & Stratton Power Products	Motor and Generator Manufacturing	500-999
5	Bethesda Lutheran Homes & Services	Residential Mental Retardation Facilities	500-999
6	Generac Power Systems, Inc	Motor and Generator Manufacturing	500-999
7	Terra Resource Group	Professional Employer Organizations	500-999
8	Nasco Div	Plastic Product Manufacturing & Wholesale	250-499
9	Watertown Unified School District	Elementary and Secondary Schools	250-499
10	Wal-Mart	Discount Department Stores	250-499
11	Spacesaver	Office Furniture Manufacturing	250-499
12	Fort Atkinson Public Schools	Elementary and Secondary Schools	250-499
13	Tyson Prepared Foods Inc.	Meat Processed from Carcasses	250-499
14	St Coletta of Wisconsin Inc.	Residential Mental Retardation Facilities	250-499
15	Redi-Serve Division	Frozen Specialty Food Manufacturing	250-499
16	City of Watertown	Executive and Legislative Offices, Combined	250-499
17	School District of Jefferson	Elementary and Secondary Schools	250-499
18	Jones Dairy Farm	Meat Processed from Carcasses	250-499
19	McCain USA	Frozen Specialty Food Manufacturing	250-499
20	The Fireside Inc	Theater Companies and Dinner Theaters	250-499
21	Wisco Farm Coop	Dairy Product	250-499
22	Western Ind	Metal Stamping	100-249
23	Cygnus Business Media Inc.	Periodical Publishers	100-249
24	City of Fort Atkinson	Executive and Legislative Offices, Combined	100-249
25	Lake Mills Public Schools	Elementary and Secondary Schools	100-249

Source: WI Department of Workforce Development, Jefferson County

Table 5.24 and Figure 5.23 describe the workforce by industry within the Village, County and State in year 2000. Whereas occupations refer to what job a person holds, industry refers to the type of work performed by a workers employer. Therefore, an industry usually employs workers of varying occupations. (i.e. a “wholesale trade” industry may have employees whose occupations include “management” and “sales”)

Historically, Wisconsin has had a high concentration of industries in agricultural and manufacturing sectors of the economy. Manufacturing has remained a leading employment sector compared to other industries within the State; however, State and National economic changes have led to a decrease in total manufacturing employment. It is expected that this trend will continue while employment in service, information, and health care industries will increase.

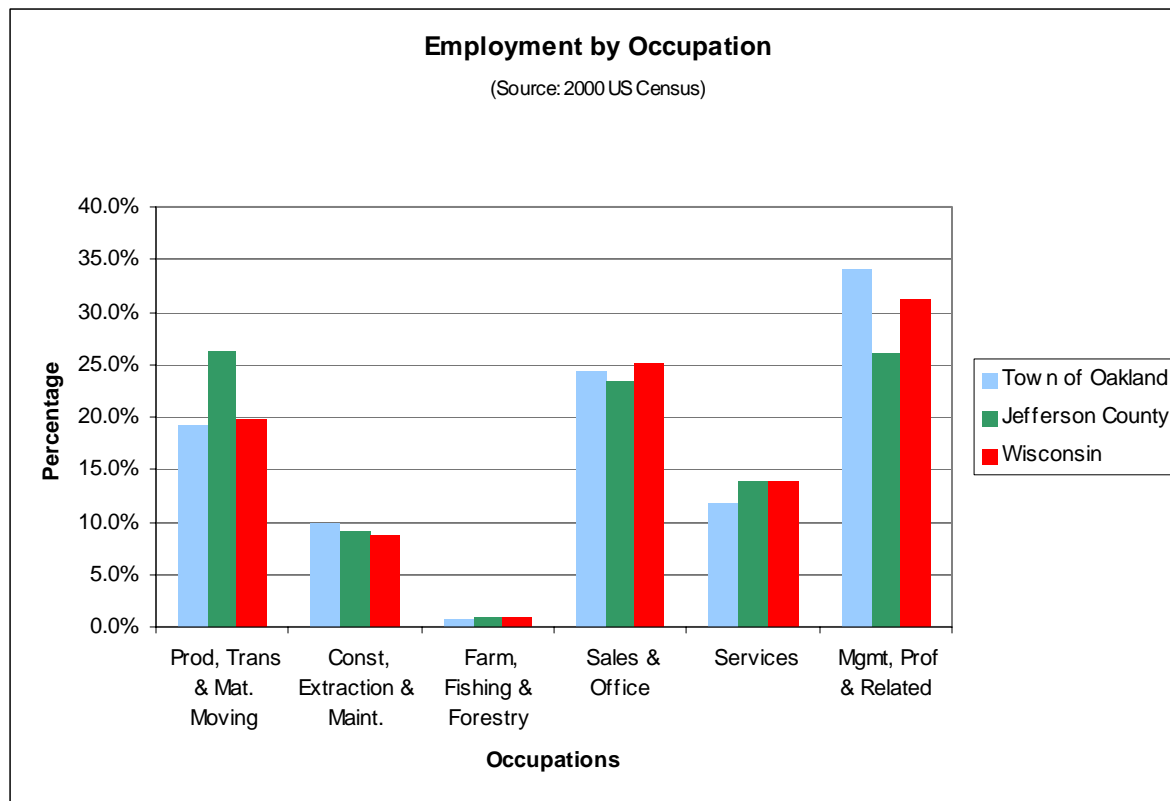
The highest percentage of employment by industry for Oakland residents is in the Manufacturing category. This category is also the highest industry of employment for Jefferson County and the State.

Table 5.24: Employment by Industry

Employment by Industry, Civilians 16 Years & Older	Town of Oakland Number	Town of Oakland Percent	Jefferson County Number	Jefferson County Percent	Wisconsin Number	Wisconsin Percent
Ag, Forestry, Fishing, Hunting & Mining	40	2.3%	1,129	2.8%	75,418	2.0%
Construction	144	8.3%	2,432	6.1%	161,625	5.9%
Manufacturing	410	23.5%	11,963	30.0%	606,845	22.2%
Wholesale Trade	81	4.7%	1,236	3.1%	87,979	3.2%
Retail Trade	218	12.5%	4,605	11.6%	317,881	11.6%
Transp, Warehousing & Utilities	84	4.8%	1,545	3.9%	123,657	4.5%
Information	27	1.6%	876	2.2%	60,142	2.2%
Finance, Insurance, Real Estate, Rental & Leasing	96	5.5%	1,757	4.4%	168,060	6.1%
Prof, Scientific, Mgmt, Administrative & Waste Mgmt	90	5.2%	2,024	5.1%	179,503	6.6%
Educational, Health & Social Services	322	18.5%	7,164	18.0%	548,111	20.0%
Arts, Entertainment, Recreation, Accommodation & Food Services	111	6.4%	2,596	6.5%	198,528	7.3%
Other Services	68	3.9%	1,435	3.6%	111,028	4.1%
Public Administration	50	2.9%	1,070	2.7%	96,148	3.5%
Total	1,741	100%	39,832	100%	2,734,925	100%

Source: US Census

Figure 5.23: Employment by Industry



Within each industry, the Wisconsin Department of Workforce Development collects statistics on the average wage of employees at the County and State levels. Table 5.25 details average employee wages for industries. In Jefferson County, employees working in Public Administration earn the highest average wage, while employees working in Leisure & Hospitality earn the lowest average wage. The average wage per industry in all categories, except Natural Resources & Mining, is lower for Jefferson County workers compared to State averages for the same industries. Statistics on wages by industry are not available for the Town of Oakland.

Table 5.25: Wage by Industry

NAICS Code	Industries	Jefferson County Average Annual Wage 2005	Wisconsin Average Annual Wage 2005	Jefferson County as a Percentage of Wisconsin
21, 1133	Natural Resources & Mining	\$32,923	\$27,765	118.6%
	Public Administration	\$36,791	\$37,244	98.8%
81	Other Services	\$19,080	\$20,604	92.6%
42, 44, 48, 22	Trade, Transportation, Utilities	\$28,103	\$31,088	90.4%
61-62	Educational & Health Services	\$33,156	\$37,228	89.1%
71-72	Leisure & Hospitality	\$10,110	\$12,468	81.1%
23	Construction	\$32,266	\$42,891	75.2%
54-56	Professional & Business Services	\$29,743	\$40,462	73.5%
31-33	Manufacturing	\$30,358	\$44,430	68.3%
52-53	Financial Activities	\$28,758	\$46,267	62.2%
51	Information	NA	\$43,439	
	Unclassified	NA	\$27,296	
	All Industries	\$28,822	\$35,503	81.2%

Source: WI Department of Workforce Development

5.6.2 Employment Projections

The Wisconsin Department of Workforce Development collects data and projects occupation and industry growth for the State. Table 5.26 identifies which occupations are expected to experience the most growth over a ten-year period from year 2004 to 2014. According to the DWD, occupations in Healthcare Support, Healthcare Practitioners, and Computers are expected to have the highest growth rate. Occupations in Production, Office Administration, and Sales are expected to have the lowest growth rate.

Table 5.26: Fastest Growing Occupations 2004-2014

SOC Code	Occupational Title	WI Employment 2004	WI Employment 2014	Percent Change 2004-2014	2005 Average Annual Salary
29-1071	Physician Assistants	1,310	1,990	51.9%	NA
31-1011	Home Health Aides	13,730	20,790	51.4%	\$20,162
15-1081	Network Systems and Data Communication Analysts	4,220	6,240	47.9%	\$56,789
31-9092	Medical Assistants	5,890	8,640	46.7%	\$27,441
15-1031	Computer Software Engineers, Applications	7,960	11,610	45.9%	\$70,386
15-1032	Computer Software Engineers, Systems Software	2,740	3,890	42.0%	\$76,324
39-9021	Personal and Home Care Aides	21,260	29,460	38.6%	\$19,200
29-2021	Dental Hygienists	4,390	6,050	37.8%	\$54,203
31-9091	Dental Assistants	5,050	6,950	37.6%	\$28,602
29-2032	Diagnostic Medical Sonographers	840	1,140	35.7%	\$66,410
15-1072	Network and Computer systems Administrators	5,300	7,190	35.7%	\$56,246
29-2055	Surgical Technologists	2,120	2,860	34.9%	\$40,055
15-1061	Database Administrators	1,550	2,090	34.8%	\$61,299
29-2071	Medical Records and Health Information Technicians	3,540	4,770	34.7%	\$28,976
29-1126	Respiratory Therapists	1,460	1,960	34.2%	\$47,309
29-1111	Registered Nurses	48,410	64,420	33.1%	\$55,060
31-2021	Physical Therapist Assistants	1,220	1,620	32.8%	\$38,342
29-2034	Radiologic Technologists and Technicians	4,130	5,440	31.7%	\$46,916
29-1124	Radiation Therapists	390	510	30.8%	\$65,931
45-2021	Animal Breeders	490	640	30.6%	\$37,339
29-9091	Athletic Trainers	460	600	30.4%	\$40,162
31-2022	Physical Therapists Aids	690	900	30.4%	\$23,632
13-1071	Employment, Recruitment, and Placement Specialists	3,520	4,590	30.4%	\$46,133
29-2031	Cardiovascular Technologists and Technicians	660	860	30.3%	\$42,569
19-1042	Medical Scientists, Except Epidemiologists	1700	2210	30.0%	\$51,920
29-1123	Physical Therapists Aids	3550	4610	29.9%	\$62,582
29-1122	Occupational Therapists	3,040	3,940	29.6%	\$52,248
13-2052	Personal Financial Advisors	3,350	4,340	29.6%	\$77,792
25-2011	Preschool Teachers, Except Special Education	8,540	11,060	29.5%	\$24,027
29-2056	Veterinary Technologists and Technicians	1,280	1,650	28.9%	\$27,233

Source: WI Department of Workforce Development

Table 5.27 identifies which industries are expected to experience the most growth over a ten-year period from year 2004 to 2014. According to the DWD, industries in Professional & Business Services, Educational & Health Services, and Construction categories are expected to have the highest growth rate. Industries in Natural Resources & Mining and Manufacturing categories are expected to have the lowest growth rate.

Since the DWD does not collect data on employment projections for the Town of Oakland or Jefferson County, it is assumed that local trends will be consistent with statewide projections. It is important to note that unanticipated events may affect the accuracy of these projections.

Table 5.27: Fastest Growing Industries 2004-2014

NAICS Code	Industries	WI Employment 2004	WI Employment 2014	Percent Change 2004-2014
487	Scenic and Sightseeing Transportation	370	510	37.8%
621	Ambulatory Health Care Services	99,480	135,700	36.4%
624	Social Assistance	60,400	79,300	31.3%
518	Internet Service Providers	8,480	10,760	26.9%
493	Warehousing and Storage	11,060	14,030	26.9%
561	Administrative and Support Services	118,130	149,690	26.7%
562	Waste Management and Remediation Services	5,070	6,310	24.5%
485	Transit and Ground Passenger Transport	13,740	16,960	23.4%
623	Nursing and Residential Care Facilities	68,870	84,800	23.1%
622	Hospitals	108,570	133,200	22.7%
523	Securities, Commodity Contracts	9,210	11,210	21.7%
541	Professional, Scientific, and Technical Services	89,500	108,000	20.7%
454	Nonstore Retailers	22,950	27,630	20.4%
238	Specialty Trade Contractors	81,660	98,000	20.0%
531	Real Estate	18,360	21,420	16.7%
721	Accommodation	30,720	35,800	16.5%
236	Construction of Buildings	31,520	36,700	16.4%
722	Food Services and Drinking Places	185,410	215,000	16.0%
443	Electronics and Appliance Stores	8,580	9,890	15.3%
511	Publishing Industries	19,120	22,020	15.2%
237	Heavy and Civil Engineering Construction	13,560	15,600	15.0%
425	Wholesale Electronic Markets	5,520	6,350	15.0%
551	Management of Companies	39,830	45,800	15.0%
525	Funds, Trusts, & Other Financial Vehicles	1,170	1,340	14.5%
611	Educational Services	260,670	297,700	14.2%
453	Miscellaneous Store Retailers	17,330	19,790	14.2%
488	Support Activities for Transportation	4,540	5,170	13.9%
446	Health and Personal Care Stores	16,430	18,620	13.3%
423	Merchant Wholesalers, Durable Goods	64,210	72,490	12.9%
451	Sporting Goods, Hobby, Book, and Music Stores	12,960	14,610	12.7%

Source: WI Department of Workforce Development

5.6.3 Analysis of Business & Industry Parks

There are no business or industrial parks located in the Town of Oakland. Table 5.28 lists information on all of the industrial parks located in Jefferson County. Approximately 54% of the known total acreage is available for sale.

Table 5.28: Jefferson County Business & Industry Parks

Community	Name of Site	Owner	Total Acres	Acres Sold	Acres for Sale
City of Fort Atkinson	Robert F. Kelment Business Park	City	138	43	95
Town of Ixonia	Ixonia Industrial Park	Town	NA	NA	NA
City of Jefferson	Jefferson Industrial Park South	City	41	35.9	5.1
City of Jefferson	Jefferson Industrial Park North	City	173	33	140
Village of Johnson Creek	Crossroads Business Park	Private	48	0	48
City of Lake Mills	Lake Mills Business Park	City	150	50	100
Village of Palmyra	Palmyra Industrial Park	Village	45	45	0
City of Waterloo	City Industrial Park	City	19	9	10
City of Watertown	West Street Industrial Lands	City	70	0	70
City of Watertown	Industrial/Retail Park Loeb Corporation	Private	NA	NA	NA
City of Whitewater	Whitewater Industrial Park	City	550	350	200
		Total	1,234	566	668

Source: Mississippi River RPC 2005 CEDS, Jefferson County Business & Industrial Parks

5.6.4 Environmentally Contaminated Sites

The Bureau of Remediation and Redevelopment within the Wisconsin Department of Natural Resources oversees the investigation and cleanup of environmental contamination and the redevelopment of contaminated properties. The Remediation and Redevelopment Tracking System (BRRTS) provides access to information on incidents (“Activities”) that contaminated soil or groundwater. These activities include spills, leaks, other cleanups and sites where no action was needed. Table 5.29 provides BRRTS data for sites that are still “Open” within the Planning Area. Open sites are those in need of clean up or where clean up is underway. There are no Open sites within the Town of Oakland. The BRRTS also maintains a list of sites which were contaminated at one point but have since been cleaned up. Contact the Bureau for more information on these sites.

Table 5.29: BRRTS Sites

DNR Activity Number	Activity Type	Site Name	Address	Status
No Records				

Source: WIDNR, BRRTS, Town of Oakland

Abandoned Container (AC), an abandoned container with potentially hazardous contents has been inspected and recovered. No known discharge to the environment has occurred. Leaking Underground Storage Tank (LUST), a LUST site has contaminated soil and/or groundwater with petroleum, which includes toxic and cancer causing substances. Environmental Repair (ERP), ERP sites are sites other than LUSTs that have contaminated soil and/or groundwater. Spills, a discharge of a hazardous substance that may adversely impact, or threaten to impact public health, welfare or the environment. Spills are usually cleaned up quickly. General Property Information (GP), this activity type consists of records of various milestones related to liability exemptions, liability clarifications, and cleanup agreements that have been approved by NDR to clarify the legal status of the property. Liability Exemption (VPLE), VPLEs are an elective process in which a property conducts an environmental investigation and cleanup of an entire property and then receives limits on future liability for that contamination under s. 292.15. No Action Required by RR Program (NAR), There was, or may have been, a discharge to the environment and, based on the known information, DNR has determined that the responsible party does not need to undertake an investigation or cleanup in response to that discharge.

5.6.5 New Businesses Desired

When asked what types of nonresidential development would be best for the Town of Oakland, participants at a public meeting mentioned a desire for agriculturally-based businesses that maintain the rural character of the Town.

5.6.6 Strengths & Weaknesses for Economic Development

The strengths for economic development within the Town of Oakland include, relatively low taxes, public safety, local culture, park & recreation facilities, and the roads and transportation system. A weakness includes the Town’s relatively strict development rights.

5.7 INTERGOVERNMENTAL COOPERATION

With over 2,500 units of government and special purpose districts Wisconsin ranks 13th nationwide in total number of governmental units and 3rd nationwide in governmental units per capita. (Source: WIDOA Intergovernmental Cooperation Guide) While this many government units provide more local representation it does stress the need for greater intergovernmental cooperation. This element provides a baseline assessment of the Town of Oakland intergovernmental relationships and covers all of the information required under SS66.1001. Information includes: existing & potential areas of cooperation, and existing & potential areas of intergovernmental conflict. This information provides a basis for creating goals, objectives, policies, maps, and actions to guide the future intergovernmental cooperation activities in the Town of Oakland.

5.7.1 Existing and Potential Areas of Cooperation

Table 5.30 lists the Town of Oakland existing and potential areas of cooperation as identified by the Citizen Advisory Committee.

Table 5.30: Existing & Potential Areas of Cooperation

Existing areas of cooperation with other local units of government.	
Local Unit of Government	Existing Cooperation Efforts
Jefferson County	County Highway Department plows and maintains State and local highways
Village of Cambridge	Intergovernmental Agreement signed 06-13-06
Town of Lake Mills	Boundary Agreement regarding maintenance and management of roads
Jefferson School District	School facilities
Fort Atkinson School District	School facilities
Lake Mills School District	School facilities
Potential areas of cooperation with other local units of government.	
Local Unit of Government	Potential Cooperation Efforts
	<i>None listed at this time</i>

The Intergovernmental Cooperation Element Guide published by the Wisconsin Department of Administration provides several ideas for cooperation including the following listed below.

Voluntary Assistance: Your community, or another, could voluntarily agree to provide a service to your neighbors because doing so makes economic sense and improves service levels.

Trading Services: Your community and another could agree to exchange services. You could exchange the use of different pieces of equipment, equipment for labor, or labor for labor.

Renting Equipment: Your community could rent equipment to, or from, neighboring communities and other governmental units. Renting equipment can make sense for both communities – the community renting gets the use of equipment without having to buy it, and the community renting out the equipment earns income from the equipment rather than having it sit idle.

Contracting: Your community could contract with another community or jurisdiction to provide a service. For example, you could contract with an adjacent town or village to provide police and fire

protection, or you could contract with the county for a service in addition to that already routinely provided by the county sheriff's department.

Routine County Services: Some services are already paid for through taxes and fees. Examples are police protection services from the county sheriff's department, county zoning, county public health services, and county parks. Your Intergovernmental Cooperation Element could identify areas where improvements are needed and could recommend ways to cooperatively address them.

Sharing Municipal Staff: Your community could share staff with neighboring communities and other jurisdictions – both municipal employees and independently contracted professionals. You could share a building inspector, assessor, planner, engineer, zoning administrator, clerk, etc.

Consolidating Services: Your community could agree with one or more other communities or governmental units to provide a service together. Consolidation could also include the process of joining the Town and Village to form one jurisdiction.

Joint Use of a Facility: Your community could use a public facility along with other jurisdictions. The facility could be jointly owned or one jurisdiction could rent space from another.

Special Purpose Districts: Special purpose districts are created to provide a particular service, unlike municipalities that provide many different types of services. Like municipalities, special purpose districts are separate and legally independent entities.

Joint Purchase and Ownership of Equipment: Your community could agree with other jurisdictions to jointly purchase and own equipment such as pothole patching machines, mowers, rollers, snowplows, street sweepers, etc.

Cooperative Purchasing: Cooperative purchasing, or procurement, is where jurisdictions purchase supplies and equipment together to gain more favorable prices.

Consolidation

Consolidation is the process by which a town, village, or city joins together with another town, village, or city to form one jurisdiction. More detailed information on incorporation can be obtained from Wisconsin State Statute Section 66.0229.

Extraterritorial Planning

Cities and villages have the right to include land within their extraterritorial jurisdiction (ETJ), the area within 1 ½ mile of the municipal boundaries, in their planning documents. The inclusion of this land within planning documents allows for greater transparency and coordination with neighboring municipalities.

Extraterritorial Subdivision “Plat” Review

Extraterritorial subdivision review allows a city or village to exercise its extraterritorial plat review authority in the same geographic area as defined within the extraterritorial zoning statute. However, whereas extraterritorial zoning requires town approval of the zoning ordinance, extraterritorial plat approval applies automatically if the city or village adopts a subdivision ordinance or official map. The town does not approve the subdivision ordinance for the city or village. The city or village may waive its extraterritorial plat approval authority if it does not wish to use it. More detailed information can be obtained from Wisconsin State Statute 236.10.

Extraterritorial Zoning

Extraterritorial Zoning allows a first, second or third class city to adopt zoning in town territory, 3 miles beyond a city's corporate limits. A fourth class city or village may adopt zoning 1.5 miles beyond its corporate limits. Under extraterritorial zoning authority a city or village may enact an interim-zoning

ordinance that freezes existing zoning (or if there is no zoning existing uses). A joint extraterritorial zoning committee is established to develop a plan and regulations for the area. The joint committee is comprised of three member from the affected town and three members from the city or village. Zoning requests within the area must be approved by a majority of the committee. More detailed information can be obtained from Wisconsin State Statute 66.23.

Intergovernmental Agreements

Intergovernmental Agreements can be proactive or reactive. There are three types of intergovernmental agreements that can be formed including general agreements, cooperative boundary agreements, and stipulations and orders.

1. General Agreements – This is the type of intergovernmental agreement that is most commonly used for services. These agreements grant municipalities with authority to cooperate on a very broad range of subjects. Specifically, Wis. Stats 66.0301 authorizes municipalities to cooperate together for the receipt of furnishing of services or the joint exercise of any power or duty required or authorized by law. The only limitation is that municipalities with varying powers can only act with respect to the limit of their powers. This means that a general agreement cannot confer upon your community more powers than it already has.
2. Cooperative Boundary Agreements – This type of agreement is proactive and is used to resolve boundary conflicts. Cooperative boundary plans or agreements involve decisions regarding the maintenance or change of municipal boundaries for a period of 10 years or more. The cooperative agreement must include a plan for the physical development of the territory covered by the plan; a schedule for changes to the boundary; plans for the delivery of services; an evaluation of environmental features and a description of any adverse environmental consequences that may result from the implementation of the plan. It must also address the need for safe and affordable housing. Using a cooperative boundary agreement a community could agree to exchange revenue for territory, revenue for services, or any number of other arrangements. More detailed information can be obtained from Wisconsin State Statute 66.0307.
3. Stipulation and Orders – This type of agreement is reactive because it is used for resolving boundary conflicts that are locked in a lawsuit. The statute provides the litigants a chance to settle their lawsuit by entering into a written stipulation and order, subject to approval by a judge. Using a stipulation and order a community could agree to exchange revenue for territory in resolving their boundary conflict. Stipulation and orders are subject to a binding referendum. More detailed information can be obtained from Wisconsin State Statute 66.0225.

(Source: WIDOA Intergovernmental Cooperation Element Guide)

5.7.2 Analysis of Intergovernmental Relationships

Table 5.31 provides a brief description of the quality of the Town of Oakland relationship to other units of government according to the Citizen Advisory Committee. Neither Jefferson County nor the Town of Oakland is within a designated Wisconsin Regional Planning Commission.

Table 5.31: Analysis of Intergovernmental Relationships

Adjacent Units of Governments	Satisfactory (5), Neutral (3), or Unsatisfactory (1)	Comments
Jefferson County	5	
Village of Cambridge	5	
Town of Lake Mills	5	
Lake Ripley Management District	5	
School Districts		
Jefferson School District	5	
Fort Atkinson School District	5	
Lake Mills School District	5	
Other		
State	3	

5.7.3 Existing & Potential Conflicts & Potential Solutions

Table 5.32 provides a brief description of the existing and potential conflicts facing the Town of Oakland according to the Citizen Advisory Committee.

Table 5.32: Existing & Potential Conflicts & Potential Solutions

Existing & potential conflicts with other local units of government.	
Local Unit of Government	Existing & Potential Conflicts
Village of Cambridge	Development pressures from the Village of Cambridge within the Town's Urban Service Area.
Solutions appropriate to resolve these conflicts.	
Maintain and update as appropriate the Town's Intergovernmental Agreement with the Village of Cambridge.	

5.8 LAND USE

This element provides a baseline assessment of the Town of Oakland land use and covers all of the information required under §566.1001. Information includes: existing land uses, existing & potential land use conflicts, natural limitations for building site development, and land use trends. This information provides a basis for creating goals, objectives, policies, maps, and actions to guide the future land use activities in the Town of Oakland.

5.8.1 Existing Land Use

All the land in the Town of Oakland is categorized according to its primary existing use. Those categories are described in the following list and illustrated on Map 5, Existing Land Use.

Dwelling Unit: A building or a portion thereof designed exclusively for residential occupancy and containing provisions for living, sleeping, eating, cooking and sanitation for not more than one family.

- Agricultural – land used for the production of food or fiber
- Farmstead – a structure currently used as a residence associated with agricultural land and typically without urban services.
- Single Family Residential – a structure that only contains one dwelling unit (as defined above).
- Duplex Residential – a structure that contains two dwelling units.
- Multi-Family Residential – a structure that contains more than two dwelling units.
- Mobile Home Park – a contiguous parcel developed for the placement of manufactured homes.
- Commercial/Office – a location where retail goods and/or services are sold or where office activities take place.
- Industrial – a property where goods and products are manufactured, produced, or stored.
- Quarry – a property where the extraction of metallic or nonmetallic minerals or materials takes place.
- Public/Institutional – properties owned and/or used by governmental bodies, non-governmental organizations, and community organizations. These can include the Village Hall, public works buildings, County, State, and Federal structures, schools, churches, and others.
- Park & Recreation – a property where recreation is the primary activity and where there is typically no commercial or residential use. The Village, County, or State usually owns these properties.
- Woodland – land which is primarily forested and without structures.
- Wetlands - areas in which water is at, near, or above the land surface and which are characterized by both hydric soils and by the hydrophytic plants such as sedges, cattails, and other vegetation that grow in an aquatic or very wet environment.
- Open Space – land that is without structures and is neither forested nor used for agricultural purposes.
- Vacant – land that has been platted for development but remains unused.
- Airport – land dedicated solely for the purpose of air transportation.

Table 5.33 approximates the existing land uses in the Planning Area as of year 2006. The Town of Oakland's existing land use pattern is indicative of a Wisconsin town, dominated by agricultural lands, followed by woodlands and wetlands. It is also important the Urban Service Area, dominated by single family residential dwellings surrounding Lake Ripley and adjacent to the Village of Cambridge (Refer to Map 5, Existing Land Use).

Table 5.33: Existing Land Use

Existing Land Use Planning Area	Acres	Percentage
Agricultural	13,658.0	59.02%
Farmstead	337.1	1.46%
Residential-SF	1,156.5	5.00%
Residential-MF	8.0	0.03%
Mobile Home Park	17.6	0.08%
Commercial/Office	51.6	0.22%
Quarry	84.0	0.36%
Public/Institutional	3.4	0.01%
Parks & Recreational	124.0	0.54%
Woodland	2,739.5	11.84%
Wetlands	2,485.5	10.74%
Water	421.7	1.82%
Open Space	1,418.9	6.13%
Road ROW	636.2	2.75%
Total	23,142	100.0%

Source: MSA GIS, Town of Oakland

5.8.1.1 Existing & Potential Conflicts

The most notable potential land use conflict in the Planning Area is between the single family residential development within the Urban Service Area and the Town's surrounding agricultural lands. Any future expansion of the Urban Service Area boundaries will impact on agricultural and prime agricultural land. Other existing or potential land use conflicts stem from natural limitations to the expansion of the Urban Service Area, specifically wetlands and floodplains.

5.8.1.2 Limitations for Building Site Development

All land does not hold the same development potential. Development should only take place in suitable areas, which is determined by a number of criteria, including:

- A community's comprehensive plan
- Compatibility with surrounding uses
- Special requirements of a proposed development
- Ability to provide utility and community services to the area
- Cultural resource constraints
- Ability to safely access the area
- Various physical constraints (soils, wetlands, floodplains, steep slopes, etc.)

The United States Soil Conservation Service (SCS), the predecessor agency to the United States Natural Resources Conservation Service (NRCS), completed a detailed operational soil survey of Jefferson County. The findings of this survey are documented in the report entitled "Soil Survey of Jefferson County, Wisconsin", published in 1979 by the United States Department of Agriculture, Soil Conservation Service. The soil survey provided useful information regarding the suitability of the soils for various urban and rural land uses. Utilization of the soil survey involves determining the kinds and

degrees of limitations that the soil properties are likely to impose on various uses and activities, and evaluating the appropriateness of a particular land use with respect to the soil limitations.

Topography is an important determinant of the land uses practicable in a given area. Lands with steep slopes (20 % or greater) are generally poorly suited for urban development and for most agricultural purposes and, therefore, should be maintained in natural cover for water quality protection, wildlife habitat, and erosion control purposes. Lands with less severe slopes (12%-20%) may be suitable for certain agricultural uses, such as pasture, and for certain urban uses, such as carefully designed low-density residential use, with appropriate erosion control measures. Lands that are gently sloping or nearly level are generally suitable for agricultural production or for urban uses.

Another important determinant of land suitability for development is the presence of water and an area's susceptibility to flooding. Lands that are classified as wetlands, have a high water table, or are in designated floodplains are rarely suitable for rural or urban development.

The Development Limitations Map (See Appendix B) indicates those areas within the Town of Oakland that are unfavorable for development due to steep slopes, wetlands, and floodplains.

5.8.2 Land Use Trends

5.8.2.1 Land Supply

In year 2007, there were 23,142 acres of land within the Town of Oakland. Table 5.34 indicates that 17.3% of the land within the Plan Area has some sort of development limitation either due to water, wetlands, floodplains, or steep slopes. There are approximately 16,812 acres of developable land within the Plan Area. Caution should be given, as this number does not include other factors that determine land suitability for development such as transportation access or utility access.

Table 5.34: Land Supply, Planning Area

Land Use Categories	Acres	Percentage
Developed	2,334	10.1%
Development Limitations	3,996	17.3%
Developable	16,812	72.6%
Total:	23,142	100.0%

Source: MSA GIS, Town of Oakland

1. Developed lands include all intensive land uses (residential, commercial, industrial, public, recreation)
2. Development Limitation land includes water, wetlands, floodplains, and steep slopes >20%
3. Developable lands include all lands not categorized as developed or undevelopable.

5.8.3.2 Land Demand

According to the U.S. Census, the Town of Oakland gained 281 households between years 1990 to 2000. This represents an increase of 29.4%, which was more aggressive than the housing growth of the Village of Cambridge (24.7%) and Jefferson County (17.4%). The WIDOA projects that the Town will add an additional 541 homes between years 2000 and 2025. This represents a growth of 43.8%, compared to 37.3% for the Village of Cambridge and 28.4% for Jefferson County. Since 2004, the 30 single family and 6 condominium building permits have been issued for the Town of Oakland (Note: These were new home permits) This recent growth is much slower than what was anticipated by the WIDOA in year 2002.

Table 5.35 reports the estimated total acreage that will be utilized by agricultural, residential, commercial, and industrial land uses for five-year increments throughout the planning period. Projected residential acreage is calculated by using the WIDOA household projections and a lot size of 0.77 acres (average size of a residential lot in the Town). It is estimated that an additional 441 acres will be needed for new

homes by year 2030. Caution should be given, as this number is probably an overestimate since the WIDOA population projections for the Town are aggressive. It is assumed that commercial and industrial acreage will maintain the same proportion to residential acreage as in year 2007 (1 acre commercial per 29.4 acres of residential).

Table 5.35: Projected Land Use Needs

Projected Land Demand	2005	2010	2015	2020	2025	2030	25 Year Change
Population	3,257	3,476	3,688	3,905	4,123	4,248	991
Household Size	2.49	2.45	2.42	2.40	2.39	2.38	-0.12
Housing Units	1,553	1,688	1,810	1,931	2,050	2,124	571
Residential (acres)	1,519	1,623	1,718	1,811	1,903	1,960	441
Commercial (acres)	52	55	58	62	65	67	15
Industrial (acres)	0	0	0	0	0	0	0
Undeveloped Land (acres)	17,816	17,709	17,611	17,514	17,419	17,360	-456

Source: MSA GIS- projections based on existing land use pattern and 0.77 acres per residential dwelling (DOR 2007 data)

Two alternative projected land use needs are also provided in Tables 5.36 and 5.37. In Table 5.36, projected residential acreage is calculated assuming future residential development occurs within the Town's Urban Service Area with an average lot size of 10,000 square feet. Under this "Low Estimate" scenario, it is estimated that an additional 131 acres will be needed for new homes by year 2030. In Table 5.37, projected residential acreage is calculated assuming future residential development will occur in the Rural Agricultural Zone with an average lot size of 1 acre. Under this "High Estimate" scenario, an estimated 571 acres of land will be needed for new homes by 2030.

Table 5.36: Low Estimate Projected Land Use Needs

Low Estimate	2005	2010	2015	2020	2025	2030	25 Year Change
Residential (acres)	1,519	1,550	1,578	1,606	1,633	1,650	131
Undeveloped Land (acres)	17,816	17,782	17,751	17,720	17,689	17,670	-146

Source: MSA GIS- projections based on future average residential lot size of 10,000 sf (development occurring within Urban Service Area)

Table 5.37: High Estimate Projected Land Use Needs

High Estimates	2005	2010	2015	2020	2025	2030	25 Year Change
Residential (acres)	1,519	1,654	1,776	1,898	2,016	2,090	571
Undeveloped Land (acres)	17,816	17,646	17,490	17,336	17,185	17,089	-727

Source: MSA GIS- projections based on future average residential lot size of 1 acre (development occurring within Rural Agricultural Area)

5.8.3.3 Land Prices

Agricultural and forestlands generally sell for a higher price when sold for uses other than continued agriculture or forestry. The U.S. Census of Agriculture tracks land sale transactions involving agricultural and forestry land at the county level. From year 1996 to 2006, Jefferson County has averaged 11 transactions per year where agricultural land was diverted to other uses. The average price per acre for those transactions grew by 368%, from \$2,728 to \$12,764. During that same period, Jefferson County averaged 29 transactions per year where agricultural land continued in agricultural use. The average price per acre for those transactions grew by 308%, from \$1,624 to \$6,623. Similar trends in land prices can be expected for undeveloped land within the Planning Area.

Table 5.38: Agricultural Land Sale Transactions

Year	Ag Land Continuing in Ag Use			Ag Land Diverted to Other Uses		
	Number of Transactions	Acres Sold	Dollars per Acre	Number of Transactions	Acres Sold	Dollars per Acre
1996	NA	NA	NA	NA	NA	NA
1997	22	1,431	\$1,624	10	480	\$2,728
1998	30	2,311	\$2,425	25	1,062	\$2,954
1999	27	1,888	\$2,817	13	573	\$4,644
2000	36	2,130	\$3,034	10	341	\$5,190
2001	27	1,762	\$3,542	12	656	\$3,368
2002	20	1,680	\$3,251	9	356	\$3,932
2003	40	2,510	\$4,313	6	250	\$9,214
2004	30	2,897	\$3,619	16	820	\$5,797
2005	30	1,859	\$5,688	7	242	\$12,415
2006	23	1,191	\$6,623	5	392	\$12,764
Total	285	19,659	x	113	5,172	x

Source: US Census of Agriculture, Jefferson County

Information regarding the number of forest land sale transactions is not as well known and what data is available appears in Table 5.39. From year 1996 to 2006, Jefferson County has averaged 6 transactions per year, where forestland was diverted to other uses. The average price per acre for those transactions was \$3,873. Similar trends in land prices can be expected for undeveloped land within the Planning Area.

Table 5.39: Forest Land Sale Transactions

Year	Forest Land Continuing in Forest Use			Forest Land Diverted to Other Uses		
	Number of Transactions	Acres Sold	Dollars per Acre	Number of Transactions	Acres Sold	Dollars per Acre
1996	NA	NA	NA	NA	NA	NA
1997	NA	NA	NA	NA	NA	NA
1998	13	118	\$782	10	86	\$1,576
1999	15	135	\$1,344	5	34	\$1,800
2000	8	84	\$1,032	6	84	\$2,221
2001	14	138	\$2,120	4	43	\$1,497
2002	NA	NA	NA	NA	NA	NA
2003	NA	NA	NA	NA	NA	NA
2004	NA	NA	NA	NA	NA	NA
2005	4	34	\$1,805	3	10	\$12,273
2006	3	36	\$3,013	NA	NA	NA
Total	54	509	x	28	257	x

Source: US Census of Agriculture, Jefferson County

Trends in land prices can also be derived using the tax assessment data. Table 5.40 displays the aggregate assessed value for various land use categories for year 2002 and 2007. In year 2007, the average equalized asset value (land and improvements) for residential parcels in the Town of Oakland was \$217,842, \$237,637 for commercial parcels, and \$105,750 for manufacturing (industrial) parcels. The information is from the WI Department of Revenue and caution should be given as the WIDOR has periodically switched the way that they have reported or assessed certain land classifications over the years (i.e. use value assessment of agricultural land).

Table 5.40: Town of Oakland Land Use Assessment Statistics

Land Use	2002				2007				
	Parcels	Acres	Aggregate Assessed Value	Equalized Value	Parcels	Acres	Aggregate Assessed Value	Equalized Value	Equalized Value per Parcel
Residential	1,372	2,780	\$179,435,750	\$202,526,200	1,398	1,810	\$264,733,600	\$304,543,300	\$217,842
Commercial	45	328	\$9,437,400	\$9,417,000	54	342	\$12,599,100	\$12,832,400	\$237,637
Manufacturing	2	53	\$66,300	\$174,300	2	53	\$187,900	\$211,500	\$105,750
Agricultural	576	0	\$4,934,810	\$4,489,400	633	15,483	\$4,146,100	\$3,678,700	\$5,812
Undeveloped	337	774	\$279,300	\$251,600	375	1,323	\$602,200	\$364,000	\$971
AG Forest	0	0	\$0	\$0	131	997	\$898,800	\$997,000	\$7,611
Forest	122	1,024	\$1,017,700	\$1,260,000	16	167	\$300,800	\$334,000	\$20,875
Other	152	396	\$15,748,900	\$19,297,500	159	259	\$23,131,200	\$22,149,800	\$139,307
Personal Property	x	x	\$211,751,860	\$821,900	x	x	\$307,271,334	\$748,900	NA
Total	2,606	5,355	\$422,672,020	\$238,237,900	2,768	20,434	\$613,871,034	\$345,859,600	\$124,949

Source: WI Dept Revenue, Town of Oakland

1. Aggregate Asset Value – This is the *dollar amount* assigned to taxable real and personal property by the local assessor for the purpose of taxation. Assessed value is called a primary assessment because a levy is applied directly against it to determine the tax due. Accurate assessed values ensure fairness between properties within the taxing jurisdiction. The law allows each municipality to be within 10% of market value (equalized value), provided there is equity between the taxpayers of the municipality. (Source: 2006 Guide for Property Owners, WI DOR)

2. Equalized Value Assessment – This is the *estimated value* of all taxable real and personal property in each taxation district. The value represents market value (most probable selling price), except for agricultural property, which is based on its use (ability to generate agricultural income) and agricultural forest and undeveloped lands, which are based on 50% of their full, fair market value. Since assessors in different taxing districts value property at different percentages of market value, equalized values ensure fairness between municipalities. The equalized values are used for apportioning county property taxes, public school taxes, vocational school taxes, and for distributing property tax relief. In summary, equalized values are not only used to distribute the state levy among the counties, but also the equalized values distribute each county's levy among the municipalities in that county. The WI-DOR determines the equalized value. (Source: 2006 Guide for Property Owners, WI-DOR)

5.8.4 Redevelopment Opportunities

No redevelopment opportunities were identified by the Plan Committee. New residential and commercial development should occur within the Town's Urban Service Area where sanitary sewer service is available.

APPENDIX A

Town of Oakland Comprehensive Plan Public Participation Plan

The Town of Oakland has developed guidelines for involving the public as part of the requirements of the Comprehensive Planning Process (Section 66.1001(4)(a), Stats.). The goal of a public participation plan is to foster public participation, including open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan.

The Town of Oakland elects to use the Planning Committee to work with MSA Professional Services, Inc. to develop the Comprehensive Plan. The Planning Committee will have the responsibility for developing the Comprehensive Plan. The Town Board shall have the authority to adopt the Comprehensive Plan.

The following details the public participation plan the Town of Oakland will use for developing its Comprehensive Plan.

- **Project Meetings:** It is anticipated that the project will take four meetings to complete. Two of the four meetings will be working sessions with the Planning Committee. The purpose of the working sessions is to review, discuss, and create project material related to the creation of the Draft Comprehensive Plan.
- **Public Notice:** Meeting times will be published and posted in accordance with Town procedures and State law. All Planning Committee meetings are open to the public unless otherwise indicated in the posted meeting notice. Public attendees are encouraged to voice their ideas, opinions, and concerns at each meeting.
- **Other:** The Town of Oakland may elect to administer a community survey to gain input from residents for goals, objectives, and policies outlined in the Comprehensive Plan.

Adoption Procedures:

- The Planning Committee shall, by majority vote, adopt a resolution recommending that the Town Board pass an ordinance to adopt the Draft Comprehensive Plan. (Statute 66.1001 (4)(b)).
 - A Public Informational Meeting (PIM) will be held upon completion of the Draft Plan. Residents will be encouraged to provide comments before the Planning Committee recommends a resolution to the Town Board for the approval of the Draft Plan. All written comments, which should be forwarded to the Town Clerk, will be consolidated and presented at the Planning Committee meeting.
- An electronic (CD) copy of the Draft Plan will be disseminated to neighboring jurisdictions and appropriate governments, as stated in Statutes 66.1001 (4)(b)(e)(f), providing 30 days for written comments. In addition, a copy of the Draft Plan will be accessible at the local library.
 - The Clerk for the following local governmental units shall receive a copy of the plan:
 - Dane County
 - Jefferson County
 - Village of Cambridge (Dane Co.)
 - Town of Christiana (Dane Co.)
 - Town of Lake Mills (Jefferson Co.)
 - Town of Jefferson (Jefferson Co.)
 - Town of Sumner (Jefferson Co.)
 - The Wisconsin Department of Administration
 - Administrator for the Cambridge Area Public School District

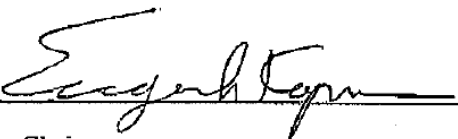
- Administrator for the Lake Mills Public School District
 - Administrator for the Jefferson Public School District
 - Administrator for the Fort Atkinson Public School District
- The Town Board, by majority vote, shall enact the ordinance adopting the recommended plan (Section 66.1001 (4)(c), Stats.). The Adopted Plan and adopting ordinance will be disseminated to the same neighboring jurisdictions, County, and State governments as stated in Wisconsin Statute 66.1001(4)(b), and listed above.
- Before Town Board adoption, a Public Hearing will be held for presentation of the Recommended Draft Comprehensive Plan as stated in Stat. 66.1001(4)(d). The hearing must be preceded by a Class 1 notice under ch.985.
 - At least 30 days before the hearing is held the Town of Oakland shall provide written notice all of the following:
 - An operator who has obtained, or made application for, a permit that is described under s. 295.12(3)(d).
 - A person who has registered a marketable nonmetallic mineral deposit under s. 295.20
 - Any other property owner or leaseholder who has an interest in property pursuant to which the person may extract nonmetallic mineral sources, if the property owner of leaseholder requests in writing that the Town of Oakland provide the property owner or leaseholder notice of the hearing.
 - Any person who has submitted a request to receive notice of any proposed ordinance that affects the allowable use of property owned by the person.
 - Any comments by the above mentioned governing bodies, or public, will be read into the minutes during the Public Hearing, evaluated, and incorporated as necessary by the Town Board into the Adopted Comprehensive Plan. A summary of comments and subsequent action will be provided upon request.

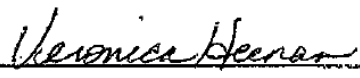
Other public participation activities may be added as deemed necessary by the Town Board.

Vote: Yes 4 No 0 Abstain 0 Absent 0

Adopted this 15th day of April, 2008.

Attest:


Town Chairperson


Town Clerk

PLANNING AREA

*Town of Oakland
Jefferson County, WI*

MAP - 1



Legend

- Oakland Town Hall
- Urban Service Area
- Cambridge
- Town of Oakland
- Parcels
- Sections
- Roads
- Lakes
- Rivers



Feet

0 3,300 6,600

Sources:
- Base data provided by County
- 2005 NAIP Ortho provided by USDA

Drafted - LSR, Date - 06-30-08, File - g:/projects/...Oakland

MSA
PROFESSIONAL SERVICES
TRANSPORTATION • MUNICIPAL
DEVELOPMENT • ENVIRONMENTAL

TOWN OF CHRISTIANA

TOWN OF LAKE MILLS

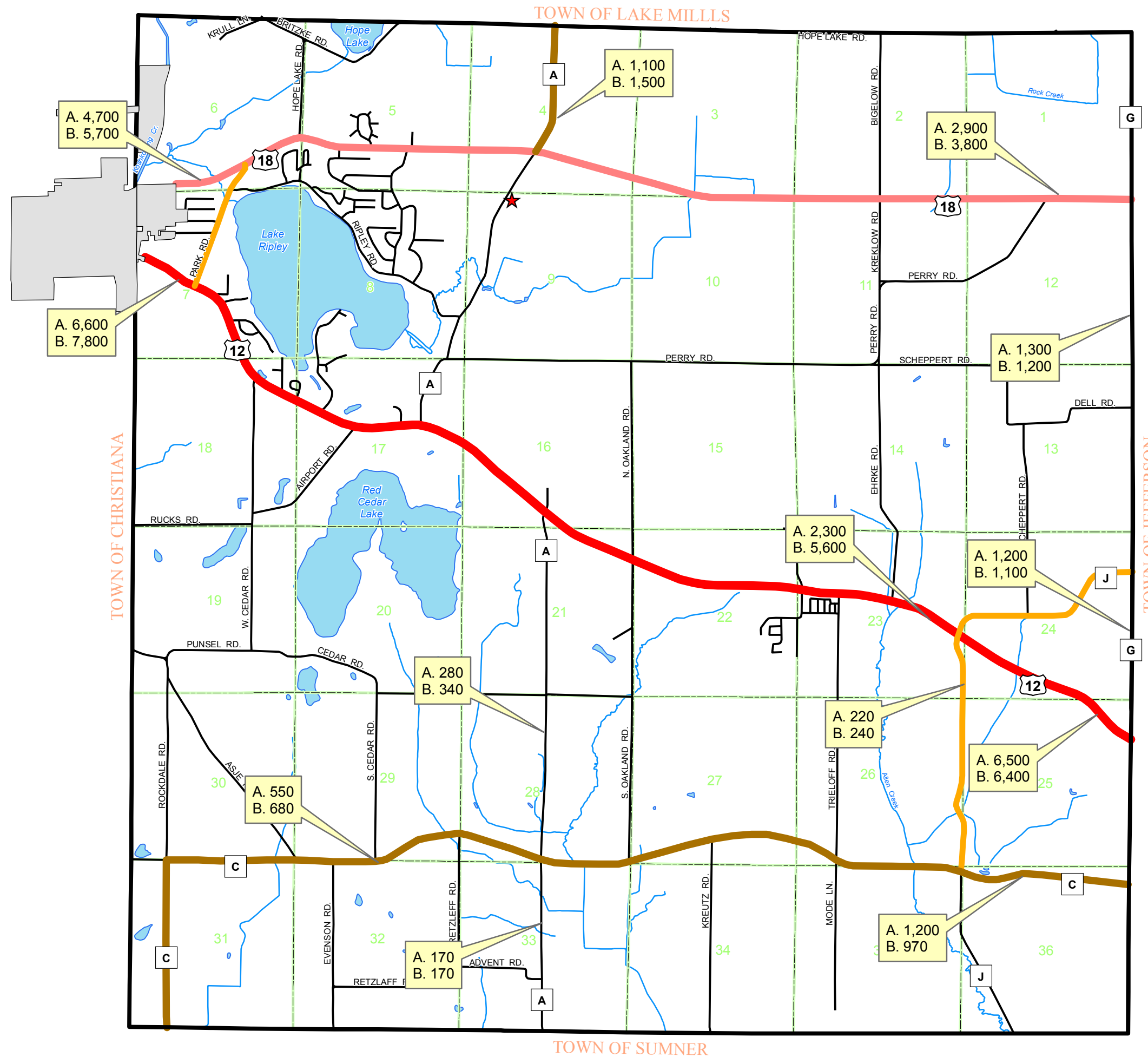
TOWN OF JEFFERSON

TOWN OF SUMNER

TRANSPORTATION FACILITIES

Town of Oakland
Jefferson County, WI

MAP - 2



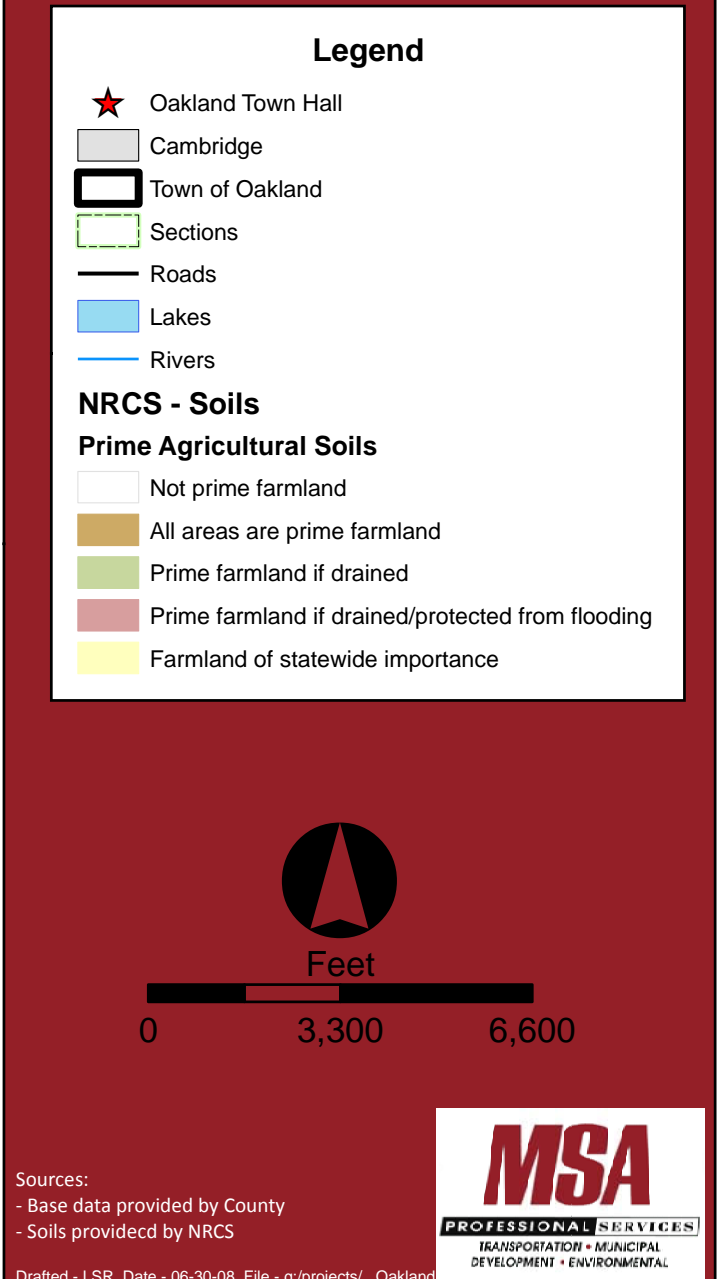
Sources:
- Base data provided by Iron County
- NFC AND ADT provided by WIDOT

Drafted - LSR, Date - 06-30-08, File - g:/projects/...Oakland



*Town of Oakland
Jefferson County, WI*

MAP - 3



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DEVELOPMENT LIMITATIONS

*Town of Oakland
Jefferson County, WI*

MAP - 4

Legend

- ★ Oakland Town Hall
- Cambridge
- Town of Oakland
- Sections
- Roads
- Lakes
- Rivers
- Floodplain
- Wetlands

Soils Slope - Weighted Average

- 0 - 12%
- 12 - 20%
- 20 - 35%



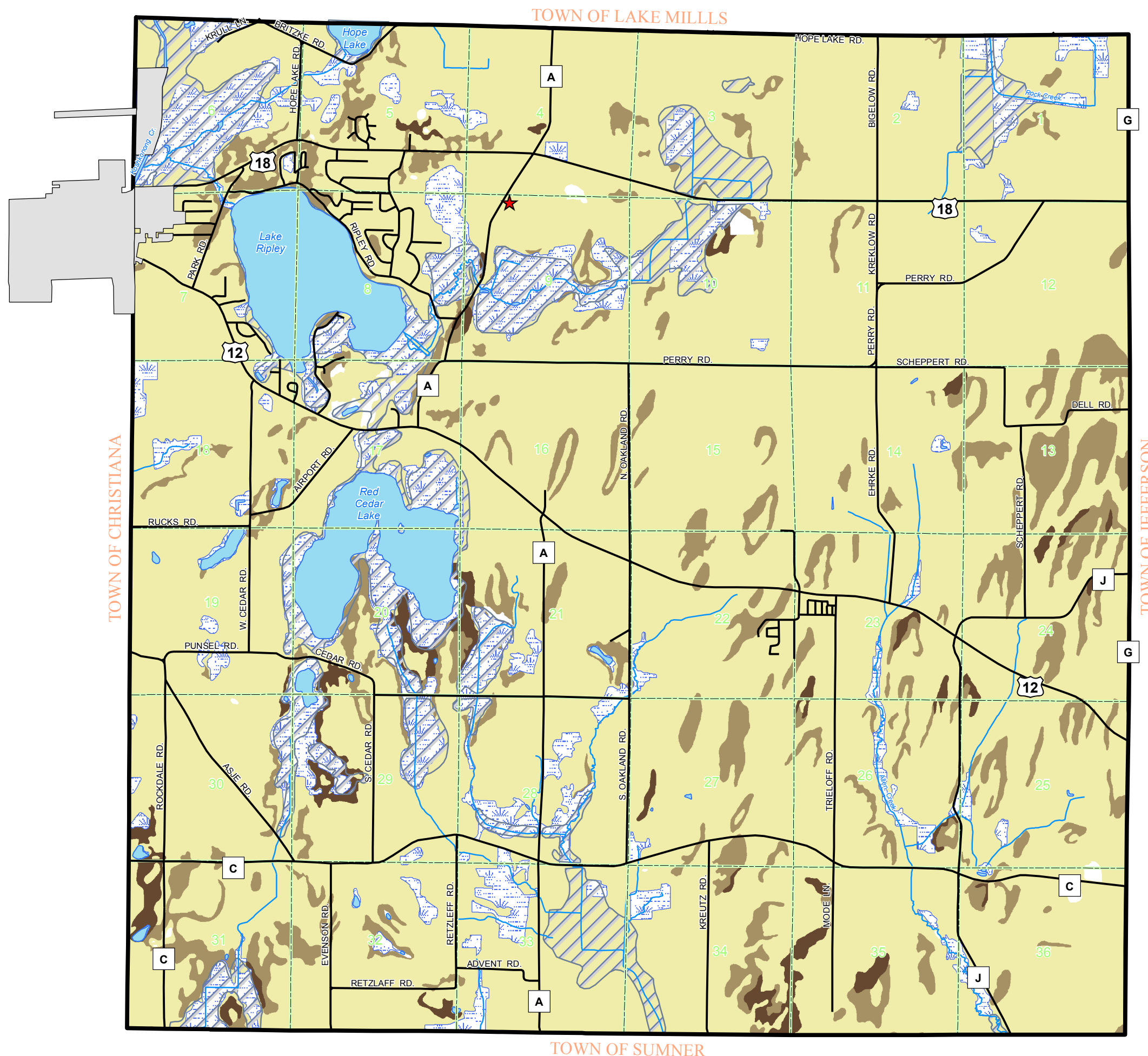
Feet

0 3,300 6,600

Sources:
- Base data provided by Iron County
- Soils provided by NRCS
- Floodplains provided by FEMA
- Wetlands provided by WDNR

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*Town of Oakland
Jefferson County, WI*

MAP - 5

Legend

<ul style="list-style-type: none"> Oakland Town Hall Urban Service Area Cambridge Town of Oakland Parcels Sections Roads Lakes Rivers 	<ul style="list-style-type: none"> Industrial Parks and Recreation Multi-Family Residential Mobile Home Agriculture Quarry Institutional Single Family Residential Pasture/Open Space Transportation Golf Course Lakes WiDNR Wetlands
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Existing Land Use

- Wooded Lands
- Commercial
- Farmstead

Feet

0
3,300
6,600

Sources:

- Base data provided by Iron County
- Land use observed from Ortho Photos

PROFESSIONAL SERVICES

TRANSPORTATION • MUNICIPAL
DEVELOPMENT • ENVIRONMENTAL

Drafted - LSR, Date - 06-30-08, File - g:/projects/..Oakland



FUTURE LAND USE

*Town of Oakland
Jefferson County, WI*

MAP - 6

Legend

- ★ Oakland Town Hall
- Cambridge
- Town of Oakland
- Parcels
- Sections
- Roads
- Lakes
- Rivers

Future Land Use

- Rural Agriculture
- Oakland Center
- Institutional
- Parks and Recreation
- Transportation
- Resource Protection Area
- Urban Service Area

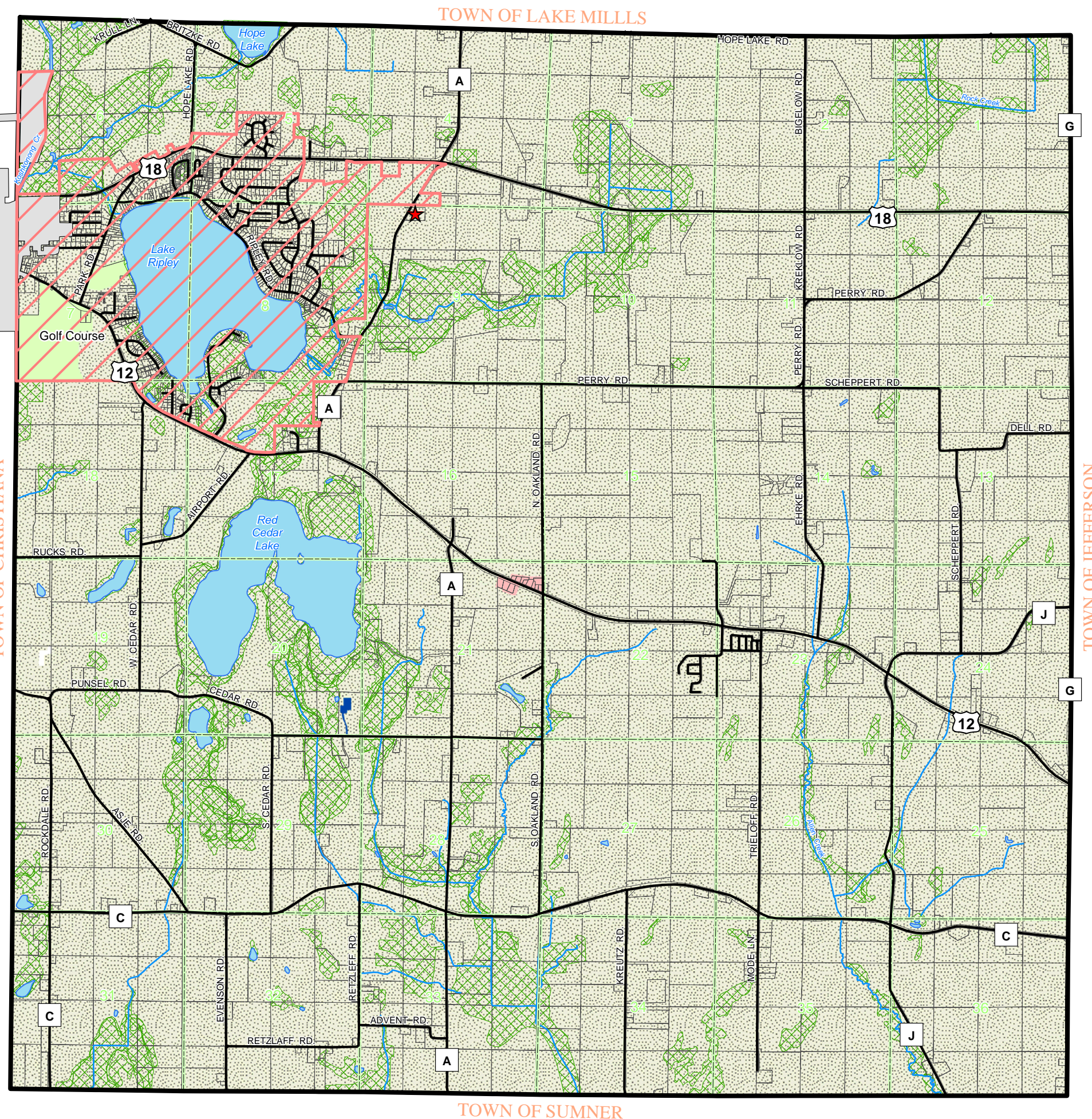


Feet

0 3,300 6,600

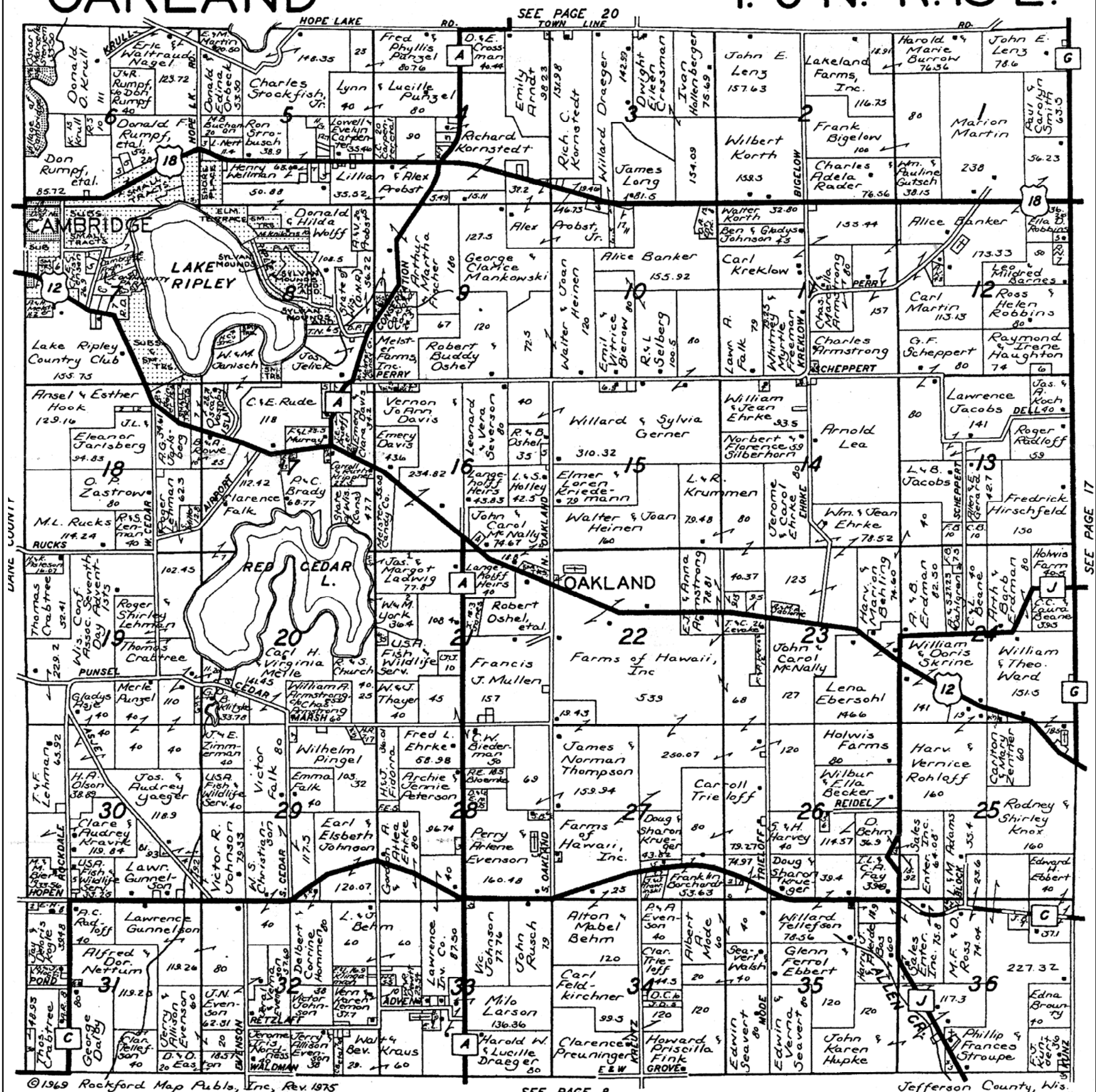
Sources:
- Base data provided by Iron County
- Land use observed from Ortho Photos

Drafted - LSR, Date - 06-30-08, File - g:/projects/..Oakland



OAKLAND

T. 6 N.-R. 13 E.



PARENT PARCEL MAP

MAP-7

Town of Oakland

Jefferson County, Wisconsin



APPENDIX C

This version of the Intergovernmental Agreement between the Town of Oakland and the Village of Cambridge is provided for informational purposes only. For the official and most up-to-date version of the agreement, contact the Town clerk.

INTERGOVERNMENTAL AGREEMENT BETWEEN THE VILLAGE OF CAMBRIDGE AND THE TOWN OF OAKLAND

This is an Intergovernmental Agreement ("Agreement") made and entered into by and between the Village of Cambridge, a municipal corporation located in Dane and Jefferson Counties, Wisconsin, ("Village") and the Town of Oakland, a body politic located in Jefferson County, Wisconsin ("Town"), to be effective when executed by both parties.

RECITALS

WHEREAS, sec. 66.0301, Stats., authorizes towns and villages to contract for the joint exercise of any power or duty required or authorized by statute; and

WHEREAS, sec. 66.0305, Stats., authorizes two municipalities to share revenues and to undertake other municipal actions in furtherance of joint projects; and

WHEREAS, the Village and Town recognize that it is in the best interest of the Village and the Town to address issues related to maintenance of certain roads on the terms and conditions set forth herein; and

WHEREAS, the Village and Town recognize the value of clarifying certain rights and responsibilities with respect to land use planning and development efforts in that portion of the Village's extraterritorial jurisdiction that falls between STH 12 and STH 18, as well as provide a mechanism for more general discussions with respect to land use and development; and

WHEREAS, both the Village and Town wish to continue to work with one another with respect to other land use planning and development efforts.

AGREEMENT

NOW, THEREFORE, in consideration of the mutual promises of the parties hereto, and of the above recitals, the receipt and sufficiency of which is mutually acknowledged, it is stipulated and agreed as follows:

SECTION 1. DESIGNATION OF CERTAIN ROADS AS VILLAGE ROADS. Portions of North Street, Blue Jay Way and Potters Lane are currently partly within the Town and partly within the Village. To the extent that these roads were created by easement rather than dedication, the roads will remain in the Town until such time as the adjacent property owner is annexed into the Village. Neither the Village nor the Town wishes to "force" any Town residents to annex to the Village; however, both communities agree that it is difficult to

efficiently maintain the roads and provide emergency services to the residents under current circumstances. Therefore, both the Town and Village wish to delegate responsibility for maintenance and the right to receive state aid for such roads, all as set forth herein.

1.1 NORTH STREET.

- 1.1.1 Portions of North Street from approximately Simonsen Street to Potters Lane are currently located in the Town, while portions of the homes abutting North Street are located in the Village. The Village and Town acknowledge that, at some point in time, the homes between North Street and Blue Jay Way will likely be located within the Village. Both the Village and the Town further acknowledge that it is in the public interest for all of North Street to be considered a Village road as of the date of this Agreement.
- 1.1.2 The Village and Town agree that all of North Street shall be treated as a Village road, and that both the Village and Town shall take any and all permissible actions to establish North Street's status as a Village road.
- 1.1.3 From the effective date of this Agreement forward, the Village shall maintain and serve all of North Street in the same manner as all other Village roads, and shall be entitled to any and all state aid with respect to North Street, whether paid directly to the Village by the State or collected by the Town and then transferred from the Town to the Village.

1.2 BLUE JAY WAY (FORMERLY CHURCH STREET).

- 1.2.1 Portions of Blue Jay Way (formerly Church Street) from Simonsen Street to Potters Lane are currently located in the Town, while other portions are located in the Village. The Village and Town acknowledge that, at some point in time, the homes between Simonsen Street and Potters Lane will likely be located within the Village. Both the Village and the Town further acknowledge that it is in the public interest for this segment of Blue Jay Way to be considered a Village road as of the date of this Agreement.
- 1.2.2 The Village and Town agree that Blue Jay Way from Simonsen Street to Potters Lane shall be treated as a Village road, and that both the Village and Town shall take any and all permissible actions to establish said segment of Blue Jay Way's status as a Village road.
- 1.2.3 From the effective date of this Agreement forward, the Village shall maintain and serve all portions of said segment of Blue Jay Way in the same manner as all other Village roads, and shall be entitled to any and all state aid with respect to said segment of Blue Jay Way, whether paid directly to the Village by the State or collected by the Town and then transferred from the Town to the Village.

1.3 **POTTERS LANE.**

- 1.3.1 Portions of Potters Lane from North Street to USH 18 are currently located in the Town, while other portions are located in the Village. The Village and Town acknowledge that, at some point in time, the homes on both sides of Potters Lane will likely be located within the Village. Both the Village and the Town further acknowledge that it is in the public interest for such segments of Potters Lane to be considered a Village road as of the date of this Agreement.
- 1.3.2 The Village and Town agree that Potters Lane shall be treated as a Village road, and that both the Village and Town shall take any and all permissible actions to establish all of Potters Lane as a Village road.
- 1.3.3 From the effective date of this Agreement forward, the Village shall maintain and serve said segment of Potters Lane in the same manner as all other Village roads, and shall be entitled to any and all state aid with respect to Potters Lane, whether paid directly to the Village by the State or collected by the Town and then transferred from the Town to the Village.

SECTION 2. JOINT PLANNING AND LAND USE; ESTABLISHMENT OF JOINT PLANNING COMMITTEE ("JPC"), JOINT PLANNING AREA ("JPA") AND TOWN DEVELOPMENT AREA

2.1 **COMMITMENT TO POSITIVE RELATIONSHIP AND CONTINUED JOINT PLANNING.**

- 2.1.1 **Commitment.** The Village and the Town have enjoyed a good relationship over the years and have not experienced the hostility present in many relationships between towns and villages. The Village and Town believe that entering this Agreement will preserve the existing good relationship and provide greater certainty with respect to joint planning in the future.
- 2.1.2 **Joint Planning Committee.** The Village and Town do hereby formalize their commitment to joint planning by establishing a Joint Planning Committee ("JPC") to address land use and planning issues affecting both the Town and Village, as set forth herein.
- 2.1.3 **Joint Planning Area and Town Development Area.** The Village and Town do hereby create a Joint Planning Area ("JPA") that encompasses all land within the Town that lies between the corporate boundary of the Village that extends into the Town and a line beginning at the intersection of Britzke and Krull Lane at the northern boundary of the Town, southeast down Britzke Road to Hope Lake Road, south down Hope Lake Road to USH 18, west along USH 18 to Park Road, southwest along Park Road to USH 12, east-

southeast along USH 12 to W. Cedar Road, south down W. Cedar Road to Rucks Road, and west along Rucks Road to the boundary of the Town. This line may be referred to as the "Cambridge-Oakland Joint Planning Line." The area in the Town east of the Cambridge-Oakland Joint Planning Line shall be the "Town Development Area." Maps depicting the Joint Planning Area, the Cambridge-Oakland Joint Planning Line and the Town Development Area are attached hereto as Exhibits A and B, and incorporated herein by reference.

2.2 **ESTABLISHMENT OF JOINT PLANNING COMMITTEE ("JPC").**

2.2.1 **Establishment of Joint Planning Committee.** The Village and the Town do hereby create a Joint Planning Committee ("JPC") to serve as a recommending body to the Village Plan Commission and Village Board, and Town Plan Committee and Town Board for the purposes set forth in this Agreement.

2.2.2 **Advisory Nature of JPC.** The JPC's recommendations are advisory to the Village Plan Commission and Village Board, and Town Plan Committee and Town Board.

2.2.3 **Membership.** The JPC shall consist of five (5) members, two (2) of whom are appointed by the Town Chairperson subject to confirmation by the Town Board, two (2) of whom are appointed by the Village President subject to confirmation by the Village Board and one (1) of whom is appointed jointly by the Village Board and the Town Board ("at-large member"). At least one member of each municipality's delegation shall be an elected member of the governing body, and one member may be any other designated resident of that municipality. The at-large member may be an elected official, but shall not be a resident of either the Town or Village.

2.2.4 **Appointments; Term.** Initial appointments for the Town's delegation shall be for a term of one (1) year for one member and two (2) years for the other member, and for the Village's delegation, the appointments shall be for a term of one (1) year for one member and two (2) years for the other member. The at-large member's initial appointment shall be one (1) year. Following initial appointments, regular appointments shall be made in May of each year, as needed. Following initial appointments, all members of the JPC shall serve for terms of two (2) years, except for the at-large member, who shall have a one (1) year term.

2.2.5 **Vacancy.** A vacancy shall be created if a JPC member's residency terminates during the term of appointment or if the position is otherwise not filled due to resignation, disability continuing for more than two (2) months, failure to attend three (3) or more consecutive meetings or by removal for cause¹ by the governing board of the respective municipality.

¹"Cause" shall include inefficiency, neglect of duty, official misconduct or malfeasance,

The at-large member may be removed by agreement of the Town Board and Village Board. Vacancies shall be promptly filled for the unexpired term in the same manner as the original appointment and successors shall serve the remaining term.

- 2.2.6 **Officers.** There shall be a chairperson and vice chairperson of the JPC. The chairperson for the JPC shall alternate from the Village to the Town on an annual basis at-large. The vice chairperson shall be from the community that is not serving as the chairperson, or may be the at-large member. The chairperson and vice chairperson shall be elected by the JPC annually in May.
- 2.2.7 **Meetings.** Meetings shall be conducted by the chairperson. In the chairperson's absence, meetings shall be conducted by the vice chairperson. Meetings of the JPC may be called by the chairperson of the JPC, the Village President or the Town Chairperson. The JPC shall meet at least quarterly. The JPC shall report to the Village and Town Boards at least quarterly. Members shall receive per diems as determined by the community that the member represents. The at-large member shall receive per diems as determined by the Village. The JPC's recommendations shall be made as determined by simple majority. If there is no majority on a particular issue, the report back to the Village and Town Boards shall state that the JPC is divided and unable to make a recommendation. The notices and conduct of the meetings shall be in accordance with the Wisconsin Statutes governing open meetings and open records.
- 2.2.8 **Cost Sharing.** Any outside consultant costs or fees (including but not limited to joint engineering, planning or legal) to be incurred by the JPC must be pre-approved by the Village Board and Town Board. Such pre-approved costs will be shared proportionally based on the equalized value of the Town and Village. With the exception of such pre-approved costs, all costs shall be borne by the Village and Town as incurred by the Village and Town.
- 2.3 **DUTIES OF JOINT PLANNING COMMITTEE.** As set forth below, the JPC's responsibilities shall include: review and comment on certain aspects of both communities' comprehensive or smart growth plans; cooperative planning in the Joint Planning Area; cooperative efforts on joint municipal services; periodic review of this Agreement; and, such other planning issues as are assigned from time to time to the JPC by both the Village and Town.
- 2.3.1 **Review Relevant Aspects of Comprehensive or Smart Growth Plans.** The Village and Town value joint consideration of certain elements of each community's comprehensive or smart growth plan. Therefore, prior to final approval of the Village or Town plans, the JPC

as those terms are defined in Wis. Stats. sec. 17.16(2) (1999-2000).

shall review and comment on the following elements to the extent that such elements relate to both communities:

- 2.3.1.1 Issues and opportunities element (general overview, community survey, economy, socio-economic characteristics, population projections, key issues and opportunities, goals, objectives, policies and recommendations);
- 2.3.1.2 Housing element (existing conditions, types of housing units, occupancy status, residential construction, housing affordability, special housing needs, local efforts);
- 2.3.1.3 Transportation element (roads and highways, traffic conditions, and road development and classification);
- 2.3.1.4 Utilities and community facilities element (stormwater management, recreation facilities, emergency services, cell towers, telecommunications facilities and fiber optics, and schools);
- 2.3.1.5 Agricultural, natural and cultural resources element (metallic and nonmetallic resources, soils, groundwater, surface water and wetlands);
- 2.3.1.6 Economic development element (labor force, economic base, state and local programs, desirable businesses and industries, assessment of strengths and weaknesses, environmentally sensitive and contaminated sites);
- 2.3.1.7 Intergovernmental coordination element (village, town, school district, county, RPC, DOT, DNR, intergovernmental cooperation);
- 2.3.1.8 Land use element (current land use, waste disposal sites and contaminated sites, and land use conflicts, local real estate forces, annexation); and,
- 2.3.1.9 Implementation element (compilation of programs and specific actions to be completed in a stated sequence to implement the objectives in the above elements).
- 2.3.2 **Review Land Use Decisions in the Joint Planning Area Only.** In order to further a cooperative approach and promote the planning goals of each community, the JPC shall serve as the advisory body to the Village Board and Town Board with respect to development and planned growth in the Joint Planning Area, which includes lands adjacent to the Village between STH 12 and STH 18 from the Village's corporate boundary east to Park Road. To that end, the following issues shall be referred to the JPC for its review and recommendation prior to final action by either the Town Board or Village Board; *provided, however*, if the JPC does not make a recommendation within thirty (30) days of referral, the Town and Village may proceed without a recommendation from the JPC:
 - 2.3.2.1 Changes affecting roads and highways, traffic conditions, and road development and

classification in the Joint Planning Area;

2.3.2.2 Changes affecting utilities and community facilities in the Joint Planning Area (stormwater management, recreation facilities, emergency services, cell towers, telecommunications facilities and fiber optics, and schools); and,

2.3.2.3 Changes affecting agricultural, natural and cultural resources in the Joint Planning Area (metallic and nonmetallic resources, soils, groundwater, surface water and wetlands).

2.3.3 **CONSIDER NEED FOR JOINT MUNICIPAL SERVICES.** Both the Town and the Village are committed to providing necessary municipal services efficiently and effectively, and wish to explore whether jointly providing services will be more beneficial than providing the same services separately. The JPC shall review the current services provided by the Village, the Town and/or joint service providers in which the Town and/or Village participate (such as, for example, the Cambridge-Oakland Wastewater Commission), shall consider whether any services overlap, and recommend whether services could be more effectively or more efficiently be provided jointly. Reports and recommendations from the JPC on joint municipal services shall be made to the Village Board and Town Board on an as needed basis or as directed by the Village Board and/or Town Board.

2.3.4 **PERIODIC REVIEW OF AGREEMENT AND JOINT PLANNING AREAS.** The Agreement, the designation of the Joint Planning Area and the designation of the Town Development Area shall be reviewed by the JPC on no less than an annual basis, and summary recommendations shall be provided to the Village Board and Town Board within sixty (60) days thereafter. The JPC shall also conduct such a review within sixty (60) days of a request from either the Village Board or the Town Board.

2.3.5 **OTHER DUTIES AS ASSIGNED.** In addition to the duties described above, the JPC shall also perform such duties as may be assigned to it from time to time jointly by both the governing boards of the Town and the Village.

SECTION 3. LAND USE DECISIONS AND FUTURE ANNEXATIONS WITHIN THE JOINT PLANNING AREA AND THE TOWN DEVELOPMENT AREA

3.1 **ANNEXATION REQUESTS IN JOINT PLANNING AREA.** The Village shall not initiate annexation requests in the Joint Planning Area, but rather shall continue to consider all such annexation requests presented to the Village on a case-by-case basis. The Village may unilaterally deny any and all annexation requests. However, prior to approval of an annexation request, there shall be joint review of the annexation request at a special joint meeting of the Village Board and Town Board as set forth below.

- 3.2 **JOINT REVIEW PROCESS FOR ANNEXATION REQUESTS WITHIN THE JOINT PLANNING AREA AND TOWN DEVELOPMENT AREA.** To provide for a full and fair hearing as well as an expeditious review of annexation petitions, the petitioner, the Village President or the Town Chairperson may request a joint meeting of the Village Board and Town Board for review of such petitions. The joint meeting shall be scheduled at a time and location agreed to by the Village President and Town Chairperson, and shall be held within thirty (30) days of the request for a joint meeting. The joint meeting shall include a public hearing during which members of the public may speak on the petitioner's request for annexation.
- 3.2.1 **Annexation of Property Within Joint Planning Area.** Following consideration of the information presented at the public hearing, and discussion between the Town Board and Village Board, the members of the Town Board present shall vote as to approval or disapproval of the annexation. The vote of the Town Board taken at the joint meeting shall be advisory to the Village Board. If a quorum of the Town Board fails to attend the special joint board meeting, or fails to act at such meeting, the Village may act without further input from the Town Board. Following due consideration of the Town Board's recommendation, and either at the joint board meeting or a later Village Board meeting, the Village Board shall consider and act upon the annexation petition. The Village Board shall make the final decision with respect to the annexation petition. In consideration of such participation, and other good and valuable consideration set forth in this Agreement, the Town waives the right to contest annexations in the Joint Planning Area provided such annexations are approved in accordance with the joint review process described herein.
- 3.2.2 **Annexation of Property Within The Town Development Area.** Following consideration of the information presented at the hearing, and discussion between the Town Board and the Village Board, the members of the Town Board present shall vote as to approval or disapproval of the annexation and the members of the Village Board present shall vote as to approval or disapproval of the annexation. Motions and votes shall be made and tallied for each Board separately. To be approved, the annexation petition must be approved by a 2/3 vote of the Town Board and a 2/3 vote of the Village Board. In consideration of these heightened approval requirements, and other good and valuable consideration set forth in this Agreement, the Town waives the right to contest annexations approved in accordance with the process described herein.
- 3.3 **REVIEW OF DEVELOPMENT REQUESTS IN TOWN DEVELOPMENT AREA.** The Town agrees that it shall, before giving preliminary approval to any preliminary plat in the Town Development Area, require the plat's proponent to submit the proposal for review by the Village and its planning, engineering and legal staff to receive comments on storm water, traffic, ground water and other similar impacts. Such comments shall be considered by the Town prior to approval of any such preliminary plat.

- 3.4 **TOWN'S WAIVER OF RIGHT TO CONTEST ANNEXATIONS AND VILLAGE'S WAIVER OF RIGHT TO EXERCISE EXTRATERRITORIAL JURISDICTION.** In consideration of the covenants set forth in this Agreement, and provided that neither the Village nor the Town is in violation of this Agreement, the Village and Town agree to and hereby shall waive the following rights:
- 3.4.1 **Village Waiver.** The Village agrees not to and shall not exercise its extraterritorial jurisdiction ("ETJ") within the Town Development Area, and hereby waives any and all such rights, except that the Village may exercise its extraterritorial rights to enforce the terms of this Agreement or with the express permission of the Town.
- 3.4.2 **Town Waiver.** The Town agrees not to and shall not contest any annexations within the Joint Planning Area and Town Development Area, and hereby waives any and all such rights, provided that all annexation requests in the Joint Planning Area and Town Development Area are reviewed as set forth in this Agreement. (See Sections 3.2.1 and 3.2.2 above.)
- 3.5 **URBAN SERVICES PROVIDED BY EACH COMMUNITY.** Except as otherwise agreed or required by law, the Village and Town acknowledge and agree that each community will continue to be responsible for negotiating and providing urban services to the residents of its community.

SECTION 4. **GENERAL PROVISIONS.**

- 4.1 **NO THIRD PARTY BENEFICIARY.** This Agreement is intended to be solely between the Town and the Village. Nothing in this Agreement accords any third party any legal or equitable rights whatsoever. A non-party shall not have standing to enforce this Agreement.
- 4.2 **ADMINISTRATION OF AGREEMENT.** This Agreement shall be administered on behalf of the Village by the Village President or the Village President's designee, and on behalf of the Town by the Town Board Chairperson or the Town Board Chairperson's designee. The administration of this Agreement shall include the implementation of policies and procedures which will effectuate the purposes and spirit of this Agreement.
- 4.3 **ENFORCEMENT.** This Agreement is intended to provide each party with the right and standing to challenge by court action (including action by *certiorari* or otherwise to declare a governmental act invalid) any act of the other party that violates this Agreement. This Agreement is intended to provide each party with the right and standing to seek any available legal or equitable remedy to enforce or seek damages for the breach of this Agreement. In any action concerning an alleged violation of this Agreement, the prevailing

party shall be entitled to recover from the other party its reasonable costs and expenses of litigation, including reasonable attorneys' fees.

- 4.4 **DURATION OF AGREEMENT; TERM.** Unless otherwise mutually agreed by the Village and Town, this Agreement shall remain in effect for an initial ten (10) year period. The Agreement shall be automatically extended for an additional ten (10) year period unless terminated as provided herein. Either the Village Board or Town Board may terminate the Agreement at the end of the initial ten (10) year period if either adopts a resolution terminating the Agreement no less than ninety (90) days prior to the end of the initial period. No breach or violation of any of the terms of this Agreement by either party shall operate to void or terminate or provide grounds for termination of this Agreement, it being the intent of the parties that any such breach or violation shall only be redressed, enjoined or otherwise remedied by the exercise of any lawful contractual enforcement remedies then available to be used by the aggrieved party to enforce the terms of this Agreement.
- 4.5 **AMENDMENT.** This Agreement may be amended or terminated at any time by written agreement by the governing bodies of both parties.
- 4.6 **COMPLETE AGREEMENT.** This Agreement represents the entire integrated agreement between the parties and supersedes all prior negotiations, representations or agreements, either written or oral.
- 4.7 **ENFORCEABILITY.** The parties have entered into this Agreement under the authority granted by sections 66.0301 and 62.23(7a) of the Wisconsin Statutes. Its enforceability will not be affected by changes in the forms of Village or Town government, or changes in elected officials. The parties agree that this Agreement shall be construed so as to be binding on their respective successors, agents and employees.
- 4.8 **NO WAIVER.** The failure of any party to require strict performance with any provision of this Agreement will not constitute a waiver of the provision or of any of the parties' rights under this Agreement. Rights and obligations under this Agreement may only be waived or modified in writing. A writing waiving a right must be signed by the party waiving the right. If an obligation of a party is being waived or released, the writing must be signed by all affected parties. Waiver of one right, or release of one obligation, will not constitute a waiver or release of any other right or obligation of any party. Waivers and releases will affect only the specific right or obligation waived or released and will not affect the rights or obligations of any other party that did not sign the waiver or release.
- 4.9 **PERFORMANCE STANDARD.** This Agreement requires the parties to act or to refrain from acting on a number of matters. The parties hereby acknowledge that this Agreement imposes on them a duty of good faith and fair dealing.

4.10 **SEVERABILITY.** The various terms, provisions and covenants herein contained shall be deemed to be separate and severable, and the invalidity or unenforceability of any of them shall not affect or impair the validity or enforceability of the remainder.

Approved by the Town Board of the Town of Oakland by a vote of 5 for and 0 against on this 20th day of JUNE, 2006.

TOWN OF OAKLAND

By: Vernon T. Davis
Vernon T. Davis, Town Chairperson

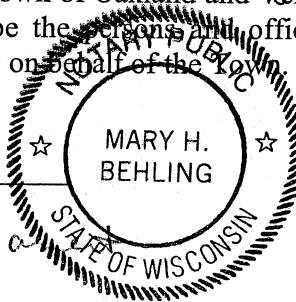
Attest: Veronica Heenan
Veronica Heenan, Town Clerk

STATE OF WISCONSIN

COUNTY OF DANE

Personally came before me this 20th day of June, 2006, the above named Vernon T. Davis, Chairperson of the Town of Oakland and Veronica Heenan, Town Clerk of the Town of Oakland, to me known to be the persons and officers who executed the foregoing instrument and acknowledged the same on behalf of the Town.

Mary H. Behling
Notary Public, State of Wisconsin
My commission expires: is perma



Approved the Village Board of the Village of Cambridge by a vote of 7 for and 0 against on this 13th day of June, 2006.

VILLAGE OF CAMBRIDGE

By: _____

Donn Trieloff, Village President

Attest: _____

April Little, Village Clerk

STATE OF WISCONSIN

COUNTY OF DANE

Personally came before me this 13 day of June, 2006, the above named Donn Trieloff, Village President of the Village of Cambridge and April Little, Village Clerk of the Village of Cambridge, to me known to be the persons and officers who executed the foregoing instrument and acknowledged the same on behalf of the Village.

Lisa M. Moen

Notary Public, State of Wisconsin

My commission expires: 3/15/09

Drafted on behalf of the Village of Cambridge by:

Constance L. Anderson, Esq.

Anderson & Kent, SC

1 North Pinckney Street, Suite 200

Madison, WI 53703

608-246-8500

canderson@andersonkent.com

APPENDIX D

Ordinances contained within this Appendix are provided for informational purposes only. For the official and most up-to-date version of the ordinance, contact the Town clerk.

ORDINANCE NO. 55

AN ORDINANCE TO PROHIBIT KEYHOLE DEVELOPMENTS ON LAKE RIPLEY IN THE TOWN OF OAKLAND

The Town Board of the Town of Oakland, Jefferson County, Wisconsin, DO ORDAIN as follows:

Ordinance No. 55 of the Municipal Code of the Town of Oakland shall be created to read as follows:

Section 1: Definition of Key-holing: The act of obtaining or providing access to a public body of water across private lots or lands in a manner which increases the number of property owners which have access to such water to a degree greater than what would occur with individual riparian owners having individual lots fronting on the water. The effect of key-holing is to funnel backlot development from offshore lots or residences via any parcel of land to provide access to the water. Key-hole development shall also include dredging of a channel for the purpose of navigational access to the water from one or more lots, outlots, or parcels of land. Publicly owned access points or marinas shall not fall within this definition.

Section 2: Key-holing Prohibited on Lake Ripley: No key-hole development, as defined in Section 1, above, shall be allowed on Lake Ripley.

Section 3: This Ordinance shall take effect upon its passage and publication or posting as required by law.

Dated this 21 day of February, 2006.

TOWN OF OAKLAND, by:

Vernon T. Davis
Vernon T. Davis, Chairman

Passed: January 17, 2006.

Vote:
Ayes: 5 Noes: 0

Published: February 23, 2006.

Posted: February 23, 2006.

