Village of Cross Plains

Comprehensive Plan

Adopted: June 9, 2008
Amended: October 8, 2012
May 20, 2013
May 19, 2014

Vandewalle & Associates

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Amendments

This Plan was originally adopted on June 9, 2008.

This Plan was subsequently amended on:

- October 8, 2012
- May 20, 2013
- May 19, 2014

Introduction

The Village of Cross Plains is a unique community characterized by rich natural resources, historic neighborhoods, and small-town character. The Village is located approximately twelve miles west of Madison and the tremendous economic and cultural opportunities found in the greater Madison area. Over the last fifteen years, the Village's population has been increasing steadily - presenting both opportunities and challenges. Growth can provide an increased tax base and a more diverse economic environment. However, as population increases, so does the demand on municipal services. In this context, planned development in a controlled, orderly, and predictable manner will enhance the Village's ability to retain its small-town character, avoid land use conflicts, provide housing and appropriate employment opportunities, and protect its natural and cultural resources.

Purpose of this Plan

This 2008 *Village of Cross Plains Comprehensive Plan* is intended to help the Village guide short-range and long-range growth and development. The purposes of this *Comprehensive Plan* are to:

- Identify areas appropriate for development and preservation over the next 20 years;
- Recommend appropriate types of land use for specific areas in the Village;
- Preserve natural and agricultural resources in and around the Village;
- Identify needed transportation and community facilities to serve future land uses;
- Direct housing and commercial investments in the Village; and
- Provide detailed strategies to implement *Plan* recommendations.

The *Plan* is organized into chapters that specifically address each of the nine elements required by the State of Wisconsin. Each chapter presents background information on the element it is addressing (e.g. Transportation, Land Use, and Economic Development) and then presents an outline of the Village's goals, objectives, and policies for that element. These documented policies are the basis for the programs and recommendations that are presented at the end of each chapter.

The final chapter of the document (Implementation) indicates proposed strategies and implementation timelines to ensure that the recommendations presented in this *Plan* become a reality.

PLAN ADOPTION PROCESS

Preparation of a comprehensive plan is authorized under §66.1001, Wisconsin Statutes. Before adoption, a Plan must go through a formal public hearing and review process. The Plan Commission adopts by resolution a public hearing draft of the Plan and recommends that the Village Board enact an ordinance adopting the Plan as the Village's official C*omprehensive Plan*.

Following Plan Commission approval, the Village Board holds a public hearing to discuss the proposed ordinance adopting the *Plan*. Copies of the public hearing draft of the *Plan* are forwarded to a list of local and state governments for review. A Class 1 notice must precede the public hearing at least 30 days before the hearing. The notice must include a summary of the Plan and information concerning where the entire document may be inspected or obtained. The Board may then adopt the ordinance approving the Plan as the Village's official C*omprehensive Plan*.

This formal, well-publicized process facilitates broad support of plan goals and recommendations. Consideration by both the Plan Commission and Village Board assures that both bodies understand and endorse the *Plan's* recommendations.

Planning Process

This *Comprehensive Plan* is being prepared under the State of Wisconsin's comprehensive planning legislation, adopted in 1999 and contained in §66.1001, Wisconsin Statutes. This *Plan* meets all of the statutory elements and requirements of the comprehensive planning law. After 2010, only those plans that containing the nine required elements and adopted under the state's prescribed procedures will have legal standing.

In order to provide sound public policy guidance, a comprehensive planning process should incorporate inclusive public participation procedures to ensure that final *Plan* recommendations reflect a broadly supported vision for the community. This *Comprehensive Plan* was created through a process designed to inform and involve Village residents. The process incorporated a variety of opportunities for public participation, included those outlined in Chapter One: Issues and Opportunities.

General Regional Context

Map 1 shows the relationship of the Village to neighboring communities in the region. The Village is located in western Dane County and is bordered on the north by the Town of Berry and bordered to the west, south, and east by the Town of Cross Plains.

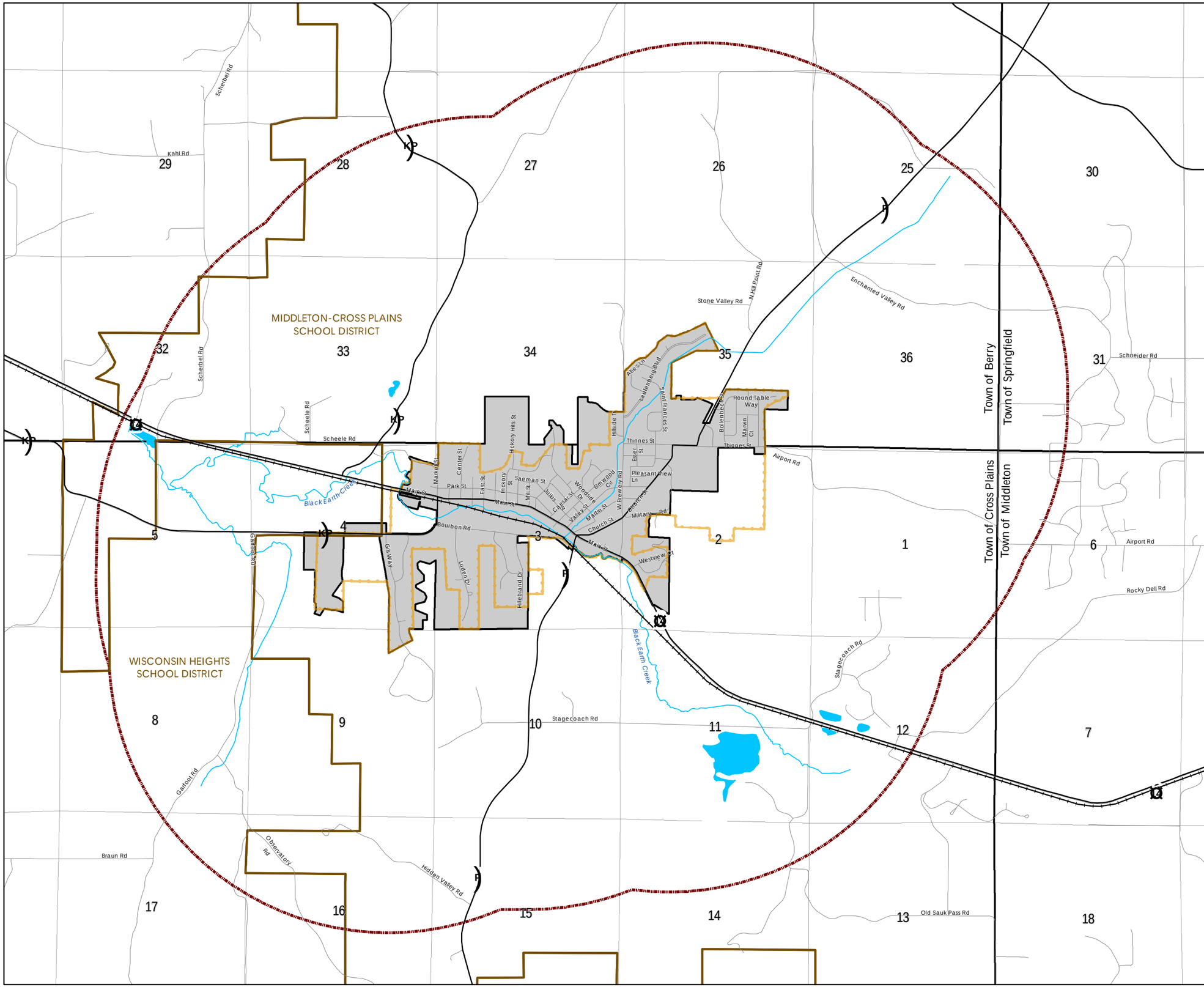
Selection of the Planning Area

The planning area includes all lands currently within the Village's municipal limits, and the unincorporated areas within the Village's 1.5-mile extraterritorial jurisdiction (ETJ). The total planning area contains about 20 square miles as illustrated in Map 1.

Within the ETJ, state statutes enable the Village to plan for those areas that bear relation to the Village's development, review subdivisions, enact extraterritorial zoning, and implement an official map. The ETJ expands automatically as annexations occur, hence the need for this *Plan* to consider and make recommendations for the area located beyond the current ETJ limits.

Village of Cross Plains Comprehensive Plan

Map 1: Jurisdictional Boundaries



- Village of Cross Plains Boundary
- Town Boundaries
- Section Boundaries
- Village of Cross Plains Extraterritorial Boundary
- School District Boundaries
- Urban Service Boundaries
- Major Roads
- Local Roads
- Railroads
- Surface Water

0 500 1,000 2,000 3,000 4,000 Feet

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Planning - Creating - Rebuilding
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Date: June 9, 2008
Sources: Existing Land Use: MSA, V & A
All other data Dane County LIO

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Chapter One: Issues and Opportunities

General Demographic Trends

- The Village of Cross Plains saw rapid growth in the 1990's. Population growth of 47percent puts the Village among the fastest-growing communities in Dane County during this time period.
- The Village and the Madison Metropolitan Service Area have relatively low unemployment rates, and will most likely continue to have unemployment rates lower than the State and Nation overall well into the future.
- The Village of Cross Plains has a relatively young population, with a lower median age than the State as a whole. According to the 2000 Census, approximately 40percent of the population was between the ages of 20 and 44.
- Cross Plains' population is well educated, per the results of the 2000 Census. Nearly 60 percent of the population has at least some college education, as compared to 50 percent of the statewide population.
- Per the 2000 Census, Cross Plains has a median income of $56,629, which is higher than Dane County and the State of Wisconsin, but lower than the surrounding Towns.
- The residents of Cross Plains were split among many different industries. The top three, in 2000, were Education, Health, and Social Services, Manufacturing, and Finance, Insurance, Real Estate, and Rental Leasing.

Population Trends

The US Census shows that the population for the Village of Cross Plains increased dramatically, 23 percent, between 1990 and 2000 (Figure 1). Neighboring communities show various patterns, with the Town of Middleton also showing substantial growth (27 percent), and the Town of Cross Plains, Village of Black Earth, and Village of Mazomanie showing modest population growth during this same period. The Town of Berry decreased slightly from 1,248 in 1990 to 1,084 in 2000.

Figure 1: Population Trends 1990-2000

Community	2000	1990	Change	Percent Change
Village of Cross Plains	3,084	2,362	722	23%
Town of Cross Plains	1,419	1,320	99	8%
Town of Middleton	4,594	3,628	966	27%
Town of Berry	1,084	1,248	-164	-13%
Village of Black Earth	1,320	1,248	72	6%
Village of Mazomanie	1,485	1,377	108	8%
Dane County	426,526	367,085	59,441	16%
Wisconsin	5,363,675	4,891,769	471,906	10%

Source: US Census Bureau and Wisconsin Department of Administration

From 1970 through 2000, the Village of Cross Plains grew by 1,606 people. This represents a total increase of 109 percent over 30 years, as shown in Figure 2.

Figure 2: Population Change 1970-2000

	1970	1980	1990	2000	Percent Change 1970-2000
Village of Cross Plains	1,478	2,156	2,362	3,084	109%

Source: US Census Bureau

Population Projection Methods

Method 1: Wisconsin Department of Administration

Wisconsin Department of Administration projects Wisconsin's overall population will grow by an approximate average of 3.1 percent in each of the 5-year periods between 2000 and 2020. This growth rate will be lower than that of the 1990's but higher than that of the 1980's. Population growth is projected to be much slower in the 2020-2030 period as the Baby Boomer generation age into their 60s and 70s. The growth rate is likely to be 2.7 percent in the first half of the 2020s and 2.2 percent in the second half. This projection accounts for natural increase (the excess of births over deaths) as well as for net migration. Over the projected 30-year period, there is expected to be an 18 percent increase in total population.

Figure 3: Method 1 Population Projection

Community	2000	2005	2010	2015	2020	2025	2030
Village of Cross Plains	3,084	3,180	3,278	3,380	3,482	3,575	3,654
Town of Cross Plains	1,419	1,463	1,508	1,555	1,602	1,645	1,681
Town of Middleton	4,594	4,737	4,882	5,035	5,147	5,284	5,401
Town of Berry	1,084	1,118	1,152	1,188	1,224	1,224	1,251
Village of Black Earth	1,320	1,361	1,403	1,447	1,490	1,530	1,564
Village of Mazomanie	1,485	1,531	1,578	1,628	1,677	1,721	1,760
Dane County	426,526	439,834	453,293	467,481	481,598	494,409	505,385
Wisconsin	5,363,675	5,531,025	5,700,303	5,878,871	6,056,186	6,216,980	6,354,883

Source: Wisconsin Department of Administration; MSA Professionals Services, Inc.

Method 2: Percentage Population Projection

According to "Components of Total Population Change for Wisconsin Counties: 2000-2002 (Births, Deaths and Migration)" prepared by the Wisconsin Department of Administration in January 2002, the total population for Dane County increased by 2.9 percent between 2000 and 2002. Figure 4 below projects the population for the Village using this value (14.5 percent growth per decade) through year 2030.

Figure 4: Method 2 Population Projection

	2000	2005	2010	2015	2020	2025	2030
Village of Cross Plains	3,084	3,308	3,531	3,787	4,043	4,336	4,629

Source: MSA Professional Services, Inc.

Method 3: 1990 – 2000 Straightline Projection

The total population added between 1990 and 2000 is 722 persons, or 72.2 per year. If the Village were to gain the same 72.2 residents per year for the next 30 years, the Village would grow to 5,250 by year 2030. Results are shown in Figure 5 below.

Figure 5: Method 3 Population Projection

	2000	2005	2010	2015	2020	2025	2030
Village of Cross Plains	3,084	3,445	3,806	4,167	4,528	4,889	5,250

Source: Vandewalle & Associates

Method 4: New Housing Unit Policy

This method calculates future population based on acceptable levels of residential development. If the Village were to gain 40 new housing units per year for the next 30 years, the Village would grow to 6,084 by year 2030.

Figure 6: Method 4 Population Projection

	2000	2005	2010	2015	2020	2025	2030
Village of Cross Plains	3,084	3,584	4,084	4,584	5,048	5,584	6,084

Source: Vandewalle & Associates

Preferred Projection Method

For the purposes of this *Plan*, the projected population will be based on Method 4, which most closely aligns with Village expectations for future growth. This means that later forecasts for housing and land use demand will be based on a forecast population of 6,084 by 2030. These figures lend themselves to a conservative approach for projecting growth and development needs of the Village by making sure that sufficient developable land is available to accommodate growth. Most notably, the Future Land Use Map (Maps 4a and 4b) was crafted to provide enough acreage to satisfy projected land use demand based on Method 3 population projection. This projection is a means to measure actual future population growth against. It is not intended as an absolute growth limit or quota.

Demographic Trends

Age Distribution

Figure 7 shows the distribution of age as compared to several surrounding communities, Dane County, and the state. The median age for the Village of Cross Plains is 34.3 years. This figure is a little higher than the county overall at 33.2, but considerably lower than most of the comparable surrounding communities suggesting a younger population overall. Of note, the range of 20-34 year olds as compared to the Town of Cross Plains, Town of Middleton, and Town of Berry is considerably higher.

Figure 7: Age Distribution, 2000

Age Group	Village of Cross Plains		Town of Cross Plains		Town of Middleton		Town of Berry		Village of Black Earth		Village of Mazomanie		Dane County		Wisconsin	
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%
0-9	468	15.2%	202	14.2%	652	14.2%	128	11.8%	178	13.5%	203	13.7%	52,511	12.3%	721,824	13.5%
10-19	487	15.8%	229	16.1%	821	17.9%	168	15.5%	192	14.5%	233	15.7%	60,645	14.2%	810,269	15.1%
20-34	621	20.1%	169	11.9%	473	10.3%	134	12.4%	233	17.7%	289	19.5%	112,372	26.3%	1,063,460	19.8%
35-44	611	19.8%	250	17.6%	906	19.7%	192	17.7%	232	17.6%	259	17.4%	70,108	16.4%	875,522	16.3%
45-54	431	14.0%	236	16.6%	1,011	22.0%	223	20.6%	167	12.7%	224	15.1%	60,220	14.1%	732,306	13.7%
55-64	206	6.7%	158	11.1%	403	8.8%	139	12.8%	117	8.9%	109	7.3%	30,801	7.2%	457,741	8.5%
65-74	146	4.7%	112	7.9%	197	4.3%	59	5.4%	69	5.2%	89	6.0%	20,211	4.7%	355,307	6.6%
75-84	83	2.7%	49	3.5%	93	2.0%	35	3.2%	84	6.4%	66	4.4%	14,255	3.3%	251,621	4.7%
85 & Over	31	1.0%	14	1.0%	38	0.8%	6	0.6%	48	3.6%	13	0.9%	5,403	1.3%	95,625	1.8%
Total	3,084	100.0%	1,419	100.0%	4,594	100.0%	1,084	100.0%	1,320	100.0%	1,485	100.0%	426,526	100.0%	5,363,675	100.0%
Median	34.3		39.4		39.5		41.7		37.5		35.6		33.2		36	

Source: U.S. Census Bureau

Household Trends and Projections

Detailed information on housing trends can be found in Chapter Six: Housing and Neighborhood Development.

Figure 8 shows a household projection for the Village through the year 2030, which was calculated using the new housing unit policy population projection from Figure 6. Based on these projections, the Village will have 2,399 households in 2030 or an additional 1,200 households more than in 2000.

Figure 8: Household Projections 2000-2030

	Households 2000[1]	Projected Total Households 2005	2010	2015	2020	2025	2030	# of Additional households 2000-2030
Projection	1,199	1,399	1,599	1,799	1,999	2,199	2,399	1,200

[1] *U.S. Census Bureau, 2000*

Education and Employment Trends

Detailed information on education and employment trends can be found in Chapter Seven: Economic Development.

Public Participation Process

Comprehensive Plan Public Opinion Survey

In September and October 2004 the Survey Research Center (SRC) at the University of Wisconsin at River Falls completed a survey for the Village of Cross Plains to gather input from the citizens regarding land use planning. A total of 800 households were randomly selected to receive the survey and 542 surveys were returned, giving a margin of error of plus or minus 3.5 percent. The return rate, 68 percent, is a very high figure for this type of survey.

Some of the major findings include:

- Homeowners are over-represented in the sample so for a small set of issues, mainly dealing with housing, the results may not adequately reflect the views of renters in Cross Plains.
- The features of Cross Plains that lead people to choose to live in Cross Plains are its small town atmosphere, being near friends and family, the natural beauty of the area and proximity to Madison and jobs.
- Cross Plains has a "portfolio" of assets that appeal to different demographic groups: younger citizens are attracted by reasonably priced homes, middle-aged residents note the quality of schools, and older age groups note the natural beauty of the area and proximity to friends and family, low crime rates appeal to families with children and those who've lived in the village for less than 10 years.
- Citizens of Cross Plains have strong interest in protecting the area's natural and cultural resources with particular concerns about groundwater, air quality, Black Earth Creek, the scenic views and small town character.

- Housing concerns focus on building more single-family homes, improving existing housing and expanding senior housing options.
- A substantial majority (61 percent) favor cluster designs for new housing developments. There are distinct demographic divides on this issue with strong support for cluster (traditional) designs among younger (older) residents, wealthier (poorer) residents, and new (longer-term) residents.
- Residents indicate a preference for relatively modest rates of development and the accompanying population growth and for inclusion of open spaces in new developments.
- Preservation of farmland is important to a significant proportion of Village residents, particularly among older residents and those who've moved to the area relatively recently.
- There were no clear trends with respect to transportation issues from the overall sample. Longer-term residents were less supportive of changes to existing transportation assets (e.g. less supportive of walking and biking trails, improving pedestrian routes on County Roads P and KP or across Highway 14, or improving sidewalks). However, the high volume of written comments on transportation issues, particularly related to Highway 14, suggest a widespread level of concern about this topic.
- Community facilities and services seem to meet the needs of Village residents, though some concerns were expressed about the storm water system. Older and longer-term residents were significantly more satisfied with most village services than were younger and newer residents, though as noted all groups were generally satisfied with them. Little support was noted for structural changes to police services in the Village.
- Residents indicated support for economic development focused on downtown Cross Plains and this was particularly strong among younger, newer and higher income residents. The single most popular site for a new business park was the option on the southwest edge of the Village but a majority of citizens favored locating it to the northeast of Cross Plains. Longer-term residents favor the southwest option and newer ones the most northeasterly option at statistically significant levels.
- The single most important general issue, in the opinion of these respondents, is controlling taxes. Other general issues on which there are broad agreement is the need to maintain or enhance environmental quality in Cross Plains, maintaining the Village's character, controlling development and building a high school.
- The preferred means of receiving communications from the Village varies by demographic group: older residents strongly prefer newsletters, long-term residents use newspaper articles as a source of information, and wealthier residents prefer to use the internet for such information.

Many of the results of the survey are incorporated into the corresponding *Comprehensive Plan* Element.

Plan Commission Meetings

Plan Commission meetings are held monthly, official public notices are published before each meeting, and public comments are accepted at every meeting.

Committee Meetings

Three of the Village's committees are actively involved in the comprehensive plan process: Economic Development, Public Facilities, and Parks and Recreation. Committee meetings are held monthly, official public notices are published before each meeting, and public comments are accepted at every meeting.

Community Forums

Two public education forums were held on March 31 and April 3, 2004 at Glacier Creek Middle School. Participants learned about the comprehensive planning process and the results of the existing conditions study. A total of about 40 people attended the two meetings.

Public Hearing

The final approval process includes a public hearing, followed by a 30-day comment period prior to adoption in accordance with State Statute.

Other Opportunities for Public Input

Stakeholder interviews with interest groups were conducted during the planning process. Groups consulted included the Black Earth Creek Watershed Association and the Ice Age Park and Trail Foundation.

Goals, Objectives, Policies, Programs, and Recommendations

Each subsequent chapter of this *Comprehensive Plan* includes goals, objectives, policies, programs, and recommendations that will provide direction and policy guidance to Plan Commission members, Village Board members, residents, and other interested groups and individuals for the next 20+ years.

Goals, objectives, policies, programs, and recommendations are defined below:

Goals are broad, advisory statements that express general public priorities about how the Village should approach development issues. Goals are based on key issues and opportunities that are affecting the Village.

Objectives more specifically identify future direction. By accomplishing an objective, the Village moves closer to achieving its goals.

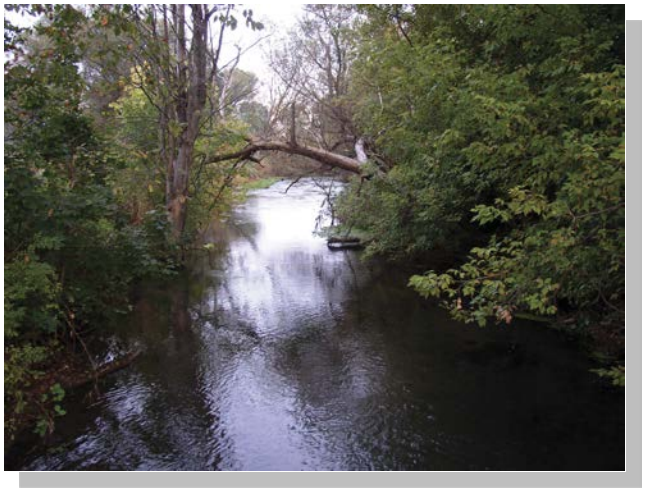
Policies are rules or courses of action implemented to achieve specific objectives. Village staff and officials should use policies on a day-to-day basis when making decisions.

Programs are specific projects or services that are intended to move the Village toward achieving its goals, objectives, and policies.

Recommendations provide detailed information regarding how to implement objectives, policies, and programs.

VILLAGE OF CROSS PLAINS OVERALL VISION

Looking forward to 2025 and beyond, the Village desires a safe, clean, attractive and prosperous community that residents of all ages are proud to call home. There will be available a range of housing choices by price and features and a sustainable business environment. The rich natural resources of the Village and surrounding countryside, and the Black Earth Creek in particular, will continue to be a defining feature of the community due to careful preservation efforts. Residents and visitors alike will be able to travel freely throughout the community by car, bike, or foot, and commuter transit service to Madison will reinforce the strong economic relationship with the metropolitan area. Though ties with Madison will strengthen, the Village will retain its character and identity.



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Chapter Two: Agricultural, Natural and Cultural Resources

This chapter of the *Comprehensive Plan* contains background data, goals, objectives, policies, and recommended programs for agricultural preservation, natural resource conservation, and cultural resource protection.

Agricultural Resources

Agricultural Resource Inventory

Traditionally, the Village of Cross Plains served the surrounding agricultural hinterland as a local service center and collection point for agricultural products that were grown and harvested in the Towns of Berry and Cross Plains. The Village's reliance upon agriculture has lessened over time as the Village has increasingly turned into a bedroom community for the Madison urban area. While the economic reliance upon agriculture has diminished, rolling farmland still dominates the landscape around the Village and is an important aspect of the local sense of place.

AGRICULTURAL RESOURCE RECOMMENDATIONS SUMMARY

- Work with surrounding Towns and through current regulations to limit the conversion of farmland in areas not identified for development in this Plan.
- Promote farmland preservation through strategies that ensure the economic viability of future agricultural operations.

Dane County is one of the most productive agricultural counties in Wisconsin. At the same time, according to the American Farmland Trust, the County is in the third most threatened farm area in the country. According to the July 2000 Dane County Executive's Farms and Neighborhoods Report, Dane County loses 5,000 acres – an area larger than Lake Monona - each year. Two powerful forces are working together to contribute to the farmland loss and farm failure in Dane County: 1) the rapid pace of development and; 2) market forces and federal policies that make it increasingly difficult for many farmers to make profits.

The State of Wisconsin, in order to protect farms and farmland, created Wisconsin's Farmland Preservation Program. Under this program, the state provides income tax credits to farm owners who keep their property in agricultural use. The law allows the income tax credit for landowners in counties with Farmland Preservation Plans and who have land zoned for exclusive agricultural use. The amount of credit is determined by a formula based on the household income of the farmland owner, the amount of property tax, and the type of land use provisions protecting the farmland (e.g. Farmland Preservation Plans and Exclusive Agricultural Zoning).

A county agriculture preservation plan is required for participation in the program. The plans contain statements of policy regarding preservation of agricultural lands, urban growth, the provision of public facilities and the protection of significant natural resource, open space, scenic, historic or architectural areas. The Dane County Farmland Preservation Plan, adopted by the County Board on December 3, 1981, is largely a compilation of town land use plans. This compilation was updated in the 2007 Dane County Comprehensive Plan.

Soil Type, Composition, and Drainage

Soil suitability is a key factor in determining the best and most cost-effective locations for new urban growth. The majority of the Cross Plains urban service area is covered by soils well-suited for urban development, including 19 percent of Type 1 and 2 percent of Type 2 soils.

The soil erosion rate within Cross Plains is less than four tons per acre per year (TAY). However, the Village is surrounded by highly erodible soils, with erosion rates greater than 10 TAY. To maintain the farmland and the quality of the Black Earth Creek, farmers need to continue to enhance soils conservation techniques. Developers should observe the Village's Erosion, Sediment and Water Runoff Control Ordinance to safeguard against increased future erosion and to protect the Black Earth Creek.

Agricultural Resource Goals, Objectives, and Policies

Goals:

1. Protect agricultural lands and resources in areas in the Village's planning area, until such time as urban development (served by public sanitary sewer and water systems) in the Village is warranted.

Objectives:

1. Recognize the value of farmland for its economic and open space values.
2. Protect farm operations from incompatible land uses and activities that may adversely affect the capital investment in agricultural land, improvements, and equipment, including low density residential development.
3. Work with the surrounding towns to help preserve farming as a viable occupation and way of life.

Policies:

1. Carefully consider the location of productive agricultural lands before making decisions on the expansion of municipal services or growth.
2. Consider using extraterritorial land division review in support of this adopted *Plan* to limit development in or near productive farming and natural areas.
3. Work with the towns and County to encourage a compact, orderly, efficient development pattern within the current or future Village boundaries that minimizes land use and/or intergovernmental conflicts.
4. Help preserve existing farmland by promoting the available programs that help farmers stay in business or protect farmland from more intensive development including the Credit Relief Outreach Program, Purchase or Transfer of Development Rights Programs, and programs offered by the Wisconsin Housing and Economic Development Authority.

Agricultural Resource Programs and Recommendations

Beyond the policies outlined above, the Village of Cross Plains will work on the following programs designed to help retain the area's agricultural base.

Continue to Exercise Subdivision Review Authority to Limit Development within the Village's Extraterritorial Jurisdiction

Large areas of lands within the Village's extraterritorial planning area that are not in environmental corridor have been categorized on the Village's future land use map (see Maps 4a and 4b) as agriculture/rural. It is recommended that the Village continue to exercise its subdivision review authority within its 1.5-mile extraterritorial jurisdiction to limit housing development in these areas to agricultural densities and to direct intensive development (e.g. large subdivisions, multi-family residential, commercial, and industrial) to the Village or other incorporated communities. See Chapter Three: Land Use for detailed policies.

Promote Direct Marketing of Farm Products to Consumers

In addition to preserving land for farming, the Village should be involved in efforts to ensure the economic viability of future agricultural operations. This will involve cooperating with the surrounding towns, counties, UW-extension, DATCP, and other public and non-profit organizations to develop markets for and identify ways to add value to local agricultural products. Some ways in which the Village can contribute to these efforts include the following:

a. Farmer's Markets: Local farmers markets provide a direct means for farmers to sell their products to the consumer, contribute to the local economy, and encourage members of the community to come together. Cross Plains is considering hosting a market in Glacier's Edge Commercial Area during the summer months. The Village should support the establishment of this event.

b. Community-Supported Agriculture (CSA) programs: A CSA program allows farmers to sell shares of their products directly to consumers in advance of the growing season. Such programs encourage healthful food choices, support local farmers, and relieve some of the burdens and uncertainties associated with conventional marketing approaches. There is an abundance of CSA programs in southern Wisconsin, including many based in Dane County. The Village has an opportunity advance these programs by supporting and promoting the programs wherever possible. Some relatively simple and straightforward approaches might be to arrange for the display of informational pamphlets for local CSA programs in Village Hall, or to post information and links on the Village's website that inform residents about available CSA programs.

c. Restaurants: Cross Plains would benefit from more restaurants located in the Village to serve residents and employees of Village businesses. This provides an opportunity for the establishment of restaurants, bakeries and cafes that purchase, serve, and generally promote locally grown foods. The type of restaurant that offers handmade food from locally grown products would be an asset to a family-oriented, hard-working community like Cross Plains, but this concept could also be used to market the restaurant to people who live outside the Village in surrounding communities.

d. Schools: Since it is necessary for schools to consistently purchase large quantities of food, local food producers would offer fresh, in-season, healthful products that would promote the health of students. The Middleton-Cross Plains School District could become involved in the Wisconsin Homegrown lunch program. The goal of this program is to incorporate fresh, nutritious, local, and sustainably grown food to school lunch menus. Involvement in this program benefits the health and wellbeing of students and school faculty, supports the local agricultural economy, and establishes partnerships between the school district and local farms. This creates opportunities for students to learn outside the classroom about agriculture and food production.

Natural Resources

A survey of Cross Plains' natural resources provides an important framework for guiding several elements of the *Comprehensive Plan*. As a growing community, such information can help identify the appropriate locations for certain types of development, and can pinpoint areas that should be preserved and managed for recreational purposes, stormwater management, and ground water protection. Maintenance of these natural features is also important for community appearance and for the functions they perform for natural communities. Map 2 in this *Plan* depicts the Village's key environmentally sensitive areas, some of which are described in more detail below.

NATURAL RESOURCE RECOMMENDATIONS SUMMARY

- Protect natural resources – such as the Black Earth Creek environmental corridor – to enhance Village form and livability, recreational opportunities, and scenic beauty.
- Adopt land use policies that promote a more compact development pattern, focusing on techniques that minimize the amount of land required for additional growth.
- Protect water quantity and quality through collaboration with local partners and aggressive Village policies.
- Work with local, regional, and state organizations on natural resource and recreation initiatives, particularly the Ice Age Trail.

Natural Resource Inventory

Natural resources, including soils, topography, surface water resources, and other natural features have a profound effect on a community's development. These physical features directly impact where development will occur, and serve as a primary factor in the establishment and growth (or decline) of a community. A summary of the natural resource features in the Cross Plains planning area was previously prepared in the 1991 Master Plan and the 1997 Comprehensive Master Plan Update and, where appropriate, this information has been included in this Comprehensive Plan Update. The following subsection describes the natural resource characteristics found within the Cross Plains area.

Landforms/Topography

The Cross Plains area is located in a unique area of Wisconsin which was formed following the last ice age approximately 15,000 years ago. This area, referred to as the "Gateway to the Driftless Area," is surrounded by moraine deposits and hills that were undisturbed by glacier ice which reached the edge of the community. The Glacial border, called the Johnstown Moraine, extends from the Town of Brooklyn through Verona and Cross Plains to the Wisconsin River. This historic event also provided for the development of unique geologic resources, picturesque hillsides, very fertile soils, and precious stands of oak and hickory trees. These unique landforms and steep topography present key challenges for planning, particularly with regard to preserving a high quality of life in the face of continued metropolitan expansion.

Nonmetallic Mineral Resources

Mineral resources in the Cross Plains area are located outside of the Village limits. These generally consist of sand and gravel pits. The nearest mineral extraction sites are located west of the Village on CTH KP and southeast of the Village off of Stage Coach Rd. These are indicated on the Map 3: Existing Land Use.

Drainage Basins

The Cross Plains Area Stormwater Management Plan, completed in February 1996 by Town and Country Engineering, Inc., provides a detailed analysis of 18 runoff subbasins in the Cross Plains Area. The plan projects changes in land use through 2015 and recommends a schedule of improvements in each subbasin

immediately, by 2015, and long term. This document should be consulted as part of any plat review in the Village or within the Village's extraterritorial jurisdiction

Groundwater

Groundwater is a vital resource in the Village and its surrounding areas. The topography of the area, coupled with "key drainage locations, provide excellent infiltration of rainwater and subsequent groundwater recharge."[1] Rapid development in the Village and surrounding areas has raised concerns about future groundwater impacts, not only for the Village, but also for the Black Earth Creek Watershed as a whole. These resources face potential threats from chemical and animal waste materials in agricultural runoff.

As development increases, so does groundwater withdrawal in the watershed. This withdrawal, along with a possible decrease in groundwater recharge, poses a serious future threat to the groundwater in the Village and surrounding area. There are many additional resources to consult regarding groundwater, including: the WISDNR, Dane County, Trout Unlimited, the Natural Heritage Land Trust, the Black Earth Creek Watershed Association, BECCO, American Farmland Trust, and others.

Surface Water/Stream Corridors

Three creeks are located in the Cross Plains area: Brewery Creek, Garfoot Creek and Black Earth Creek. Brewery Creek from the north and Garfoot Creek from the south, feed into Black Earth Creek. The Black Earth Creek has historically been noted as one of the most productive trout streams in the State of Wisconsin. The Black Earth Creek average streamflow is approximately 31.9 cubic feet per second (cfs). Periods of large and rapid runoffs are typical during snowmelt and summer thunderstorms. An estimated 80 percent of the Black Earth Creek is from groundwater discharge. Several of the springs that discharge directly into the Creek have flow rates in excess of 2000 gallons per minute, or .466 cfs. The remaining 20 percent of the flow is from surface water runoff.

Map 2: Agricultural, Open Space, and Environmental Corridors includes a red contour line that is the Three Year Ground Water Capture Zone. Because the Cross Plains creeks are largely spring fed, it is important to protect the surrounding groundwater from depletion or contamination. Water that is absorbed into the ground near the creeks will eventually reach the creeks, and water that is absorbed into the ground inside the three year capture zone is likely to reach the adjacent creek within three years. It is especially important to prevent groundwater contamination in these areas because of the direct and near-immediate impact on the creeks.

Floodplains

Extensive flood hazard areas are located along both the Black Earth Creek and Brewery Creek. The *Federal Emergency Management Agency* defines floodplains as "Any land area susceptible to being inundated by floodwaters from any source." The 100 year flood area, where the flooding probability is greater than 1 percent in any given year, is generally restricted to no development by State Statute-authorized local zoning.

Wetlands

The *U.S. Fish and Wildlife Service* defines wetlands as follows:

A wetland is defined by the Cowardin classification system as lands transitional between terrestrial and aquatic systems where the water table is usually at or near the surface off the land and is covered by shallow water. For purposes of this classification, wetlands must have one or more of the following three attributes: (1) at least periodically, the land supports predominantly hydrophytes, (2) the substrate is predominantly undrained hydric soil, and (3) the substrate is non-soil and is saturated with water or covered by shallow water at some

[1] WISDNR; Black Earth Creek Watershed (LW17)

time during the growing season of each year." The definition section of the Cowardin et al. paper states that "The primary objective of this classification is to impose boundaries on natural ecosystems for the purposes of inventory, evaluation, and management."

The US Army Corps of Engineers (Corps) and the US Environmental Protection Agency define wetlands as follows:

Those areas that are inundated or saturated by surface or ground water at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include swamps, marshes, bogs, and similar areas. Wetlands are areas that are covered by water or have waterlogged soils for long periods during the growing season. Plants growing in wetlands are capable of living in saturated soil conditions for at least part of the growing season. Wetlands such as swamps and marshes are often obvious, but some wetlands are not easily recognized, often because they are dry during part of the year or "they just don't look very wet" from the roadside. Some of these wetland types include, but are not limited to, many bottomland forests, pocosins, pine savannahs, bogs, wet meadows, potholes, and wet tundra. The information presented here usually will enable you to determine whether you might have a wetland.

Woodlands

Woodlands in the Village of Cross Plains area are generally located outside the Village limits. While there are spots of wooded lands in the Village limits, these are generally located on steep slopes that cannot be developed, or on hilltops. Outside of the Village limits, there are many wooded areas that contribute to the natural beauty of the area, and are a major attraction for existing and new residents, as well as visitors.

Steep Slopes

Typical definitions for steep slope in Wisconsin vary from 12 percent to 20 percent (and greater). Increased slope provides a number of development-related concerns and difficulties. A significant concern is that developments on steep slopes increase erosion and stormwater runoff. This is problematic as it can adversely affect water quality as debris and excess sediment is deposited into surface and groundwater. Steep slopes are also generally less suitable for septic systems. It is broadly recommended that areas identified as having a slope in excess of 12 percent be avoided for development. If development is to happen on these areas, it is recommended that the developer prepare detailed erosion controlled plans.

Rare Species Occurrences/Wildlife Habitat

There are a number of rare, threatened or endangered species found in the Cross Plains area. A list of all threatened or endangered species in Dane County can be found in Figure 9.

Figure 9: Threatened and Endangered Species of Dane County

PLANTS

Common Name	Species Name	Wisconsin Status[1]
American Fever-Few	*Parthenium integrifolium*	Threatened
Hairy Wild-Petunia	*Ruellia humilis*	Endangered
Hill's Thistle	*Cirsium hillii*	Threatened*
Kitten Tails	*Besseya bullii*	Threatened
Large Water-Starwort	*Callitriche heterophylla*	Threatened
Pale False Foxglove	*Agalinis skinneriana*	Endangered*
Pale Green Orchid	*Platanthera flava var herbiola*	Threatened
Pale-Purple Coneflower	*Echinacea pallida*	Threatened
Pink Milkwort	*Polygala incarnata*	Endangered
Prairie Bush Clover	*Lespedeza leptostachya*	Endangered**
Prairie Indian Plantain	*Cacalia tuberosa*	Threatened
Prairie Milkweed	*Asclepias sullivantii*	Threatened
Prairie Parsley	*Polytaenia nuttallii*	Threatened
Prairie White-Fringed Orchid	*Platanthera leucophaea*	Endangered**
Purple Milkweed	*Asclepias purpurascens*	Endangered
Rough Rattlesnake-Root	*Prenanthes aspera*	Endangered
Roundstem Foxglove	*Agalinis gattingeri*	Threatened
Sheathed Pondweed	*Potamogeton vaginatus*	Threatened
Small Skullcap	*Scutellaria parvula var parvula*	Endangered
Small White Lady's-Slipper	*Cypripedium candidum*	Threatened
Sticky False-Asphodel	*Tofieldia glutinosa*	Threatened
Tussock Bulrush	*Scirpus cespitosus var callosus*	Endangered
Wild Hyacinth	*Camassia scilloides*	Endangered

ANIMALS

Common Name	Species Name	Wisconsin Status[1]	Taxa
Giant Carrion Beetle	*Nicrophorus americanus*	Endangered**	Beetle
American Peregrine Falcon	*Falco peregrinus anatum*	Endangered**	Bird
Barn Owl	*Tyto alba*	Endangered	Bird
Bell's Vireo	*Vireo bellii*	Threatened	Bird
Cerulean Warbler	*Dendroica cerulea*	Threatened*	Bird
Loggerhead Shrike	*Lanius ludovicianus*	Endangered*	Bird
Regal Fritillary	*Speyeria idalia*	Endangered*	Butterfly
Black Redhorse	*Moxostoma duquesnei*	Proposed End.	Fish
Blue Sucker	*Cycleptus elongatus*	Threatened*	Fish
Paddlefish	*Polyodon spathula*	Threatened*	Fish
Pugnose Shiner	*Notropis anogenus*	Threatened	Fish
Speckled Chub	*Macrhybopsis aestivalis*	Threatened	Fish
Starhead Topminnow	*Fundulus dispar*	Endangered	Fish
Striped Shiner	*Luxilus chrysocephalus*	Endangered	Fish

Common Name	Species Name	Wisconsin Status[1]	Taxa
Blanchard's Cricket Frog	*Acris crepitans blanchardi*	Endangered	Frog
A Prairie Leafhopper	*Polyamia dilata*	Threatened	Insect
Red-Tailed Prairie Leafhopper	*Aflexia rubranura*	Endangered*	Insect
Western Slender Glass Lizard	*Ophisaurus attenuatus*	Endangered	Lizard
Silphium Borer Moth	*Papaipema silphii*	Endangered	Moth
Buckhorn	*Tritogonia verrucosa*	Threatened	Mussel
Bullhead	*Plethobasus cyphyus*	Endangered	Mussel
Butterfly	*Ellipsaria lineolata*	Endangered	Mussel
Ellipse	*Venustaconcha ellipsiformis*	Threatened	Mussel
Higgins' Eye	*Lampsilis higginsi*	Endangered**	Mussel
Monkeyface	*Quadrula metanevra*	Threatened	Mussel
Rock Pocketbook	*Arcidens confragosus*	Threatened	Mussel
Winged Mapleleaf	*Quadrula fragosa*	Endangered**	Mussel
Yellow Sandshell	*Lampsilis teres anodontoides*	Endangered	Mussel
Eastern Massasauga	*Sistrurus catenatus catenatus*	Endangered*	Snake
Blanding's Turtle	*Emydoidea blandingii*	Threatened*	Turtle
Ornate Box Turtle	*Terrapene ornate*	Endangered	Turtle

NATURAL COMMUNITIES

Important examples of the following natural community types have been found in Dane county. Although communities are not legally protected, they are critical components of Wisconsin's biodiversity and may provide the habitat for rare, threatened and endangered species.

Alder Thicket
Bat Hibernaculum
Bog Relict
Calcareous Fen
Cedar Glade
Dry Cliff
Dry Prairie
Dry-Mesic Prairie
Emergent Aquatic
Ephemeral Pond
Floodplain Forest
Lake--Deep, Hard, Seepage
Lake--Shallow, Hard, Drainage
Lake--Shallow, Hard, Seepage
Lake--Soft Bog
Mesic Prairie Mussel Bed
Northern Wet Forest
Oak Barrens
Oak Opening
Open Bog
Shrub-Car

[1]Wisconsin Status:

- Endangered: continued existence in Wisconsin is in jeopardy.
- Threatened: appears likely, within the foreseeable future, to become endangered.
- Special Concern: species for which some problem of abundance or distribution is suspected but not yet proven. (these were omitted from this list due to space constraints)

Rule: protected or regulated by state or federal legislation or policy; neither endangered nor threatened.
* indicates: A candidate for federal listing.
** indicates: Federally Endangered or Threatened.

Parks and Open Space Plan

The Village updated its Parks and Open Space Plan in October of 2007. The Plan lists a series of objectives and policies which should be utilized when making decisions about parks and open space improvements.

Proposed Trails

Proposed trails are identified on Map 2: Agriculture, Open Space, and Environmental Corridors to assist Village decision makers, as well as other citizens and organizations, with the long-term creation of a network of trails to serve not only Village residents, but also visitors. These trails would make up an internal network in the Village and also provide connections for the County planned trail from Madison to Mazomanie.

Ice Age Trail Corridor

The Ice Age Trail Corridor, as identified on Map 2, is part of a thousand-mile National Trail tracing Ice Age formations across the State of Wisconsin. This corridor has been identified by the Ice Age Park and Trail Foundation and is designed to protect critical natural features that make up the Ice Age Trail. Development proposals within the identified Ice Age Trail Corridor will be carefully scrutinized by the Village. One condition of approval may be the requirement of a trail dedication through any lands set aside for development. This dedication is meant to ensure that a trail is set aside for use by all residents and visitors to the area so that they may experience the natural splendor of the Ice Age Trail Corridor.

Water Quality Corridor (West of existing Village limits)

The Water Quality Corridor identified to the west of the Village is generally bounded by CTH KP and USH 14. This area, as outlined on Map 2: Agricultural, Open Space, and Environmental Corridors, is identified for preservation. The Village will oppose any developments proposed for this corridor, excepting those that are in support of existing agricultural operations.

Water Quality Corridor (East of existing Village limits)

The Water Quality Corridor identified to the east of the Village makes up a large portion of the Black Earth Creek Watershed. This area is roughly defined by CTH P heading south of the Village and the northern border of the Black Earth Creek Watershed as shown on Map 2. The Village will strongly scrutinize any development proposal in this area to ensure that it does not adversely impact the Black Earth Creek or the Village's water supply. Developments will be required to maintain storm water at pre-development levels, while also addressing thermal discharge.

Water Quality Corridor for Stream Protection

Village policy is to regulate development within close proximity to navigable streams in order to assure recharge of the groundwater that supports the streams and in order to minimize water quality degradation due to storm runoff. This will be accomplished by creating a water quality corridor zoning overlay district for newly annexed lands providing for two levels of protection, depending upon the proximity of lands to the streams.

The first level of protection is the creation of buffer zones in which no development other than parks and Village utility facilities will be allowed. The buffer zones are:

- 300 feet from the centerline of streams that are classified as "outstanding resource waters" by the Department of Natural Resources, which includes Black Earth Creek east of the wastewater treatment plant,

- 200 feet from the centerline of streams that are classified "exceptional waters" by the Department of Natural Resources, including Garfoot Creek and Black Earth Creek west of Wastewater Treatment Plant, and
- 150 feet from the centerline of all other streams, including Brewery Creek and the Swanson Swamp drainage.

Undeveloped areas already within the Village limits will be controlled by the Erosion Control and Stormwater Management Ordinance, with no specific buffer, but with development plans for these areas being reviewed to accomplish as much protection as possible.

The second level of protection is for areas extending from the outside edge of the buffer to a point 1,500 feet from the centerline of the streams. In these areas the overlay district will provide that development can occur only if 100 percent of the pre-settlement infiltration is achieved, and the mappable impervious surface area of the development must be lower than 20 percent of the total area.

Steep Slopes

Existing Village policy, prior to *Plan* adoption, is to prohibit development on slopes greater than 20 percent. (A 20 percent slope is defined as beginning and ending at the upper end of a 10 foot vertical rise in a horizontal distance of 50 feet.) Development is also prohibited within 150 feet above the point where the 20 percent slope ends.

Public Lands

Existing and Proposed Public Lands are shown on Map 2. These lands are identified for use as public spaces.

Prime Farmland

Most of the prime farmland around the Village is located within the Water Quality Corridors.

Natural Resource Goals, Objectives, and Policies

Goal:

1. Preserve natural features and amenities and conserve natural resources for the benefit of present and future generations.

Objectives:

1. Protect shore land, floodplain, and wetland areas associated with Black Earth Creek, Brewery Creek, and important groundwater and surface runoff capture zones as indicated on Map 2: Agricultural, Open Space, and Environmental Corridors.
2. Protect the natural balance of the Black Earth Creek water system in a manner that enhances its educational and recreational value as one of the most naturally productive trout streams in Wisconsin.
3. Ensure that new developments minimize and mitigate the impact of development in defined environmental corridors.
4. Work with Dane County, neighboring municipalities, state and federal agencies and property owners to prevent erosion problems and reduce storm water runoff.
5. Require the use of methods that prevent soil erosion and reduce stormwater runoff on all developments or operations that could discharge sediment to Black Earth Creek and its tributaries.
6. Maintain and restore the natural vegetation along undeveloped stream banks and floodplain areas.
7. Maintain the Village sewer treatment system in a manner that least impacts the stream water quality. Discourage the use of septic systems in areas that could pollute groundwater discharging into the stream.

8. Continue to protect steep slopes and hilltops from disruption as development occurs.
9. Work with the Ice Age Park and Trail Foundation to establish a trail segment through the Village of Cross Plains.
10. Work to provide adequate and sufficient ground water supplies by minimizing impermeable surfaces and aiding stormwater infiltration within water recharge zones of contribution.
11. Encourage improvements in clean air quality by decreasing reliance on automobiles, preservation of wildland and woodland areas, and community education on clean air.
12. Require abandonment of unpermitted, existing private wells.

Policies:

1. Development proposals within the Village of Cross Plains corporate limits or the 1.5 mile extraterritorial authority zone shall not be approved unless in compliance with the Village's of Cross Plains regulatory tools including but not limited to the Zoning Ordinance, Land Division Ordinance, Erosion, Sediment and Water Runoff Control Ordinance, Official Map, and Map 2: Agricultural, Open Space, and Environmental Corridor in this *Plan*.
2. All new development projects shall include Village-approved stormwater management facilities.
3. All site plans, preliminary plats, and certified survey maps shall accurately depict all environmental corridors and natural resource elements (e.g. wetlands, floodplains, steep slopes, drainageways, etc.) found on the site.
4. Carefully review development proposals within the Ice Age Trail Corridor on Map 2 for potential trail right of way dedication.
5. New development projects will be required to maintain storm water levels at their pre-development rate before, during, and after site development.
6. Continue to ensure compliance with the Village's steep slope and hilltop ordinance as development occurs.
7. Continue to maintain the Village sewer treatment system and monitor it for impacts on water quality in surrounding water resources.
8. Update Village policies regarding the development of septic systems around sensitive groundwater recharge areas.
9. Review the Village's wellhead protection plan and update as appropriate.
10. Continue to work with the Wisconsin Department of Natural Resources and Dane County Land Conservation to ensure that existing ordinances are updated as needed to protect the Black Earth Creek.
11. Identify those forests, hilltops, and hillside areas that the Village wishes to preserve. Work with non-governmental organizations (Natural Heritage Land Trust, Nature Conservancy, etc.) to identify lands for preservation and pursue their protection. See Utilities and Community Facilities chapter for detailed policies.
12. Coordinate efforts to protect critical natural resource areas, endangered species, and wildlife habitat with non-governmental organizations and State and Federal bodies.
13. Continue to maintain and enhance the Village trail, sidewalk, and bike system as an alternative to automobile transportation.
14. Discourage the establishment of new mineral extraction operations within the Village limits, except where they are associated with a development project on the same site and are operated according to safe and clean standards.

Natural Resources Programs and Recommendations

The Village and surrounding area contain outstanding natural resources that will require concerted, on-going, and coordinated efforts to maintain and enhance, including the following efforts.

Protect Environmental Corridors

Environmental corridors are important elements of the natural resource base. They help create the form and character of the Village. They have environmental, ecological, passive recreational, storm water management, groundwater protection and recharge, erosion control, wildlife, timber, and scenic value. Environmental corridors also have severe limitations for development; therefore, minimizing development in these areas also protects private property.

For the Village, environmental corridors are shown on Maps 2 and 4a and 4b. On Map 2 the Environmental Management Corridor includes sensitive environmental areas surrounding Black Earth Creek. On Maps 4a and 4b Environmental Corridors represent the composite of adopted floodplain, wetland, steep slope (greater than 20 percent), and drainageway and waterway buffer areas.

Existing development and farming uses should be allowed to continue within mapped environmental corridors, but some improvements may be limited. New buildings that do not replace old buildings and significant expansions to existing building footprints should not be allowed, unless the environmental corridor boundary is determined to be in error or environmental protection laws are otherwise followed. Environmental corridors should also be maintained of sufficient width and ground cover to provide movement of wildlife and fulfill their other functions. Maintained lawns and formal landscaping within environmental corridors are strongly discouraged.

Maintain and Protect Water Quality

The Black Earth Creek and Brewery Creek are key natural features in the Village, forming the backdrop for much of the development and activity in the community. General recommendations designed to support the objectives of protecting the quality of the Village's water resources are offered below.

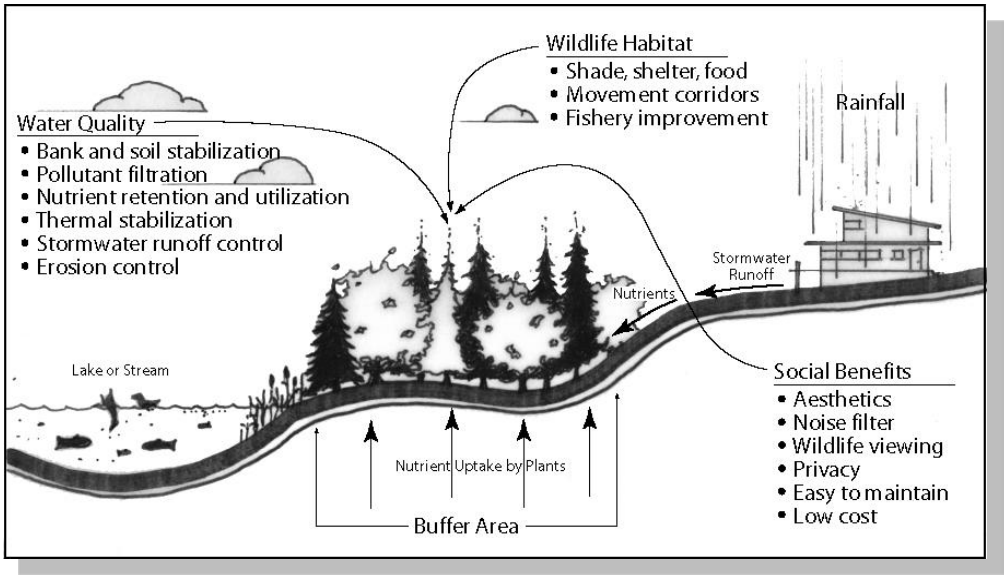
Vegetative Buffers

Vegetative buffers between developed areas and water bodies provide many benefits, including the protection of water quality, flood control, stream bank stabilization, water temperature control, and room for lateral movement of stream channels. Trees and shrubs retained in buffer areas provide the benefit of buffering noise from watercraft, providing privacy to residents, and serving as nesting areas for songbirds.

The Village intends to work with the WisDNR and other appropriate organizations to identify areas along undeveloped streams and floodplains that could have natural vegetation restored and coordinate natural vegetation restoration with the Parks and Recreation Committee. The Village will also review and update municipal ordinances to ensure that natural vegetation is protected and restored along stream banks and in floodplains and to require preservation of buffer strips and drainage ways in a natural state.

The following buffering techniques illustrated in Figure 10 can maximize water quality protection, habitat, and erosion control benefits in buffer areas around creeks in the Village, particularly in areas that currently have limited development (i.e., lands not yet in the Village).

Figure 10: Example of Vegetative Buffer



Erosion Control and Storm Water Management Plans

The Village will help ensure erosion control and storm water management techniques for protection and continued improvement of its water quality. Unmanaged construction sites are one of the greatest contributors to off-site sediment runoff. Under Wisconsin law, erosion control plans are required for all construction sites over 1 acre in area. Erosion control techniques include silt fencing, minimizing disturbed areas, and quickly reestablishing vegetation. The Village will continue to coordinate with Dane County, neighboring communities, property owners, Federal agencies and the WisDNR to identify and address erosion problems. The Village will also review and update, as appropriate the Erosion, Sediment, and Water Runoff Control Ordinance.

In particular, storm water management and erosion control systems will be components of all planned new development areas, including subdivisions and commercial projects following the Village's Storm Water Management Plan. Storm water management techniques include natural drainage swales and retention and detention basins. These techniques control the quantity and improve the quality of water run-off during storms and enhance groundwater recharge, which is particularly critical near waterways such as Black Earth Creek. The Village may consider establishing a storm water utility, as recommended in the Storm Water Management Plan.

Protect Groundwater Quantity and Quality

Groundwater is the source for all of the Village's drinking water supply. If groundwater is removed from an aquifer more quickly than it is recharged, the amount of water available in the aquifer is reduced. This situation is becoming an increasing concern in neighboring counties. In addition, groundwater recharges local rivers and streams. For these reasons, groundwater protection is critical. This *Plan* supports several efforts to protect groundwater quality and quantity, including the following:

- Carefully consider and study new development in areas susceptible to groundwater contamination. The Village should consider limiting the location of additional commercial and industrial uses with the potential to emit pollutants into the soil or groundwater in portions of the Village more highly susceptible to groundwater contamination. In particular, precautions should be used in siting gas stations or other uses that store fuel or other potential contaminants. The Village may also wish to work with existing

business owners on plans to minimize the potential and severity of spills that may otherwise cause future contamination.

- Remain informed and involved in decisions pertaining to high-capacity wells. Permits for high capacity wells (those withdrawing more than 100,000 gallons per day) must be registered with and permitted by WisDNR. The DNR will not approve wells that impair public water utility supplies. Wells drawing more than 2 million gallons per day are evaluated in terms of whether they impair public water rights, future water use plans, or cause adverse groundwater effects. The DNR also has authority to deny a request for a high-capacity well should it assess the environmental impacts as significant to outweigh the benefit. Should potential new sites be proposed in the Cross Plains area over the planning period, the Village should remain informed and involved in any WisDNR decisions regarding high-capacity well decisions. One way to stay involved in through regular communication and providing public comment during Environmental Impact Statement review periods. The Village could also consider participating in cooperative groundwater management plans with municipalities, industries, local and regional planning agencies, and State agencies where appropriate, should special groundwater protection priority areas be delineated in the future.
- Partner with property owners in the identification, assessment, remediation, and reuse of "brownfield" sites. These sites have the potential to contaminate groundwater. Significant State and federal dollars are now available for brownfield assessment, planning, and clean-up in advance of redevelopment. The Village should continue to be active in identifying and helping to clean up and restore to economic use those sites that contain soil contamination. See Chapter Seven: Economic Development, for more specific strategies.

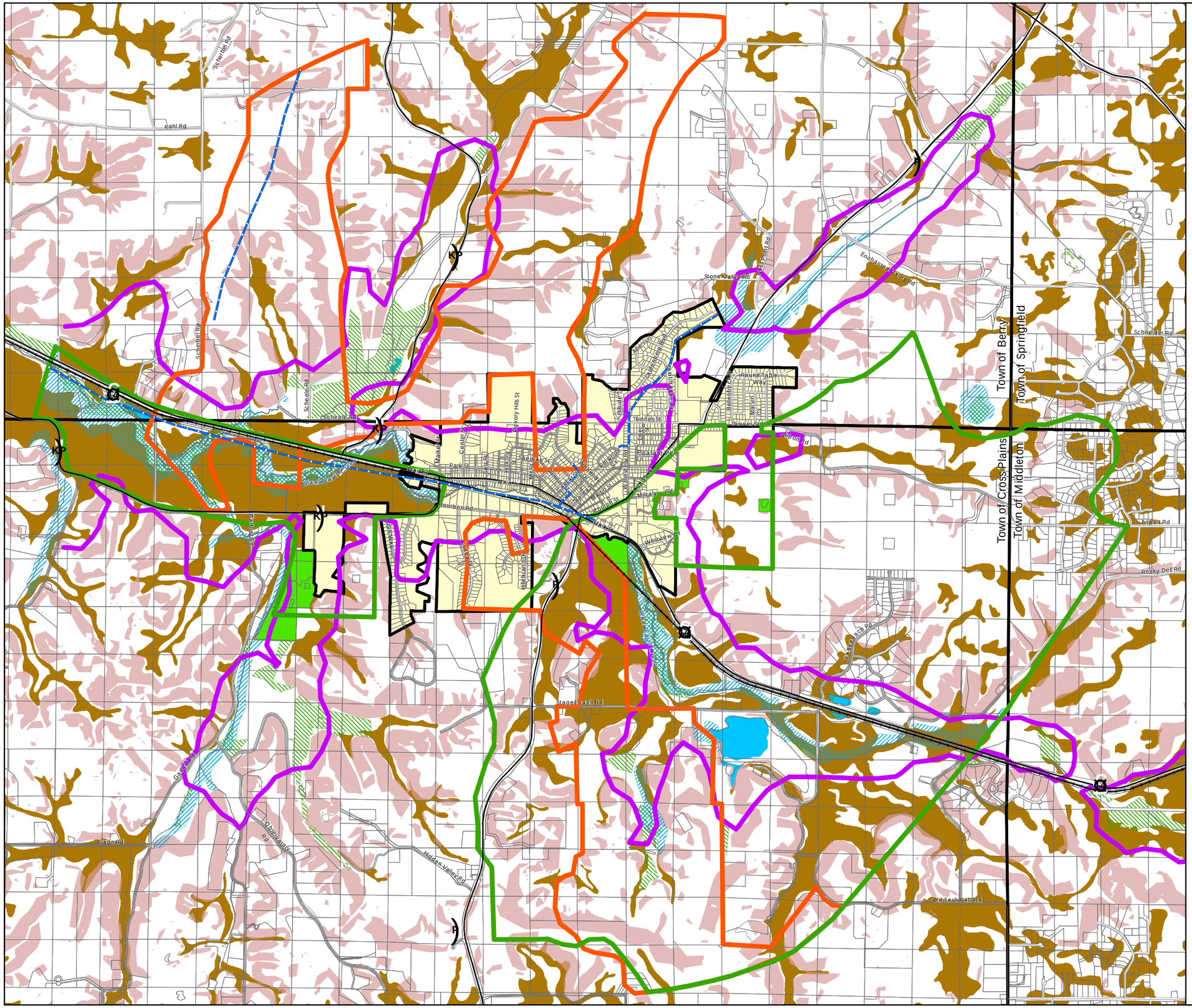
Continue to Work toward Establishing a Segment of the Ice Age Trail

Map 2 identifies an Ice Age Trail Corridor northeast of Cross Plains. The Ice Age National Scenic Trail is a thousand-mile footpath entirely within Wisconsin that celebrates the legacy of the Ice Age. Figure 11 depicts the general trail route through the state. Diverse geological features along the Trail rank among the finest examples of continental glaciation anywhere in the world. The Village intends to work with the Ice Age Park and Trail Foundation to develop a trail within the corridor on Map 2.

Figure 11: Ice Age Trail Route

Village of Cross Plains Comprehensive Plan

Map 2: Agricultural, Open Space, and Environmental Corridors


Town of Berry
Town of Springfield
Town of Cross Plains
Town of Middleton
Schneider Rd
Kahl Rd
Scheele Rd
Stone Valley Rd
Enchanted Valley Rd
Hill Point Rd
Round Table Way
Thunder St
Clifton Rd
Park St
Bourbon Rd
Cross Plains
Glacier Creek
Glacier Ridge
Glacier Valley
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Cultural Resources

Cultural Resources Inventory

Historic Resources

The Wisconsin Architecture & History Inventory, part of the Wisconsin Historical Society lists 14 properties that may be of historic significance within Cross Plains. These are shown in the figure below. Overall, the Village has a wide variety of architectural styles, ranging from late 19th Century Queen Anne-style homes, to modern multi-unit condominium-style apartment buildings. The older neighborhoods located along Main Street contain a variety of housing and business building styles and materials, while the newer subdivisions contain mostly large single-family homes with aluminum siding or brick veneer.

CULTURAL RESOURCE RECOMMENDATIONS SUMMARY

- Continue historic renovations to existing buildings that enhance the character of the downtown.
- Continue to support and expand existing events and explore new events such as a Black Earth Creek festival.
- Improve community image through amended regulation and supporting aesthetic improvements by property owners.

Figure 12: Cross Plains Properties on the Wisconsin Architecture and History Inventory

Ahi#	Location	Historic Name
4787	2204 Brewer Road	St. Martin's Lutheran Church
5303	2100 American Legion Drive	
5304	East side of Brewery Road, 0.1 miles north of Thinnes Road	Esser Brewery
5305	2219 Church Street	Baer Residence
5306	2828 Church Street	
5307	2917 Church Street	
5308	2924 Church Street	Dresen's Bar
5309	2929 Church Street	Brunner's Store
5310	North end of Church Street	St. Francis Xavier R.C. Church Rectory
5311	1202 Main Street	Hotel and bar
5312	1214 Main Street	
5313	1909 Main Street	Dahmen Building
5314	2220-2222 Main Street	Old Opera House

Source: Wisconsin Historical Society

The Cross Plains – Berry Historical Society preserves the history of the Village of Cross Plains and the townships of Cross Plains and Berry. Museum collections include photographs, family histories and artifacts housed in the basement of the old St. Martin's Church. This building, located at 2204 Brewery Road, Cross Plains, has been a landmark in the areas since 1886. The museum is open by appointment.

The Wisconsin Alliance of Artists and Craftspeople, a non-profit corporation formed to promote the visual arts in the state and to develop direct contact between Wisconsin artist and craftspeople and the public, is located in Cross Plains.

Community Design

The Village of Cross Plains currently has a subdivision ordinance in place. This ordinance (Ordinance No. 4-94B) covers land divisions, the platting process, Certified Survey Maps (CSM's), Comprehensive Development Plans, Design Standards, Improvements, Improvements Procedure, Acceptance of Improvements, Release of Security, Building Permits, Fees, and Variances and Waivers.

Cultural Resources Goals, Objectives, and Policies

Goal:

1. Protect and enhance historic and cultural resources in the Village for the benefit of present and future generations.

Objectives:

1. Maintain and enhance the cultural integrity of the Village through preservation and enhancement of historic, cultural, and archeological resources.
2. Promote the historic Downtown areas as important gathering, working, and living places in the Village.

Policies:

1. Identify and promote local, state, and federal resources that can be used by property owners to maintain and preserve historic sites and structures.
2. Work with the Cross Plains Berry Historical Society to identify historic and cultural resources.
3. Work with owners of historically or culturally significant properties to ensure that they are adequately protected.
4. Encourage property owners of historically significant buildings to utilize State and Federal funds to enhance and maintain their properties.
5. Coordinate efforts to enhance the gateways of the community with the Cross Plains Business Association and other groups.

Cultural Resource Programs and Recommendations

Continue Historic Downtown Renovations

The Village should collaborate with Downtown historic building owners to develop a strategy to restore façades and business signage in accordance with the Cross Plains Main Street Design Guidelines. Tax credits are available to home and business owners for qualifying repair and rehabilitation projects through the Wisconsin Historical Society's Division of Historic Preservation. The Village should also continue to invest in high quality Downtown public infrastructure and take advantage of opportunities to incorporate new infrastructure such as the future Highway 14 reconstruction.

Support and Sponsor Village Events

The Village has an opportunity to bolster the community's pride, cohesiveness, and sense of place by supporting and sponsoring local events and programs that celebrate the history, culture, and values of Village residents. The Village should coordinate with the School District, the Cross Plains Business Association, the Historical Society, churches, and other community groups to help organize these events. The Village and local organizations currently host events such as Trout Day and the Cross Plains World's Fair. In promoting new events as well as already established events, the Village should tap all available regional marketing organizations, publications, and internet-based resources to get the word out to Village residents and to residents of surrounding communities and the region.

The Village intends to promote the Black Earth Creek as a valuable community asset and as a focus of eco-tourism and economic development efforts. The Village could sponsor an annual event to celebrate the Creek. Such an event could include the following types of attractions: educational presentations on water protection, development impacts, or similar topics; kid's activities; t-shirts; refreshments; and special promotions for local businesses. The Village's Park and Recreation Commission should help to organize this event, as well as local recreation groups.

In addition to a community event, the Village will consider conducting an impact study of Black Earth Creek and will continue to coordinate with WNDR to monitor the Creek and its tributaries to ensure that it continues to maintain its Class 1 Trout Stream status.

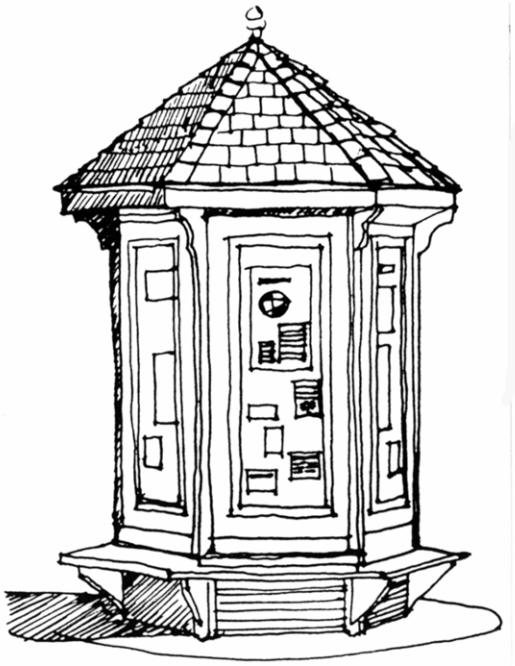
Improve Community Image

Cross Plains' small town atmosphere is one of its greatest assets. As the Village continues to grow and develop into the future, it will be important for the Village to establish and enforce standards that help ensure that it presents a positive image to residents and visitors. Such standards should specifically address aesthetic components of development such as architecture and building materials, the thoughtful integration of open and gathering spaces, and the preservation of attractive community entryways and historic or culturally significant features. The Village has recently developed a Main Street Design Guidelines manual to guide the character of development and redevelopment along Main Street (USH 14).

The Village intends to amend its signage, landscaping, outdoor storage, and building design regulations so that new development throughout the entire community will be more sensitive to visual quality. The Village will also encourage persons owning developed property along major community entryways to improve the aesthetic quality of their properties by screening parking areas, landscaping street terraces and yards, reducing the number and size of signs, eliminating outdoor storage, and planting flower beds.

Design and Install Community-Wide Signage and Streetscaping Features

The Village, the Chamber of Commerce, and other community organizations will work together to identify a design theme for wayfinding signage; streetscaping features such as shade trees, lighting, banners, benches, and trashcans. This theme should be based on the recommendations of the Cross Plains Main Street Design Guidelines manual. A unified design theme will help enhance the community's sense of place and character; and, the installation of wayfinding signage will help direct people to key destinations in the Village, such as the downtown, the library, schools, H.M. Zander Community Nature Park, and other parks and conservancy areas. In addition, the Village may also construct a kiosk in the downtown that displays Village maps and other materials on upcoming Village or regional events, community news, and promotional materials for local businesses. The Village intends to explore potential funding options for these initiatives.



In conjunction with these projects, the Village, working with the Chamber of Commerce, School District and other groups, will also explore different options for a community logo that can be used on marketing materials, signage, and the Village's website.

Chapter Three: Land Use

This chapter is intended to guide land use decision-making in the Village. Long-range land use planning allows municipalities to guide development and redevelopment in a manner that maintains community character and protects sensitive environmental features.

This chapter contains a compilation of background information, goals, objectives, policies, and recommended programs to guide the future preservation and development of public and private lands in the Village of Cross Plains. It includes maps showing existing land uses and recommended future land uses.

LAND USE RECOMMENDATIONS SUMMARY

- Follow the recommendations shown in Maps 4a and 4b when making land use decisions.
- Promote compact residential neighborhoods to better manage the rate of community expansion, preserve farmland, maximize developable land, and protect natural resources.
- Enhance the character of the Main Street corridor by encouraging compatible new development and redevelopment.
- Use intergovernmental discussions and extraterritorial authorities to direct intensive new development such as subdivisions, commercial, and industrial development into the Village.
- Modify local land development ordinances where necessary to implement recommendations in this Plan, minimize potential land use conflicts, guide growth and development, and ensure high-quality site development.

Existing Land Use

Existing Land Use Categories

An accurate depiction of the existing land use pattern is the first step in planning for the desired future land use pattern. The set of categories below was used to prepare the existing land use map for the planning area (Map 3).

- **Agriculture/Rural:** Areas proposed for maintenance and protection as croplands, pasture, forested lands or other recognized agricultural activity. This includes provision of residential uses for the owner/tenant. Residential uses are restricted to one unit per 35 acres.
- **Single Family Residential - Exurban:** Single-family detached residential development served by individual on-site wastewater treatment (septic) systems.
- **Single Family Residential – Urban:** Single-family detached residential development served by a public water and sanitary sewer system.
- **Duplex Residential:** Areas designated for residential structures meant for occupancy by two families in two separate dwelling units. Density limits are generally established by the plan committee. This area could include condominiums, rental units, owner-occupied units, or redevelopment of existing housing into duplexes.
- **Multi-Family Residential:** Areas designated for residential structures meant to be occupied by more than two "family" units, and usually having several units per structure. This area includes rental apartments and owner-occupied condominiums.
- **Commercial:** Areas designated for development or redevelopment as retail, sales, service, office, recreational or residential uses. Access to these developments is available by walking or bicycle in addition to car traffic. These areas also include smaller shops, restaurants, and offices.
- **Government/Institutional:** Areas of governmental, educational, religious, or medical property uses. Other quasi-public organizations such as public utility facilities are included in this category.
- **Industrial:** Areas designated for manufacturing, warehousing, and uses which may require outdoor storage of materials, product or machinery. Industrial lands generally have moderate development standards and each parcel in an industrial setting should have a minimum size requirement.

- **Extraction:** Quarries, gravel pits, clay extraction, peat extraction and related land uses.
- **Vacant:** Open lands and vacant parcels.
- **Parks:** Areas designated as public access recreational areas. These areas may include natural areas, playgrounds, picnic areas, or other facilities to be enjoyed by the general public. This category does not distinguish "ownership" by governmental jurisdiction (Village, Town, County, State, or Federal).
- **Woodlands/Open Space:** Areas on the existing land use maps, identified during the planning process as being predominantly tree covered so as to create a closed canopy over a significant geographic area.
- **Detention/Infiltration:** Areas used for stormwater detention and infiltration.
- **Surface Water:** Existing navigable waters as identified on the USGS maps. Water areas include lakes, ponds, rivers, streams, creeks or any permanent bodies of water.
- **Right-of-Way:** Areas used for or owned by public transportation agencies.

Existing Land Use Pattern

An accurate depiction of the Village's *existing* land use pattern is the first step in planning for a desired *future* land use pattern. The Village's consultant prepared a map of the Village's existing land uses. Village staff and officials had an opportunity to review and suggest corrections to the existing land use map before it was finalized.

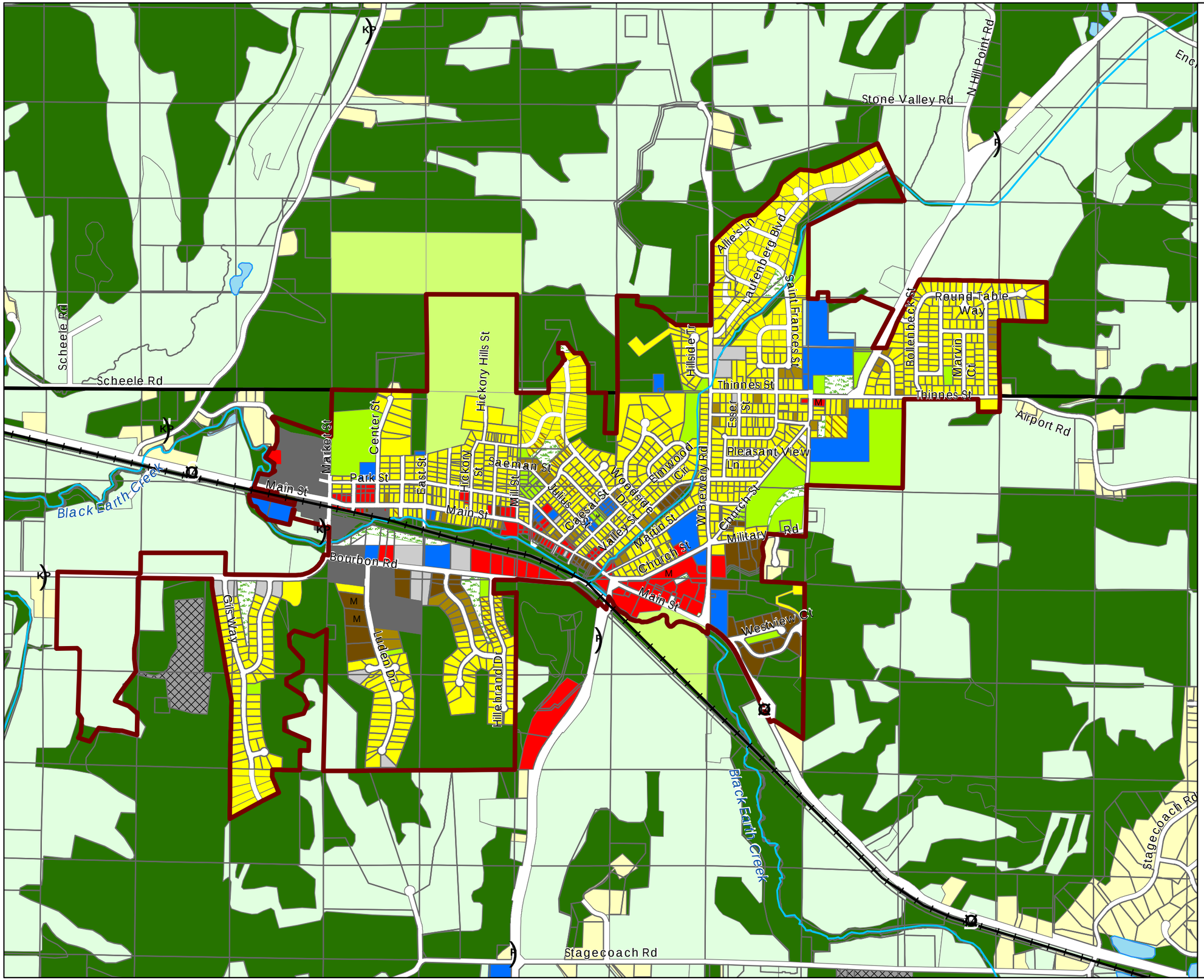
Figure 13 shows acreages for existing land uses within the village limits in 2005. As indicated, single-family residential is the primary land use with 32.4 percent (325.4 acres). The second leading land use is currently open space, with 256.6 acres (25.5 percent). Transportation is currently the third most prevalent land use (151.2 acres).

Figure 13: Existing Uses, 2005

Land Use Type	Acres	Percentage
Agriculture	64.4	6.4%
Commercial	29.2	2.9%
Gov/Institutional	73	7.3%
Industrial	29.8	3.0%
Open Space	256.6	25.5%
Parks and Rec	25.6	2.5%
Res Duplex	18.6	1.9%
Res Multi-Family	30.9	3.1%
Res Single Family	325.4	32.4%
Transportation	151.2	15.0%
TOTAL	**1004.7**	**100%**

Village of Cross Plains Comprehensive Plan

Map 3: Existing Land Use



Village of Cross Plains Boundary
Town Boundaries
Parcels
Railroads
Surface Water

Single Family Residential-Exurban
Single Family Residential-Urban
Duplex Residential
Multi-Family Residential
Commercial
Government/Institutional
Industrial
Extraction
Vacant
Agriculture/Rural
Conservancy
Parks
Woodlands/Open Space
Detention/Infiltration
Right-of-Way

0 500 1,000 2,000 3,000 Feet

Vandewalle & Associates
Planning - Creating - Rebuilding
© Vandewalle & Associates 2002

Date: June 9, 2008
Sources: Existing Land Use: MSA, V & A
All other data Dane County LIO

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Net Residential Density

In 2000 there were 1,228 dwelling units in the Village on 415.5 acres. This works out to an average residential density of just under three dwelling units per acre.

Nonresidential Intensity

Commercial and Industrial land uses each make up 4 percent of Village land area for a total of less than 8 percent of the acreage in the Village.

Land Market Trends

Trends in the Village of Cross Plains land market suggest increasing land values and lot prices. This reflects the accelerating demand for new development in the area, and the increasing relationship between the Village and surrounding higher-priced markets. The State Department of Revenue reported an increase in the total equalized values of the Village between 2000 and 2005 from $151,886,300 to $296,850,500.

Raw land values have increased in the Cross Plains area over the past several years. New residential lots in the Village sell for approximately $100,000. Land intended for commercial uses sell for between $5.00 and $12.00 per square foot, depending on location.

Building Permits

As depicted in Figure 14, the number of building permits for the Village of Cross Plains has increased steadily since 1998 with a high in 2002 of 52 building permits, 50 of which were residential. Assuming that those units granted permits in 2000 were not counted in the 2000 US Census, total dwelling units increased to about 1,418 through the end of 2004, a 15.5 percent increase in those 5 years. There was an average of 25 permits for single family houses issued between 1998 and 2006.

Figure 14: Recent Building Permits (1998 - 2006)

Building Permits					**Year**				
Use	**1998**	**1999**	**2000**	**2001**	**2002**	**2003**	**2004**	**2005**	**2006**
Residential									
Single-Family	1	10	22	33	49	47	37	23	6
Duplex					1			1	1
Commercial		1			1	1			
Municipal					1*				
Total:	1	11	22	33	52	48	37	24	7

*Fire Station

Source: U.S. Census Bureau

Existing and Potential Land Use Conflicts

Existing land use conflicts in the Village mainly occur where homeowners and businesses have occasional conflicts around the issues of noise and truck traffic associated with USH 14. Proximity near vacant or significantly underutilized buildings—such as the Zander Creamery site—can create challenges to property values and enjoyment of adjacent properties as well. This *Comprehensive Plan* is focused on minimizing potential future land use conflicts though thoughtful placement of possibly conflicting new uses, high quality design, and buffering of possibly conflicting uses.

Projected Demand for Future Land Uses

The interaction of local and regional dynamics will continue to drive population change, household size, the balance of residential and non-residential uses, and the density of development in the Cross Plains area. These factors, in turn, determine the demand for land development. The following calculations assume the average number of persons per household will decrease slightly from 2.56 to 2.5 and the number of houses per acre will increase slightly from 3 to 3.5 through the planning period. The fluctuations in acreage demands are a result of these assumptions.

Because the market for land is not only driven by demand, but is also dictated by the motivations and desires of land owners and developers, it is important to factor in an allowance for uncertainty. In other words, a given parcel of land may not be available for development when the market is ripe for development. Therefore, incorporating a flexibility factor into the projection ensures that the supply of areas designated as appropriate for development will accommodate future demand. These projections utilized a 100 percent flexibility factor (i.e. total projected land use needs were doubled).

Projected non-residential demand will be distributed in 5-year increments as follows. Land in commercial uses are projected increase by 26 acres from 2005 to 2010, 25 acres from 2010 to 2015, 26 acres from 2015 to 2020, 25 acres from 2020 to 2025, and 23 acres from 2025 to 2030 – a total of roughly 125 acres of additional commercial land use demand. Land in industrial uses are projected to increase by 26 acres from 2005 to 2010, 23 acres from 2010 to 2015, 20 acres from 2015 to 2020, 18 acres from 2020 to 2025, and 15 acres from 2025 to 2030 – a total of roughly 103 acres of industrial land uses. These may include some of those uses described on the Future Land Use Map as "Office/Research", "Light Industrial", and "General Industrial." This breakdown of projected commercial and industrial land uses reflects the historic balance of commercial and industrial uses in the Village, with some additional emphasis on commercial uses.

In general, agricultural land in the Village is expected to be an interim use pending development. Agricultural land uses in the Village will decline over the planning period, following current trends of agricultural land conversion in the Village. The amount of land in agricultural uses in the Village is projected to decline by roughly the amount of residential, commercial, and industrial land added to the Village every 5-years. The Village intends to work with neighboring towns to ensure that a significant portion of the land base in the Village's extraterritorial jurisdiction remains rural and in agricultural uses.

Figure 15: Projected Land Use Demand

	2005-2010	2010-2015	2015-2020	2020-2025	2025-2030	Total
Projected Number of New Residents	493	493	493	493	493	2,465
Projected Number of New Housing Units	193	194	196	197	197	977
New Residential Acreage Demand	64	62	61	59	56	302
New Non-Residential Acreage Demand	53	48	46	43	38	227
Land for Roads, Utilities, Stormwater Management, etc.	24	23	22	21	20	110
Flexibility Factor	2.0	2.0	2.0	2.0	2.0	
Total New Residential and Non-Residential Acreage Demand	257	243	237	224	208	1,168

Future Land Use

This section of the *Plan* has the intent of guiding land use and development in the Village through the year 2030. The Future Land Use Map (Maps 4a and 4b) is the centerpiece of this chapter and the *Plan*'s land use direction. Maps 4a and 4b were prepared based on an analysis of a variety of factors, including overall development trends, location and availability of vacant land in the Village, location of areas logical for future development based on existing development, environmental constraints, public and property owner input, and this *Plan*'s overall vision (see Element One: Issues and Opportunities).

The Future Land Use Map and related policies described below should be used as a basis to update the Village's regulatory land use tools, such as the Zoning Map. They should also be used as a basis for all public and private sector development decisions, including those within the Village's extraterritorial jurisdiction. These include annexations, rezonings, conditional use permits, land divisions, extension of municipal utilities, and other public or private investments. Changes in land use to implement the recommendations of this *Plan* will generally be initiated by property owners and private developers. In other words, this *Plan* does not automatically compel property owners to change the use of their land.

Not all land shown for development on the Future Land Use Map will be immediately appropriate for rezoning and other land use approvals following adoption of this *Plan*. Given service demands and other factors, careful consideration to the amount, mix, and timing of development to keep it manageable and sustainable is essential. The Village advocates the phased development of land that focuses growth in areas and types that advance the vision of the community and can be efficiently served with transportation, utilities, public services, and other community facilities.

Wisconsin Statutes specifically allow cities and villages to prepare plans for lands both inside and outside their municipal boundaries—up to the edges of their extraterritorial jurisdictions. To effectively manage growth, this *Plan* identifies desirable land use patterns both within the existing Village limits and in unincorporated areas around the Village. This approach recognizes that Village (and regional) growth and economic health can be either facilitated or impeded by the patterns of growth and preservation in adjacent areas. Not surprisingly, implementing many of the land use recommendations of this *Plan* will be greatly aided by intergovernmental cooperation, with opportunities described more fully in the Intergovernmental Cooperation Element. The Village may also take unilateral action as allowed by law to attempt to carry out its land use vision.

Each of the future land use categories shown on the Future Land Use Map are described below. Each land use category description includes summarizes where that type of land uses should be promoted, the appropriate zoning districts to implement that category, policies related to future development in areas designated by that category, and overall approaches for achieving the Village's overall vision for the future.

Land Use Goals, Objectives, and Policies

Goal:

1. Ensure that the character and location of all types of land uses within the Village contribute to the general health, safety, and welfare of Cross Plains' residents and property owners.

Objectives:

1. Provide for the complete range of land uses in the Village of Cross Plains by designating areas most appropriate for such uses on the Village's Future Land Use Map.
2. Achieve a compact, efficient development pattern in the Village to enhance the provision of municipal services.
3. Ensure that all new development can be adequately served by existing municipal services and facilities before development projects are approved.
4. Through the implementation of comprehensive planning and detailed area plans, work towards achieving the highest and best use of all vacant and underutilized lands and buildings in the Village of Cross Plains.

5. Protect established, viable residential neighborhoods from intrusions by more intensive land uses, such as intensive commercial and industrial uses, through the use or zoning or mitigation measures such as buffer yards, vegetative or structural screening, high quality site planning, sound-proofing, traffic access and control of parking lot lighting are incorporated into the design.
6. Regulate development in areas which may be annexed to the Village as identified for protection in the Water Quality Corridors in order to mitigate impacts on the area streams and maintain or enhance the base flow of those streams.
7. Improve the visual quality and physical design of the Village of Cross Plains by developing and enforcing new signage, landscaping, property maintenance, site plan review, building design, parking and outdoor storage regulations.
8. Consider the visual impacts of developments during the approval process and prevent development on or near slopes and bluffs in and around the Village.
9. Enforce parks and open space requirements for new developments.
10. Encourages cooperative planning with neighboring townships and counties to ensure that urban development is guided to the Urban Service Area and that very low density rural development (one dwelling unit per 35 acres owned and a maximum lot size of 2 acres) is encouraged in areas where municipal sanitary sewer service is not available or authorized.

Policies:

1. Follow the land use recommendations that are mapped and described in this *Plan* when reviewing new rezoning requests and making detailed land use decisions.
2. Guide new development to areas adjacent to existing development and where logical extensions to streets, sewer lines, and water lines may occur.
3. Require annexation prior to urban development to ensure that such development is consistent with Village plans, zoning and subdivision design standards, and Village utility systems.
4. Encourage agricultural preservation and natural resource protection and discourage the development of unsewered subdivisions in areas of the towns within the Village's extraterritorial jurisdiction.
5. Use cooperative planning, extraterritorial zoning and other techniques to direct intensive new development–such as subdivisions, commercial development, and industrial development–to the Village as a way to relieve pressure to develop in the towns.
6. Preserve and enhance the character of the Main Street corridor by encouraging compatible new development and redevelopment.
7. Preserve architecturally, culturally, and historically significant structures, buildings, and sites.
8. Disperse mixed-residential development throughout the Village, rather than creating large concentrations of this type of development in a just a few areas.
9. Ensure that incompatible land uses are not located close to one another, or, where necessary, require adequate buffering between incompatible land uses
10. Promote road and pedestrian connections between existing and new development areas.
11. Adopt and use high-quality standards for building, site, landscape, signage, and lighting design in new development projects.
12. Protect the visual quality of major community thoroughfares by requiring all development and redevelopment along these entry corridors to include site plan and design review.
13. Modify local land development and environmental protection ordinances where necessary to implement the goals, objectives, and recommendations in this *Plan*, minimize potential land use conflicts, guide growth and development, ensure high-quality site development, and adequately protect water quality.

Residential Land Use Categories

Single Family – Exurban

Description

This future land use category is intended for single family residential development on private well and on-site waste treatment (septic) systems, generally at densities between 1 dwelling unit per acre and 1 dwelling unit per 35 acres. This area is mapped in the Village's extraterritorial jurisdiction only, in limited areas where substantial single family residential development of this type has already occurred.

Recommended Zoning

This category is mapped in areas outside the municipal boundary, and is therefore subject to County zoning and/or in the Town of Cross Plains joint extraterritorial zoning and policies.

Policies and Programs

1. Allow land divisions in these extraterritorial jurisdiction areas where applicable zoning and the Village subdivision ordinance allows for them.
2. Consider amending the Village's land division ordinance to limit new development to a density of one residential dwelling unit per 35 acres with a maximum lot size of 2 acres.
3. Require sensitivity towards natural resources and water quality with new development projects, including assurances that concentrations of on-site waste treatment systems will not negatively affect groundwater quality and that stormwater will be properly managed according to best practices.
4. Assure that new development in these areas does not impede the logical future extension of municipal utilities or Village growth.

Single Family – Urban

Description

This future land use category is intended for existing and planned groupings of single-family detached residences that are served by public sanitary sewer and water systems. Small public and institutional uses—such as parks, schools, churches, and stormwater facilities—may also be built on lands within this category. This category is mapped in various parts of the Village of Cross Plains where the desire is to promote or retain single family character.

Recommended Zoning

The Villages R-1 single family zoning district is the most appropriate for areas mapped in this future land use category.

Policies and Programs

1. Future development in this designation will be served by the Village's public sanitary sewer and water systems and comply with the erosion and stormwater management requirements of the Village's subdivision ordinance.
2. Develop new single family residential areas in accordance with carefully-considered development plans including progressive erosion control and stormwater management techniques.
3. Pursue residential infill opportunities where feasible.
4. As maintenance and rehabilitation needs arise, work with the County, State and local lenders to assist homeowners and landlords with rehabilitation projects.
5. Refer to the Housing Element for detailed housing recommendations.

Two-Family/Townhouse

Description

This designation is primarily intended to allow groupings of attached single family residences with individual entries (e.g., zero lot line homes, townhouses, rowhouses, condominiums) and duplexes that are or will be served by public sanitary sewer and water systems. Small public and institutional uses—such as parks, schools, churches, and stormwater facilities—may also be built within this designation, if appropriate zoning is granted as considered on a case by case basis. The Two-Family/Townhouse development is mapped in areas of existing development. A limited amount of Two-Family/Townhouse uses may also be included in portions of new Planned Neighborhoods.

Recommended Zoning

The Villages R-2 two-family zoning district is the most appropriate for areas mapped in this future land use category.

Policies and Programs

1. Incorporate Two-Family/Townhouse residential uses in Planned Neighborhoods.
2. Future development in this designation will be served by the Village's public sanitary sewer and water systems and comply with the erosion and stormwater management requirements of the Village's subdivision ordinance.
3. As maintenance and rehabilitation needs arise, work with the County, State and local lenders to assist homeowners and landlords with rehabilitation projects.
4. Refer to the Housing Element for detailed housing recommendations.

Mixed Residential

Description

This future land use category is intended for a variety of residential units focused on multi-family housing (3+ unit buildings), served by public sanitary sewer and water systems. Single-family detached housing, attached single family residences with individual entries (e.g., townhouses, rowhouses), senior housing, and small public and institutional uses—such as parks, schools, churches, and stormwater facilities—may also be within lands mapped in this category, if appropriate zoning is granted as considered on a case by case basis. Mixed

Residential uses are mapped in existing multi-family development and a limited amount of multi-family housing may also be included in portions of new Planned Neighborhoods.

Recommended Zoning

The Village's RM multiple-family zoning district is the most appropriate district to implement this future land use category.

Policies and Programs

1. Future development in this designation will be served by the Village's public sanitary sewer and water systems and comply with the erosion and stormwater management requirements of the Village's subdivision ordinance.
2. Encourage multiple-family residential building sizes of between 4 and 6 units. In any case, the size of the building shall be in scale with the surrounding neighborhood.
3. Meet minimum site, building, landscape, lighting, and other design standards included in the Housing Element and the zoning ordinance.
4. Discourage large concentrations of multi-family and duplex/townhouse developments. Rather, this type of development should be dispersed throughout Planned Neighborhood areas.
5. Support projects that include a strong program for maintaining the quality, value, and safety of the development over time.

Planned Neighborhood

Description

The Planned Neighborhood future land use category is intended to provide for a variety of housing choices and a mix of non-residential uses such as parks, schools, religious institutions, and small-scale shopping and service areas. They are really a collection of different land use categories listed in this chapter. Planned Neighborhoods should be carefully designed as an integrated, interconnected mix of these use categories. They are by no means intended to justify an "anything goes" land use pattern. Overall, the composition and pattern of development should promote neighborhoods that instill a sense of community with their design.

The Planned Neighborhood concept encourages a mix of Single-Family Residential – Urban, Two-Family/Townhouse Residential, Mixed Residential, Community Facilities, Parks, and Neighborhood Business uses. Maintaining a minimum of 65 percent Single Family Residential – Urban uses has the effect of dispersing higher density development throughout the community and limiting the concentration of any one type of development in any one area. Appropriate commercial uses include neighborhood-oriented shopping opportunities, such as a small grocery store, barber shop, bakery, or pharmacy; smaller employment opportunities (usually located on the edges of these neighborhoods); and educational facilities (usually elementary schools) for area residents. Large areas of Planned Neighborhood area mapped at the edge of the Village.

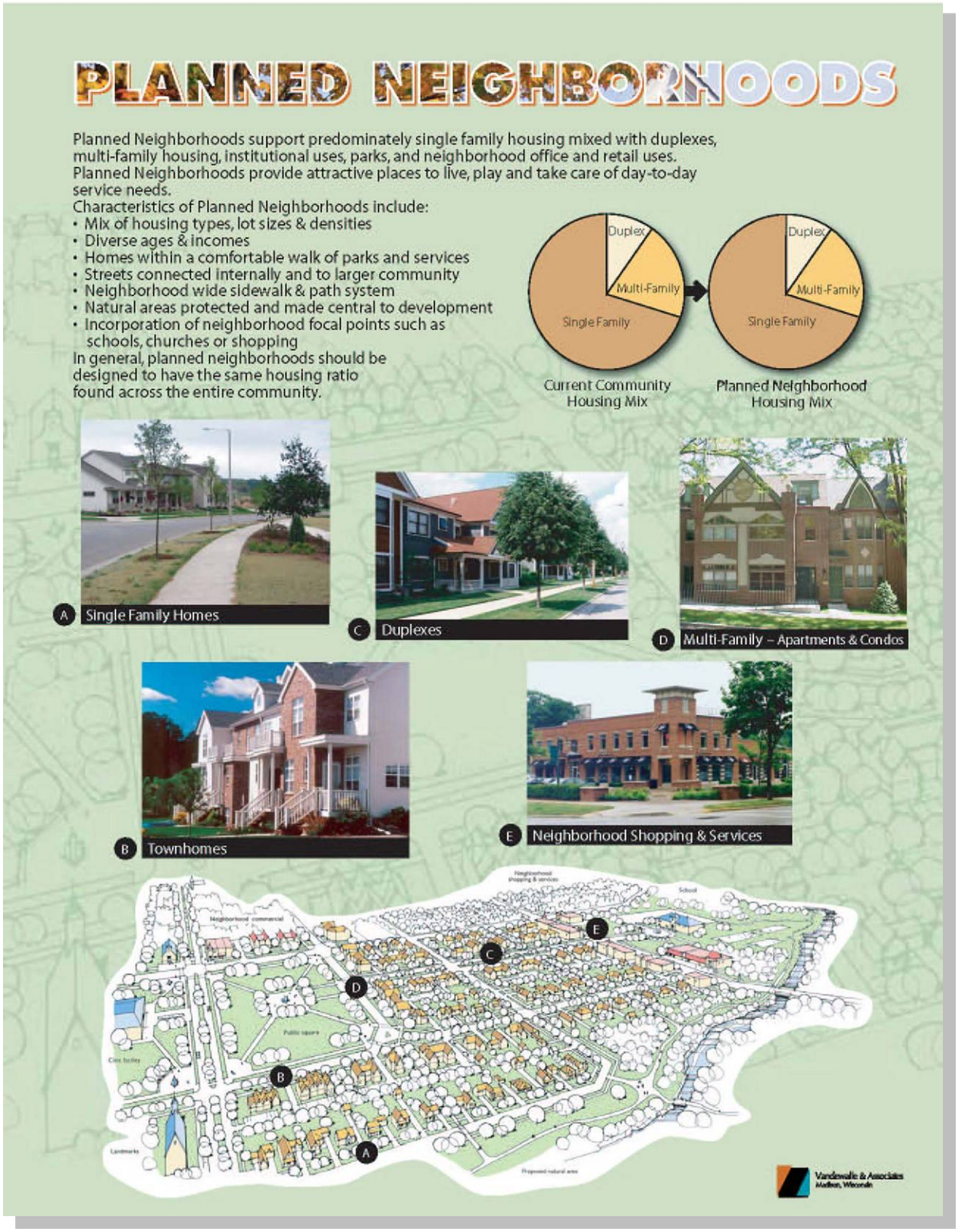
Recommended Zoning

The Village's PDD residential planned development zoning district is the most appropriate district to implement this future land use category.

Policies and Programs

1. Maintain overall residential development densities within Planned Neighborhoods of between 3 and 5 dwelling units per residential acre.
2. Accommodate a mixture of housing types, costs, and densities, while maintaining the predominance of single-family housing in the community. In Planned Neighborhoods, seek a housing mix where not less than 65 percent of all housing units are in single family detached residences, with a maximum of 15 percent of units in two-family dwellings and a maximum of 20 percent of units in multiple family dwellings.
3. Future development in this designation will be served by the Village's public sanitary sewer and water systems and comply with the erosion and stormwater management requirements of the Village's subdivision ordinance.
4. Avoid rezoning any area designated for Planned Neighborhood development until public sanitary sewer and water service is available and a neighborhood development plan and specific development proposal is offered for the site.
5. Require each Planned Neighborhood to be developed following preparation of a detailed neighborhood development plan by a developer or the Village, ideally adopted as a component of the Village's *Comprehensive Plan*. Such plans shall specify land use mix, density, street layouts, open space, erosion control, and stormwater management. See Chapter Six: Housing and Neighborhood Development.
6. Develop and adopt a conservation subdivision ordinance in accordance with Wis. Stat. 66.1027.
7. Develop and adopt a traditional neighborhood zoning district ordinance to allow for implementation of the traditional neighborhood design concept.
8. Adhere to the following design objectives for Planned Neighborhood areas depicted in Figure 16:
   - Create a distinct sense of place and charming human scale. Strategies include bringing buildings close to the sidewalk and local streets; providing public focal points with public plazas, greens and squares; creating visual interest; and designating prominent building sites.
   - Connect Planned Neighborhoods internally and to adjacent areas through a network of paths, sidewalks, and streets that discourage high travel speeds but still allow access to emergency and maintenance vehicles (e.g. fire trucks and snow plows).
   - Design neighborhoods with interconnected open space systems for recreation and progressive stormwater management.
   - Integrate a mix of uses and densities within and around the neighborhood commercial centers
   - Preserve and focus attention on environmentally sensitive areas and unique natural features.
   - Lay out streets, buildings, and public open spaces which take advantage of sweeping views created by local topography.

Figure 16: Planned Neighborhoods



Non-Residential Land Use Categories

Office/Research

Description

This future land use category is intended to facilitate high-quality office, research and development, recreational, and business park support uses (e.g., day care, hotel, health club, bank). Development will include generous landscaping, screened storage areas, and modest lighting and signage. Office/Research areas are mapped northeast of the Village along CTH P.

Recommended Zoning

The Village's BOR office and research business zoning district is most appropriate for areas within this future land use category.

Policies and Programs

1. Future development in this designation will be served by the Village's public sanitary sewer and water systems and comply with the erosion and stormwater management requirements of the Village's subdivision ordinance.
2. Encourage the use of high quality building materials, improved window treatments, high- quality loading and storage screening devices and landscaping.
3. Ensure that future office/research development is appropriately buffered from existing and planned residential development areas.
4. Adhere to adopted site and building design guidelines for office/research projects, and ordinances on other aspects of those projects like signage, landscaping, and lighting.
5. Require that all projects submit and have approved detailed building elevations and site plans, showing the proposed locations of the building(s), parking, storage, loading, signage, landscaping, and lighting prior to development approval.

Neighborhood Business

Description

This future land use category is intended for neighborhood-scale residential, office, and neighborhood supporting institutional and commercial land uses that mainly serve the surrounding neighborhoods on public sewer, public water, and other urban services and infrastructure. There are several areas throughout the Village—general in close proximity to existing or future residential neighborhoods—that are mapped in this category.

Recommended Zoning

The Village's BN neighborhood business zoning district is the most appropriate district to implement this future land use category.

Policies and Programs

1. Encourage neighborhood-oriented retail and service businesses in areas that will conveniently serve Village neighborhoods.
2. Require that all proposed commercial projects submit a detailed site plan, building elevations, lighting plan, grading/stormwater management plan, and signage plan prior to development approval.
3. In Neighborhood Business areas, require the use of high-quality building materials and designs that are compatible with residential areas, including residential roof materials such as shingles; generous window placements; and exterior materials such as wood, cement board, vinyl siding, brick, decorative block, stone, and other materials approved by the Plan Commission.
4. Require calm, low-key, and attractive lighting and signage that are compatible with residential areas.

Planned Business

Description

This future land use category includes large-scale commercial and office land uses, including national and regional retailers, which serve the entire community and people from nearby communities on public sewer, public water, and other urban services and infrastructure. Planned Business land uses are located south of Church Street west of Brewery Road.

Recommended Zoning

The Village's PDD business planned development district or the BN neighborhood business zoning district are the most appropriate districts to implement this future land use category.

Policies and Programs

1. Future development in this designation will be served by the Village's public sanitary sewer and water systems and comply with the erosion and stormwater management requirements of the Village's subdivision ordinance.
2. Adhere to site, building, signage, landscaping, and lighting design guidelines for commercial, large scale retail, and mixed use development projects.
3. Adhere to established standards for highway access control, shared driveways, and cross access.
4. Require that all commercial projects submit and have approved detailed building elevations and site plans, showing the proposed locations of the building(s), parking, storage, loading, signage, landscaping, and lighting prior to development approval.
5. Prohibit the unscreened outdoor storage of equipment or materials, except for automobiles.
6. Consider the relationship between development in the Planned Business areas and existing and future development behind these sites. Avoid inhibiting future access to sites behind commercial properties and creating an unattractive appearance which will inhibit future development of these sites.
7. Encourage uses that are most appropriate for the Village's Downtown areas to develop or remain in the Downtown, rather than in locations designated as Planned Business.

Downtown

Description

The unique incorporation of the two hamlets into one Village created two areas of downtown character development in Cross Plains along Highway 14. These areas are intended to remain the civic, social, and commercial hub of the community. This opportunity has recently been enhanced through the revitalization planning efforts along Highway 14.

This category is intended for a mix of retail, commercial service, office, institutional, governmental, and residential (mainly upper stories) uses arranged in a pedestrian-oriented environment with on-street parking;

minimal front and side yard building setbacks; and building designs, materials, placement, and scale that are compatible with the character of existing development. The Downtown future land use category is mapped over the historic Downtown areas.

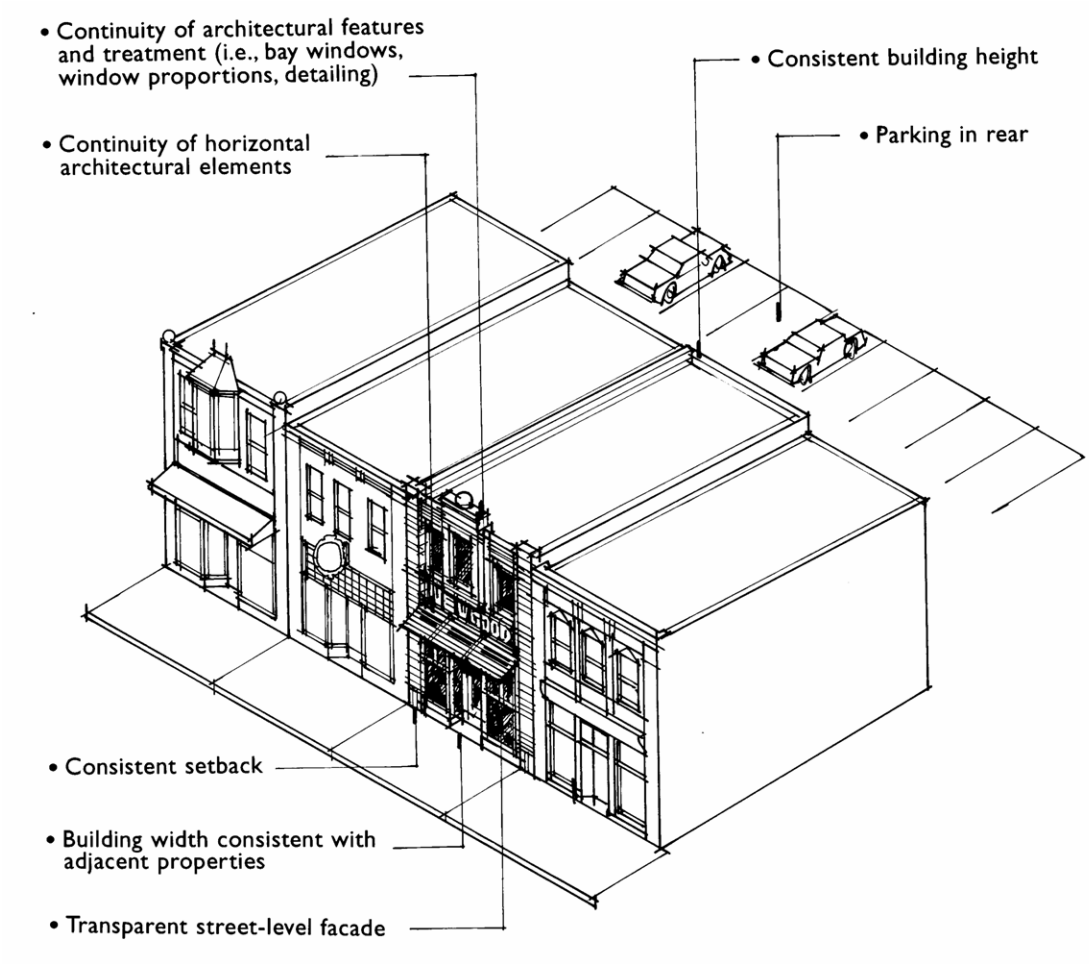
Recommended Zoning

While the Village's BC(O) central business overlay zoning district will accommodate this future land use category, the Village should consider adopting a stand alone downtown zoning district to implement this future land use category.

Policies and Programs

1. Follow the recommendations of the Cross Plains Downtown Revitalization Plan, which provides additional detail on desired future land uses along Highway 14 in the Village.
2. Preserve the architectural and historic character of the Downtown areas and buildings by requiring that new development, expansions, and exterior renovations comply with general design standards in the Downtown Revitalization Plan.
3. Grant development approvals only after submittal, public review, and approval or site, landscaping, building, signage, lighting, stormwater, erosion control, and utility plans.
4. Encourage commercial developments that are most appropriate for the historic Downtown areas to locate or remain there, rather than in other business districts in the Village.
5. Promote the expansion, retention, and upgrading of specialty retail, restaurants, financial services, offices, professional services, residential, and community uses through marketing, investment and incentive strategies.
6. Adopt a central business zoning district to preserve the character of Downtown areas consistent with the characteristics of Figure 17 and the guidelines identified in "Cross Plains Main Street Design Standards" including use, two story minimums, and "build to lines".

Figure 17: Appropriate Historic Downtown Development



Planned Mixed Use

Description

This future land use category is intended to facilitate a carefully controlled mix of commercial and residential uses on public sewer, public water, and other urban services and infrastructure. This category advises a carefully designed blend of Planned Business, Light Industrial, Mixed Residential, and Community Facilities land uses. Planned Mixed Use land uses are focused along Bourbon Road.

Recommended Zoning

The Village's PDD business planned development zoning district is the most appropriate district to implement this future land use category.

Policies and Programs

1. Carefully review all projects in Planned Mixed Use areas to ensure an appropriate mix of uses which are compatible with neighboring properties and the Village's vision for the area. The precise mix of uses and zoning districts should be at the Village's discretion, rather than the property owner.
2. Future development in this designation will be served by the Village's public sanitary sewer and water systems and comply with the erosion and stormwater management requirements of the Village's subdivision ordinance.
3. Grant development approvals only after submittal, public review, and approval or site, landscaping, building, signage, lighting, stormwater, erosion control, and utility plans.
4. In Planned Mixed Use areas, require the use of high-quality building materials and designs as approved by the Plan Commission.
5. Adhere to established standards for highway access control, shared driveways, and cross access.

Light Industrial

Description

This future land use category is intended to facilitate indoor-oriented manufacturing, warehousing, and distribution land uses with moderate landscaping and signage, served by public sewer, public water, and other urban services and infrastructure. Light Industrial areas are mapped northeast of the Village east of CTH P and on the west side of the Village on Main Street.

Recommended Zoning

While the Village's I industrial zoning district will accommodate this future land use category, the Village should consider adopting a new light industrial zoning district.

Policies and Programs

1. As opportunities for reinvestment and redevelopment of existing industrial properties occur, improve the appearance of building facades exposed to the public view, including loading docks and storage areas.
2. Future development in this designation will be served by the Village's public sanitary sewer and water systems and comply with the erosion and stormwater management requirements of the Village's subdivision ordinance.
3. Encourage the use of high quality building materials, improved window treatments, high- quality loading and storage screening devices and landscaping.
4. Ensure that future industrial development is appropriately buffered from existing and planned residential development areas.
5. Adhere to adopted site and building design guidelines for industrial projects, and ordinances on other aspects of those projects like signage, landscaping, and lighting.
6. Require that all industrial projects submit and have approved detailed building elevations and site plans, showing the proposed locations of the building(s), parking, storage, loading, signage, landscaping, and lighting prior to development approval.
7. Enforce the Performance Standards outlined in the zoning ordinance to limit the impact of Light Industrial land uses on adjacent and nearby property, including limits on excessive, noise, odor, glare, vibration, storage of hazardous and/or waste materials, and emanations of solid, liquid, and gaseous waste products.
8. Consider adopting a new light industrial zoning district to implement this future land use category.

General Industrial

Description

This future land use category includes indoor manufacturing, warehousing, distribution, and office uses, often with significant outdoor storage or processing of materials. New development should adhere to high-quality building design, generous landscaping, modest lighting, screened storage and processing areas, and limited and attractive signage. These areas should be located near arterial roads and away from existing or planned residential areas and high visibility community gateways whenever possible. The Village has not mapped any specific areas in this category at this time. Instead, the Village will consider applications for rezoning and *Plan* amendment for general industrial uses on a case-by-case basis.

Recommended Zoning

The Village's I industrial zoning district is most appropriate for areas within this future land use category.

Policies and Programs

1. As opportunities for reinvestment and redevelopment of existing industrial properties occur, improve the appearance of building facades exposed to the public view, including loading docks and storage areas.
2. Future development in this designation will be served by the Village's public sanitary sewer and water systems and comply with the erosion and stormwater management requirements of the Village's subdivision ordinance.
3. Encourage the use of moderate quality building materials, improved window treatments, effective loading and storage screening devices and landscaping.
4. Ensure that future industrial development is appropriately buffered from existing and planned residential development areas.
5. Adhere to adopted site and building design guidelines for industrial projects, and ordinances on other aspects of those projects like signage, landscaping, and lighting.

6. Require that all industrial projects submit and have approved detailed building elevations and site plans, showing the proposed locations of the building(s), parking, storage, loading, signage, landscaping, and lighting prior to development approval.
7. Enforce the Performance Standards outlined in the zoning ordinance to limit the impact of General Industrial land uses on adjacent and nearby property, including limits on excessive, noise, odor, glare, vibration, storage of hazardous and/or waste materials, and emanations of solid, liquid, and gaseous waste products.

Community Facilities

Description

This future land use category is designed to facilitate large-scale public buildings, schools, religious institutions, power plants and substations, hospitals, and special care facilities. The Future Land Use Map generally shows existing locations of such facilities. Future small-scale institutional uses may also be located in areas planned for residential, commercial, office, industrial, or mixed uses, while larger-scale institutional uses should generally be avoided in planned residential areas.

Recommended Zoning

While community facilities are conditional uses in all zoning districts, the Village should consider adopting an institutional or community facilities zoning district to implement this future land use category.

Policies and Programs

1. Require and review a detailed site and operations plan before new or expanded institutional uses are approved.
2. Existing residential uses shall be adequately buffered from the institutional use via the use of decorative fencing, vegetative screening, berms or similar features.
3. Existing institutional uses shall work with the surrounding neighborhood to discuss potential long-term expansion plans and how these plans would impact the area. Pre-identified institutional expansion areas shall be delineated by institutions whenever possible to minimize the potential for future land use conflicts.
4. As a general rule, institutional uses should not generate on-street parking in residential neighborhoods. All parking needs for institutional uses should be met on-site.
5. Institutional uses shall be designed to be easily served by transit vehicles.
6. Continue to work with the Middleton-Cross Plains School District to coordinate uses and activities on district-owned land.
7. Encourage collaboration among the Public Works, Fire, and Police Department, and other providers of Village services, on accommodating future service needs, as described in greater detail in the Utilities and Community Facilities Element.
8. Adopt an institutional or community facilities zoning district to implement this future land use category. Such a district should allow major public and quasi-public uses such as cemeteries, municipal buildings, parks, and schools.

Rural/Environmental Land Use Categories

Agriculture/Rural

Description

The Agriculture/Rural future land use category is established and mapped on Maps 4a and 4b within the Village's extraterritorial jurisdiction to preserve productive agricultural and forest lands in the long-term, protect existing farm operations from encroachment by incompatible uses, promote further investments in farming, and maintain farmer eligibility for incentive programs.

This category focuses on lands actively used for farming, with productive agricultural soils, with topographic conditions suitable for farming, and with long-term suitability for farming. This category also includes scattered open lands and woodlots, farmsteads, agricultural-related uses, such as implement dealerships, associated home occupations and small family businesses which do not interfere with the interests of nearby property owners, small-scale forest production and processing, and limited single-family residential development at densities at or below one home per 35 acres, with a maximum lots size of 2 acres.

Recommended Zoning

These lands are subject to Town zoning or joint extraterritorial zoning, and should generally be zoned for exclusive agricultural use.

Policies and Programs

1. Continue to act as an approval authority on proposed land divisions within the Village's extraterritorial jurisdiction to help assure the implementation of this desired future land use designation.
2. Support land developments in this area only where clearly related to the description above and where proposed housing (or other non-farm use) is at very low densities.
3. Do not extend sanitary sewer service or public water service into Agriculture/Rural areas until and unless the Village changes the future land use category for such areas through a *Comprehensive Plan* amendment.
4. Work with the adjoining Towns and County to achieve these policies and programs in a cooperative manner.

Parks

Description

This category generally includes publicly-owned land designated as Village parks or other recreational facilities owned by public or non-profit agencies. Some Park areas may also be accommodated within other land use categories, such as in Single Family Residential – Urban areas and Planned Neighborhoods.

Recommended Zoning

While parks are conditional uses in all zoning districts, the Village should consider adopting an institutional or community facilities zoning district to implement this future land use category.

Policies and Programs

1. Continue to review the Village's park impact ordinance to ensure that new residential development provides public park and recreational facilities, or fees in lieu of such facilities, following State statutory requirements.
2. Follow the Village's Parks and Open Space Plan when making decisions related to the park system, and update that plan every five years.

3. Ensure that all land use decisions take into consideration the recommendations included in the Utilities and Community Facilities Element of this *Plan*.
4. Design future planned neighborhoods around and with access to environmental corridors and Parks areas without negatively affecting them from an environmental standpoint.

Conservancy

Description

This category generally includes publicly-owned land designated as State or County natural areas or other recreational facilities. Conservancy is mapped along Black Earth Creek through the Village and conservation-owned land.

Recommended Zoning

The Village's C conservancy zoning district is most appropriate for areas within this future land use category.

Policies and Programs

1. Continue to work with local and state agencies and organizations to protect sensitive natural areas.
2. Ensure that future development is appropriately buffered from existing and planned Conservancy areas.
3. Continue to work with WisDNR, Dane County, and others to coordinate possible connections between public recreation areas and the Village.
4. Ensure that all land use decisions take into consideration the recommendations included in the Agricultural, Natural, and Cultural and Community Facilities Elements of this *Plan*.
5. Low impact harvesting for conservation areas; if no special restriction.
6. Allow low impact timber harvesting in Conservancy areas, is no special restrictions exist.

Woodlands

Description

This category generally includes tracts of woodlands and scattered open space lands. Woodlands are mapped throughout the planning area, particularly on hilltops.

Recommended Zoning

The Village's HILL(O) hillside/hilltop protection zoning district is most appropriate for areas within this future land use category.

Policies and Programs

1. If development is proposed in areas where Woodlands have been mapped or are adjoining, the landowner or developer is responsible for determining the exact boundaries of the Woodlands and preserving these areas.
2. Continue to work with local and state agencies and organizations to protect sensitive natural areas.
3. Continue to work with WisDNR, Dane County, and others to coordinate possible connections between public recreation areas and the Village.
4. Ensure that all land use decisions take into consideration the recommendations included in the Agricultural, Natural, and Cultural and Community Facilities Elements of this *Plan*.

Environmental Corridor

Description

The Environmental Corridor category includes generally continuous open space systems based on lands that have sensitive natural resources and limitations for development. This designation includes WisDNR identified wetlands subject to existing State-mandated zoning, FEMA designated floodplains, shoreland setback areas, and slopes of 20 percent or greater. Environmental Corridor areas are generally located along the creeks.

Recommended Zoning

The Village's NR(O) natural resource protection overlay zoning district is most appropriate for areas within this future land use category.

Policies and Programs

1. New development in mapped Environmental Corridor areas should be prohibited.
2. If development is proposed in areas where environmental corridors have been mapped or are adjoining, the landowner or developer is responsible for determining the exact boundaries of the Environmental Corridor based on the wetland, floodplain, or steep slope that comprise the corridor.
3. Continue to allow existing agricultural uses (cropping, grazing, or other preexisting agricultural uses) within Environmental Corridors.

Water Quality Corridors

Description

This designation is an overlay to identify areas within the Village's extraterritorial jurisdiction where development may have particularly significant impacts on streams so that special protection measures are taken to protect stream water quality and base flow should these areas be annexed.

Recommended Zoning

See the underlying future land use category for the most appropriate Village zoning district.

Policies and Programs

See the Natural Resources section of Chapter Two: Agricultural, Natural, and Cultural Resources for policies and programs for this overlay future land use category. In addition, the policies and programs of the underlying future land use category should apply.

Other Land Use Recommendations

Opportunities for Redevelopment

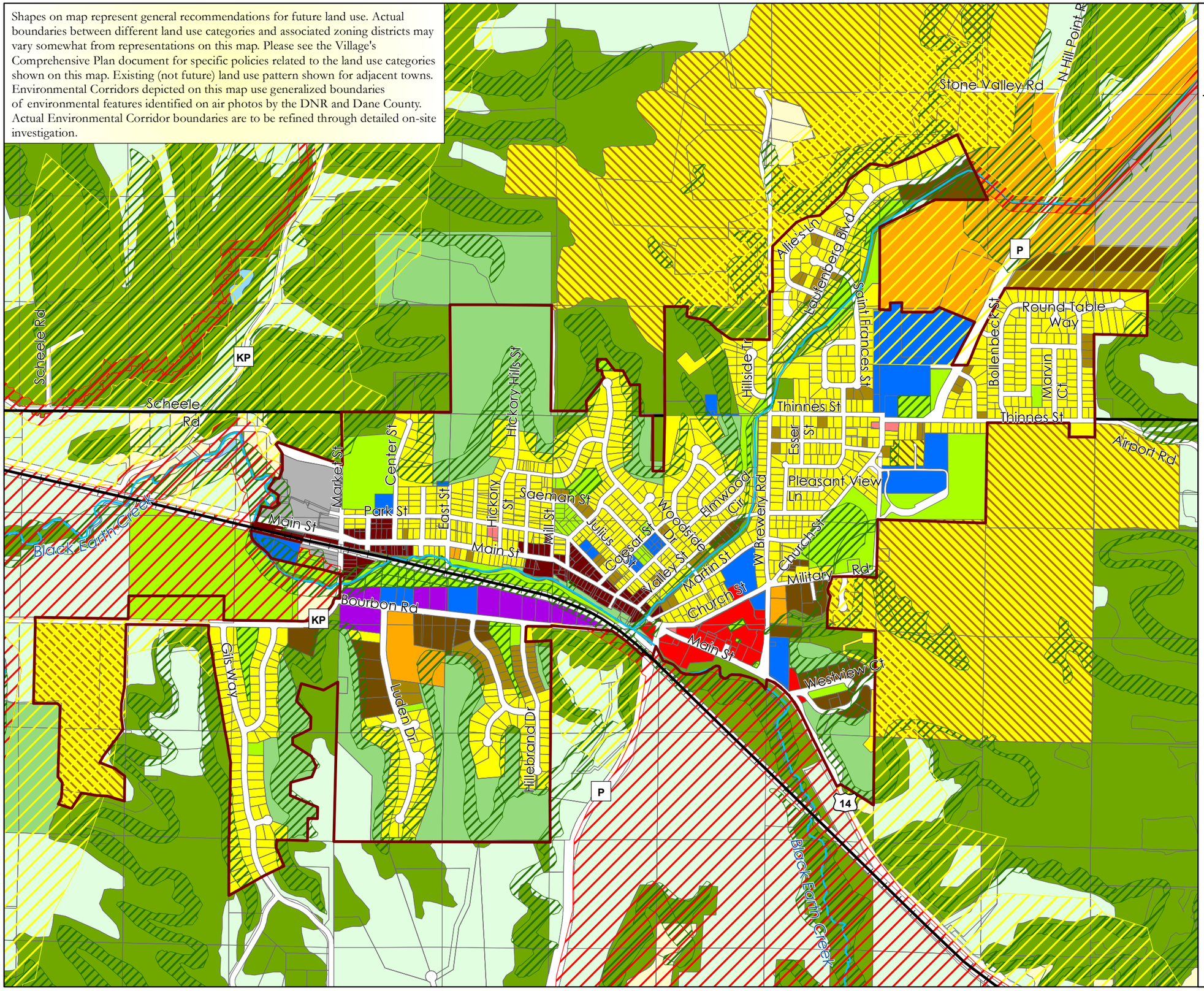
There are several vacant lots and buildings within the Village's downtown area that could be put to better use. One site in particular is a high priority for redevelopment due to its size, location and potential value: the Zander's Creamery. The Creamery was closed in 2004 due to a listeria outbreak and subsequent product recall. Attempts to eliminate the source of contamination proved unsuccessful. A more detailed review of this and other redevelopment opportunities is planned as part of the Downtown BUILD project.

"Smart Growth" Areas

"Smart Growth" Areas are defined by the State of Wisconsin as "areas that will enable the development and redevelopment of lands with existing infrastructure and municipal, State, and utility services, where practical, or that will encourage efficient development patterns that are both contiguous to existing development and at densities which will have relatively low municipal, State governmental, and utility costs."

In Cross Plains, Smart Growth areas are located in two areas along Main Street: from CTH P to Hickory Street and Spring Street to the Village boundary. Redevelopment and infill development in these areas will not only be cost efficient, but it will help the Village enhance its image, character, and non-residential tax and job base.

Shapes on map represent general recommendations for future land use. Actual boundaries between different land use categories and associated zoning districts may vary somewhat from representations on this map. Please see the Village's Comprehensive Plan document for specific policies related to the land use categories shown on this map. Existing (not future) land use pattern shown for adjacent towns. Environmental Corridors depicted on this map use generalized boundaries of environmental features identified on air photos by the DNR and Dane County. Actual Environmental Corridor boundaries are to be refined through detailed on-site investigation.



Village of Cross Plains Comprehensive Plan

Map 4a: Future Land Use-Village View

- Village of Cross Plains Boundary
- Town Boundaries
- Extraterritorial Boundary
- Parcels
- Railroads
- Surface Water

Water Quality Corridors
- Red Zone
- Yellow Zone

- Single Family-Exurban
- Single Family-Urban
- Two-Family/Townhouse
- Mixed Residential
- Planned Neighborhood

1. Single Family-Urban
2. Two-Family/Townhouse
3. Mixed Residential
4. Community Facilities
5. Office/Research
6. Planned Business
7. Parks

- Office/Research
- Neighborhood Business
- Planned Business
- Downtown
- Planned Mixed Use

1. Office/Research
2. Mixed Residential
3. Community Facilities
4. Planned Business

- Light Industrial
- General Industrial
- Community Facilities
- Agriculture/Rural
- Parks
- Conservancy
- Woodlands
- Environmental Corridor

0 500 1,000 2,000 Feet

VANDEWALLE & ASSOCIATES INC.

Adopted: May 19, 2014
Sources: V & A, Dane County LIO

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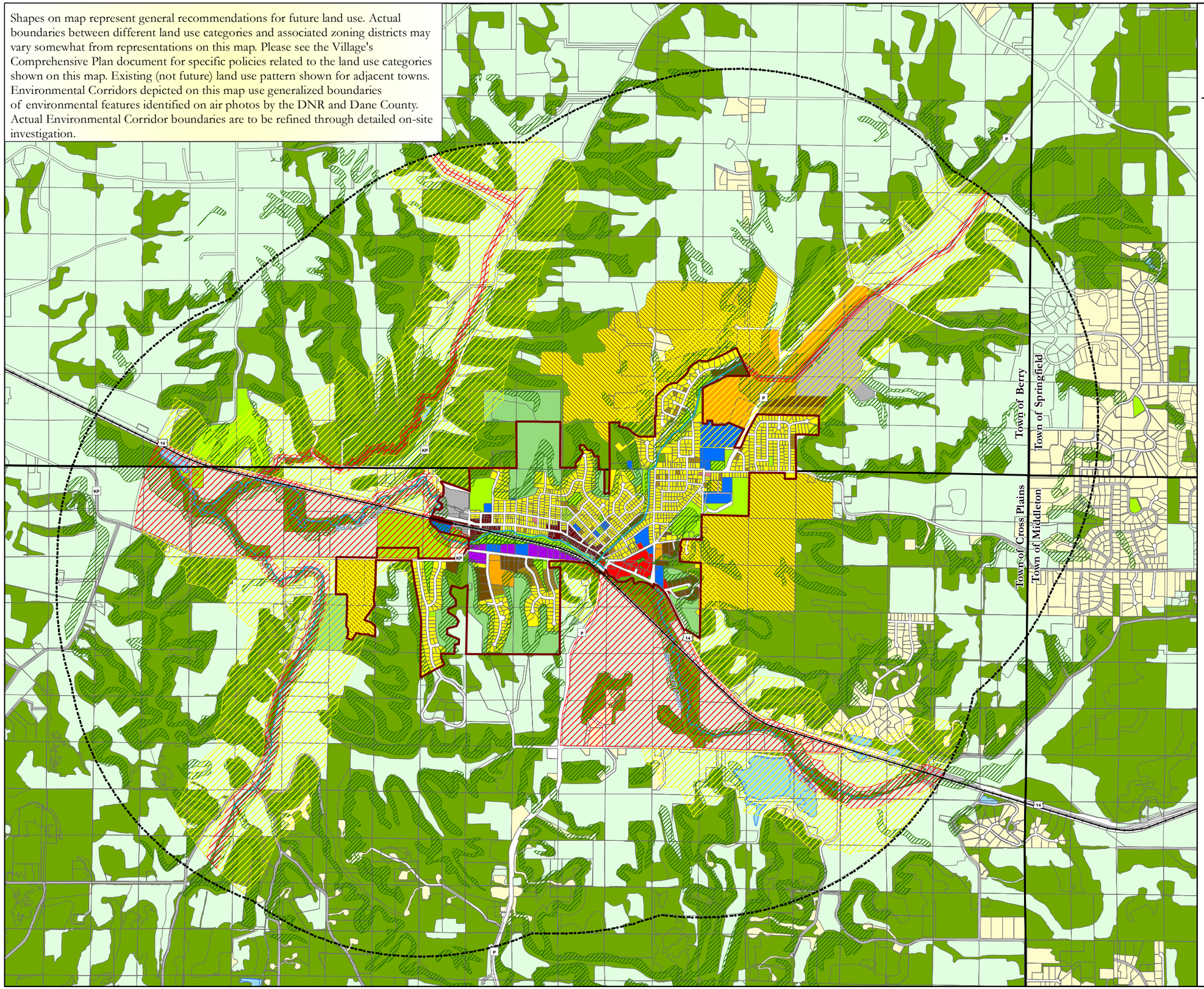
Village of Cross Plains Comprehensive Plan

Map 4b: Future Land Use-ETJ View

Shapes on map represent general recommendations for future land use. Actual boundaries between different land use categories and associated zoning districts may vary somewhat from representations on this map. Please see the Village's Comprehensive Plan document for specific policies related to the land use categories shown on this map. Existing (not future) land use pattern shown for adjacent towns. Environmental Corridors depicted on this map use generalized boundaries of environmental features identified on air photos by the DNR and Dane County. Actual Environmental Corridor boundaries are to be refined through detailed on-site investigation.



- Village of Cross Plains Boundary
- Town Boundaries
- Extraterritorial Boundary
- Parcels
- Railroads
- Surface Water

Water Quality Corridors

- Red Zone
- Yellow Zone

- Single Family-Exurban
- Single Family-Urban
- Two-Family/Townhouse
- Mixed Residential
- Planned Neighborhood

1. Single Family-Urban
2. Two-Family/Townhouse
3. Mixed Residential
4. Community Facilities
5. Office/Research
6. Planned Business
7. Parks

- Office/Research
- Neighborhood Business
- Planned Business
- Downtown
- Planned Mixed Use

1. Office/Research
2. Mixed Residential
3. Community Facilities
4. Planned Business

- Light Industrial
- General Industrial
- Community Facilities
- Agriculture/Rural
- Parks
- Conservancy
- Woodlands/Open Space
- Environmental Corridor

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VANDEWALLE & ASSOCIATES INC.

Adopted: May 19, 2014
Sources: V & A, Dane County LIO

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Chapter Four: Transportation

This chapter includes a compilation of background information, goals, objectives, policies and recommended programs to guide the future development and maintenance of various modes of transportation in the Village of Cross Plains. The chapter also compares the Village's transportation policies and programs to state, county, and regional transportation plans.

TRANSPORTATION RECOMMENDATIONS SUMMARY

- Work closely with WisDOT on transportation improvements, particularly for USH 14.
- Expand walking and biking opportunities in the Village.
- Develop an Official Map based on the recommendations of this Plan.

Existing Transportation Facilities

Existing Street Network

Roads are classified into different types based on their capacity. The Village of Cross Plains has minor arterials and major collectors as well as local collectors. According to the Regional Transportation Plan for Dane County, roads designated as minor arterials serve cities, large communities, and other major traffic generators providing intra-regional and inter-area traffic movements. In Cross Plains, USH 14 is considered a minor arterial.

Major collectors provide service to moderately sized communities and other intra-area traffic generators, and link those generators to nearby larger population centers and higher function routes. In the Village, CTH P, CTH KP, Airport Road and Bourbon Road are considered to be major collectors.

In addition, the network of roads in the Village includes many smaller roads, designated as local collector roads.

Average daily traffic counts are maintained and projected for state and county roads by the Department of Transportation. The data below indicate strong annual growth in traffic on the Village's major roads, most notably USH 14 West of the Village, CTH KP south of 14, and CTH P north of 14.

Figure 18: Vehicular Traffic Flows for Selected Road Segments Annual Average Daily Traffic

Location	1999	2002	Change	Percent Change (1999-2002)	Annualized percent Change (1999-2002)
USH 14 west of CTH KP	10,700	13,900	+3,200	30%	10%
USH 14 east of CTH KP	11,900	13,600	+1,700	14%	4.7%
CTH KP south of USH 14	1,100	1,700	+600	56%	18.7%
USH 14 west of CTH P	13,100	14,900	+1,800	14%	4.7%
CTH P north of USH 14	4,000	5,700	+1,700	43%	14.3%

Wisconsin Highway Traffic Volume Data: WisDOT March 2000, May 2003

Existing Roadway Conditions

By December 2001, the Wisconsin Department of Transportation required all incorporated communities to prepare a pavement rating of their local roads, and submit it for review. This data provided the foundation for the Wisconsin Information System for Local Roads (WISLR), which is a computer resource that will enable communities and the State to begin to assess Wisconsin's local roadway system.

The PASER system, which was designed by the Transportation Information Center of the University of Wisconsin-Madison, rates road surfaces from a scale of 1 to 10. This scale is broken down as followings: "1" and "2", very poor condition; "3", poor condition; "4" and "5", fair condition; "6" and "7", good condition; "8", very good condition; and "9" and "10", excellent condition. In addition to its use in the new WISLR, the rating system gives communities a detailed assessment of the appropriate maintenance method for each road segment under their jurisdiction.

The Village of Cross Plains maintains a PASER analysis. This analysis can be obtained from the Village offices or the Public Works Dept.

Transit Service and Paratransit Service

The Village does not currently operate a public transit system. However, Dane County does offer transportation services for adults with developmental disabilities through the Department of Human Services.

Rail Road Service

Wisconsin and Southern Railroad maintains a rail line that runs through the Village.

Aviation Service

The Village of Cross Plains is served by the Dane County Regional Airport (19 miles east of the Village). Commercial air carriers that offer service from the Dane County Regional Airport include Northwest, United Express, Midwest Express, American Eagle (American), Trans World Express (TWA), Comair (Delta), and Skyway (Midwest Express), Continental Express, Chicago Express (ATA). More than 1.6 million passengers use this airport.

Middleton Municipal Airport (Morey Field) is a small, general aviation airport in the City of Middleton available for private plane owners. This airport is located 8 miles east of the Village.

Pedestrian and Bicycle Transportation

There are limited sidewalks for pedestrians within the Village. Sidewalks are available along both sides of Main Street, and in select newer subdivisions. Bike routes through the Village generally use the existing roadways, which is adequate except on major arterial streets, where marked bike lanes would improve safety.

Trucking

Within a 20-mile radius of the Village there are a number of trucking firms. Truck traffic is most prevalent on USH 14.

Water Transportation

There is no water transportation available within the Village. The nearest navigable commercial waterways are the Mississippi River at Prairie du Chien, Wisconsin (90 miles west) or Lake Michigan at Milwaukee, Wisconsin (100 miles east).

Commute to Work

2000 Census data shows that the 19 percent of Village residents have a one-way work commute of less than 10 minutes. The data also show 73.1 percent of residents travel for less than 30 minutes to work. Only 6.8 percent report commutes of 45 minutes or more. Dane County and the State Census counts show similar patterns. The mean travel time for the Village is 22.0 minutes. This compares to 19.9 for Dane County, and 20.8 for the state.

Figure 19: Travel Time to Work --2000 Census

Travel Time to Work	Village of Cross Plains		Dane County	Wisconsin
Minutes	Count	Percent	Percent	Percent
Under 10	339	19.0%	16.9%	20.7%
10 to 14	297	16.7%	18.2%	18.4%
15 to 19	211	11.8%	19.4%	17.0%
20 to 24	273	15.3%	17.9%	14.4%
25 to 29	184	10.3%	7.9%	6.2%
30 to 34	267	15.0%	10.2%	9.6%
35 to 44	90	5.1%	3.7%	4.7%
45 to 59	50	2.8%	2.7%	4.6%
60 to 89	42	2.4%	1.7%	2.6%
90 minutes or more	28	1.6%	1.3%	1.7%
Mean travel time to work		22.0 minutes	19.9 minutes	20.8 minutes

Source: U.S. Census Bureau

As the above Figure illustrates, most of the Village's employed population drives at least 10 minutes to get to work each day. According to data collected by the US Department of Transportation, less than 22 percent of employed Village residents actually worked in the Village in 2000 (Figure 21). The greatest portion of Village residents works in Middleton or Madison, but there are some working as far away as Milwaukee, Racine, and Illinois.

This commuting is not an indication that there are not jobs in Cross Plains. The US DOT documented 1,906 people working in the Village of Cross Plains, less than 21 percent of whom live in the Village. The other 79 percent live throughout Dane County, plus over 100 people from both Iowa County and Sauk County. A few people commute from Illinois and Minnesota to work in Cross Plains.

Figure 20: Where Cross Plains Employees Live 2000

Village of Cross Plains	**391**	**20.5%**
City of Madison	290	15.2%
City of Middleton	79	4.1%
Town of Berry	77	4.0%
Town of Cross Plains	63	3.3%
Town of Middleton	61	3.2%
Village of Black Earth	59	3.1%
Town of Springfield	57	3.0%
Village of Mount Horeb	53	2.8%
City of Fitchburg	45	2.4%
Town of Mazomanie	42	2.2%
Village of Mazomanie	36	1.9%
Town of Madison	30	1.6%
Other Dane County Jurisdictions	277	14.5%
Iowa County	124	6.5%
Sauk County	102	5.4%
Other Wisconsin Counties	112	5.9%
Illinois and Minnesota	8	0.4%
Total	**1,906**	**100%**

Source: U.S. DOT, Census Transportation Planning Package 2000

Figure 21: Where Cross Plains Residents Work 2000

Village of Cross Plains	**391**	**21.5%**
City of Madison	779	42.8%
City of Middleton	252	13.8%
City of Fitchburg	45	2.5%
Town of Madison	39	2.1%
Town of Middleton	22	1.2%
Village of Black Earth	19	1.0%
Village of Mount Horeb	19	1.0%
Village of Waunakee	19	1.0%
Village of Mazomanie	18	1.0%
Town of Cross Plains	18	1.0%
Town of Berry	7	0.4%
Other Dane County Jurisdictions	97	5.3%
Sauk County	51	2.8%
Elsewhere in Wisconsin	39	2.1%
DuPage Co. IL	5	0.3%
Total	**1,820**	**100%**

Source: U.S. DOT, Census Transportation Planning Package 2000:

The Village of Cross Plains and surrounding area currently have no official park-and-ride facilities.

Review of State and Regional Transportation Plans

The following is a review of state and regional transportation plans and studies that are relevant to the Village.

Wisconsin DOT Southwest Region Plans

According to the Wisconsin Department of Transportation's Southwest Region's Six-Year Highway Improvement Program, the next project in the Village's vicinity is the reconditioning of USH 14 from CTH KP in Cross Plains, westward to the Village of Mazomanie. This project is slated to begin in 2009. The segment of USH 14 through the Village will be reconditioned in 2014.

There is a strong possibility that USH 14 will be converted to a bypass around Cross Plains. Residents in the Village have shown a strong desire to be a part of the planning for a future USH 14 route, and to begin preparing for the impacts that this could have on their community.

Dane County Capital Projects

The Dane County Highway and Transportation Department maintains an ongoing list of planned short term transportation improvements. For Cross Plains, the reconditioning of CTH KP from the Village west is scheduled for 2009. This project will also include safety improvements.

Vision 2020: Dane County Land Use and Transportation Plan

The result of the Vision 2020 process is a land use and transportation plan that will guide growth in the county through the year 2020. It was developed with two years of research, analysis, and modeling and a framework of goals derived from the community's collective view of its desired future. The plan shows Hwy 14 from Middleton to Cross Plains as a Primary Potential Commuter Rail Corridor.

Transport 2020

Transport 2020 is a study of transportation improvement alternatives for the Dane County/Greater Madison Metropolitan Area. The study is:

- Investigating regional transportation needs in the greater Madison metropolitan area.
- Identifying problems to be addressed.
- Defining possible alternatives to address the problems.
- Evaluating various improvement options in terms of costs, benefits, impacts and effectiveness.

The Transport 2020 recommended commuter rail in the Madison metropolitan area from Sun Prairie on the east to Middleton on the west, plus express bus service into several outlying communities, including Cross Plains.

Both Vision 2020 and Transport 2020 identify Cross Plains as part of a commuter corridor for the greater Madison area and present the possibility of either rail or bus transit. This is consistent with the Village's desire for more transit options and would benefit the many Village residents that work in Middleton or Madison. An important issue that none of these plans address is the future of US 14 through the Village. The Village wants to be closely involved with all future improvement plans for this high-volume highway. Major issues of concern include pedestrian safety and business vitality.

Wisconsin State Airport System Plan 2020

This plan includes a general inventory of existing airport facilities in the state and provides a framework for the preservation and enhancement of a system of public-use airports to meet the current and future aviation needs of the state. It includes recommendations to upgrade existing facilities through runway extensions and replacements and facility improvements, but does not identify any new locations for airports to meet future needs. There are no recommendations related to the Dane County Regional Airport.

Wisconsin Rail Issues and Opportunities Report

This report summarizes critical rail transportation issues identified during a public outreach effort. The report serves as a point of departure for the rail component of Connections 2030, WisDOT's next multimodal transportation plan completed in 2006. The report identifies the existing rail line in Cross Plains as a publicly owned line.

The Bicycle Transportation Plan for the Madison Urban Area and Dane County

The Bicycle Transportation Plan for the Madison Urban Area and Dane County, Wisconsin was prepared by the Madison Metropolitan Area Planning Organization staff in September of 2000. The following is a summary of relevant findings and recommendations of the plan around the Village of Cross Plains:

- CTH KP was identified as a candidate for official bike route designation
- CTH P was identified as a candidate for official bike route designation

Wisconsin Bicycle Transportation Plan 2020

The Wisconsin Department of Transportation (WisDOT) encourages planning for bicyclists at the local level, and is responsible for developing long-range, statewide bicycle plans. This document provides guidelines for accommodating travel by bicycles when roadways are reconstructed, or new roads are built.

Bicycle Facility Design Standards

According to the Federal Highway Administration's Implementing Bicycle Improvements at the Local Level**,** the following specifications are recommended:

"To accommodate bicyclists, a minimum paved shoulder width of 1.2 m (4 ft.) should be provided. However, paved shoulders that are as narrow as 0.9m (3 ft) can also help improve conditions for bicyclists and are recommended where 1.2-m (4-ft.) widths cannot be achieved. Generally, any additional paved shoulder width is better than none at all. The width of a usable paved shoulder should be measured from the edge of a gutter pan. Where guardrails, curbs, or other roadside barriers exist, the minimum recommended width of a paved shoulder is 1.5 m (5 ft). Additional shoulder width over the recommended minimums is always desirable where higher bicycle usage is expected; where motor vehicle speeds exceed 90 km/h (56 mi/h); where there is a high percentage of large vehicles such as trucks, buses and recreational vehicles; or where static obstructions exist at the right side of the roadway. In general, the recommendations for paved shoulder widths found in AASHTO's A Policy on Geometric Design of Highways and Streets serve bicycles well since wide shoulders are required on heavily traveled, high-speed roads carrying large numbers of trucks. To be useful for bicyclists, shoulders should be smoothly paved."

Specific standards can be located in the American Association of State Highway and Transportation Officials AASHTO's *Guide for the Development of Bicycle* Facilities published in 1999. Contact the American Association of State Highway and Transportation Officials (AASHTO) by mail at P.O. Box 96716, Washington, DC, 20090-6716 or by Phone at (888) 227-4860.

The Bicycle Transportation Plan for the Madison Urban Area and Dane County, Wisconsin maintains a detailed section on recommended design guidelines for bike facilities, signage, lane markings, and bicycle parking.

The Wisconsin Pedestrian Policy Plan 2020

The Wisconsin Department of Transportation (WisDOT) developed the Wisconsin Pedestrian Policy Plan 2020 to provide a long-range vision addressing Wisconsin pedestrian needs. The Pedestrian Plan is one of several plans recommended in Translinks 21, WisDOT's comprehensive transportation plan released in 1994.

The Pedestrian Plan provides a basic description of existing and emerging pedestrian needs over the next 20 years, with a set of recommendations to meet those needs. WisDOT's efforts ensure that this plan complements both existing and future long-range transportation plans.

Transportation Goals, Objectives, and Policies

Goals:

1. To provide a safe, convenient and efficient multi-modal transportation system in the Village of Cross Plains.

Objectives:

1. Coordinate transportation projects with land development and redevelopment projects with any USH 14 upgrades that may occur, and with any future planning processes for the downtown area.
2. Link Cross Plains' transportation system with the regional transportation system through coordinated long-range transportation and land use planning. Participate in countywide efforts to develop public transportation between Cross Plains and the Madison area. This includes provisions for additional ride-share vans or other mass transit options.
3. Cooperate and coordinate with existing ongoing regional transportation and land use efforts, such as the Dane County Comprehensive Plan and Transport 2020.
4. Identify potential future ride share lots, park and rides, and a possible station for future commuter rail service, bus service, private or public commuter options.
5. Minimize the impact of new transportation projects on existing homes, businesses and natural resources.
6. Take full advantage of the economic development possibilities associated with the Village's access and proximity to regional rail lines.
7. Provide safe and convenient pedestrian and bicycle routes between residential areas, schools, shopping areas, parks, medical facilities, employment centers and mass transit facilities. Identify bicycle routes with appropriate signs.
8. Support downtown development which seeks to minimize problems with pedestrian safety, traffic flow, and vehicular access.
9. Provide adequate parking for the downtown area. Consider structured parking, alternative street parking, and shared parking facilities if more parking is needed.
10. Provide a directional signage or "way finding" system that guides travelers to key designations in Cross Plains such as the commercial districts, parks and schools.
11. Improve the visual quality of Village gateway corridors including USH 14, CTH P, and CTH KP by revising existing Village ordinances which regulate development.

Policies:

1. All new development along existing and proposed transit corridors shall be designed so that it can be conveniently served with bus, commuter rail, light rail or other transit systems. Site plan reviews will include a thorough analysis of whether or not the proposed development is designed in a manner that will allow it to be served by transit vehicles (e.g. buses, car pools, vans, rails, etc.).
2. All new developments shall construct pedestrian and bicycle facilities that connect to the existing Village system. These shall include sidewalks, and may also include bike paths if such paths exist or are planned for construction on adjoining property.
3. Direct access to arterial streets shall only be allowed for major facilities such as large shopping centers or other significant traffic generators.
4. Whenever possible, aesthetic improvements such as canopy shade trees along terraces, pedestrian scale theme lighting, landscaped boulevards, traffic circles, banners, benches, etc. shall be included in all arterial and collector street construction and reconstruction projects.
5. Work with Dane county to enhance and expand the recreation related transportation routes for hiking, biking, cross country skiing, and snowmobiling and link them with other areas of the Village.
6. Require sidewalks in new developments to enable a diversity of local transportation options.

7. Discourages the creation of cul de sacs except in very limited situations (e.g. existing topography or development pattern necessitates their use).
8. Update the subdivision ordinance to require multiple points of vehicular access, and establish block length and circulation guidelines for all new subdivisions.
9. Protect the traffic carrying capacity of arterial streets in the Village by restricting on-street parking in certain areas and limiting the number of driveways which provide direct vehicular access to heavily traveled thoroughfares. Support development of a collector street system that compliments arterial (USH 14) and local street systems to avoid through traffic on neighborhood streets.
10. Where feasible, redesign and reconstruct existing intersections, which are presently not well designed.
11. Ensure that all pedestrian crossings at major intersections are properly designed to provide maximum safety to those crossing these streets, especially those crossings located on USH 14 through the Village.
12. Utilize the Official Map to reserve right of ways for future arterial and collector streets, pedestrian and bicycle paths, bridges, riverwalks, rail lines, airport facilities, transit facilities and other transportation-related features.
13. Encourage neighboring towns and Dane County to work closely with the Village of Cross Plains to implement the transportation recommendations and policies presented in this *Village of Cross Plains Comprehensive Plan*.
14. Coordinate with other units of government as necessary to ensure adequate transportation facilities for trucking, transit, and rail, as well as air and water travel and transit.

Transportation Programs and Recommendations

This section builds from the policies identified above, and suggests particular actions, positions, and programs that the Village may undertake over the next 20 years.

Transportation System Improvements

The transportation system improvements recommendations are intended to be used in conjunction with the land use recommendations presented in the previous chapter of this *Plan*. In general, roadways within Cross Plains should provide multiple routes to most destinations, while minimizing potential conflicts between residential and non-residential land uses. Spreading traffic among several roads allows for the most efficient use of transportation dollars and minimizes traffic congestion on a few main roads. An interconnected system is also preferred for bike and pedestrian access, police and fire service, street maintenance, and snow plowing. All new subdivisions should be designed with road connections to future planned subdivisions; sidewalks on at least one side of the street; cul-de-sacs should be avoided unless natural features (e.g., topography, wetlands) prevent the extension or looping of a through roadway.

Recommended street system improvements are listed below and shown on Map 5:

- Work closely with WisDOT to maintain the viability of USH 14. At the time of writing, a corridor preservation project was beginning to study ways to address traffic flows and vehicular access on USH 14. The official area for the corridor preservation study is 1 mile in each direction from USH 14. This study will be used to determine if a bypass study needs to be undertaken. There are also plans for complete reconstruction of USH 14 through the Village in 2014. The Village intends to conduct other public improvement project in conjunction with this reconstruction.
- As a Village initiative, coordinate with stakeholders including WisDOT, WisDNR, Dane County, Cross Plains Business Association, residents, and others to consider a USH 14 bypass around the Village. There shall not be a 4 lane highway through the Village. The bypass will reduce commercial truck and pass-through traffic Downtown which will provide the community with an opportunity to focus on Downtown reinvestment and redevelopment. Traffic reduction will allow Downtown to become a pedestrian, bicycle, and residential friendly atmosphere. On the other hand, the reduced traffic

Downtown will also reduce the visibility of Downtown businesses and services. To manage this shift, Downtown businesses will need to plan for increased coordination and marketing. The Village will coordinate future transportation projects with the WisDOT, the Cross Plains Business Association, residents, and other stakeholders to minimize the impact of new transportation projects on existing homes, businesses and natural resources.

- Coordinate with the ongoing USH 14 initiatives to ensure that all intersections with USH 14 in the Village are carefully studied.
- Prior to the development of lands designated as Planned Neighborhood on the Future Land Use Map, the Village shall require developers to work with Village staff to develop a street system plan for the proposed new neighborhood.
- The Village should adopt an access control ordinance that applies to all arterial streets within the Village and its ETJ area.

Official Mapping

Recommended street system improvements in the Cross Plains planning area include adoption of an official map that identifies existing streets, expansions of existing street rights-of-way, rights-of-way for proposed new streets. Chapter 62.23 Wis. Stats. authorizes cities to create and adopt official maps for lands within the municipality and the extraterritorial jurisdiction of the municipality. The Village should also identify rights of way that are currently operated as Village streets, but are not dedicated to the Village. The Official Map would also identify future major and minor collector streets. County Trunk Highways P and KP within the Cross Plains extraterritorial planning jurisdiction should be officially mapped with minimum rights-of-way of 100 feet. USH 14 should be officially mapped with minimum rights-of-way of at least 120 feet depending upon the amount of existing development along the existing corridors. The Official Map could also identify future stormwater management areas, parks, multi-use paths, and other trails.

Bike and Pedestrian Facilities

Non-vehicular options are an important component of the overall transportation system. Bicycle and sidewalk route improvements should be integrated into public street improvements, wherever possible. Development of off-street recreation trails should be pursued in cooperation with public and private partners as opportunities arise through development, redevelopment, and preservation efforts.

The Village is in the process of mapping the existing on-street trail network through its parks as well as identifying future trails and bike paths. This process should incorporate Dane County plans for a regional bike route between the City of Madison and Mazomanie. The Village also intends to investigate the development of a pedestrian walkway along the Black Earth Creek to minimize conflicts with USH 14 and encourage increased enjoyment and use of this natural resource.

Downtown Transportation Issues

Due to its location along USH 14, Downtown presents several transportation-related challenges. The Village intends to pursue the following to minimize impacts:

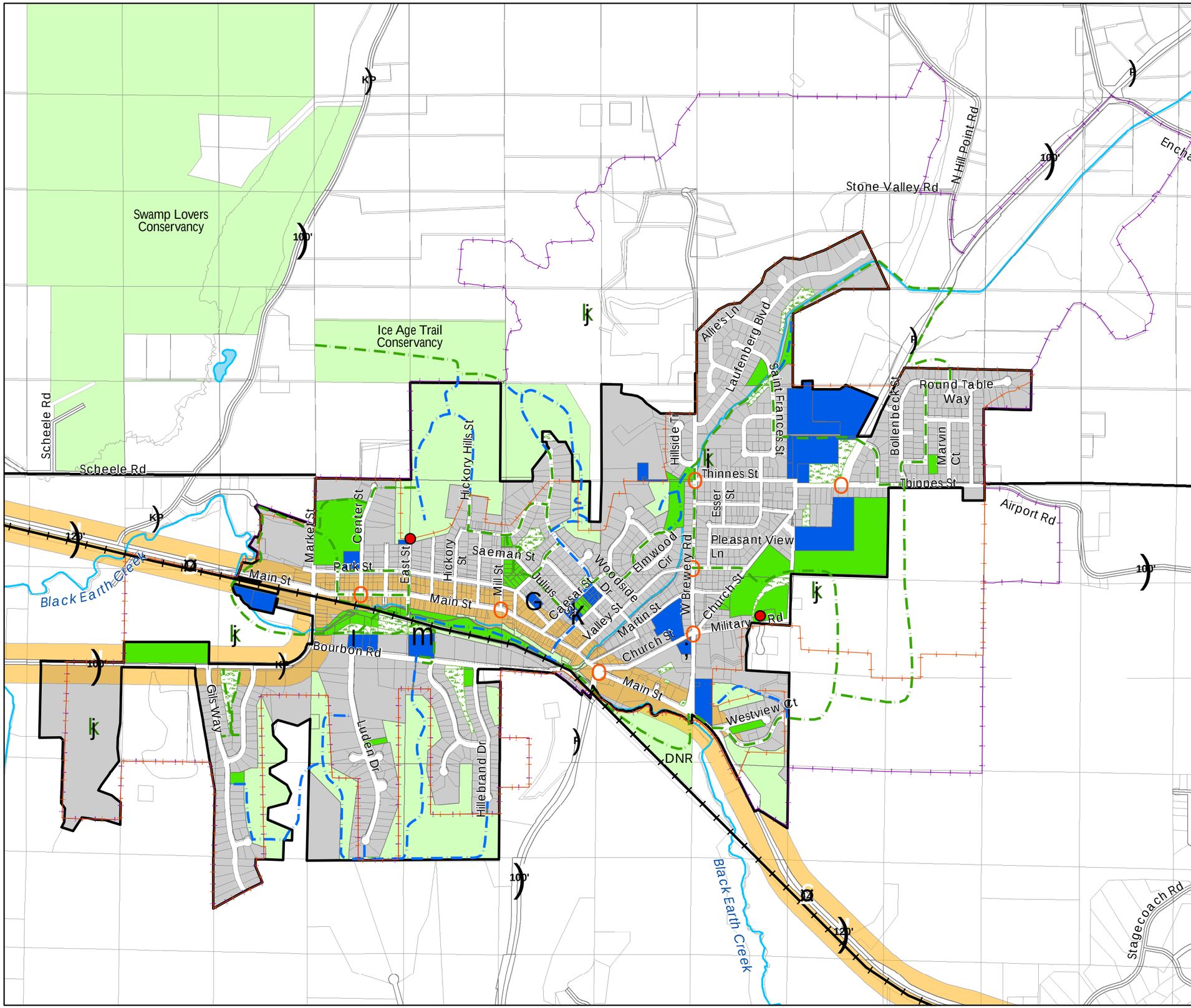
- Coordinate future downtown developments to ensure that they maximize pedestrian safety and minimize access points to high-volume traffic routes, especially US 14.
- Engage the Cross Plains Business Association to encourage downtown businesses to develop joint site development plans to encourage shared usage of space while improving the overall downtown economy, such as parking and trash/recycling collection sites.
- Identify underutilized areas in the downtown corridor that could be expanded to create more parking.

- Develop and plan for a directional signage system in the Village, including direction to downtown parking areas. See Chapter Two: Agricultural, Natural, and Cultural Resources for detailed recommendations.
- Amend the Village's zoning ordinance to allow for shared parking facilities. Develop incentives to encourage the development of shared parking spaces in future new developments.

Other Transportation Options

The Village should continue to work with the State, County and other transportation providers to support other transportation options, including commuter facilities, para-transit for the growing elderly and disabled populations and transportation services for lower income workers. Available programs include:

- *Regional Passenger Rail*. The Village intends to coordinate with ongoing studies at the County level that are investigating the possibility of regional rail service. Cross Plains supports regional efforts to develop transit systems and intends to identify a site for a potential future rail station within the Village. As mass transit opportunities begin to come to fruition, the Village intends to review and update its codes and ordinances to ensure that they allow mixed use developments to occur around future station sites.
- *Specialized Transportation Assistance Program for Counties* program, which provides funding for transportation services, purchasing services from any public or private organization, subsidizing elderly and disabled passengers for their use of services or use of their own personal vehicles, performing or funding management studies on transportation, training and the purchase of equipment. This program requires a 20% local match in funding.
- *Elderly and Disabled Transportation Capital Assistance* program. Eligible applicants include private and non-profit organizations, local public bodies that do not have private or public transportation providers available, and local public bodies that are approved providers of transportation services for the elderly and disabled. The program covers 80% of the cost of eligible equipment.
- *Wisconsin Employment Transportation Assistance Program (WETAP*). This program supports transportation services to link low-income workers with jobs, training centers and childcare facilities. Applicants must prepare a Regional Job Access Plan that identifies the needs for assistance. Eligible applicants include local governments and non-profit agencies.



Village of Cross Plains Comprehensive Plan

Map 5: Transportation, Utilities, and Community Facilities

- Village of Cross Plains Boundary
- Town Boundaries
- Parcels
- Surface Water

Utilities & Community Facilities

- Existing Urban Service Area
- Potential Future Urban Service Area
- Municipal Wells
- Potential Future Park Site
- Infiltration/Detention
- Conservancy
- Parks and Open Space
- Community Facilities
- Village Hall & Police Department
- Fire Department
- EMS Department
- Library
- Public Works Garage
- Existing Trails
- Potential Future Trail

Transportation

- Potential Intersections Improvement
- Railroads
- Future County/State Transportation Projects
- ##' Proposed Official Map Right-of-Way Widths

Average Daily Traffic Counts

Location	1999	2002	2006
CTH P north of the Village	2,200	3,000	NA
CTH P (Church Street)	4,000	5,700	5500*
CTH P south of the Village	4,100	4,900	4,200
USH 14 east of the Village	6,400	6,500	12,100
USH 14 and Valley Street	13,100	14,900	10,300
USH 14 and CTH KP	11,900	13,600	12,300
USH 14 west of the Village	10,700	13,900	10,100
CTH KP west of the Village	1,100	1,700	NA

*2005 counts

0 500 1,000 2,000 Feet

Vandewalle & Associates
Planning - Creating - Rebuilding
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Date: June 9, 2008
Sources: MSA, Dane County LIO, V & A

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Chapter Five: Utilities and Community Facilities

This chapter of the *Plan* contains background information, goals, objectives, policies, and recommended programs to guide the future maintenance and development of utilities and community facilities within the Village of Cross Plains.

UTILITIES AND COMMUNITY FACILITIES RECOMMENDATIONS SUMMARY

- Implement the Park and Open Space Plan.
- Conduct a space needs and siting study for the Village Hall and Police Department.
- Continue to coordinate with the Middleton-Cross Plains School District on issues of mutual concern.

Existing Utilities and Community Facilities Conditions

Sanitary Sewer System

The municipal wastewater treatment system in the Village of Cross Plains was recently improved. The upgraded plant is designed to accommodate a projected 2025 population of 6,000. This capacity also assumes that stormwater infiltration into the sewer pipes can be reduced. The primary project to reduce this source of extra wastewater volume is replacement of the Main Street interceptor, to be completed in conjunction with eventual upgrades to Highway 14.

The Village of Cross Plains also commissioned a Long Range Utility Plan for the Sanitary Sewer Collection System. This plan was completed in January of 2001 and outlines the specific needs that must be addressed for the sanitary sewer collection system, if the Village is to continue to develop in the future. This study was solely focused on the wastewater collection system, and did not address the long term needs/capacity of the wastewater treatment plant.

There are two properties in the Village served by private onsite wastewater (septic) systems. These properties should connect to the public system in the future. All private onsite wastewater treatment systems must comply with Wisconsin Administrative Code COMM 83. Soil restrictions dictate where various types of systems may be used. Common systems in Wisconsin include the conventional in-ground system, also referred to as a below-grade system, the mound system, and the at-grade system. Homeowners should always have their soils of their property analyzed by certified professionals before installing or replacing any sort of private onsite wastewater treatment system.

Water Supply

Municipal water supply in the Village of Cross Plains is provided by a system of wells, distribution lines, and storage facilities. A study of this system (Needs Assessment for Improvements to the Municipal Water Supply System) was completed in 1994 by Town and Country Engineering, the Village's Engineer of Record. The Village has completed several of the primary recommendations of this study. The Village is currently working to reserve adequate area in the northeast part of the Village for water storage tanks and water supply wells.

An expansion of this report was completed in January of 2001 (Long Range System Planning Water System Analysis). This report was commissioned to study the best possible location of a future water tank, as well as "to determine if "zoning" the water distribution system into high and low pressure zones would result in significant increase in the possible service area". The conclusion of this report was that, if the Village zones the water system, a larger area could be served than without creating a zoned system. However, the final location of a future water tank will depend upon the type of development and level of service the Village the Village wishes to provide.

Storm Water Management

The Cross Plains Area Stormwater Management Plan, completed in February 1996 by Town and Country Engineering, Inc., provides a detailed analysis of 18 runoff subbasins in a portion of the east side of the Village. The plan projects changes in land use through 2015 and recommends a schedule of improvements in each subbasin immediately, by 2015, and long term. This document should be consulted as part of any plat review in the Village or within the Village's extraterritorial jurisdiction.

The Village of Cross Plains municipal code sets erosion control standards and requirements for "all land disturbing and land developing activities" within the corporate limits of the Village, and for "those land disturbing activities relating to, arising from, or connected with a subdivision as defined in section 236.02(12), Wisconsin Statutes."

Dane County also has a stormwater management ordinance, part of Chapter 14 of the Dane County Code of Ordinances. This ordinance applies to land disturbing activities in all unincorporated areas in the County. Landowners outside the Village of Cross Plains corporate limits but inside its 1.5 mile extraterritorial jurisdiction should consult with both the Village and the County to determine which regulations apply. If both apply, the more restrictive requirements will be used. Dane County's stormwater and erosion control requirements can be found online at: http://www.co.dane.wi.us/commissions/lakes/stormwater.shtml

The Village of Cross Plains is not required to apply to the U.S. Environmental Protection Agency for a National Pollutant Discharge Elimination System (NPDES) storm water permit.

Solid Waste Disposal/Recycling Facilities

The Village contracts Town and Country Sanitation to provide solid waste disposal and recycling services. The contract for these services expires at the end of 2010.

Post Office

The Cross Plains Post Office is located at 2012 Park St.

Fire Protection /Rescue/Emergency Medical Services

The Village shares fire, rescue and EMS equipment, facilities and services with the Town of Berry and Town of Cross Plains. The EMS, located at 2027 Park Street, also serves the Town of Springfield. This facility was recently upgraded. A new fire station was recently completed and is located at 1501 Bourbon Road.

Law Enforcement

The Cross Plains Police Department presently consists of the Chief of Police and four other full time sworn police officers as well as a civilian administrative assistant. In addition, several officers are employed on a part-time basis.

In the event there is no Cross Plains Police Department officer on duty, the Dane County Sheriff's Office handles emergency calls in the Village.

The office of the Cross Plains Police Department is located in the lower level of the Cross Plains Municipal Building, which is located at 2417 Brewery Rd.

Health Care Facilities

Health care for residents is available at the Cross Plains Clinic (2418 Brewery Road) and in the neighboring communities of Black Earth and Middleton. Physicians in these areas are affiliated with one or more hospitals in Madison. Madison Hospitals serving Cross Plains and the surrounding areas include Meriter Hospital, St. Mary's Hospital, U.W. Hospital and Clinics and Veterans Health Care Primary Care Center.

Library

The Rosemary Garfoot Public Library is located at 2107 Julius St., and is a member of the South Central Library System. The library offers public computers, tutoring, book discussions, outreach services, and poetry writing contests.

The Rosemary Garfoot Public Library is the first LEED (Leadership in Energy and Environmental Design) certified public library in the state of Wisconsin. Numerous elements in construction, design and sustainable practices factor into qualification for LEED. Among the myriad materials used in the facility are insulation made from recycled blue jeans, wheatboard cabinetry, recycled paper composite surface on the circulation desk, areas of cork flooring, and recycled tire pedimats. Features attributing to energy savings and conscientious use of natural resources include: harnessing daylight; eco-flush toilets; photo-voltaic sinks; radiant floor heat; rain gardens; and recycled wood from trees removed from the site. By virtue of building a "green" library, the Rosemary Garfoot Public Library is guaranteed, at minimum, a 30 percent reduction in utility costs when compared to a similar size (16,500 sq. ft.) and functioning facility.

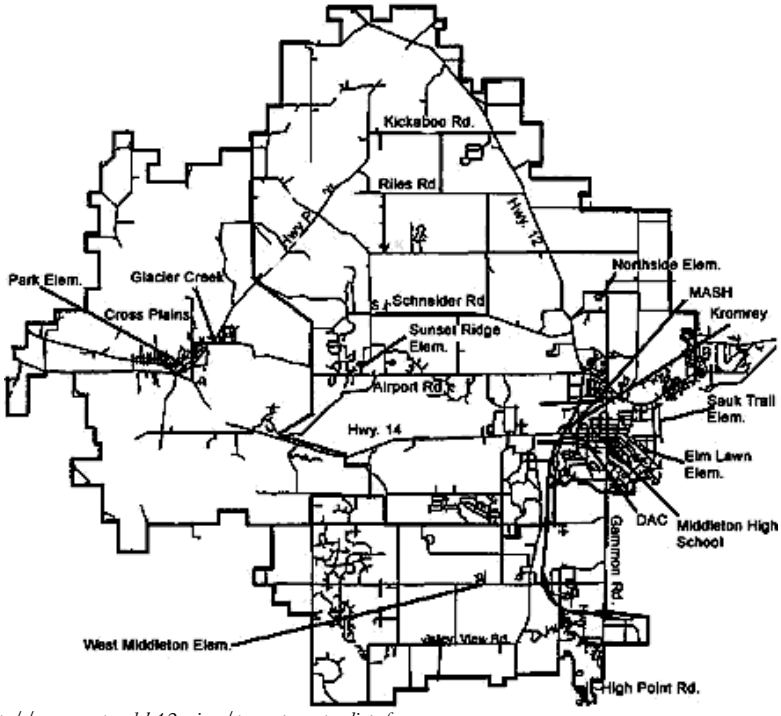
Schools

The Middleton-Cross Plains Area School District consists of six elementary schools, two middle schools and a high school.

Five of the schools: Elm Lawn Elementary, Northside Elementary, Sauk Trail Elementary, Kromrey Middle School and Middleton High School are located in the City of Middleton. Sunset Ridge Elementary School and West Middleton are located in the Town of Middleton. Park Elementary School and Glacier Creek Middle School are located in Cross Plains. Students in the Elm Lawn, Northside and Sauk Trail boundaries attend Kromrey Middle School. Students in the Sunset Ridge, Park and West Middleton boundaries attend Glacier Creek Middle School. All students attend Middleton High School. Bussing is available for those students living 1.1 miles or more from the school.

The grade configuration for the schools is Elementary K-5, Middle 6-8 and High School 9-12. An alternative senior high school (MASH) is also available for eligible students.

Figure 22: Middleton-Cross Plains School District



Source: http://www.mcpasd.k12.wi.us/parents.maps.dist.cfm

Child Care Facilities

There are several licensed childcare facilities in the Village. Residents in need of childcare services also use informal networks of friends and family, or facilities near workplaces in the Madison area.

Parks and Recreation Facilities

The Village updated its Parks and Open Space Plan in October of 2007. The Plan lists a series of objectives and policies which should be utilized when making decisions about parks and open space improvements.

The Village currently contains 21 park and open space areas, totaling just over 190 acres. This includes 64.6 acres of active-use public parks and school grounds (.02 acres/person in 2000), 99.2 acres of passive-use natural areas (.032 acres/person in 2000), and 26.6 acres of park and open space not owned by the Village. Parks are listed below by open space classification.

Mini-Parks—usually one-acre or less; serve a concentrated or limited population or specific groups such as tots or senior citizens:

- *Cedar Glen Park* is 0.57 acres in size containing a tot lot, sheltered picnic tables, and a water fountain. It includes trail access to the Cedar Glen Conservancy.
- *Glacier's Edge Park* is 0.39 acres in Glacier's Edge Commercial Area. The site is intended to serve as a site for seasonal art and craft fairs and a Village Farmer's Market.

Neighborhood Park/Playground—usually 1-5 acres; provide facilities for recreational activities such as field games, court games, playground apparatus areas:

- *Westview Park* is 1.31 acres in size and serves a multi-family residential development and condominiums. There are picnic tables and playground equipment. It is handicapped accessible. The park has access to the Westview Scenic Overlook at the park's north end.

- *Melody Acres Park* is 0.8 acres and has a significant slope limiting some park uses. The park contains playground equipment, swings, a play structure, and benches.
- *Brewery Creekside Park* is 5.2 acres combining two previously existing parklands of the Hillside Trail and Woodside Hills Conservancy. It is primarily a steeply sloping open space area with a small neighborhood playground. There is a pedestrian trail.
- *Glacial Valley Park* is a well-landscaped 2-acre park with a climbing unit, seesaw, slide, benches, picnic table, swings, and a volleyball court. It is handicapped accessible.
- Community Park—5 or more acres with 15-40 acres being most common; include athletic complexes and large swimming pools, or natural areas for walking and picnicking. Located near major thoroughfares:
- *Municipal Park* is 1.7 acres and is centrally located within the Village. It functions as a neighborhood playground and community park. It includes a lighted swimming pool, a basketball court, picnic tables, a roofed outdoor shelter and children's play equipment.
- *Baer Park* is 14.92 acres and functions as a neighborhood playground and a community park. It is the largest park in the Village. Features include two lighted ball fields with bleachers, a batting cage, volleyball court, youth play equipment, a tennis court, skateboard area, basketball court and a shelter/concession with kitchenette and a picnic area that is handicapped accessible. The park has water and restrooms.
- *Raspberry Park* is 9.7 acres in size and includes a ballfield, soccer field and half basketball court are located in the park.

Natural Areas—various sizes; undeveloped natural lands and conservancy areas:

- *H. M. Zander Community Nature Park* is 9.5 acres that stretches along Black Earth Creek. This park includes a pedestrian trail with benches winds through the park, with signs highlighting the unique historical and natural assets of the Village. The Village is currently working on a prairie restoration project here. Additionally, this is the only park in the Village which allows unleashed pets.
- *Cedar Glen Conservancy* is 22.62 acres in size. The area represents many features unique to the Driftless Area of the last North America Glacial Period and serves as an additional conservancy/open space for the Village. Pedestrian hiking trails though the conservancy area have many scenic overlooks and are accessible from Village streets at several locations.

- *Glacial Valley Conservancy* is 36.53 acres and extends up and across the tops of steep slopes that overlook the Village. Pedestrian hiking trails through the conservancy have many scenic overlooks, and are accessible from Village streets at several locations.
- *Dorothy Statz Park* is 2.7 acres of passive recreational area containing mature deciduous trees. Its location and elevation provide an excellent Village overlook point. One bench is provided.

- *Swanson Conservancy* is 3.3 acres of steeply wooded hillside lying east and north of the residential property on Center Street and East Street.
- *Westview Scenic Overview* is 4.5 acres of natural prairie hillside and hilltop. A gently sloping pedestrian trail leads to the scenic overlook point with two benches.
- *Cedar Hill Park Conservancy* spans 20 acres in two parts; one is a steeply wooded hillside Conservancy Area (17.5 acres) on the east side of the Cedar Hill Subdivision, the Cedar Hills Park (2.5 acres) is located on Gil's Way, and has an access-way to the Conservancy Hiking Trail.
- *Hickory Hill* is 53 acres of steeply wooded hillside located in the north central portion of the Village and is open to residents for passive recreation activities. Recently acquired by the Village in 2006, this property has restrictions which prohibit development of any active recreation improvement. The Village sites a holiday tree on an overlook area on this property every year.

Schools—recreational facilities located on school property:

- *Glacier Creek Middle School* is 14.4 acres in size. There are two soccer fields, basketball courts, and an open ball field. School facilities are also available for community use including a gymnasium and meeting rooms.
- *Park School* is 13.6 acres in size. The playground area includes playground equipment, two ball fields, basketball courts. The "Outdoor Education Center" site includes a restored prairie and trail to the hilltop.

Department of Natural Resources-recreation facilities owned by the state:

- *WisDNR Conservation Area* is 20 acres of open space area located along the Black Earth Creek including several springs, one of which is a main source of fresh water to the Creek.

Private:

- *St. Francis School/Playground* is a private park covering 4.5 acres that is owned by the Diocese of Madison/St. Francis Catholic Church. Facilities include a neighborhood park with playground equipment, a ball field, basketball courts, and an open play area that is used as a football field.
- *American Legion Park* is a private park that is 2.1 acres in size owned by the American Legion. It contains a ball field, playground equipment, a large roofed picnic shelter with tables and a building for meeting with onsite parking.

Power Plants and Transmission Lines

There is a 69 Kilovolt transmission line running through the south end of the Village and a substation at the intersection of CTH P and Stagecoach Rd. Plans are under way to upgrade electric transmission lines in western Dane County.

Electricity and Natural Gas

Electricity and natural gas are supplied to the Village through Madison Gas & Electric.

Telephone and Television Services

The Village of Cross Plains does not have any ordinances in place that govern the location of cell towers. There are no cell towers in the Village at this time. Telecommunications are provided to the Village through TDS. Cable service is provided through Charter Communications.

Cemeteries

There are two cemeteries in Cross Plains, Valley Home Cemetery on Brewery Road and Saint Francis Xavier cemetery behind St. Frances Xavier Catholic Church on Thinnes Street.

Churches

There are two churches in Cross Plains, Saint Martin's Lutheran Church at 2427 Church Street and Saint Frances Xavier Catholic Church at 2947 Thinnes Street.

Utilities and Community Facilities Goals, Objectives, and Policies

Goals:

1. Parks and Recreation Goal: To provide quality recreation and open space lands and facilities to all residents of Cross Plains.
2. Community Service Goals: To provide high quality, cost-effective services to the Village and its residents.

Objectives:

1. Acquire an adequate amount of land to meet the recreational needs of the Village.
2. Provide safe and reliable facilities at Village parks as dictated by park use and type.
3. Ensure that new Village park lands (neighborhood, community, and conservancy areas) are accessible to Village residents, whenever possible.
4. Ensure that all neighborhoods in the Village have easy pedestrian access to a neighborhood park facility.
5. Coordinate park development, use of recreational facilities, and recreational program efforts between the Village, local schools, and private institutions.
6. Identify open space lands that are important to the overall quality of life in the community and take measures to assure their conservation.
7. Promote awareness of the impact of Village's park, open space, recreation system on the quality of life in the Village.
8. Develop a system of pedestrian and bicycle routes that link Village and surrounding recreation areas.
9. Ensure that basic public services such as adequate police and fire protection, street services, solid waste disposal, recycling, sanitary sewer services, and education are made available to all residents.
10. Coordinate community development projects in Cross Plains with plans and projects of other services or facility providers.

Policies:

1. Utilize all available resources to further enhance the quality of the Village's park system by working with local residents and organizations and town, county, state and federal agencies and organizations.
2. Ensure that new subdivisions and development projects provide adequate land dedications and/or fees in lieu of land dedications to accommodate needs for park, open space and recreation created by the development.
3. Implement the recommendations of the Park and Open Space Plan and update this Plan regularly.
4. All new neighborhoods must be connected to the Village bicycle and pedestrian system, when practical.
5. Plan for future utility expansions, as needed, to address water pressure and sewer flow issues that may arise from topography issues.
6. Extend sewer and water services to land within the current and future designated Urban Service Area which are contiguous to existing served areas, and phase such service extensions in a manner that is consistent with the growth policies found in this *Plan*. Village services shall not be extended outside of the corporate limits.
7. Encourage full utilization of the existing capacity of services (such as public water, sanitary sewer, and power lines), prior to approving major expansions to any utility system.

8. Implement the Stormwater Management Plan for the urban service area with emphasis on utilizing the natural drainage system indicated on Map 2: Agricultural, Open Space, and Environmental Corridors to the greatest possible extent.
9. Consider the development of a storm water utility to manage stormwater facilities.
10. Consider the entire basin when designing storm water facilities for individual developments.
11. Require a division of land within the designated urban service area to be served by public sewer and water prior to development, and to assure that such division of land be laid out in a manner that would provide for the efficient construction of sewer, water and streets.
12. Ensure the proper ongoing maintenance of existing on-site wastewater treatment systems in the Village, and require all future development in the Village to connect to public sanitary sewer service.
13. Avoid the extension of various utilities and services to areas of steep slopes which are more costly to serve due to the need for specialized engineering consultation, equipment, construction techniques, and/or maintenance practices.
14. Consider undergoing a detailed space needs and siting study for Village Hall and the police department.
15. Implement the recommendations of the Village of Cross Plains Parks and Open Space Plan.
16. Maintain exemplary levels of municipal services including local fire and ambulance services, police, and library.
17. Work with the School District to locate a future high school within the Village limits.
18. Meet with other surrounding jurisdictions (School District, Towns, County) on an annual basis, or prior to committing to new facilities or services, to identify any areas where services, equipment, or facilities could be shared or provided jointly.
19. On an annual basis, create and update a Capital Improvements Plan (CIP) to aid in the budgeting of funds.
20. Plan for a zoned water system to address water pressure and fire flow issues for future service along CTH P, north of the Village, should the Village develop that direction.
21. Make revisions to other ordinances and codes as necessary to implement the recommendations in this *Plan*, including City building codes, mechanical codes, housing codes, and sanitary codes.
22. Continue to rely on the private sector for various community services such as cemeteries, health care, child care, and telecommunication facilities.
23. Continue to contract with private waste disposal companies to provide reliable solid waste disposal and recycling services.

Utilities and Community Facilities Programs and Recommendations

This section builds from the policies identified above, and suggests particular actions, positions, and programs that the Village may undertake over the next 20 years.

Conduct a Municipal Space Needs Study

At the time of writing, it was determined that the Village Hall and police facilities were rapidly reaching capacity. While a preliminary study was conducted, the Village intends to develop a more detailed space needs and siting study. As a result of this study, the Village will ensure that various departments and facilities have sufficient capacity to meet future service demands of the community, keeping multiple community objectives in mind, including cost-effectiveness.

The Village Hall is currently located near the heart of Cross Plains and it is in the Village's best interest to site a new facility in the Downtown area. A future site should have sufficient land for the building, on-site parking, public and service entrances, and future expansion. This new facility creates an opportunity for increased energy-efficiency and environmental sustainability. The Village may consider construction of a

LEED (Leadership in Energy and Environmental Design) certified building, similar to the Rosemary Garfoot Public Library. LEED is the nationally accepted benchmark for the design, construction, and operation of high performance "green" buildings. LEED promotes a whole-building approach to sustainability by recognizing performance in five key areas of human and environmental health: sustainable site development, water savings, energy efficiency, materials selection, and indoor environmental quality.

Park and Open Space Improvements

The Village recently updated its Park and Open Space Plan, which provides a comprehensive evaluation and recommendations to address the interest in park space, and should be referred to as the guide for future park system recommendations. Over the next 20 years, to maintain its current park standards, the Village will likely acquire and/or develop new parkland and make improvements to several existing parks.

Still, each Park and Open Space Plan focuses particularly on the next five year period, while this *Comprehensive Plan* identifies proposed growth patterns over the next 20 years. Future residential growth areas are depicted on Maps 4a and 4b. With the next update of the Park and Open Space Plan in 2012, ideas regarding the park and recreational needs of future growth areas should be considered.

The Village also intends to pursue the following recreation-related initiatives:

- Continue to implement, and update as needed, the Village reservation and dedication of land and payment of capital improvement fees to require new developments set aside land for park and recreation or make payments in lieu of dedication.
- Coordinate with other organizations, such as Trout Unlimited, Natural Heritage Land Trust, Dane County, the Nature Conservancy, and others on a regular basis to pool funds to purchase additional park, recreation, and open space.
- Meet with other organizations, such as WisDNR, Natural Heritage Land Trust, Dane County, Ice Age Park and Trail Foundation, Trout Unlimited, the Nature Conservancy, Black Earth Creek Watershed Association, Black Earth Creek Conservation Organization and others, to develop a long-term plan for the protection and enhancement of area conservancy and agricultural resources.
- For areas located in the Village of Cross Plains, limit or prohibit development on open space areas that are important to the overall quality of life in the community. For areas outside of the Village of Cross Plains, utilize the Village's extraterritorial authority to protect these lands from harmful development.
- Develop a park and recreation brochure to distribute to all residents in the Village to increase awareness of the Village park, open space, and recreation system.
- With the assistance of the Park and Recreation Committee and the Director of Recreation and Parks Maintenance, investigate the development of a "Friends of Cross Plains Parks" group to assist in the maintenance of the Village's parks and open spaces.
- Enhance the existing "Adopt a Park" program, in partnership with existing organizations (Lions Club, Optimists, CPBA, etc.).
- Update the trail map from the Village of Cross Plains Parks and Open Space Plan to include trail routes to newly developing areas south and west of the Village to establish future bike and pedestrian routes.
- Work with the Dane County Parks Department and neighboring towns and villages to coordinate the construction of a trail from Madison to Mazomanie, through Cross Plains.
- Consider developing new parks as need increases. Map 5 includes three potential locations for new park sites.

Continue Coordination with the Middleton-Cross Plains School District

The health of the Village and the health of the School District are closely intertwined. A high quality school district enhances the overall quality of life for Village residents, increases positive opportunities for the area youth, and is a large factor in workforce and economic development. Several initiatives to ensure close

collaboration among the School District and Village are strongly advised. Ideas and advice include the following:

- To encourage awareness and ongoing communication between the Village and the School District, the Village should involve the School District in review of residential development as well as other issues of mutual concern.
- The Village will continue to collaborate on a staff/department level to assure that shared facilities and overlapping areas of concern—such as student safety—are addressed in an efficient and effective manner.
- As the community grows, the location of future school sites will become an important planning issue for the Village and the District. School Siting decisions will be influenced in part by the locations of new neighborhoods. The ease of access and availability of safe transportation routes should also influence siting decisions. The Village is especially interested in identifying and reserving potential sites for a future high school in Cross Plains.

Generally follow the timetable in Figure 23 to create, expand, or rehabilitate community facilities or utilities.

Figure 23: Timetable to Expand, Rehabilitate, or Create New Community Utilities or Facilities

Utility or Facility	Timeframe for Improvements	Description
Water Supply	Ongoing	Improve water storage capacity and the distribution system as necessary to serve new development.
Sanitary Sewer	Ongoing	Extend interceptors as necessary and cost feasible to serve new development and improve service to existing development.
On-Site Wastewater Treatment (Septic) Systems	Ongoing	Continue to work with property owners to connect to sanitary sewer when appropriate.
Solid Waste Disposal and Recycling	Ongoing	Continue to contract with a private waste disposal company for collection service.
Stormwater Management	Ongoing	Implement the Cross Plains Area Stormwater Management Plan.
	Ongoing	Update storm water management plan and ordinance as needed.
	2010	Consider establishing a storm water utility.
Police Protection, Fire Protection, and EMS Services	2008-2009	Ensure that facilities meet long term needs.
Library	2008-2009	Current facility is projected to meet demands over the planning period.
Village Hall	2008-2009	Conduct a detailed space needs and siting study.
Medical Facilities	Ongoing	Encourage improvements to existing facilities as needed.
Schools	Ongoing	Continue to coordinate and communicate with the School District on issues of mutual concern.
Parks & Recreation	2007-2012	Implement recommendations of Park and Open Space Plan.
	2012, 2017	Update Park and Open Space Plan.
Telecommunication Facilities	2010-2013	Consider updating standards for telecommunication (cell phone) towers in zoning ordinance.
Power Plants/Transmission Lines	Ongoing	Continue to work with ATC on issues related to the location or upgrade of transmission lines or power substations in the Village.
Cemeteries	Ongoing	Private parties will add to cemeteries as needed.
Child Care	Ongoing	Area child care facilities are projected to expand to meet needs, serving new development and employment areas.

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Chapter Six: Housing and Neighborhood Development

The Housing and Neighborhood Development chapter establishes goals, policies, and programs to assure that there is an adequate supply of decent housing to meet present and future demand. The policies and recommendations also support the interest in achieving high-quality neighborhoods.

HOUSING AND NEIGHBORHOOD DEVELOPMENT RECOMMENDATIONS SUMMARY

- Support policies and programs that provide high-quality, affordable housing options in the community.
- Consider detailed design guidelines for all new or expanded multi-family residential developments.

Existing Housing Conditions

Housing Age Characteristics

Figure 24 lists housing age characteristics for the Village as compared to three surrounding communities, Dane County, and the state. Census records indicate 33 percent of the Village's total homes were built during the 1990s. There were also a significant number of homes built in the 1970s.

Figure 24: Housing Age Comparison

Year Built	Village of Cross Plains		Town of Cross Plains		Town of Middleton		Town of Berry		Dane County		Wisconsin	
1999-March 2000	11	0.9%	8	1.6%	183	11.4%	10	2.3%	4,860	2.7%	50,735	2.2%
1995-1998	129	10.6%	41	8%	252	15.7%	15	3.5%	15,923	8.8%	170,219	7.3%
1990-1994	274	22.4%	83	16.1%	148	9.2%	24	5.6%	17,300	9.6%	168,838	7.3%
1980-1989	167	13.7%	103	20%	420	26.1%	39	9.1%	23,560	13.1%	249,789	10.8%
1970-1979	276	22.6%	71	13.8%	322	20%	144	33.6%	36,115	20%	391,349	16.9%
1960-1969	107	8.8%	30	5.8%	144	9%	44	10.3%	26,265	14.6%	276,188	11.9%
1940-1959	91	7.45	23	4.5%	50	3.1%	15	3.5%	29,194	16.2%	470,862	20.3%
1939 or Earlier	167	13.7	156	30.3	89	5.5	137	32	27181	15.1	543,164	23.4
Total	1,222		515		1,608		428		180,398		2,321,144	

Source: U.S. Census Bureau

Housing Structural Characteristics

The US Census classifies approximately 63 percent of housing in the Village of Cross Plains as single-family detached housing. Roughly 6 percent of the housing is considered single-family attached (e.g. townhomes). Almost 11 percent of the housing units are in buildings containing 5 to 9 units.

Figure 25: Total Housing Units, 2000

Units in Structure	Number	Percent
1-unit, detached	765	62.6
1-unit, attached	77	6.3
2 units	62	5.1
3 or 4 units	46	3.8
5 to 9 units	128	10.5
10 to 19 units	75	6.1
20 or more units	69	5.6
Total	1222	100

Source: U.S. Census Bureau

The US census reports that all Village housing units have complete plumbing and kitchen facilities. Telephone service is provided to all but 4 Village housing units. Most homes in the Village of Cross Plains are heated with natural gas (77 percent). Seventeen percent of Village homes utilize electric heat. The remaining 6 percent presumably use fuel oil or wood-burning furnaces.

Housing Value Characteristics

The median home value in the Village of Cross Plains is higher than the statewide median and slightly lower than the Dane County median value (See Figure 26). Median home values in the surrounding towns are much higher – the towns of Middleton and Cross Plains each have at least 25 percent of homes valued over $300,000.

Figure 26: Housing Values, 2000

Value	Village of Cross Plains		Town of Cross Plains		Town of Middleton		Town of Berry		Dane County		Wisconsin	
Less than $50,000	0	0.0%	4	0.9%	0	0.0%	2	0.6%	2245	2.2%	142,047	10.0%
$50,000 - $99,999	64	8.1%	43	9.9%	17	1.2%	16	4.7%	10,866	10.9%	482,614	33.8%
$100,000 - $149,999	400	50.3%	55	12.6%	148	10.7%	78	22.7%	39,954	40.0%	410,673	28.8%
$150,000 - $199,999	227	28.6%	97	22.3%	291	21.0%	100	29.1%	25,196	25.2%	210,917	14.8%
$200,000 - $299,999	94	11.8%	122	28.0%	399	28.8%	83	24.1%	14,631	14.6%	123,606	8.7%
$300,000 - $499,999	7	0.9%	84	19.3%	317	22.9%	50	14.5%	5,530	5.5%	42,326	3.0%
$500,000 or more	3	0.4%	30	6.9%	215	15.5%	15	4.4%	1,501	1.5%	14,477	1.0%
Median Value	$143,200		$214,900		$255,100		$181,800		$146,600		$109,900	

Source: U.S. Census Bureau

Between 2000 and 2003, total assessed values in the Village rose 43 percent, with most of that growth in residential property. This increase in residential property value reflects both appreciation and new construction – there were over 100 new units built in that period.

Figure 27: 2000 to 2003 Assessed Valuation

Property Class	2000	2001	2002	2003	percent Change 2000 - 2003
Residential	$ 116,777,800.00	$ 121,412,300.00	$ 130,099,600.00	$ 170,757,300.00	46%
Commercial	$ 27,989,300.00	$ 27,951,500.00	$ 29,009,300.00	$ 37,305,200.00	33%
Agricultural	$ -	$ -	$ -	$ 1,500.00	1500%
(Sum of 5, 6, &7)	$ 85,800.00	$ 90,000.00	$ 92,800.00	$ 119,200.00	39%
Personal	$ 3,675,300.00	$ 3,636,300.00	$ 3,495,500.00	$ 3,827,600.00	4%
Total	$ 148,528,200.00	$ 153,090,100.00	$ 162,697,200.00	$ 212,010,800.00	43%

Source: Wisconsin Department of Revenue

NOTE: Total includes Ag. Land value for the purpose of calculating major class % of total.
NOTE: Ag. Class of property is not considered a major class per statute

Housing Occupancy Characteristics

The Village of Cross Plains enjoys a very high residential occupancy rate. Only 2.4 percent of housing units were vacant in 2000.

Figure 28: Housing Occupancy, 2000

Total Units	Occupied	Percent	Vacant	Percent
1,228	1,199	97.6	29	2.4

Source: U.S. Census Bureau

Housing Changes 1990-2000

Housing in the Village increased by 448 units from 1990 to 2000, from 780 to 1228. The average number of people per household decreased between 1990 and 2000 from 2.75 to 2.56.

The Village of Cross Plains grew at a faster rate than did Dane County and the state overall. Total households in the Village grew by 58 percent during the last decade whereas the county and state grew by 21 percent and 14 percent respectively.

Figure 29: Total Households 1990-2000

	Households 1990	Households 2000	Change	percent Change
Village of Cross Plains	761	1,199	+438	58%
Dane County	142,786	173,484	+30,698	21%
Wisconsin	1,822,118	2,084,544	+262,426	14%

Source: U.S. Census Bureau

Housing Changes 1998-2004

Residential growth has continued at a rapid pace since 2000. The 190 units approved in the 5 years 2000-2004 represent approximately 486 residents (2.56 average household size).

Figure 30: Recent Residential Building Permits (1998 - 2004)

Type of Development	Number of Permits						
	1998	1999	2000	2001	2002	2003	2004
Residential							
Single-Family	1	10	22	33	49	47	37
Duplex					1		
Total Units:	1	10	22	33	51	47	37

Source: Village of Cross Plains

Housing Tenure

Housing tenure is a measure of how many occupied residential units are occupied by the owner, and how many are inhabited by residents who are not the primary owner of the premises. Housing units in the Village

of Cross Plains are almost 66 percent owner-occupied. This compares to 68 percent owner-occupancy for the state and 58 percent for Dane County.

Housing Programs

Several housing programs are available to Cross Plains residents, including home mortgage and improvement loans from the Wisconsin Housing and Economic Development Authority (WHEDA) and home repair grants for the elderly from the U.S. Department of Agriculture. The HOME Investment Partnerships Program funds down payment assistance for homebuyers, rental rehabilitation, weatherization-related repairs, accessibility improvements, and rental housing development. The Housing Cost Reduction Initiative (HCRI) funds activities such as emergency rental aid, homeless prevention efforts, and related housing initiatives. Further information on these programs can be obtained by contacting WHEDA. Local programs include:

- Dane County Community Development Block Grant Program
- Dane County Housing Authority
- Madison Area Community Land Trust
- Operation Fresh Start
- Project Home
- Rural Development

Housing and Neighborhood Development Goals, Objectives, and Policies

Goal:

1. To provide safe, affordable, quality housing of various types and in various locations in the Village.

Objectives:

1. Encourage residential growth to occur in areas designated for residential growth in the comprehensive plan.
2. Ensure that new residential growth is contiguous with existing built-up areas within the urban service area. This reduces the costs to build and maintain Village infrastructure.
3. Ensure that new residential growth is staged with the expansion of supporting services and facilities.
4. Discourage septic-based residential growth within mile and a half extraterritorial jurisdiction of the Village.
5. Encourage a variety of housing types in the Village, including single-family, duplex, multiple-family and condominium units.
6. Encourage a variety of housing cost options in both the rental and purchase markets.
7. Ensure that residential developments are adequately served with transit service, pedestrian , bicycle and recreational opportunities.
8. Design subdivisions, whenever feasible, to provide more than one vehicular access point and provide an appropriate internal circulation system.
9. Expand and integrate affordable housing opportunities for all persons, especially the elderly.
10. Encourage surrounding towns and villages to provide their fair share of low income and assisted housing units.
11. Maintain and enhance the quality and condition of the existing housing stock in the community.

12. Encourage the strengthening of existing neighborhoods through maintenance of existing housing stock, creative reuse of vacant or under-utilized buildings, and infill on vacant parcels.
13. Work with the Middleton-Cross Plains School District to provide joint school-park sites and programs wherever possible.
14. Encourage careful design of any multiple family residential developments that abuts established low density residential areas to minimize potential negative impacts on existing homes.

Policies:

1. Implement a residential growth phasing program to ensure that housing supply is consistent with the capacity of community utilities and services, including the School District and transportation systems.
2. Work with residential developers to schedule construction of new residential units such that the annual average number of units over a five year period does not exceed 40 new units per year.
3. Conduct an assessment of current and forecasted housing market conditions, evaluating projected demographics (including household size and income and age of householders) against the current stock. Use this information to establish housing type requirements for new housing developments in the Land Division Ordinance.
4. Promote the programs available to help Village residents repair and maintain their homes. Consider the development of a locally funded revolving loan program for the renovation of homes in the Village.
5. New residential construction within the Cross Plains Urban Service Area shall not be allowed unless it is contiguous with existing built-up areas of the Village.
6. New residential construction should be allowed only on land designated for residential use on Maps 4a and 4b: Future Land Use.
7. Encourage increased residential densities in the central business district (at least 7 dwelling units per acre) to help make transit service economically viable.
8. All non-agricultural development on lands located within the adopted Cross Plains Urban Service Area shall be served with the full array of municipal services.
9. Unsewered subdivisions within the Cross Plains Urban Service Area shall not be permitted.
10. Land division for new residential development proposed outside the Cross Plains Urban Service Area but inside the Village's 1.5 mile extraterritorial zoning area shall not exceed a maximum density of 1 dwelling unit per 35 acres.
11. The Village encourages neighboring towns to adopt and implement land use plans which emphasize agricultural preservation, protection of natural resources, and very low residential densities (1 dwelling unit per 35 acres) in areas outside of the Cross Plains Urban Service Area.
12. Through the use of extraterritorial authority, the Village will oppose any development in areas identified for protection on Map 2: Agricultural, Open Space, and Environmental Corridor.
13. New residential developments shall encourage pedestrian and bicycle facilities that connect to the existing Village system. These shall include sidewalks, and may also include bike paths if such paths exist or are planned for construction on adjoining property.
14. All proposed residential development shall comply with the parkland dedication and/or fee in lieu of land dedication requirements of the Village's Municipal Code.
15. Review Village Land Division Ordinance and update to require that all new developments install pedestrian sidewalks.

Housing and Neighborhood Development Programs and Recommendations

Building off of some of the policies listed above, the following are programs and recommendations to promote high-quality and affordable housing and neighborhoods in Cross Plains, in established neighborhoods as well as newer neighborhoods near the Village's fringe.

Support the Provision of Affordable Housing

The Village intends to continue to support policies and programs that provide high-quality, affordable housing options in the community. The following strategies will be explored:

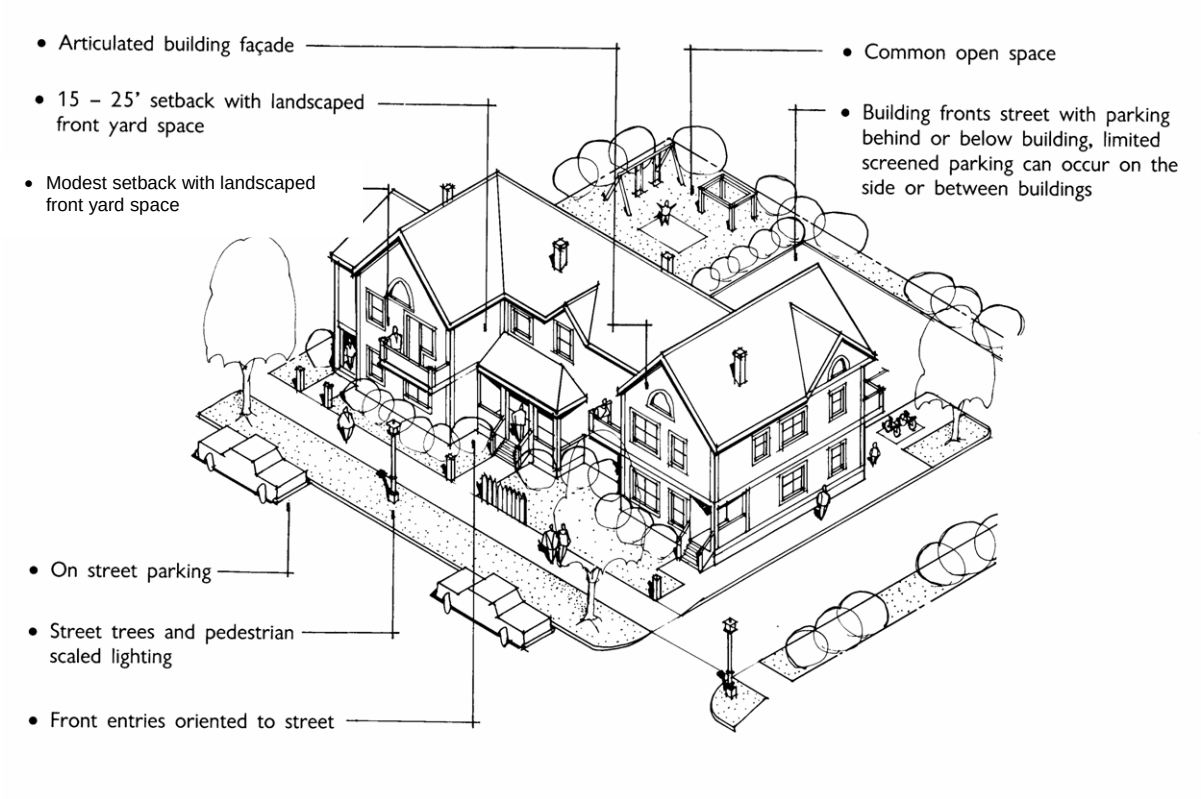
- Promote the maintenance of older neighborhoods: The existing housing stock in Cross Plains is an important component of the affordable housing supply, provided that housing is well maintained. Greater use of programs like CDBG would help fund rehabilitation grants and loans for existing housing. In addition, facilitating development proposals for senior housing also helps free up older homes for a new generation. A review of existing ordinances may also help facilitate proper maintenance and upgrading of new homes. For example, the Village intends to make sure that setback and other standards in zoning districts mapped over older sections do not unnecessarily stymie appropriate home improvements.
- Support housing Downtown: As part of ongoing Downtown revitalization efforts, the Village should emphasize the retention and conversion of upper story spaces into housing. The Village also supports a variety of housing types including condominiums, apartments, and townhomes for certain redevelopment sites. To sustain Black Earth Creek water quality, new development should utilize environmentally friendly stormwater practices, such as rain gardens, bio-swales, and subterranean cisterns to minimize runoff into the river.
- Encourage smaller Village lot sizes: The Village intends to adopt, utilize, and encourage residential zoning districts that allow lots smaller than 9,600 square feet, provided that house plans or design standards are provided that are suited for those sized lots and promote high-quality design. Smaller lot sizes result in lower development costs, lower lot prices, and a more compact land use pattern that uses land more wisely. Lots as small as 7,000 square feet and as narrow as 50 feet are becoming increasingly common in southern Wisconsin.
- Allow high-quality multiple family housing: Higher density housing that complements the character of surrounding neighborhoods can be an important component of the affordable housing stock. Multifamily housing includes both renter-occupied and owner-occupied (e.g., condos, townhouses) housing options. Too often, resistance to higher density housing is a result of people's experience with poorly designed multi-family developments that do not reflect the character of the community, or are generally unattractive. The design standards discussed and illustrated later in this chapter are intended to address these issues. Another option is to support cooperative housing developments, which is explained in more detail below.
- Support senior housing: Identify locations in the Village that are appropriate for senior housing and encourage developers to design and build senior housing in those locations. Criteria for judging appropriate locations include proximity to transit, proximity to retail establishments (especially grocery stores), and proximity to public facilities (e.g. the public library). Work with Dane County and non-profit groups to locate and offer financial incentives for construction of senior housing units.
- Support programs to provide new affordable housing: Several State and federal programs exist to help provide affordable housing. Programs such as the federal tax credit program, administered through the Wisconsin Housing and Economic Development Agency, can help provide high-quality housing for lower income residents. The Village should support appropriate use of such programs to increase the supply of affordable housing for people who are often not accommodated through the private market.

Enact Design Standards for Multi-Family Housing

Multiple family housing provides options for the elderly, younger residents, and employees for Cross Plains businesses. However, such projects often cause community opposition. In some cases, this is because such projects have been poorly and cheaply designed. The Village should include detailed design guidelines for all new or expanded multi-family residential developments in the zoning ordinance and enforce them during development review processes. The following guidelines and Figure 31 provide a foundation:

- Incorporate architectural design that fits the context of the surrounding neighborhood, and Cross Plains's overall character. Encourage layouts where buildings appear as a grouping of smaller residences. Within and near the Downtown, promote building materials, designs, scale, and setbacks that are compatible with the surrounding historic character.
- Use brick and other natural materials on building facades. Avoid monotonous facades and box-like buildings. Incorporate balconies, porches, garden walls, varied building and facade setbacks, varied roof designs, and bay windows.
- Orient buildings to the street with modest front yard setbacks, bringing street-oriented entries close to public sidewalks to increase pedestrian activity. Include private sidewalk connections.
- Locate parking, dumpsters, and other unattractive uses behind buildings.
- For parking lots and garages, (a) locate garage doors and parking lots so they are not the dominant visual element; (b) screen parking areas from public view; (c) break up large parking lots with landscaped islands and similar features; (d) provide direct links to building entrances by pedestrian walkways physically separated from vehicular movement areas; (e) large parking garages are undesirable, but where necessary, break up facades with foundation landscaping, varied facade setbacks, and recessed garage doors.
- Provide generous landscaping of sufficient size at time of planting. Emphasize landscaping (a) along all public and private street frontages; (b) along the perimeter of all paved areas and in islands in larger parking lots; (c) along all building foundations; (d) along yards separating land uses which differ in intensity, density, or character; (e) around all outdoor storage areas such as trash receptacles and recycling bins (also include screening walls in these areas); (f) around all utility structures or mechanical structures visible from public streets or less intensive land uses.
- Provide on-site recreational and open space areas to serve the needs of residents. Whenever possible, develop contiguous rear yards as a unit to encourage use by building residents and guests.

Figure 31: Desired Multiple Family Residential Project Layout



Require Neighborhood Development Plans in Advance of Development

The Land Use chapter includes a description of the "Planned Neighborhood" future land use category, which is intended to provide for a variety of housing choices and a mix of non-residential uses such as parks, schools, religious institutions, and small-scale shopping and service areas. These areas are mapped on Maps 4a and 4b for future development in different parts of the Village.

The complexity of "Planned Neighborhood" areas suggests the preparation of detailed neighborhood development plans to further guide development of these areas. A neighborhood development plan would be prepared by a developer, a group of property owners, or the Village, in advance of the approval of individual subdivision plats within the area it covers. Neighborhood development plans specify in greater detail land use mix, density, street layouts, open space, and stormwater management than are possible within this *Comprehensive Plan*. They also suggest important connections between individual property ownerships and future subdivision plats.

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Chapter Seven: Economic Development

This chapter of the *Plan* contains information, goals, objectives, policies and recommended programs to promote the retention and diversification of the economic base in Cross Plains. This chapter assesses the Village's economic development strengths and weaknesses and evaluates the types of new businesses and industries that are desired for the Village.

ECONOMIC DEVELOPMENT RECOMMENDATIONS SUMMARY

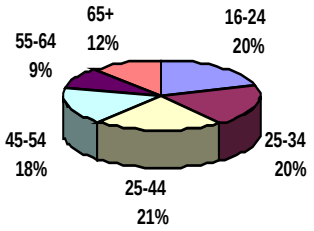
- Continue to pursue redevelopment and infill of underutilized lands, especially in the downtown.
- Support local business retention and development.
- Recruit new retail and service businesses that fill unmet local needs.
- Consider detailed design guidelines for all new or expanded commercial, mixed use, and industrial developments.

Existing Economic Development Framework

Labor Force

The local age distribution affects the prospects of employers seeking workers. While it appears that Dane County has a steady supply of labor, it is important to note that many people between 16 and 24 and those 65 or older do not seek or engage in full time employment. Moreover, many of the 16 to 24 year-olds are in school and may not remain in the community after graduation. Figure 32 shows the current age distribution for Dane County.

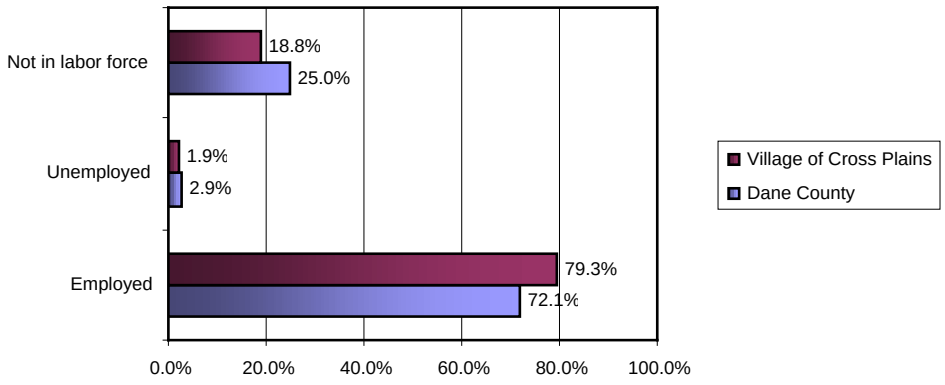
Figure 32: Dane County Civilian Labor Force



US Dept. of Commerce, Census 2000, Wisconsin DWD

The number of people who are at least 16 years old and are not incarcerated or institutionalized are considered the eligible labor force for a community. In 2000, over 72 percent of Dane County residents were employed, and nearly 80 percent of Village of Cross Plains residents (Figure 33.)Twenty-five percent of the County population and 19 percent of the Village population were not in the labor force, meaning they did not have and were not seeking jobs. The remaining 3 percent of County residents and 2 percent of Village residents, the "not working" category, includes those people who are actively seeking employment and are not employed.

Figure 33: Labor Force Participation



In 2000, the Village of Cross Plains employed 1,834 people out of a possible labor force of 1,879 for an unemployment rate of 1.9 percent. This number compares favorably to the 2000 local unemployment rate within the Madison Metropolitan Statistical Area (MSA) of 1.7 percent. Overall, the region enjoys a very low unemployment rate compared to the state. In 2002, the Madison MSA saw its highest unemployment rate in the past twelve years, even so, the 2.7 percent unemployment rate was lower than the overall 5.5 percent state unemployment rate.

Figure 34: Unemployment

MADISON, WI Metropolitan Statistical Area (MSA)

Year	Labor Force	Employment	Unemployment	Madison MSA Unemployment Rate	State Unemployment Rate
2002	280,256	272,677	7,579	2.7	5.5
2001	272,673	267,116	5,557	2.0	4.6
2000	263,502	259,128	4,374	1.7	3.5
1999	258,602	255,066	3,536	1.4	3.0
1998	262,618	257,586	4,032	1.5	3.4
1997	259,823	255,366	4,457	1.7	3.7
1996	257,734	253,444	4,290	1.7	3.5
1995	247,984	243,566	4,418	1.8	3.7
1994	242,810	237,229	5,581	2.3	4.7
1993	237,568	232,397	5,171	2.2	4.7
1992	229,091	224,107	4,984	2.2	5.2
1991	217,982	212,727	5,255	2.4	5.5
1990	217,063	212,610	4,453	2.1	4.4

Source: Wisconsin Department of Workforce Development

As shown in Figure 35 most residents of the Village work in the educational, health and social services industry (17 percent). The manufacturing and finance, insurance, real estate, and rental leasing industries are also major employment sectors.

Figure 35: Employment by Industry

Occupational Group	Percentage of Labor Force, 2000
Educational, health, and social services	17.2
Manufacturing	13.5
Finance, insurance, real estate, rental, and leasing	13.4
Retail trade	11.0
Construction	8.9
Public Administration	7.9
Professional, scientific, management, administrative, and waste	7.6
Arts, entertainment, recreation, accommodation, and food services	5.8
Other services (except public administration)	4.9
Wholesale trade	3.6
Information	2.9
Transportation, warehousing, and utilities	2.6
Agriculture, forestry, fishing, hunting, and mining	0.8

Source: U.S. Census Bureau, 2000

Figure 36 provides the breakdown of the Village of Cross Plains' labor force by NAICS code, as compared with the State of Wisconsin. The geographic area used for Cross Plains is the 53528 zip code, as this allows a direct comparison to local employment data (see Section 6.5.2).

This breakdown shows that the Village of Cross Plains has a higher percentage of workers than the State of Wisconsin working in the Construction sector (9.5 percent); Finance, Insurance, Real Estate, Rental, and Leasing (12.7 percent); Professional, Scientific, Management, Administrative, and Waste Management Services (8.3 percent); and the Public Administration sector (7.1 percent). Given the Village's proximity to the City of Madison, where there is a greater concentration of professional jobs, these numbers are expected. While the Village has higher percentages of workers in these sectors, it falls behind the State in areas such as Manufacturing (12.6 percent) and Transportation, Warehousing, and Utilities (2.5 percent).

The location quotient analysis performed in Figure 36 reveals a relatively strong regional presence in Finance, Insurance, Real Estate, Rental, and Leasing (1.73), and Public Administration (1.77). It is likely that many of these workers commute outside the Village to work.

LOCATION QUOTIENTS

A location quotient is a ratio of the percentage of regional employment in a particular industry to a comparable percentage in the state. In theory, any location quotient greater than one indicates that the sector is more important locally than in the rest of the state. Very likely, it is a net exporter to other regions of the state and nation. Conversely, any location quotient less than one indicates that the sector is less developed locally than in the rest of the state. Very likely it is a net importer of goods or services from other regions of the state. However, in practice, statements about importing, exporting and development potential are only made for those sectors with location quotient values under .75 and over 1.25.

Figure 36: Employment by Sector (2000) Village of Cross Plains (53528 Zip Code) and State of Wisconsin

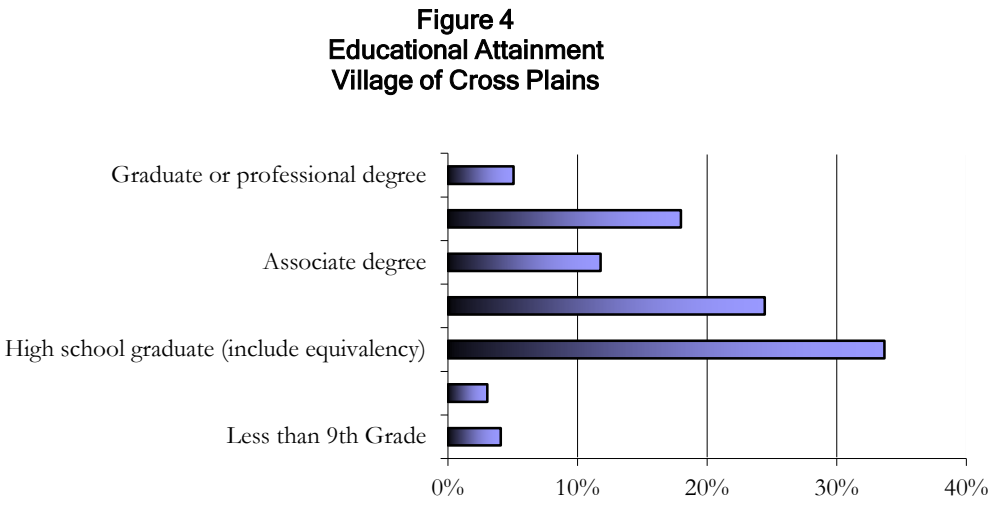
	State of Wisconsin		Cross Plains (53528 Zip Code)		
	Number	Percent	Number	Percent	Location Quotient
INDUSTRY	2,734,925		2,938		
Agriculture, forestry, fishing and hunting, and mining	75,418	2.8%	83	2.8%	1.00
Construction	161,625	5.9%	280	9.5%	1.61
Manufacturing	606,845	22.2%	370	12.6%	0.57
Wholesale trade	87,979	3.2%	80	2.7%	0.84
Retail trade	317,881	11.6%	300	10.2%	0.88
Transportation and warehousing, and utilities	123,657	4.5%	72	2.5%	0.56
Information	60,142	2.2%	77	2.6%	1.18
Finance, insurance, real estate, and rental and leasing	168,060	6.1%	373	12.7%	2.08
Professional, scientific, management, administrative, and waste management services	179,503	6.6%	245	8.3%	1.26
Educational, health and social services	548,111	20.0%	545	18.6%	0.93
Arts, entertainment, recreation, accommodation and food services	198,528	7.3%	153	5.2%	0.71
Other services (except public administration)	111,028	4.1%	152	5.2%	1.27
Public administration	96,148	3.5%	208	7.1%	2.03
Unemployed	134,311	3.2%	59	1.6%	

Source: U.S. Census Bureau, MSA Professional Services, Inc.

Educational Attainment

Figure 37 shows educational attainment levels for resident populations over age 25. Attainment levels are shown for five neighboring communities, Dane County, and the state. The Village shows 92.9 percent of the population with a high school education or higher, and 23 percent with a bachelor's degree or higher. These numbers compare favorably with the state averages.

Figure 37: Educational Attainment Village of Cross Plains



Income Data

Figure 38 shows household income levels in 1999, according to the 2000 Census. The data shows that 32 percent of Village residents earn between $50,000 and $74,999. The median income for the Village was $56,629 in 1999, this compares to $49,223 for Dane County, and $43,791 for the state overall. Figures for five surrounding communities are also shown in Figure 37. As distance from the City of Madison increases, median household incomes seem to decrease. This may be due to the higher costs of land closer to the City, and the willingness of people to commute longer distances to jobs in the metro area, while also maintaining rural residential properties.

Figure 38: Household Income in 1999

Household Income	Village of Cross Plains	%	Town of Cross Plains	%	Town of Mdltn	%	Town of Berry	%	Town of Black Earth	%	Town of Mazo	%	Dane County	%	Wisconsin	%
Less than $10,000	32	2.63%	12	4.95%	8	0.50%	13	3.40%	25	4.90%	27	4.52%	11,691	6.73%	148,964	7.14%
$10,000 - $14,999	23	1.89%	9	5.35%	18	1.11%	2	0.52%	27	5.29%	25	4.19%	7,769	4.47%	121,366	5.82%
$15,000 - $24,999	64	5.27%	18	8.32%	38	2.35%	22	5.76%	42	8.24%	56	9.38%	18,556	10.68%	264,897	12.70%
$25,000 - $34,999	143	11.77%	49	12.08%	29	1.80%	43	11.26%	61	11.96%	68	11.39%	20,548	11.83%	276,033	13.23%
$35,000 - $49,999	230	18.93%	52	17.23%	155	9.60%	68	17.80%	87	17.06%	128	21.44%	29,664	17.08%	377,749	18.11%
$50,000 - $74,999	395	32.51%	154	33.86%	379	23.47%	92	24.08%	171	33.53%	199	33.33%	40,590	23.37%	474,299	22.73%
$75,000 - $99,999	215	17.70%	76	11.09%	236	14.61%	92	24.08%	56	10.98%	52	8.71%	22,232	12.80%	226,374	10.85%
$100,000 - $149,999	85	7.00%	80	7.33%	359	22.23%	33	8.64%	37	7.25%	32	5.36%	15,227	8.77%	133,719	6.41%
$150,000- $199,999	25	2.06%	26	0.00%	134	8.30%	11	2.88%	0	0.00%	6	1.01%	3,724	2.14%	30,598	1.47%
$200,000 or more	3	0.25%	29	0.79%	259	16.04%	6	1.57%	4	0.78%	4	0.67%	3,709	2.14%	32,305	1.55%
Total	1,215		505		1,615		382		510		597		173,710		2,086,304	
Median		$56,629		$66,055		$93,008		$61,429		$51,548		$49,191		$49,223		$43,791

Source: U.S. Census Bureau

Employment Forecast

Wisconsin Department of Workforce Development's Labor Market Projections 2000-2010 report examines employment in over 70 industries and 750 occupations. Although Wisconsin's employment declined in 2001 and 2002 and there is still uncertainty surrounding the economy, the number of jobs in Wisconsin is expected to grow by 9.6 percent between 2000 and 2010. With nearly 300,000 new jobs anticipated, the total number of nonfarm jobs is projected to grow from 3.0 to 3.3 million.

Figure 39 projects local employment by industry using an increase of 9.6 percent per decade through year 2020. In 2000, there were a total of 1,834 Village residents who were employed. In 2020, this number is projected to 2,212.

Figure 39: Projected Employees by Industry 2000-2020

Industry	2000	2005	2010	2015	2020
Agricultural, forestry, fishing and hunting, mining	15	16	16	17	18
Construction	164	172	180	189	198
Manufacturing	247	259	271	284	298
Wholesale Trade	66	69	72	76	80
Retail Trade	202	212	222	233	244
Transportation and warehousing, and utilities information	47	49	52	54	57
Information	53	56	58	61	64
Finance, insurance, real estate, and rental and leasing	246	258	270	283	297
Professional, scientific, management, administrative	139	146	153	160	168
Educational, health and social services	315	330	346	363	380
Arts, entertainment, recreation, accommodation and food services	107	112	118	123	129
Other services	89	93	98	102	107
Public administration	144	151	158	166	174
Total Employed:	1,834	1,922	2,014	2,111	2,212

Source: Wisconsin Department of Workforce Development

Economic Base

In 2000, employers in the 53528 zip code employed 2,192 with an annual payroll of $52,915,000. Five years later these numbers had fallen due to the recession. Figure 40 details the size and type of employers, though anonymously. The category with the most local businesses was the construction industry, though most companies had between one and four employees. Most of the local employment can be attributed to a few large companies: K & T Ventures (Plastic Ingenuity), State Bank of Cross Plains, and Terry's Piggly Wiggly.

Figure 40: Local Employment (2005) Village of Cross Plains (53528 Zip Code)

	2000	2005	Change	Percent
Number of establishments	116	110	-6	-5.2%
Number of employees	2,192	1,880	-312	-14.2%
Annual payroll	$52,915,000	$40,832,000	-$12,083,000	-22.8%

Source: U.S. Census Bureau

Figure 41: Employers by Sector (2005) Village of Cross Plains (53528 Zip Code)

Industry Code	Industry Code Description	Total Estabs	'1-4'	'5-9'	'10-19'	'20-49'	'50-99'	'100-249'	'250-499'	'500-999'	'1000 or more'
------	Total	**110**	**53**	**30**	**16**	**6**	**1**	**2**	**1**	**1**	**0**
21----	Mining	2	0	1	1	0	0	0	0	0	0
23----	Construction	27	13	10	4	0	0	0	0	0	0
31----	Manufacturing	5	3	1	0	0	0	0	1	0	0
42----	Wholesale trade	6	4	0	1	1	0	0	0	0	0
44----	Retail trade	13	3	4	5	0	0	1	0	0	0
52----	Finance & insurance	6	3	2	0	0	1	0	0	0	0
53----	Real estate & rental & leasing	5	5	0	0	0	0	0	0	0	0
54----	Professional, scientific & technical services	7	6	1	0	0	0	0	0	0	0
56----	Admin, support, waste mgt, remediation services	3	1	0	1	0	0	0	0	1	0
61----	Educational services	1	0	0	0	1	0	0	0	0	0
62----	Health care and social assistance	9	4	2	2	1	0	0	0	0	0
71----	Arts, entertainment & recreation	3	1	2	0	0	0	0	0	0	0
72----	Accommodation & food services	11	3	2	2	3	0	1	0	0	0
81----	Other services (except public administration)	12	7	5	0	0	0	0	0	0	0

Source: U.S. Census Bureau

Desired Business Types

The Village plans to focus its economic development efforts in two areas: redevelopment of the urban core along US 14, and a new business park at the northeast edge of the Village along CTH P. The Village has not identified specific business types that it would like to attract, however it has established priorities in this *Comprehensive Plan* that effectively disqualify some businesses. Most notably, protection of the creeks running through the Village is a high priority, and businesses that present a high risk for pollution or soil contamination are not desired. Heavy industrial businesses are not appropriate for this area. The Village has also expressed a desire to avoid big-box retail stores.

The Village is interested in attracting businesses that will help promote the nationally renowned Black Earth Creek as a valuable resource for protection and enjoyment. This could include any business that incorporates the Creek into its site design and/or its marketing plan. Specific business types that might benefit from such an association include sporting goods stores, bed and breakfasts, and restaurants.

Economic Development Programs

The Village has a number of tools, programs, and agencies available to foster economic development:

Cross Plains Business Association

Established in 1954, the Cross Plains Business Association currently has over 75 members. The Cross Plains Business Association mission statement is: "Promote a strong economy and high quality of life for our Association members and the Cross Plains community." To further this mission, Cross Plains Business Association serves its members by sponsoring quarterly business meetings and an annual business meeting/dinner as well as self-promotion of the Association and its members. In addition, the Association works closely with the Village Board of Cross Plains to improve government relations.

To provide quality of life for the Cross Plains community, the Cross Plains Business Association has been involved in many community projects, including:

- Principal sponsor for building the municipal swimming pool
- Principal sponsor for building shelter at municipal park
- Contributed to development of Baer Park
- Contributed to development of Community Nature Park and trails
- Purchase of 15 Christmas Decorations for main street (donated to the Village)
- Donations to numerous community organizations and projects
- Annual Memorial Day Chicken Barbecue
- Sponsor of the Home Talent baseball team
- CPBA golf outing
- Sponsor of the business and residential holiday decoration contest
- Past sponsor of the Fourth of July fireworks

Tax Increment Financing

In 1975, the Wisconsin Legislature enacted the Tax Incremental Financing (TIF) program. The main reason the Legislature established the program was to give cities and villages within the State a financial mechanism to help fund public works and economic development projects, which without the program would probably not occur. The Village of Cross Plains has one active TIF district in place, TID #2. This TIF is projected to be paid off in 2007.

Dane County Better Urban Infill Development (BUILD) Program

The BUILD program partners with Dane County communities to plan and implement infill development and great neighborhoods through planning grants, education and code reform. The Village is currently utilizing BUILD to fund a planning process for the Main Street/US 14 corridor.

Dane County University of Wisconsin - Extension

The Community, Natural Resource and Economic Development (CNRED) Agents design and deliver educational programs and technical assistance to local/civic organizations, community leaders, businesses, and local government officials. CNRED Agents work to increase the ability of communities, organizations and citizens to identify needs and resolve critical issues. They work to:

- Improve local economic and employment conditions
- Balance economic growth with environmental quality
- Strengthen local government

- Protect water and other natural resources for future generations
- Manage, reduce and recycle wastes
- Develop local leadership capacity

Community Based Economic Development Program

The state's Community Based Economic Development Program (CBED) provides funding assistance to local governments and community-based organizations that undertake planning, development and technical assistance projects that support business development. Using CBED program funds, local governments can finance economic development plans, small business and technology-based incubator grants, revolving loan programs, and entrepreneur training programs for at-risk youth. Any Wisconsin city, village, town, county, tribe or community-based organization is eligible to apply for grant funding. Funds are available on an annual basis through a competitive application process. Some grants must be matched by local funds. Application materials are available from the Wisconsin Department of Commerce.

Small Business Administration's Certified Development Company (504) Loan Program

The U.S. Small Business Administration's Certified Development Company (504) Loan Program provides growing businesses with long-term, fixed-rate financing for major fixed assets, such as land and buildings. 504 loans can be used to fund land purchases and improvements, grading, street improvements, utilities, parking lots and landscaping, construction of new facilities, or modernizing, renovating or converting existing facilities. A Certified Development Company (CDC) is a nonprofit corporation set up to contribute to the economic development of its community.

Strengths and Weaknesses for Economic Development

Strengths

- Proximity to Madison
- High traffic through the Village on US 14
- Cold water creeks are a distinguishing feature
- Employment is growing faster than population. This has the potential to have a positive impact on the labor market, creating higher demand for existing workers. However, there could be a corresponding slowdown in new job creation, as employers locate new facilities where there is an ample supply of labor.
- There is a growing high-tech & biotech sector in the region. This high-tech / biotech industry could bolster the region's growth on all fronts. There are implications for population growth, economic growth, land use, development pressure, transportation pressures, and all of the associated services that are required by a growing population.
- Residential construction is at a 30-year high. This is closely connected to the economic development of the region, along with the amenities that continue to attract new residents.
- The poverty rate is declining. This is most likely due in part to a growing job market, along with the increase in home prices. As home prices increase, those in poverty are forced to move to other areas that have more affordable home prices.

Weaknesses

- The service sector is now the top employer in the County. This has potential negative implications for the wages in the region, as well as the long-term employee base for future investors.
- Home values are growing faster than incomes. This may be forcing some residents to move out of the area, as they can no longer afford to pay for their homes. As these residents are forced to leave the

region, this could impact the work force of the area, as well as the ability to attract and retain young people.

- The number of farms and the acres of farmland are declining. This decline has been driven by a decline in the agricultural economy and intense development pressures.
- There is a need to revitalize the downtown of the Village.
- Land available for business park development is constrained due to topography and environmental protection restrictions.

Commercial Sites

Downtown / Other Retail Areas

USH 14 becomes Main Street between Market Street and Westview Court. This corridor contains many of the commercial entities within in the Village, and acts essentially like the downtown. There are a few historic building facades located along Main Street, but the area is largely disconnected and contains residential uses mixed in with commercial.

Industrial and Business Parks

The Village of Cross Plains primary industrial area is located along the west end of Bourbon St. and Market St. There is not a great deal of room for expansion in the Bourbon St. site, given topography and proximity to the Black Earth Creek.

Environmentally Contaminated Sites

Brownfields are sites where some type of environmental contamination has been documented. This could be a leaking underground gasoline tank or the remnants of an industrial operation. Brownfields present unique challenges in that they are frequently underutilized or vacant properties that need to be cleaned up before they can be redeveloped as productive, tax producing parcels.

WisDNR identifies and tracks brownfield sites statewide. WisDNR lists 27 sites with documented contamination as of January 2005. These 27 sites further defined by Activity Types *Lust, ERP*, or *SPILLS*.

- **LUST :** A Leaking Underground Storage Tank that has contaminated soil and/or groundwater with petroleum. Some LUST cleanups are reviewed by WisDNR and some are reviewed by the Dept. of Commerce. WisDNR identified 11of the 27 brownfield sites in Cross Plains as LUST.
- **ERP:** Environmental Repair Program sites are sites other than LUSTs that have contaminated soil and/or groundwater. Often, these are old historic releases to the environment. WisDNR identified 2 of the 27 brownfield sites in Cross Plains as ERP.
- **SPILLS:** A discharge of a hazardous substance that may adversely impact, or threaten to adversely impact public health, welfare or the environment. Spills are usually cleaned up quickly. WisDNR identified 14 of the 27 brownfield sites in Cross Plains as SPILLS.

For more information regarding brownfield site locations in the Village of Cross Plains can be found on the WisDNR's Bureau for Remediation and Redevelopment Tracking System (BRRTS) website: http://botw.dnr.state.wi.us/botw/SetUpBasicSearchForm.do.

Redevelopment Opportunities

There are several vacant lots and buildings within the Village's downtown area that could be put to better use. One site in particular is a high priority for redevelopment due to its size, location and potential value: the Zander's Creamery. The Creamery was closed in 2004 due to a listeria outbreak and subsequent product recall. Attempts to eliminate the source of contamination proved unsuccessful, possibly disqualifying this very specialized facility for food production or similar use. A more detailed review of this and other redevelopment opportunities is planned as part of the Downtown BUILD project.

Economic Development Goals, Objectives and Policies

Goals:

1. Diversify and strengthen Cross Plains's local economy to achieve a balanced mixture of non-residential enterprises in the community.
2. Expand non-residential development to create local jobs and increase local income levels.

Objectives:

1. Retain and expand existing commercial establishments and industries in the Village of Cross Plains.
2. Encourage a pattern of commercial growth where complimentary businesses and services can be clustered together for more attractive and convenient use.
3. Improve the visual quality of existing commercial and industrial establishments in Cross Plains to improve the "image" of the Village.
4. Establish a high quality business corridor along USH 14.
5. Diversify the mixture of commercial uses along USH 14 to better meet unmet market niches.
6. Improve pedestrian linkages to provide increased interaction and continuity between commercial businesses.
7. Encourage industrial uses that offer opportunities for increasing local employment opportunities for present residents.
8. Recruit new industries to the Village by aggressively marketing Cross Plains's unique attributes.
9. Restructure the local economic base so that it better fits the realities of the rapidly changing world economy.

Policies:

1. Prevent strip commercial development along major thoroughfares that serve the Village by encouraging cluster development in pre-designated commercial areas.
2. Reflect community's desire for compact commercial development by limiting the size of commercial structures; direct commercial development to existing downtown areas whenever possible.
3. Protect the economic viability of existing business districts in the Village of Cross Plains by carefully zoning undeveloped or redeveloping areas in the Village.
4. Thoughtfully utilize all potential financing tools such as tax increment financing, business improvement districts, low interest façade rehabilitation loan programs through local financial institutions, corporate donations, local foundations, CDBG, DOD programs, and SAFETEA-LU to revitalize the Village's central business district and rehabilitate blighted areas.

5. Support the identification and preservation of the historic and cultural character of existing commercial buildings whenever feasible.
6. Cooperate with ongoing region-wide studies investigating improved transit services. Study the feasibility of establishing light rail or commuter rail service in the Village of Cross Plains in order to help generate new retail, office and residential markets.
7. Expand Village services to meet the needs of expanding industrial uses in the Village and new uses that meet all the Village's policies and standards.
8. Require industrial development to meet performance standards set up to protect adjacent residential areas and the water quality of Black Earth Creek.
9. Provide shoppers with adequate services such as safe and adequate parking areas; comfortable, visually attractive and will-lit sidewalks in commercial areas; safe crossings across major streets; and logical, convenient transit routes that connect residential areas with shopping districts and job centers.
10. Develop ordinances to manage the size of new commercial spaces.
11. Encourage the creation of a Business Improvement District (BID) to provide increased business coordination, joint marketing and general physical improvements.
12. Direct a study to investigate the methods of enhancing the existing businesses on USH 14, while protecting the resources that currently exist in that corridor. Increased pedestrian linkages should be one focus of this study.
13. Work with the Parks and Recreation Committee to identify and develop off-street pedestrian and bicycle linkages to and among commercial businesses.
14. Develop a set of criteria for new industrial uses to meet when locating in the Village of Cross Plains.
15. Investigate the development of incentives to encourage desired industrial uses to locate in the Village.

Economic Development Programs and Recommendations

To build on the goals, objectives, and policies outlined in the previous section, the Village intends to pursue the following directions.

Retain and Expand Existing Local Businesses

Cross Plains has a variety of locally-owned businesses that provide unique goods and services, and contribute strongly to the community's "small-town" identity. Since the owners of such businesses usually live within the community, there is a strong likelihood that the profits from such enterprises will be spent locally, and recycle through the local economy.

Local business retention and development will be emphasized as an important component of the Village's economic development strategy. It is far easier to retain the Village's existing businesses and industries than recruit new businesses, and most employment growth in any community occurs through existing business expansion. Support through development approval assistance, business mentoring, development incentives, and small business loans are important ways that the Village can continue to promote locally grown businesses. The Village will also work with the Cross Plains Business Association to consider developing an incentive program or revolving loan fund to assist existing businesses in upgrading their existing facades, landscaping, or otherwise, to conform to updated design guidelines.

Establish a Business Park in the Village

This *Plan* proposes the development of a new, high-quality business park at the planned northeast edge of the community. Containing a mixture of office, research and light-industrial uses, transitioning to high- and moderate density residential areas to the south, the focus of this area would be on high-quality jobs in a small village environment. This basic land use mix should be supplemented by in-park services such as child care, financial and dining establishments. Pedestrian and bicycle facilities within the area, and connections to the Village and regional trail facilities will be an important component of marketing the project. Attention to building materials and design, building orientation, landscaping and lighting, will be critical to attaining this objective. Stormwater management will be a further important concern. Convenient access to the regional highway network would be provided to USHs 12 and 14. Truck traffic via town roads should be prohibited via covenants and conditions of zoning and site plan approval. The pace of development for such a facility is likely to be modest, and care should be taken to not over-extend public improvements, but rather to phase development and customize roadway and lot layout as the market evolves.

Recruit New Retail and Service Businesses that Fill Unmet Local Needs

There is an undersupply of local establishments where purchases can be made in the Village compared to the purchasing power of local households. This results in a significant leakage of wealth from the community, and unnecessary and longer automobile trips as Cross Plains's residents travel outside the community for much of their shopping. A greater quantity and variety of stores geared specifically toward the local market would help re-circulate local wealth, bolster local tax revenues, enhance the Village's image and quality of life, and put less strain on regional roads. Appropriate locations for future retail and commercial service development are described more fully in Chapter Three: Land Use chapter and on Maps 4a and 4b.

The Village encourages the development of desired retailers in the area, including retail stores, restaurants, services, and others. Population base, competition with nearby communities, real estate market, and capital availability are key impediments that the Village and real estate interests will continue to work to overcome. Potential efforts include marketing, capitalizing on improvements on USH 14, and joint initiatives with the Cross Plains Business Association and other partners.

Pursue Redevelopment and Infill of Underutilized Lands

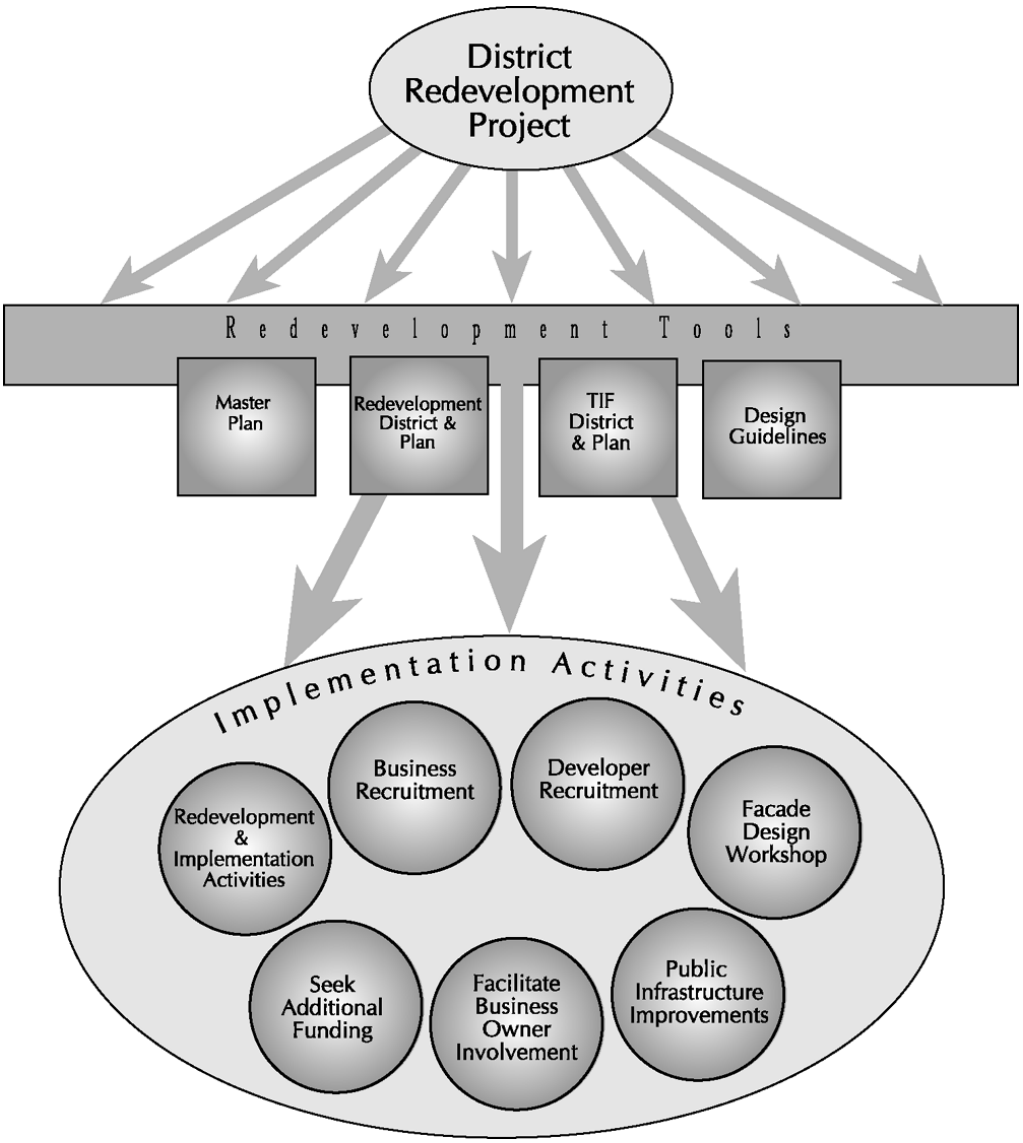
The Village will continue to promote Downtown Cross Plains as a social, civic, business, and residential center. The Cross Plains Downtown Revitalization Plan contains detailed recommendations for redevelopment and infill along USH 14. Sites like these typically do not redevelop themselves. Instead, careful planning, site assessment, public-private partnerships, redevelopment incentives, and persistence over a number of years are required. The Village should consider establishing a community development authority to lead redevelopment efforts. Figure 42 illustrates a recommended approach to redevelopment planning and implementation that will have a lasting, positive economic effect on each area and the community. Typically, this type of detailed planning and implementation process includes:

- Evaluating the planning area's condition.
- Conducting a regional and local economic opportunities analysis.
- Identifying goals and objectives for the redevelopment area
- Prioritizing individual redevelopment sites within the area.
- Conducting a market assessment for each redevelopment site.
- Preparing a redevelopment strategy and detailed plan map, with attention to priority sites.
- Aggressively pursuing implementation through techniques like the adoption of a statutory redevelopment plan; establishment of a redevelopment tax increment financing district; possible brownfield remediation; possible site acquisition, consolidation, and demolition; and developer recruitment.

Where brownfields are identified in the redevelopment planning process, the following special steps are advised for successful brownfield remediation and reuse.

- *Resource Procurement.* In order to ensure the successful redevelopment of these sites, considerable capital must also be raised for remediation and redevelopment. Funding assistance from state, federal, and other public agencies, as well as from non-profit and foundation sources should be sought.
- *Environmental Assessment.* Successful redevelopment of brownfields is not possible without a thorough understanding of the environmental conditions present on the site. The first step is to conduct a Phase I Environmental Site Assessment (ESA), which entails an analysis of potential environmental concerns at the site. Following a Phase I ESA is a Phase II ESA which includes soil and groundwater sampling to determine the existence and extent of the perceived potential contamination.
- *Site Control.* Successful brownfield assessment, cleanup, and redevelopment hinges on access to the site. This can be achieved either through a cooperative relationship with the property owner, or through purchase of the property by the municipality. Consequently, working with property owners to negotiate property access or acquisition and to determine a relocation strategy, when necessary, is critical.
- *Developer Recruitment and Enrollment in the State's Voluntary Cleanup Program.* It is important to seek out developers whose skills and portfolios best meet the end use and site specific requirements of each brownfield redevelopment project. A determination of a developer's desire of a No Further Action (NFA) letter from Wisconsin DNR Voluntary Cleanup Program should be made early in the discussions, and enrollment in the program should occur early to facilitate WisDNR buy-in to the project, if an NFA letter is required by the developer.
- *Environmental Remediation and Construction.* Once issues of site control have been adequately dealt with, environmental remediation, if necessary, should occur. Remedial actions are often developed most efficiently when a developer has been secured for the site, so that new construction can be used as a remedial method.

Figure 42: Redevelopment Planning and Implementation Process



Adopt Stronger Design Standards for Commercial and Industrial Development

The Village intends to strengthen and enforce design standards for commercial and industrial development projects to ensure high-quality, lasting projects that are compatible with the Village's desired character. These standards should apply to all new development and redevelopment in the Village. However, somewhat less stringent standards for building design, building materials and landscaping should be considered for future areas designated as General Industrial on the Future Land Use Map (see Maps 4a and 4b), whereas more stringent standards should be applied for areas designated as Planned Business and Planned Mixed Use. Within these areas, likely to be dominated by both small- and medium-scale buildings, conventional "best practices" design standards are applicable.

In addition, the Village intends to require that standardized buildings and corporate franchise designs be muted or significantly upgraded, reflecting the Village's unique small town character.

The Village intends to involve business owners and community members in a process to develop formal design guidelines for existing and future commercial developments in the community. All of these new standards should be incorporated into the Zoning Ordinance, and strictly adhered to during site plan review and/or land division processes. For new and expanded commercial and mixed uses, the standards listed below and illustrated in the following Figures 43 and 44 are advised:

- **Location**
  - New commercial development shall only occur in areas designated for commercial development on the official Cross Plains Future Land Use Map.
  - Industrial and commercial uses shall be permitted only within the Village of Cross Plains Urban Service Area.
  - The Village will carefully consider the impact of proposed commercial rezonings on the economic viability of existing commercial areas in the community before it makes a decision on the rezone request.
- **Site Design**
  - Off-street parking shall be provided for all new commercial uses per the Village Zoning Ordinance.
  - Access points shall be limited to the minimum amount necessary to provide adequate circulation. Direct access onto arterial streets shall be limited. Driveways shall be located as far as possible from intersections.
  - New driveways shall have adequate throat depths to allow for proper vehicle stacking.
  - Common driveways for adjacent commercial buildings shall be used whenever possible.
  - Where possible, parking lots shall be placed behind buildings to lessen their visual impact on the community.
  - Accessibility to transit service shall be carefully considered as commercial buildings are placed on the site. Extra deep building setbacks shall be avoided.
  - Commercial structures shall be placed on the site in a manner that facilitates transit use. The primary entrances to buildings shall be oriented to the street and transit stops. The distance between building entrances and transit stops shall be minimized.
  - Commercial structures shall be arranged so that pedestrian areas and plazas are created on the site through strategic placement of buildings and open spaces. Long, unbroken or unarticulated strips of commercial structures are discouraged.
  - Outdoor storage, loading and equipment areas shall be screened from view from the street, from the parking lot, from adjacent properties and from geological features.
  - Commercial sites shall be designed to separate pedestrians, bicyclists and motorists. Buildings shall be directly linked to transit stops via direct, safe pedestrian and bicycle pathways.
  - In multi-building commercial developments, all buildings shall be linked with safe pedestrian walkways that are separated from vehicular traffic areas.
  - In order to minimize conflicts between pedestrians and vehicles, parking lot areas shall be designed so that pedestrians walk parallel to moving cars and, where possible, in separated walkways.
  - Amenities such as benches, fountains, and canopy shade trees shall be incorporated into commercial projects whenever possible, per Village design standards.
  - Screens (hedges, berms, trees, decorative walls) shall be used to block the view of parking lots from public streets and adjacent residential uses.
  - Best storm water management practices shall be used at all times.

- **Building Design**
  - Canopies, awnings, and trellises are encouraged to add visual interest to building facades.
  - Multi-planed, pitched roofs are encouraged to avoid the architectural monotony of "big box" retail buildings.
  - High quality landscaping is encouraged along bufferyards, street frontages, paved areas and building foundations.
  - Large, blank walls on visible facades are discouraged.
  - Facades visible from the street or the parking lot shall be in keeping with Village design standards.
  - Inappropriate mixtures of unrelated styles and materials (e.g. rustic wood shingles and polished chrome) are discouraged
  - Large, bulky, box-like commercial structures shall be discouraged unless the following design principles can be used to avoid box-like developments:
    - Buildings shall be varied in height and broken up into distinct massing elements. No uninterrupted façade shall extend more than 100 feet.
    - Building facades shall be enhanced by the strategic use of color, creative arrangement of façade elements, or change in materials.
    - Use landscaping and architectural detailing along building foundations to soften the visual impact of large buildings.
    - Avoid blank walls at the ground floor levels. Utilize windows, trellises, arcades, varying materials, or art features to break up large wall masses.
    - All exterior walls shall be architecturally treated.
- **Signage**
  - Signage shall not be excessive in height, total square footage, or color.
  - The Village of Cross Plains shall establish strict signage regulations that limit heights, colors, lighting and square footage; square footage may be based on building frontage, street frontage, and/or façade area.
- **Lighting:** All outdoor lighting shall be shielded and all light trespass beyond the property line shall be prevented through the use of cut-off luminaries.

Figure 43: Indoor Retail, Service, and Community Facility Conceptual Development Layout

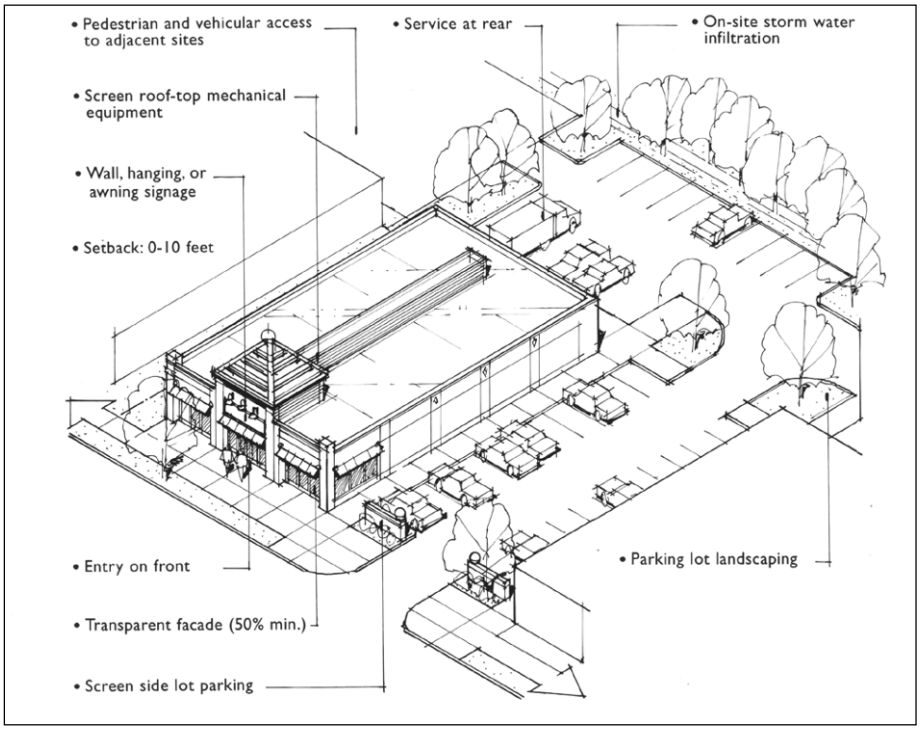
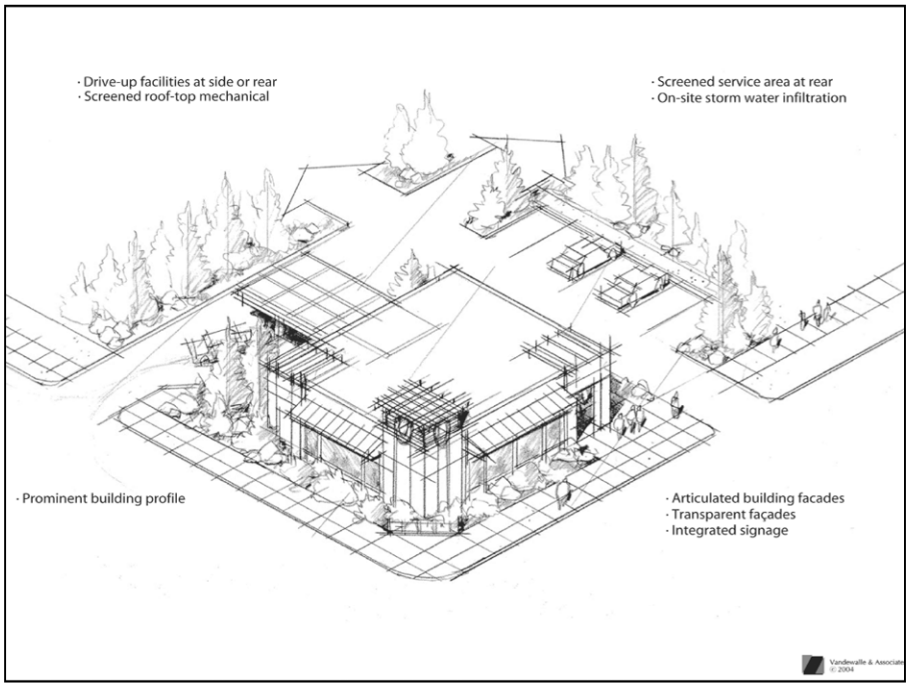


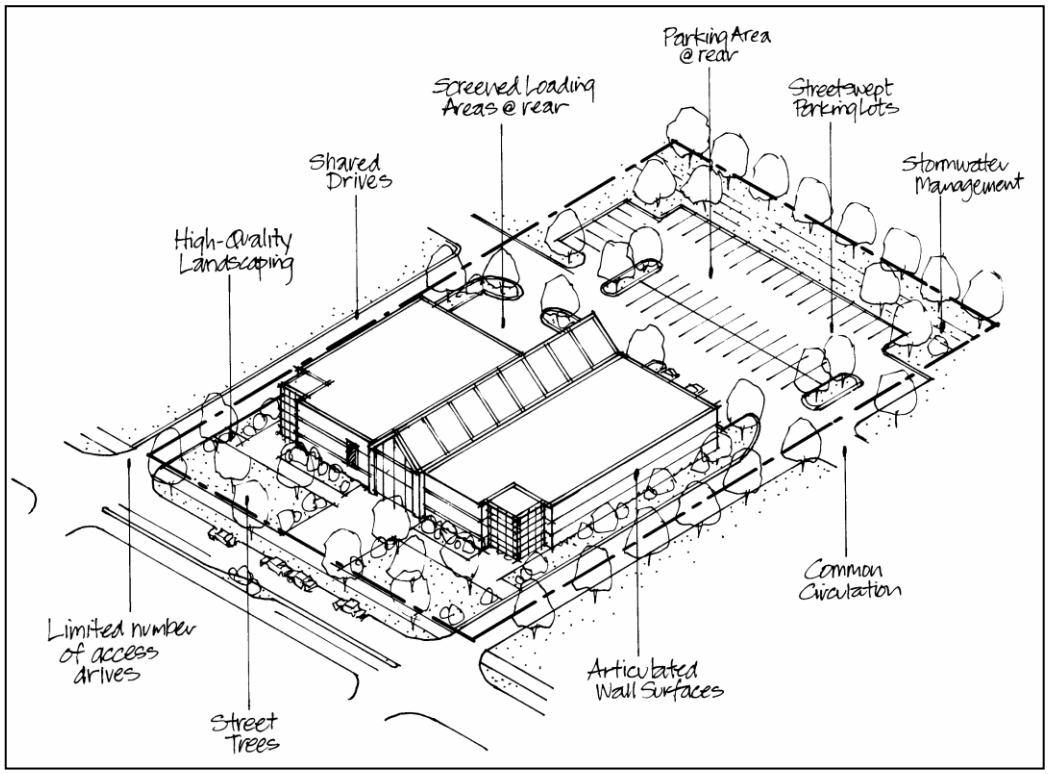
Figure 44: Neighborhood Business, Community Facilities, Mixed-Use Conceptual Development Layout



For new and expanded industrial uses, the standards listed below and illustrated in the following Figure 45 are advised:

- **Site Design**
  - Public streets shall not be used for parking trucks associated with the operations of industrial facilities. Truck loading and staging activities shall not be allowed within public streets.
  - Industrial projects shall be designed so that vehicles servicing the site shall be able to move from one area of the site to another without re-entering a residential street.
  - Loading areas for industrial uses shall be located at the rear of the buildings and shall be screened from the view of public rights of way and adjacent non-industrial uses.
  - Pedestrian walkways shall be separated from vehicular traffic and loading areas.
  - In situations where industrial uses abut non-industrial uses, screening shall be provided. Hedges, evergreen trees, berms, decorative fences or a combination of these screening elements shall be used to satisfy this requirement.
  - Outdoor storage of materials or products shall only be allowed as a conditional use.
  - All outdoor storage areas shall be screened from public view by using berms, hedges, decorative walls or decorative fences. The height of such screens shall be determined by the height of the material being screened.
  - Best storm water management practices shall be used at all times.
- **Building Design**
  - Long, monotonous industrial building facades shall be avoided by varying building setbacks and placing vegetation in strategic locations along foundations.
  - All mechanical equipment (i.e. air conditioners, ventilation equipment, etc.) shall be screened from public view. This includes roof-top equipment and equipment on the ground.
  - The following design elements shall not be allowed in new industrial developments:
- **Signage**
  - Signage shall not be excessive in height, total footage, or color.
  - The Village of Cross Plains shall establish strict signage regulations that limit heights, colors, lighting and square footage; square footage may be based on building frontage, street frontage, and/or façade area.
- **Lighting**: All outdoor lighting shall be shielded and all light trespass beyond the property line shall be prevented through the use of cut-off luminaries.
- Unscreened chain link fences and barbed wire will be discouraged, unless required for security reasons.

Figure 45: Industrial Conceptual Development Layout



Chapter Eight: Intergovernmental Cooperation

This chapter is focused on "intergovernmental cooperation," defined as any formal or informal arrangement by which officials of two or more jurisdictions communicate visions and coordinate plans, policies, and programs to address and resolve land use, transportation, natural resource, utility, facility, services, or other issues of mutual interest. In a state with over 2,500 units of government and a movement towards greater efficiency, it is becoming increasingly important to coordinate decisions that may affect neighboring communities and overlapping jurisdictions (e.g. school districts).

INTERGOVERNMENTAL COOPERATION RECOMMENDATIONS SUMMARY

- Work with WisDOT on transportation projects that will impact the Village, such as USH 14 projects.
- Cooperate with neighboring communities on issues of mutual interest.
- Continue to coordinate with the Middleton-Cross Plains School District.

This chapter contains a compilation of background information, goals, objectives, policies and recommended programs for joint planning and decision making with other jurisdictions. It incorporates by reference all plans and agreements to which Cross Plains is a party under §66.0301, §66.0307, and §66.0309, Wisconsin Statutes. It is intended to promote consistency between this *Plan* and plans for neighboring jurisdictions.

The Village of Cross Plains Intergovernmental Relationships

Map 1 shows the boundaries of Cross Plains' neighboring or overlapping jurisdictions. Planning documents for these local, regional and state jurisdictions were analyzed during the Village's planning process to identify mutual planning issues or potential conflicts. The following is a summary of this analysis:

Town of Cross Plains

The Town of Cross Plains is located south of the Village. The Village adopted an existing intergovernmental agreement with the Town of Cross Plains in 2002 regarding Joint Extra Territorial Zoning for the planning area surrounding the Village of Cross Plains. It covers the Ripp and Hollfelder properties, as well as the remainder of the Joint Planning Area. The Village of Cross Plains has an agreement with the Town of Cross Plains and the Town of Berry for the support of the Cross Plains/Berry Fire Department. This department serves both of the Towns and the Village.

Town of Berry

The Town of Berry is located north of the Village. The Town adopted a comprehensive plan in 2002. While the majority of the Town is identified for agricultural preservation, the plan identifies agricultural transition for lands adjacent to the Village. Some of these areas have developed since 2002 while others are identified in this Plan for future development. The Village of Cross Plains has an agreement with the Town of Cross Plains and the Town of Berry for the support of the Cross Plains/Berry Fire Department. This department serves both of the Towns and the Village.

Middleton-Cross Plains School District

The Middleton-Cross Plains School District encompasses 68 square miles, ranging from urban to rural areas, and has an estimated 28,300 residents in eight municipalities. The District serves approximately 5,000 students. Students attend one of six elementary schools (K-5) (all-day kindergarten); two middle schools (6-8) and one high school (9-12) and an alternative high school. The District has an articulated K-12 curriculum in the basic skill areas, arts, health, music and computer education. Park Elementary School and Glacier Creek Middle School are located in Cross Plains.

The Village is interested in discussions with the School District about an additional high school for the district, to be located in Cross Plains.

Black Earth Creek Watershed

The Black Earth Creek (BEC) Watershed covers all of the Village of Cross Plains, as well as its 1.5 mile extraterritorial planning area. While the BEC watershed is not a legal district, it does have many different stakeholders and interest groups that actively advocate on its behalf.

The Village is aware that Dane County is completing the Black Earth Creek Resource Area Plan. While this plan has yet to be completed, the Village is aware of the document, and will endeavor to work with the final results to ensure that the needs of all stakeholders involved are met.

Dane County

The Village has a strong working relationship with the County, including participation in the county's Smart Growth planning grant that funded this plan and participation in the Better Urban Infill Development (BUILD) Program.

Important State Agency Jurisdictions

The Wisconsin Department of Transportation's (WisDOT) Southwest Region office, located in Madison, serves a 16 county region including Dane County.

WisDNR provides service to all Dane County residents out of six South Central Wisconsin offices including Madison, Fitchburg, Janesville, Poynette, Dodgeville, and Horicon. There are no known conflicts between the Village's plans and the plans and actions of these State agencies.

Intergovernmental Cooperation Goals, Objectives, and Policies

Goal:

1. Continue to maintain and enhance intergovernmental relationships between the Village of Cross Plains and other governmental agencies and bodies.

Objectives:

1. Meet with the Town of Cross Plains to review the existing intergovernmental agreement as needed.
2. Coordinate with the Town of Berry's Transfer of Development Rights (TDR) program to direct growth to the Village.
3. Investigate an intergovernmental agreement with the Town of Berry to direct growth to the Village while ensuring future Town revenues.
4. Whenever possible, coordinate land use planning activities in Cross Plains with planning activities in neighboring jurisdictions and the Dane County region, such as neighboring townships, the Middleton-Cross Plains School District, Dane County Parks Department, and other providers of municipal services and facilities.

Policies:

1. Provide copies of this *Comprehensive Plan* and future amendments to surrounding and overlapping governments.
2. Continue intergovernmental and shared service agreements for public facilities and services and consider additional joint services and facilities where consolidating, coordinating, or sharing services or facilities will result in better services or cost savings.

3. Work with the surrounding towns on future comprehensive planning efforts, with a goal of achieving consistency with this *Village of Cross Plains Comprehensive Plan*.
4. Continue to work with Dane County in areas related to growth management, farmland preservation, plan implementation, grant opportunities, and local and County ordinance development.
5. Work with agencies like the Cross Plains Business Association to help advance the economic viability of the Cross Plains area.
6. Work with the Middleton-Cross Plains School District to meet demand for a new high school in the Village.
7. Work with the Middleton-Cross Plains School District to provide joint school-park sites and programs wherever possible.
8. Consider a revenue sharing agreement with the Town of Berry, along with a potential boundary agreement, to direct growth to the Village while protecting the Town's land use plan and goals.
9. Coordinate the preservation of natural resources with surrounding Towns, Dane County, State and Federal agencies, and non-governmental organizations.
10. Meet with the surrounding Towns, Dane County, State and Federal agencies, and non-governmental organizations, to discuss and promote the policies and outcomes of the comprehensive planning process.
11. Meet on a regular basis with stakeholder organizations and agencies to discuss the preservation of natural resource areas and long-term plans for implementation.

Intergovernmental Cooperation Programs and Recommendations

Intergovernmental communication, coordination, and cooperation are critical in implementing many of the recommendations in this *Plan*. This section builds off some of the key policies listed above, setting forth recommendations for enhanced relations with adjacent and overlapping jurisdictions. It focuses in particular in areas and relationships that are not described extensively in other chapters of this *Plan*, and where potential future conflicts may be the greatest without concerted future action.

State Issues

WisDOT and WisDNR are actively involved in programs and policies which directly effect, and are affected by, local land use decisions. The promotion of the policies of these agencies by this *Plan* is an imperative coordination tool. Specifically, this coordination is accomplished by reflecting the recommendations of the adopted land use and transportation plans for southern Wisconsin. State policies are also implemented through the aggressive promotion of best practices for the mitigation of land use impacts on transportation facilities and environmental resources. Finally, and most importantly, the benefits of controlled growth and compact development served by sanitary sewer facilities which are promoted and implemented through this *Plan*, are unquestionably the most effective way of accommodating population pressures in a manner which minimizes adverse impacts.

The Village intends to continue to coordinate and communicate with WisDOT on transportation issues, such as USH 14 improvement. See Chapter Four: Transportation for detailed recommendations. The Village also intends to continue to work with WisDNR on natural resources issues, such as Black Earth Creek, land conservation, and a future trail. See Chapter Two: Agricultural, Natural, and Cultural Resources, Chapter Three: Land Use, and Chapter Four: Utilities and Community Facilities for detailed recommendations.

County/Regional Issues

Because many of the Village's goals and objectives relate to issues that transcend municipal boundaries (e.g., transportation, natural resource, farmland preservation, land use), the Village intends to maintain an active and open dialogue with surrounding communities and counties. A few specific opportunities include:

- The Good Neighbor Committee. The Good Neighbor Committee promotes intergovernmental cooperation on matter of mutual interest through communication and information sharing. The Committee includes the communities along USH 14 from the western edge of Dane County toward the western edge of Middleton. The Committee is currently considering developing a multi-use path between Middleton and Mazomanie. The Village should continue to participate in this group to promote open communication and address issues of mutual concern.
- Regional Transit and Transportation. As described in Chapter Four: Transportation, the Village intends to coordinate with ongoing studies at the County level that are investigating the possibility of regional rail service. Cross Plains supports regional efforts to develop transit systems and intends to identify a site for a potential future rail station within the Village. As mass transit opportunities begin to come to fruition, the Village intends to review and update its codes and ordinances to ensure that they allow mixed use developments to occur around future station sites.
- County Highways. County Trunk Highways P and KP function as major collectors in Cross Plains. The Village will continue to work with the Dane County Highway and Transportation Department on maintenance and improvements to these key transportation corridors.

Local Issues

Town of Berry

A formal intergovernmental agreement between the Village and Town of Berry covering areas of mutual concern could provide benefits to both communities by providing all parties with a greater sense of certainty of the future actions of others and promoting municipal efficiency in an era of diminishing government resources. Specific issues often addressed in intergovernmental agreements issues include municipal boundaries, exercise of extraterritorial rights, allowable levels of rural development, sanitary sewer and water provision, road and public facilities maintenance and upgrades, growth phasing, development design standards, and revenue sharing. In this case, the Village is also interested in working with the Town of Berry to identify sending and receiving areas for the Town's transfer of development rights program.

If at some point in the future an intergovernmental agreement is pursued, there are two main formats for intergovernmental agreements under Wisconsin Statutes which the communities may consider. The first is available under Section 66.0301, which allows any two or more communities to agree to cooperate for the purpose of furnishing services or the joint exercise of any power or duty authorized under State law. While this is the most commonly used approach, a "66.0301" agreement is limited by the restriction that the municipalities must be able to exercise co-equal powers. Another format for an intergovernmental agreement is a "cooperative plan" under Section 66.0307 of the Wisconsin Statutes. This approach is more labor intensive and ultimately requires State approval of the agreement, but does not have some of the limitations of the "66.0301" agreement format.

Town of Cross Plains

The Town and Village of Cross Plains entered into an agreement which addresses the authority of the joint extraterritorial zoning committee, establishes a joint planning committee, defines current and planned Village and Town boundaries, and provides for future annexations, growth, and land use in a manner that benefits both communities.

In January 2008, State Statutes were amended to clarify and simplify the requirements for intergovernmental agreements. The Village intends to continue to communicate and coordinate with the Town, including discussions on the existing intergovernmental agreement.

Chapter Nine: Implementation

Few of the recommendations of this *Plan* will be automatically implemented. Specific follow-up action will be required for the *Plan* to become reality. This final chapter provides the Village with a roadmap for these implementation actions. It includes a compilation of programs and specific actions to be completed in a stated sequence.

Plan Adoption

A first step in implementing the *Village of Cross Plains Comprehensive Plan* is making sure that it is adopted in a manner which supports its future use for more detailed decision making. The Village has included all necessary elements for this *Plan* to be adopted under the state's comprehensive planning legislation. The Village has also followed procedures for adopting this *Plan* under Section 66.1001(4), Wisconsin Statutes.

Plan Monitoring and Advancement

The Village should constantly evaluate its decisions on private development proposals, public investments, regulations, incentives, and other actions using the recommendations in this *Plan* as a guide. This *Plan* should be used as the first "point of reference" when evaluating these projects. Beginning January 1, 2010, zoning, subdivision, and official map ordinances and decisions will have to be consistent with the *Comprehensive Plan*.

This *Plan* will only have value if it is used, understood, and supported by the community. It is critical that the Village make concerted efforts to increase community awareness and education on this *Plan*. To this end, efforts may include:

- Ensuring that attractive and up to date materials are easily accessible on the Village's website
- Speaking to community organizations about the *Plan*
- Regularly presenting implementation progress reports to the Village Board, Plan Commission, and other municipal bodies
- Incorporating *Plan* implementation steps in the annual budget process
- Encouraging all Village staff to become familiar with and use the *Plan* in their decision making
- Reviewing the *Plan* on a regular basis (annually or bi-annually) to ensure that it remains relevant to the currently-seated Village Board and Plan Commission members

Plan Administration

This *Plan* will largely be implemented through an on-going series of individual decisions about annexation, zoning, land division, official mapping, public investments, and intergovernmental relations. The Village of Cross Plains intends to use this *Plan* to inform such decisions under the following guidelines:

Annexations

Proposed annexations should be guided by the recommendations of this *Plan*. Specifically, the Future Land Use map (4a and 4b), Transportation System map (5), and Utilities map (6) of this *Plan* will be among the factors considered when evaluating a request for annexation. Annexation proposals on lands that are designated for urban development, as locations for future transportation facilities, and/or as locations for future community facilities should be more strongly considered for annexation approval. However, in their consideration of annexation proposals, the Plan Commission and Village Board should also evaluate the specific timing of the annexation request, its relationship to the overall regularity of the corporate boundary, the ability to provide utilities and public services to the site, the costs associated with the proposed annexation, the effect on intergovernmental relations, as well as other pertinent Statutory and non-Statutory factors.

Zoning

Proposed zoning map amendments (rezonings) should be consistent with the recommendations of this *Plan*. Specifically, the Future Land Use map should be used to guide the application of the general pattern of permanent zoning. However, the precise location of zoning district boundaries may vary, as judged appropriate by the Plan Commission and Village Board. Departures from the exact land use boundaries depicted on the Future Land Use map may be particularly appropriate for Planned Unit Development projects, projects involving a mix of land uses and/or residential development types, properties split by zoning districts and/or properties located at the edges of future land use areas. However, in their consideration of zoning map issues, the Plan Commission and Village Board will also evaluate the specific timing of the zoning map amendment request, its relationship to the nature of both existing and planned land uses, and the details of the proposed development. Therefore, this *Plan* allows for the timing of zoning actions and the refinement of the precise recommended land use boundaries through the zoning, conditional use, planned development and land division processes.

Land Division

Proposed land divisions should be generally consistent, but not necessarily precisely consistent, with the recommendations of this *Plan*. Specifically, the Future Land Use map the Transportation System Improvements map (and the policies behind these maps) should be used to guide the general pattern of development, the general location and design of public streets, parks, and utilities. However, in their consideration of land divisions, the Plan Commission and Village Board will also evaluate the specific timing of the land division request, its relationship to the nature of both existing and future land uses, and the details of the proposed development. Departures from the exact locations depicted on these maps shall be resolved through the land division process for certified survey maps, preliminary plats and final plats both within the Village limits and the extraterritorial jurisdiction. This *Plan* allows for the timing and the refinement of the precise recommended development pattern and public facilities through the land division process, as deemed appropriate by the Plan Commission and Village Board.

Official Mapping

The Transportation System Improvements map and the Community Character and Community Facilities map will be used to guide the general location and design of both existing and new public streets, public parks, and utilities, as depicted on a revised Official Map. However, in their consideration of official mapping issues, the Plan Commission and Village Board will also evaluate the specific timing of the development request, its relationship to the nature of both existing and future land uses, and the details of the proposed development. Departures from the exact locations depicted on these maps will be resolved through the official mapping and platting processes both within the Village limits and the extraterritorial jurisdiction.

Public Investments

Proposed public investment decisions will be guided by the recommendations of this *Plan*. However, the timing and precise location of public investments may vary, as judged appropriate by the Plan Commission and Village Board. This *Plan* allows for the timing and the refinement of the precise recommended public facilities and other public investments as deemed appropriate by the Plan Commission and Village Board.

Intergovernmental Relations

Proposed intergovernmental relations decisions, including intergovernmental agreements, will be guided by the recommendations of this Plan, as deemed appropriate by the Plan Commission and Village Board. However, in their consideration of intergovernmental decisions and agreements, the Plan Commission and Village Board will also evaluate a wide variety of other factors, including specific provisions of the recommended agreements. Departures from the recommendations of this *Plan* shall be resolved by the Village Board through the intergovernmental process.

Plan Amendments

This *Plan* can be amended and changed. Amendments may be appropriate in the years following initial *Plan* adoption, particularly in instances where the *Plan* is becoming irrelevant or contradictory to emerging policy or trends, or does not provide specific advice or guidance on an emerging issue. "Amendments" are generally defined as minor changes to the *Plan* maps or text (as opposed to an "update" described later). The *Plan* should be evaluated for potential amendments regularly. However, frequent amendments only to accommodate specific development proposals should be avoided, or else the *Plan* will become meaningless.

As a dynamic community facing a myriad of growth issues, the Village is likely to receive requests for *Plan* amendments over the planning period. To provide a more manageable, predictable and cost effective process, the Village will consider establishing a single *Plan* amendment consideration cycle every year. Several Wisconsin communities use an annual *Plan* review and amendment process cycle to ensure these evaluations and adjustments are handled in a predictable and efficient manner. This approach would require that all proposed *Plan* amendment requests be officially submitted to Village by a designated date of each year. A full draft of the amendments would then be presented to the Plan Commission for its evaluation and recommendation to the Village Board. The Board could then act to approve the amendment(s), following a public hearing.

The Village may bypass the annual amendment process described above if an amendment to this *Comprehensive Plan* is determined necessary to capture a unique economic opportunity that is both related to achieving the vision of this *Comprehensive Plan* and may be lost if required to wait for the regular plan amendment cycle. However, the Village is still required to use the procedures outlined below.

The procedures defined under Section 66.1001(4), Wisconsin Statutes, need to be followed for all *Plan* amendments. Specifically, the Village will use the following procedure to amend, add to, or update the *Comprehensive Plan:*

a) Either the Village Board or Plan Commission initiates the proposed *Comprehensive Plan* amendment. This may occur as a result of a regular Plan Commission review of the *Plan*, or may by initiated at the request of a property owner or developer.

b) The Village Board adopts a resolution outlining the procedures that will be undertaken to ensure public participation during the *Plan* amendment process (see Section 66.1001(4)a of Statutes and model resolution included in this *Comprehensive Plan*).

c) The Village Plan Commission prepares or directs the preparation of the specific text or map amendment to the *Comprehensive Plan*.

d) The Village Plan Commission holds one or more public meetings on the proposed *Comprehensive Plan* amendment. Following the public meeting(s), the Plan Commission makes a recommendation by resolution to the Village Board by majority vote of the entire Commission (see Section 66.1001(4)b of Statutes and model resolution in this *Plan*).

e) The Village Clerk sends a copy of the recommended *Plan* amendment (not the entire Comprehensive Plan) to all adjacent and surrounding government jurisdictions and the County as required under Section 66.1001(4)b, Wisconsin Statutes. These governments should have at least 30 days to review and comment on the recommended *Plan* amendment. Nonmetallic mine operators, any person who has registered a marketable nonmetallic mineral deposit with the local government, and any other property owner or leaseholder who has requested notification in writing must be informed through this notice procedure. These governments and individuals should have at least 30 days to review and comment on the recommended *Plan* amendment.

f) The Village Clerk directs the publishing of a Class 1 notice, published at least 30 days before a Village Board public hearing and containing information required under Section 66.1001(4)d, Wisconsin Statutes.

g) The Village Board holds the formal public hearing on an ordinance that would incorporate the proposed Plan amendment into the *Comprehensive Plan*.

h) Following the public hearing, the Village Board approves (or denies) the ordinance adopting the proposed *Plan* amendment. Adoption must be by a majority vote of all members. The Village Board may require changes from the Plan Commission recommended version of the proposed *Plan* amendment.

i) The Village Clerk sends a copy of the adopted ordinance and *Plan* amendment (not the entire Comprehensive Plan) to all adjacent and surrounding government jurisdictions, nonmetallic mine operators, any person who has registered a marketable nonmetallic mineral deposit with the local government, and any other property owner or leaseholder who has requested notification in writing as required under Sections 66.1001(4)b and c, Wisconsin Statutes.

Plan Update

The state comprehensive planning law requires that a community's comprehensive plan be updated at least once every ten years. As opposed to an amendment, an update is often a substantial re-write of the plan document and maps. Based on this deadline, the Village should update this *Comprehensive Plan* before the year 2017 (i.e., ten years after 2007), at the latest. The Village should continue to monitor any changes to the language or interpretations of the state law over the next several years.

Consistency Among Plan Elements

The state comprehensive planning statute requires that the implementation element "describe how each of the elements of the comprehensive plan shall be integrated and made consistent with the other elements of the comprehensive plan." Because the various elements of this *Plan* were prepared simultaneously, there are no known internal inconsistencies between the different elements or chapters of this *Plan*.

The Village of Cross Plains will continue to make educated decisions based upon available information and public opinion. Planning will revolve around the 20-year Planning Vision (below) and decisions will incorporate a comprehensive look at all elements to determine appropriate cohesiveness of the decision against stated visions.

Looking forward to 2025 and beyond, the Village desires a safe, clean, attractive and prosperous community that residents of all ages are proud to call home. There will be available a range of housing choices by price and features and a sustainable business environment. The rich natural resources of the Village and surrounding countryside, and the Black Earth Creek in particular, will continue to be a defining feature of the community due to careful preservation efforts. Residents and visitors alike will be able to travel freely throughout the community by car, bike, or foot, and commuter transit service to Madison will reinforce the strong economic relationship with the metropolitan area. Though ties with Madison will strengthen, the Village will retain its character and identity.

Implementation Programs and Recommendations

Each of the elements contains action recommendations related to that element. In addition to those actions there are two general actions the Village should take upon adopting this *Plan*:

- Make this *Comprehensive Plan* available for viewing and download on the Village web site.
- Publicize this *Comprehensive Plan* with area organizations and governments, including, but not limited to:
  - Trout Unlimited
  - Cross Plains Business Association
  - Lions Club
  - Dane County
  - Towns of Cross Plains and Berry
  - Wisconsin DNR
  - Black Earth Creek Watershed Association (BECWA)
  - Cross Plains Optimists

- Black Earth Creek Conservation Organization (BECCO)
- Natural Heritage Land Trust
- American Farmland Trust
- Middleton – Cross Plains School District
- Gathering Waters Conservancy
- Nature Conservancy
- Local church groups
- Ice Age Park and Trail Foundation
- Madison Area Builders Association
- WI DOT

Figure 46 provides a detailed list and timeline of the major actions that the Village intends to complete to implement this *Plan*. Often, such actions will require substantial cooperation with others, including County and surrounding local governments and local property owners. The table has three different columns of information, described as follows:

- Category: The list of recommendations is divided into different categories—based on different implementation tools or plan elements.
- Recommendation: The second column lists the actual steps, strategies, and actions recommended to implement key aspects of the Plan. The recommendations are for Village actions, recognizing that many of these actions may not occur without cooperation from others, and may be delayed or adjusted based on other Village priorities.
- Reference: The third column identifies the chapter of this *Comprehensive Plan* or other current planning documents where additional information regarding the recommendation may be found.
- Implementation Timeframe: The fourth column responds to the comprehensive planning statute, which requires implementation actions to be listed in a "stated sequence." The suggested timeframe for the completion of each recommendation reflects the priority attached to the recommendation. Suggested implementation timeframes span the next 10 years, because the *Plan* will have to be updated by 2018.

Figure 46: Implementation Programs and Recommendations

Category	Recommendation	Reference	Implementation Timeframe
Ordinances/Land Use	Consider the following changes to the **Zoning and/or Subdivision Ordinances**: ◆ Over time and as projects present themselves, update the zoning map to correspond with the Future Land Use map. ◆ Update detailed site plan and design standards from this *Plan* for multi-family, commercial, industrial, and mixed-use developments.	Chapters 3, 6 and 7	2008-2009
Agricultural, Natural, and Cultural Resources	Continue to exercise subdivision review authority to limit residential development within the Village's extraterritorial jurisdiction to one home per 35 acres.	Chapter 2	2008-2018
Transportation	Continue to work with WisDOT to be involved in the long term plans for USH 14.	Chapter 4	2008-2018
	Consider developing an Official Map to reflect the recommendations in this *Plan* and the Village's Parks and Opens Space Plan.	Chapter 4	2008-2009
	Implement the transportation improvements identified on Map 5 and in the Transportation Chapter.	Chapter 4	2008-2018
Utilities, Community Facilities, and Civic Organizations	Recommendations exist in Figure 23: Timetable to Expand, Rehabilitate, or Create New Community Utilities or Facilities	Chapter 5	See Chapter 5, Figure 23
Housing and Neighborhood Development	Adopt a formal residential balance policy for new neighborhoods where not less than 65% of all housing units are in single family detached residences, with desired a maximum of 15% of units in two-family dwellings and 20% of units in multiple family dwellings.	Chapters 3 and 6	2008-2018
Economic Development	Pursue redevelopment and infill of underutilized lands along USH 14 according to the recommendations of the Cross Plains Downtown Revitalization Plan.	Chapter 7	2008-2018
Intergovernmental Cooperation	Consider working with the Town of Berry to develop an agreement regarding the future development of both the Village and the Town.	Chapter 8	2010-2012
	Work with the Town of Cross Plains to reevaluate the intergovernmental agreement between the Village and Town before it expires.	Chapter 8	2010-2012
Plan Monitoring and Advancement	Monitor development activity and future implementation strategies against the recommendations in this *Plan*.	Chapter 9	2008-2018
	Institute a policy to review the *Comprehensive Plan* every other year.	Chapter 9	2010
	Update this *Plan* as required by State statute.	Chapter 9	2016-2018

Strategic Plan Executive Summary

Background and Purpose for Strategic Planning

The purpose of the Village of Cross Plain's strategic planning effort was to draw from a large collection of previous and ongoing planning efforts and develop a consensus vision for Cross Plains, along with a set of strategies for realizing this vision. The strategic planning effort was not intended to serve as a substitute for the Village's comprehensive plan but as a guide to its implementation. The strategic plan establishes and describes the major priorities for the Village for the next 3-5 years. Issues identified as Village priorities prior to the start of the strategic planning process, through the various planning efforts that have occurred during the last few years and during the July 2006 strategic planning retreat, include, but are not limited to, in no particular order:

- Economic development, organization, and associated infrastructure
- Water quality
- Schools
- Environmental quality
- Land use
- Public safety
- Taxes
- Housing
- Natural resource and recreational assets such as Black Earth Creek, the Bluffs, Ice Age Trail, Village parks and perhaps others
- Community image
- Multi-modal transportation through and within the Village

Involvement of Key Stakeholders

The Strategic Planning Committee was, from the start of the planning process, committed to involving the public in the strategic planning process. The Committee elected to host three public feedback and information sharing sessions to both gather feedback from the citizenry, and to share information about the planning process. All strategic planning meetings were open to the public, and all meeting proceedings were posted on the Village's website.

Planning Process

The Cross Plains Village Board formed a Strategic Planning Committee to engage in the strategic planning process. The planning process was implemented through regular (monthly) strategic planning meetings and associated public participation events. Bill Rizzo from the Dane County Extension Office was invited to facilitate the strategic planning process, which was comprised of six planning steps as follows:

1. **Plan the Planning Process.** The purpose of this step was to design the strategic planning process and how the public would be involved in it.
2. **Clarify Mandates.** This step involved a review of formal and informal mandates the Village has with respect to its governing responsibilities and the expectations of citizens.
3. **Develop a Vision Statement.** This step involved reviewing and updating the Village's existing vision statement for use in describing the Village's preferred future.
4. **Review Stakeholder Feedback from Previous Projects.** This step involved reviewing a number of previous planning and related projects and initiatives, and pulling from these efforts dominant public opinion themes and ideas for use in informing the strategic planning process.
5. **Generate Strategic Issues.** This step involved identifying several strategic issues – fundamental opportunities and challenges facing the Village – that would serve as the foundation of the strategic plan and the basis of subsequent strategy development.
6. **Strategy Development and Implementation Planning.** This step involved identifying strategy statements in response to major opportunities and challenges surfaced during the preceding steps in the

strategic planning process. Strategies are developed separately for each strategic issue. The Strategic Planning Committee elected to establish strategy development teams that included both members of the Strategic Planning Committee, as well as citizens from the Village. These teams developed a series of strategy statements for each strategic issue, along with a number of action ideas for each strategy statement. This step also involved the development of ideas for how the Village would implement the strategic plan, alone and in collaboration with community organizations and citizens.

7. Strategic Issues/Objectives & Associated Strategy Statements

Strategic Issue

What do we need to do to develop and leverage the Village's unique environmental, cultural, educational, "built" and other assets in ways that continually reinforce and contribute to a unique sense of place within the Village?

1. Maintain, enhance, and promote high quality assets:
   a. High quality educational assets
   b. Maintain, enhance and promote existing protective strategies for Bluff, Black Earth Creek and other waterways
2. Increase awareness and usage of parks and conservancy areas in the Village.
3. Increase cultural and historical assets.
4. Celebrate, promote, and build upon local assets through events.

Strategic Issue

What do we need to do to establish and sustain a robust local economy, and do so in ways that protect and preserve the environmental, cultural and "built" assets that contribute so much to our sense of place and quality of life? These environmental and cultural assets include Cross Plain's sense of history and community, Black Earth Creek, the bluffs surrounding the Village, etc.

1. Investigate opportunities to mitigate Flood Plain.
2. Investigate the establishment of a Chamber of Commerce.
3. Recruit high tech/high quality/low impact business to the Village:
   a. Continue planning for a dedicated commercial campus
   b. Redevelop Hwy 14 corridor using the Downtown Revitalization Plan
   c. Establish Special Funding Districts as available and appropriate to accomplish a & b
   d. Pursue infill development
4. Brand and promote Cross Plains as a geologic and historic destination.
5. Find ways to encourage/promote Green Development in the Village.

Strategic Issue

What do we need to do to provide Village residents with safe, efficient, and effective multi-modal transportation options that include personal vehicular transportation, public transportation, pedestrian transportation, and bicycle transportation?

1. Plan and implement measures to improve vehicular and non-vehicular safety:
   a. Build pedestrian crosswalks in appropriate locations.
2. Connect Cross Plains to the regional public transportation system.
3. Develop parking infrastructure to support a variety of transportation options and business activities.
4. Mark existing and establish new pedestrian and bike trails throughout the Village of Cross Plains.
5. Plan and promote a Highway 14 bypass.

Strategic Issue

What do we need to do to provide a mix of rental and home ownership housing options that provides for the widest possible range of affordability?

1. Perform an inventory analysis of current housing stock within the Village;
2. Develop land use policies consistent with the Village's 20/20 and Comprehensive Plans;
3. Adopt and implement the Village's pending Downtown Revitalization Plan.

Strategic Issue

What do we need to do to establish and sustain high levels of civic capacity? By civic capacity we mean responsive local government; effective civic and community organizations that work together and with local government to promote the Village's vision; local leadership capacity to provide leadership for elected, appointed, and volunteer leadership positions; and the capacity to engage in public dialogue about a wide range of issues affecting our community that is respectful, productive, open, and informative for all citizens?

1. Develop the Village's website;
2. Develop an annual 'summit' for community organizations to facilitate collaboration and sharing of information;
3. Facilitate the development of a Village leadership development program.

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Appendix A: Public Participation Plan

PUBLIC PARTICIPATION PLAN

Public Participation Strategies:

Meetings will be announced in Village Clerk's monthly newsletter and at the Village Hall.

All agendas will be posted at Village Hall and in the Village Clerk's monthly newsletter.

Meeting notes will be available at the Village Hall during business hours.

All Ad Hoc 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 via a 10 minute Open Public Comment section. Attendees can also provide written comments on cards provided by MSA at each meeting. The public will be instructed to return cards to the Village Hall.

All public written comments will be consolidated and presented to the Ad Hoc Committee monthly.

Community Interview Surveys: Distributed to Community Members by Ad Hoc Committee. These sheets will be used to gain information on the opinion of Village residents on key issues and to raise awareness of the beginning of the planning process.

SWOT Analysis: The Community Interview Surveys will be used to assist the Committee members to list Strengths, Weaknesses, Opportunities and Threats in the Village. A nominal group technique will be used.

An Ad Hoc Committee meeting will serve as a Draft Land Use Plan Participatory Meeting. During the Participatory meetings, non-committee member residents are welcome to form their own work groups and present findings and concerns to the Ad Hoc Committee.

An Ad Hoc Committee meeting will serve as a Policy Development Participatory Meeting. During the Participatory meetings, non-committee member residents are welcome to form their own work groups and present findings and concerns to the Ad Hoc Committee.

A Public Informational Meeting (PIM) will be held upon completion of the draft plan. Residents will be encouraged to provide comments before the final plan is created and adopted. Public notification requirements as stated in Statutes 66.1001(4)(d)(1), (2), (3) & (4) will be followed.

The Draft Plan will be disseminated to neighboring jurisdictions and appropriate governments, providing 30 days for written comments.

Any comments by the above-mentioned governing bodies, and the public will be evaluated and incorporated as necessary into the Comprehensive Plan. A summary of comments and subsequent action will be provided upon request.

The Ad Hoc Committee will recommend adoption of the Final Comprehensive Plan to the Plan Commission for adoption. The Plan Commission will recommend Plan for adoption to the Village Board as stated in Statute 66.1001(4)(b).

Prior to Village Board adoption, a Public Hearing will be held for presentation of the Recommended Final Comprehensive Plan as stated in Stat. 66.1001(4)(c).

The Village Board will vote on the ordinance adopting the Final Comprehensive Plan. The Adopted Plan and adopting ordinance will be disseminated to the same neighboring jurisdictions and County and State governments as stated in Wisconsin Statute 66.1001(4)(d).

Other public participation activities can be added as deemed necessary by the Ad Hoc Committee