

Foreword

Dear Middleton Resident,

As the City of Middleton celebrates its Sesquicentennial, it seems fitting that we complete a comprehensive plan for the community. This document was written to articulate a community vision for our city, to express our hopes and dreams for the foreseeable future. It is intended to serve as a guide for decision-makers for many years to come. I hope and trust that this Plan incorporates and builds on those aspects of our community that will make you proud to call Middleton home for many years to come.



I would like to thank all the people who were involved in preparing this Plan, and who took the time to provide input during the workshops and public hearings.



Doug Zwank
Mayor

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Adopted November 21, 2006

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Chapter 1

Introduction

Role and Purpose of the Comprehensive Plan

It is the responsibility of any community to plan adequately for its future. The City of Middleton is a growing and dynamic entity, and is part of a larger dynamic metropolitan area. In order to achieve the strategic principles adopted by the City to enhance the quality of life for residents and visitors, it is essential to utilize the comprehensive planning process to assess and analyze the future needs of the community.

The 2006 Comprehensive Plan of the City of Middleton is a policy document which provides direction to City leaders as to how the community should grow and develop. The plan addresses the nine planning elements identified by the State of Wisconsin's Comprehensive Planning statute, otherwise known as the Wisconsin Smart Growth Law. While seeking to be visionary and broad in scope, the Plan is intended to be a dynamic document, with guidelines to be used, amended, and revised as needed to implement the strategic principles.

The recommendations contained herein are based upon sound decision making relating to the City's future economic, physical and social development. Adherence to these recommendations assures that limited community resources will be allocated wisely to ensure maximum benefit to all Middleton residents and visitors. While the Comprehensive Plan clearly focuses on City lands, an essential goal is to support strategies that blend into land use, transportation, and service objectives of neighboring communities.

Wisconsin Smart Growth Law

This document represents the City's compliance with the State's "smart growth" planning legislation that became law through Wisconsin Act 9 in October 1999. This plan addresses the nine comprehensive plan elements identified in Wis. Stats. s. 66.0295(2).

Pursuant to Section 66.0295 of Wisconsin Statutes, beginning on January 1, 2010, any City of Middleton program or action that affects land use shall be consistent with the City's comprehensive plan, including all of the following:

- (a) Municipal incorporation procedures under s. 66.012, 66.013 or 66.014.
- (b) Annexation procedures under s. 66.021, 66.024 or 66.025.
- (c) Cooperative boundary agreements entered into under s. 66.023.
- (d) Consolidation of territory under s. 66.02.
- (e) Detachment of territory under s. 66.022.
- (f) Municipal boundary agreements fixed by judgment under s. 66.027.
- (g) Official mapping established or amended under s. 62.23 (6).
- (h) Local subdivision regulation under s. 236.45 or 236.46.

- (i) Extraterritorial plat review within a city’s or village’s extraterritorial plat approval jurisdiction, as is defined in s. 236.02 (5).
- (j) County zoning ordinances enacted or amended under s. 59.69.
- (k) City or village zoning ordinances enacted or amended under s. 62.23 (7).
- (l) Town zoning ordinances enacted or amended under s. 60.61 or 60.62.
- (m) An improvement of a transportation facility that is undertaken under s. 84.185.
- (n) Agricultural preservation plans that are prepared or revised under subch. IV or ch. 91.
- (o) Impact fee ordinances that are enacted or amended under s. 66.55.
- (p) Land acquisition for recreational lands and parks under s. 23.09 (20).
- (q) Zoning of shorelands or wetlands in shorelands under s. 59.692, 61.351 or 62.231.
- (r) Constructive site erosion control and storm water management zoning under s. 59.693, 61.354 or 62.234.
- (s) Any other ordinance, plan or regulation or a local governmental unit that relates to land use.

Source: Wis. Stats. 66.0295 (3)

Plan Structure and Content

The 2006 Comprehensive Plan is structured to reflect the plan elements required by the State of Wisconsin’s Comprehensive Planning statute. These elements include:

- **Issues and Opportunities** (see Chapter 2)
- **Intergovernmental Cooperation** (see Chapter 3)
- **Housing** (see Chapter 4)
- **Transportation** (see Chapter 5)
- **Utilities and Community Facilities** (see Chapter 6)
- **Agricultural, Natural and Cultural Resources** (see Chapter 7)
- **Economic Development** (see Chapter 8)
- **Land Use** (see Chapter 9)
- **Implementation** (see Chapter 10)

In addition, many recently adopted plans and planning efforts are incorporated through inclusion in the Appendices. The Plan Commission included the following language in their motion approving the Plan: “ the 2006 Plan prevails if there are any inconsistencies with past adopted plans, including the plans that are made a part of the plan in the appendices.”

Planning Area

The planning area covered by the City of Middleton 2006 Comprehensive Plan includes the current City of Middleton plus potential short and long-term growth areas identified through planning discussions and/or agreements with adjacent townships. In 2006, the City of Middleton comprised about 6 square miles.

Preparation of the Plan

The City has worked extensively with City residents, elected and appointed officials and the adjacent communities of the Town of Westport, Town of Springfield and Village of Waunakee to prepare this plan. Two (2) public work sessions were conducted on Saturday mornings (January 21, 2006; March 11, 2006) to facilitate review and preparation of the plan, and four (4) public hearings were held (November 22, 2005; February 14, 2006; May 9, 2006; November 14, 2006) to gather public input as the draft plan evolved.

Public Participation

The City adopted a Public Participation Plan in January of 2002, outlining the procedures that the City would use to foster public participation in the comprehensive planning process. These measures have included open discussion at public meetings, public notices published in the local newspaper, news articles, the City's web site, and mailings and emailing to local municipalities and interested individuals and groups. The Public Participation Plan can be found in Appendix G.

Existing Adopted Plans and Initiatives

The City of Middleton was incorporated as a Village in 1905 and became a City in 1963. The official registration of the survey and plat map of Middleton Station, as the community was known at the time, occurred in 1856. In 2006, the City is celebrating this 150th anniversary of the year Middleton was established.

This Comprehensive Plan update is the culmination and refinement of ideas generated since the time Middleton became a city. The main themes of balance, environmental quality, compactness, and steady professional management have consistently been pursued by the City of Middleton, and are reflected in this document.

The 1970 City of Middleton Master Plan addressed the "rural-urban fringe problem", by which a scattered pattern of development is reinforced. At the time, the community's periphery consisted of a mixture of rural non-farm dwellings and land uses either prohibited or strictly regulated in urban areas. The 1970 plan also included a section entitled "The Middleton Downtown Problem", enumerating problems such as outdated street and building arrangements, lack of off-street parking and lack of shopper conveniences (all-weather protection, short walking distances, etc.)

The 1982 City of Middleton Master Plan emphasized how planning can be used to monitor and control continuing changes in land use as population growth occurs. The 1982 document highlighted the need to retain natural assets and provide amenities for residents, while facilitating increased densities of development.

In 1988, the City of Middleton commissioned Vandewalle and Associates to develop the Southwest Area Study. The Southwest Planning Area was called one of the strongest emerging markets for commercial development. The Study highlighted the importance of incorporation of environmental corridors and stormwater detention into development proposals.

In 1990, Vandewalle and Associates completed the Northwest Quadrant Study as an element of the Master Plan. The study recognized a part of the Northwest Quadrant as one of the most logical residential expansion areas in the City of Middleton. As such, the Study highlighted the importance of balancing extension of utilities, road improvements, and environmental quality for the benefit of City residents and neighboring Township residents.

The City of Middleton has relied on several tax incremental financing districts to pursue economic redevelopment and investment in downtown Middleton and west of Highway 12. Tax Increment Financing District #1 was created in 1980 to promote economic revitalization in the downtown area, TIF District #2 targeted development of the Middleton Business Park north of USH 14, and TIF District #3 has fostered investment in the downtown, Greenway Center, and Airport Road areas.

The 1997 Downtown Redevelopment Plan, which was a key component of TIF #3, focused on the western end of the central business district. The plan contained several important goals, including removal of blight, expansion of the tax base and number of jobs, and creation of mixed-use, pedestrian-oriented development. This plan serves to provide opportunities to achieve more compatible land uses in the downtown area, and generally increase the viability of businesses in the downtown.

Middleton adopted its first Park and Open Space Plan in 1966. Subsequent plans and revisions in 1972, 1977, 1982, 1990, 1996 and 2002 helped focus community initiatives with respect to protecting the Pheasant Branch Creek and Conservancy, developing neighborhood and community parks, and promoting the acquisition of additional public access to Lake Mendota. Throughout this time, the city's Parks, Recreation and Forestry Commission led efforts to preserve the environmentally sensitive areas of the community and provide Middleton's residents with a well developed, balanced, and well maintained park system.

The 1996 Comprehensive Park and Open Space Plan illustrated the importance of providing quality recreational opportunities and facilities in a manner compatible with both natural resources and limited fiscal resources. The 1996 Plan stressed compatibility with the Master Plan as recreational needs are best met by properly located sites that provide a wide variety of recreational opportunities and area convenient to potential users. The most recent plan update, the 2002-2006 Parks and Open Space Plan, emphasized addressing the community's sport facility needs. The 2002-2006 Parks and Open Space Plan is incorporated by reference into this Comprehensive Plan.

The 1999 Bicycle and Pedestrian System Plan supports the land use and transportation elements of this Comprehensive Plan document by providing a community wide network of bicycle and pedestrian facilities that safely and conveniently link important destinations in the City of Middleton. In addition, the Plan recommends connection between Middleton facilities and

regional facilities such as the Ice Age Trail, the UW campus, Governor Nelson State Park, and Mendota County Park. The 1999 Plan is incorporated by reference into this comprehensive plan.

In 1999, the City also adopted a regional master plan for the Pheasant Branch Conservancy, the Northern Lake Mendota Plan. This plan included an inventory of existing conditions and recommendations for management of the conservancy. The Northern Lake Mendota Plan is incorporated by reference into this plan.

The City completed updates of the 1988 Southwest Quadrant Plan and the 1990 Northwest Quadrant Plan in 2005, and they are included in Appendix C and D, and are adopted as a part of this plan.

In July, 2002, the City approved a Highway 12 Redevelopment Master Plan. The plan will serve as a guideline as the existing USH 12 corridor is redeveloped within the City, following the 2005 completion of a USH 12 Bypass. The Highway 12 Redevelopment Plan is in Appendix E.

Plan Adoption and Amendment Process

The City has prepared and adopted the 2006 Comprehensive Plan through a process that included three (3) public hearings held by the Plan Commission to obtain public input and comments on drafts of the plan, as well as two Saturday morning work sessions in January and March of 2006. A public hearing for final adoption of the 2006 plan was held on November 14, 2006. The City will hold a public hearing prior to adoption of any plan amendments.

Chapter 2

Issues and Opportunities Element

Introduction

The Issues and Opportunities Element of the *Comprehensive Plan* is intended to provide an overview of the community so that the reader has a better understanding of the circumstances that influenced Middleton’s evolution to date as well as the factors that are anticipated to shape its future. This chapter reviews existing conditions, trends, and forecasts for population, households, and employment data. It also includes an overall assessment of the community’s strengths and weaknesses, and a listing of overall goals and objectives as derived from the strategic principles that were first adopted as a part of the City of Middleton’s 2000 Comprehensive Plan. These principles reflect the actions and policies of past decades, and serve as a guiding force for the future.

This chapter is organized as follows:

- History of Middleton.....	p. 1
- Population and Demographic Information.....	p. 5
- Community Strengths & Weaknesses.....	p. 5
- Overall Goals and Objectives.....	p. 6

History of Middleton

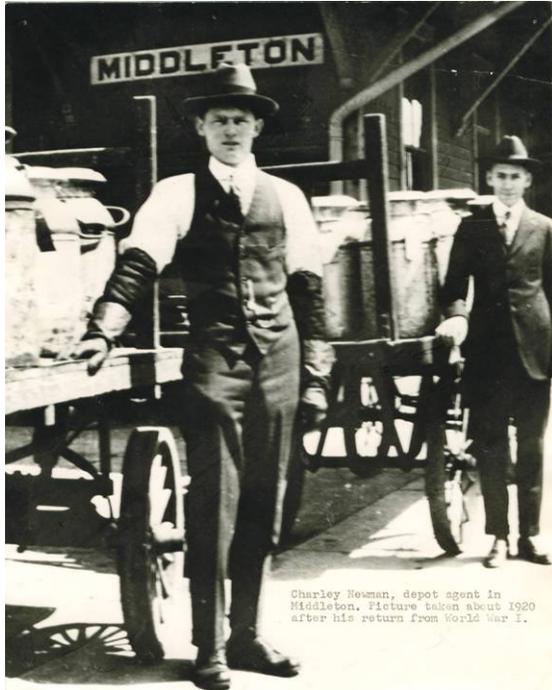
Courtesy of the Middleton Area Historical Society

From rather humble origins, Middleton has become a thriving and vibrant community that is a vital commercial and business center as well as the home of approximately 17,000 residents. The following is a description of how Middleton grew into one of the “best places to live” in the United States.

Early History

With its rolling landscape and ample waterways, the Middleton area was a frequent camping ground for the Algonquin tribe long before white settlers arrived. The Algonquins were known as "mound builders" and the product of their labors can still be seen at locations throughout the region. Later, the Ho-Chunk became the dominant tribe in this region.





A fur-trading post was established on the northwest shore of Lake Mendota in 1832 (now Mendota County Park). The trading post was operated by Michael St. Cyr, the area's first carpenter.

Two of the most significant figures in the history of early Middleton were W.B. Slaughter and T.T. Whittlesey.

In 1836, Mr. Slaughter platted a portion of the area near the northwest edge of Lake Mendota to be called "City of Four Lakes." He dreamed that his new city would one day be the territorial capital, but politicians in Madison ended his ambitious aspirations.

Mr. Whittlesey was a former member of Congress from Connecticut and a judge. When the City of Four Lakes was thwarted, Mr. Whittlesey acquired

some of Mr. Slaughter's land in the vicinity of the current Century Avenue and Branch Street and developed the community of Pheasant Branch. What is now called University Avenue was originally named Whittlesey Street.

The Township of Middleton separated from the Township of Madison on March 11, 1848, just months before Wisconsin became a state. Harry Barnes, the first postmaster in the new township, suggested the name Middleton after a community in his home state of Vermont. Mr. Whittlesey was the first chairman of the Township of Middleton.

With an influx of settlers, the township grew. The two most prominent and populated communities in the township were Pheasant Branch and East Middleton (later known as Middleton Junction, located east of Pine Bluff along the present day Mineral Point Road).

The Railroad & Middleton Station

The future of both Pheasant Branch and East Middleton hinged on a single fateful decision—the placement of a new railroad line being built from Madison to Mississippi River shipping docks in Prairie du Chien. Much to the dismay of both communities, the tracks were built in 1856 directly between East Middleton and Pheasant Branch through a sparsely populated area that is now the City of Middleton.



The railroad afforded an array of economic opportunities. Businesses and people constructed stores and homes near the first railroad depot, which was built by Mr. Slaughter. (The original depot was located across Parmenter Street from the current depot building). To identify the rail stop, a sign was erected on top of the depot with the name—Middleton Station.



Middleton Station was surveyed and the plat (map) was registered on November 3, 1856. Because registering the first plat is a critical legal step in the formation of a community, 1856 traditionally has been recognized as the year when Middleton was established.

With wheat as the king of the local economy, Middleton Station featured large grain elevators along the railroad tracks. A stone quarry, lumberyard, tin shop, pickle factory, opera house, stockyard, blacksmith shop and other bustling enterprises served the local residents. When disease decimated the wheat crops in the mid to late 1800s, farmers wisely switched to dairying throughout the region.



The first settlers in the area were English. Later, German immigrants arrived, and they became the predominant nationality. For several years, the local newspaper published a German language supplement.

In 1852, the first school opened near the area where St. Bernard's Cemetery is now located on Branch Street. The first high school building was constructed in 1870 on Terrace Avenue across from the present Capitol Brewery.

A devastating fire on June 19, 1900, destroyed or damaged most of the downtown district. The fire spurred the creation of a volunteer fire department in 1901. This highly respected volunteer firefighting organization is still going strong today.

During its early years, Middleton Station residents endured somewhat offensive names for their community. For a time, it was nicknamed “Peatsville” because of a local business that cut and sold peat (for use as heating fuel) from the bogs near the modern-day Airport Road.

When they filed for incorporation as a village in 1905, the residents maintained the name “Middleton” but dropped the “Station”.

Modern Middleton

Throughout the early 20th century, Middleton was a work in progress, like much of the Madison metropolitan area. In 1963, Middleton became a city, and the foundation for modernization and progress was created.

In the 1980s, the grain elevators and other blighted remnants of the old railroad days were replaced with a downtown renovation project. Residential developments in Foxridge, Stonefield, Orchid Heights, and other areas of the city added thousands of new citizens. In the 1990s, residential development continued with the addition of Northlake and Middleton Hills, which features Frank Lloyd Wright inspired architecture.



In the new millennium, Middleton has sustained its well-planned growth with continued downtown renovations and the addition of the Greenway Station retail center and commercial offices just east of the city-owned Pleasant View Golf Course.

Recent civic improvements also abound with an award-winning public library, recently expanded senior center and a modern high school facility. During the summer, the outdoor aquatic center is an extremely popular destination for families throughout the region. A highly acclaimed Performing Arts Center is the city's cultural focal point.

The city also has maintained green space and recreational areas. Approximately 26 percent of the land within the city limits is open space, which includes 22 parks and 25 conservancy areas encompassing 1,100 acres.

The quality of life in Middleton—often called the Good Neighbor City—was nationally recognized in 2005 when *Money*® magazine named it the seventh of "[The 100 Best Places to Live](#)" in the U.S.A. Clearly, Middleton owes much of its success to the pioneers of the past who worked together and overcame numerous hardships to create a community with constantly expanding potential and a consistently bright future.



Population and Demographic Information

The tables at the end of this chapter provide the following information:

- Population Growth Trends & Forecasts
- Household Forecasts
- Demographic Trends
- Age Distribution
- Education Levels
- Income Levels
- Employment Characteristics



Employment Forecast

Forecasting employment growth for the City of Middleton with certainty is difficult because of the relatively small size of community population and labor force. U.S.

Census data shows that Middleton's labor force increased from 8,211 in 1990 to 9,573 in 2000, representing a 17 percent increase. Dane County's labor force increased by 21 percent in the same time period. The 2000 census also shows that Middleton's unemployment rate of 1.9% was lower than the Dane County-wide figure of 2.3%. These trends are expected to continue given the consistent growth and success of Middleton's business community. In addition to many types of service industries and major manufacturers, the Middleton business community also features a strong cluster of high-tech businesses, including those specializing in agribusiness, pharmaceutical, biotech, health/medical/wellness, and research & development. Increased employment in these sectors may continue to create relatively high income jobs in the City of Middleton.

Community Strengths and Weaknesses

Strengths

- Strong sense of community identity.
- Full range of urban amenities.
- Well developed, multi-modal transportation infrastructure, including its own general aviation facility.
- Strong and continually expanding economic base.
- More than a quarter of the City's land area is preserved as permanent public open space.
- A proactive commitment and proven results toward reducing erosion into and sedimentation of Lake Mendota.



- A commitment to intergovernmental cooperation and coordination with all adjoining municipalities.
- Ideal location in the metropolitan area makes it poised for continued growth.

Weaknesses

- Increasing lack of owner-occupied, workforce housing for people who work in Middleton.
- Funnel for regional traffic heading to and from Madison.
- City residents lack access to transit service on weekends and late in the evening on weekdays.
- There is limited land available for residential and business growth within existing city limits.
- Much of the community is low-lying and prone to erosion problems.

Overall Goals and Objectives

The goals and objectives listed in this section are derived from the Strategic Principles that were first adopted as a part of the City of Middleton’s 2000 Comprehensive Plan.

The overall goal of the community is to enhance and protect the high quality of life in the City of Middleton by utilizing the following criteria and standards: preserve and protect neighborhoods; protect and enhance the environment; provide efficient and effective public services; integrate multi-modal transportation opportunities; facilitate sustainable growth and development; and promote compact urban form, to create a safe, livable environment for all current and future residents.

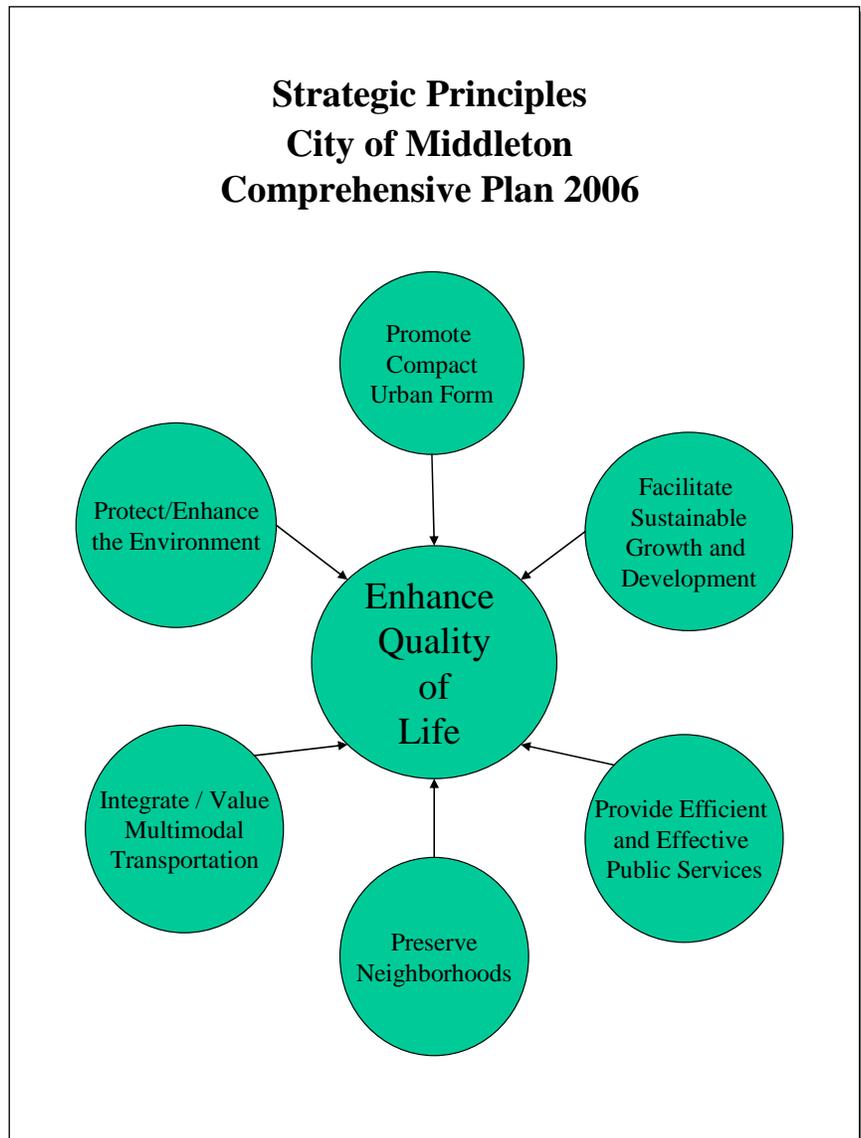


Table DP-1. Profile of General Demographic Characteristics: 2000

Geographic area: Middleton city, Wisconsin

[For information on confidentiality protection, nonsampling error, and definitions, see text]

Subject	Number	Percent	Subject	Number	Percent
Total population	15,770	100.0	HISPANIC OR LATINO AND RACE		
SEX AND AGE			Total population	15,770	100.0
Male.....	7,559	47.9	Hispanic or Latino (of any race).....	444	2.8
Female.....	8,211	52.1	Mexican.....	191	1.2
Under 5 years.....	882	5.6	Puerto Rican.....	45	0.3
5 to 9 years.....	986	6.3	Cuban.....	14	0.1
10 to 14 years.....	1,046	6.6	Other Hispanic or Latino.....	194	1.2
15 to 19 years.....	980	6.2	Not Hispanic or Latino.....	15,326	97.2
20 to 24 years.....	1,069	6.8	White alone.....	14,308	90.7
25 to 34 years.....	2,624	16.6	RELATIONSHIP		
35 to 44 years.....	2,594	16.4	Total population	15,770	100.0
45 to 54 years.....	2,680	17.0	In households.....	15,645	99.2
55 to 59 years.....	787	5.0	Householder.....	7,095	45.0
60 to 64 years.....	504	3.2	Spouse.....	3,231	20.5
65 to 74 years.....	740	4.7	Child.....	4,062	25.8
75 to 84 years.....	642	4.1	Own child under 18 years.....	3,462	22.0
85 years and over.....	236	1.5	Other relatives.....	272	1.7
Median age (years).....	36.2	(X)	Under 18 years.....	73	0.5
18 years and over.....	12,186	77.3	Nonrelatives.....	985	6.2
Male.....	5,725	36.3	Unmarried partner.....	422	2.7
Female.....	6,461	41.0	In group quarters.....	125	0.8
21 years and over.....	11,727	74.4	Institutionalized population.....	68	0.4
62 years and over.....	1,915	12.1	Noninstitutionalized population.....	57	0.4
65 years and over.....	1,618	10.3	HOUSEHOLD BY TYPE		
Male.....	664	4.2	Total households	7,095	100.0
Female.....	954	6.0	Family households (families).....	3,977	56.1
RACE			With own children under 18 years.....	1,983	27.9
One race.....	15,527	98.5	Married-couple family.....	3,231	45.5
White.....	14,521	92.1	With own children under 18 years.....	1,468	20.7
Black or African American.....	311	2.0	Female householder, no husband present.....	575	8.1
American Indian and Alaska Native.....	71	0.5	With own children under 18 years.....	425	6.0
Asian.....	419	2.7	Nonfamily households.....	3,118	43.9
Asian Indian.....	154	1.0	Householder living alone.....	2,445	34.5
Chinese.....	123	0.8	Householder 65 years and over.....	508	7.2
Filipino.....	29	0.2	Households with individuals under 18 years.....	2,054	28.9
Japanese.....	10	0.1	Households with individuals 65 years and over.....	1,099	15.5
Korean.....	64	0.4	Average household size.....	2.21	(X)
Vietnamese.....	12	0.1	Average family size.....	2.90	(X)
Other Asian ¹	27	0.2	HOUSING OCCUPANCY		
Native Hawaiian and Other Pacific Islander.....	4	-	Total housing units	7,397	100.0
Native Hawaiian.....	4	-	Occupied housing units.....	7,095	95.9
Guamanian or Chamorro.....	-	-	Vacant housing units.....	302	4.1
Samoan.....	-	-	For seasonal, recreational, or		
Other Pacific Islander ²	-	-	occasional use.....	69	0.9
Some other race.....	201	1.3	Homeowner vacancy rate (percent).....	1.0	(X)
Two or more races.....	243	1.5	Rental vacancy rate (percent).....	4.1	(X)
Race alone or in combination with one or more other races: ³			HOUSING TENURE		
White.....	14,744	93.5	Occupied housing units	7,095	100.0
Black or African American.....	412	2.6	Owner-occupied housing units.....	3,672	51.8
American Indian and Alaska Native.....	123	0.8	Renter-occupied housing units.....	3,423	48.2
Asian.....	491	3.1	Average household size of owner-occupied units.....	2.55	(X)
Native Hawaiian and Other Pacific Islander.....	7	-	Average household size of renter-occupied units.....	1.84	(X)
Some other race.....	247	1.6			

- Represents zero or rounds to zero. (X) Not applicable.

¹ Other Asian alone, or two or more Asian categories.

² Other Pacific Islander alone, or two or more Native Hawaiian and Other Pacific Islander categories.

³ In combination with one or more of the other races listed. The six numbers may add to more than the total population and the six percentages may add to more than 100 percent because individuals may report more than one race.

Source: U.S. Census Bureau, Census 2000.

Table DP-4. Profile of Selected Housing Characteristics: 2000

Geographic area: Middleton city, Wisconsin

[Data based on a sample. For information on confidentiality protection, sampling error, nonsampling error, and definitions, see text]

Subject	Number	Percent	Subject	Number	Percent
Total housing units	7,327	100.0	OCCUPANTS PER ROOM		
UNITS IN STRUCTURE			Occupied housing units	7,042	100.0
1-unit, detached	3,155	43.1	1.00 or less	6,879	97.7
1-unit, attached	561	7.7	1.01 to 1.50	105	1.5
2 units	233	3.2	1.51 or more	58	0.8
3 or 4 units	336	4.6			
5 to 9 units	800	10.9	Specified owner-occupied units	3,207	100.0
10 to 19 units	671	9.2	VALUE		
20 or more units	1,564	21.3	Less than \$50,000	11	0.3
Mobile home	-	-	\$50,000 to \$99,999	149	4.6
Boat, RV, van, etc	7	0.1	\$100,000 to \$149,999	907	28.3
			\$150,000 to \$199,999	1,001	31.2
YEAR STRUCTURE BUILT			\$200,000 to \$299,999	750	23.4
1999 to March 2000	356	4.9	\$300,000 to \$499,999	361	11.3
1995 to 1998	587	8.0	\$500,000 to \$999,999	20	0.6
1990 to 1994	680	9.3	\$1,000,000 or more	8	0.2
1980 to 1989	1,066	14.5	Median (dollars)	176,400	(X)
1970 to 1979	1,921	26.2			
1960 to 1969	1,564	21.3	MORTGAGE STATUS AND SELECTED		
1940 to 1959	795	10.9	MONTHLY OWNER COSTS		
1939 or earlier	358	4.9	With a mortgage	2,482	77.4
			Less than \$300	-	-
ROOMS			\$300 to \$499	14	0.4
1 room	303	4.1	\$500 to \$699	76	2.4
2 rooms	382	5.2	\$700 to \$999	374	11.7
3 rooms	1,000	13.6	\$1,000 to \$1,499	982	30.6
4 rooms	1,233	16.8	\$1,500 to \$1,999	536	16.7
5 rooms	1,198	16.4	\$2,000 or more	500	15.6
6 rooms	996	13.6	Median (dollars)	1,400	(X)
7 rooms	625	8.5	Not mortgaged	725	22.6
8 rooms	615	8.4	Median (dollars)	440	(X)
9 or more rooms	975	13.3			
Median (rooms)	5.1	(X)	SELECTED MONTHLY OWNER COSTS		
			AS A PERCENTAGE OF HOUSEHOLD		
Occupied housing units	7,042	100.0	INCOME IN 1999		
YEAR HOUSEHOLDER MOVED INTO UNIT			Less than 15.0 percent	1,071	33.4
1999 to March 2000	2,034	28.9	15.0 to 19.9 percent	516	16.1
1995 to 1998	2,112	30.0	20.0 to 24.9 percent	603	18.8
1990 to 1994	1,086	15.4	25.0 to 29.9 percent	431	13.4
1980 to 1989	955	13.6	30.0 to 34.9 percent	151	4.7
1970 to 1979	548	7.8	35.0 percent or more	429	13.4
1969 or earlier	307	4.4	Not computed	6	0.2
VEHICLES AVAILABLE			Specified renter-occupied units	3,398	100.0
None	396	5.6	GROSS RENT		
1	2,997	42.6	Less than \$200	46	1.4
2	2,774	39.4	\$200 to \$299	33	1.0
3 or more	875	12.4	\$300 to \$499	275	8.1
			\$500 to \$749	2,189	64.4
HOUSE HEATING FUEL			\$750 to \$999	581	17.1
Utility gas	5,422	77.0	\$1,000 to \$1,499	203	6.0
Bottled, tank, or LP gas	54	0.8	\$1,500 or more	29	0.9
Electricity	1,379	19.6	No cash rent	42	1.2
Fuel oil, kerosene, etc	112	1.6	Median (dollars)	641	(X)
Coal or coke	17	0.2			
Wood	11	0.2	GROSS RENT AS A PERCENTAGE OF		
Solar energy	-	-	HOUSEHOLD INCOME IN 1999		
Other fuel	34	0.5	Less than 15.0 percent	478	14.1
No fuel used	13	0.2	15.0 to 19.9 percent	705	20.7
			20.0 to 24.9 percent	672	19.8
SELECTED CHARACTERISTICS			25.0 to 29.9 percent	444	13.1
Lacking complete plumbing facilities	23	0.3	30.0 to 34.9 percent	294	8.7
Lacking complete kitchen facilities	22	0.3	35.0 percent or more	743	21.9
No telephone service	32	0.5	Not computed	62	1.8

-Represents zero or rounds to zero. (X) Not applicable.

Source: U.S. Bureau of the Census, Census 2000.

Final Population Projections for Wisconsin Municipalities: 2000 - 2025

(An * indicates that the municipality crosses at least one county line)

(The 2000 Census counts include the latest corrections - November 25, 2003 and may not equal those in the county age by sex projections)

FIPS Code	DOA Code	Type and Name of Municipality	Census 1980	Census 1990	Census 2000	Projection 2005	Projection 2010	Projection 2015	Projection 2020	Projection 2025
5502587750	13068	T WINDSOR	3,812	4,620	5,286	5,682	6,038	6,364	6,715	7,101
5502589450	13070	T YORK	714	649	703	717	724	728	737	749
5502506300	13106	V BELLEVILLE *	1,203	1,349	1,795	1,981	2,145	2,298	2,459	2,633
5502507800	13107	V BLACK EARTH	1,145	1,248	1,320	1,332	1,331	1,325	1,327	1,337
5502508475	13108	V BLUE MOUNDS	387	446	708	781	846	907	970	1,039
5502510075	13109	V BROOKLYN *	250	406	502	572	635	695	756	822
5502512225	13111	V CAMBRIDGE *	785	883	1,014	1,094	1,162	1,224	1,291	1,365
5502517175	13112	V COTTAGE GROVE	888	1,131	4,059	4,897	5,668	6,400	7,146	7,925
5502517775	13113	V CROSS PLAINS	2,156	2,362	3,084	3,341	3,557	3,756	3,970	4,205
5502518700	13116	V DANE	518	621	799	883	957	1,026	1,099	1,177
5502519250	13117	V DEERFIELD	1,466	1,617	1,971	2,053	2,113	2,166	2,228	2,303
5502519350	13118	V DE FOREST	3,367	4,882	7,368	8,367	9,253	10,085	10,948	11,865
5502548750	13151	V MAPLE BLUFF	1,351	1,352	1,358	1,354	1,337	1,317	1,304	1,299
5502549575	13152	V MARSHALL	2,363	2,329	3,432	3,753	4,034	4,294	4,571	4,870
5502550225	13153	V MAZOMANIE	1,248	1,377	1,485	1,534	1,568	1,596	1,631	1,676
5502546850	13154	V MCFARLAND	3,783	5,232	6,416	7,071	7,650	8,187	8,755	9,366
5502554725	13157	V MOUNT HOREB	3,251	4,182	5,860	6,451	6,971	7,455	7,966	8,517
5502560200	13165	V OREGON	3,876	4,519	7,514	8,441	9,273	10,052	10,865	11,731
5502568725	13176	V ROCKDALE	200	235	214	209	202	195	189	184
5502573750	13181	V SHOREWOOD HILLS	1,837	1,680	1,732	1,723	1,697	1,667	1,646	1,635
5502584350	13191	V WAUNAKEE	3,866	5,897	8,995	10,308	11,500	12,623	13,784	15,011
5502522575	13221	C EDGERTON *	0	0	42	11	11	11	11	11
5502525950	13225	C FITCHBURG	11,973	15,648	20,501	22,659	24,569	26,348	28,220	30,234
5502548000	13251	C MADISON	170,616	190,766	208,054	219,242	228,154	236,094	245,079	255,391
5502551575	13255	C MIDDLETON	11,848	13,785	15,770	16,669	17,396	18,047	18,777	19,608
5502553675	13258	C MONONA	8,809	8,637	8,018	7,821	7,553	7,269	7,030	6,836
5502577675	13281	C STOUGHTON	7,589	8,786	12,354	13,370	14,229	15,019	15,867	16,798
5502578600	13282	C SUN PRAIRIE	12,931	15,352	20,369	23,179	25,723	28,116	30,595	33,222
5502582600	13286	C VERONA	3,336	5,374	7,052	8,703	10,241	11,705	13,192	14,738
025	13	DANE COUNTY	323,545	367,085	426,526	455,927	480,573	503,017	527,534	554,848

Final Household Projections for Wisconsin Municipalities: 2000 - 2025

(An * indicates that the municipality crosses at least one county line)

(The 2000 Census counts include the latest corrections - November 25, 2003)

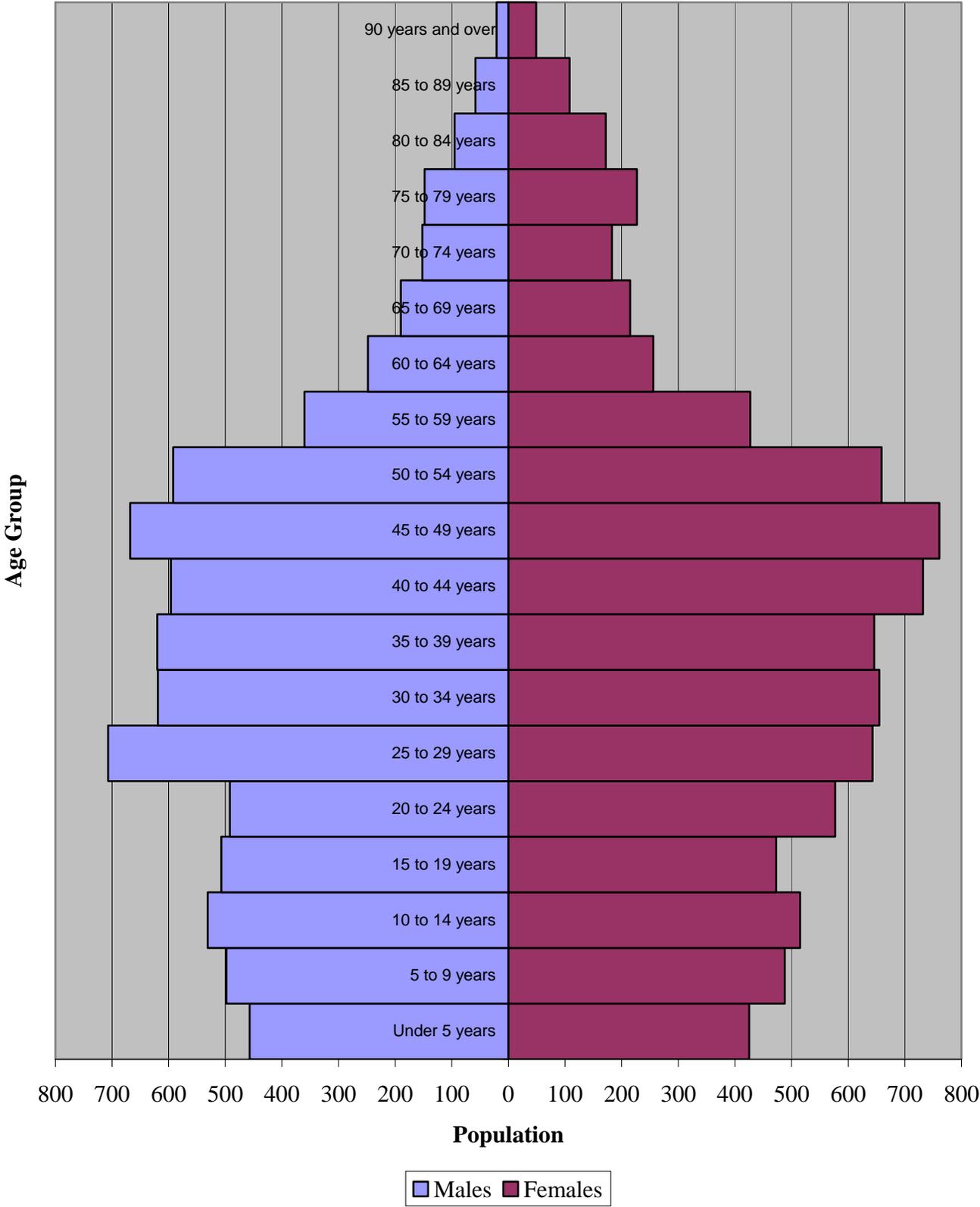
FIPS Code	DOA Code	Type and Name of Municipality	Total households 2000	Projected Households				
				2005	2010	2015	2020	2025
5502586125	13066	T WESTPORT	1,546	1,695	1,830	1,947	2,067	2,190
5502587750	13068	T WINDSOR	1,880	2,050	2,208	2,343	2,484	2,626
5502589450	13070	T YORK	252	260	267	270	275	279
5502506300	13106	V BELLEVILLE *	725	812	890	961	1,032	1,106
5502507800	13107	V BLACK EARTH	514	526	533	535	538	541
5502508475	13108	V BLUE MOUNDS	289	324	355	383	412	441
5502510075	13109	V BROOKLYN *	179	206	233	256	281	304
5502512225	13111	V CAMBRIDGE *	433	474	510	541	574	607
5502517175	13112	V COTTAGE GROVE	1,427	1,745	2,048	2,329	2,613	2,897
5502517775	13113	V CROSS PLAINS	1,199	1,317	1,422	1,512	1,605	1,700
5502518700	13116	V DANE	279	313	343	371	400	427
5502519250	13117	V DEERFIELD	726	767	800	826	853	882
5502519350	13118	V DE FOREST	2,675	3,081	3,453	3,790	4,135	4,479
5502548750	13151	V MAPLE BLUFF	541	547	548	543	540	538
5502549575	13152	V MARSHALL	1,266	1,404	1,529	1,639	1,754	1,868
5502550225	13153	V MAZOMANIE	594	622	644	660	678	697
5502546850	13154	V MCFARLAND	2,434	2,720	2,984	3,214	3,455	3,695
5502554725	13157	V MOUNT HOREB	2,228	2,488	2,724	2,936	3,152	3,366
5502560200	13165	V OREGON	2,796	3,185	3,547	3,872	4,206	4,539
5502568725	13176	V ROCKDALE	89	88	86	84	82	80
5502573750	13181	V SHOREWOOD HILLS	640	645	644	638	634	628
5502584350	13191	V WAUNAKEE	3,203	3,723	4,209	4,654	5,107	5,558
5502522575	13221	C EDGERTON *	14	4	4	4	4	4
5502525950	13225	C FITCHBURG	8,262	9,261	10,178	11,002	11,839	12,666
5502548000	13251	C MADISON	89,019	95,140	100,354	104,738	109,230	113,565
5502551575	13255	C MIDDLETON	7,095	7,605	8,045	8,404	8,788	9,173
5502553675	13258	C MONONA	3,768	3,727	3,649	3,536	3,437	3,340
5502577675	13281	C STOUGHTON	4,734	5,196	5,605	5,962	6,329	6,691
5502578600	13282	C SUN PRAIRIE	7,881	9,095	10,230	11,260	12,314	13,365
5502582600	13286	C VERONA	2,591	3,242	3,868	4,452	5,043	5,629
025	13	DANE COUNTY	173,484	187,768	200,334	211,077	222,178	233,110

January 1, 2006 Final Population Estimates

(An * in the Split column means that the municipality crosses county boundaries)

DOA Code	FIPS Code	Municipality Type and Name	Split	2000 Census	2006 Estimate	Numeric Change	Percent Change	Voting Age Estimate (18+ yrs)	
								2000	2006
13113	5502517775	V CROSS PLAINS		3,084	3,500	416	13.5%	2,204	2,548
13116	5502518700	V DANE		799	954	155	19.4%	547	665
13117	5502519250	V DEERFIELD		1,971	2,209	238	12.1%	1,363	1,556
13118	5502519350	V DE FOREST		7,368	8,388	1,020	13.8%	5,073	5,884
13151	5502548750	V MAPLE BLUFF		1,358	1,342	-16	-1.2%	1,032	1,039
13152	5502549575	V MARSHALL		3,432	3,676	244	7.1%	2,380	2,597
13153	5502550225	V MAZOMANIE		1,485	1,578	93	6.3%	1,080	1,169
13154	5502546850	V MCFARLAND		6,416	7,289	873	13.6%	4,539	5,254
13157	5502554725	V MOUNT HOREB		5,860	6,609	749	12.8%	4,173	4,795
13165	5502560200	V OREGON		7,514	8,535	1,021	13.6%	5,225	6,047
13176	5502568725	V ROCKDALE		214	191	-23	-10.7%	158	144
13181	5502573750	V SHOREWOOD HILLS		1,732	1,711	-21	-1.2%	1,273	1,281
13191	5502584350	V WAUNAKEE		8,995	10,755	1,760	19.6%	6,108	7,441
13221	5502522575	C EDGERTON	*	7	11	4	57.1%	5	9
13225	5502525950	C FITCHBURG		20,501	22,900	2,399	11.7%	15,602	17,756
13251	5502548000	C MADISON		208,054	223,280	15,226	7.3%	170,793	186,741
13255	5502551575	C MIDDLETON		15,770	16,935	1,165	7.4%	12,186	13,333
13258	5502553675	C MONONA		8,018	8,146	128	1.6%	6,374	6,598
13281	5502577675	C STOUGHTON		12,354	12,755	401	3.2%	8,863	9,323
13282	5502578600	C SUN PRAIRIE		20,369	25,180	4,811	23.6%	14,557	18,334
13286	5502582600	C VERONA		7,052	9,846	2,794	39.6%	4,838	6,882
DANE County Totals				426,526	464,513	37,987	8.9%	330,269	365,653

Middleton - Population Pyramid



Chapter 3

Intergovernmental Cooperation Element

Introduction

The Intergovernmental Cooperation Element of the Comprehensive Plan is intended to provide a review of the regional framework within which the City of Middleton functions. Many of the issues facing the City are regional in nature, and therefore it is vital that the community has a strong relationship with the school district, adjacent local governmental units, Dane County, the State of Wisconsin, and other governmental units. Over the years, Middleton has participated in numerous regional planning efforts and entered into various intergovernmental agreements. This element describes those activities and attempts to identify areas where there are still existing or potential conflicts between the city and other jurisdictions.

The goals, objectives and policies listed in this section recognize that the City needs to continue its relationship with these other jurisdictions so as to maintain its ability to provide a high quality of life, for existing and future residents and visitors alike, in as efficient a manner as possible.

This chapter is organized as follows:

- Relationship of City to Other Units of Government p. 1
- North Mendota Combined Communities Comprehensive Plan..... p. 3
 - Regional Goals and Objectives
- City Goals, Objectives and Policies..... p. 12

Relationship of City to Other Units of Government

For a number of years, the City of Middleton has actively participated in discussions and planning efforts with governmental entities adjacent to the City’s boundaries. This approach helps to reduce costly and time-consuming conflicts, and improves the prospects for the orderly growth of the community and region.

City of Madison

In 1994, the City entered into an intergovernmental agreement with the City of Madison, outlining a long-term growth boundary for each community, and describing cooperative efforts with respect to services. (That same year, the City also signed an intergovernmental agreement with the Town of Middleton.) The main thrust of that agreement was the identification of Blackhawk Road as the long-term growth boundary between the two cities.

Town of Middleton

The City first entered into an intergovernmental agreement with the Town of Middleton in 1994, at the same time it reached an agreement with the City of Madison. The City of Middleton is

currently in discussions with the Town of Middleton for an updated intergovernmental agreement.

Town of Springfield

In 2004, the City signed an intergovernmental agreement with the Town of Springfield. This agreement included a plan identifying an urban growth area as well as areas for agricultural preservation and resource protection. (See Appendix B.) This plan anticipates that Middleton will grow northward to Greenbriar and Balzer Roads within the next 20 years. The City is currently developing plans for the construction of a vital east-west road connection within this growth area in order to provide an alternative route to Century Avenue. Continued coordination with the Town of Springfield is imperative so that future growth is orderly and minimizes impacts to existing town and city residents.

Town of Westport

In 1998, the City signed an agreement with the Town of Westport, and began a joint planning process that produced a Joint Comprehensive Plan for approximately 2,000 acres in the Town of Westport, adjacent to the City. The plan addresses mutual city and town goals, including protection of environmentally sensitive land, agricultural preservation, mixed-use development, and an integrated bicycle and pedestrian trail system. It was adopted by both the Town and the City in 2001. (See Appendix A.)

Stemming from this joint planning process is the Joint Zoning Committee, to which Middleton and Westport each appoint three members. The Committee reviews proposed plans for lands located in the Joint Planning Area, and makes recommendations to the City and Town regarding proposed developments and other planning and zoning related issues within the Joint Planning Area. City and Town staff administer the Zoning Ordinance for this area, and work together on the planning and review process.

Middleton Cross-Plains Area School District

The City of Middleton has coordinated closely with the Middleton Cross Plains Area School District, particularly on issues related to growth areas, timing and density of growth, and recreational opportunities and shared facilities. In 1999, the City worked with the School District on their plans for expansion of the existing Middleton High School, and provision of recreational facilities. With a May 2000 passage of a referendum on high school expansion, the City continued to work proactively with the School District as a high school addition was designed and built.

In 2005, the City decided to contribute \$300,000 toward the purchase of the 19-acre Highland Way property, the sale of which will help the MCPASD to acquire land in a more rapidly growing portion of the school district.

The City and school district officials enjoy a strong working relationship, and will continue to work together on existing and future needs.

Dane County and Other Regional Planning Entities

In 1999, the City began a contractual relationship with Dane County Land Conservation for assistance with erosion control review and monitoring. This same year, the City began cooperatively planning with the County and adjacent townships to proactively plan for the impacts of scheduled improvements to USH 12. In particular, the City was concerned about mitigating impacts to the existing corridor area. Also in 1999, the City's mayor became a member of the Madison Area Metropolitan Planning Organization, which oversees transportation planning activities within the metropolitan area. City officials continue to participate in or closely monitor ongoing regional rail studies (Transport 2020) and other transit initiatives.

In 2000, the City joined with Madison, Springfield, Waunakee, and Westport to continue planning for a North Mendota Parkway corridor connecting USH 12 north of Middleton with Interstate 39/90/94 east of Waunakee. This planning process led to a set of recommendations for immediate, short-term, and long-term improvements to the area's transportation network. The North Mendota Parkway Implementation Oversight Committee was recently convened to address the implementation of these recommendations.

In addition to regional discussions regarding improvements to the area's road network, City staff has also been actively involved in the preparation of the County's Bicycle Plan.

State of Wisconsin

Over the years, the City has coordinated and discussed major issues with various State of Wisconsin agencies, including the Department of Commerce, Department of Natural Resources, and the Department of Transportation. Major issues requiring coordination include economic development activities, the USH 12 Bypass, and the 100-year floodplain of the Pheasant Branch Creek.

Other Units of Government

The City has worked closely with the Army Corps of Engineers on projects involving wetlands and other areas over which they have jurisdiction.

In 2001, the City began the process of updating the 2000 Comprehensive Plan to be fully compliant with the Smart Growth planning legislation. As a part of that effort, the City partnered with the Towns of Springfield and Westport, and the Village of Waunakee, to create a multi-jurisdictional plan with common goals, objectives, policies and programs.

North Mendota Combined Communities Comprehensive Plan

In 2001, the Towns of Springfield and Westport, the Village of Waunakee, and the City of Middleton were awarded a Comprehensive Planning Grant from the Wisconsin Department of Administration to develop community plans that comply with Wisconsin's new "smart growth" planning law. The communities jointly applied for this grant (one of the first to be awarded by the State) because they recognized that they each face many similar challenges related to

managing growth in the 70 square miles they cover on the northwest side of Lake Mendota. This cooperative planning process led to the preparation of a set of goals, objectives and policy statements addressing a variety of regional issues, as indicated below:

Housing

Regional Goals:

- a. Provide a range of housing opportunities in the North Mendota communities, where appropriate, that meets existing and forecasted needs of persons of all income levels and age groups and persons with special needs.
- b. Promote and maintain quality neighborhoods that offer residents of the North Mendota Communities an exceptional quality of life.
- c. Encourage housing that contributes to compact urban form.

Regional Objectives and Policies:

- a. Encourage housing developers to integrate a variety of housing styles and affordability levels into their residential subdivisions and other housing developments.
- b. Preserve and rehabilitate existing stock of affordable housing.
- c. Encourage neighborhood design that promotes social interaction and pedestrian access.
- d. Encourage the location of housing in areas that are readily accessible to schools, parks, and neighborhood business districts, where appropriate.
- e. In rural areas, utilize “conservation subdivision” principles to maintain the rural character of the countryside and preserve open space.
- f. Encourage Traditional Neighborhood Developments (TNDs) that foster a sense of neighborhood and community.
- g. Link the approval of new housing developments to the availability of infrastructure (including streets, schools, and utilities) to serve the housing.
- h. Discourage non-farm housing on land with Group I and II agricultural soil (as defined by the Dane County Land Conservation Department’s Land Evaluation System) in the North Mendota communities. Guide rural housing to lands that are less suitable for farming, generally, Group III-VIII soils.
- i. Explore the possibility of land trusts and other programs and methods for ensuring the lasting availability of affordable housing.

Transportation

Regional Goal: Address the region's transportation needs without encouraging development.

Regional Objectives and Policies:

- a. Control development adjacent to roadways.
 1. Limit new access points onto county and state trunk highways.
 2. Ensure that parcels adjacent to roadways, particularly near interchanges and major intersections, are appropriately zoned for the desired land use.
 3. Seek funding sources for purchase of land or development rights on key parcels.
 4. Evaluate other legal means for achieving this objective, such as securing open space easements.

- b. Develop and maintain a network of roads and streets
 - 1. Discourage regional routes from severing local streets that link residents in neighborhoods and farmers to their fields.
 - 2. Encourage short, local trips to take place on the local road network instead of relying on regional highways, which should be geared to carrying through traffic.
 - 3. Officially map necessary transportation corridors.

Regional Goal: Plan transportation systems in a long-term, comprehensive manner instead of relying on short-term solutions.

Regional Objectives and Policies:

- a. Identify and protect from development future transportation corridors through official mapping and compatible zoning.
- b. Consider the potential land use implications of transportation investment decisions, as well as the impacts of land development proposals on the existing and planned transportation network.
- c. Mitigate environmental, economic and traffic consequences of improvements to the transportation system, including the potential development of a North Mendota Parkway.
- d. Support short-term improvements that ameliorate unsafe conditions at particular intersections, with an eye toward long-term solutions and conditions that are anticipated to exist in the future.
- e. Identify and support a timeframe for making improvements to the area's transportation system, including the corridor mapping and construction of North Mendota Parkway under the objectives, policies and goals discussed herein.
- f. Take advantage of existing land features in future transportation planning.
- g. Include an analysis of traffic impacts with all new development.

Regional Goal: Transportation planning should be multi-modal, not just auto-oriented.

Regional Objectives and Policies:

- a. Encourage the development of alternative transportation to reduce demands on road systems and incentives to use ride sharing, electric and fuel-efficient cars, and an expanded bus system.
- b. Identify and promote transportation systems for persons with disabilities.
- c. Highways:
 - 1. Support and facilitate the concept of a "North Mendota Parkway corridor" that minimizes regional traffic impacts on neighborhoods, environmentally sensitive areas, and productive farmland.
 - 2. Ensure that development of a "North Mendota Parkway" does not discourage the growth in use of alternative transportation.
 - 3. Support improvements to current standards to the extent practical when repaving or reconstructing local roads.
- d. Bicycle/Pedestrian accommodations.
 - 1. Create safe and convenient bicycle routes serving both commuters and recreational riders.
 - 2. Include bike lanes on regional roadways, including County Trunk Highways K, M and Q, and popular municipal "urban escape routes" such as Pheasant Branch Road.

3. Support development of a regional trail system along at least one environmental corridor connecting the communities and key parcels of recreational land north of Lake Mendota with the State Highway 12 bike and pedestrian trail.
 4. Require developers of medium and high-density residential areas to include sidewalks in their subdivisions.
 5. Explore the feasibility of establishing a pedestrian ferry service across Lake Mendota, connecting Westport with downtown Madison.
 6. Refer to Dane County's and local municipal adopted bicycle plans for additional, specific recommendations.
- e. Public transit:
1. Encourage the development of inter-city bus service.
 2. Identify appropriate locations for park & ride lots that maximize the convenience of transferring between the private vehicle and public transit service.
 3. Support the region's Transport 2020 study that is evaluating the future of the existing rail corridor that connects Waunakee, Westport, and Madison.
- f. Aviation
1. Support the City of Middleton's efforts to develop a small, municipal airport serving the general aviation needs of the west side of the metropolitan area.
 2. Support the development of the Waunakee airport, serving smaller aviation needs on the west side of the metropolitan area.

Regional Goal: Manage the transportation system to address traffic volumes, safety, and congestion.

Regional Objectives and Policies:

- a. Support measures to facilitate the flow of traffic on congested roadways while providing controlled and limited opportunities for safe access from side streets and driveways.
- b. Monitor the activities and proposals of the Madison Area Metropolitan Planning Organization and the County Highway and Transportation Department.

Utilities and Community Facilities

Regional Goal, Parkland: Provide an integrated park and open space plan to link the communities in the region.

Regional Objectives:

- a. Park areas will be accessible throughout the region via trails or sidewalks.
- b. Parkland should be sized and developed for a variety of uses and users.
- c. Park facilities and permanent, public open space should be accessible to every resident in the region.
- d. Open space may be addressed separately from parkland.

Policies:

- a. Wherever possible, combine public facilities with park land.
- b. Establish a separate definition for open space, and include these sites on community plans.
- c. Include an analysis of parkland impacts with all new development.

- d. Evaluate development proposals on a regional basis, not just for the community, to determine impact on the region's park facilities.
- e. Try to site and size facilities for use by adjacent communities.
- f. Include connections by trail, sidewalk and roadway between and among park facilities and neighborhoods.
- g. The location and development of new parks and recreational facilities should contemplate the location of existing parks and recreational facilities in the region.
- h. Trail developments should be coordinated among local jurisdictions to allow for easier connections between communities.

Regional Goal, Shared Services between Communities: Ensure that services keep up with growth.

Regional Objectives:

- a. Coordinate service levels with adjacent communities.
- b. Identify and minimize impact of development on existing services.
- c. Coordinate the planning, construction and maintenance of new and existing infrastructure between communities when appropriate.

Regional Policies:

- a. Evaluate the potential for shared facilities in large capital projects.
- b. Coordinate bidding and construction projects for improved efficiency.
- c. Share Capital Improvement Plans with adjacent communities to identify potential coordinated projects (i.e. roads, storm water management, and signage).
- d. Complete regional flood protection and stormwater management plans and apply these to development proposals.
- e. Evaluate and discuss the demand for services and infrastructure in potential growth areas and determine which jurisdiction is best suited to provide services to those areas.

Agricultural, Natural, and Cultural Resources

Regional Goal, Agricultural Resources: Limit the loss of agricultural land, and preserve its value for agricultural use in the future.

Regional Objectives:

- a. Locate new development in a manner that preserves large areas of farmland.
- b. Maximize preservation of family farms.
- c. Preserve large farm acreages.
- d. Minimize loss of agricultural lands.
- e. Limit growth impacts on farmland.
- f. Control farmland stormwater runoff to prevent pollution and sedimentation of lakes and streams.
- g. Soil erosion.
- h. Encourage cooperation through smart growth policies among and between municipalities.

Regional Policies:

- a. Support, where supported by local planning and zoning, the County's purchase of development rights program for farmland preservation in the North Mendota Communities.
- b. Limit development through zoning and cooperative land use plans to areas that are not prime farmland.
- c. Encourage clear, objective methods for evaluating development proposals on agricultural land.
- d. Work with the County, UW-Extension, and other organizations to control soil erosion and explore preventative measures for soil conservation.

Regional Goal, Natural Resources: Protect valuable natural resources within the region.

Regional Objectives:

- a. Protect, restore and manage water resources, including shorelands, wetlands, natural springs, stream corridors and groundwater.
- b. Limit impacts of development on wildlife and wildlife habitat, particularly endangered species.
- c. Limit loss of designated natural areas.
- d. Protect sensitive wildlife habitat areas, environmentally sensitive areas, and forests.
- e. In evaluating new development proposals, consider scenic view preservation and other special landscape features.
- f. Identify appropriate areas for non-metallic mineral extraction operations.
- g. Protect streams and adverse impacts on Lake Mendota.

Regional Policies:

- a. Require submittal of a conceptual plan for all proposed development detailing impacts on natural resources and plans for protection and/or restoration of those resources.
- b. Consider the impact of development on natural resources when making any land use decisions.
- c. Implement and enforce effective ordinances to protect natural resources.
- d. Designate sensitive groundwater recharge areas and avoid intensive development within these areas.
- e. Protect groundwater quality by enforcing regulations governing over concentration of animals and animal wastes.
- f. Consider acquisition of open space and natural areas.

Regional Goal, Cultural Resources: Promote preservation of cultural resources in the area.

Regional Objectives:

- a. Identify and protect unique historical and archaeological areas within the area.
- b. Recognize that the character of the area is defined by a wide variety of historical and archaeological elements, ranging from urban to rural.
- c. Recognize that historic and archaeological resources play a role in the economy and quality of life in the area.

Regional Policies:

- a. Promote the screening of new development with topography and vegetation.
- b. Encourage new development forms that are compatible with existing, historical development.
- c. Support local community festivals and events which celebrate local heritage and traditions.
- d. Enforce local historic preservation ordinances.
- e. Work with historic preservation groups on continuing cataloguing of historic areas.

Economic Development**Regional Goals:**

- a. Promote the development of balanced communities with sufficient commercial, industrial, residential and open spaces to meet the needs of existing and future residents.
- b. Maintain healthy and economically viable downtown business districts in Middleton and Waunakee that reflect a “small town” atmosphere.
- c. Attract businesses and industries that are compatible with the character of the communities and do not adversely impact the environment.

Regional Objectives and Policies:

- a. Encourage the location of industries within planned business parks.
- b. Maintain an inventory of fully serviced lots in business parks that will enable the North Mendota Communities to attract high quality businesses.
- c. Offer a variety of types of business and commercial park settings.
- d. Continue to promote programs to enhance the downtown business districts through design guidelines, preservation of historic structures, streetscape enhancements, and programs that promote locally-owned specialty businesses.
- e. Identify economic development programs at the county, regional, and state level to assist with the economic development goals, objectives and policies of the North Mendota communities.
- f. Encourage the development of smaller neighborhood-oriented businesses within walking distance of surrounding residences.
- g. Adopt strong “green building” standards to require commercial and industrial developers to implement the most recent innovations in building design and landscaping to protect the environment.
- h. Implement appropriate land use tools along major transportation corridors, interchanges, access points, and arterial entrances, in order to control commercial development at these key locations.
- i. Discourage “big box” retailers that would have the effect of undermining existing business districts. This policy should not eliminate the potential for “big box” retailers, but would rather control their location and character.
- j. Promote the development of underutilized and environmentally-contaminated sites.
- k. Seek out economic assistance grants and investigate other financial incentives and grants for the utilization of environmentally contaminated sites.

Intergovernmental Cooperation

Regional Goal: Promote intergovernmental cooperation among the North Mendota communities.

Regional Objectives:

- a. Encourage general cooperation between local governments through intergovernmental meetings and ongoing dialogue
- b. Coordinate planning and policy with adjacent governmental units, as well as county, state and regional governmental and policy bodies.

Regional Policies:

- a. Continue to promote continuity and resolve differences among the plans of the North Mendota communities while respecting unique differences among the communities.
- b. Work with surrounding communities, the County, and State agencies to encourage an orderly, efficient land use pattern.
- c. Promote consistent zoning standards among the North Mendota communities.
- d. Consider providing joint services and facilities, promoting conservation of resources and enabling cost savings among the jurisdictions.
- e. Pursue further formal and informal intergovernmental agreements for planning and shared services, and continue to update existing agreements.

Regional Goal: Planning reviews include educational institutions in their evaluation and siting.

Regional Objectives:

- a. Identify impacts of development on educational institutions.
- b. Involve relevant educational institutions in plan reviews.
- c. Maximize the cooperative use of existing facilities with educational institutions.

Regional Policies:

- a. Include a local educational institution contact on all project staff reviews.
- b. Identify local educational institution contacts for local government interaction.
- c. Include educational institution locations in all development application forms.
- d. Complete a development impact analysis with the local school districts to inform the general public of the actual costs of development.
- e. Consider school district boundaries in review of developments.
- f. Evaluate opportunities for shared use of facilities.
- g. Siting of future school facilities should be coordinated between local governments and educational institutions as part of the land use planning process.
- h. Siting of future school facilities should include an impact analysis on existing infrastructure.
- i. Siting of developments should incorporate the potential for additional demand on existing community facilities, as well as a need for new facilities (i.e. schools).
- j. Trail facilities should connect community facilities wherever appropriate.
- k. Encourage the set-aside of property to be used as a community facility (i.e. school) where appropriate when planning for land use.

Land Use

Regional Goal, Growth Management: Guide the type, location, size and timing of development within the region.

Regional Objectives:

- a. Incorporate potential regional as well as local impacts into development analyses.
- b. Plan for new residential development in the region.
- c. Encourage common guidelines for development in all four communities.
- d. Coordinate development to create new neighborhoods containing housing, recreation and employment.
- e. Coordinate development to create specific housing, agricultural, recreational and commercial areas in the region.
- f. Maintain the character of existing neighborhoods

Regional Policies:

- a. Locate industrial lands on the land use plan and limit industrial development to those areas.
- b. Describe a maximum number of residential subdivisions approved annually for each community.
- c. Create a multi-jurisdictional review format for development on community boundaries.
- f. Control sprawl by enforcing urban service boundaries and minimizing road expansions.
- g. Promote development in the region that is diverse, sustainable, and compatible with the region.
- h. Consider major transportation corridors when evaluating growth-related decisions, including policies to control growth along those corridors.
- i. Encourage the development and maintenance of different types of housing (see the Housing goals, objectives and policies for additional recommendations).
- j. Approve development projects that include housing at different levels of affordability (see the Housing goals, objectives and policies for additional recommendations).

Regional Goal, Land Use Design: Influence the overall design and character of development in the region.

Regional Objectives:

- a. Establish a set of design criteria for all commercial and industrial development and include these in the local ordinances.
- b. Maintain scenic vistas and open spaces in the region.
- c. Establish policies that maintain, protect or enhance the region's community identity.
- d. Discourage, prevent and eliminate spot zoning.

Regional Policies:

- a. Encourage appropriate development patterns consistent with each community based on the available utility systems and land characteristics.
 1. For urban areas, an infill development pattern will be encouraged.
 2. For rural areas, clustered developments and conservation subdivisions will be encouraged.

- b. Consider the Lake Mendota Priority Watershed in analysis of new development.
- c. Evaluate development proposals on a community and regional basis to determine impact on the community and region.
- d. Review commercial and industrial projects for location, design and scale appropriate to the community and surroundings.

Regional Goal, Regional Identity Preservation: Encourage land use patterns that preserve, protect and enhance the quality of life that defines the region’s communities.

Regional Objectives:

- a. Identify and maintain long-term agricultural and open space uses.
- b. Coordinate development patterns to reinforce the overall rural character of the region.
- c. Limited expansion of urban service boundaries.

Regional Policies:

- a. Create and adopt codes and ordinances to maintain the rural nature of designated areas of the region.
- b. Evaluate requests for rustic road designation on local roadways where appropriate.
- c. Designate and maintain existing rural roads as routes for local residential and agricultural traffic, discouraging their use as regional commuting corridors.

City Goals, Objectives & Policies

The following goals, objectives and policies are based in part on language included in previous city plans. In addition, these statements reflect language that was included in the North Mendota Combined Communities Comprehensive Plan (see above) and which has been tailored to address Middleton-specific issues and opportunities.

Goal: Maintain the mutually beneficial intergovernmental relationships with surrounding jurisdictions.

Objectives:

1. Continue to work with surrounding communities to implement existing intergovernmental agreements.
2. Continue to work with Dane County and neighboring jurisdictions on joint comprehensive planning and plan implementation efforts.
3. Work with surrounding communities on future municipal boundary changes, sewer service areas, land use policies, and extraterritorial decisions.
4. Work with the Middleton-Cross Plains Area School District on school district planning, potential school siting, and other areas of mutual concern.

Policies:

1. Consider joint services and facilities where consolidating, coordinating, or sharing services or facilities will result in better services and cost savings.
2. Cooperate with other governments, Middleton-Cross Plains Area School District, and non-profit agencies on natural resources, places of recreation, open spaces, transportation facilities, and other systems that are under shared authority or cross governmental boundaries.
3. Provide a copy of this Comprehensive Plan to all surrounding local governments.
4. Actively participate, review, and comment on pending comprehensive plans for nearby communities and Dane County.
5. Work to resolve possible future differences between this City of Middleton Comprehensive Plan and plans of adjacent communities.
6. Coordinate with local residents, affected governments, planned neighborhood developers and the Middleton-Cross Plains Area School District on proposed neighborhood development plans.

Chapter 4 Housing Element

Introduction

The Housing Element of the *Comprehensive Plan* contains information, goals, objectives and policies regarding the provision of an adequate housing supply that meets existing and forecasted housing demand in the City of Middleton.

This chapter is organized as follows:

- Inventory and Analysis..... p. 1
- Goals, Objectives and Policies..... p. 2

Inventory and Analysis

Existing Housing Stock (Profile & Characteristics)

Chapter 2 (Issues and Opportunities) contains census information related to housing occupancy and other characteristics. The Affordable Housing Task Force section in Chapter 8 (Economic Development) has additional information on housing characteristics and values.

Future Housing Needs

The City has very little land within the existing City limits for future residential development. Two (2) parcels annexed in 2006 will serve to provide much needed housing to help meet a consistent demand. The Heise property, approximately 50 acres northeast of Graber Pond and west of High Rd., will provide a mix of single family and multi-family units. The Hinrich property, west of the City’s existing Business Park, is currently under review for zoning and platting of approximately 120 single family lots on about 40 acres, with approximately ten (10) of the lots designated for individuals or families meeting the criteria established by the City’s Affordable Housing Task Force (see the affordable housing task force component in the Economic Development Element.)



The City has issued an average of sixty-five (65) single-family building permits per year for the past two decades. If that trend continues, the two projects listed above will provide less than

four (4) years supply of single-family lots. Future housing needs will also be met through growth areas identified in intergovernmental agreements with adjacent townships, as well as infill development and redevelopment within the City.

Goals, Objectives & Policies

The following goals, objectives and policies are based in part on language included in previous city plans. In addition, these statements reflect language that was included in the North Mendota Combined Communities Comprehensive Plan (see Chapter 3) and which has been tailored to address Middleton-specific issues and opportunities.

Goal: Expand housing opportunities and allow for flexibility in residential development and promote affordable quality housing, a range of housing options, and a suitable living environment for all residents.

Objectives and Policies

1. Encourage use of Planned Development Districts (PDD) and other planning mechanisms to accommodate a range and mixture of housing options in each neighborhood. The use of PDD zoning can facilitate a mix of housing types within a single neighborhood.
2. Support efforts to provide housing opportunities for senior citizens, with access to appropriate services including transit alternatives, shopping, medical care and recreation. Housing for senior citizens located near necessary service areas can increase their access to these services, which in turn can help provide flexibility in their housing choices.
3. Support design of residential neighborhoods with mixed land use at a scale appropriate to residential development and with convenient access to a neighborhood shopping area or to larger commercial areas. Residential development located near commercial areas or commercial uses in a residential neighborhood helps meet day-to-day needs of residents.
4. Encourage the rehabilitation of quality older housing stock. The City and the private sector have cooperated to revitalize the downtown, and efforts continue for redevelopment and/or preservation in appropriate areas. The City desires to strengthen the character of the original residential areas where possible.



5. Support efforts to provide housing for low to moderate-income persons and to locate this housing in proximity to areas that offer access to transit alternatives, shopping, recreation and employment centers.
6. Encourage innovative neighborhood design and provision of housing through a variety of tools, including PDD, and clustered residential development.
7. Recognize the value of the principles incorporated into traditional neighborhood design and develop a traditional neighborhood development ordinance or continue to utilize the Planned Development District (PDD) process as a tool to encourage traditional neighborhood design and development.
8. Provide for appropriate park and open space opportunities for residential areas in accordance with the Park and Open Space Plan.
9. Promote infrastructure and amenities that are user friendly and residential development that includes a sense of connectivity in sidewalks, streetscape, and trails. The design should be conducive for public use.

10. Encourage the development of housing:

- a. To meet the needs of all the people who work in Middleton, so that they can have good housing choices closer to their jobs.
- b. For people who would like to join the workforce, so that they have a stable, affordable base on which to build their working lives.
- c. For older adults, many of who are still in the workforce and who have built the community we all enjoy.



Housing options for older adults who do not want to stay in larger homes may better meet their needs, and can make more affordable housing choices available to younger families.

- d. Assure that new growth is balanced, and encourage the development of both rental and ownership housing for a range of incomes, for people with different life situations and cultural and ethnic backgrounds, for people with disabilities, for single people with very low incomes, and for the homeless
- e. Provide financial assistance opportunities for renters to become homeowners if that choice best meets their housing needs.

11. Protect and Preserve the Community's Investment in Existing Housing & Neighborhoods
 - a. Develop housing policy that promotes and maintains safe neighborhoods.
 - b. Recognize the value of existing housing in established neighborhoods and support rehabilitation efforts.
 - c. Encourage the infilling of housing in urban areas that make more efficient use of existing infrastructure.
 - d. Support the County and nonprofit agencies that provide home ownership education, training and counseling to homebuyers to increase their capacity to become successful homeowners, and to improve their ability to maintain their homes.
 - e. Promote the use of programs that assist low and moderate income homeowners to repair and maintain their homes and identify gaps in these programs.
12. Use Partnerships Creatively to Meet Housing Needs
 - a. Propose ways in which the Community Development Authority (CDA) can invest its available funds in housing development, with the rate of return based on how well a project meets public policy objectives.
 - b. Encourage the CDA to explore the use of its funds to leverage CDA-issued bonds, the interest on which is exempt from both state and federal tax, to maximize the impact of limited public financial resources.
 - c. Work with the County, other communities, the state government, employers and community businesses, for-profit developers and the nonprofit development sector to achieve housing development objectives.
 - d. Promote the use of the Dane County Housing Authority's programs and services, and collaborate with the DCHA to help achieve mutual goals and objectives.
13. Improve the City's Ability to Play an Active Role as a Partner in Housing Development
 - a. Advise the Common Council on how the City can play the most effective role in expanding affordable housing choices.
 - b. Support public ownership of land used for affordable housing development.
 - c. Consider creation of a community development corporation with City financial participation as a vehicle to expand affordable housing choices.
 - d. Use a community land trust model or other financial arrangements to keep housing affordable.
 - e. Hire staff or contract with consultants to identify and pursue grants and other funding opportunities for affordable housing development, identify sites for affordable housing development and the most effective role for the City in encouraging their use, and provide support to the Task Force and liaison with other development partners.
 - f. Develop standards to measure the success of housing policies and to monitor progress in meeting housing needs.
 - g. Maintain housing data and information for use by Common Council and city staff for planning purposes.
 - h. Periodically survey the people of Middleton to accurately determine housing needs and preferences.
 - i. Provide the public with information about housing opportunities in Middleton.

Chapter 5

Transportation Element

Introduction

The Transportation Element of the Comprehensive Plan is intended to guide City decisions regarding the design, construction and maintenance of streets, railways, transit facilities, and pedestrian and bicycle facilities in the planning area. In addition, the plan anticipates that the City-owned airport will grow and remain a vital component of the region's transportation infrastructure.

The goals, objectives and policies listed in this section recognize that a well-designed, multi-modal transportation system is imperative for promoting logical and efficient community development patterns, fostering economic development, and improving the quality of life enjoyed by Middleton area residents and visitors.

This chapter is organized as follows:

- Existing Transportation Facilities and Issues..... p. 1
- Regional Plans, Studies and Projects Affecting Middleton..... p. 10
- Existing City Programs and Initiatives..... p. 12
- Goals, Objectives and Policies..... p. 12

Existing Transportation Facilities and Issues

Highways and Streets

Classification and Jurisdiction

Public streets and highways within the City of Middleton fall under one of the following four State-defined classifications: principal arterials, minor arterials, collectors, and local streets. Outside of the City, collector routes are further divided into major and minor classifications. These classifications are based on traffic volumes as well as the distance of trips which the facility typically carries. Generally, principal arterial routes fall under the jurisdiction of Federal, State or County government.

There are nearly 7 miles of principal arterial routes within the City of Middleton, including:

- **USH 12 (also known as the West Beltline Highway).** Part of the State's "Backbone" system, this four-lane, limited-access freeway connects Middleton with Madison and Interstate Highway 39/90 to the south and east. To the north, this route has been recently reconstructed as a four-lane divided expressway connecting Middleton with Sauk City. Farther to the north, USH 12 alternates between a two-lane or four-lane design as it continues to Baraboo and eventually Interstate 90/94 at Wisconsin Dells. Completed in

the fall of 2005 after years of debate, the new highway facility has prompted significant changes in Middleton. Most notably, a new bypass has shifted most of the regional through-traffic away from the old Highway 12 corridor, which has been renamed Parmenter Street. New interchanges have been constructed at Century Avenue / Airport Road and near Greenbriar Road, and the freeway accommodates crossings for Discovery Drive and Schneider Road. Because the new highway increases road capacity, improves safety, and is easier to use, there will be increased traffic volumes and development pressures in northwestern Dane County for the foreseeable future. Indeed, the City has already received and acted on several development proposals for the area around the new USH 12 interchange with Airport Road/Century Avenue. Regional and State efforts to plan for increased



development pressures will mitigate but not entirely alleviate the land use impacts of the new facility. The City should ensure that its interests with respect to development to the north are reflected through extraterritorial review of any projects that are proposed as well as through active participation in regional planning processes for this area.

- **USH 14.** Also part of the Backbone system, this route leads west out of Middleton as a two-lane highway, connecting the city with Cross Plains, the Wisconsin River valley, and eventually La Crosse. Within Middleton, the route is constructed as a four-lane divided expressway. Preliminary discussions are underway in the region with respect to the future of this busy highway corridor. A freight rail line parallels the highway between Middleton and the Wisconsin River.
- **Allen Boulevard / CTH Q.** This four-lane, divided route connects Century Avenue with University Avenue. It provides the most direct link for traffic traveling around the west end of Lake Mendota.
- **CTH Q.** This two-lane route connects Middleton with Waunakee and other northern Dane County communities.
- **Century Avenue / CTH M.** This four-lane route carries traffic around Lake Mendota to the northeast side of Madison (STH 113) as well as Interstate 39/90/94. The route is divided east of Allen Blvd.; to the west, the route is undivided, and in some cases on-street parking is allowed during off-peak hours. Increasing traffic volumes have led to significant traffic congestion, particularly east of Allen Blvd., and more and more drivers are seeking alternative local routes such as Donna Drive. The reconstruction of USH 12 along with recent improvements to CTH K north of Middleton now provide a good route for drivers seeking an alternative to Century Avenue. In addition, the County's North Mendota Parkway study has identified several short- and long-term improvements to the road grid north of the city which should help ease the burden on Middleton neighborhoods by at least lessening future growth in traffic volumes.
- **University Avenue / CTH MS.** This four-lane, generally undivided route provides the most direct connection between the USH 12/14 interchange and downtown Madison,

including the UW Campus. The rail line along USH 14 also parallels University Ave., enhancing transit opportunities in this heavily-used travel corridor.

The approximately 5.3 miles of Minor Arterial routes include:

- **Airport Road.** This four-lane, divided route within the City becomes a two-lane major collector in the Town of Middleton.
- **Gammon Road / Park Street,** south of University Avenue. This connects Middleton with Madison, providing another direct connection with the Beltline Highway.
- **Parmenter Street,** between Discovery Drive and Greenbriar Road. Prior to the completion of the Middleton Bypass in the fall of 2005, this route served as USH 12. At the time, approximately 80% of the traffic was through traffic, not local Middleton traffic. To help maintain the economic viability of this key business corridor, the City paid the State to construct the “easy-off ramp” which now provides westbound Beltline traffic with a direct connection to this area. The City, which will assume jurisdiction of the entire former highway corridor in January 2006, plans to convert the segment between Discovery Drive and Century Avenue into a four-lane urban boulevard during the summer of 2006. The construction of a roundabout at the off-ramp’s intersection with Parmenter Street and Discovery Drive is intended to highlight this route as a key community gateway while transitioning highway traffic to the slower speeds more appropriate for a revitalizing neighborhood business district. The City has prepared a redevelopment for the Parmenter Street corridor and envisions this area to be an extension of Middleton’s downtown business district.
- **Pleasant View Road,** south of USH 14. This two-lane route currently has a predominantly rural design. However, there will be a need to reconstruct and widen this road in the near future due to continuing growth in traffic volumes. The planned extension of the route south from Mineral Point Road in Madison to CTH M will provide a more direct connection between Middleton and Verona, which in turn will lead to additional traffic volumes. Pleasant View Road parallels the Beltline and therefore makes a logical “reliever route” for regional traffic.

The approximately 5.1 miles of collector routes in Middleton include:

- Branch Street
- Deming Way
- Donna Drive
- Elmwood Avenue
- Greenway Blvd
- N. High Point Road
- Maywood Avenue
- Nursery Drive
- Park Lawn / Park Street.
- Parmenter Street (portion)
- Pleasant View Road (portion)
- Stonefield Road
- Westfield Road



WisDOT considers the remaining 56 miles of streets within the City to be “local” routes. These typically lack regional through-traffic and are generally designed and constructed as part of subdivision plats.

There are also several private streets and alleys within the community. These were developed as part of Planned Development Districts approved by the City over the past several decades. They are generally owned and maintained by the neighborhood associations of the developments they serve. Most private streets in Middleton are narrower than public streets and lack sidewalks alongside them.

Other key routes located outside the City but within the Planning Area include: Airport Road, Balzer Road, High Road, Oncken Road, Pheasant Branch Road, and Schneider Road. Aside from Airport Road (a major collector), these roads are currently classified as local streets. As this area develops, the functional role of these streets will likely increase in importance, probably resulting in an upgrade in their classification. CTH K, just to the north of the planning area, increasingly plays an important role in east-west circulation north of Lake Mendota, and has been identified as the general route for a new four-lane “North Mendota Parkway” between STH 113 and USH 12.

WisDOT periodically updates its functional classification maps for communities throughout Wisconsin, and as part of a citywide traffic study, the City is presently evaluating whether any changes should be pursued. Classifying a street as a collector or arterial can lead to enhanced opportunities for tapping into Federal and State funding sources.

Traffic Volumes

As is happening throughout Dane County, traffic volumes in Middleton are steadily increasing. The appendix contains a map showing the traffic counts recorded by the WisDOT in 2005 or 2006. These counts are updated approximately every three years. Modeling done as part of the City’s draft Transportation Network Plan found that the existing road network is generally operating within typical design capacity thresholds. Locations that are nearing the upper limits of design capacity include University Avenue between Cayuga St. and Park Street, and Century Avenue between Allen Blvd. and CTH Q. University Avenue east of Allen Blvd. is currently operating above typical capacity for a four-lane undivided street.

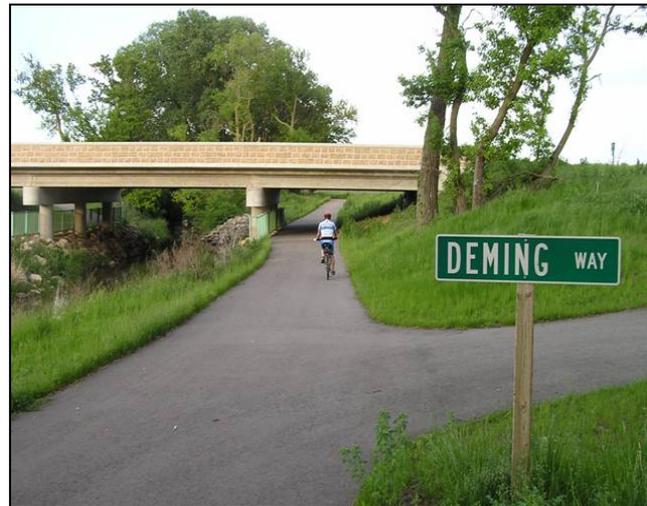
Although traffic volumes appear to meet current engineering design standards, the continued increase in traffic along Middleton’s arterial and collector streets is creating disruption and nuisance conditions that threaten the safety and quality of life of City residents and visitors. These conditions have prompted numerous attempts to improve conditions in specific locations around the City through measures such as lower speed limits, installation of stop signs or traffic signals, traffic calming techniques, and preparation of traffic studies.

There appears to be increased interest in Middleton and throughout the metropolitan area for steering development patterns and design so that they feature narrower streets (to slow traffic), grid patterns (to distribute vehicles more equitably in an area) and improved transit compatibility

(to promote alternatives to automobile use). Through the subdivision and zoning process, coupled with State and County access control along arterial routes, the City can guide future land use patterns so that they reduce the increase in vehicles traveling through existing neighborhoods.

Bicycle and Pedestrian Circulation

The City's Bicycle and Pedestrian Plan, adopted in 1999, identifies existing conditions and opportunities for promoting bicycling and walking within the community. As new public streets are constructed, the City requires the installation of sidewalks. In places where streets lack sidewalks, the City generally considers including sidewalks as part of a reconstruction project, depending on the issues involved. Although most of the City's older arterial and collector streets lack on-street bicycle lanes, in recent years the City has incorporated dedicated bicycle lanes as part of new major roadways (for example, Airport Road and Pleasant View Road).



Over the past half decade, substantial investments have also been made in the development of a City-wide, off-road trail system, to the benefit of people engaged in either recreation or commuting. The backbone of this network is a multi-use trail that runs along Pheasant Branch Creek and provides an east-west connection through the heart of the community. Underpasses have been installed at major road crossings, including Airport Road, Pleasant View Road, Deming Way, USH 12, and Parmenter Street. As of November 2006, trail users are able to travel between Park Street and Evergreen Road and the athletic fields north of Airport Road (at Quisling Park), without having to cross a single roadway. All trail segments west of Parmenter Street are paved, and in 2007 the City plans to pave the trail and install bridges across the five existing creek fords located between Parmenter Street and Century Avenue.

Farther to the east, a multi-use trail loop was completed around the Pheasant Branch Conservancy in November 2005. Partially constructed by Dane County, this trail system enables residents living in several northeastern neighborhoods to be connected to the rest of the city without having to use the Century Avenue corridor. Currently, the primary southern access point is at the Century/Branch St. signalized intersection, opposite the eastern terminus of the trail leading to the City's business parks. The City is planning to add at least one trail connection between the trail loop and the Allen Blvd. area so that trail users have a more direct connection with Lakeview Park and the University Avenue corridor.

Aside from a few small sections of asphalt and boardwalk, the Conservancy trail loop consists of a crushed stone surface that ranges in width from 8' to 10'. There are several connecting trail

segments that are narrower and restricted to pedestrians only. The entire Conservancy trail system is heavily utilized, and the City is working with college students to count and survey users. Eventually, the Pheasant Branch Trail system is envisioned to connect Black Earth Creek with Governor Nelson State Park and points to the north and east.

The paved trail located along USH 12 was completed by WisDOT in 2005 as part of that highway's conversion to a four-lane expressway. This trail connects the City's Pheasant Branch Trail with the Ice Age Trail in northwestern Dane County, west of Springfield Corners.

While some of the City's trail segments have been constructed in conjunction with contiguous developments or road projects, the majority of the improvements have been made through capital borrowing, State and Federal grants, and innovative use of labor resources (both paid and volunteer).

Public Transit

The City of Middleton has long contracted with Metro Transit to provide fixed-route and paratransit bus service during weekdays. Until the mid 1990's, Middleton's service focused primarily on connecting the City's residential areas with the University of Wisconsin campus and the Capitol Square. In 1995, the City (with the assistance of the local business community) extended a bus route to the growing business parks west of the Beltline. In August 1999, the City's bus service was restructured to provide a link between Middleton residents and Metro's West Transfer Point, located on Tokay Blvd. near Whitney Way. Greenway Center also received a direct connection with the transfer point, but via a separate route. These improvements, however, did not provide a convenient connection between Middleton residents and the thousands of jobs located west of the Beltline.

Beginning in 2004, the City and Metro Transit began investigating options for expanding bus service west of Parmenter Street and creating opportunities for residents to transfer within the community in order to access much more easily the business parks on that side of the highway. After considering and ruling out several locations for a formal transfer point, city and Metro officials instead decided to focus on modifying existing routes and schedules to create informal transfer opportunities within the community. On August 28, 2006, the new bus service took effect. Unfortunately, residents of northeastern Middleton who are bound for downtown Madison now must endure longer trip times. As a result, the City continues to work with Metro to identify ways to improve service. In 2007, the City plans to institute all-day Saturday bus service throughout most of the community.

Middleton continues to work closely with County and State officials regarding the potential for passenger rail service in this area. Given that the city is connected by rail with central Madison as well as Cross Plains and other communities to the west, Middleton is ideally situated to capitalize on the potential implementation of regional passenger rail service. Preliminary commuter and light rail studies and an Alternatives Analysis process concluded that a regional investment in high-capacity transit improvements is feasible, and worthy of continued consideration. Specifically, Middleton was identified as the western terminus for the initial "Transport2020 Start-Up System." A group of state, county and local officials (called the

Transport 2020 Implementation Task Force) is currently discussing further planning, engineering, operations and financing of the Transport2020 Start-Up System. In the meantime, Middleton has been planning for potential stops in the downtown and in the Greenway Center areas, going so far as to invest in the construction of a rail spur and parking structure serving the latter development.



There are plans to introduce high-speed passenger rail service between Madison and Milwaukee, but all potential station locations being considered are on the east side of the metropolitan area. Although Middleton will not be directly served by high-speed rail, the City should ensure that it avails itself of opportunities to connect with this service.

Rail Transportation (Freight)

Since the City's origins, Middleton has been served by the rail line that connects the City with Madison to the east and communities to the west. Today, Wisconsin & Southern Railroad provides freight rail service along this corridor. While most freight today is shipped by truck, a few Middleton businesses continue to rely on the rail corridor for shipping and receiving products. WSOR has been expanding its market in recent years and is expected to continue to serve the Middleton community in the foreseeable future.

See the Public Transit section for information about potential passenger rail transportation.

Air Transportation

The City of Middleton owns and operates the only general aviation facility in western Dane County. The airport, which now defines the northwestern edge of the City, was established by Howard Morey in the 1940s, when his business was relocated from the site of present-day Dane County Regional Airport on the northeast side of the Madison. For over half a century, the airport existed amidst farmland and remained largely unchanged, relying upon the Morey Airplane Company's successful charter, pilot training, and repair activities.

In the early 1990s, out of recognition that the airport's outdated facilities were in need of modernization, an Airport Layout Plan was prepared. However, this plan was not implemented by the Morey family due to concerns over the proposed scope of improvements.

In 1997, development activities in the area—including a proposal to convert the airport to a business park—prompted city officials to revisit the future of the 160 acre property. After significant discussions and community input, the City Council decided in 1998 to purchase Morey Airport for several reasons: to maintain the airport as part of the region's transportation

infrastructure, to provide a buffer between city business parks and prime farmland, and to enhance stormwater management in the vicinity of the North Fork of the Pheasant Branch Creek. The City Council adopted Resolution 1998-18 to provide general parameters for any future improvements to the airport facility.

In early 2000, the City began working with the Wisconsin Bureau of Aeronautics to develop an updated Airport Layout Plan and Environmental Assessment, and to acquire the land necessary to undertake airport improvements. After several years of planning, construction activities at Middleton Municipal Airport--Morey Field ("C29") got under way in early July 2003. Airfield improvements include a new 4,000' long by 100' wide runway ("Runway 10/28"), a parallel taxiway, a new terminal building and maintenance hangar, and the installation of various navigational aids.



Today, the airport consists of approximately 252 acres, with an additional 6.6 acres devoted to aviation easement and 32 acres devoted to clear zone easement.

The airport planning process led to the creation of 39 lots for hangar development, two of which are reserved for multi-unit buildings. By March 2005, the City had executed land leases for all but the 10-unit t-hangar lot, which the City agreed to lease to a t-hangar developer in May 2006. A waiting list is being used to track demand for future hangar space, which could potentially be accommodated on the east side of the airport, subject to additional studies.

A combination of Federal, State, and City funds were used to undertake the various components of the airport project, including land acquisition, grading, runway and taxiway construction, installation of utilities, and construction of the service road and parking areas. According to preliminary figures provided by the Bureau of Aeronautics in April 2006, the Federal share of this project has been \$3,892,263; the State's share \$1,455,701; and the City of Middleton \$1,665,834. If one includes the costs to develop the new terminal building and maintenance hangar, which was undertaken by the Middleton Area Development Corporation, then the total project cost is approximately \$8 million. The local share of the capital improvement project was funded through tax incremental financing. In addition, in 2005 the City's Airport Fund absorbed some additional, relatively minor costs (around \$20,000) to complete landscaping and install a monument sign. It should be noted that, as a condition of receiving Federal and State funds, the City committed toward continuing airport operations for a minimum of 7 years. In addition, the City has executed 25-year land leases for each of the hangar sites.

Thanks to revenue sources derived primarily from land leases (hangar and agricultural) and a fuel flowage fee, the City appears to have accomplished its goal of operating a self-sufficient

airport. While the land leases generate revenue for the City's segregated airport fund, property tax payments for the hangars themselves will be applied to the general fund once the City's TIF District expenditures have been repaid. In 2006, the hangar assessments will generate nearly \$53,000 in tax revenue. Tax revenues at this level for the remaining life of the TIF district will offset approximately 25% of the City's \$1,665,834 investment; the remaining 75% of that investment will be paid by other new investment in the TIF district and indirectly by taxpayers in the broader community. (However, the City never anticipated recapture of the capital costs of the airport from airport revenues directly.)

Like most general aviation airports, the City is eligible to receive an annual Federal funding entitlement through the Bureau of Aeronautics. These funds, which are derived from aviation user fees, are intended to help the City make capital improvements in the airport into the foreseeable future. Eligible projects include runway resurfacing, navigational aids, or various other equipment used to support airport operations.

Based on increased air operations and the amount of private sector interest in hangar development, the airport has become an important amenity for the City and surrounding communities. In the coming years, the City will need to continue to monitor airport operations to ensure that the facility is operating as safely and efficiently as possible while at the same time minimizing potentially negative impacts on nearby properties.

Other Transportation Modes

The Middleton community enjoys public lake access via a City-owned pier at the end of Lake Street, near the Middleton Springs Business District. There is also public lake access immediately adjacent to Middleton via the City of Madison's Marshall Park off Allen Blvd. and via Mendota County Park off CTH M / Century Avenue. Although establishing a ferry service across Lake Mendota has been casually mentioned from time to time, water transportation is limited exclusively to recreational watercraft and boat excursions at this time.

Middleton does not operate or regulate taxi service. However, taxi service is provided through operators licensed through the City of Madison.

People with disabilities have extremely limited transportation options in Middleton. Only one regional taxi company can accommodate wheelchair users, and there can be significant delays (greater than one hour) for people who require this service during times when paratransit, lift-equipped fixed-route buses, or private motor vehicles are not available.



Truck Routes

Officially-designated truck routes within the City of Middleton are defined by ordinance as all highways falling under County, State, and Federal jurisdiction. No local roads are designated as official truck routes.

Safety of the Transportation System

According to WisDOT records from between 2000 and 2004, the total number of motor vehicle crashes on public streets in the City of Middleton during this five year period averaged 373 per year, nearly one-third of which led to personal injury. The annual average economic loss attributed to these crashes totaled \$10,945,660 in 2004 dollars, based on national cost estimates provided by the National Safety Council. In addition, an annual average of 51 crashes occurred on private property (including parking lots), which represents an additional \$556,360 in annual average economic loss. The incidence of crashes is slightly higher on Fridays than other weekdays, and about half the number of crashes occur on either Saturday or Sunday as compared to an average weekday.

During these five years, there were an annual average of 4 bicycle crashes, 4 crashes involving pedestrians, 4 motorcycle crashes, and 6 deer/animal crashes within the city. During an average year, the City experienced 24 crashes in which alcohol may have been a contributing factor.

On November 21, 2006, the City of Middleton adopted a Traffic Management Plan which identifies and priorities transportation network needs that are anticipated to develop in the next 15 to 20 years within the community. This study entailed assessing existing traffic conditions to identify ways to reduce congestion and improve safety. A detailed examination of five intersections in particular led to the finding that the University/Park and University/Parmenter intersections appear to have a crash rate that exceeds the threshold used by WisDOT to trigger a more thorough investigation.

The City has employed various traffic calming techniques to address real or perceived safety concerns, and the City's second roundabout was recently completed along Parmenter Street. Additional roundabouts are planned along the future Schneider Road corridor.

Regional Plans, Studies and Projects Affecting Middleton

Like water, the movement of people and goods cross jurisdictional boundaries. Therefore, it is imperative for the Transportation Element to be consistent with the various plans that have been adopted by the State of Wisconsin, Dane County and surrounding municipalities. These plans have a direct impact on Middleton's existing and future transportation infrastructure.

Transportation plans adopted by the State of Wisconsin include the State Airport System Plan 2020, Bicycle Transportation Plan 2020, Pedestrian Policy Plan 2020, and State Highway Plan 2020. Recommendations pertaining to Wisconsin's rail system are included in the Wisconsin Rail Issues and Opportunities Report. These modal plans are being incorporated into Connections 2030, the statewide long-range transportation plan which is currently being

developed by the Wisconsin Department of Transportation to address all forms of transportation over a 25 year planning horizon, including highways, local roads, air, water, rail, bicycle, pedestrian and transit. The 2020 State Highway Plan listed USH 14 west of the Beltline as a potential major project at some point in the future.

Additional information about these State plans is available at:

<http://www.dot.wisconsin.gov/projects/state/connections2030.htm>
<http://www.dot.wisconsin.gov/projects/state/rail-issues.htm>

Several plans also specifically guide decision-making at the county and regional level. The Regional Transportation Plan 2030 is the plan prepared for the Madison Metropolitan Area pursuant to Federal regulations that mandate that regional transportation plans for urbanized areas and air quality attainment areas be updated every five years in order for those areas to be eligible for federal transportation-related funding. Prepared by the Madison Area Metropolitan Planning Organization (MPO), this plan is scheduled for adoption before the end of 2006. City staff thoroughly reviewed a final draft of this plan to ensure consistency with local plans. The previous version of the plan was called the Dane County Land Use and Transportation Plan (Vision 2020), which was adopted in 1997 and re-affirmed without changes in 2000.

Additional information about the Regional Transportation Plan 2030 is available at:

http://www.madisonareampo.org/regional_comprehensive_plan_2030.htm

In addition to the MPO plan, Dane County government is currently developing a Comprehensive Plan which also addresses regional transportation issues. This planning effort should also be completed by the end of 2006.

Short-range improvements to the area's transportation system, including those specifically programmed by Middleton, are contained in the MPO's Transportation Improvement Plan 2006-2010. This document is updated on an annual basis.

Most of the communities immediately adjacent to the City of Middleton have adopted, or are on the verge of adopting, their own comprehensive plans that comply with Wisconsin's comprehensive planning law.

In the future, Middleton must monitor or continue to remain involved in various regional transportation studies, including Transport 2020, the North Mendota Parkway, the implementation of the West Beltline Corridor Study, and a planned WisDOT study of the USH 14 corridor.



Existing City Programs and Initiatives

The following compilation of existing programs are used by the City of Middleton to guide planning and decision making regarding future development of various modes of transportation.

- The City's adopted 2007 budget includes funds to update the 1999 Bicycle and Pedestrian Plan, which identifies existing conditions and opportunities for promoting bicycling and walking within the community. The city works on an ongoing basis to maintain consistency with the State's Bicycle Transportation Plan 2020 and Pedestrian Policy Plan 2020, and other regional plans.
- The City continues to work closely with Metro Transit to maintain and augment transit linkages within the City of Middleton and the metropolitan region as a whole. Facilities for the disabled are also provided by Metro Transit system's handicap accessible busses. Paratransit options are also available for City residents located within a three-quarters mile of a fixed-route service (except for commuter routes). The service area is limited to the area within the boundaries of the communities which contract with Metro for service.
- The Transportation 2020 Implementation Task Force (which is comprised of state, county, and local officials) is working on engineering, operations, and financing plans for the Transport 2020 Start-Up System. This system will guide future development of passenger rail service in this area. The City is also working with the State on the Wisconsin Rail Issues and Opportunities Report and the Connections 2030 plan.
- The Airport Layout Plan and Environmental Assessment for Middleton Municipal Airport were prepared in conjunction with the Wisconsin Bureau of Aeronautics and are reflected in the State Airport System Plan 2020. These documents are used to guide Airport development. The City is currently in the process of updating the Airport Layout Plan to reflect existing conditions and to identify potential hangar expansion areas.
- The City is working to maintain consistency with State and Regional transportation plans guiding highways, trucking, and other issues, namely the State Highway Plan 2020, the Regional Transportation 2030 plan prepared by the Madison Area Metropolitan Planning Organization, the North Mendota Combined Communities Comprehensive Plan, and the Dane County Comprehensive Plan.
- The City of Middleton maintains a free boat launch which provides two piers for the loading and launching of small watercraft. Two additional boat launches are located in close proximity to the City at Dane County's Mendota Park and the City of Madison's Marshall Park.

Goals, Objectives, and Policies

The following goals, objectives and policies are based in part on language included in previous city plans. In addition, these statements reflect language that was included in the North Mendota Combined Communities Comprehensive Plan (see Chapter 3) and which has been refined to address Middleton-specific issues and opportunities.

Goal: To provide efficient and effective urban transportation services, through development of a multi-modal transportation system and provision of opportunities for public transit, ridesharing, and pedestrian and bicycle travel.

Objectives and Policies

1. Expand bus service, particularly to the commercial areas west of Parmenter Street, and evaluate the need for Sunday and more frequent weekday service. Support regional efforts to develop other transit technologies (e.g., commuter rail).
2. Provide for opportunities for commuter rail and other transit options as neighborhoods are designed or redeveloped.
3. Ensure that compatible, transit-oriented development occurs adjacent to the future extension of Schneider Road in order to maximize its viability and use as a "reliever" for Century Avenue traffic.
4. Continue to actively support local, county and state planning and investigation of a North Mendota Parkway Corridor.
5. Determine appropriate levels of improvement and design for north/south corridors, including CTH Q, Pheasant Branch Rd., High Rd., and Parmenter Street.
6. Develop appropriate ordinances to deal with implications of transportation decisions on land use.
7. Consult the City's Bicycle and Pedestrian System Plan and regional, state and national plans for policies related to bicycle and pedestrian facilities.

Goal: To continue to value Middleton Municipal Airport as a vital component of the region's transportation infrastructure.

Objectives and Policies

1. Maintain the City's investment by ensuring that the airport keeps pace with contemporary aviation needs and standards for a general aviation facility.
2. Identify and develop additional area(s) for hangar expansion.
3. Preserve lands north of the airport in the event improvements to the existing cross-wind runway are determined to be necessary or desirable.



Goal: Address the community's transportation needs without encouraging development.

Objectives and Policies:

1. Control development adjacent to roadways.
 - a. Limit new access points onto county and state trunk highways, along with any other routes that are envisioned to be principal or minor arterials. Consider limiting access points along collector streets as well.
 - b. Ensure that parcels adjacent to roadways, particularly near interchanges and major intersections, are appropriately zoned for the desired land use.
 - c. Seek funding sources for purchase of land or development rights on key parcels. Work with Dane County and the Town of Springfield to preserve farmland west USH 12, particularly in the vicinity of the new Parmenter Street interchange west of Greenbriar Road.
 - d. Evaluate other legal means for achieving this objective, such as securing open space easements.
2. Develop and maintain a network of roads and streets
 - a. Discourage regional routes from severing local streets that link residents in neighborhoods and farmers to their fields. (For example, the Terrace Avenue, Discovery Drive, and Schneider Road underpasses of USH 12 are vital links for crossing what would otherwise be a formidable highway barrier.)
 - b. Encourage short, local trips to take place on the local road network instead of relying on regional highways, which should be geared to carrying through traffic.
 - c. Officially map necessary transportation corridors.

Goal: Plan transportation systems in a long-term, comprehensive manner instead of relying on short-term solutions.

Objectives and Policies:

1. Identify and protect from development future transportation corridors through official mapping and compatible zoning.
2. Consider the potential land use implications of transportation investment decisions, as well as the impacts of land development proposals on the existing and planned transportation network.
3. Mitigate environmental, economic and traffic consequences of improvements to the transportation system, including the potential development of a North Mendota Parkway.
4. Support short-term improvements that ameliorate unsafe conditions at particular intersections, with an eye toward long-term solutions and conditions that are anticipated to exist in the future.
5. Identify and support a timeframe for making improvements to the area's transportation system, including the corridor mapping and construction of North Mendota Parkway under the objectives, policies and goals discussed herein.

6. Take advantage of existing land features in future transportation planning.
7. Include an analysis of traffic impacts with all new development.

Goal: Transportation planning should be multi-modal, not just auto-oriented.

Objectives and Policies:

1. Encourage the development of alternative transportation to reduce demands on road systems and incentives to use ride sharing, electric and fuel-efficient cars, and an expanded bus system.
2. Promote the development of well-designed, compact, mixed-use neighborhoods which provide a range of services, thereby lessening the need for trips by automobile to meet daily needs.
3. Encourage the use of structured or underground parking in commercial areas and neighborhood centers to reduce the use of large, surface parking lots which generally are incompatible with walking and transit service.
4. Identify and promote transportation systems for the elderly and persons with disabilities.
5. Streets and Highways:
 - a. Support the implementation of the recommendations of the North Mendota Parkway study so as to minimize regional traffic impacts on neighborhoods, environmentally sensitive areas, and productive farmland.
 - b. Support regional initiatives that encourage the growth in use of alternative transportation modes.
 - c. Support improvements to current standards to the extent practical when repaving or reconstructing local roads.
 - d. Review city ordinances to determine the feasibility of narrowing minimum street widths and modifying other design standards to promote slower vehicle speeds and thereby reduce requests for traffic calming measures.
6. Bicycle/Pedestrian accommodations:
 - a. Create safe and convenient bicycle routes serving both commuters and recreational riders.
 - b. Include bike lanes on collector and arterial roadways, including County Trunk Highways K, M and Q.
 - c. Preserve Pheasant Branch Road as the popular "urban escape route" it already is among area bicyclists.
 - d. Support development of a regional trail system along at least one environmental corridor connecting the communities and key parcels of recreational land north of Lake Mendota with the USH 12

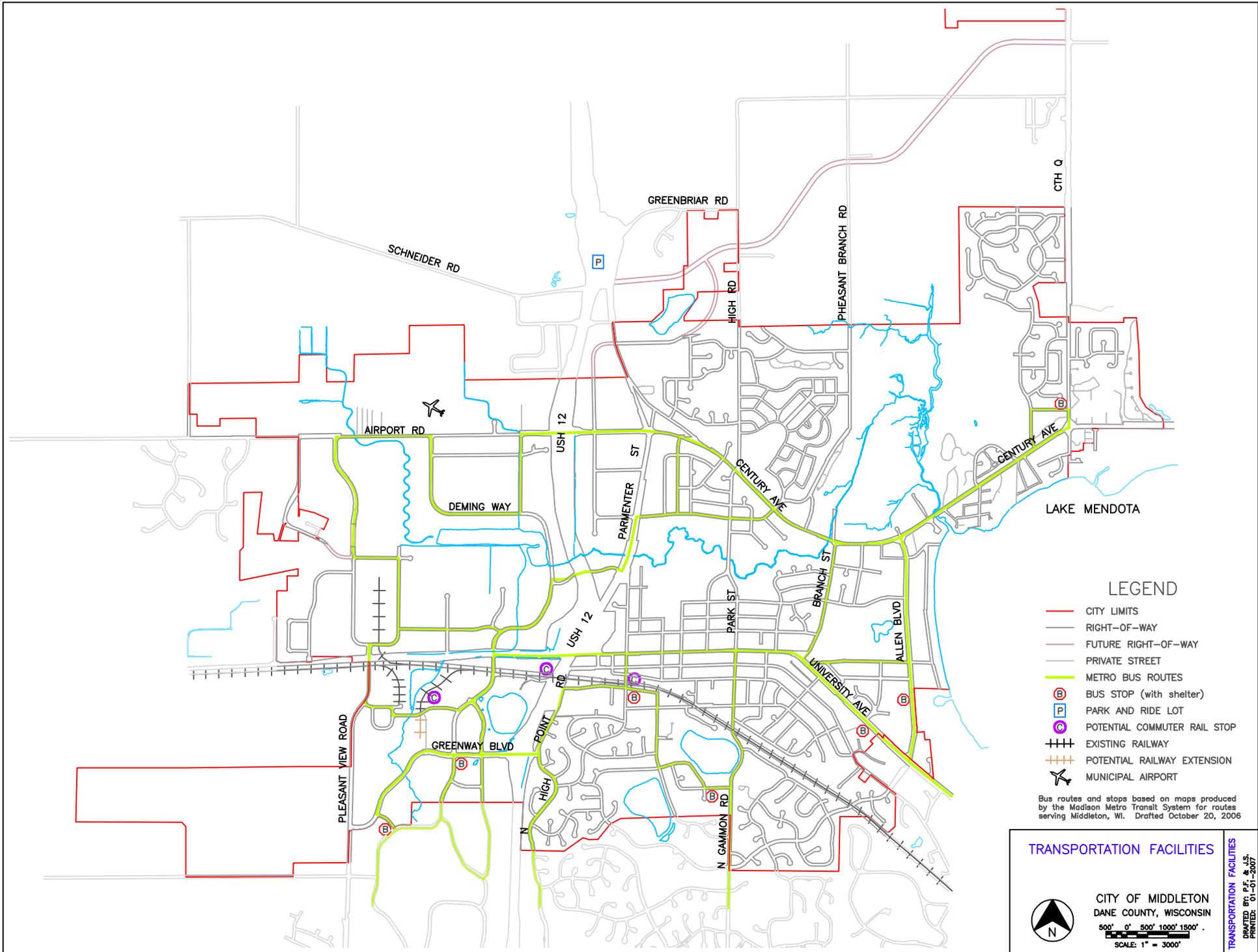


- multi-use trail. Build on the investment that the City has made in the Pheasant Branch Trail system.
 - e. Require subdivision developers to include sidewalks of at least 5' in width.
 - f. Support a study exploring the feasibility of establishing a pedestrian ferry service across Lake Mendota, connecting neighboring Westport with downtown Madison.
 - g. Refer to Dane County's and local municipal adopted bicycle and pedestrian plans for additional, specific recommendations.
7. Public transit:
- a. Work with Metro Transit to develop more efficient bus service within the City of Middleton and between key destinations throughout the metropolitan area. Extend service to un- or under-served areas within the city, particularly north of USH 14 and west of Parmenter Street. Explore the potential of providing Sunday bus service within Middleton.
 - b. Discourage low-density development within a ¼ mile (5-minute walk) of rail stations and bus stops.
 - c. Encourage the development of inter-city bus service (e.g., to Cross Plains and Waunakee) for the purpose of reducing the number of vehicles traveling through the City of Middleton.
 - d. Support the region's Transport 2020 study that is evaluating the future of the existing rail corridor running through Middleton and other area communities.
 - e. Identify appropriate locations for park & ride lots that maximize the convenience of transferring between the private vehicle and public transit service. The land on the southwest corner of the USH 12/14 interchange appears particularly promising as a location of a parking structure, because it also abuts the existing rail corridor.
8. Aviation
- a. Support efforts to maintain a viable, small, municipal airport serving the general aviation needs of the west side of the metropolitan area.

Goal: Manage the transportation system to address traffic volumes, safety, and congestion.

Objectives and Policies:

1. Support measures to facilitate the flow of traffic on congested roadways while providing controlled and limited opportunities for safe access from side streets and driveways.
2. Monitor the activities and proposals of the Madison Area Metropolitan Planning Organization and the Dane County Public Works and Transportation Department.



LEGEND

- CITY LIMITS
- RIGHT-OF-WAY
- FUTURE RIGHT-OF-WAY
- PRIVATE STREET
- METRO BUS ROUTES
- B BUS STOP (with shelter)
- P PARK AND RIDE LOT
- C POTENTIAL COMMUTER RAIL STOP
- + + + EXISTING RAILWAY
- + + + POTENTIAL RAILWAY EXTENSION
- MUNICIPAL AIRPORT

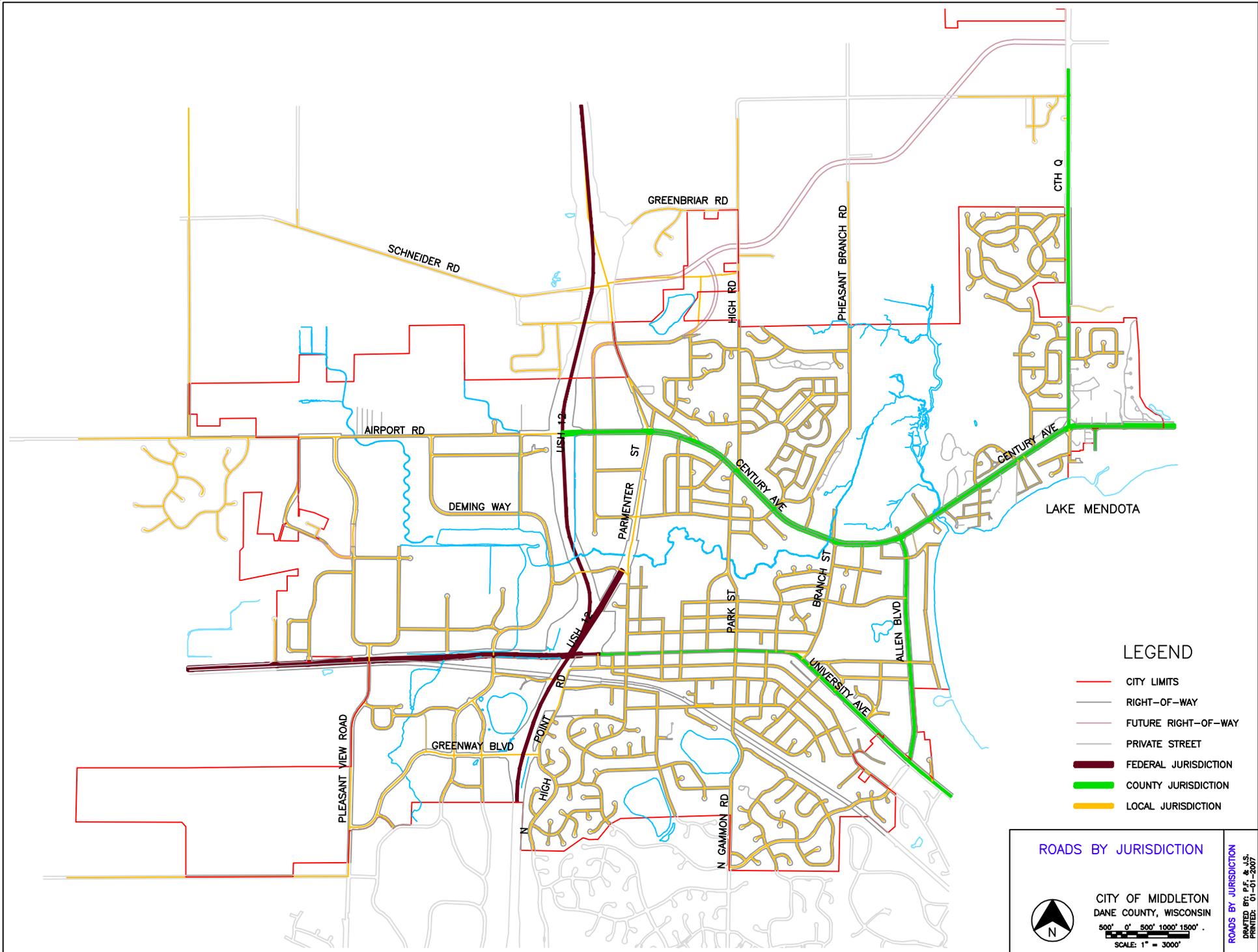
Bus routes and stops based on maps produced by the Madison Metro Transit System for routes serving Middleton, WI. Drafted October 20, 2006

TRANSPORTATION FACILITIES



CITY OF MIDDLETON
 DANE COUNTY, WISCONSIN
 500' 0' 500' 1000' 1500'
 SCALE: 1" = 3000'

TRANSPORTATION FACILITIES
 DRAFTED BY: P.F. & J.S.
 PRINTED: 01-01-2007



LEGEND

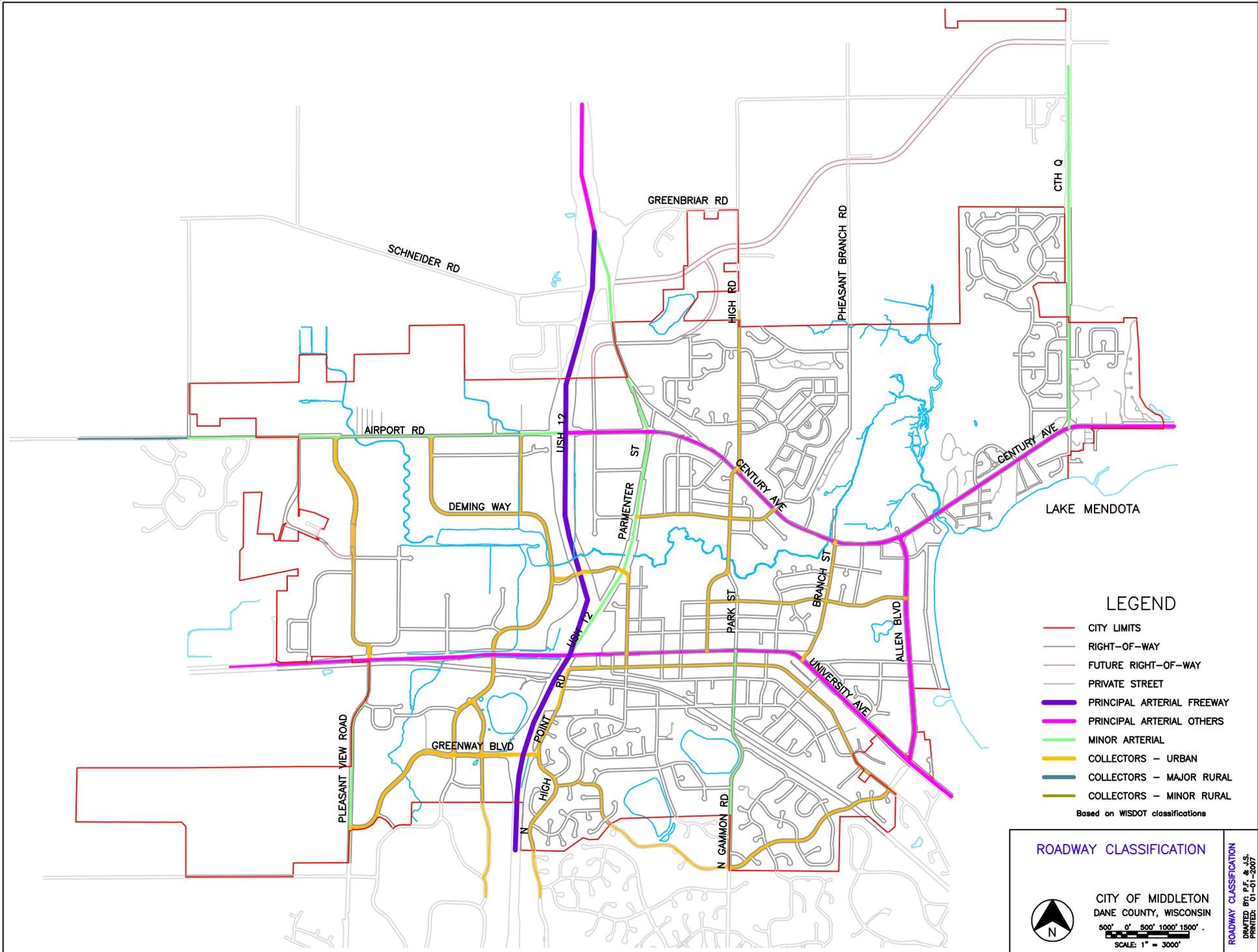
- CITY LIMITS
- RIGHT-OF-WAY
- FUTURE RIGHT-OF-WAY
- PRIVATE STREET
- FEDERAL JURISDICTION
- COUNTY JURISDICTION
- LOCAL JURISDICTION

ROADS BY JURISDICTION



CITY OF MIDDLETON
 DANE COUNTY, WISCONSIN
 500' 0' 500' 1000' 1500'
 SCALE: 1" = 3000'

ROADS BY JURISDICTION
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 PRINTED: 01-01-2007



LEGEND

- CITY LIMITS
- RIGHT-OF-WAY
- FUTURE RIGHT-OF-WAY
- PRIVATE STREET
- PRINCIPAL ARTERIAL FREEWAY
- PRINCIPAL ARTERIAL OTHERS
- MINOR ARTERIAL
- COLLECTORS - URBAN
- COLLECTORS - MAJOR RURAL
- COLLECTORS - MINOR RURAL

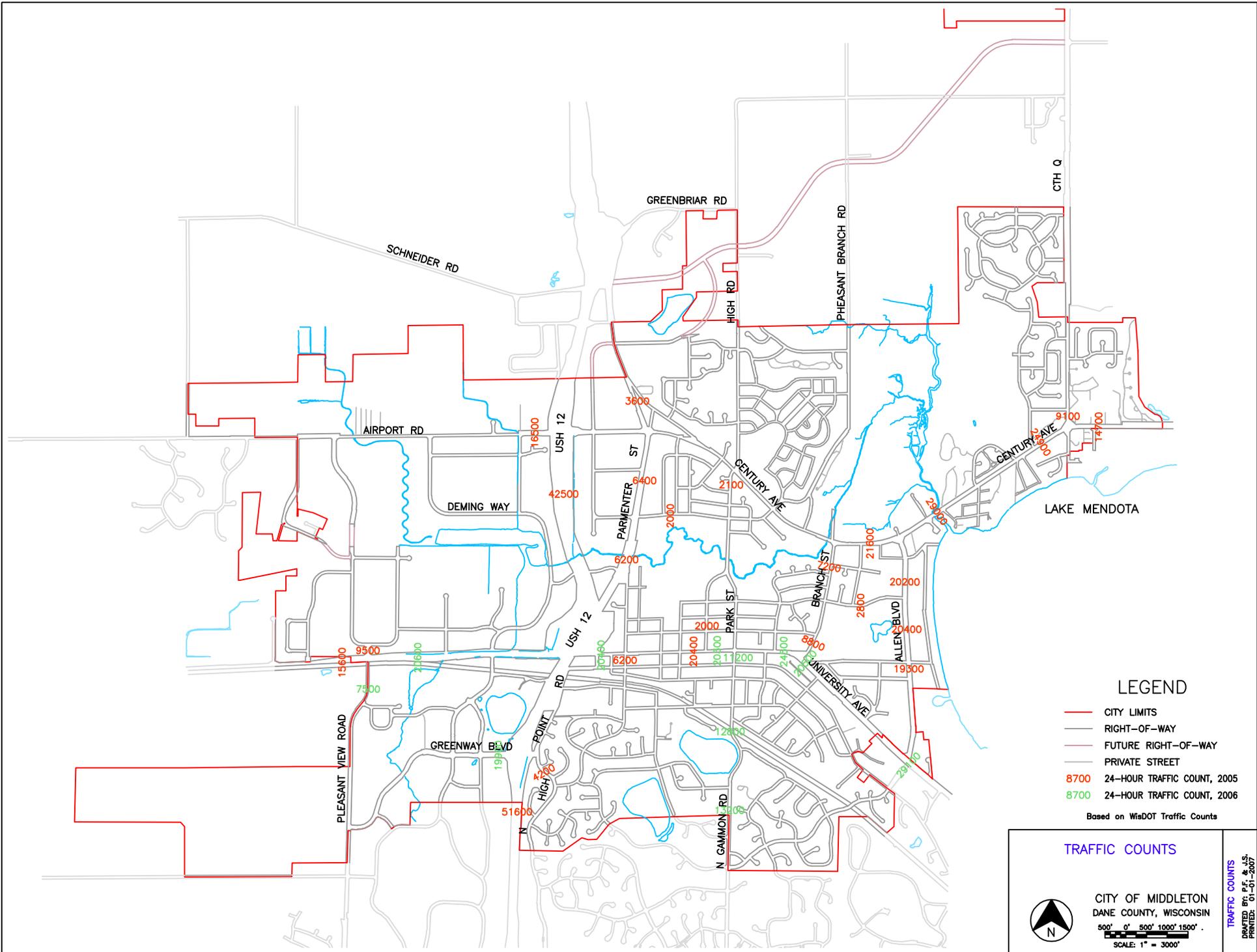
Based on WISDOT classifications

ROADWAY CLASSIFICATION



CITY OF MIDDLETON
 DANE COUNTY, WISCONSIN
 500' 0" 500' 1000' 1500'
 SCALE: 1" = 3000'

ROADWAY CLASSIFICATION
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 PRINTED: 01-01-2007



SCHNEIDER RD

GREENBRIAR RD

CTH Q

AIRPORT RD

HIGH RD

PHEASANT BRANCH RD

USH 12

PARMENTER ST

GENETRY AVE

GENETRY AVE

DEMING WAY

LAKE MENDOTA

USH 12

POINT RD

HIGH RD

GREENWAY BLVD

N GAMMON RD

PARK ST

BRANCH ST

UNIVERSITY AVE

ALLEN BLVD

PLEASANT VIEW ROAD

51600

7500

19900

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20400

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24400

8800

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19300

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21800

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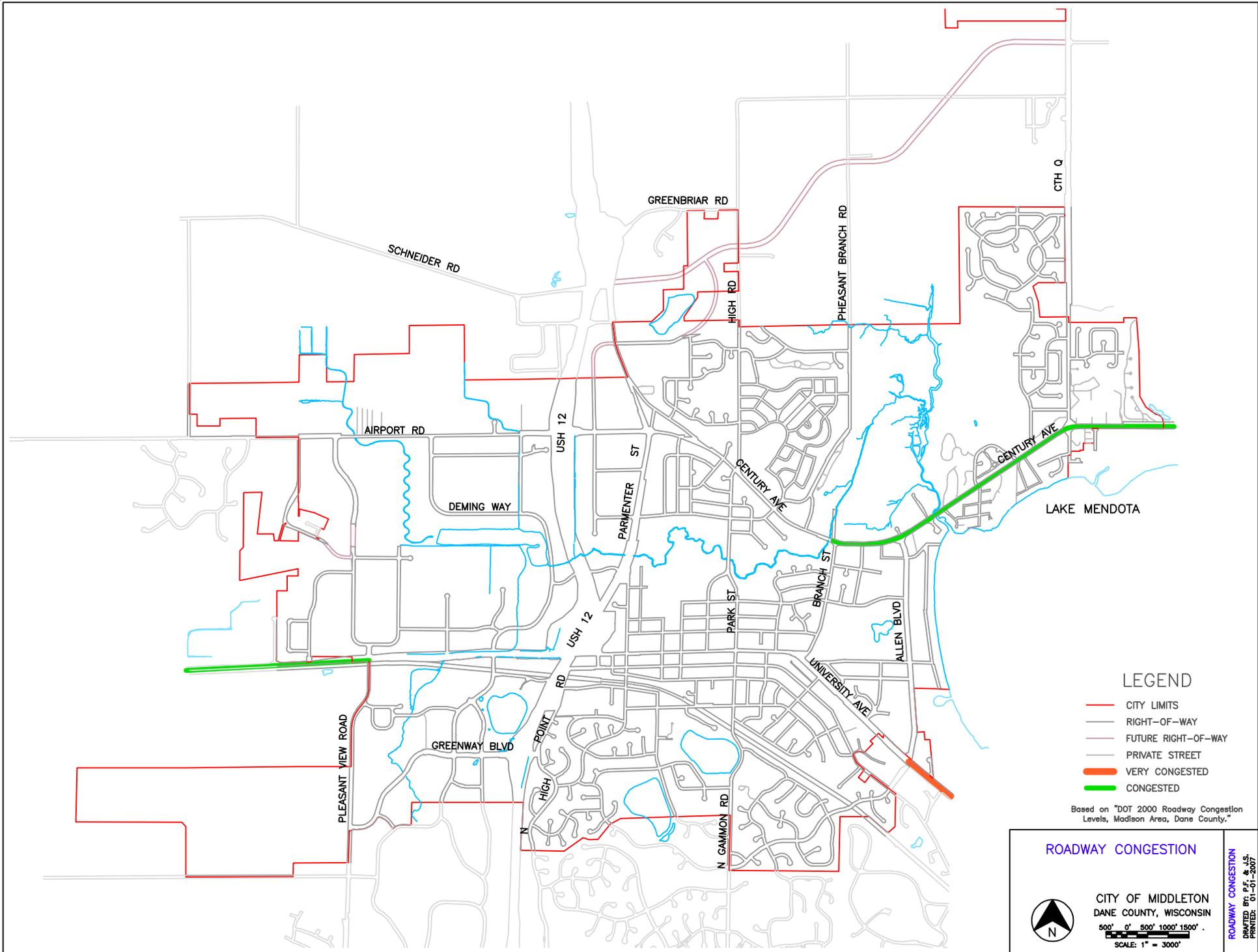
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LEGEND

- CITY LIMITS
- RIGHT-OF-WAY
- FUTURE RIGHT-OF-WAY
- PRIVATE STREET
- VERY CONGESTED
- CONGESTED

Based on "DOT 2000 Roadway Congestion Levels, Madison Area, Dane County."

ROADWAY CONGESTION



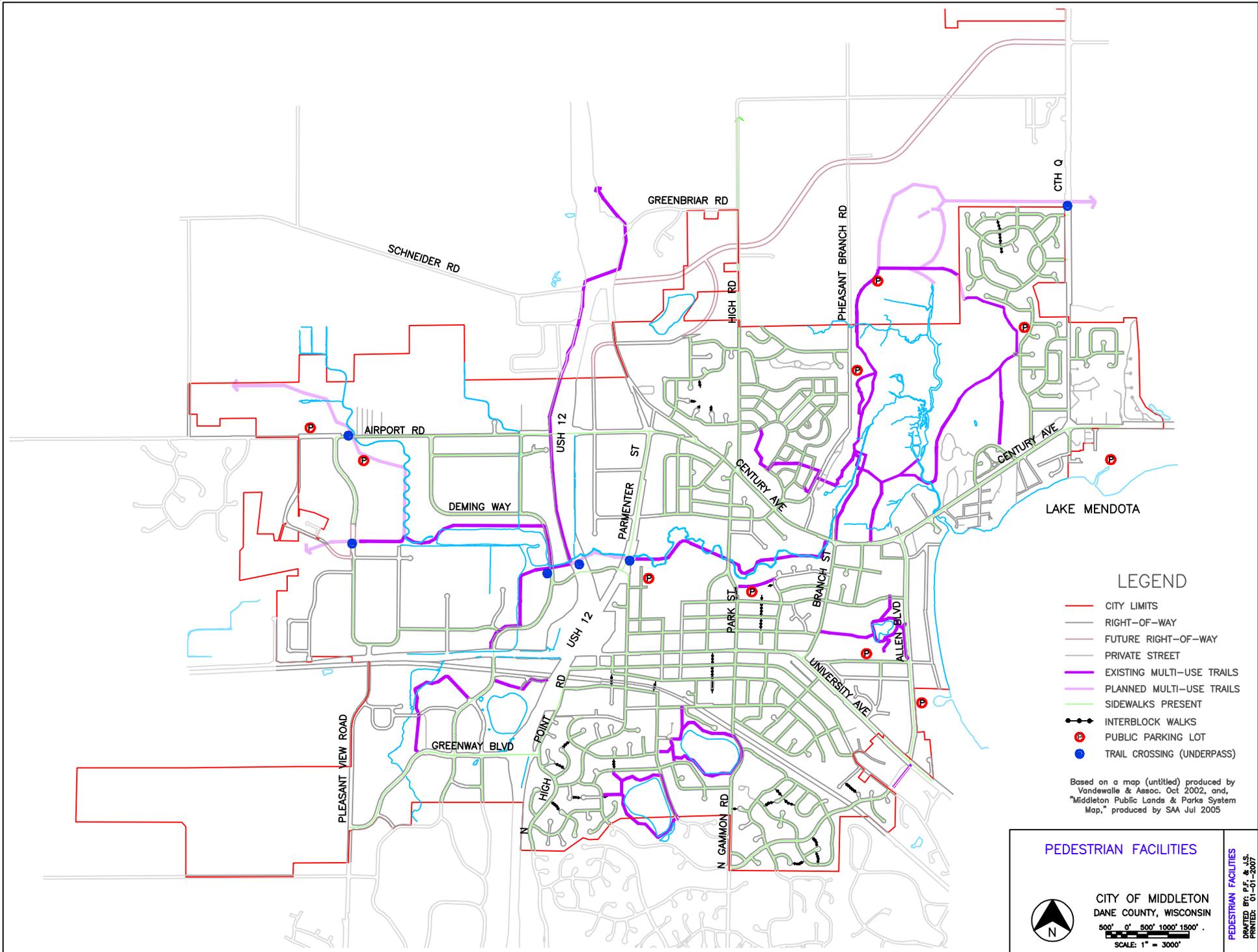
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CITY OF MIDDLETON
DANE COUNTY, WISCONSIN

500' 0' 500' 1000' 1500'

SCALE: 1" = 3000'

ROADWAY CONGESTION
DRAFTED BY: P.F. & J.S.
PRINTED: 01-01-2007



LEGEND

- CITY LIMITS
- RIGHT-OF-WAY
- FUTURE RIGHT-OF-WAY
- PRIVATE STREET
- EXISTING MULTI-USE TRAILS
- PLANNED MULTI-USE TRAILS
- SIDEWALKS PRESENT
- INTERBLOCK WALKS
- P PUBLIC PARKING LOT
- TRAIL CROSSING (UNDERPASS)

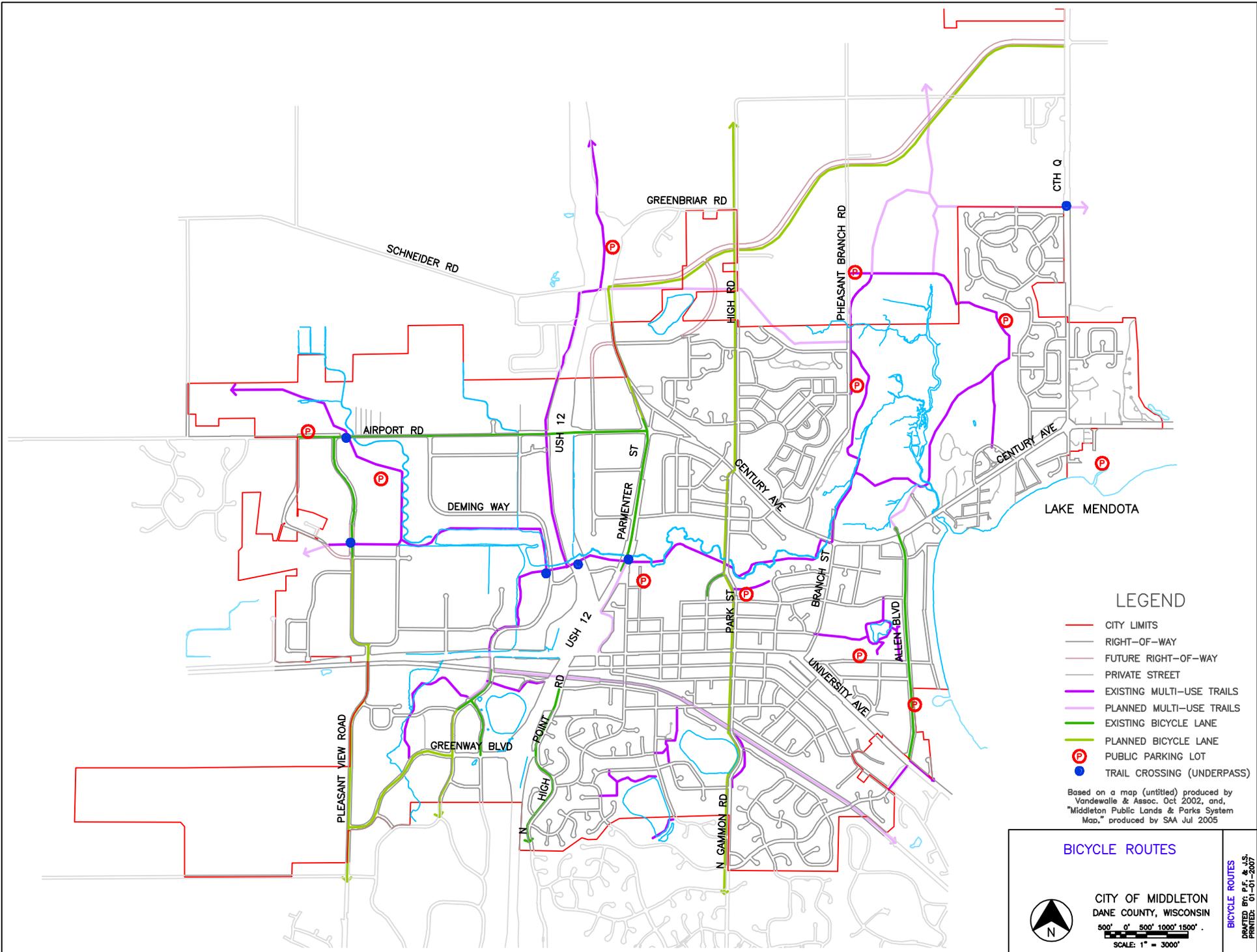
Based on a map (untitled) produced by Vandewalle & Assoc. Oct 2002, and, "Middleton Public Lands & Parks System Map," produced by SAA Jul 2005

PEDESTRIAN FACILITIES



CITY OF MIDDLETON
 DANE COUNTY, WISCONSIN
 500' 0' 500' 1000' 1500'
 SCALE: 1" = 3000'

PEDESTRIAN FACILITIES
 DRAFTED BY: P.F. & J.S.
 PRINTED: 01-01-2007



LEGEND

- CITY LIMITS
- RIGHT-OF-WAY
- FUTURE RIGHT-OF-WAY
- PRIVATE STREET
- EXISTING MULTI-USE TRAILS
- PLANNED MULTI-USE TRAILS
- EXISTING BICYCLE LANE
- PLANNED BICYCLE LANE
- P PUBLIC PARKING LOT
- TRAIL CROSSING (UNDERPASS)

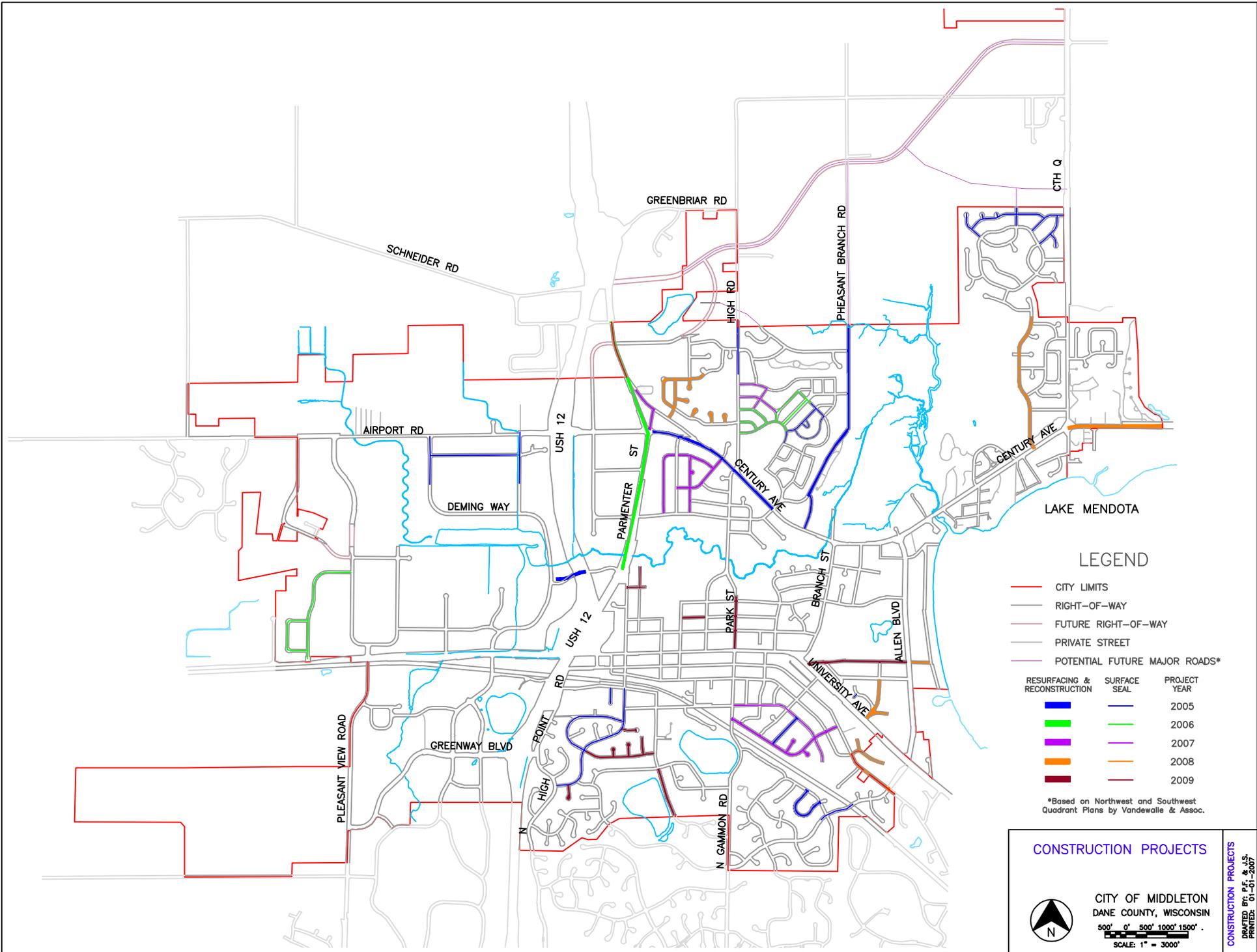
Based on a map (untitled) produced by Vandewalle & Assoc. Oct 2002, and, "Middleton Public Lands & Parks System Map," produced by SAA Jul 2005

BICYCLE ROUTES



CITY OF MIDDLETON
 DANE COUNTY, WISCONSIN
 500' 0' 500' 1000' 1500'
 SCALE: 1" = 3000'

BICYCLE ROUTES
 DRAFTED BY: P.F. & J.S.
 PRINTED: 01-01-2007



LEGEND

- CITY LIMITS
 - RIGHT-OF-WAY
 - FUTURE RIGHT-OF-WAY
 - PRIVATE STREET
 - POTENTIAL FUTURE MAJOR ROADS*
- | RESURFACING & RECONSTRUCTION | SURFACE SEAL | PROJECT YEAR |
|---------------------------------------|---------------------------------------|--------------|
| — | — | 2005 |
| — | — | 2006 |
| — | — | 2007 |
| — | — | 2008 |
| — | — | 2009 |

*Based on Northwest and Southwest Quadrant Plans by Vandewalle & Assoc.

CONSTRUCTION PROJECTS



CITY OF MIDDLETON
 DANE COUNTY, WISCONSIN
 500' 0' 500' 1000' 1500'
 SCALE: 1" = 3000'

CONSTRUCTION PROJECTS
 DRAFTED BY: P.F. & J.S.
 PRINTED: 01-01-2007

Chapter 6

Utilities and Community Facilities Element

Introduction

The Utilities and Community Facilities Element of the Comprehensive Plan is intended to address issues related to public and private utilities (such as sanitary sewer service, stormwater management, water supply, solid waste disposal, recycling, telecommunications, power-generating plants and transmission lines) and community facilities (such as parks, senior and youth facilities, schools, public health and safety facilities, and other governmental functions). Virtually all of these facilities require the City to partner and cooperate with other units of government and utilities to ensure that Middleton residents and visitors remain adequately served well into the future.

The goals, objectives and policies listed in this section recognize that the City needs to continue its relationship with these other entities so as to maintain its ability to promote community and economic development, thereby ensuring the City's long-term prosperity.

This chapter is organized as follows:

- Inventory and Analysis.....	p. 1
- Public and Private Utilities.....	p. 1
- Community Facilities (City Operated).....	p. 6
- Other Public Community Facilities.....	p. 9
- Private Community Facilities.....	p. 11
- Goals, Objectives and Policies.....	p. 13

Inventory and Analysis

Public and Private Utilities

This section includes City-operated and other public and private utilities that serve the community.

Electricity and Natural Gas

Madison Gas and Electric (MG&E) provides electricity and natural gas service throughout the City of Middleton, with the exception of a tiny area of land along the west end of Greenway Blvd. which is served by Alliant Energy. MG&E is an investor-owned public utility located in Madison. It generates and distributes electricity to about 136,000 customers in a 250 sq.mi. area

in Dane County. MG&E also transports and distributes natural gas to about 137,000 customers throughout 1,325 sq.mi. in seven counties.

The electric distribution system consists of several transmission lines owned by the American Transmission Company (ATC), which connect via substations to feeder lines and the local power grid. Although there are four substations that serve the Middleton area, the Pheasant Branch substation, located near the Century Ave./High Road intersection, serves the majority of the community. A total of 17 feeders radiate out from these substations.

Most of the older areas of Middleton are served by overhead lines, while the newer areas generally are served by underground lines. In the 1990s, as part of street reconstruction projects, the City worked with MG&E to relocate under ground the lines serving several blocks in the downtown area.

Looking toward the future, MG&E has ongoing activities to increase capacities of existing substations and add new feeders as demand warrants. In addition, ATC is in the process of identifying additional routes for transmission lines in the metropolitan area, and they may propose one or more routes in the vicinity of Middleton in the near future.

Public Water Supply

The City of Middleton operates its own Water Utility. Its personnel work to ensure the safety, maintenance, and long-term efficiency of the community's water system. As has been the case for many consecutive years, the City's 2005 Water Quality Report indicated no water quality violations, meaning that the community's drinking water meets or exceeds all Federal and State requirements.

The City's *Water Study Update* report, completed in 2001, provides a comprehensive analysis of the community's water system. It addressed the following issues:

- Determination of present water demands and adequacy of the present supply to meet those demands.
- Estimation of future changes on water system demands through the year 2020.
- Evaluation of Middleton's well supply, distribution system, and storage facilities to determine their ability to meet future demands.
- Recommendations for system improvements along with opinions of probable costs.

Middleton draws its water from five sandstone wells, which range in depth from 330 feet to 856 feet. The location and capacity of these wells is as follows:

Well #2: Hillcrest Ave.	350 gpm
Well #3: Hillcrest Ave.	1,060 gpm
Well #4: High Road near Northside School	1,200 gpm
Well #5: Elmwood Ave near Gateway St.	1,325 gpm
Well #6: Greenway Blvd.	1,550 gpm

The community's first well, which was located near Terrace Avenue and Aurora Street, was abandoned in the 1960s due to its small capacity and maintenance needs. The City's newest well—Well #7—was drilled in the late 1990s and is located near the west end of Stonefield Road. It was tested at 1,400 gallons per minute (gpm) and will be brought online when demand warrants and after a pump house is constructed. In the meantime, however, the City has decided to pursue the development of Well #8 in order to improve water quality, provide redundancy, and accommodate new development on the City's northeast side. Water Utility staff have begun to investigate potential locations for a suitable well site. New subdivisions in this area will not be possible until Well #8 is brought online.

The City's water storage facilities consist of two elevated tanks (water towers) and two ground-level reservoirs. A 750,000 gallon tank is located between Highland Way and Orchid Heights Park, a 500,000 gallon tank is located just north of Northside Elementary School, a 1,000,000 gallon reservoir is located in the former quarry just south of Terrace Ave. in downtown Middleton, and a 100,000 gallon reservoir is located adjacent to Well #6. The overflow elevation for the two tanks is 1,080 MSL (mean sea level). The combined storage of the City is 2.35 million gallons.



Middleton's water distribution system consists of water mains which are typically sized from 6" to 8" in residential areas and from 10" to 12" (with some mains up to 16") in commercial areas. In addition to the two elevated tanks, the City relies on two booster stations to provide adequate pressure.

As a general rule, storage in a water system should be sufficient to supply the average day demand for a four-hour peak demand with one half of the storage being depleted. The current average day demand (usage) is currently around 2.2 million gallons per day (MGD). The historical maximum day, which occurred in both 1999 and 2005, was 4.56 MGD. By 2020, the maximum daily usage is projected to be 7.34 MGD.

The 2001 report concluded that, by 2008, one well with a total capacity of 1,400 gpm needs to be added to the service area. The addition of another well (either Well #7 or Well #8) will provide sufficient capacity to meet existing and near-term demand.

If the Water Utility's service area were to expand to include lands that exceed an elevation above 980 ft., an additional elevated tank or booster station would be necessary to maintain adequate pressure.

Sanitary Sewer Service

The City of Middleton is part of the Central Urban Service Area (CUSA), which is served by the Madison Metropolitan Sewerage District (MMSD) wastewater collection and treatment system. The treatment plant, known as Nine Springs, is located south of the Beltline along South Towne Drive in Madison.

The City's four main interceptor sewers are known as the Valley, Pheasant Branch, Airport Road, and Esser Pond interceptors. The first three interceptors flow into MMSD's West Interceptor at a pump station located on the east side of Allen Blvd. at Marshall Park. The City's Esser Pond interceptor connects to MMSD's Nine Springs Valley Interceptor/Esser Pond Extension, which flows to Pump Station 16 near Tiedeman's Pond, from which it flows south along Gammon to the wastewater treatment facility. During high run-off events, some of the Esser Pond effluent can be diverted via MMSD's Gammon Road Extension to the West Interceptor.

In the mid 1990s, the City prepared plans for a fifth interceptor—the Orchid Heights interceptor—in order to serve the Northlake neighborhood and other areas, but following public input the City instead decided to upgrade a lift station to avoid constructing a gravity interceptor along the eastern edge of the Pheasant Branch Conservancy.

Due to topography and historical growth patterns of the community, a small section of northeast Middleton is served by the Town of Westport Sanitary Sewer District, which is also part of the CUSA. This area includes the parcels located generally east of Waconia Lane and south of South Ridge Way and Shorecrest Drive. This includes the Sunrise Heights and Arbor Lake apartment communities as well as the Villages of Bishop's Bay neighborhood.

The City's interceptors are adequately sized to accommodate growth to the west and north (west of the Pheasant Branch Conservancy). In these areas, the only new lift stations contemplated are those that may be necessary to provide service to new growth areas. It is the City's policy for developers to fund those. However, sewer capacity is an issue that the City needs to address as it contemplates growth to the northeast (east of the Conservancy).

MMSD is in the process of updating its Collection System Facilities Plan, which addresses issues related to the sewer interceptor maintenance and lifespans. The City of Middleton has its own Comprehensive Sanitary Sewer Plan as well as plans for each of the interceptors that have been constructed or proposed.

Stormwater Management

The City meets State (WPDES), County, and Local requirements for properly handling stormwater quantity and quality. When the City recently updated its stormwater ordinance to incorporate water quality and infiltration standards, the regulations were some of the most stringent in the State. The City's Water Resources Management Commission reviews development proposals and environmental conditions throughout the community.

The vast majority of streets in the City have curb, gutter and storm sewers, and numerous developments rely on detention and retention pond systems. A few older portions of the City have swales on private property and street flow to convey stormwater runoff. Based on trends throughout the metro area, there is an increasing interest among both residents and businesses to develop rain gardens and utilize other “green” measures during construction to reduce stormwater runoff.



The City of Middleton does not operate a stormwater utility, and public works officials do not anticipate that the City will do so in the future.

Telecommunication Facilities

Middleton's landline telecommunication (telephone) services are provided by TDS Telecom, TDS Metrocom or Charter Communications. Cable television service is available through Charter Communications while satellite video services are provided by Dish Network and Direct TV. High-speed internet service has been available throughout Middleton for some time via the traditional cable television and telecommunications network. However, TDS Telecom has developed a fiber-rich network throughout Middleton's business parks, making it possible for businesses to avail themselves to higher bandwidth by utilizing an Ethernet type service that is currently available in the metropolitan area. By the end of 2006, all residential and commercial locations in the City will have access to up to 4 MB bandwidth of internet access because they are located within 15,000 ft of a telecommunications serving remote on the fiber-connected DSL network. DSL technology, which enters a building through traditional copper phone lines, does not rely on a shared network, thereby making it more secure and a more consistent high-speed internet connection.

According to TDS Telecom, Middleton's telecommunications infrastructure is keeping pace with industry trends. The fiber network that is being deployed will be able to take advantage of the latest advances in technology, such as Internet Protocol TV and any other new services that have increased bandwidth requirements. As new areas develop, TDS Telecom is installing copper / fiber infrastructure and working with property owners and developers to identify sites for the telecommunication remotes that are the hubs for this high-speed network.

There are several cellular phone towers located in Middleton, and providers continue to seek new locations in the area to enhance reception. Through lease agreements, several antennas are located on the City's two water towers. The cell phone companies serving the Middleton area are capable of providing wireless internet service, although not all do. Middleton will probably not have WI MAX (voice and wireless internet access) service in the immediate future.

As older areas of the community are redeveloped, the City and various utilities will need to continue working with land owners and developers to ensure that the latest technology infrastructure is in place so as to promote continued economic development.

Solid Waste Disposal and Recycling

Garbage and recycling services are provided to the City by contract with a private sector company. Currently, the City contracts with Green Valley to provide weekly pick-up as well as monthly appliance pick-up. Green Valley disposes of solid waste at a privately operated landfill. City street crews provide brush and leaf collection services.

The City's policies and programs with respect to solid waste and recycling are delineated in the Public Health chapter of City ordinances (Section 6.04).

Community Facilities (City operated)

This section includes public facilities, other than utilities, provided by City government.

General City Government

Most general government services—including the City Administrator, Clerk, Finance Director, Assessor, Municipal Court, and the Engineering, Planning, Police, Public Lands, and Recreation Departments—currently occupy Middleton City Hall, which is located at 7426 Hubbard Avenue. City functions located outside of this building include the City's street and water crews, which are based at the Public Works Garage located at 3100 Laura Lane; the nationally acclaimed Middleton Public Library, which is located at 7425 Hubbard Avenue; the Middleton Senior Center, which is located in a refurbished bank building at 7448 Hubbard Avenue; and the City's Tourism Office, which is located in the former rail depot at 1811 Parmenter Street. The Common Council and nearly all of the City's boards, committees, and commissions conduct their meetings at City Hall.



To address space needs, the City plans to relocate the Police Department, and potentially Municipal Court functions, to a new building that is slated for construction in 2009 or 2010 just east of the Parmenter Street/Donna Drive intersection. This will provide much-needed room for the remaining City Hall functions. The City decided to pursue this course of action following a study of the needs of the Police Department.

The Public Works Garage is situated in the southeast quadrant of the USH 12/Century Avenue interchange, which was completed in 2005. Although the facility meets current needs, its prime location makes the site a strong candidate for commercial redevelopment, meaning the City should at some point consider pursuing an alternate location to house its public works crews and streets and water utility equipment. As the City grows, additional equipment and crew members will become necessary.

A major expansion of the Middleton Public Library was completed for \$1.1 million in 2004, bringing the facility's size to a total of 42,000 sq.ft. on two levels. The library features a computer lab and three meetings rooms that are available for use by community and other not-for-profit groups for programs of an informational, educational, cultural, or civic nature. The facility has received national recognition for its breadth of service and commitment to quality, and it attracts county residents from well beyond the City's borders. The library is adequately sized to serve the needs of the community in the foreseeable future.

The Middleton Senior Center has also undergone significant enhancements in the past decade to address growing community demand and interest in its services. Accredited both nationally and by the Wisconsin Association of Senior Centers, the center provides Middleton's seniors with programs, services and activities in accordance with their motto, "Looking to the Future."

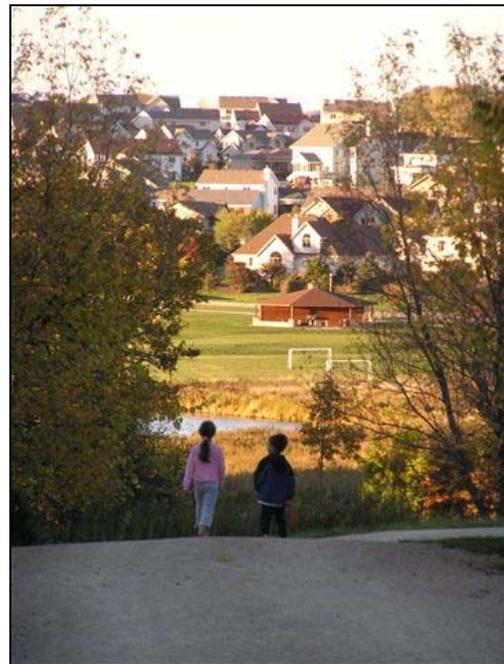
Additional information about City of Middleton government is available on the Internet at www.ci.middleton.wi.us.

Parks, Recreation Facilities, Trails and Conservancy Lands

The City of Middleton has a highly developed system of parks, outdoor recreation facilities, trails, and conservancy lands that can be enjoyed year-round. Amenities range from small neighborhood parks and interpretive boardwalks to the City-owned Pleasant View Golf Course, outdoor aquatic center, and boat landing. The City has adopted the following mission statement for its parks system:

The City of Middleton seeks to provide a park and recreation system that will: meet the need of our current residents and future generations; preserve and protect the City's open space, water, historical and natural resources; and provide a park and recreation program that is designed to enhance the City's quality of life.

In order to enable the City to be eligible to pursue funding from a variety of State grant programs,



Middleton inventories and analyzes its parks system every five years. The City's 2002-2006 *Parks and Open Space Plan* identifies nine goals and related objectives which in turn led to the identification of several high, medium and low priority projects. If implemented, these projects will help the community keep pace with growth rates and respond to the needs and desires of its increasingly active population. The Parks Department has already implemented a variety of innovative, state-of-the-art amenities, including the region's first Life Trail equipment at Lakeview Park and a "Space Net" climbing structure at Middleton Hills North Park.



As new development occurs, the City requires developers to dedicate new parkland and/or pay park development fees according to a formula that is adjusted on an annual basis. The City will likely update its Parks and Open Space Plan in 2007.

Over the past decade, the City has actively planned and developed a network of trails throughout the community. While some of the trails are limited to pedestrians (such as the footpath around Tiedeman's Pond), most are designated for multi-purpose use and are built

with either a paved or crushed limestone surface. The backbone of the trail system is the Pheasant Branch Trail, which follows Pheasant Branch Creek and connects northeastern neighborhoods with the western edge of the City. This regionally-significant trail is envisioned to eventually connect the Black Earth Creek Watershed with Governor Nelson State Park and points to the east and north. More than a recreational trail, this route provides a way for bicyclists and walkers to take advantage of grade-separated street crossings in all but two locations (Park Street and Century Avenue). Additional trail linkages are planned as the City grows northward.

In 2005, the City adopted its *Conservancy Lands Plan*. This comprehensive document inventoried existing conservancy lands and operations, defined goals and objectives, and identified key policy issues and priorities for future acquisitions. The City has been extremely successful at pursuing and acquiring grant funding for a variety of projects ranging from habitat restoration to trail and bridge design and construction. Between 2002 and 2005 alone, the City secured more than \$1.7 million in grant funds. The majority of the funds were WisDNR grants, but significant assistance also came from Federal, County and private sources. Several environmental groups have formed in recent years to help the City maintain and enhance its conservancy lands.



Other Public Community Facilities

This section includes public facilities provided in the Middleton area, but not by City government. Examples include fire service, emergency medical service, and educational facilities.

Fire Protection

The City of Middleton is served by the Middleton Fire District, which also serves the Town of Middleton and portions of the Towns of Springfield and Westport. These four communities have entered into a contract under Wis. Stats. 66.0301 for the operation of the fire district. Services provided by the fire department include fire suppression, emergency aid, fire inspections, fire code plan review and enforcement, fire pre-plans, and public education. The department consists of five full-time employees and 75 paid-on-call members.

The main fire station, which is located at 7600 University Avenue in Middleton, is barely adequate to meet the demands of the growing service area. A satellite fire station, located near the junction of Old Sauk and Pioneer Roads in the Town of Middleton, responds to calls within the City of Middleton fairly infrequently due to its distance from the community. The district's service area is approximately 80 square miles and includes about 25,000 residents. The geographic boundaries include CTH K and Meffert Road to the north, Timber Lane and Enchanted Valley Road to the west, Midtown Road to the south, and the City of Madison to the south and east.



The Middleton Fire District responded to approximately 400 calls each in 2004 and 2005. It typically takes about 6 to 8 minutes to respond to an incident within the City of Middleton. The Fire District participates in a mutual aid agreement with all municipalities in Dane County. This agreement allows fire departments to assist each other with equipment and personnel as necessary.

To address future needs of the Fire District, in 2006 the District entered into a contract with an architectural firm for design of a new facility at the site of the existing building. This work has also incorporated the design of a new, separate EMS facility at the same site. Construction on both is expected to begin in 2007. The new fire station and EMS buildings will be designed and built to serve the needs of the respective districts in the foreseeable future.

Rescue and Emergency Medical Service

The Middleton Emergency Medical Service serves the City of Middleton as well as the Town of Middleton and a portion of the Town of Springfield. These three communities have entered into a contract under Wis. Stats. 66.0301 for the creation and operation of this EMS district. The purpose of the EMS district is to provide for the administration of emergency care procedures and to provide transportation for sick, disabled, and injured persons to institutions providing health services. Middleton EMS provides a wide-range of pre-hospital services including advanced life support, basic life support, and community education.

Service area boundaries are shown on a map in the appendix. The resident population of this area is approximately 22,500, with a significantly larger weekday commuter population.

Historically, Middleton EMS was an organization that was staffed totally by volunteers. In response to continually growing demands for EMS services and an ever decreasing number of available volunteers, the City of Middleton elected to hire full-time professional employees in order to adequately staff its daily EMS operations and meet the future emergency medical needs of the community. Since July 17, 2001, Middleton EMS operates with 6 full-time paramedics and approximately 20 paid-on-call emergency medical technicians. A full-time EMS Director is responsible for the overall administrative duties and management of day-to-day operations.

Middleton EMS operates two identically equipped 1998 Braun Type III ambulances and responds from a single station located at 7612 University Avenue in the City of Middleton.

With construction of the new EMS facility (described above) in 2007, this should serve the needs of the district in the foreseeable future.

Educational facilities

The entire City of Middleton is served by the Middleton-Cross Plains Area School District. The District encompasses 68 square miles, ranging from urban to rural areas, and has an estimated 28,300 residents in eight municipalities. Enrollment for the 2005-2006 school year was 5,612 students in grades K-12. The District employs approximately 485 teaching staff (full and part-time) and 275 support staff. The annual budget is about \$41 million.

Three of the District's six elementary schools are located in the community: Elm Lawn (at 6701 Woodgate Road), Northside (at 3620 High Road), and Sauk Trail (at 2205 Branch St.). For middle school, all of Middleton is served by Kromrey Middle School (at 7009 Donna Drive), whereas most other students in the district attend Glacier Creek. Finally, all of the District's students are served by Middleton High School (at 2100 Bristol St.) and the adjacent Middleton Alternative Senior High School (at 2429 Clark St.). The high school houses several amenities—including the Performing Arts Center and an indoor swimming pool—that serve residents of all ages throughout the district. In 2005, the District decided to sell the 19-acre Highland Way parcel upon which it had at one time planned to locate a new school.

The School District's administrative offices are also located in the City of Middleton, at 7106 South Avenue. This facility, which formerly served as Elm Lawn Elementary School, includes conference rooms, a library, the print shop, a gymnasium and a stage. The district's Transportation Center is currently located at 7613 Century Avenue near the City's Public Works Garage, but there are plans to relocate this function to a larger and "less visible" lot on Deming Way. Other than the relocation of this facility as well as minor additions that are currently under way at the three elementary schools, there are currently no approved plans to expand any of the District's facilities within the City of Middleton.

It should be noted that a portion of the City's near-term growth area is currently served by the Waunakee Community School District. Unless other agreements are made between Middleton and the Waunakee school districts, residents of any new development on the northeast side of the community (north and northeast of the Northlake subdivision) will attend schools in the Village of Waunakee. Additional information about the Middleton-Cross Plains Area School District can be found on the Internet at: <http://www.mcpsd.k12.wi.us/>.

There are no institutions of higher learning within Middleton. However, the University of Wisconsin, Edgewood College, and Madison Area Technical College are located 5-10 miles east and southeast of the community. In addition, various adult-oriented community education courses are offered during the evenings and summers at Middleton High School.

Private Community Facilities

Private community facilities include those categories of community facilities that are owned by private entities, such as health care facilities and child care centers.

Cemeteries

There are two privately-owned cemeteries in the City of Middleton. St. Bernard's Catholic Church maintains a cemetery along Branch Street, and St. Luke's Lutheran Church maintains a small cemetery along Century Place. No new cemeteries are planned in the community at this time.

Health Care Facilities

Various health care facilities are located in and close to the City of Middleton. Although there are no hospitals or full-service clinics currently operating in the community, Middleton is well served by several regional medical facilities located within a 20 minute drive in Madison. Some of the specialized medical offices that are located in Middleton include:

- Meriter Medical Clinic, 7780 Elmwood Ave., Suite 20
- Meriter Hospital Physical Therapy, 2521 Allen Blvd.
- UW Health Care, 2349 Deming Way
- Health Professionals of WI, 6630 University Ave.
- Madison Birth Center, 6720 Frank Lloyd Wright Ave.
- Numerous Chiropractic, Dental and other specialized care facilities

A number of businesses specializing in medical and personal / cosmetic care services and treatments have located or are in the process of building in the Discovery Springs Business Park, making Middleton a leading center for these types of services in south central Wisconsin.

As Middleton and its neighboring communities continue to grow, the construction of new or expanded health care facilities is anticipated.

Senior Housing and/or Assisted Living Facilities

People seeking retirement communities or needing assisted living facilities can find a variety of residential options in the City of Middleton. Some examples of these amenities include The Elmwood (6604 Elmwood Ave.), Harbor House (5330 & 5340 Century Ave.), Alterra Sterling House (6916 Century Ave.), Alterra Clare Bridge (6701 Stonefield Rd.), Middleton Village (6201 Elmwood Ave.), and Middleton Glen (6720 Century Ave.). It is important for a community to provide a range of housing options for its citizens, and as the population gets older, additional senior-oriented and assisted living communities will likely develop in the community.



Child and Youth-oriented Facilities

The following privately-owned and operated preschool/child care facilities are currently located in Middleton:

- Clubhouse for Kids, 3150 Deming Way
- Cullen Nursery & Daycare Center, 6804 University Ave.
- The Learning Tree Child Care & Prep School, 3401 Valley Ridge Rd.
- The Little Cottage, 2645 Branch St.
- The Little Cottage, 6824 University Ave.
- Little Red Pre-School, 7739 Terrace Ave.
- Pooh Bear Childcare, 1340 Deming Way
- West YMCA School Age Child Care, Sauk Trail School, 2205 Branch St.
- West YMCA School Age Child Care, Northside School, 3620 High Rd.

As the region grows, increased demand will likely result in additional facilities being located in the Middleton area.

A teenage-oriented Youth Center is located in the Middleton-Cross Plains Area School District's Administration building at 7106 South Avenue.

Goals, Objectives & Policies

The following goals, objectives and policies are based in part on language included in previous city plans. In addition, these statements reflect language that was included in the North Mendota Combined Communities Comprehensive Plan (see Chapter 3) and which has been refined to address Middleton-specific issues and opportunities.

Goals:

1. Coordinate efficient and cost-effective delivery and access of high quality and safe public services with orderly development options, to ensure a compact, well designed community.
2. Promote orderly extension of public service areas, while seeking to preserve the existing community character and maintaining the ability to expand residential housing.
3. Strive to provide Middleton's residents with access to education, health and recreation services and opportunities to help promote active lifestyles, and physical and mental health.
4. Maintain and develop community utilities and facilities that ensure the protection and conservation of the natural environment.

Objectives and Policies:

1. Require all development within the Urban Service Area (USA) to meet urban service standards and to be served by public sewer and water.
2. Encourage the staged expansion and extension of services within the Urban Service Area. Prohibit new development in areas that are premature in terms of planning and timing for the provision of adequate municipal services. Extend water and sewer service concurrently.
3. Prohibit urban services in floodplain areas and other environmentally sensitive areas. Design and locate urban service facilities that respect natural features and physical conditions, and take all practical steps to minimize disturbances of natural resources caused by construction of such facilities.
4. Examine the potential to relocate the Public Works Garage to a site that is less valuable from a commercial development standpoint. The revenue from the proceeds of a land sale would help the City develop more modernized garage and storage buildings.

Utilities

- Work with the City's electricity and natural gas providers to ensure that high quality and safe services continue.

- Work with all utility providers to ensure that the placement and construction of new utility lines in Middleton has the least physical and aesthetic impact possible.
 - Require all new development to bury electrical distribution lines underground. Encourage the burial of electrical distribution lines in redevelopment areas.
 - Continue to provide City residents with safe, high quality drinking water.
 - Complete construction of Well #8 to ensure water supply needs are met now and in the future.
 - Develop a Wellhead Protection Plan to address any possible contamination of Middleton’s drinking water.
 - Work with Wisconsin Department of Natural Resources to complete a Water Source Assessment Plan.
 - Monitor and update when necessary a Storm Water Management Plan that seeks to limit the quantity of run-off from new and existing developments, limit local flooding, mitigate the potential for damage done by local and regional flooding, reduce the amount of sediments and pollutants carried by storm water, limit the erosion from storm water runoff and increase groundwater recharge through infiltration in appropriate areas.
- 
- Update the City’s Stormwater Runoff Control and Erosion Control ordinances to maintain the highest standards feasible consistent with best available technology and practices.
 - Maintain a good relationship with solid waste and recycling contractors to ensure that high quality services continue.
 - Work with private telecommunications providers to ensure that City residents and businesses continue to have access to state-of-the-art telecommunications services while preserving and protecting the City’s franchising rights.

Parks, Recreation and Conservancy Lands

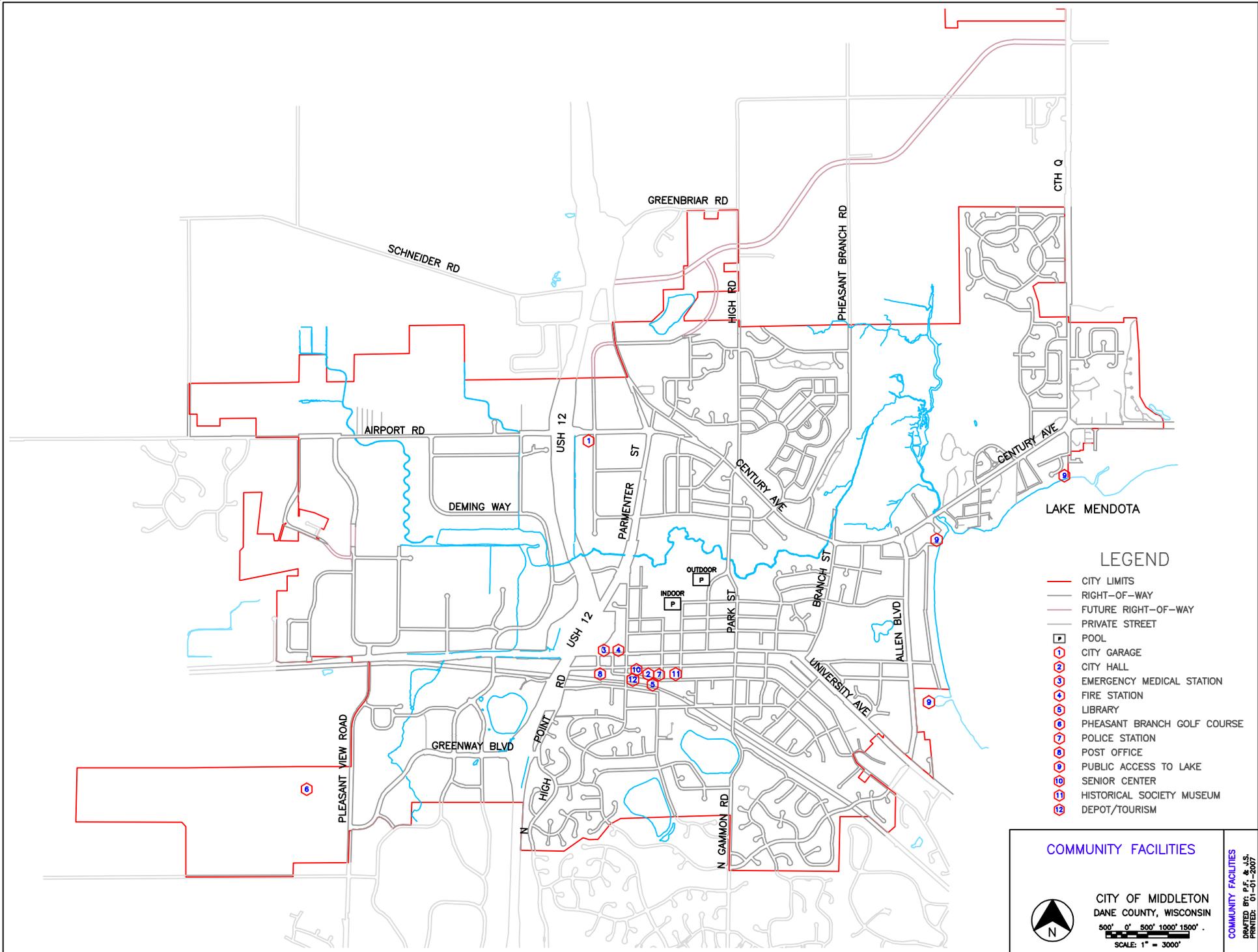
- Maintain an adequate amount of active and passive recreational lands to meet current and future recreational needs, focusing on the special needs of all residents, especially the elderly and disabled.
- Plan and implement programs designed to restore and manage Middleton’s conservancy lands so as to provide aesthetic landscapes as well as opportunities for education and passive recreation for the residents of the City
- Ensure that the Parks & Open Space Plan and Conservancy Lands Plan are kept up to date—not only so that development of parks, recreation and open space facilities and resources is orderly and meets community needs – but so as to maintain grant eligibility.
- Work with similar bodies from neighboring cities, towns and the county to ensure that the goals and objectives of the Parks and Open Space and Conservancy Lands plans are achieved.
- Continue the City policy that requires developers to dedicate new parkland and/or pay park development fees according to a formula that is adjusted on an annual basis

Education and Health Care

- Monitor community needs with regards to child care and health care facilities and encourage the construction of new or expanded health care and child care facilities in the City as need increases and in locations that are accessible by multiple transportation modes.
- Work with the local school districts to strive so that Middleton children have access to high quality schooling in or in close proximity to their neighborhood.
- Cooperate with local school districts to ensure that school expansions are planned to serve new growth areas in a timely fashion and scaled appropriately to help achieve more compact, pedestrian-orientated development patterns in new neighborhoods.

Police, Fire and Emergency Services

- Relocate Police, Fire and Emergency Services to new and expanded facilities over the next few years.
- Ensure that the Police, Fire and Emergency Services personnel have access to adequate equipment and training to ensure the health and safety of City residents.



LEGEND

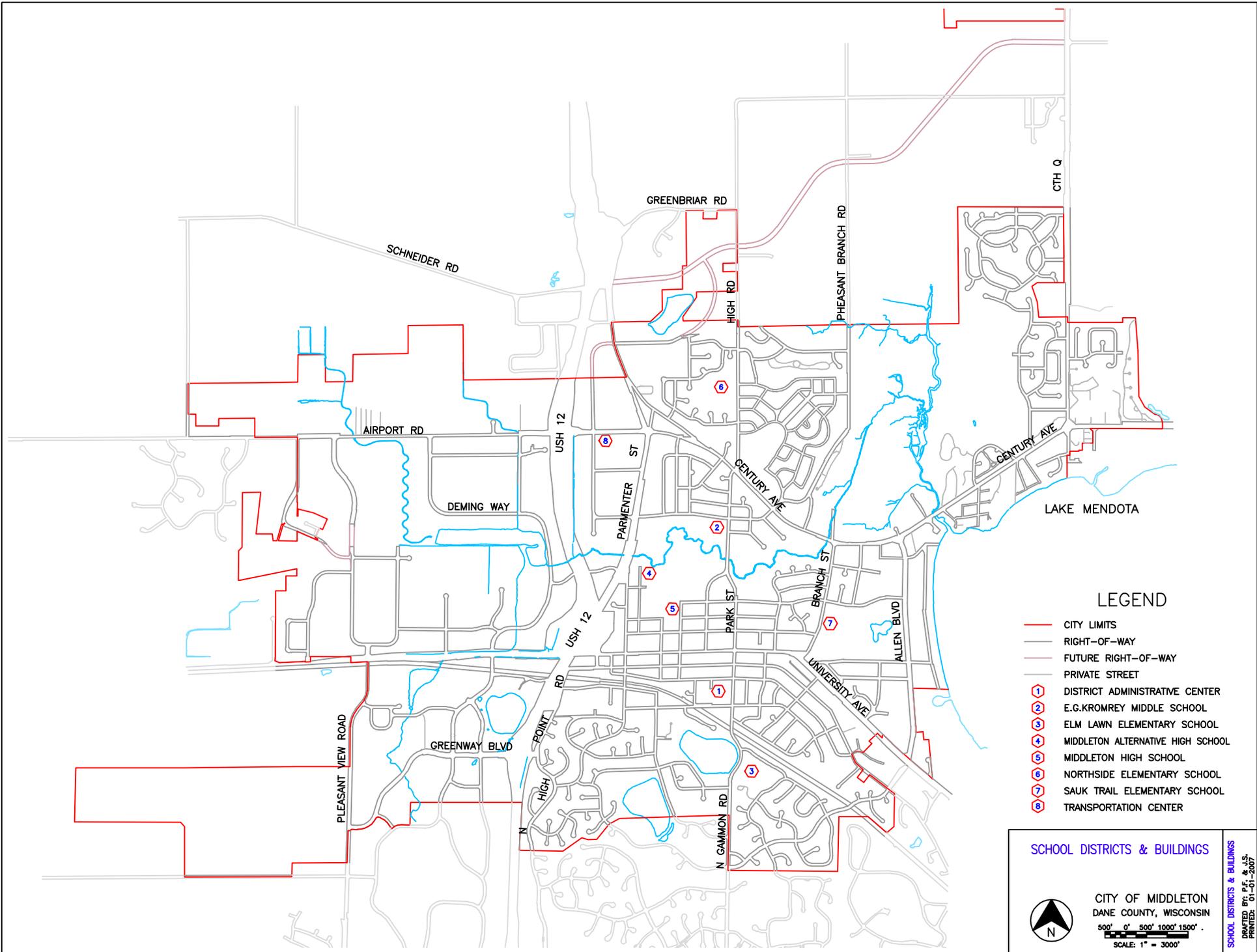
- CITY LIMITS
- RIGHT-OF-WAY
- FUTURE RIGHT-OF-WAY
- PRIVATE STREET
- POOL
- CITY GARAGE
- CITY HALL
- EMERGENCY MEDICAL STATION
- FIRE STATION
- LIBRARY
- PHEASANT BRANCH GOLF COURSE
- POLICE STATION
- POST OFFICE
- PUBLIC ACCESS TO LAKE
- SENIOR CENTER
- HISTORICAL SOCIETY MUSEUM
- DEPOT/TOURISM

COMMUNITY FACILITIES



CITY OF MIDDLETON
 DANE COUNTY, WISCONSIN
 500' 0' 500' 1000' 1500'
 SCALE: 1" = 3000'

COMMUNITY FACILITIES
 DRAFTED BY: P.F. & J.S.
 PRINTED: 01-01-2007



LEGEND

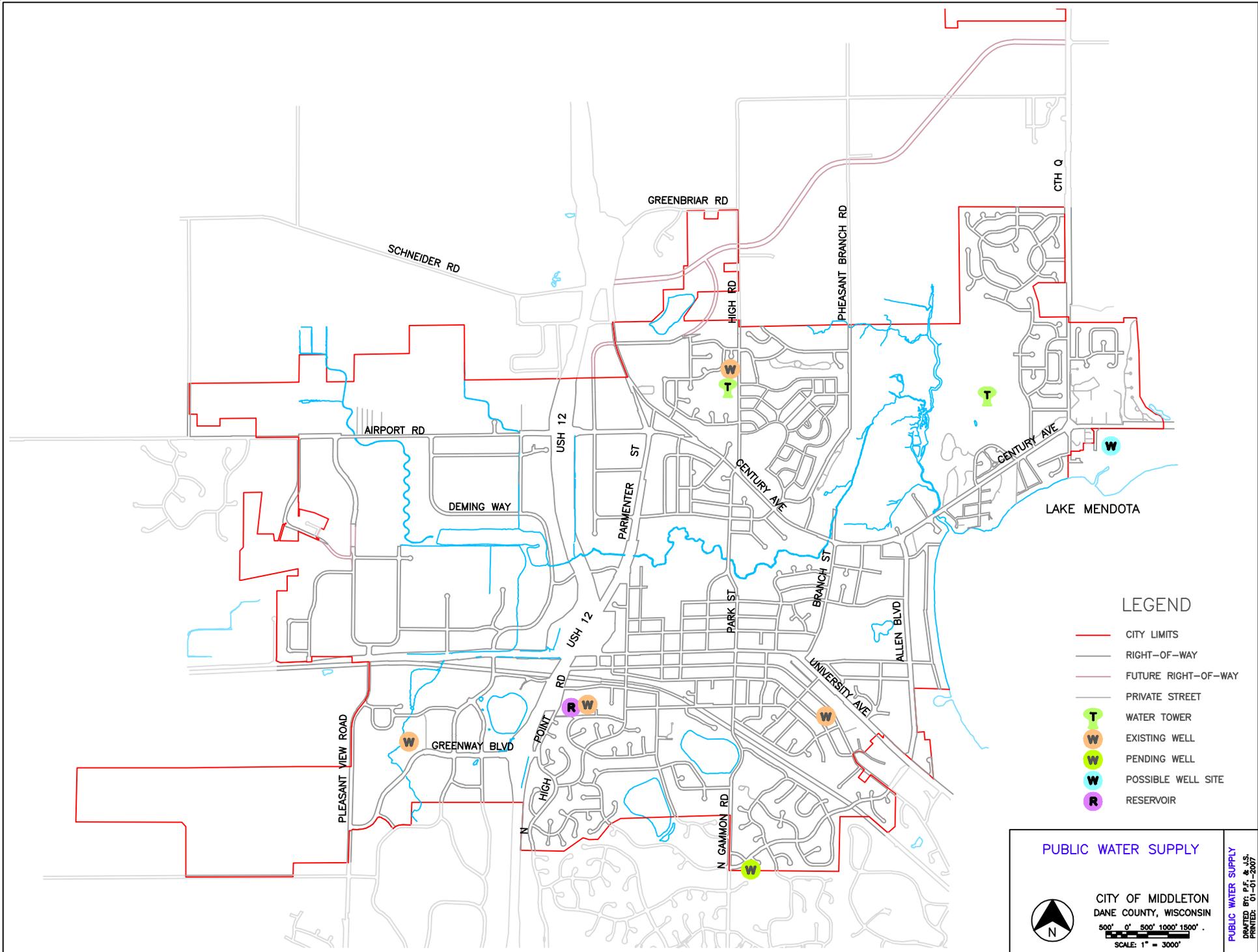
- CITY LIMITS
- RIGHT-OF-WAY
- FUTURE RIGHT-OF-WAY
- PRIVATE STREET
- 1 DISTRICT ADMINISTRATIVE CENTER
- 2 E.G.KROMREY MIDDLE SCHOOL
- 3 ELM LAWN ELEMENTARY SCHOOL
- 4 MIDDLETON ALTERNATIVE HIGH SCHOOL
- 5 MIDDLETON HIGH SCHOOL
- 6 NORTHSIDE ELEMENTARY SCHOOL
- 7 SAUK TRAIL ELEMENTARY SCHOOL
- 8 TRANSPORTATION CENTER

SCHOOL DISTRICTS & BUILDINGS



 CITY OF MIDDLETON
 DANE COUNTY, WISCONSIN
 500' 0" 500' 1000' 1500'
 SCALE: 1" = 3000'

SCHOOL DISTRICTS & BUILDINGS
 DRAFTED BY: P.F. & J.S.
 PRINTED: 01-01-2007



LEGEND

- CITY LIMITS
- RIGHT-OF-WAY
- FUTURE RIGHT-OF-WAY
- PRIVATE STREET
- T WATER TOWER
- W EXISTING WELL
- W PENDING WELL
- W POSSIBLE WELL SITE
- R RESERVOIR

PUBLIC WATER SUPPLY

CITY OF MIDDLETON
DANE COUNTY, WISCONSIN

500' 0' 500' 1000' 1500'

SCALE: 1" = 3000'

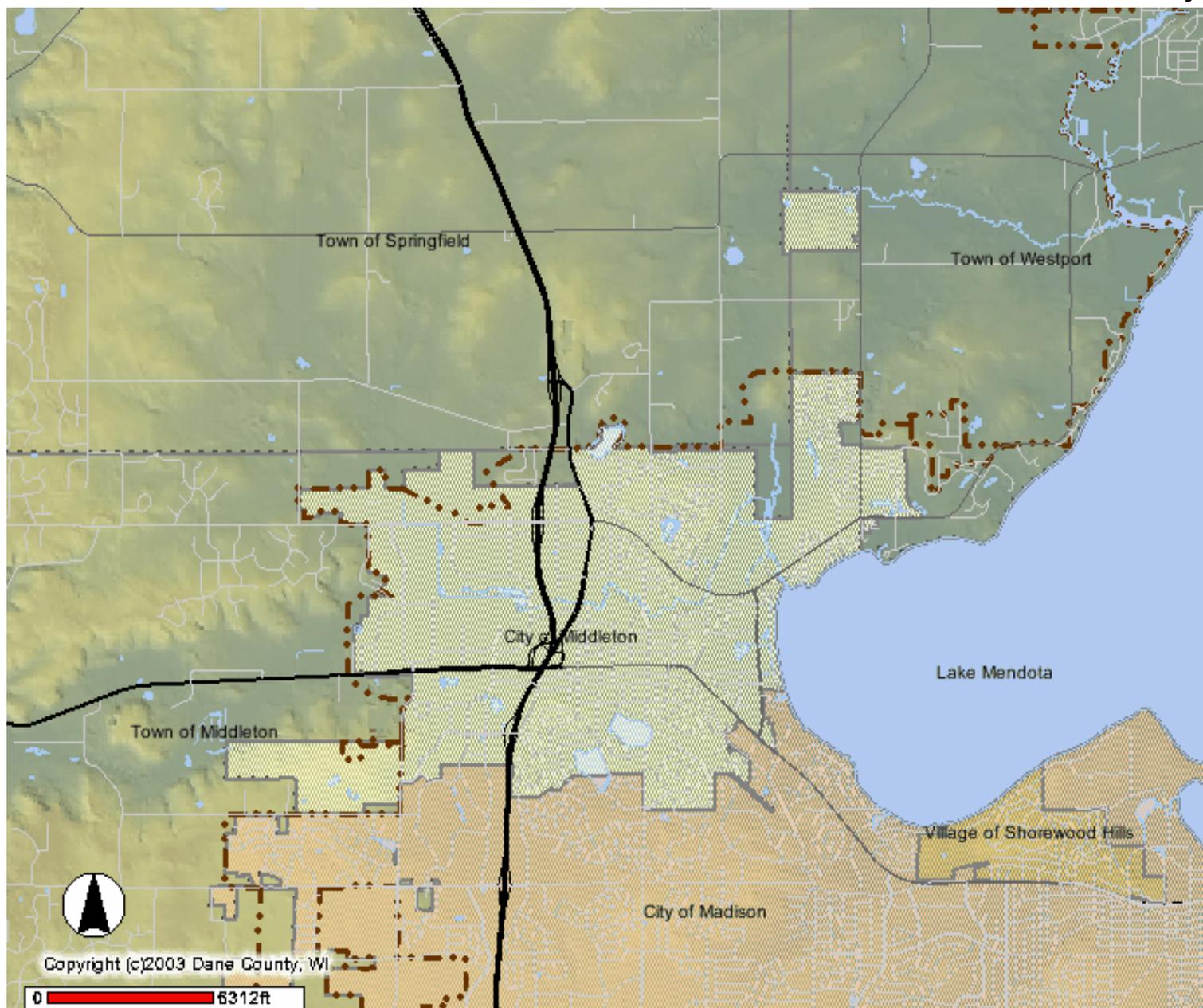


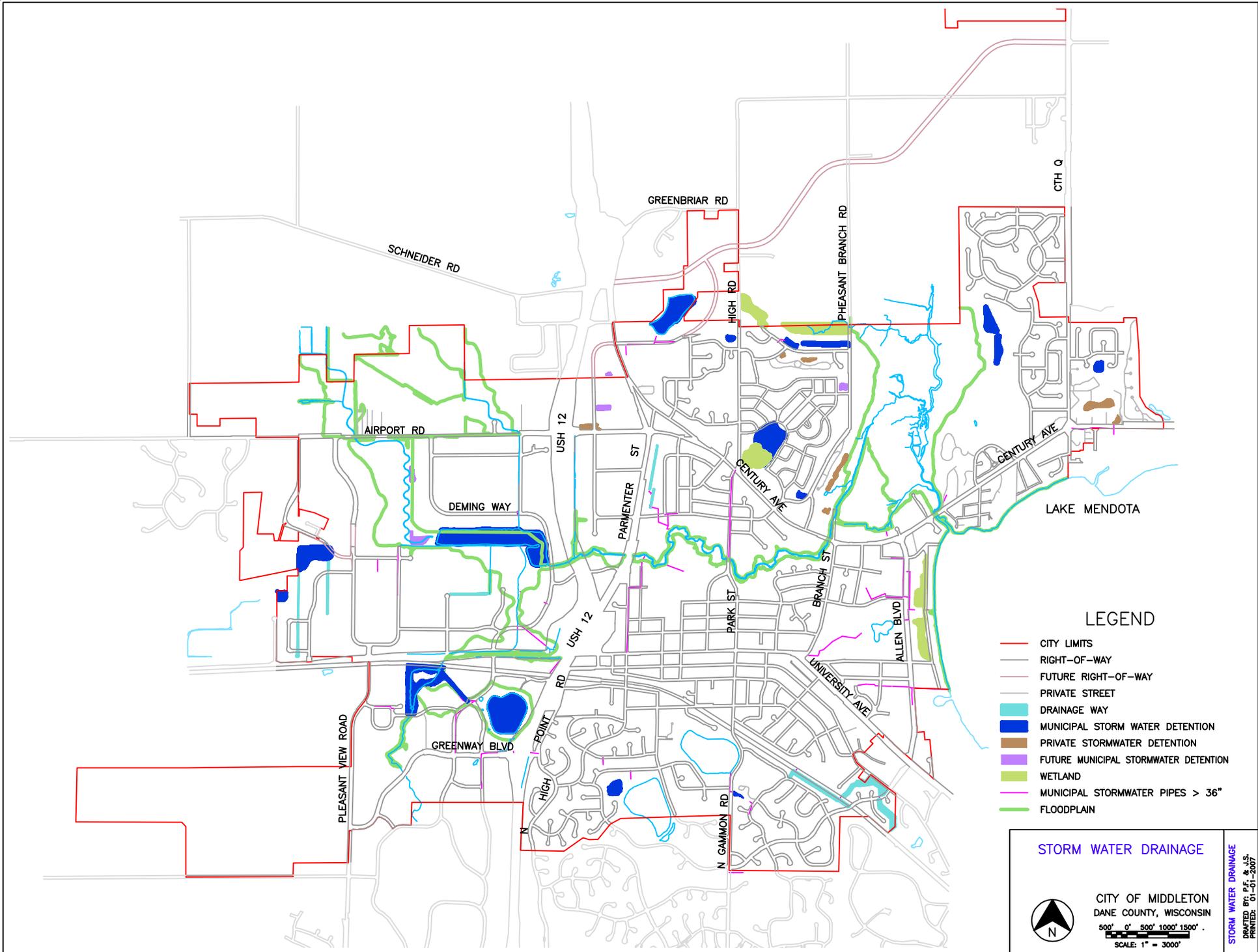
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PUBLIC WATER SUPPLY
DRAFTED BY: P.F. & J.S.
PRINTED: 01-01-2007

Central Urban Service Area

In the Middleton Vicinity





LEGEND

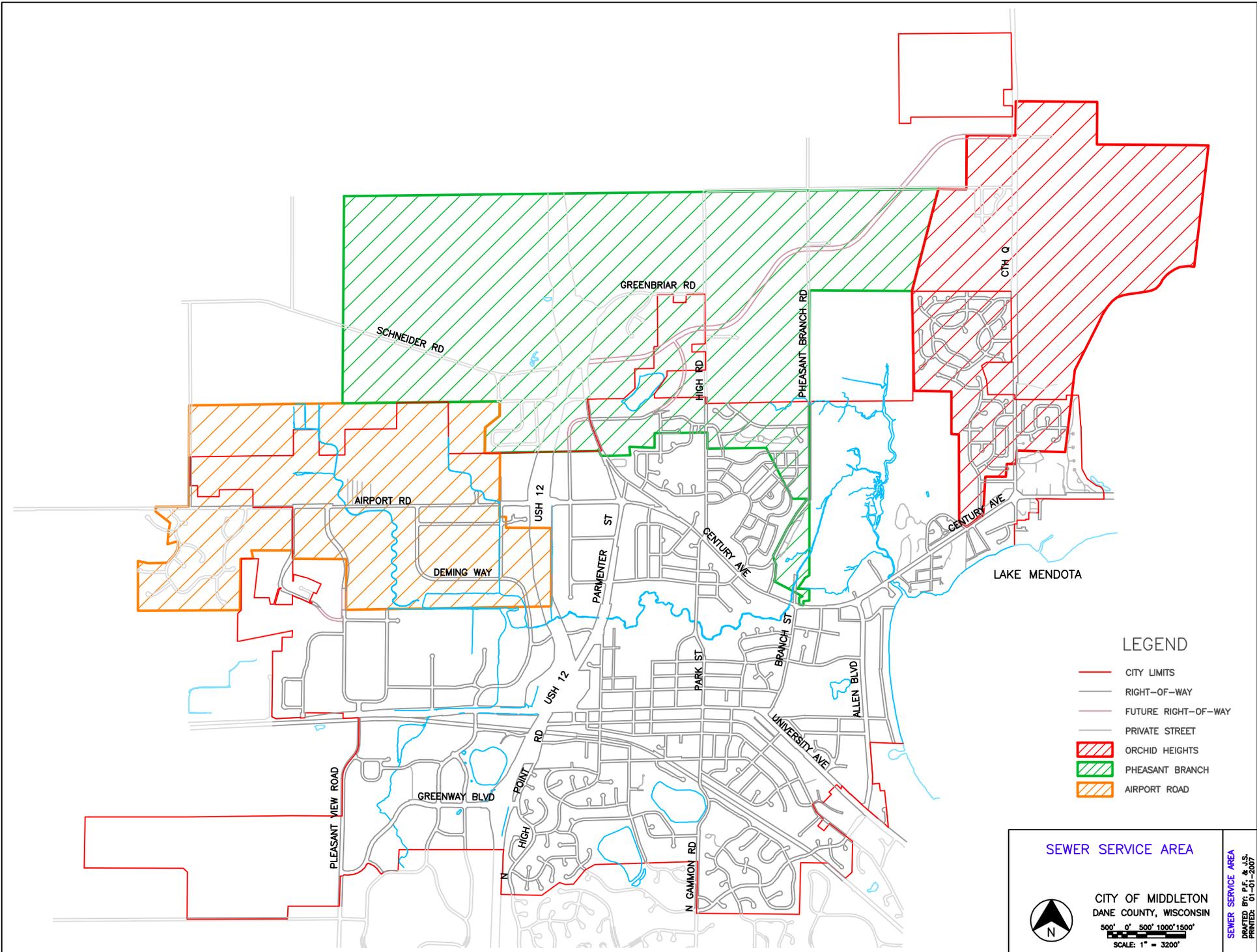
- CITY LIMITS
- RIGHT-OF-WAY
- FUTURE RIGHT-OF-WAY
- PRIVATE STREET
- DRAINAGE WAY
- MUNICIPAL STORM WATER DETENTION
- PRIVATE STORM WATER DETENTION
- FUTURE MUNICIPAL STORM WATER DETENTION
- WETLAND
- MUNICIPAL STORM WATER PIPES > 36"
- FLOODPLAIN

STORM WATER DRAINAGE



CITY OF MIDDLETON
 DANE COUNTY, WISCONSIN
 500' 0' 500' 1000' 1500'
 SCALE: 1" = 3000'

STORM WATER DRAINAGE
 DRAFTED BY: P.F.F. & J.S.
 PRINTED: 01-01-2007



LEGEND

-  CITY LIMITS
-  RIGHT-OF-WAY
-  FUTURE RIGHT-OF-WAY
-  PRIVATE STREET
-  ORCHID HEIGHTS
-  PHEASANT BRANCH
-  AIRPORT ROAD

SEWER SERVICE AREA

CITY OF MIDDLETON
DANE COUNTY, WISCONSIN

500' 0' 500' 1000' 1500'

SCALE: 1" = 3200'



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SEWER SERVICE AREA
DRAFTED BY: P.F. & J.S.
PRINTED: 01-01-2007

Chapter 7

Agricultural, Natural & Cultural Resources Element

Introduction

This chapter of the Comprehensive Plan contains information about the agricultural, natural, and cultural resources of the community. It is intended to guide City decisions regarding the preservation or conservation of these resources. Information regarding the recreational uses of the City’s natural areas can be found in Chapter 6.

The goals, objectives and policies listed in this section recognize that preserving and enhancing these resources is crucial for preserving the area’s high quality of life, reducing undesirable effects of development, and promoting tourism.

This chapter is organized as follows:

- Inventory and Analysis.....	p. 1
- Agricultural Resources.....	p. 1
- Natural Resources.....	p. 2
- Cultural Resources.....	p. 3
- Goals, Objectives and Policies.....	p. 8

Inventory and Analysis

Agricultural Resources

The City of Middleton has no actively farmed land within the City limits. However, the City has planned cooperatively with the Town of Springfield and the Town of Westport to preserve many acres of productive farmland in areas of the townships that might otherwise be considered within the City’s growth areas and/or be subject to development pressure. In the 1990’s, during discussions related to the prospective size and service area for the Airport Rd. sanitary sewer interceptor, the Plan Commission and Common Council voted to reduce both the size of the interceptor and it’s service area to reduce the development potential of hundreds of acres of productive farmland on the northwest edge of the City.

The Agricultural Land Evaluation map in the appendices show agricultural groups based on best soils for agricultural use. The factors used to determine agricultural Land Evaluation (LE) were developed by the Natural Resources Conservation Service (NRCS) with cooperation from the Dane County Land Conservation Department. The three factors used to determine a numeric LE rating include: prime farmland (10%), soil productivity for corn (45%), and land capability class (45%). The ratings were separated into one of the eight agricultural groups, and they are displayed in four groups as shown on the attached map.

As noted above, future development is a concern for the City of Middleton. The map for Building Site Potential along with the Hydric Soils & Wetlands map helps illustrate the natural limitations to future development.

Hydric soils and wetlands limit development due to unstable structure in the soil. According to the Hydric Soil Definition, “a hydric soil is a soil that formed under conditions of saturation, flooding, or ponding long enough during the growing season to develop anaerobic conditions in the upper part.” A list of Dane County hydric soils was developed using the National Hydric Soils Criteria. It lists map units in the soils survey area which contain hydric components or contain hydric inclusions. In addition, wetlands are defined by the Wisconsin Department of Natural Resources (WDNR) as “an area where water is at, near, or above the land surface long enough to be capable of supporting aquatic or hydrophytic vegetation, and which has soils indicative of wet conditions.” Wetlands are characterized by a combination of wet soils, hydrology, and wetland plants, and they can vary from areas which have seasonally saturated soils conditions to areas which have standing water year-round.

The Building Site Potential map exhibits soil potential ratings for dwellings (single-family houses of three stories or less) with basements. These ratings are based on: soil performance, cost of measures to overcome soil limitations, and limitations that remain after corrective measures have been applied. The soils are grouped into five soil potential classes based on the difficulty and cost of overcoming soil limitations. Soils with very low potential have severe soil limitations which are difficult and expensive to overcome.

Natural Resources

For complete and specific descriptions of the City’s natural resources, please refer to the 2005 *City of Middleton Conservancy Lands Plan*, which is incorporated by reference into this Comprehensive Plan. The *Plan* also contains information related to the conservation and effective management of the City’s natural resources.



The City of Middleton Conservancy Lands Plan identifies all of the lands currently in the conservancy lands program and provides an inventory of each including parcel size, existing facilities and current management efforts. The Plan also addresses trail standards, management techniques, recommended policies, staffing issues, identifies needs, and provides implementation strategies over the next five years.

The City of Middleton Parks and Open Space Plan seeks to provide a park and recreation system that will: meet the needs of our current residents and future generations; preserve and protect the City’s open space, water, historical, and natural resources; and provide a park and recreation program that is designed to enhance the City’s quality of life.

Cultural Resources

Middleton has a rich array of historical and cultural resources. This section inventories the organizations, historic buildings and sites, and community events which add to the quality of life for residents and visitors alike.

Friends of the Performing Arts Center

The Friends of the Performing Arts Center (FPAC) is a non-profit, incorporated group comprised of local citizens with a variety of backgrounds committed to nurturing both cultural and performing arts within the schools and surrounding communities. The FPAC has a fourteen-member, all-volunteer board that makes decisions with regard to all performers selected for our yearly concert series.

Middleton Area Historical Society

This private not-for-profit organization began in 1972 and is affiliated with the State Historical Society. The Society currently has 215 members and run the Middleton Historical Museum entirely with volunteers.

Middleton Landmarks Commission

This City Commission recommends ways to safeguard the City's historic and cultural heritage, as embodied and reflected in its landmarks and historic districts. The Commission, which consists of 7 members, maintains a list of locally designated historic landmarks.

Middleton Historical Museum

The museum is housed in the historic Rowley House and run by the Middleton Area Historical Society. The museum contains information, collections and artifacts donated by area residents.

Performing Arts Center

The beautiful new Performing Arts Center at Middleton High School is an extraordinary facility for many types of cultural performances, presentations or meetings. A distinctive glass exterior gives way to a stunning interior featuring wood paneling and brick.



Middleton Players Theatre

Middleton Players Theatre has been providing quality theater to Middleton and its surrounding communities since 1990. Productions are held at the new Middleton Performing Arts Center. MPT strives to produce professional quality theater while maintaining a community theater mentality. MPT produces a full scale Broadway or Off-Broadway style musical using members of the community, volunteers, and local professionals. On occasion, MPT will also produce smaller musicals, including original works, in the winter

Middleton’s Designated Historic Landmarks (Buildings and Sites)

Rowley House – 7410 Hubbard Avenue (Listed with National Register of Historic Places)

The building is a historical landmark built in 1867 by Dr. Numan C. Rowley for a cost of \$800. The Rowley House was built with yellow brick that likely came from the Pheasant Branch brickyard. The house is the current site of the Middleton Historical Museum.



Middleton Train Depot, Chicago, Milwaukee and St. Paul Railroad – 1811 Parmenter Street (Listed with National Register of Historic Places)

Originally built in 1856 as the first rail station this side of the Mississippi River, the Middleton Station brought immediate changes, such as allowing farmers a means of transporting their crops to distant markets. In 1895, the station burned to the ground, and Chicago, Milwaukee and St. Paul Railroad rebuilt the structure as a late Victorian-style depot. The station remained active as a passenger station until 1960 and a freight depot until 1975.



American House Hotel – 1904 Parmenter Street

This building was the American House Hotel and was built between 1867 and 1870. The hotel's restaurant was so famous that people came from Madison by train to eat here, especially for the Sunday chicken dinners.

The Friendly Store – 7467 Hubbard Avenue

This brick building was built in 1856 as a General Store. Known as the “The Friendly Store”, farmers exchanged eggs and butter for items they needed and a tavern and distillery were located in the basement.

Lemcke House – 1239 North Gammon Road

The Lemcke family arrived in Middleton in 1861 and settled on this 160 acre farm one mile southeast of Middleton Station. The present house was built in 1901 replacing an earlier wooden structure. The building is still owned by the Lemcke family.

Little White Church on the Hill – 1720 Aurora Street

Built as the Union Church in 1870 at cost of \$1800 it served the German Methodists and the Baptists. Later it became a Community Church (1936), a youth center, a meeting hall for the American Legion and, most recently, a two-family residence.

Old Blacksmith Shop – 2645 Branch Street

This building dates from the 1850s. The building housed a Wagon shop that was run by the first blacksmith in Pheasant Branch, Henry Prien, and by James Dohr, a German immigrant. Pheasant Branch is located on what was called the “Old Sauk Trail”, the main thoroughfare between Chicago and Minneapolis.

Old Town Inn – 1828 Parmenter Street

Middleton's first Post Office, located outside of a private home, received mail by train. The mailboxes were on one side and everyone had to get their own mail. On the other side, stationary and confections were available, including ice cream during summer. The upstairs of the building housed the first telephone company and Middleton's library.

Opera House – 1827 Parmenter Street

In 1855 a building located here contained a hotel, a saloon and on the second floor, an opera house which hosted many different types of events. The original building burned to the ground in the 1900 fire and the present structure was rebuilt as before, but divided for apartments above.

Palmer House – 6707 Century Avenue L.M.

Palmer built the first house in the vicinity in 1847. This structure was built about 1858 and extensively remodeled in 1869. This is one of the oldest continuously occupied residential sites in the Middleton area.

Pheasant Branch School – 6710 Century Ave.

Built in 1896 at a cost of \$828, this was the second graded school to serve the area. It was divided into two rooms in 1912, and a third classroom was added in the basement in 1943. The Veterans of Foreign Wars acquired it in 1954 and have used it as their meeting hall since that time.

Pierstorff Home – 7457 Terrace Avenue

This home was built in 1877 by W.F. Pierstorff. The original building was built in 1865 by Richard Green, but W.F. Pierstorff had it divided and moved to 1719 and 1725 Henry Street when he purchased the Terrace Avenue property.



The Club (Ye Olde Tavern) – 1915 Branch St.

The building was erected in 1907 and acquired in 1916 by Frank Hover. The Club was a popular gathering point for various social functions and literary efforts.

Schwenn House – 1703 Middleton Street

The house was built in the 1890s as the property was subdivided. The original home was located North and East of this site.

Stamm House – 6625 Century Avenue

Built in 1847, as Middleton's first official inn. For a time, it housed the Post Office for Pheasant Branch and had its own wine cellar. During the Civil War it was a station on the underground railroad, aiding escaping slaves to the North.

Whittlesey House – 6517 Elmwood Avenue

Built in 1853–1855 by T.T. Whittlesey, the house originally had 19 rooms. Mr. Whittlesey was a former member of Congress and a probate judge and was very influential in the development of Pheasant Branch and the Middleton area. On the first plat of Middleton, the roadway that is currently University Avenue was called Whittlesey Street.

Wolf House – 7426 Elmwood Avenue

The historic Wolf House was built in 1868. The structure was saved from burning down in the 1900 fire by removing the home's carpeting, taking it up onto the roof and keeping it wet by bucketing water on it. The present garage was once a summer kitchen. The house was modernized in 1938 and is now privately owned.

1st Middleton District High School – 7739 Terrace Avenue

Boathouse Association - 5767- 6049 Lake Street

Coolidge House – 7446 Elmwood Avenue

Effigy Indian Earthwork – 6300 Mound Drive

Green Grain Elevators – Parmenter Street

Livery Stable Site – 7514 Hubbard Avenue

Lustron House – 7120 North Avenue

Old Washington Hotel Site – 1912 Parmenter Street

Site of the Original Bank of Middleton – 7448 Hubbard Avenue

Tiedeman Poind Area – Sweeney Drive

Triangle Site – University Avenue and Branch Street

Community Events

Middleton Farmers Market (summer and fall)

The Middleton Farmers' Market begins in May and runs all summer and fall at Greenway Station.

Fly-In/Drive-In/Bike-In/Walk-In Breakfast (July)

This annual event is hosted at the Middleton's Municipal Airport and features airplane rides, homebuilts on display and much more.

Good Neighbor Festival (August)

The Festival is sponsored by the Good Neighbor Festival, Inc., a non-profit organization made up of two reps from 15 Middleton civic and youth groups: AFS, Boy Scout Troop 140, Boy Scout Troop 940, Chamber of Commerce, Girl Scouts, Cub Scout Pack 240, Kiwanis, Lions, Middleton Jaycees, Middleton Youth Hockey, MHS Key Club, Optimists, Sertoma, Southwest Eagles Hockey, VFW Auxiliary, and VFW Post 8216.

Middleton Holiday Pops Concert (November)

This annual event kicks off the holiday season with music and merriment as the Wisconsin Chamber Orchestra brings to life favorite holiday songs and stories amidst twinkling lights and snowflakes.

Goals, Objectives and Policies

The following goals, objectives and policies are based in part on language included in previous city plans. In addition, these statements reflect language that was included in the North Mendota Combined Communities Comprehensive Plan (see Chapter 3) and which has been refined to address Middleton-specific issues and opportunities.

Goal: Provide adequate recreation facilities and open space lands for each segment of the community, coordinate public parks with private recreation areas and school facilities, and preserve natural features within the City.

Objectives and Policies:

1. Provide park areas and recreation facilities in all neighborhoods of the City.
2. Continue to plan for and provide pedestrian and bicycle trails throughout the City, for both recreational and commuter purposes.
3. Acquire for public use or preserve by other means lands that are environmentally sensitive, lands with access to water, and lands with historically significant areas. Environmentally sensitive lands include floodplain, wetlands, steep slopes, and wooded areas. Additional public access to Lake Mendota is desirable.
4. Recognize that public open space includes land for intensive and passive recreation activities and conservancy areas.
5. Review dedication requirements for parkland and other potential sources to help ensure adequate land for open space and for recreation purposes.



6. Guide design, development and site selection of all types of development to minimize potential adverse impacts on the integrity of land and quality of ground and surface waters.
7. Preserve the role of wetlands and woodlands as essential components of the hydrologic system and valuable wildlife habitat. Protect shoreland and floodplain areas accordingly.

Goal: Ensure that open space, recreation facilities and programs are designed to meet the special needs of all residents, especially the elderly and disabled.

Objectives and Policies:

1. Provide for barrier-free access in all new park facility construction and play areas.
2. Achieve compliance with accessibility requirements in existing facilities by 2007.
3. Encourage participation of elderly and disabled citizens at park and recreational meetings and in recreational programs.
4. Comply with the Americans with Disabilities Act as it applies to communication between the Public Lands Department, the Recreation Department, and the public.

Goal: Outside of the City's projected growth areas, limit the loss of agricultural land, and preserve its value for agricultural use in the future.

Objectives and Policies:

1. Encourage cooperation through smart growth policies among and between municipalities.
2. Limit development zoning and cooperative land use plans to areas that are not prime farmland.
3. Encourage clear, objective methods for evaluating development proposals on agricultural land.

Goal: Protect and restore designated conservancy lands to maintain or improve the natural habitat, scenic beauty, passive recreation and environmental outdoor education.

Objectives and Policies:

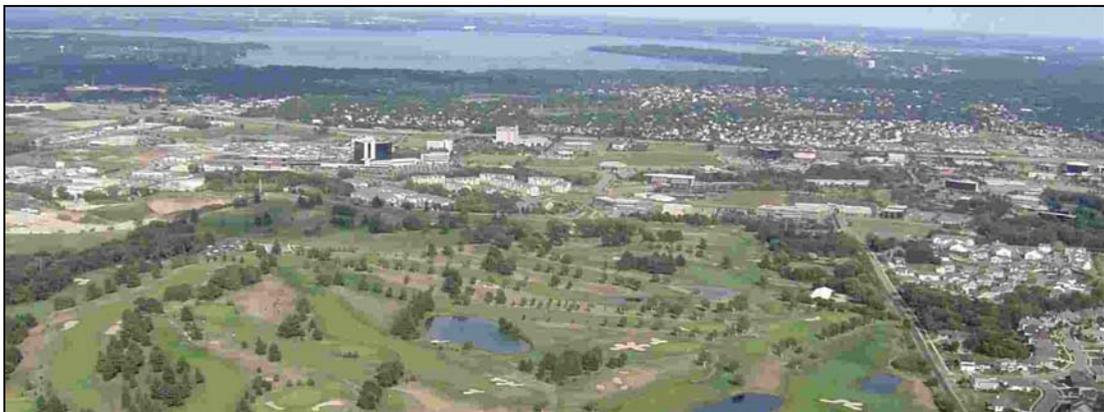
1. Plan and implement programs designed to restore and develop Middleton's conservancy lands so as to provide aesthetic landscapes as well as opportunities for education and passive recreation for all.

2. Maintain or improve the water quality of all creeks and kettle ponds within Middleton's conservancy lands system by providing a shoreland buffer zone of diverse native vegetation 100' to 300' in width along the edges of streams, wetlands and ponds.
3. Protect and enhance the existing native flora and fauna within the conservancy lands.
4. Protect and enhance wildlife corridors connecting fragmented habitat parcels.
5. Reduce exotic and invasive species.

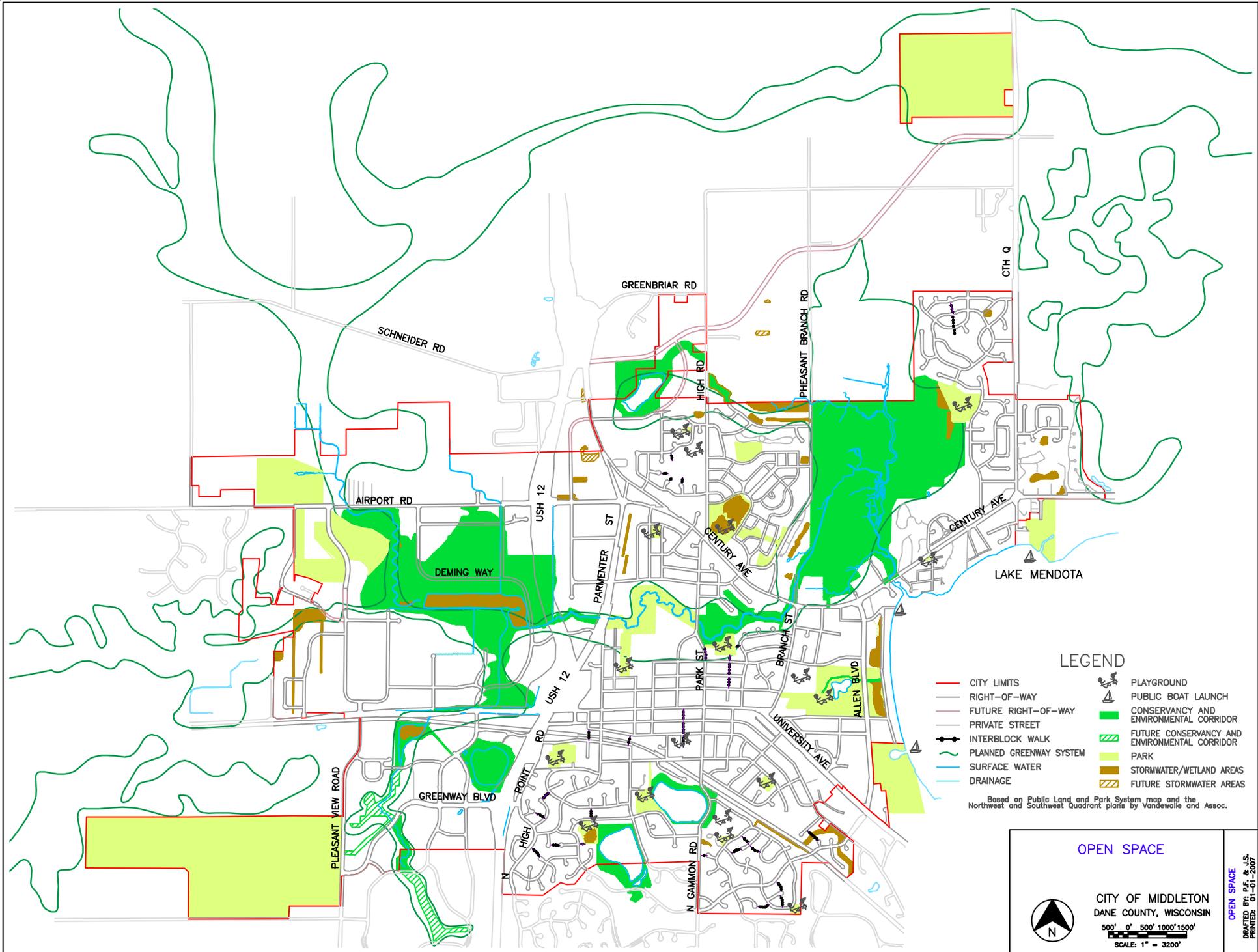
Goal: Promote preservation of cultural resources in the area.

Objectives and Policies:

1. Identify and protect unique historical and archaeological areas within the area.
2. Recognize that the character of the area is defined by a wide variety of historical and archaeological elements, ranging from urban to rural.
3. Recognize that historic and archaeological resources play a role in the economy and quality of life in the area.
4. Encourage new development forms that are compatible with existing historical development.
5. Support local community festivals and events which celebrate local heritage and traditions.
6. Enforce local historic preservation ordinances.
7. Work with historic preservation groups on continuing cataloging of historic areas.



Pleasant View Golf Course, with Lake Mendota in the background. Blackhawk Road, near the right edge, defines Middleton's boundary with the City of Madison.



- LEGEND**
- CITY LIMITS
 - RIGHT-OF-WAY
 - FUTURE RIGHT-OF-WAY
 - PRIVATE STREET
 - INTERBLOCK WALK
 - PLANNED GREENWAY SYSTEM
 - SURFACE WATER
 - DRAINAGE
 - PLAYGROUND
 - PUBLIC BOAT LAUNCH
 - CONSERVANCY AND ENVIRONMENTAL CORRIDOR
 - FUTURE CONSERVANCY AND ENVIRONMENTAL CORRIDOR
 - PARK
 - STORMWATER/WETLAND AREAS
 - FUTURE STORMWATER AREAS
- Based on Public Land and Park System map and the Northwest and Southwest Quadrant plans by Vandewalle and Assoc.

OPEN SPACE

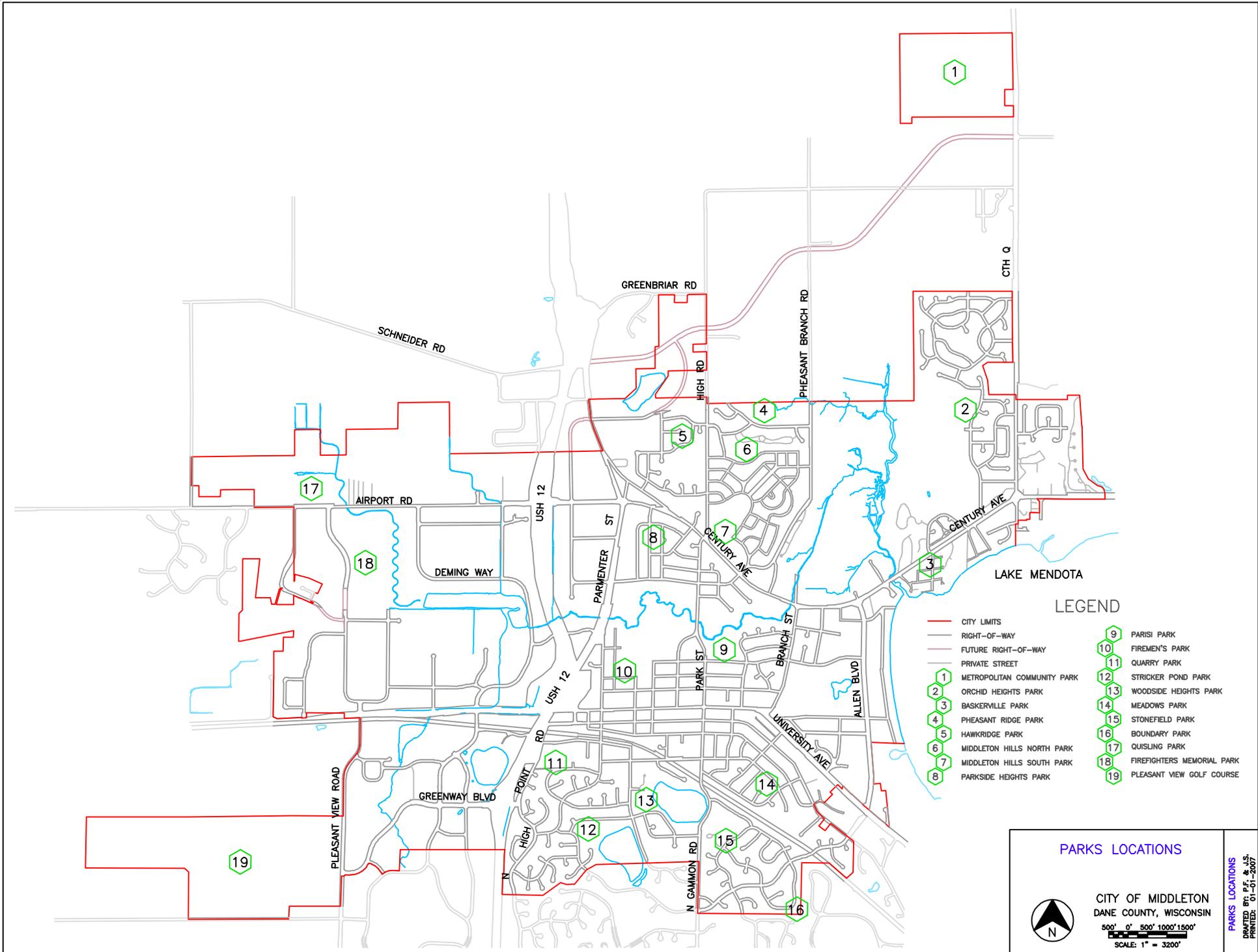
CITY OF MIDDLETON
DANE COUNTY, WISCONSIN

500' 0' 500' 1000' 1500'

SCALE: 1" = 3200'

N

OPEN SPACE
DRAFTED BY: P.F. & J.S.
PRINTED: 01-01-2007



- LEGEND**
- CITY LIMITS
 - RIGHT-OF-WAY
 - FUTURE RIGHT-OF-WAY
 - PRIVATE STREET
 - 1 METROPOLITAN COMMUNITY PARK
 - 2 ORCHID HEIGHTS PARK
 - 3 BASKERVILLE PARK
 - 4 PHEASANT RIDGE PARK
 - 5 HAWKRIDGE PARK
 - 6 MIDDLETON HILLS NORTH PARK
 - 7 MIDDLETON HILLS SOUTH PARK
 - 8 PARKSIDE HEIGHTS PARK
 - 9 PARISI PARK
 - 10 FIREMEN'S PARK
 - 11 QUARRY PARK
 - 12 STRICKER POND PARK
 - 13 WOODSIDE HEIGHTS PARK
 - 14 MEADOWS PARK
 - 15 STONEFIELD PARK
 - 16 BOUNDARY PARK
 - 17 QUISLING PARK
 - 18 FIREFIGHTERS MEMORIAL PARK
 - 19 PLEASANT VIEW GOLF COURSE

PARKS LOCATIONS



N

CITY OF MIDDLETON
DANE COUNTY, WISCONSIN

500' 0' 500' 1000' 1500'

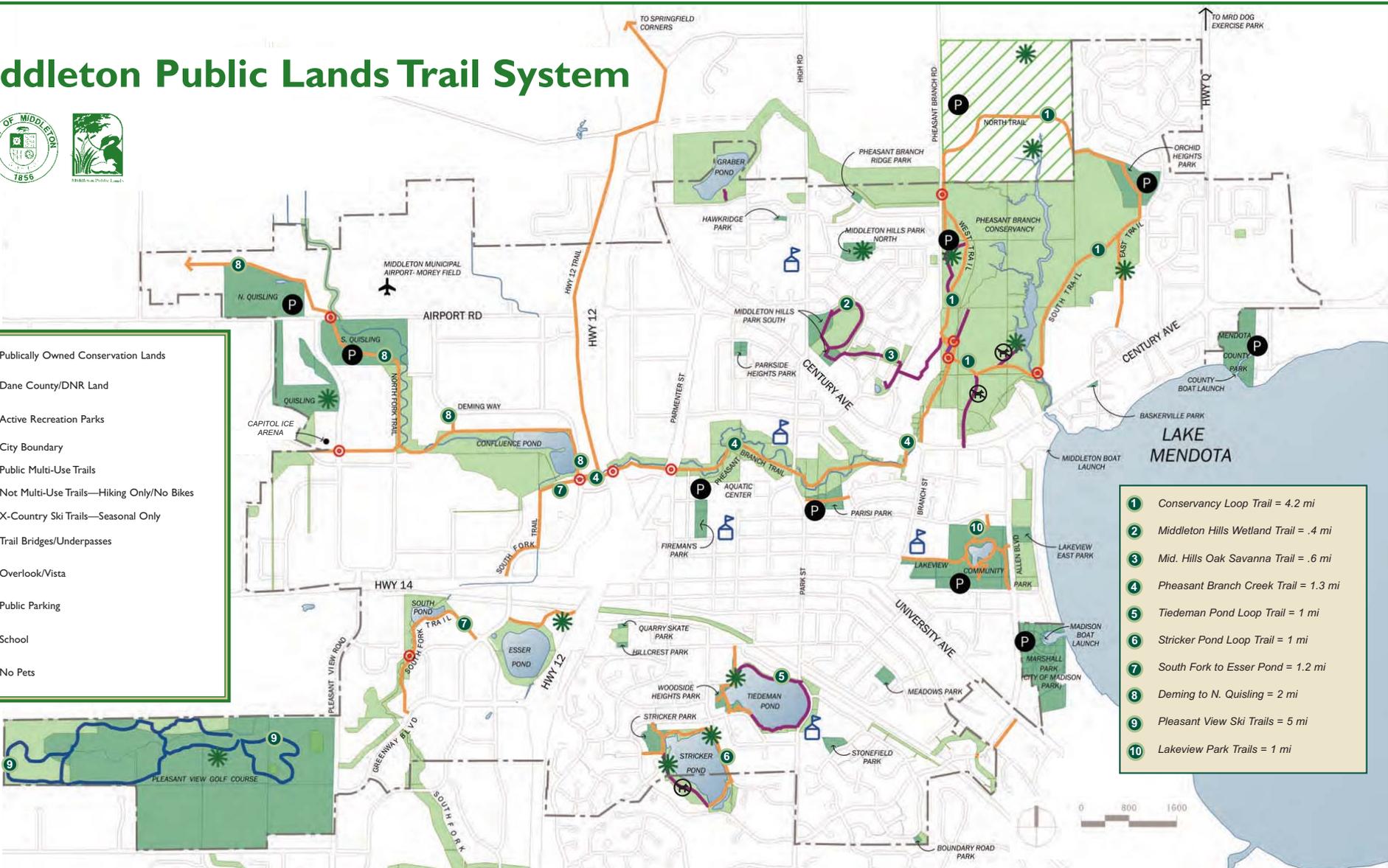
SCALE: 1" = 3200'

PARKS LOCATIONS
DRAFTED BY: P.F. & J.S.
PRINTED: 01-01-2007

Middleton Public Lands Trail System

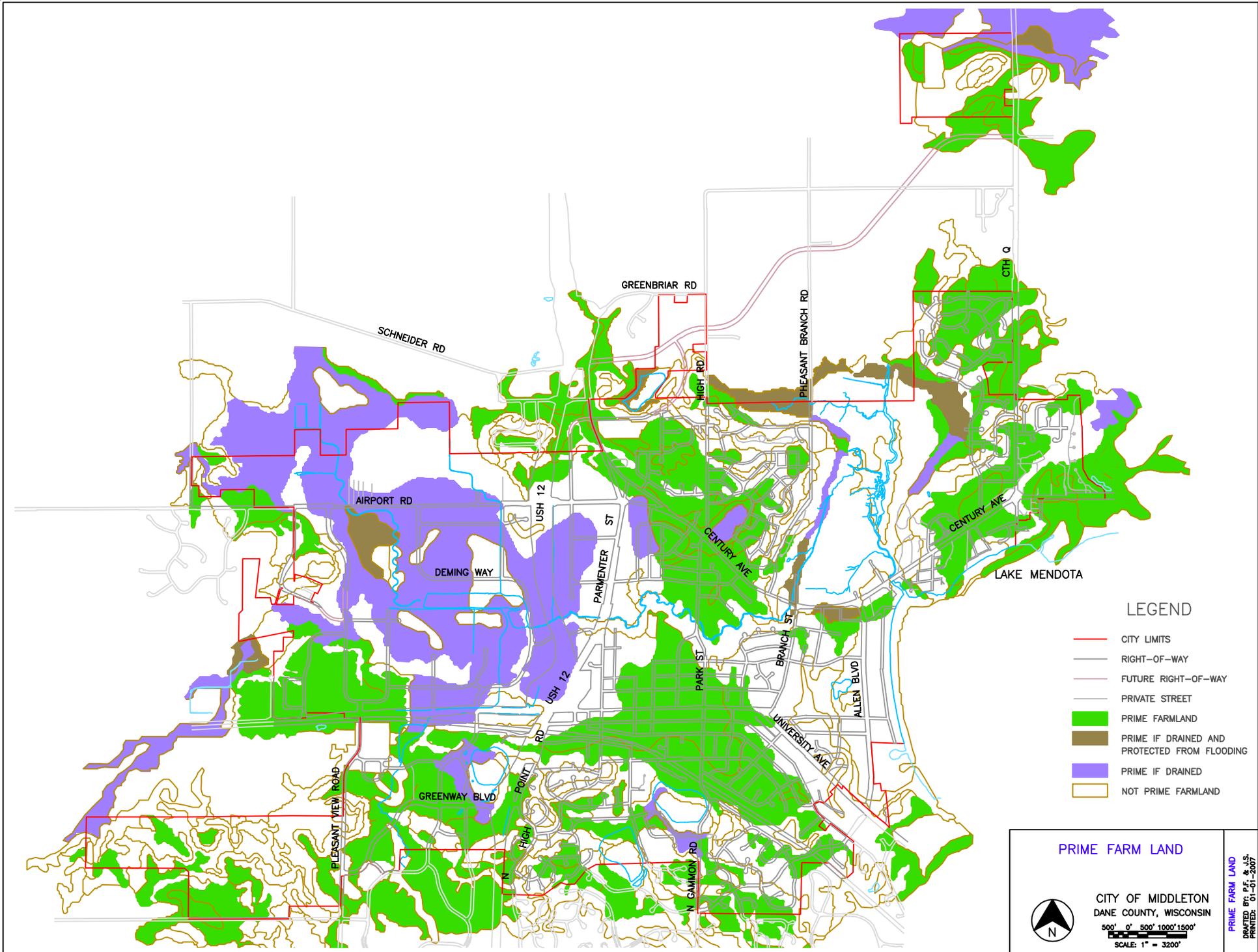


- Publicly Owned Conservation Lands
- Dane County/DNR Land
- Active Recreation Parks
- City Boundary
- Public Multi-Use Trails
- Not Multi-Use Trails—Hiking Only/No Bikes
- X-Country Ski Trails—Seasonal Only
- Trail Bridges/Underpasses
- Overlook/Vista
- P Public Parking
- S School
- No Pets No Pets



- 1** Conservancy Loop Trail = 4.2 mi
- 2** Middleton Hills Wetland Trail = .4 mi
- 3** Mid. Hills Oak Savanna Trail = .6 mi
- 4** Pheasant Branch Creek Trail = 1.3 mi
- 5** Tiedeman Pond Loop Trail = 1 mi
- 6** Stricker Pond Loop Trail = 1 mi
- 7** South Fork to Esser Pond = 1.2 mi
- 8** Deming to N. Quisling = 2 mi
- 9** Pleasant View Ski Trails = 5 mi
- 10** Lakeview Park Trails = 1 mi





LEGEND

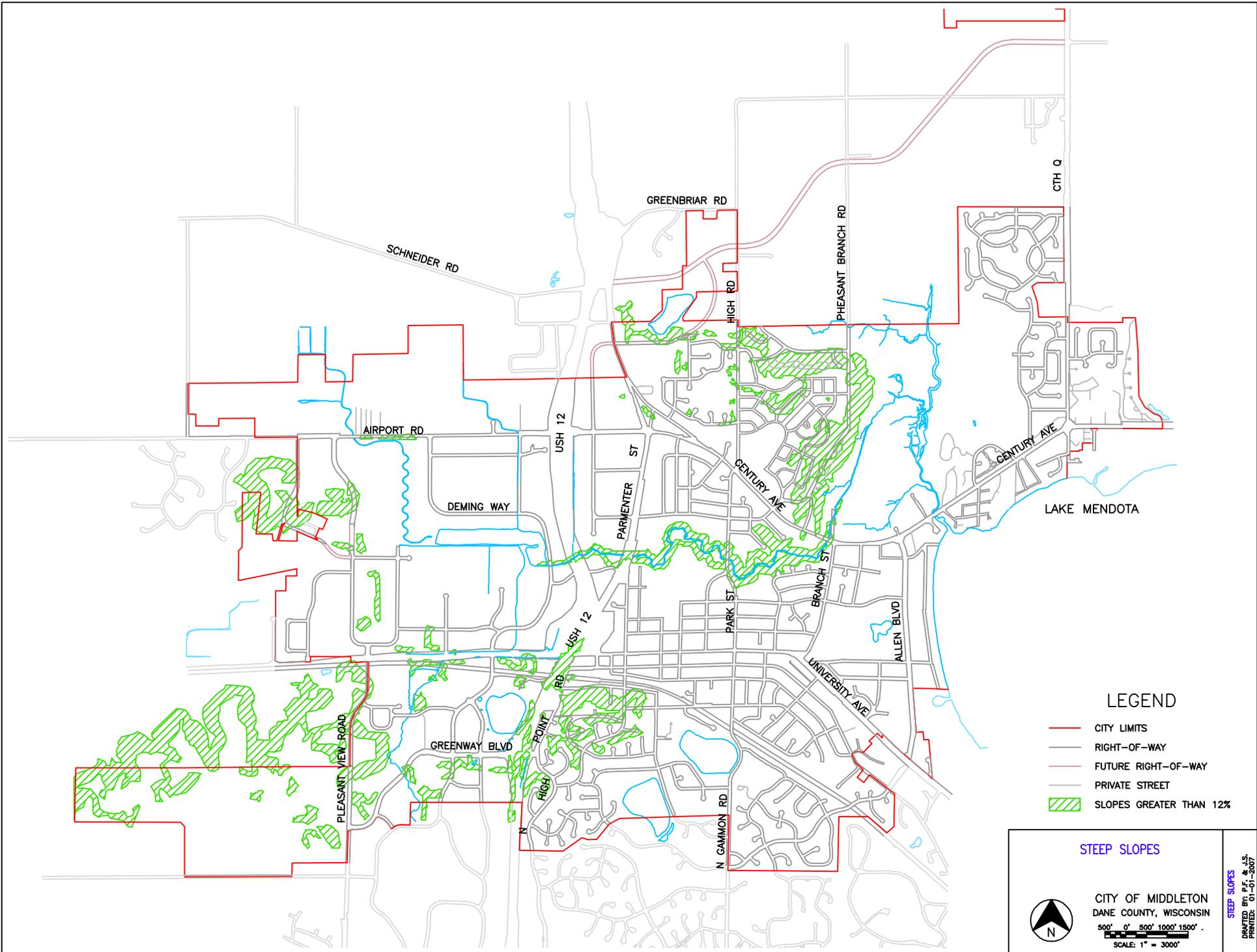
- CITY LIMITS
- RIGHT-OF-WAY
- FUTURE RIGHT-OF-WAY
- PRIVATE STREET
- PRIME FARMLAND
- PRIME IF DRAINED AND PROTECTED FROM FLOODING
- PRIME IF DRAINED
- NOT PRIME FARMLAND

PRIME FARM LAND



CITY OF MIDDLETON
 DANE COUNTY, WISCONSIN
 500' 0" 500' 1000' 1500'
 SCALE: 1" = 3200'

PRIME FARM LAND
 DRAFTED BY: P.F. & J.S.
 PRINTED: 01-01-2007



LEGEND

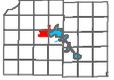
- CITY LIMITS
- RIGHT-OF-WAY
- FUTURE RIGHT-OF-WAY
- PRIVATE STREET
- ▨ SLOPES GREATER THAN 12%

STEEP SLOPES



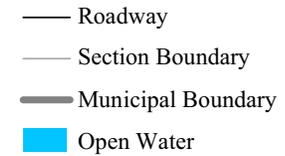
CITY OF MIDDLETON
 DANE COUNTY, WISCONSIN
 500' 0' 500' 1000' 1500'
 SCALE: 1" = 3000'

STEEP SLOPES
 DRAFTED BY: P.F. & J.S.
 PRINTED: 01-01-2007



Building Site Potential

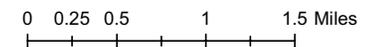
Soil Potential Rating for Dwellings with Basements



Soil Potential Ratings are based on Natural Resources Conservation Service (NRCS) data. The purpose of the ratings is to identify the relative suitability of soils for a particular use considering economic, social, and environmental values.

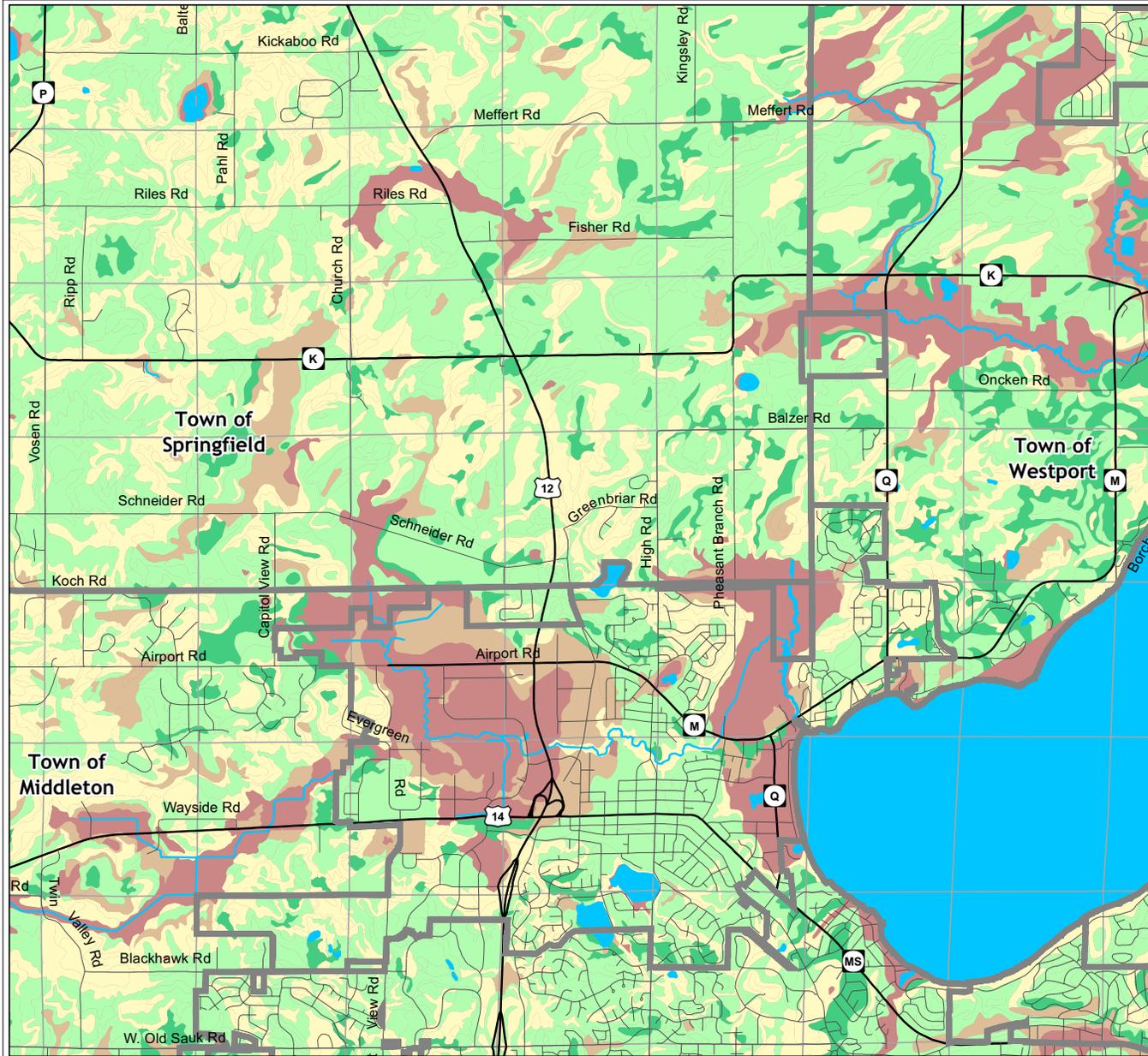
Contact Dane County Land and Water Resources Department for information regarding the classification on soils.

August, 2006



Source Info:
 Soil Potential Rankings: Digital Soils (NRCS, LCD, LICGF),
 Wetlands: 1997 (WIDNR),
 City or Village Boundary: 01/2006 (DCPD),
 Section Boundaries: 1992 USGS DLG (DCLIO),
 Road Network: 2005, (DCPD),
 Water: 2005, Orthophoto Derived (DCPD).

This map was prepared through the Dane County Department of Planning and Development in conjunction with the Dane County Land Conservation Department, Dane County Land Information Office and the Dane County Regional Planning Commission.



City of Middleton



Hydric Soils & Wetlands

- Wetland smaller than 2 acres
- Excavated pond smaller than 2 acres
- Non-hydric soil likely to contain hydric inclusions
- Hydric soil
- Wetland
- Roadway
- Section Boundary
- Municipal Boundary
- Open Water

Contact Dane County Land and Water Resources Department for information on hydric soils, excavated ponds or wetlands.

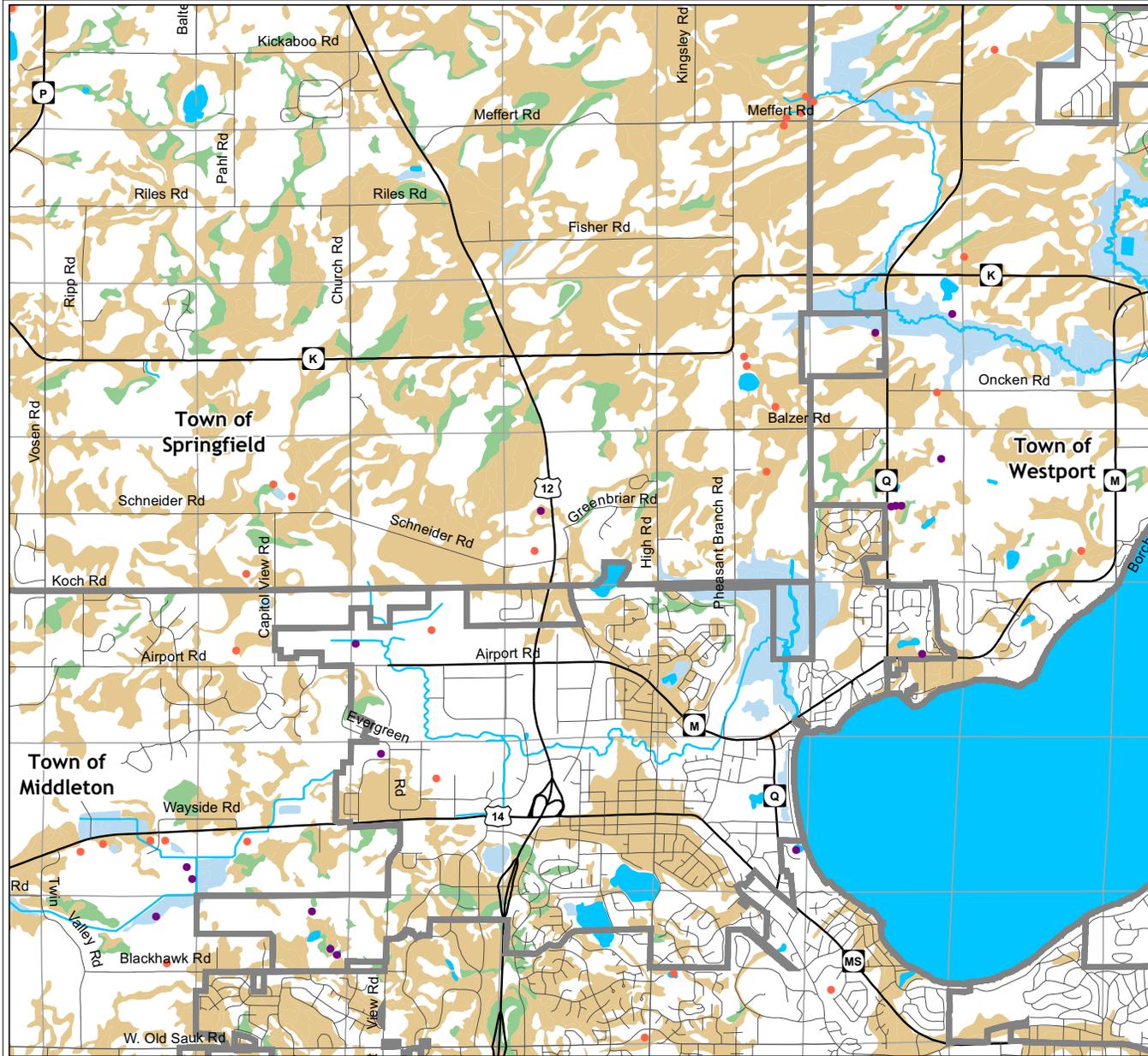
August, 2006

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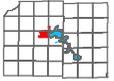


Source Info:
 Hydric Soils: Digital Soils (NRCS, LCD, LICGF).
 Wetlands: 1997 (WDNR).
 City or Village Boundary: 01/2006 (DCPD).
 Section Boundaries: 1992, USGS DLG (DCL10).
 Road Network: 2005, (DCPD).
 Water: 2005, Orthophoto Derived (DCPD).

This map was prepared through the Dane County Department of Planning and Development in conjunction with the Dane County Land Conservation Department, Dane County Land Information Office and the Dane County Regional Planning Commission.



City of Middleton



Agricultural Land Evaluation

Agricultural Groups

- I, II (best soils for agricultural use)
- III, IV
- V, VI
- VII, VIII

- Roadway
- Section Boundary
- Municipal Boundary
- Open Water

Agricultural Groups are based on the Land Evaluation Site Assessment rating system from Land Evaluation and Site Assessment: A Guidebook for Rating Agricultural Lands, Second Edition, published by the Soil and Water Conservation Society.

Contact Dane County Land and Water Resources Department for information regarding the classification of soils.

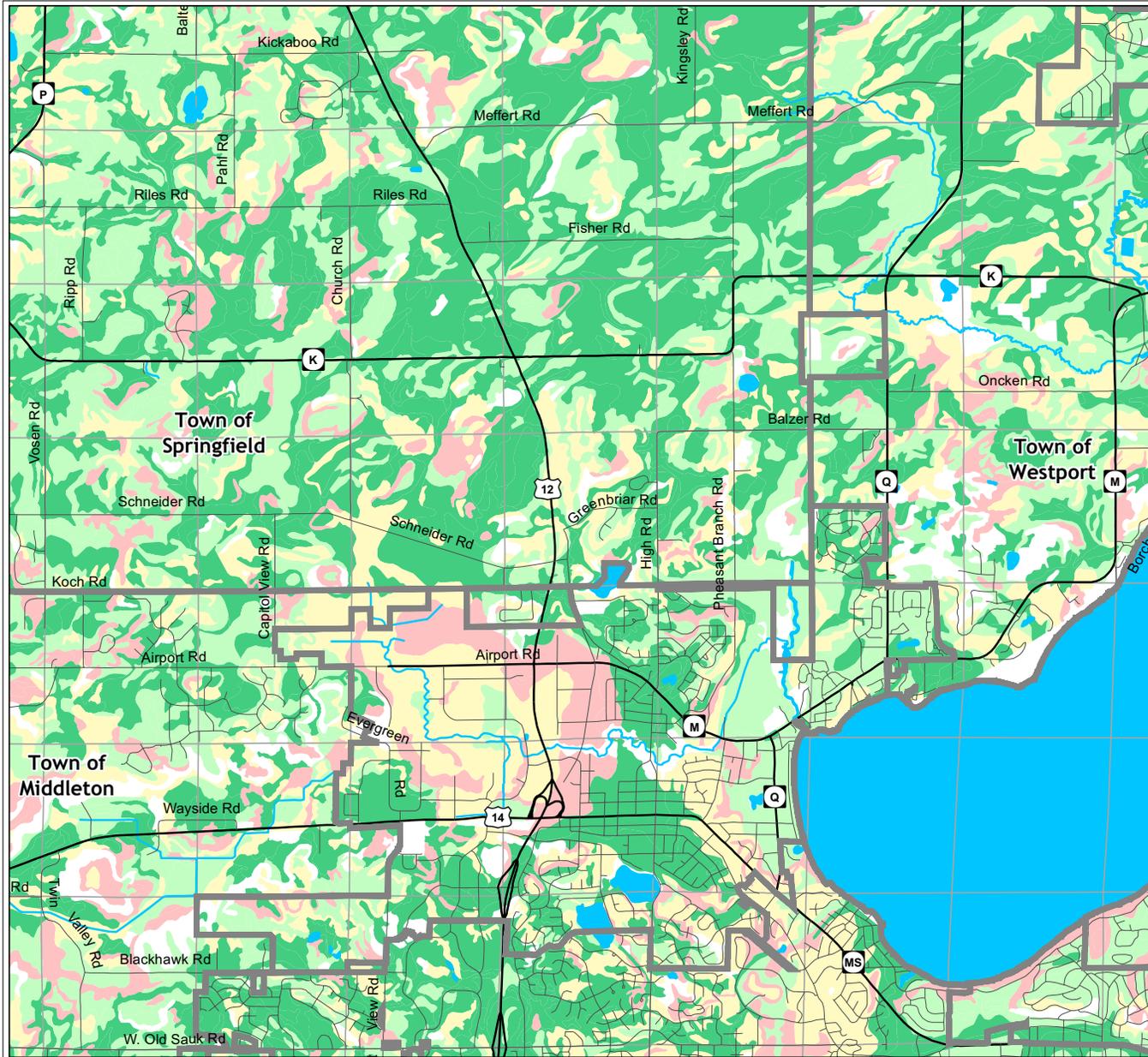
August, 2006

0 0.25 0.5 1 1.5 Miles



Source Info:
 Agricultural Groups: Digital Soils (NRCS, LCD, LICGF).
 City or Village Boundary: 01/2006 (DCPD).
 Section Boundaries: 1992, USGS DLG (DCLIO).
 Road Network: 2005, (DCPD).
 Water: 2005, Orthophoto Derived (DCPD).

This map was prepared through the Dane County Department of Planning and Development in conjunction with the Dane County Land Conservation Department, Dane County Land Information Office and the Dane County Regional Planning Commission.



Chapter 8

Economic Development Element

Introduction

The Economic Development Element of the Comprehensive Plan is intended to guide decisions regarding private and public investments in community infrastructure and human resources, for the purpose of promoting the stabilization, retention and/or expansion of Middleton’s economic base. For more information about the City’s economic development programs, please visit the web site at: <http://ci.middleton.wi.us/EconDev/EconDev.htm>.

The City’s business community is diverse and consistently strong. In addition to many types of service industries and major manufacturers, the Middleton business community also features a strong cluster of high-tech businesses, including those specializing in agribusiness, pharmaceutical, biotech, health/medical/wellness, and research & development. With a superb collaborative partnership between the City, School District, and the Middleton Chamber of Commerce, the City’s tax base has grown from about \$1 billion in tax valuation in 1998 to \$2.5 billion in 2006. Through continued investments in the City’s infrastructure as well as natural and cultural amenities, the City of Middleton aspires to maintain its regional status as a premier locale for high-tech businesses and entrepreneurs.

This chapter is organized as follows:

- Inventory and Analysis.....	p. 1
- Community Assets and Weaknesses.....	p. 1
- Existing City Programs and Initiatives.....	p. 4
- Regional Economic Development Efforts.....	p. 7
- Goals, Objectives and Policies.....	p. 10

Inventory and Analysis

The City of Middleton has a relatively diverse employment base. However, the three largest employment categories by industry type - retail manufacturing, retail trade and information – account for over 60% of all employment in Middleton (see Table 1). This employment pattern is strongly influenced by a few large employers within each of these categories (see Table 2).

Community Assets and Weaknesses

Assets:

- Desirable neighborhoods and excellent school system.
- Close proximity to Wisconsin state government and major education facilities, including the University of Wisconsin, as well as Madison’s cultural amenities.

Table 1: Distribution of Middleton Businesses by Industry Type (2002)

Sector ^{NAICS Code}	Number of Establishments	Number of Employees	Sales, shipments, receipts (\$1000)	Annual Payroll (\$1000)
Manufacturing ³¹⁻³³	62	3,430	475,283	137,903
Retail Trade ⁴⁴⁻⁴⁵	76	2,267	539,487	69,458
Information ⁵¹	23	1,000-2,499	Not available	Non-disclosure
Real estate and rental & leasing ⁵³	34	486	53,635	8,424
Professional, scientific, & technical services ⁵⁴	94	1,129	134,975	56,788
Administrative & support and waste management & remediation service ⁵⁶	36	737	66,321	25,633
Educational services ⁶¹	10	59	2,215	794
Health care & social assistance ⁶²	46	817	57,144	24,506
Arts, entertainment, & recreation ⁷¹	11	225	6,231	2,271
Accommodation & food services ⁷²	40	986	40,512	11,630
Other services (except public administration) ⁸¹	41	234	15,200	5,244

Source: U.S. Bureau of the Census, 2002 Economic Census.

- Well developed transportation infrastructure featuring excellent access to regional highway system (USH 12 and 14), rail, public transit, and the second largest general aviation facility in Dane County.
- Highly educated and trained labor force
- Adequate inventory of fully-improved business development sites
- Outstanding collaboration between the Chamber of Commerce, City Government and the School District
- Dynamic mix of residential, commercial, office and high tech business development.
- Redeveloped and attractive Downtown
- Efficient and effective public services

Weaknesses:

- Relative shortage of land available in the short-term for large-scale business development
- Relatively expensive housing stock

Table 2: Major Local Employers

Employer	Number of Employees
Springs Window Fashions Division (Manufacturing - Window treatments)	1,100
American Girl (formerly Pleasant Co.) (Retail-Mail order/youth products)	705
TDS (Service-Telephone communications)	510
Electronic Theatre Controls, Inc. (Manufacturing - Lighting control systems)	500
Bruce Company of Wisconsin, Inc. (Retail-Landscape/gardening)	429
CUNA Mutual Group-Middleton (Financial & insurance service - Credit unions)	370
TDSCS (Service - Computer service)	300
Marriott - Madison West (Service - Convention hotel)	240
TDS Telecom (Service - Telephone company)	175
Gilson, Inc. (Manufacturing - Lab. analytical instruments)	165
Full Compass (Retail - Audio/video)	151
Advertisers Press (Manufacturing - Commercial printing)	135
UW Provisions (Wholesale - Meat products)	105
Middleton Village (Service - Nursing care)	100
Future Foam (Manufacturing. - Polyurethane foam)	95
National Electrostatics (Manufacturing - Electrostatic ion beam equipment)	86
Smith & Gesteland LLP (Service - Accounting)	85
UBC Building Supply (Retail - Building materials)	73
Monsanto Co. – Agracetus (R&D - Biotechnology)	20

Source: Middleton Chamber of Commerce, direct company contact

Existing City Programs and Initiatives

City of Middleton has utilized various programs and strategies to facilitate economic development activities during the past two decades, and the City has been successful in growing its tax and employment base. This section summarizes the aforementioned initiatives.

Tax Incremental Financing (TIF)

The City has successfully used tax incremental financing (TIF) to revitalize and invigorate its business centers. TIF was utilized in the downtown area in two phases, one in the 1980s and again from 1993 to the present. Land uses that were inappropriate in a downtown setting were relocated to areas of the community better suited for the use. In 2006, TIF development in Middleton comprised about 20% (\$500 million) of Middleton's approximately \$2.5 billion tax base. TIF has provided a valuable tool for redevelopment of the City's Downtown and business districts, promotion of business growth (e.g. Electronic Theatre Controls), connectivity to the Highway 12 Beltline with the Parmenter Street corridor and in the development of tax base and higher densities of development in Middleton. The City is now well positioned to provide city services to accommodate TIF-generated growth for the foreseeable future so long as State mandated property tax constraints don't prevent the City from doing so



Business Loans

Revolving Loan Fund Program

In 1991, the City of Middleton received a grant from what at the time was called the Wisconsin Development Fund (WDF), administered by the (then) Wisconsin Department of Development (now called Wisconsin Department of Commerce). The Wisconsin Community Development Block Grant (CDBG) Program was the original source of funds. The program was intended to provide local governments with public funds to use to support business start-ups and expansion. The City used the grant from the State to make a low interest loan of \$140,000 to Knowledge Unlimited, a business within the City that used the loan to help finance the construction of a building and expansion of their work force. With the proceeds of the loan repayment from the business, the City launched a Revolving Loan Fund (RLF) Program. These funds (approximately \$240,000 in 2006) are now used by Middleton to make additional loans to other businesses, to augment their private investment in an expansion or retention effort, thereby retaining or creating jobs in a particular part of the community. As a business repays their loan

amount, the funds are returned to the revolving loan fund. In turn, Middleton is then able to make additional loans to businesses wishing to expand or locate in the community.

Middleton Area Development Corporation Loan Fund

In August 2003, the City of Middleton entered into an agreement with the Middleton Area Development Corporation (MADC) for the purpose of implementing the economic development plans of the City. The MADC is a Wisconsin non-stock, not-for-profit corporation created and as an independent entity to partner with the City in providing economic development loans to businesses who will spur economic development in the City of Middleton through an increased tax base and heightened employment opportunities. The City capitalized the proceeds of land sales in the TIF district to establish a \$2 million pool of funds (assets of nearly \$3 million in 2006) for MADC to distribute to qualified businesses applying for economic development assistance. MADC poses recommendations to the City Council for joint approval of business loans.

The shared objectives of the City and MADC are to retain and expand existing businesses as well as attract new enterprises to the Middleton area. Applications to the MADC are generally considered on a first-come, first-serve basis, to the extent funds are available. The MADC reviews and recommends loan approvals by weighing the projects and considering which projects would provide premier economic development benefits to the City. The applicant's proposed industry or business project must be consistent with both the Economic Development Program goals and objectives and the City's adopted Comprehensive Plan and other plans and goals relating to City's development and growth. The MADC uses its funds to assist businesses in their physical relocation to Middleton; to promote investment and renovation that may be necessary to allow for production and service improvements of industries and businesses; and to facilitate infrastructure necessary for the construction of such facilities and the expansion of existing facilities.

Workforce Housing Program

In 2003, the City of Middleton created the Workforce Housing Task Force to address the need for more affordable housing in the community. While housing affordability is an issue which other municipalities in the metropolitan area (particularly the City of Madison) are addressing, Middleton officials identified this community's own housing needs and challenges. In 2003 they made the following observations:

- The average sale price for a home in Middleton was \$231,700. With a 5% down payment – or about \$11,600 – and a 5% interest rate on a mortgage loan, a buyer would need an income of about \$71,700 to keep total housing cost at 30% of their income.
- If mortgage interest rates were to rise above their record low levels, an even higher income would be needed to buy the average home in Middleton. A higher down payment would reduce the mortgage payment, but not many first-time home buyers have \$20,000 or \$30,000 saved to buy a home.

- The starting salary for a police officer was \$39,975. In 2002 the average salary for a restaurant chef in Dane County was \$23,190, for a child care worker \$19,080, for nursing aides \$24,310 and for retail sales people \$21,440.
- Almost half of the households in Middleton are renters, and 30.6% of those households pay more than 30% of their income toward rent.
- Almost 23% of Middleton households in all income ranges pay more than 30% of their incomes toward housing costs.

City officials recognized the importance of responding to these housing needs and challenges to assure a healthy future for our community. Housing affordable to the workforce is essential to economic development and the health of the business community. Housing closer to jobs helps reduce travel time and expense, fuel consumption, air pollution and the need for expensive new streets and roads. People in the workforce who provide services that are essential to the quality of life in our community – school teachers, firefighters, police officers and other public employees, as well as workers in the private sector – should be able to live in the community they serve.

In formulating its goals and objectives, the Workforce Housing Task Force benefited from the work being done on the Dane County Comprehensive Plan, and from the work being done by the City of Madison to address its affordable housing needs.

Streetscape Enhancement Program

In 2005, the Middleton Community Development Authority (CDA), the Middleton Plan Commission and the Common Council advanced a streetscape enhancement plan intended to provide an increased sense of identity for the community and the various business corridors, as well as to create a system of wayfinding signage for business corridors and community attractions. The City completed the first phase of the streetscape enhancement plan was in 2005 with seasonal decorations and welcome banners in the downtown and “Welcome to Middleton” banners on most of the major corridors within the City. Additional elements of the program will include new “gateway” signs at the entrances to the City, wayfinding signage, bike racks, streetscape furniture and landscaping.

Middleton Tourism Commission

The Middleton Tourism Commission was formed in 1997. The Commission consists of five citizen members and its purpose is to promote and encourage tourism in the City. The Commission’s mission is “to provide the best information possible to ensure a pleasurable experience for Middleton’s visitors”. The Commission works to support and build the convention and visitors industry, market the City of Middleton, compete successfully with other destinations in the region, and share expertise on industry issues, trends and product development. The Commission is funded entirely through revenue raised through a hotel room tax and it works cooperatively with the visitor and convention industry on a range of related issues. The Commission staff’s activities include but are not limited to publishing of an annual visitor’s guide, operating the Tourism web site (geared specifically to the needs of a visitor to Middleton), managing the City’s Visitors Center, assisting groups and individuals prior to and

during their stay in Middleton, and planning and performing streetscape improvement and beautification efforts.

Regional Economic Development Efforts

The City has been an active participant in regional economic development efforts. These include the following:

Collaboration Council

The Collaboration Council (CC) is a regional effort to grow the region's economy in ways that preserve and enhance the quality of life for residents of the greater Dane County area. The CC is comprised of regional leaders from the business, government, education and non-profit communities. Middleton representatives participate on various work teams. In particular, City staff is active in efforts to create a Regional Economic Development Entity as an initiative of the CC.

Capital Ideas Technology Zone

The State of Wisconsin designated the counties of Dane, Jefferson, and Rock, and the City of Whitewater as the *Capital Ideas Technology Zone (CITZ)*. Under this designation, the Zone was originally provided a Tax Credit allocation of \$5 Million to provide to new and expanding high technology businesses throughout the Zone. The credit is taken against *Wisconsin income* taxes. City of Middleton staff participates actively on the CITZ Board, and by 2006 two local businesses (PDI and Standard Imaging) had benefited from tech zone tax credits.

Local Criteria

The maximum amount of technology zone Tax Credits available to any business is \$250,000. At a minimum, the company's project must have an aggregate private investment of \$1 Million and create employment positions that provide a (post-training) wage greater than \$13/hr.

What is the definition of a "high-technology" firm?

Technology related businesses are defined as those companies "primarily engaged in the activities of research, development or manufacture of advanced products or materials used in factory automation, biotechnology, chemicals, computer hardware/software, defense, energy, environmental, manufacturing equipment, medical, pharmaceuticals, photonics, subassemblies and components, test/measurement, telecommunications and transportation;" or "... a knowledge-based business that utilizes advanced technology production processes, systems, or equipment."

Who is eligible for Technology Zone tax credits?

The Wisconsin Department of Commerce will certify businesses for tax credits based on a company's ability to create jobs and investment and attract related businesses. Criteria include:

- The business must be a new or expanding high-technology firm.
- The Capital Ideas Technology Zone must recommend certification to the Department of Commerce.

- The certification is for three years, with an option to extend for two additional years.

The Department of Commerce notifies the business, in writing, of its designation as a Wisconsin Technology Zone Business, and provides a “Verification Form” to the business for inclusion with its Wisconsin tax return.

Wisconsin Business Retention & Expansion Study(WIBRES)

In September 2004, the City obtained the results of an extensive Wisconsin Business Retention and Expansion Study (WIBRES) performed by the Wisconsin Department of Commerce, through cooperation with the Middleton Chamber of Commerce and the City of Middleton. Several conclusions were drawn from the data results including:

1. The interviewed Middleton business region includes a very diverse business mix with a slightly larger percentage of those interviewed dealing in the service or financial/insurance/real estate industries.
2. More than three quarters of the interviewed firms (77%) serve as the company headquarters, with 54% stating there are additional facilities located in other communities. Of the businesses responding, 75% are incorporated.
1. The interviewed Middleton business community is well established with 58% operating more than 20 years. Five businesses have started within the last five years. All businesses in this group were more than two years old.
2. The top factors negatively impacting the companies' current or future development are market condition/economy and domestic competition.
3. Of the interviewed executives, 34% report supplying a portion of their products to federal government, 40% to state government, and 35% have local contracts. Middleton executives are expressing an interest in initiating or expanding government contracts: 37% - federal; 42% - state; and 37% have local interest
4. The majority of respondents' customers reside in the local area with a healthy national and international customer base. Most of the executives describe their customer base as increasing or stable. Six percent reported decreasing customers numbers.
5. The majority of the respondents' competitors are located in the local area, but a higher than average percentage report national and international competition. Some of the executives (17%) feel competitors are "making significant inroads" and more than half (53%) see them as a "future threat" to their business.
6. When describing market shares for the companies' products/services, 60% say it is increasing, 10% say it is decreasing, and 30% feel it has remained stable.
7. The study finds that of the Middleton businesses responding, 54% own the business facility, 42% lease, and 4% combine ownership with leasing.

8. Many of the businesses (54%) reported having enough property to expand at the present location, and 17% have plans to expand an existing building(s).
9. Of the responding executives, 15% have plans for a new building either at the present site or elsewhere in the community.
10. Some of the executives (35%) have plans to modernize or improve their present building(s) within the next two years, and 66% have plans to modernize or improve their equipment.
11. Results indicate 10% of the executives have plans to expand the business in another Wisconsin community; 14% reported plans to expand out of state.
12. The study found that 9% of the executives (nine persons) indicated plans to move all or part of the operation, either now or in the future. An additional 8% say a move is possible.
13. Other states have contacted 13% of the interviewed businesses in an attempt to persuade them to relocate.
14. Of the interviewed executives, 90 responded that they currently employ 6,257 full-time people. Data gathered from those responding to all five questions in a series about employment (66 executives) reflects the following: Current employment is 1% lower than one year ago and 5% lower overall than five years ago. The executives anticipate an increase of 3% next year and an increase of 15% over the next five years.
15. A total of 1144 part-time workers are employed by 77% of the executives.
16. Employees in professional/technical roles earn an average of \$29.08 hourly, while office staff average \$14.44 per hour. Highly skilled employees in Middleton receive an average hourly wage of \$18.53, semi-skilled employees receive an average of \$12.40, and unskilled workers receive an average of \$10.65.
17. The Middleton executives report they are having the greatest difficulty recruiting for professional/technical staff. The survey finds that 50% report difficulty recruiting for professional/technical positions, 35% say they have difficulty recruiting for blue-collar positions, and 21% express difficulty recruiting for office support staff.
18. The Middleton executives believe the most positive factors dealing with recruiting are the quality of life and K-12 education system. The factors considered to have the most negative impact are housing costs and personal taxes.
19. Investment in training programs is increasing for 58% of the executives, decreasing for 2%, and staying the same for 40%.

20. Of the respondents, 4% report an association with a union, encompassing 2% of the full-time employment base.
21. The study finds 57% of the executives rate their local economic development efforts as excellent or good, 14% responded "fair," 4% said "poor," and 24% expressed no opinion.
22. Of the executives responding to this survey, 69% rated their local government excellent or good, 17% responded "fair," 5% "poor," and 9% had no opinion.
23. Responses indicate that 74% of businesses have seen an increase in gross sales, 6% have seen a decrease, and 19% report gross sales remain stable.
24. Many respondents (65%) dedicate a portion of annual sales to research and development. The majority of those invest up to five percent in R & D.
25. Two factors most negatively impacting the firms' present financial condition are market condition/economy and employee wage/benefits.
26. Of the respondents, 66% are Middleton Chamber of Commerce members, 61% are members of other business organizations, and 54% signify an interest in participating in community organizations.
27. Of the executives responding to this survey, 91% feel their local community is an excellent or good place to do business. The state received an excellent or good rating from 62% of the respondents.
28. The study finds 11% of the executives feel Wisconsin's business climate has improved over the past few years, 57% feel it has not changed, 24% feel conditions have gotten worse, and 7% respond "no opinion."
29. Where Wisconsin's future business climate is concerned, 33% of the respondents feel the climate will improve over the next few years, 43% feel it will stay the same, 20% feel conditions will deteriorate, and 4% assert no opinion.

Goals, Objectives & Policies

The following goals, objectives and policies are based in part on language included in previous city plans and initiatives, particularly as a result of the work of the Workforce Housing Task Force. In addition, these statements reflect language that was included in the North Mendota Combined Communities Comprehensive Plan (see Chapter 3) and which has been refined to address Middleton-specific issues and opportunities.

Goal: Maintain a balanced community with a mixture of residential, commercial, office, and industrial development

Objectives and Policies:

1. Develop an economic development strategy, informed by data on key growth and base sectors, which will enhance Middleton’s economic vitality and use and preserve existing assets effectively. Work with existing companies and sector experts to develop growth strategies for each sector.
2. Encourage the location of industries within planned business parks.
3. Offer a variety of types of business and commercial park settings.
4. Encourage the development of smaller neighborhood-oriented businesses within walking distance of surrounding residences.
5. Adopt strong “green building” standards to require commercial and industrial developers to implement the most recent innovations in building design and landscaping to protect the environment.
6. Implement appropriate land use tools along major transportation corridors, interchanges, access points, and arterial entrances, in order to control commercial development at these key locations.
7. Discourage “big box” retailers that would have the effect of undermining existing business districts. This policy should not eliminate the potential for “big box” retailers, but would rather control their location and character.
8. Promote the development of underutilized and environmentally-contaminated sites.

Goal: Protect, leverage and accelerate the growth of Middleton’s strongest economic growth opportunities while actively preserving and enhancing the quality of life of all citizens.

Objectives and Policies:

1. Promote the City of Middleton as a friendly place to do business with hospitable City staff and responsive regulatory processes.
2. Maintain a database of available commercial and industrial property and fully-serviced lots.
3. Continue to promote programs to enhance the downtown business district through design guidelines, preservation of historic structures, streetscape enhancements, and programs that promote locally-owned specialty businesses and that maintain the “small town” atmosphere of the district.

4. Extend Middleton's Downtown District northward along Parmenter Street, to aid in the redevelopment of the old Highway 12 corridor.

5. Complete a Downtown Traffic Circulation Study to determine appropriate interventions to ensure adequate pedestrian, bicycle and vehicle circulation that contributes positively to the business district's atmosphere and business climate.



6. Develop a visual appealing gateway and wayfinding signage system.

7. Enhance the visual attractiveness of commercial areas and transportation corridors.

8. Reserve areas for future business park development as the City grows northward.

Goal: Foster entrepreneurship, business retention and growth of Middleton businesses through targeted City initiatives, programs and business development support.

Objectives and Policies:

1. Continue to use TIF assistance to support the redevelopment of underdeveloped, blighted areas or environmental contaminated areas.

2. Develop a Tax Increment Financing (TIF) policy to guide TIF assistance allocation decisions.

3. Continue to work with the Middleton Area Development Corporation to provide timely financial support to attract new businesses to Middleton.

4. Continue to use the Middleton Revolving Loan Fund to support businesses in Middleton with their expansion and retention projects.

5. Work with eligible "high technology" businesses to receive the Capital Ideas Technology Zone tax credit.

6. Continue to collect a hotel room tax to fund activities for promoting Middleton as a visitor destination and conference location.

7. Continue to work with Chamber of Commerce as a means to maintain good ties and working relationships with Middleton businesses.
8. Work through the CDA to foster improved Downtown development opportunities and to link workforce housing assistance in residential areas adjacent to business development areas.
9. Continue to support the efforts of the Collaboration Council to protect, leverage and accelerate regional economic growth.
10. Identify economic development programs at the county, regional, and state level to assist with the economic development goals, objectives and policies.
11. Seek out economic assistance grants and investigate other financial incentives and grants for the utilization of environmentally contaminated sites.

Goal: Expand Housing Opportunities in Middleton

Objectives and Policies:

1. Encourage the development of housing:
 - a. To meet the needs of all the people who work in Middleton, so that they can have good housing choices closer to their jobs.
 - b. For people who would like to join the workforce, so that they have a stable, affordable base on which to build their working lives.
 - c. For older adults, many of who are still in the workforce and who have built the community we all enjoy. Housing options for older adults who do not want to stay in larger homes may better meet their needs, and can make more affordable housing choices available to younger families.
2. Assure that new growth is balanced, and encourage the development of both rental and ownership housing for a range of incomes, for people with different life situations and cultural and ethnic backgrounds, for people with disabilities, for single people with very low incomes, and for the homeless.
3. Provide opportunities for renters to become homeowners if that choice best meets their housing needs.

Goal: Protect and Preserve the Community's Investment in Existing Housing and Neighborhoods

Objectives and Policies:

1. Develop housing policy that promotes and maintains safe neighborhoods.

2. Recognize the value of existing housing in established neighborhoods and support rehabilitation efforts.
3. Encourage the infilling of housing in urban areas that make more efficient use of existing infrastructure.
4. Collaborate with the County and nonprofit agencies like the Wisconsin Partnership for Housing Development, WHEDA and the Dane County Housing Authority that provide home ownership education, training and counseling to homebuyers to increase their capacity to become successful homeowners, and to improve their ability to maintain their homes.
5. Promote the use of programs that assist low and moderate income homeowners to repair and maintain their homes and identify gaps in these programs.

Goal: Use Partnerships Creatively to Meet Housing Needs

Objectives and Policies:

1. Propose ways in which the Community Development Authority (CDA) can invest its available funds in housing development, with the rate of return based on how well a project meets public policy objectives.
2. Encourage the CDA to explore the use of its funds to leverage CDA-issued bonds, the interest on which is exempt from both state and federal tax, to maximize the impact of limited public financial resources.
3. Work with the County, other communities, the state government, employers and community businesses, for-profit developers and the nonprofit development sector to achieve housing development objectives.
4. Promote the use of the Dane County Housing Authority's programs and services, and collaborate with the DCHA to help achieve mutual goals and objectives.

Goal: Improve the City's Ability to Play an Active Role as a Partner in Housing Development

Objectives and Policies:

1. Advise the Common Council on how the City can play the most effective role in expanding affordable housing choices.
2. Support public ownership of land used for affordable housing development.

3. Consider creation of a community development corporation with City financial participation as a vehicle to expand affordable housing choices.
4. Use a community land trust model or other financial arrangements to keep housing affordable.
5. Hire staff or contract with consultants to identify and pursue grants and other funding opportunities for affordable housing development, identify sites for affordable housing development and the most effective role for the City in encouraging their use, and provide support to the Task Force and liaison with other development partners.
6. Develop standards to measure the success of housing policies and to monitor progress in meeting housing needs.

Chapter 9 Land Use Element

Introduction

The Land Use Element of the Comprehensive Plan is intended to guide the future development and redevelopment of both public and private property.

This chapter is organized as follows:

- Inventory and Analysis..... p. 1
- Goals, Objectives and Policies..... p. 7

Inventory and Analysis

The City has worked to create an urban/rural edge with adjacent townships, as well as community separation and open space buffers where possible. The west urban edge of the City includes the City’s purchase and preservation of the Middleton Municipal Airport—Morey Field, the Pleasant View Golf Course, and approximately 60% of the 220 acre former Evergreen Sod farm preserved as permanent public open space. With the exception of development within the current City boundaries and the recently annexed Hinrich property development described in the Housing Element, the City’s growth on the western edge is shown as future potential development on the Land Use map. The future potential development areas (cross hatched in light brown on the land use map) are shown to: **indicate potential development in the future, contingent on further studies by the City and the property owners, including environmental, traffic, and utility capacity, to determine the potential for development of these parcels. Currently, the owners are considering commercial and/or residential development of these properties. It is likely that the commercial will be adjacent to the existing commercial, and the logical plan will be to move towards residential on the edges of the City of Middleton. A concrete batch plant currently exists on the Northwestern Stone property. Uses shall not be limited to those described, but shall be worked on with the municipality and the property owners to determine the most appropriate uses, and final usage of the properties will be determined by the outcome of the above mentioned studies.**



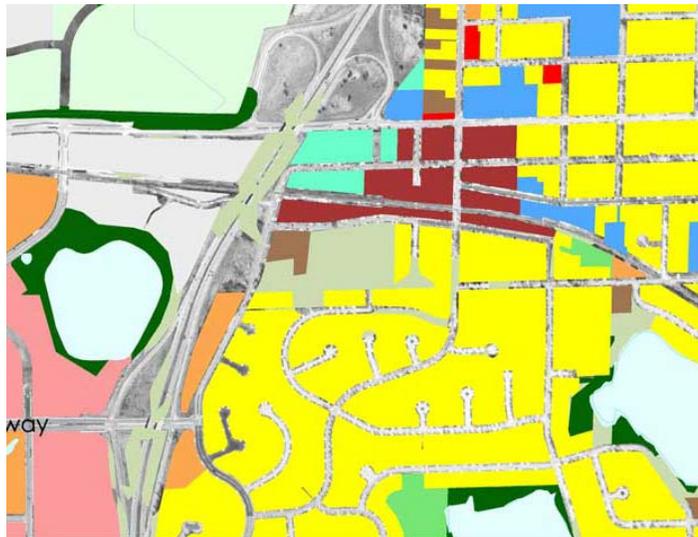
The City has hired a consultant to assist in the preparation of a Westside Neighborhood Plan, which will be reviewed as a potential amendment to this Comprehensive Plan. However, the neighborhood plan is not a substitute for the studies that will be required of property owners south of USH 14 and west of the City to assist in determination of land suitability for development.

The City has an adopted land use plan with the Town of Westport (Appendix A) which has guided, and will continue to guide, land use decisions in the 2000 acre Middleton/Westport Joint Zoning Area. The majority of land is shown as either residential development or open space, with neighborhood commercial and office use included.

The City also has an approved Intergovernmental Agreement with the Town of Springfield that includes a long term boundary agreement. Approximately 650 acres is identified as the City's growth area within the Town of Springfield over the next 20 years, with an ultimate growth boundary shown beyond the 20 year projection. (Appendix B) The predominant land use will be residential, with neighborhood commercial centers, environmental corridors, and limited office park development.

Areas identified for future potential infill, densification, and redevelopment within existing City limits include the Parmenter St. corridor, Allen Blvd. (BUILD planning process), University Ave., and the downtown.

The City has been developing, and will continue to encourage, an emphasis on provision of a range of housing opportunities, traditional neighborhood goals of mixed use, pedestrian friendly development, and a balance of land uses including open space and recreational uses.



One of the challenges the City faces in the future is continuing the balance of growth that the City has maintained (residential/commercial/industrial/institutional uses) while simultaneously providing permanent public open space of over 25% of the City's land area.

Trends in Land Prices

According to Wisconsin Department of Revenue statistics, the equalized value of all real estate land in the City of Middleton averaged a 9.5% increase per year from 1998-2006. This trend, shown in Figure 1, is fairly stable and can be expected to continue.

While total equalized value is an indicator of economic well being, it does not provide the level of detail necessary for the City to use in its Land Use planning efforts. To get a better idea of how land prices are behaving in the residential, commercial, and manufacturing sectors, the City looks to Wisconsin Department of Revenue statistics for “Amount of Economic Change” in those categories. “Amount of Economic Change” includes changes due to market conditions, based on analysis of sales. This statistic also accounts for the effects new construction has on equalized value. This statistic is represented in the “Percent Economic Change” values shown in Figures 2-5 for the City of Middleton and Dane County as a whole.



Figure 1: Equalized Value -- Land Only

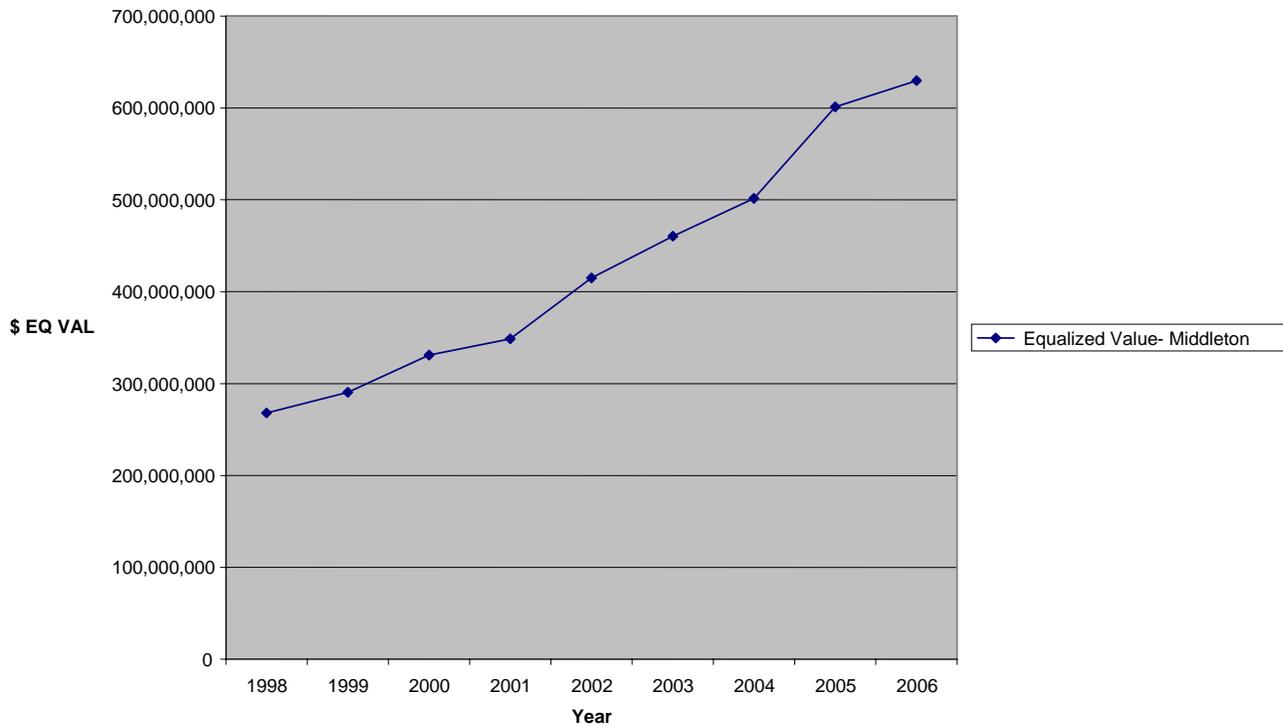


Figure 2: % Economic Change -- Residential Land

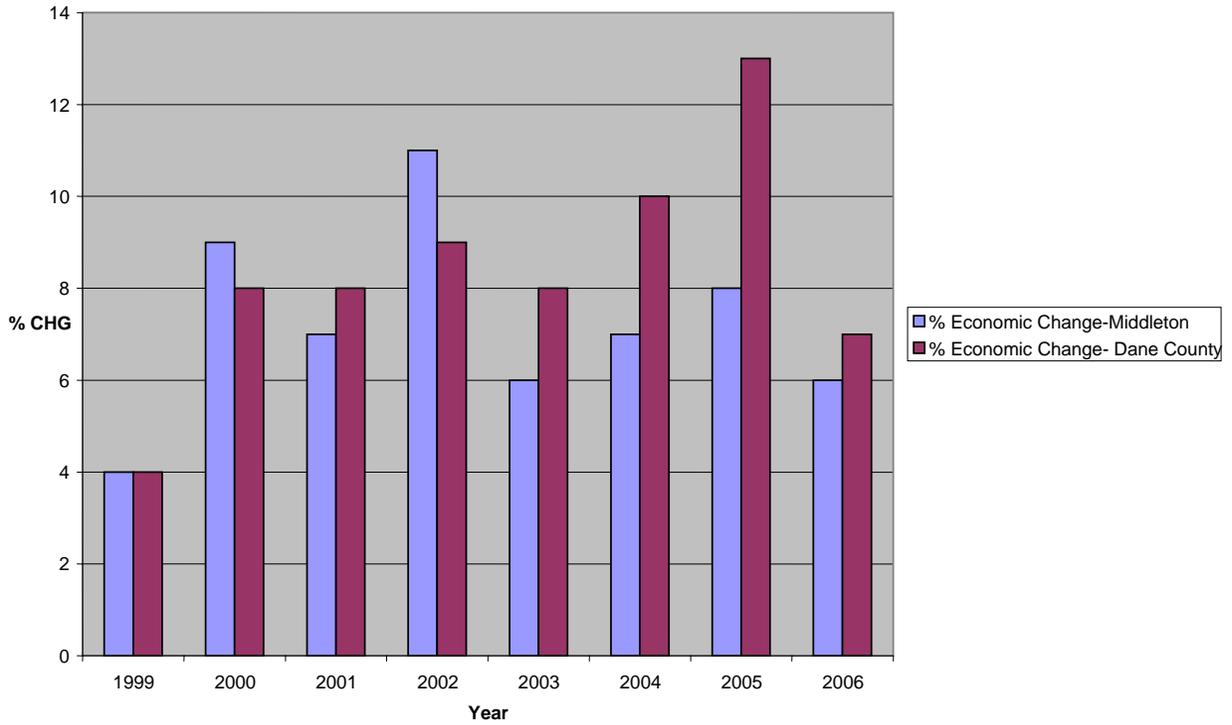


Figure 3: % Economic Change -- Commercial Land

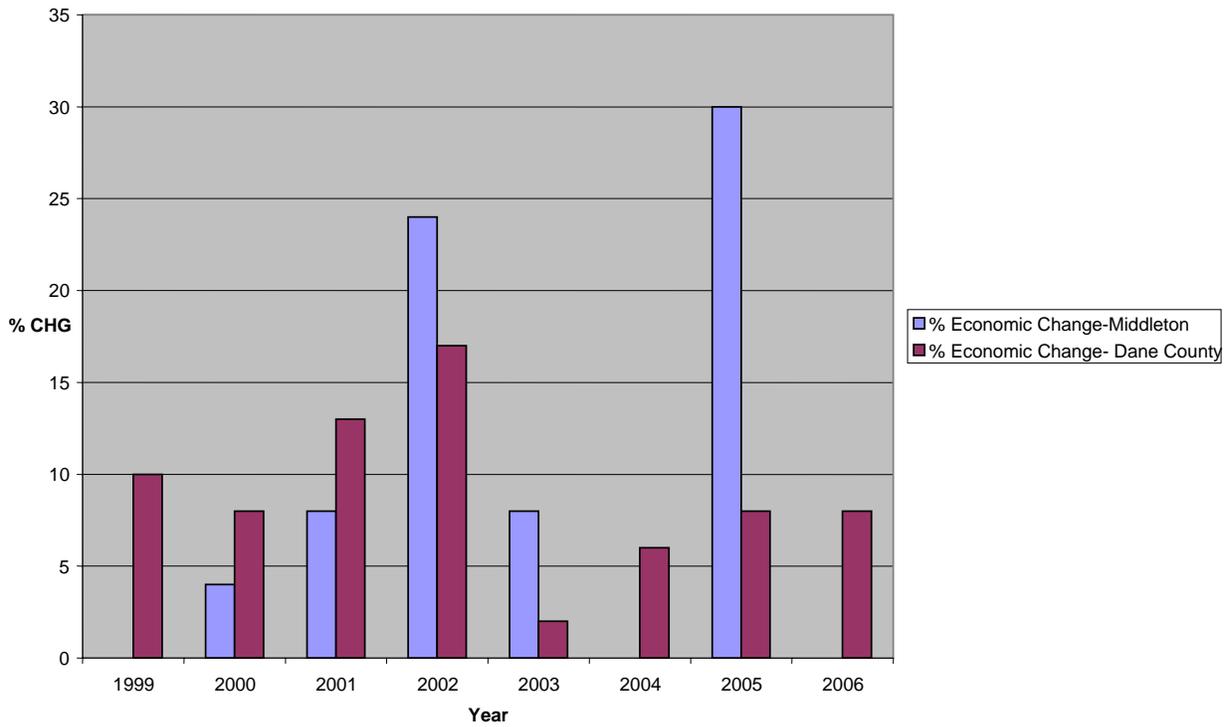


Figure 4: % Economic Change -- Manufacturing Land

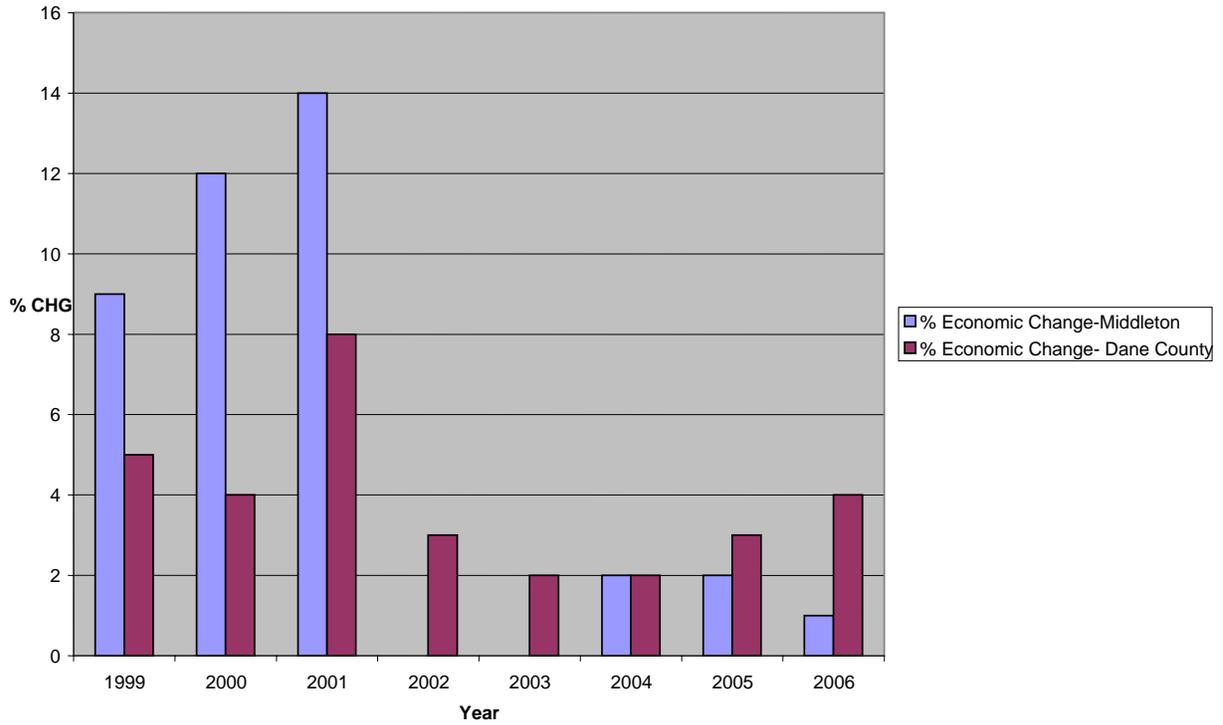


Figure 5: % Economic Change – Total Land

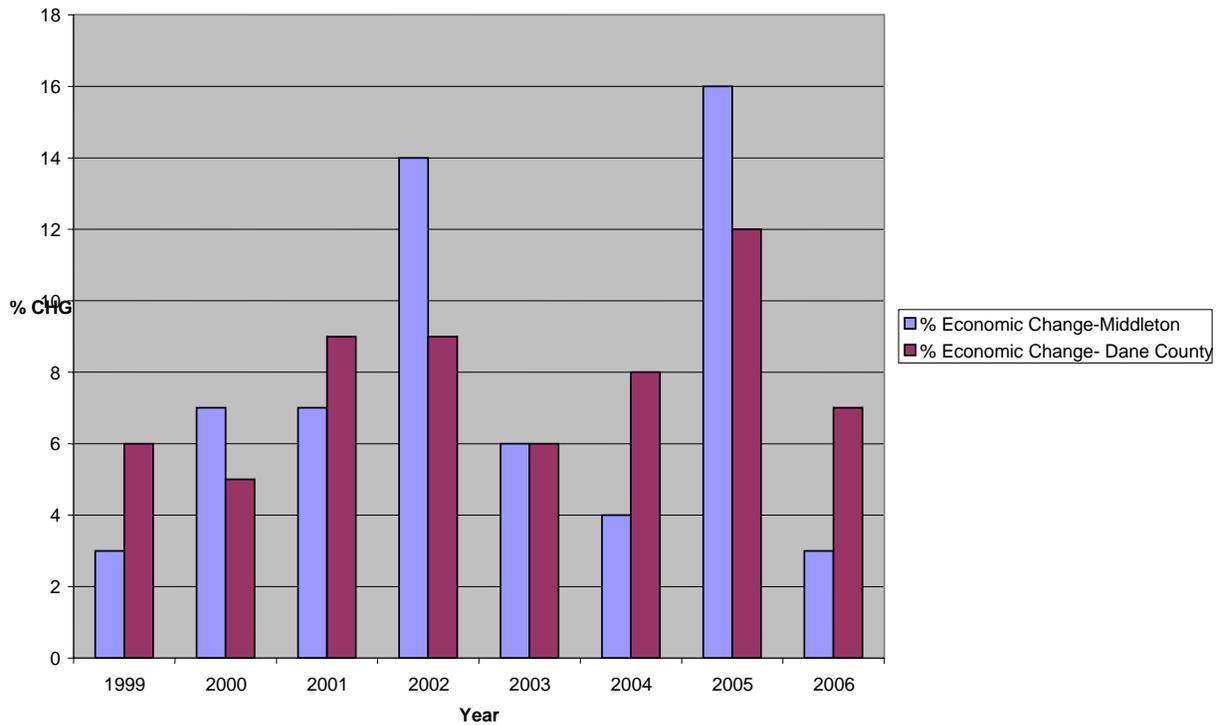


Figure 2 shows that, since 1999, Dane County as a whole has seen larger Residential Land Economic Change increases than the City of Middleton with the exception of 1999, 2000, and 2002. The City of Middleton averaged an increase of 7.3% per year and Dane County averaged an increase of 8.4% per year from 1999-2006. Middleton's percent economic change for residential land peaked in 2002 while the percent economic change for Dane County as a whole peaked in 2005. While the percent change in residential land is fluctuating, a steady trend of growth is evident.

Figure 3 shows commercial land in Middleton experienced very large increases in economic change in 2002 and 2005. Commercial land in Dane County as a whole increased steadily from 1999 to 2002. There was a considerable drop off in economic change for commercial land in both Middleton and Dane County in 2003. After 2003, Dane County began a steady rebound while Middleton's commercial land has seen erratic economic change with zero growth in 2004 and 2006, and a 30% increase in 2005.

Manufacturing land (Figure 4) in Middleton experienced robust increases in economic change for years 1999-2001. Dane County-wide economic change statistics are more consistent, but because of the strong numbers for 1999-2001, Middleton's manufacturing land averaged a higher increase in economic change, by percent, from years 1999-2006 than did Dane County (Middleton 5%, Dane County 3.9%).

Economic change statistics for all real estate land in Middleton and Dane County are a reflection of conditions in each of the subsets of land analyzed above. For instance, economic change increases for total real estate land in Middleton spike in 2002 and 2005. In 2002, Middleton had especially strong economic change numbers for both commercial and residential land. In 2005, Middleton's commercial land economic change increase was very high. Total real estate land in the City of Middleton increased an average of 7.5% per year for the years 1999-2006, while total real estate land in Dane County increase an average of 6.9% per year in the same time period.

The City Assessor has indicated that in 2005 the real estate market flattened out relative to the above average growth experienced in recent years. Specifically, the average sale price for a Single Family Home in Middleton in 2005 was \$192,244. The average sale price for a condominium in Middleton in 2005 was \$307,700. The average sale price for Single family homes and condominiums combined was \$263,258 in 2005.

Trends in Land Use

The City of Middleton has typically been conservative when adding to the City's land area. Annexations and requests to add land to the Central Urban Service Area have been minimal over the past twenty (20) years. There have been approximately 1,150 acres annexed to the City since 1987, and approximately sixty percent (60%) of that acreage was City owned, including the Morey Airport, the Pleasant View Golf Course, and the Quisling property.

Demand for land within the City has been strong, as evidenced by market conditions, including land prices, home sale prices and the short time properties stay on the market. The City has seen an increase in areas proposed for infill development and redevelopment.

Projections for Land Uses

Residential land: 50 acres per year; 250 acres total from 2007 through 2011; 250 acres from 2012 through 2016; 250 acres from 2017 through 2021; 250 acres from 2022 through 2026.

Agricultural land: Not applicable within the City.

Commercial and industrial land: Projected at current trends – approximately 20 to 50 acres per year; 100 to 250 acres total from 2007 through 2011; 100 to 250 acres total from 2012 through 2016; 100 to 250 acres total from 2017 through 2021; 100 to 250 acres total from 2022 through 2026. One trend likely to affect this projection is the densification, redevelopment and infill of existing land within the City. Several projects currently under consideration include the Deming Campus of the Middleton Corporate Center (projected at 723,000 square feet of office space plus structured parking on a total of 31 acres south of Airport Rd. and west of USH 12). The Harvard Square project proposes over 200,000 square feet of office space on approximately 12 acres north of Airport Rd. and west of USH 12.

Goals, Objectives & Policies

The following goals, objectives and policies are based in part on language included in previous city plans. In addition, these statements reflect language that was included in the North Mendota Combined Communities Comprehensive Plan (see Chapter 3) and which has been refined to address Middleton-specific issues and opportunities.

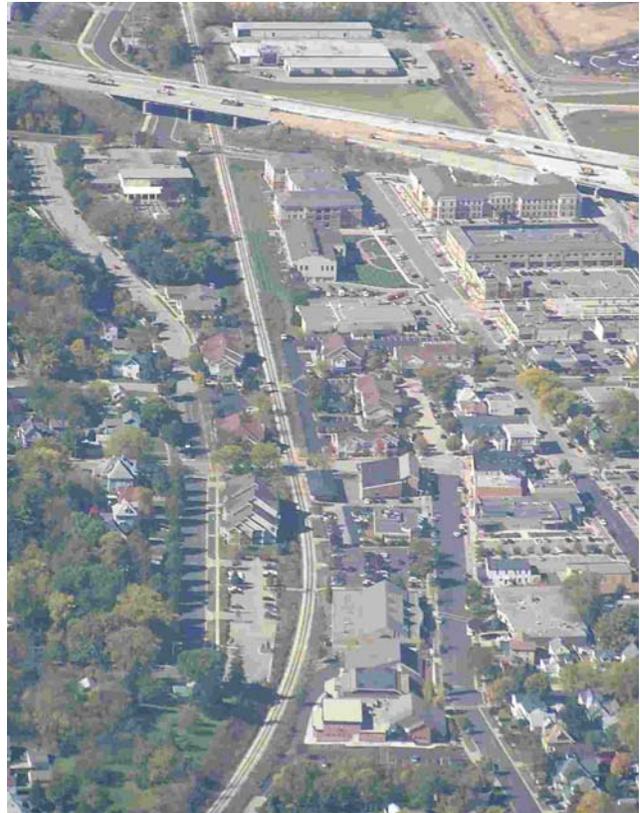
Residential Development

Goal: Allow for flexibility in residential development and to promote affordable quality housing, a range of housing options, and a suitable living environment for all residents.

Objectives and Policies

1. Encourage use of Planned Development Districts (PDD) and other planning mechanisms to accommodate a range and mixture of housing options in each neighborhood. The use of PDD zoning can facilitate a mix of housing types within a single neighborhood.
2. Support efforts to provide housing opportunities for senior citizens, with access to appropriate services including transit alternatives, shopping, medical care and recreation. Housing for senior citizens located near necessary service areas can increase their access to these services, which in turn can help provide flexibility in their housing choices.

3. Ensure the design of residential neighborhoods with mixed land use at a scale appropriate to residential development and with convenient access to a neighborhood shopping area or to larger commercial areas.
Limited residential development located near commercial areas or commercial uses in a residential neighborhood helps meet day-to-day needs of residents, thereby reducing trips through other neighborhoods.
4. Encourage the rehabilitation of quality older housing stock.
The City and the private sector have cooperated to revitalize the downtown, and efforts continue for redevelopment and/or preservation in appropriate areas. The City desires to preserve the character of the original residential areas where possible.
5. Support efforts to provide housing for low to moderate-income persons and to locate this housing in proximity to areas that offer access to transit alternatives, shopping, recreation and employment centers.
6. Encourage innovative neighborhood design and provision of housing through a variety of tools, including PDD zoning, and clustered residential development.
7. Recognize the value of the principles incorporated into traditional neighborhood design.
8. Provide for appropriate park and open space opportunities for residential areas in accordance with the Park and Open Space Plan.
9. Promote infrastructure and amenities that are user friendly and residential development that includes a sense of connectivity in sidewalks, streetscape, and trails. The design should be conducive for public use.



Commercial Development

Goals:

1. Provide for appropriate commercial development on a scale that accommodates the needs of the city.
2. Locate commercial areas where they will best allow access to goods and services in an environmentally-compatible, attractive, safe, and convenient manner.

Objectives and Policies

1. For presently developed commercial areas, encourage infilling and redevelopment where appropriate.
2. Prevent the proliferation of strip commercial areas along streets and highways and the development of commercial uses where it is not suitable to surrounding land uses.
3. Integrate professional offices, commercial recreation (theaters, bowling alleys, etc.), and other services in the neighborhood and community shopping centers.
4. Ensure that new developments allow for adequate parking, storage, vehicular movement, landscaping, buffering, open space and public infrastructure and facilities.
5. Direct highway commercial businesses to the existing USH 12 corridor.
6. Continue to provide for a balanced distribution of different types of commercial development in suitable areas.
7. Encourage green-built construction techniques.

Industrial Development

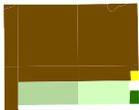
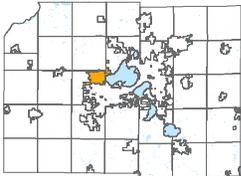
Goal: Designate areas for industrial development, with design guidelines and development standards that contribute to the economic stability of the City without degrading its natural or residential environments.

Objectives and Policies

1. Continue to direct industrial development to appropriate areas, with attention to design and development standards. Suitable areas include properties to the west of USH 12, north of USH 14, and south of Airport Road.
2. Support efforts of existing industrial businesses to expand and grow within the community.
3. Utilize the design review process to ensure adherence to design guidelines and ordinance requirements.
4. Require and apply design guidelines in Industrial Districts.

City of Middleton

2005 Land Use



Land Use

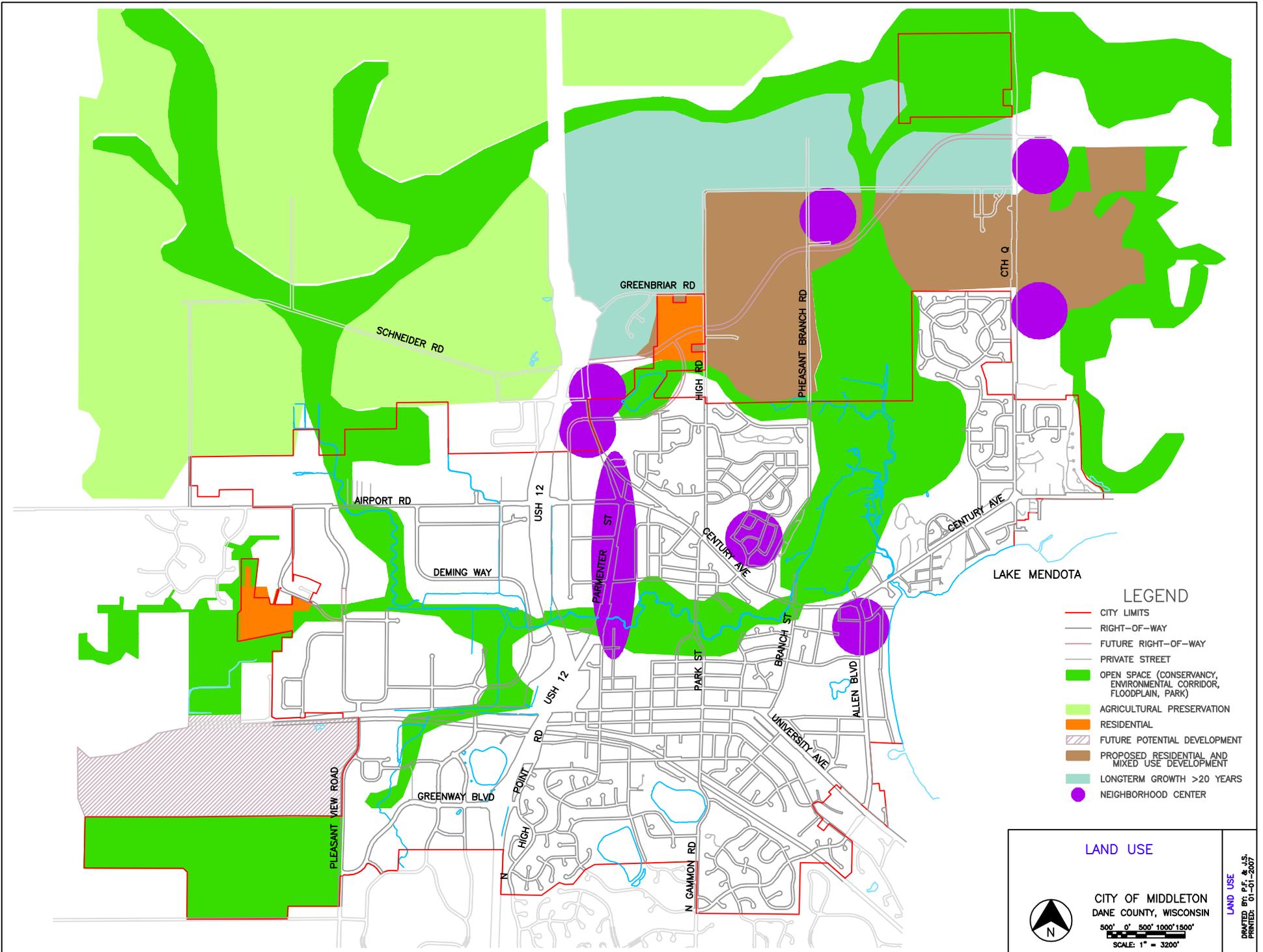
-  Cemeteries
-  Commercial - Retail Sales
-  Commercial - Retail Services
-  Communication & Utilities
-  Extractive
-  Industrial
-  Institutional & Governmental
-  Transportation
-  Single Family
-  Two Family
-  Multi-Family
-  Agriculture
-  Outdoor Recreation
-  Commercial Forest
-  Woodland
-  Vacant
-  Open Land
-  Open Water
-  Under Construction

June, 2006



Source Info:
Land Use: 2005, (DCCAPD)
Municipal Boundaries: 01/06, (DCLIO)

This map was prepared through the Dane County Department of Planning and Development in conjunction with the Dane County Land Conservation Department, Dane County Land Information Office and the Dane County Community Analysis & Planning Division.



LEGEND

- CITY LIMITS
- RIGHT-OF-WAY
- FUTURE RIGHT-OF-WAY
- PRIVATE STREET
- OPEN SPACE (CONSERVANCY, ENVIRONMENTAL CORRIDOR, FLOODPLAIN, PARK)
- AGRICULTURAL PRESERVATION
- RESIDENTIAL
- FUTURE POTENTIAL DEVELOPMENT
- PROPOSED RESIDENTIAL AND MIXED USE DEVELOPMENT
- LONGTERM GROWTH >20 YEARS
- NEIGHBORHOOD CENTER

LAND USE



CITY OF MIDDLETON
 DANE COUNTY, WISCONSIN
 500' 0' 500' 1000' 1500'
 SCALE: 1" = 3200'

LAND USE
 DRAFTED BY: P.F. & J.S.
 PRINTED: 01-01-2007

Chapter 10

Implementation Element

Introduction

The Implementation Element of the Comprehensive Plan will help identify necessary actions to implement the goals and objectives contained within the Plan. These implementation measures may include review of existing ordinances to determine any required changes as well as a discussion of future studies required, and procedures for amending the plan.

The goals listed in this section recognize that the tools and procedures as outlined are necessary to achieve the goals and objectives identified in the other plan elements. The Wisconsin “Smart Growth” Comprehensive Planning Law §66.1001 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.” The City of Middleton has achieved consistency and integration by preparing all elements simultaneously and under the guidance of experienced City staff. Furthermore, collaboration among the Plan’s preparers provides that there are no known internal inconsistencies associated with the Comprehensive Plan.

This chapter is organized as follows:

- Plan Adoption.....	p. 1
- Development Regulations and Ordinances.....	p. 2
- Capital Improvement Program.....	p. 2
- Stormwater Management Programs.....	p. 2
- Affordable Housing Programs.....	p. 2
- Interjurisdictional Coordination.....	p. 3
- Monitoring Plan Implementation.....	p. 3
- Amending the Comprehensive Plan.....	p. 3

Plan Adoption

The City of Middleton held two (2) public work sessions and four (4) public hearings as part of the creation and adoption of this Comprehensive Plan, in addition to numerous discussions and reviews by the Plan Commission at regularly scheduled meetings. However, it is recognized by both the Plan Commission and the Common Council that there periodically will be changes made to the Comprehensive Plan, and any future changes will follow the process for review and adoption as required by State Statute. Known future changes are primarily related to adoption of several on-going planning studies, including a west-side neighborhood plan and a traffic management plan.

Development Regulations and Ordinances

Goal: Implement a systematic review of all appropriate ordinances, including: Zoning; Subdivision; Sign; Parking and Landscaping; Floodplain; and Wetland Ordinances to ensure consistency with the adopted Comprehensive Plan.

Policies:

1. When the City considers future rezoning requests, it is important that the various comprehensive plan components and recommendations be considered and used as a guide in the rezoning determination process. Land use recommendations contained within the Plan should be implemented by the zoning ordinance and map.
2. The City's zoning ordinance should be revised as necessary to promote concepts from the Comprehensive Plan, such as mixed-use development, infill development, traditional neighborhood development, and transit-oriented development.
3. The City's Subdivision Ordinance should be revised as necessary to include the concepts identified in the Plan. The City should then use the revised ordinance when reviewing development and redevelopment proposals to ensure that the completed projects are consistent with the Plan.

Capital Improvement Program

Goal: Update the five-year capital improvement program regularly as a part of the budgeting process.

Policy: Annual updates to the Capital Improvements Program should continue to occur, and these updates should be in compliance with the recommendations of the Comprehensive Plan.

Stormwater Management Programs

Goal: Address stormwater management in a comprehensive manner.

Policy: The City will contract with a consultant to prepare a City-wide stormwater management plan.

Affordable Housing Programs

Goal: Ensure the continued existence of the City of Middleton Workforce Housing Task Force to address the need for more affordable housing in the community as described in Chapter 8 of this Plan.

Interjurisdictional Coordination

The City will continue to meet regularly with the surrounding townships, regarding such issues as the Fire and EMS Districts, North Mendota Parkway, and administration of existing intergovernmental agreements. The City will remain an active participant in the Dane County City and Villages Association, the Madison Area Metropolitan Planning Organization, the Capital Ideas Technology Zone, and committees that are addressing regional transportation issues (e.g., Transport 2020 and Metro Transit's Contracted Services Oversight Subcommittee).

Monitoring Plan Implementation

The City will continually monitor the implementation of the plan via annual review of the plan elements and actions taken. This annual review will be completed by the Planning Department and submitted to the Plan Commission and Common Council on or before September 1st every year. The plan should be the primary point of reference used to guide future City decisions on private investment proposals, public investments, regulations, incentives, and other actions. As such, the City's zoning, subdivision, and official map ordinances and decisions will be updated to ensure their consistency with the recommendations, goal, policies, and objectives of this plan and any subsequent revisions.

Amending the Comprehensive Plan

Goal: Ensure that proper procedures are followed for adoption and amendment of the Comprehensive Plan.

Policy: The Plan should be specifically evaluated for potential amendments every year as part of the annual review, and amendments shall be made under the direction of the Plan Commission and Common Council. Should the need arise to amend the Plan subsequent to the annual review completed September 1st, all proposed Plan amendment requests shall be officially submitted to the City prior to February 1st of each year. A full draft of the amendments would then be presented to the Plan Commission in March and April, with courtesy notices sent to the reviewing jurisdictions and agencies. The public hearing, and earliest potential action on the proposed amendments, would be scheduled for a joint meeting of the Plan Commission and Common Council in June. This review and amendment cycle would then restart with the next annual review.

Goal: Monitor any changes to the language or interpretations of the State "Smart Growth" Comprehensive Planning Law to ensure that the updated Plan complies with State statute.

Policy: In accordance with the State "Smart Growth" Comprehensive Planning Law, which requires the Plan to be updated at least once every ten years, the City of Middleton should update this Plan before the year 2016.

Table: Implementation Timeframes

Category	Recommended Action	Implementation Timeframe
<p><i>Development Regulations and Ordinances</i></p>	<ul style="list-style-type: none"> • Review Zoning and Subdivision ordinances and update them to better reflect the Smart Growth concepts included in this Plan. • Review Site Plan Regulations and Design Review Ordinances to encourage more sustainable development including traditional neighborhood design, mixed-use development, transit oriented development, and green building design. 	2006-2009
	<ul style="list-style-type: none"> • Monitor the effects of the 2006 Sign Code update. 	ongoing
	<ul style="list-style-type: none"> • Review Sign Code for possible update with regards to changing technology, best practices, City aesthetics, and business community needs. 	2010
	<ul style="list-style-type: none"> • Monitor the effects of the Parking and Landscaping Ordinance to ensure that it remains a viable method to improve site aesthetics. 	ongoing
	<ul style="list-style-type: none"> • Monitor effects of 2006 Floodplain Ordinance Update. • Update Floodplain Ordinance as new information from FEMA, WisDNR, or Floodplain Administrator becomes available. 	ongoing
	<ul style="list-style-type: none"> • Update Official Map to reflect current conditions in Middleton. 	ongoing
<p><i>Detailed Planning</i></p>	<ul style="list-style-type: none"> • BUILD Grant: Plan for Allen Boulevard Corridor: Continue working to create a neighborhood infill development plan in Allen Boulevard corridor. 	2006-2007
	<ul style="list-style-type: none"> • West Side Neighborhood Plan: Continue working to develop a Land Use Plan for the City’s western edge transition to the Town of Middleton. 	2007
	<ul style="list-style-type: none"> • Traffic Management Plan: Evaluate existing road network, circulation, and capacity in order to make appropriate recommendations for future traffic management procedures. 	2006-2007
<p><i>Intergovernmental Cooperation</i></p>	<ul style="list-style-type: none"> • Ensure that the goals, objectives, and policies of the North Mendota Combined Communities Comprehensive Plan are consistently carried out and updated as necessary to facilitate intergovernmental communication and cooperation. 	ongoing

<i>Housing</i>	<ul style="list-style-type: none"> • Conduct inventory of existing housing stock in the City with special attention placed on occupancy, infill opportunities, and future needs. • Continue to assess the need for more housing options with the assistance of the Workforce Housing Task Force. 	2006, ongoing
<i>Transportation</i>	<ul style="list-style-type: none"> • Collaborate with Dane County and the State of Wisconsin on regional transportation issues such as the North Mendota Parkway. • Implement and monitor the recommendations of the Traffic Management Plan conducted by the City in 2006 	ongoing
		2006, ongoing
<i>Utilities and Community Facilities</i>	<ul style="list-style-type: none"> • Continued annual update of the Capital Improvement Program. 	annually
<i>Agricultural, Natural, and Cultural Resources</i>	<ul style="list-style-type: none"> • Implement and Monitor the effects of the recommendations made in the City's Open Space and Conservancy Lands Plan. 	2006, annually
<i>Economic Development</i>	<ul style="list-style-type: none"> • Monitor the City's Tax Incremental Financing district, Revolving Loan Fund Program, Workforce Housing Program, Streetscape Enhancement Program, and Tourism Commission. • Work with the Middleton Area Development Corporation to foster economic growth in the City. • Actively participate in regional economic development efforts such as the Collaboration Council, the Capital Ideas Technology Zone, and the Wisconsin Business Retention and Expansion Study. 	ongoing
<i>Land Use</i>	<ul style="list-style-type: none"> • Implement the land use recommendations of this Plan. • Implement the land use recommendations contained in the detailed planning efforts and intergovernmental planning efforts mentioned in this Plan. 	ongoing
<i>Plan Monitoring</i>	<ul style="list-style-type: none"> • Monitor actual development and land use activity in the City against the Plan, consider amendments when appropriate. • Update this Plan 	Annual Review Process and Amendment Cycle
		2016

APPENDIX A

MIDDLETON / WESTPORT

JOINT COMPREHENSIVE PLAN

COMPREHENSIVE PLAN
FOR THE
MIDDLETON – WESTPORT
JOINT PLANNING AREA

Prepared by the Middleton – Westport Joint Zoning Committee

Adopted by Town of Westport on July 3, 2000
Adopted by City of Middleton on August 15, 2000

ACKNOWLEDGEMENTS

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I. INTRODUCTION

A. HISTORY OF JOINT PLANNING EFFORTS

The City of Middleton Plan Commission began meeting regularly with the Town of Westport Plan Commission in 1997. The purpose of the meetings was to discuss issues and projects of mutual interest or concern to both communities. Out of those meetings came the idea for a **joint zoning committee**. A **joint planning area** was outlined on a map. The two communities entered into an **Intergovernmental Agreement**, freezing the zoning in the designated joint planning area, and establishing a joint zoning committee charged with preparation of a **comprehensive plan** for the joint planning area.

The Middleton/Westport Joint Zoning Committee (the “Joint Committee”) began a series of meetings in March 1999, researching and discussing various aspects of the joint area, including: **land use**, transportation, **environmental** issues, schools and institutional uses, **public infrastructure and services**, and **parks and open space**. **Goals and objectives** were developed, and a **mission statement** was formulated.

B. MISSION STATEMENT

The purpose and focus of the Joint Committee’s efforts is

- To allow both communities to grow in a mutually beneficial way.
- To use available information, technology, and resources to provide for sustainable growth and development, while protecting and enhancing the environment, preserving neighborhoods, providing efficient and effective services, and enhancing quality of life.

C. DEFINITION OF PLANNING AREA

The joint planning area (JPA) is bounded on the west by the Town of Springfield and City of Middleton, on the south and east by CTH M, and on the north by Oncken Road. It comprises approximately 2000 acres of land located in the Town of Westport.

D. LONG-TERM GROWTH BOUNDARY AREA

The line shown on the map as the ultimate City of Middleton boundary is NOT going to be established by this document or any process related to this joint planning effort. The line indicates an area best defined as a long-term Growth Area for the City. This indicates an area in which it is mutually agreed that the City has a reasonable present or demonstrable need for the property if annexed, and is best suited to serve such property with utilities and other services due to natural features or close proximity to the City. The Town would agree that it would not directly or indirectly oppose any annexation within the City's long-term Growth Area, nor would it financially support any person opposing such annexations. However, the Town would retain the right to voice its concerns and objections or its support of such annexations before the City Council or the City Plan Commission.

Similarly, no territory outside of the long-term Growth Area (i.e., that land to the East, North and South of this area) shall be annexed to the City. The area outside this boundary is best served by Town utilities, and the uses are more compatible with Town services, again due to natural features or proximity to current Town services.

Ultimately, it will be up to the landowners and residents in this area to determine their own destiny as to the governmental jurisdiction by which they wish to be served.

This line can be viewed as beginning at Oncken Road extended Westerly to the Town's boundary, then along that line and Oncken Road East to a point on Oncken Road where the Western edge of the Rural Residential District extended Northerly intersects Oncken Road, then along that line to the Bishops Bay Country Club property boundary, then along the Western edge of the Bishops Bay Country Club property South to C.T.H. M., and then South and West along the current Town/City boundary line.

II. EXISTING CONDITIONS

A. LAND USE

A significant portion of the JPA is currently in agricultural use. There are also several closed or reclaimed gravel quarries in the JPA. Much of the JPA is currently used for recreational purposes, including the Bishop's Bay Country Club golf course, tennis club and swimming pool, and the St. Benedict's Center reclaimed Lost Lake and regenerated prairie. The southern portion of the JPA includes distinct residential neighborhoods, namely the Fox Bluff, South Meadows and Bishop's Bay developments.

Map #1 shows major land uses in the JPA.

B. TRANSPORTATION

Three major two-lane highways, each of which is heavily used by commuter traffic, serve the JPA. Located a half mile from the western boundary, CTH Q carries an average of 8,200* vehicles each day, and connects Middleton and Waunakee. CTH K forms the northern edge of the planning area, and carries approximately 15,100* vehicles each weekday. CTH M defines the southern and eastern extents of the planning area, and serves as a primary route for traffic around Lake Mendota. Traffic on this principal arterial averages more than 17,000 vehicles each weekday.

Several town roads also currently serve the planning area. Oncken Road runs east-west between CTH Q and M, Balzer Road connects the area with the Town of Springfield to the west, and several streets serve the Fox Bluff, South Meadow, and Bishops Bay neighborhoods.

The nearest transit stop to the JPA is located at the intersection of CTH Q and South Ridge Way, in the City of Middleton. Direct service to the Capitol Square and the West Transfer Point (located on Tokay Boulevard near Whitney Way in Madison) is provided by Madison Metro's Route 60 at 30-90 minute intervals, Monday through Friday.

The City of Middleton has required dedication of a public access easement along the northern edge of the Northlake residential development for the future trail development.

*1996 data from WisDOT

C. ENVIRONMENTAL CONDITIONS

Map #2 shows the topography of the JPA. Slopes over 12% have been identified. The map also shows surface drainage divides.

Map #3 illustrates areas with soils that are conducive to water infiltration.

The State Historical Society and the State Department of Natural Resources have provided information regarding historically significant sites and endangered plants and species. This information can be found in Appendix A.

D. PARKS, RECREATION, OPEN SPACE & TRAILS

- Nearby parks: Governor Nelson State Park, Mendota County Park
- Bishops Bay Golf Course
- Dorn Creek
- Bellefontaine/Frederick's Hill Conservancy
- St. Benedict's restoration area
- Metropolitan Refuse District (MRD) Landfill (closed; planned for future recreation area)

The City of Middleton has required dedication of a public access easement along the northern edge of the Northlake residential development for the future trail development.

E. PUBLIC SERVICES & INFRASTRUCTURE

Map #4 illustrates Middleton and Westport's respective sewer service areas. The map also shows public safety service areas, including fire and EMS.

F. SCHOOLS/INSTITUTIONAL

The JPA is currently located almost entirely in the Waunakee Area School District. The Middleton-Cross Plains Area School District serves portions of the Fox Bluff, South Meadow, and Bishops Bay neighborhoods.

III. GOALS & OBJECTIVES

The following are goals and objectives for the Joint Planning Area.

A. LAND USE

Map #5 illustrates the approved land uses as designated by the JPA Committee. These land uses are meant to control proposed development and delineate all acceptable uses and developable areas in the JPA. As shown on Map #5, the land uses include the following:

- Mixed Use/Commercial
- Rural Residential
- Low Density Residential
- Medium Density Residential
- High Density Residential
- Agricultural Preservation
- Agricultural Holding

The following are the land use goals for the JPA.

1. Provide for Community Separation Areas, where possible, between the City and the Town.

- Identify appropriate buffer zones to accomplish the community separation areas, where possible. Map #5 identifies suggested separation areas.
- Utilize a variety of methods to ensure buffer zones, including zoning and service area delineation, green space, view corridors and tree lines.

2. Preserve agricultural land outside of the Madison Metropolitan Sewerage District (MMSD) ultimate (year 2040) service line.

3. Encourage a mixture of housing types.

- Zone residential areas to allow for various lot sizes in certain areas. Densities of various developments within the City and Town are identified in Appendix B, and preferred densities for certain areas are shown in Appendix C.
- Provide for transit-oriented development.
- Identify and zone areas that are appropriate for multi-family housing (i.e. close to amenities, services, opportunity for transit).

4. Utilize a Conservation Subdivision Design Process

- Identify Conservation Areas
- Delineate Developable Areas
- Align Streets and Trails
- Draw in Lot Lines

A Conservation Subdivision is a housing development that has compact lots and common open space, where the natural features of the land are maintained to the greatest extent possible.

5. Identify areas that are appropriate for commercial development and delineate the types of uses that are permitted and/or encouraged.

- Zone for commercial areas so that they are limited to neighborhood commercial uses that provide basic services to residents, such as day care, dry cleaning, etc.
- Incorporate design standards and square footage limits into the zoning ordinance.
- Encourage mixed-use development where appropriate (see Map #5).

6. Create transition zones between rural and urban development.

- Identify transition zones, and create a designation in the zoning ordinance to reflect desired level of development and standards.
- Utilize service levels to help ensure the appropriate intensity of development.
- Consider alternative systems for utilities where appropriate, such as private treatment for sewage.

7. Encourage infill development in designated areas.

- Establish infill-zoning standards that allow a combination of uses or varies standards for projects that are in the public interest.
- Develop criteria for identifying areas that are appropriate for infill development.

8. Encourage compatible uses with existing, adjacent land uses.

- Identify and map all existing land uses, including natural features, parkland, view corridors, etc.
- Designate zoning districts that ensure compatibility between proposed and existing uses.
- Maintain vibrancy of existing neighborhoods such as Fox Bluff/South Meadow.
- Preserve views and character of existing neighborhoods.
- Encourage cluster neighborhoods smaller in scale and consistent with character of town in areas identified as appropriate for this type of development. (See Map #5)
- Discourage continuous through streets and utilize existing or improved street systems.
- Define and establish street, sidewalk, trail, lighting and graphic standards for private development as well as public improvements.
- Prohibit single loaded or strip residential development adjacent to existing residential areas.

9. Encourage traditional neighborhood development where appropriate.

Traditional neighborhood development is a compact, mixed-use neighborhood where residential, commercial and civic buildings are integrated into the neighborhood and are all in close proximity. Traditional neighborhoods are also pedestrian friendly.

B. TRANSPORTATION

1. Support necessary improvements to routes serving the planning area.

- Reserve additional right-of-way along CTH Q, M and K to preserve options for future road improvements.
- Require Oncken Road to be improved as part of adjacent development activities.
- Support regional efforts to construct a North Ring facility along the CTH K corridor.

2. Develop cross sections and right of way standards for new public infrastructure improvements.

3. Mitigate impact of increased traffic on existing neighborhoods.

- Designate a primary transit corridor, with higher density uses adjacent, linking transit nodes (e.g., neighborhood commercial, institutional uses, etc.) throughout the neighborhood.
- Require developer to provide or pay for a traffic study that would outline any additional improvements necessary to accommodate traffic from the development, as well as ways to mitigate the traffic impact of the new development on nearby neighborhoods.
- Work with Wisconsin DOT and County to site a suitable Park and Ride lot and other appropriate transit stops.

4. Identify, preserve and obtain street and trail linkages to the east, north and west.

- Align new streets with existing intersections (such as Indigo Way, Heron Trail, Balzer Road, and the entrance to Governor Nelson State Park) in order to maximize safety and efficiency.
- Require reservation and/or dedication of trail right-of-ways before areas are developed. (See Map #5)
- Support County goals for implementing a regional trail connecting Middleton with Governor Nelson State Park.
- Seek funding assistance from State and County sources to implement safe bicycle/pedestrian

crossings of major traffic corridors such as CTH Q.

C. ENVIRONMENTAL

1. Identify and preserve environmentally sensitive land.

- Map wetlands, drainage ways, floodplain lands, steep slopes, and wooded areas using RPC Environmental Corridor Maps, State Wetland Maps, FEMA Floodplain maps and local maps.
- Require an environmental assessment for each proposed development.
- Adopt the following ordinances to help preserve sensitive lands: Wetland, Floodplain, Subdivision (including environmental corridors and parkland dedication requirements).
- Apply jointly for funds from the County Conservation fund for acquisition of land identified as sensitive and without ordinance protection.

2. Require proposed developments to utilize a four (4) step Conservation Subdivision Design Process

- Identify Conservation Areas
- Delineate Developable Area
- Align Streets and Trails
- Draw Lot Lines

3. Require appropriate stormwater management and erosion control measures to ensure protection of the environment.

- Adopt Stormwater Management and Erosion Control Ordinances.
- Work with Dane County Soils and Conservation staff on education of stakeholders (including developers, property owners, and the public) and review of plans.
- Require overall stormwater management plan from property owners prior to development.
- Support and expand upon existing efforts to restore natural areas, such as St. Benedict's wetland and prairie restoration activities.

4. Preserve agricultural land outside of the Madison Metropolitan Sewerage District (MMSD) ultimate (year 2040) service line.

C. PARKS, RECREATION, OPEN SPACE & TRAILS

1. **Require dedication of park and recreation areas as land is proposed for development.**

- Create parkland dedication requirements in ordinance form.
- Include provisions that accepted parkland must be suitable for the use for which it is intended (e.g., land dedicated for active recreation must be developable for active recreation uses)

3. **Link parkway system to provide continuous trails to existing and proposed Westport and Middleton systems.**

- Require reservation and/or dedication of trail right-of-ways before areas are developed. (See Map #5)
- Support County goals for implementing a regional trail connecting Middleton with Governor Nelson State Park.
- Seek funding assistance from State and County sources to implement safe bicycle/pedestrian crossings of major traffic corridors such as CTH Q.

4. **Ensure that residential areas are adequately served by neighborhood parks.**

E. PUBLIC SERVICES & INFRASTRUCTURE

1. **Identify logical, cost-effective utility service areas.**

- Map watershed boundaries and existing utility lines.
- Evaluate service potential for joint planning area.
- Prohibit unsewered development, except for previously created infill lots where sanitary sewers are not readily available, and where alternative systems for treating waste may be appropriate as referred to at Section III.A.6, above.
- Utilize utility systems that are compatible with drainage systems, that require minimum

maintenance, and that respect the natural features of the land.

2. Establish policies and standards for provision and funding of improvements.

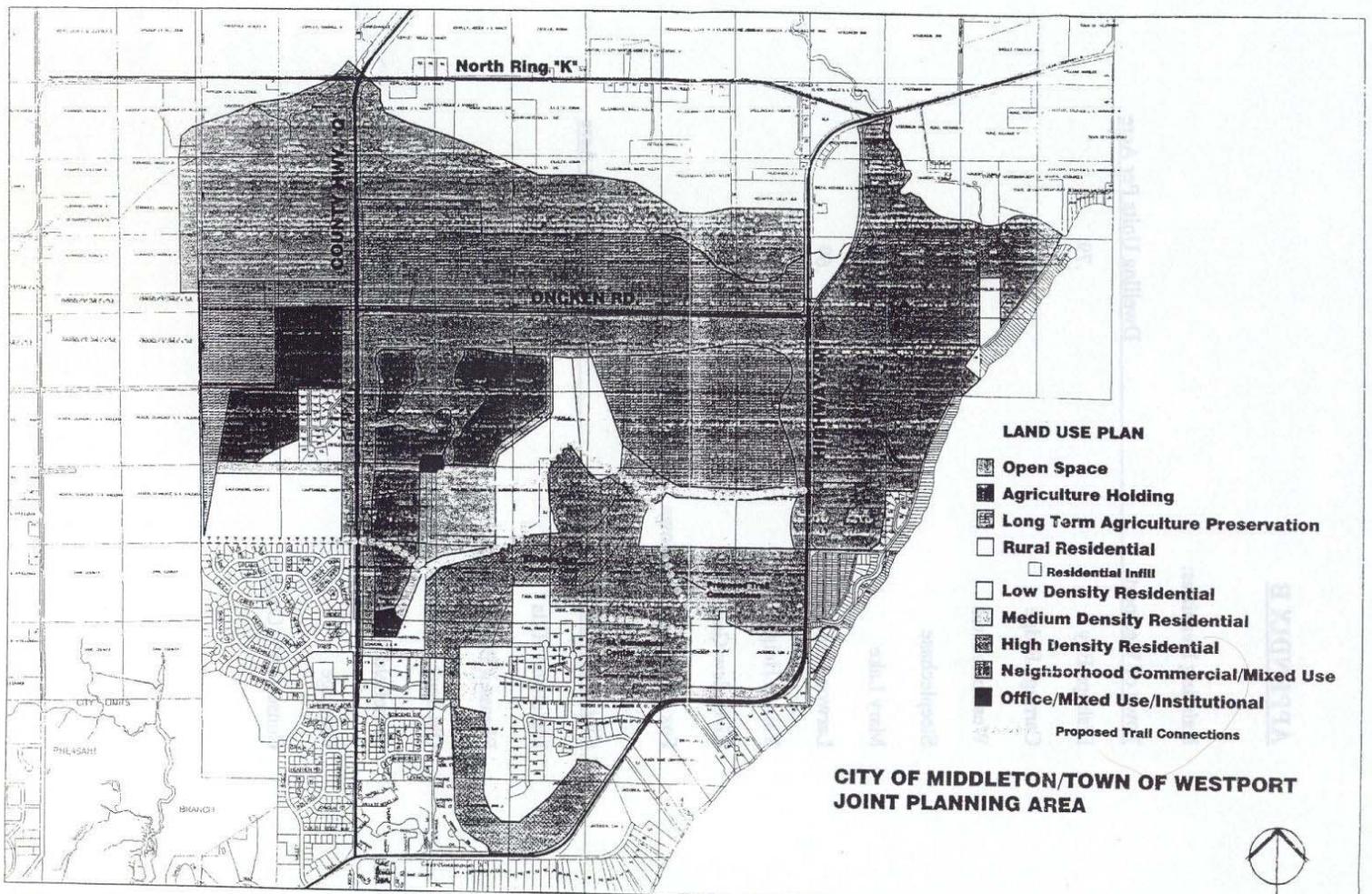
- Review existing City and Town policies and requirements, and revise as necessary to ensure that future development pays for costs of providing new service.
- Create standard specifications for utility improvements.

3. Consult with existing public safety providers (including fire, police, and emergency services) to designate appropriate service areas.

F. SCHOOLS/INSTITUTIONAL USES

- 1. Work with the Middleton-Cross Plains and the Waunakee Area School Districts to establish long-term school district boundaries that recognize long-term community and neighborhood interests.**
- 2. Recognize that various institutional facilities (e.g., churches, libraries) are important components of balanced communities.**

APPENDIX A



APPENDIX B

Existing Densities:

Town of Westport Dwelling Units Per Acre

Bishops Bay	.79
Carriage Ridge	.64
Westshire Area	6.5
Steeplechase	3
Mary Lake	.9
Larwood Hills	.69
Yahara Heights	.60
Riverview Gardens	.76
Fox Bluff/South Meadows	.85

City of Middleton Dwelling Units Per Acre

Middleton Hills	3
Pheasant Branch Ridge	1.7
Old Sauk Meadows Apartments	15
Stonefield Village	1.7
Foxridge	2
Conservancy Condos	5.2

APPENDIX C

Preferred Densities:

Rural Residential	0 to 1 dwelling units (d.u.) per acre
Low Density Residential	2 to 4 “ “
Medium Density Residential	4 to 6 “ “
High Density Residential	8 to 12 “ “
Mixed Use	Up to 100 d.u. total in delineated district

Definitions:

Rural Residential	Single family detached homes (with appropriate conditional uses) with densities similar to existing Westport neighborhoods.
Infill Residential	Adjacent to rural residential, similar in character and density to existing adjacent development.
Low Density Residential	Single family detached or attached homes (with appropriate conditional uses) with densities similar to existing City of Middleton neighborhoods.
Medium Density Residential	Attached or detached residential.
High Density Residential	Attached or detached homes, apartments or condominiums.
Agricultural Preservation	Preservation of land for agricultural uses.
Agricultural Holding	Land which should be preserved for agricultural uses for the foreseeable future, but will eventually be developed.
Mixed Use	Areas to be developed (following appropriate design standards) as mixed use, including institutional uses, commercial, office, and residential.

APPENDIX B

INTERGOVERNMENTAL AGREEMENT

WITH THE TOWN OF SPRINGFIELD

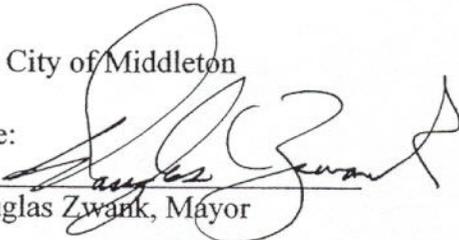
**CITY OF MIDDLETON AND TOWN OF SPRINGFIELD
INTERGOVERNMENTAL AGREEMENT – FIRST AMENDMENT
TO THE 3/25/04 AGREEMENT**

Section 8.02(c) is amended to read:

(c). The City contemplates that the growth planned for Area A will be predominantly residential uses, although commercial and low-impact or technological industries may be located along the U.S. 12 corridor. Nothing herein shall preclude the City from approving developments which include neighborhood-oriented commercial development as part of an overall development plan which is predominantly residential in character.

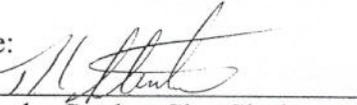
The City of Middleton

Date:

By: 

Douglas Zwank, Mayor

Date:

By: 

Timothy Studer, City Clerk

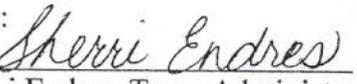
Town of Springfield

Date:

By: 

James Ripp, Town Chairperson

Date:

By: 

Sherri Endres, Town Administrator/Clerk

**CITY OF MIDDLETON AND TOWN OF
SPRINGFIELD INTERGOVERNMENTAL
AGREEMENT**

**UNDER SECTION 66.0301, WISCONSIN
STATUTES**

Dated: March 25, 2004

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CITY OF MIDDLETON AND TOWN OF SPRINGFIELD

INTERGOVERNMENTAL AGREEMENT

UNDER SECTION 66.0301, WISCONSIN STATUTES

The **CITY OF MIDDLETON**, a Wisconsin municipal corporation with offices at 7426 Hubbard Avenue, Middleton, Wisconsin 53562 (hereinafter "**City**"), and the **TOWN OF SPRINGFIELD**, a Wisconsin municipality with offices at 6157 County Highway P, Dane, Wisconsin 53529 (hereinafter "**Town**"), enter into this Intergovernmental Agreement, hereinafter "Agreement", under authority of Section 66.0301, Wisconsin Statutes.

WHEREAS, Section 66.0301, Wisconsin Statutes, authorizes municipalities to jointly exercise powers delegated to them and, thereby, to make certain agreements concerning the boundary lines between themselves; and,

WHEREAS, the City and the Town desire to enter into a formal structure to define and make predictable the following matters

(a) That specified boundary line changes shall occur during the planning period and the approximate dates by which such changes shall occur.

(b) That specified boundary line changes may occur during the planning period and the approximate dates by which the changes may occur.

(c) That required boundary line change under par. (a) or an optional boundary line change under par. (b) shall be subject to the occurrence of conditions set forth in the plan.

(d) That specified boundary lines may not be changed during the planning period.

The Agreement between the City and the Town is organized around all of the options above; and,

WHEREAS, on June 23, 2003, the City and the Town Plan Commissions entered into a preliminary framework for an agreement under authority of Section 66.0301, Wisconsin Statutes, to provide the basic foundation for this Agreement. The preliminary framework of June 23, 2003 is attached hereto as Exhibit 1; and,

WHEREAS,

The City and Town share a common border on the City's north side and the Town's south side.

The City and Town have joint concerns regarding their border, including consideration of the possibility of litigation over annexations from the Town to the City.

The City's long-term growth and development plans envision continued northward development in a logical and well-planned fashion.

The Town desires to protect, indefinitely, the integrity of its territory north and west of a given line.

The City desires that all other development shall occur in the City, served by all City municipal services and in compliance with all applicable City development standards.

The City and the Town desire, during the term of this Agreement, to prevent new development of the lands within the planning area covered by this Agreement which lie outside the identified development zone, and to assure that all development which may ultimately become part of the City occur in a manner which is compatible with City development standards;

The City desires that owners of lands in the Town not receive a windfall in the form of City improvements, but rather pay a fair share for improvements that benefit lands in the Town.

The Town desires to protect the financial interests of the Town and its citizens as the City grows by arranging favorable terms with respect to taxes, payment for improvements, and revenue sharing.

The City and Town both desire that provisions be made for the timing and location of future urban development so that the eventual City-Town border is well-planned, with compatible development on both sides.

To attain the objectives of both the City and Town and to provide for mutual peace and cooperation beneficial to citizens in both communities, the City and Town entered into the preliminary framework of June 28, 2003.

and,

WHEREAS, the City and Town have entered into the said preliminary framework for the purposes of establishing a long-term boundary, limiting the City's extraterritorial land subdivision review, official mapping and annexation north of the boundary line, assuring orderly growth and development to City standards with the full range of municipal services east of the boundary line, protecting town owners outside the defined growth areas from annexations against their will, facilitating annexation of other lands at the will of the owners without threat of lawsuits and to implement that long-term boundary; and

WHEREAS, this Agreement between the City and Town is intended to implement the preliminary framework to enable the parties to determine their respective boundaries and to guide and accomplish a coordinated, well-planned and harmonious development of the territory covered by the Plan; and

WHEREAS, this Agreement does not adversely affect the exercise of Dane County zoning, land subdivision review and general powers of Dane County in areas of the Town which are not subject to the Agreement; and

WHEREAS, this Agreement was developed following a review of regional, county and Comprehensive Plans and a public review process; and from comments received; and

WHEREAS, it is the intention of the City and Town that this Agreement be a binding and enforceable contract.

WITNESSETH:

The City of Middleton and Town of Springfield enter into this Agreement under authority of Section 66.0301, Wisconsin Statutes, as set forth below:

**SECTION 1
PARTICIPATING MUNICIPALITIES**

This Agreement applies to the City of Middleton and Town of Springfield, located in Dane County, in south central Wisconsin, which respective boundaries are shown on Exhibit 2.

**SECTION 2
CONTACT PERSON**

The following persons and their successors are authorized to speak for their respective municipalities regarding this Agreement: For the City of Middleton: Eileen Kelly, Middleton City Hall, 7426 Hubbard Avenue, Middleton, Wisconsin 53562, 608-827-1050 FAX (608) 827-1057; For the Town of Springfield: Sherri Endres, Town Clerk/Treasurer, 6157 County Highway P, Dane, WI 53529, 608-849-7887, fax, 608-849-6187.

**SECTION 3
TERRITORY SUBJECT TO THE AGREEMENT**

The territory subject to this Agreement is Sections 20, 21, 22, 23, 24, 25, 26, 27, 28, 29, 32, 33, 34, 35 and 36 of the Town of Springfield, Dane County, which are sections of the public land survey of the State of Wisconsin lying in Town 8 North, Range 8 East. This Agreement does not limit the authority or discretion of either party to take actions outside of the territory subject to this Agreement.

SECTION 4 ISSUES, PROBLEMS, OPPORTUNITIES

The City and the Town adopt this Agreement in response to a number of issues which have arisen. Dane County enjoys one of the fastest growth rates of any county in the United States. Further, growth pressure on the Town of Springfield will increase as the result of the reconstruction of U.S. Highway 12 through the Town. The Town and City wish to adopt policies designed to respond to these growth pressures in an attempt to manage the growth so that it proves to be a benefit to the community rather than a detriment. This Agreement will address issues and problems and create opportunities as noted in the subsections below:

4.01 Maintain Positive Relationships Between The City and Town Through Defining Boundaries.

The Town of Springfield and City of Middleton have enjoyed a good relationship without the hostility present in many relationships between cities and adjacent towns. These two municipalities share at least parts of a fire and EMS district, and school district. They share a common business and social community and desire to maintain and build those ties. The Town and the City believe that entering into a Agreement will create certainty as to the future relationship between the communities and avoid animosity which otherwise might diminish the good relationship they enjoy.

4.02 Assure Orderly and Economic Development of City and Town Within the Planning Area.

The Town does not believe it is economical for the Town to attempt to provide a full range of urban services to high-density urban development. The Town and City agree that the predominant share of population growth in this part of Dane County can best be accommodated in higher density residential subdivisions served by urban services such as sewer and water. Therefore, the City and Town agree that all defined development within the lands known as Area A shall occur within the City, in compliance with applicable City development standards and requirements, and served by a full range of municipal services provided by the City.

Capital infrastructure improvements typically require a planning, design and construction timeline of several years in length. This Agreement will enable the City confidently to plan and design for the ultimate extension of public infrastructure improvements into all of Area A, which will eventually become attached to and develop in the City. The timely extension of such public infrastructure and the orderly phasing of urban growth and development will be greatly enhanced by the Plan.

4.03 Promote Preservation Of Prime Farmland And Resources

The Town and the City agree that the farmland located in the Town is an irreplaceable resource which provides food and fiber for basic maintenance of the economy. Market forces, unguided by land use planning, may impinge on the viability of farming by introducing incompatible residential and commercial uses in the vicinity of farm operations. Further, inappropriate residential growth may cause the value of farmland to increase to the point where farmers make an economic decision to abandon farming, which causes the withdrawal of valuable land from production. The Town and the City expressly intend to use this Agreement to prevent annexation and development pressure from leading to excessive and unnecessary conversion of farmland to other uses.

4.04 Establish A Mechanism for Joint Planning.

Land uses in the Town and the City have, historically, often resulted from decisions and actions of other entities, public and private. As a result, both the Town and the City have often reacted to forces driving land use decisions rather than anticipating and influencing those forces. Further, the Town and City officials have met only infrequently. This Plan allows the Town and the City to jointly plan for environmental corridors within the areas which are subject to this Agreement. If requested by Town resolution under this Plan, the City and Town shall cooperate to establish joint zoning regulations in the extraterritorial area of the Town. This Plan provides for joint planning and cooperation in the management and control of storm water. The City and Town also believe that this Plan itself provides a mutually beneficial framework for joint discussion and planning; and that it will lead to a reduction in adversarial tension and promote intergovernmental cooperation, planning and problem solving, for more efficient delivery of municipal services.

4.05 Orderly Urban Growth.

Without provision of urban services of municipal sewer and water, new development in the Town within the Boundary Adjustment Area could result in a patchwork of non-compact Town and "leap-frog" City growth. The Town agrees to prohibit or restrict urban development in the Boundary Adjustment Area and to permit this Area to be attached to and developed to City standards served by the full range of City municipal services and facilities. The Town will be better able to focus upon planning for and serving the lower density areas outside the boundary line; and City development of the Boundary Adjustment Area will promote a more uniformly compact, economical and orderly urban development under a single local jurisdiction.

4.06 Provide A Full Range of Urban Services Available to Areas of Town Annexed to City.

Municipal sewer and water, storm water and transportation infrastructure will be timely constructed by the City to serve new urban development within the Boundary Adjustment Area. These facilities will enhance public health through protection of ground and surface waters, and enhance public safety through availability of sufficient fire suppression water flows and adequate transportation systems. These public health and safety amenities will enhance the quality of life for both Town and City properties within the Area.

SECTION 5 BOUNDARY ADJUSTMENT AREA OF TOWN

The area of the Town subject to boundary adjustments over the term of this Agreement and reserved for City growth (hereinafter "Boundary Adjustment Area"), subject to possible future modification in accordance with this Plan, is located in the Town of Springfield, Dane County, Wisconsin [T8N, R8E], with the following defined areas:

5.01 Area A: The area denoted on the attached Exhibit 2 as Area A, which consists of Section 36 of the Town, and specified portions of Section 35.

5.02 Area B: The area denoted on the attached Exhibit 2 as Area B, which consists of land lying in sections 32, 33, 34 and 35.

5.03 Area C: The area denoted on the attached Exhibit 2 as Area C, which consists of land lying in sections 25, 26 and 35.

5.04 Extraterritorial Jurisdiction: Certain portions of the Town lie within the Extraterritorial Jurisdiction of the City but outside of Area A, B or C. These lands are depicted on the attached Exhibit 1 and lie within the area bounded by the red dotted line. These lands include part of sections 13, 14, 15, 20, 21 and 22, and all of section 23, 24, 25, 26, 27, 28, and 29. [Sections 32, 33, 34, 35 and 36 are also within the Extraterritorial Jurisdiction of the City, but are treated separately in this Agreement].

SECTION 6 DEFINITIONS

For the purposes of this Agreement:

- (a) "Area A" means the area of the Town described in section 5.01.
- (b) "Area B" means the area of the Town described in section 5.02.
- (c) "Area C" means the area of the Town described in section 5.03.
- (d) "Extraterritorial Jurisdiction" means the area of the Town described in section 5.04

(e) "Develop" or "development", refers to division of land, or construction of more than one principal structure on a parcel of land, or rezoning a parcel from a residential or agricultural classification to a more intense residential classification or a non-residential classification. Use or division of land by the Town or City for governmental purposes does not constitute development.

(f) "Exhibits" referred to in this Agreement are attached to the Plan and incorporated as part of the Plan.

SECTION 7 CURRENT LAND USE AND PHYSIOGRAPHIC CONDITIONS OF THE TERRITORY INCLUDED IN THE AGREEMENT

7.01 Territory Subject. The territory subject to this Agreement is Sections 20, 21, 22, 23, 24, 25, 26, 27, 28, 29, 32, 33, 34, 35 and 36 of the Town of Springfield, Dane County, which are sections of the public land survey of the State of Wisconsin lying in Town 8 North, Range 8 East.

7.02 Current Land Use Plans. Certain of the lands included in the boundary adjustment area are included in adopted City neighborhood development plans. These neighborhood development plans include a description of existing conditions within each of these planned neighborhoods at the time the neighborhood development plans were prepared. The existing conditions section of these plans provides a narrative summary of existing land uses, zoning, topography and natural features, stormwater drainage, and site analyses. Each of the neighborhood development plans include a series of maps summarizing existing conditions and growth and development problems and opportunities.

The land use plans covering the boundary adjustment area include:

1. The Town of Springfield's Comprehensive Plan.
2. The City's Northwest Quadrant Plan
3. The City's Comprehensive Plan

The adopted land use plans guide the City's growth and development and extension of urban services within each of the neighborhoods.

The City has undertaken studies leading to adoption of a Northwest Quadrant plan. The studies prepared for the plan contain useful background information on conditions which existed within the boundary adjustment area, and the growth and development policy recommendations applicable to this area.

In addition to the City of Middleton adopted plans, the Town of Springfield has prepared a Comprehensive Plan, adopted in May, 2002. This plan provides a general description of the physiographic conditions within the Town of

Springfield, a demographic profile, household characteristics, population projections and a summary of existing and proposed land uses.

In 2002, the Dane County Regional Planning Commission published a report based on the 2000 Decennial Census and the results of a 2000 Land Use Inventory for the County. This report entitled Dane County and Community Data 1970-2000, provides updated data on the socio-economic characteristics of both the Town of Springfield and the City of Middleton and a land use inventory for both communities.

SECTION 8 PROVISIONS FOR LAND USES AND DELINEATION OF THE BOUNDARIES BETWEEN THE TOWN AND THE CITY

8.01 Restrictions. The following conditions and restrictions shall govern the use of land and the actions of the Town and the City in the respective Areas, as herein described. These Agreements pertain to certain decisions or reviews concerning rezonings, conditional use permits, subdivision plats, certified survey maps and any other land use regulation, which are known in this section as “Development Proposals.”

8.02 Area A. Area A is designated as the primary growth area of the City in the Town for the term of this Agreement. This area shall be regulated by the Town in a fashion which will avoid conflicts with future urban development. Specific limitations imposed under this Agreement are:

(a). The Town shall review Development Proposals consistently with the policies of the A-1 Exclusive Agricultural Preservation District, sec. 10.123, Dane County Code of Ordinances, and with Exhibit 2 to this Agreement. The Town concludes that because full urban development of Area A is likely to occur within the term of this Agreement, there is no need for construction of additional farm residences in Area A, and therefore, the Town agrees not to approve farm plans or other approvals which would authorize construction of additional residences in Area A, except for residences for immediate family members of the farm owner who are involved in the farm operation.

(b). As the City contemplates development of portions or all of Area A, the City agrees to consult with the Town and affected residents concerning said plans. The purpose of said consultations will be to assure that the Town and its residents are aware of the City’s planning and development efforts and can take those plans into consideration.

(c). The City contemplates that the growth planned for Area A will be predominantly residential uses, although commercial and low-impact or technological industries may be located along the U.S. 12 corridor.

(d) The City and Town agree to require the recording of a perpetual deed restriction over all lots in new residential subdivision plats or certified survey maps within Area A, with such deed restriction reading as follows:

NOTE: Through section 823.08 of the Wisconsin Statutes, the Wisconsin Legislature has adopted a right to farm law. This statute limits the remedies of later established residential property to seek changes to pre-existing agricultural practices in the vicinity of residential property. Active agricultural operations are now taking place and may continue in the vicinity of the Plat of _____. These active agricultural operations may produce noises, odors, dust, machinery traffic, or other conditions during daytime and evening hours.

8.03 Area B, Long-Term Preservation Area. The Town and City agree that the land lying in Area B on the attached Exhibit 2 shall be a long-term community buffer area between them which shall be developed, if at all, only in accord with mutually defined acceptable uses.

(a). The area included in Area B is mapped for Agricultural Preservation pursuant to the Ag 1-Exclusive Agricultural Preservation District, sec. 10.123, Dane County Code of Ordinances. Beyond the restrictions embodied in that ordinance, the parties contemplate that lot splits and farm residences should lead to construction of new residential units only if done pursuant to a Development Proposals approved by the Town and the City which is consistent with the provisions of Exhibit 2 of this Agreement.

(b). The City agrees not to annex land nor to extend urban services to land located in Area B without the permission of the Town.

(c). The Town agrees not to object to the orderly development and expansion of Middleton Municipal Airport -- Morey Field.

8.04 Area C, Town/City Interest Area. The Town and the City agree that the land lying in Area C on the attached Exhibit 2 shall be an area in which full urban development may occur under the provisions of this Agreement (see sec. 16.01).

(a). Development in Area C shall be conducted with due regard for the protection of the Dorn Creek.

(b). The area included in Area C is mapped for Agricultural Preservation pursuant to the Ag 1-Exclusive Agricultural Preservation District, sec. 10.123, Dane County Code of Ordinances. Beyond the restrictions embodied in that ordinance, the parties agree that lot splits and farm residences should lead to construction of new residential units only if done pursuant to a Development Proposal approved by the Town and the City which is consistent with the provisions of Exhibit 2 of this Agreement.

(c). The City agrees not to annex land nor to extend urban services to land located in Area C until seventy five percent (75 %) of the developable land in Area A has been platted, unless permitted by the Town.

(d). The Town and City contemplate that Area C will become a growth area for the City for residential and commercial development after the platting of seventy five percent (75%) of the developable land in Area A. Current demographic information, trends and circumstances make it appear likely that Area C will not be developed for approximately twenty years. Property owners in Area C should make land use and development decisions in contemplation of the ultimate urban development of Area C. Therefore, new agricultural uses (which shall not include existing agricultural operations) shall not be located in Area C. No factory farming requiring a permit from the Department of Natural Resources or the Department of Agriculture, Trade and Consumer Protection may be located in Area C.

8.05 Extraterritorial Jurisdiction. The Extraterritorial Jurisdiction shall be an area of joint concern. In the Extraterritorial Jurisdiction area, the following restrictions and limitations shall apply.

(a). The Town shall follow its adopted Land Use Plan in approving proposed zoning changes, condition use permits and land divisions. The Town may amend its land use plan if the amendments are consistent with this Agreement and the policies contained herein.

(b). The City shall follow the land uses identified in Exhibit 2 of this Agreement, and shall not object to land divisions or rezonings adopted by the Town which are consistent with the plan as identified in Exhibit 2 of this Agreement.

8.06 Annexation and Maintenance of Roads. If the City annexes land which includes road right-of-way, but the area annexed is only part of the road, the City shall negotiate, prepare and execute an Agreement specifying the responsibilities for maintenance of the roads in a fashion which minimizes the inefficiency which otherwise might result from split responsibility for a length of roadway.

8.07 Dane County Actions. The parties recognize that Dane County has certain authority in land use planning and regulation which neither party can control. However, each party agrees to oppose actively any decisions or actions by Dane County which are inconsistent with the provisions of this Agreement.

SECTION 9 EXTRATERRITORIAL AUTHORITY OF THE CITY

The City has been granted certain authority to adopt zoning ordinances applying lands within three miles outside of its corporate limits by sec. 62.23 (7a), Wis. Stats. The City may engage in comprehensive planning, official mapping, or other land use planning within that area. Further, the City has the power to review proposed land divisions within that three-mile area by sec. 236.02(5) and 236.10 (1)(b), Wis. Stats. In order to further the cooperative purposes of this Agreement and provide for orderly and efficient development of land, the City agrees as follows:

9.01 The City shall not exercise its extraterritorial authority over any land lying in sections 19, 30 or 31 of the Town unless requested by the Town.

9.02 The area of the City's extraterritorial jurisdiction shall not be computed using the boundaries of the City of Middleton Metropolitan Community Park, until and unless that Park becomes contiguous to the remainder of the City.

9.03 With respect to the areas denoted in section 9.01, the Town agrees that it shall, before giving preliminary approval to any preliminary plat in such area, require the plat's proponent to submit the proposed for review by the City's planning and engineering staff to receive the City staff's comments on stormwater, traffic and groundwater impacts of the proposed subdivision.

SECTION 10 TAXES AND REVENUE SHARING UPON ANNEXATION

10.01 Whenever a property zoned A-1 Agricultural (Exclusive) is annexed to the City from the Town, the City shall provide revenue sharing to the Town under the terms of an agreement executed with respect to each annexed area. Such revenue sharing agreements shall be in the form of the exemplar agreement which is attached as Exhibit 3.

10.02 Notwithstanding Section 74.48(2), Wis. Stats., the City may subtract and retain the prorated reasonable administrative costs of collection from any agricultural use-value penalty amount paid to the Town.

SECTION 11 NEW AND AMENDED CITY AND TOWN PLANS

11.01 City and Town agree to amend their respective Comprehensive Plans to be consistent with the terms of this Agreement. The formulation and preparation of such amended Comprehensive Plans shall be had pursuant to the procedures herein.

11.02 Within Area A on Exhibit 1, the City agrees to actively consult with Town and residents of Area A before City adoption of detailed City neighborhood development plans or "quadrant" plans affecting Area A.

11.03 The City agrees that its plans will show future development of Area A as a predominantly residential neighborhood, except that lands near Highway 12 may be planned for low-impact, high-technology businesses.

11.04 The City and Town agree not to subsequently amend or update their Comprehensive Plans affecting lands within Areas A, B or C on Exhibit 1, unless the other party agrees to that amendment or update in writing. Such mutually agreeable Comprehensive Plan amendments shall automatically constitute amendments to Exhibit 2 without further action by the City or Town.

11.05 The Town and City agree not to amend their Comprehensive Plans affecting lands in all other parts of City's extraterritorial jurisdiction (outside of Areas A, B, or C) unless the other party agrees.

SECTION 12 STORMWATER MANAGEMENT IN UPPER PHEASANT BRANCH CREEK SUB-WATERSHED

The water resources represented by the basin of the Upper Pheasant Branch Creek in the Town and the City is of substantial importance to both communities as a source of groundwater recharge, a recreational and physical asset, and in surface water management. Protection and effective management of this resource is complicated by the fact that the Creek and its watershed lies in both jurisdictions, and hence, requires cooperative efforts to assure effective resources management programming.

Based on the importance of stormwater management, erosion control, and infiltration in this watershed, as depicted on Exhibit 2, City and Town agree to:

12.01 Work with the local office of the U.S. Geological Survey (USGS) to incorporate Best Management Practices for stormwater management into City and county ordinances and into the review of development proposals, including but not limited to measures to enhance infiltration and water quality.

12.02 Require stormwater management plans for all development proposals in this sub-watershed that meet the thresholds in Section 14.46 of the Dane County Erosion Control and Stormwater Management Ordinance, including on-site stormwater detention in such plans where appropriate.

12.03 Work with the USGS, the City of Middleton Water Resources Management Commission, and other interested entities to identify, officially map, acquire title or development rights, and/or preserve and restore areas that would provide particular infiltration and water quality benefits in this sub-watershed.

SECTION 13 NATURAL/RECREATION CORRIDOR CONCEPT

The City and Town agree in concept to the permanent preservation of an undeveloped green space corridor and a related possible trail extending west from Metropolitan Community Park along the Dorn Creek, as depicted in Exhibit 2, and agree to jointly commence more detailed planning to determine the exact character, extent, methods of protection, trail possibilities, timing, and other aspects of that green space corridor.

**SECTION 14
POSITION ON DANE COUNTY FARMLAND INITIATIVE**

City and Town agree to generally support Dane County's program to purchase development rights from willing property owners in the Highway 12 area. City and Town agree to oppose specific development rights purchase proposals under that program if within Areas A or C, or if otherwise contrary to the terms of this Agreement.

**SECTION 15
TERM OF THE PLAN AND BOUNDARY ADJUSTMENT PERIOD AND
DISCUSSIONS FOR SUCCESSOR**

15.01 The term of this Agreement shall commence upon the date of its approval by the parties and shall terminate at 11:59 p.m. on the twentieth (20th) anniversary of said approval.

15.02 The City and the Town agree that they shall, not less than five (5) years prior to the expiration of this Agreement, commence discussions for a successor boundary Agreement and Agreement which shall address land uses and other issues of joint concern under the circumstances then existing between the communities.

**SECTION 16
BOUNDARY ADJUSTMENT AREA AS LONG-TERM BOUNDARY
BETWEEN CITY OF MIDDLETON AND TOWN OF SPRINGFIELD**

16.01 Long Term Boundary. The limits of the City bordering the Town, as expanded during the term of this Agreement through the annexation and development of Area A, shall constitute the long-term boundary between the City and Town. The City, as provided in Section 8.02 of this Agreement, may annex areas within Area A and, if in conformity with the terms of Sections 8.04(c) and (d) of this Agreement, may also annex areas within Area C. The City will not annex during the term of this Agreement, and hereby waives its right to annex portions of the Town outside Areas A or C, except with the approval of the Town Board.

SECTION 17

NO CHALLENGES TO THIS AGREEMENT; REMEDIES

17.01 Challenge to Agreement.

(a) Both the City and Town waive any and all rights each may have to commence or maintain any civil action or other proceeding to contest, invalidate or otherwise challenge this Agreement or any of the actions required or contemplated by this Agreement, or to take any actions, either directly or indirectly, to oppose in any other way, or to initiate, promote or support the opposition of this Agreement or any of the actions required or contemplated by this Agreement.

(b) In the event of a court action by a third party challenging the validity or enforceability of the Agreement or any of its provisions, both the City and Town shall fully cooperate to vigorously defend the Agreement.

1. If only the City or the Town is named as a party to the action the other shall seek to intervene and the named party shall support such intervention.

2. No settlement of such an action shall be permitted without the approval of the governing bodies of both the City and Town.

3. The cost to defend the Agreement shall be shared equally.

(c) A challenge to the Agreement by one of the Parties or a failure to vigorously defend the Agreement constitutes a breach of the Agreement.

17.02 Remedies. In the event of a breach of this Agreement,

(a) Either the City or Town may seek specific performance of this Agreement in addition to any other remedies available at law or in equity.

(b) The breaching municipality shall pay the other's attorney fees reasonably incurred in seeking remedies for the breach.

(c) If the breach involves development or an annexation or a challenge to an annexation, all taxes, assessments and other revenues realized by the breaching municipality from the subject property during the remaining term of the Agreement shall be paid to the other municipality to the extent of its mill rate for the relevant time periods. Utilities, special assessments and other non-general taxes shall not be affected.

(d) To the extent necessary, the parties shall jointly retain counsel to represent their interests in this matter.

17.03 Mediation. In the event that the parties are unable to resolve a dispute as to the meaning or application of this Agreement, or either party believes there has been a breach by the other party, the parties shall participate in mediation of

the dispute. The mediator shall be an impartial individual chosen jointly by the parties. The parties shall attempt in good faith to avoid the need for litigation of disputes through mediation. This paragraph, however, does not preclude either party from instituting litigation if necessary in the opinion of the party for the protection of the party's interests.

SECTION 18 AMENDMENT

This Agreement may be amended by the approval of a written amendment by the parties.

SECTION 19 GOOD FAITH AND FAIR DEALING

The City and the Town hereby acknowledge that this Agreement imposes upon each of them a duty of good faith and fair dealing in its implementation.

SECTION 20 INVALID OR INEFFECTIVE ORDINANCE

In the event that any Ordinance, including but not limited to annexation and zoning Ordinances, which parties are required or entitled to enact and/or enforce by this Agreement is adjudged by any court of competent jurisdiction to be invalid or ineffective, in whole or in part, the City and Town shall promptly meet to discuss how they might satisfy the intent of this Agreement by alternative means, including, without limitation, enacting another ordinance designed to satisfy the court's objections. The Town and City shall use their best efforts to find, design and implement a means of successfully accomplishing the intent of this Agreement. If necessary, they shall negotiate appropriate amendments of this Agreement to maintain, as closely as possible, the original terms, intent and balance of benefits and burdens of this Agreement. In the event they are not able to reach Agreement in such situation, either the City or Town may, by thirty (30) days written notice to the other, require submission of such dispute to an impartial mediator, to be mutually selected during such thirty (30) day period, for mediation as provided in subsection 17.03 of this Agreement.

SECTION 21 IMPLEMENTATION

Town and City shall each take such actions as may be necessary or desirable to implement and effectuate the provisions and intent of this Agreement.

SECTION 22 MISCELLANEOUS INTERPRETATION

22.01 References. Any references in this Agreement to any particular agency, organization or officials shall be interpreted as applying to any successor agency, organization or official or to any other agency, organization or official to which contemplated functions are transferred by statute or ordinance. Any references in this Agreement to any particular statute or ordinance shall be interpreted as applying to such statute or ordinance as recreated or amended from time to time.

22.02 Section Titles. Section and subsection titles in this Agreement are provided for convenience only and shall not be used in interpreting this Agreement.

22.03 Governing Law. This Agreement shall be governed by, construed, interpreted and enforced in accordance with the laws of the State of Wisconsin.

22.04 Interpretation. If any term, section or other portion of this Agreement is reviewed by a court or other judicial or *quasi*-judicial entity, such entity shall treat this Agreement as having been jointly drafted by both the City and Town. By the terms of this Agreement, neither municipal party shall benefit from not having drafted this document.

22.05 Entire Agreement. The entire Agreement of the City and Town is contained in this Agreement and it supercedes any and all oral representations and negotiations between the municipalities, and supercedes and replaces that certain Intergovernmental Agreement of June 23, 2003.

SECTION 23 NON-DISCRIMINATION

In the performance of the services under this Agreement, the City and Town agree not to discriminate against any employee or applicant because of race, religion, marital status, age, color, sex, handicap, national origin, ancestry, income level, source of income, arrest record, conviction record, less than honorable discharge, physical appearance, sexual orientation, political beliefs, or student status. The City and Town further agree not to discriminate against any subcontractor or person who offers to subcontract on this Plan because of race, religion, color, age, disability, sex or national origin.

SECTION 24 NOTICES

All notices required by or relating to this Agreement shall be in writing. Each notice shall specifically refer to this Agreement by name and shall refer specifically to the number of the section(s), subsection(s), paragraph(s) or subparagraph(s) to which the notice relates. Any such notice shall be delivered in person to the Clerk of the municipality receiving the notice or to the person apparently in charge of the Clerk's office during normal business hours, or shall be mailed to such Clerk by certified mail, return receipt requested (or equivalent

APPENDIX C

NORTHWEST QUADRANT PLAN

Free Flow Freeway Interchange

Future USH 12

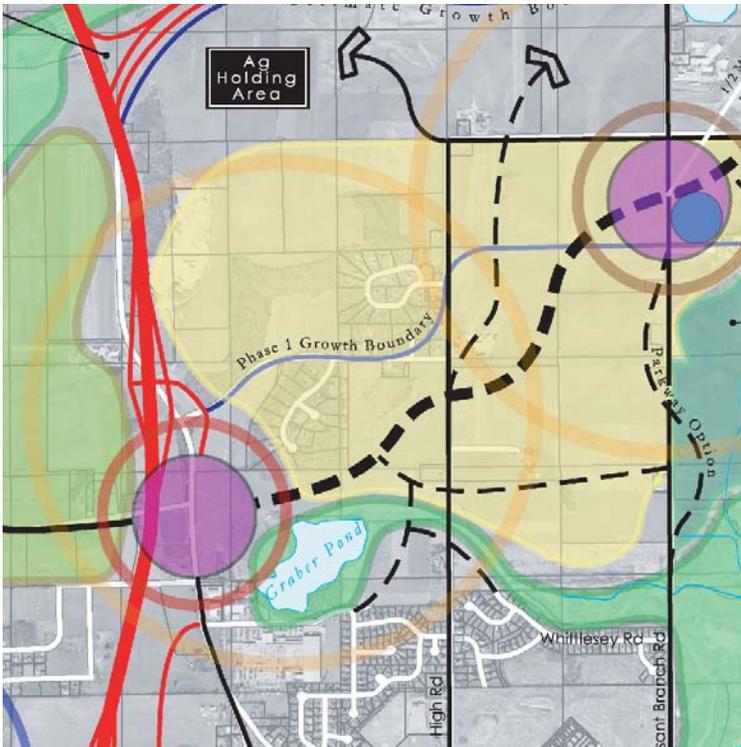
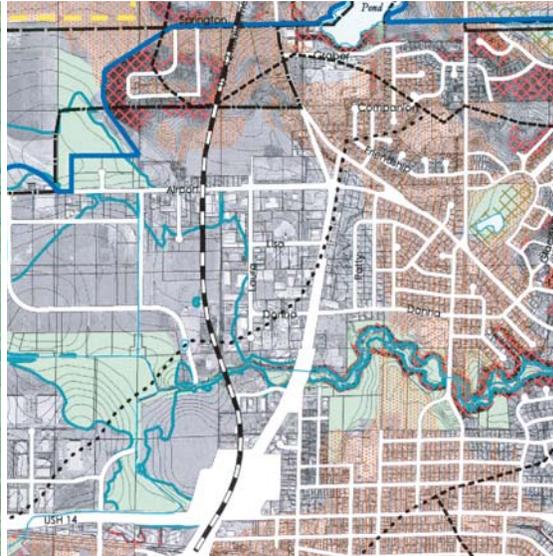
Long-term Transportation Corridor

CTHK

Day's Creek

Ultimate Growth Boundary

CITY OF MIDDLETON 2005 NORTHWEST QUADRANT PLAN UPDATE



Environment
Corridor
Preservatio



Planning Assistance By:
Vandewalle & Associates
Madison, Wisconsin

Funded in Part By: Growth Management Project
Dane County USH 12



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Introduction

This *2005 Northwest Quadrant Plan* for the City of Middleton serves as an update to the 1990 Northwest Quadrant Study report. This *Plan* has been prepared as a component to the City's comprehensive plan and is intended to guide future urban development on the community's northwest side. The study area for this plan is generally bounded by Dorn Creek to the north, Capital View Road to the west, Airport Road and Century Avenue to the south, and CTH M to the east. This *Plan* has been developed through cooperative planning efforts involving input from neighborhood property owners and residents; surrounding township officials; City staff and officials; consultants; and other affected governments, organizations, and individuals.

This *Plan* was prepared at a time when many neighboring communities were updating their long-range plans in response to major transportation improvements either underway or planned for the northern half of Dane County. Funding for this *Plan* came out of an intergovernmental agreement between Dane County and the Wisconsin Department of Transportation (WisDOT) that allowed the expansion of U.S. Highway 12, from Middleton to Sauk County, to proceed. The agreement provided funds for five towns along the highway corridor (Berry, Roxbury, Springfield, Dane, and Mazomanie) to update their existing land use plans to meet "Smart Growth" comprehensive planning requirements, and for the City of Middleton to update its Northwest and Southwest quadrant studies. These planning efforts are an attempt to anticipate and manage growth-related impacts of highway expansion. This *Plan* also considers the recent long-range planning efforts to connect U.S. Highway 12 with Interstate 90/94 with a free-flowing transportation route along the north side of Lake Mendota.

The *Northwest Quadrant Plan* has been drafted around two basic assumptions. First, the northwest quadrant represents the most logical residential and mixed-use development area for the City of Middleton over the next twenty years. Second, the Dorn Creek corridor that forms the northern edge of the quadrant will act as the ultimate growth area boundary for the City of Middleton. This means that, under this *Plan*, the City will not extend municipal services beyond this boundary line, and that farmland areas outside of this growth area are planned to remain indefinitely in agricultural use.

Existing Conditions

This section of the *Northwest Quadrant Plan* contains background information on the study area's natural features, jurisdictional and ownership patterns, existing land use and zoning, transportation routes, and community utilities and facilities.

Topography and Soils

The terrain in the study area varies from steep wooded slopes adjacent to USH 12, Greenbriar Road (as shown in photo below) and the Pheasant Branch Conservancy to relatively low and flat areas along Onken, High, Schneider, Airport and Balzer Roads (The Resources Inventory map shows all slopes in the study area over 12 percent grade). This diverse, rolling landscape is fairly typical for lands located on the western edge of Wisconsin's Driftless Area and is similar to other areas in the city where residential development has occurred in recent years—particularly the Middleton Hills and North Lake neighborhoods.



The Resources Inventory map shows prime farmland soils covering much of the study area.

“Prime farmland soils” are classified by the Dane County Land Conservation Department (LCD) as all soils that are favorable for row crop production. Some non-prime soils can also be productive if unfavorable properties are controlled by erosion control management.

Surface Waters and Drainage Basins

There are three important surface water features in and around the study area: Pheasant Branch Creek, Dorn Creek and Lake Mendota. Pheasant Branch Creek is a seven-mile long stream that begins northwest of the study area in the Town of Springfield and flows south and east through the City of Middleton and eventually empties into Lake Mendota. Dorn Creek is a six-mile long stream that originates in the Town of Springfield and flows southeast to empty into Lake Mendota near the Yahara River. This creek forms the northern edge of the study area. The northwest quadrant and all of the City of Middleton lies within the Six Mile and Pheasant Branch Creek watershed, which drains to Lake Mendota.

Lake Mendota is the largest water body in Dane County and the most heavily used lake in southern Wisconsin. Despite work over the past decade to reduce polluted runoff problems in the lake's watersheds, sources of polluted runoff continue to be the largest threat to this lake. The Six Mile and Pheasant Branch Creek watershed was one of the first nonpoint source pollution priority watershed projects undertaken by the Wisconsin Department of Natural Resources (WisDNR), and is the focus of a current priority watershed project. The focus of this current project is to continue to implement controls on polluted runoff, restore and protect wetland, and identify both agricultural and urban sources of nutrients and sediments. More information on this project is available by reviewing the *Nonpoint Source Pollution Control Plan for the Lake Mendota Priority Watershed* (1997) prepared by WisDNR, the Department of Agriculture, Trade & Consumer Protection (DATCAP), the Dane County LCD and the Columbia County LCD.

The study area lies within the Frederick Springs recharge area, a large spring complex near the downstream end of the Pheasant Branch watershed. The effects of urbanization in this springs complex may reduce ground-water recharge and adversely affect down-gradient ecosystems such as the Pheasant Branch marsh. Therefore, the location of this recharge area was considered when preparing land use recommendations in the study area.

Environmental Corridors

Environmental corridors in the study area are shown on the Resources Inventory map. These environmental corridors are delineated by the Dane County Regional Planning Commission (DCRPC) and represent a composite of the best elements of the natural resource base occurring in a linear pattern on the landscape. These corridors normally include one or more natural resource elements that are essential to the maintenance of an ecological balance and diversity and the preservation of natural beauty. Environmental corridors generally lie along the major stream valleys, around major lakes, and in the moraine areas of south central Wisconsin. Almost all of the remaining high-value wetlands, woodlands, wildlife habitat areas, major bodies of surface water, and delineated floodlands and shorelands are contained within these corridors. In Dane County, environmental corridor features include:

- surface waters and their undeveloped shorelands
- WisDNR mapped wetlands and 100-year floodplains
- steep slopes greater than 12 percent
- woodlands and areas of unique vegetation or geology
- existing and proposed parks, greenways, conservancy areas and stormwater management areas.

Within the study area, environmental corridors are found along the Pheasant Branch Creek corridor and conservancy area, and along the Dorn Creek corridor.

Map 1: Resources Inventory Map

Property Ownership and Jurisdiction

The study area consists of relatively large, unplatted land holdings. A number of smaller residential parcels or subdivisions are located along Greenbriar and Balzer Roads and CTH Q. The Resources Inventory map shows the City of Middleton's current municipal boundary line in relation to the study area. Much of study area lies north of the city's jurisdictional limits in the Town of Springfield. The Town of Springfield's adopted *Comprehensive Plan* identified a large portion of the northwest quadrant area as an "Agricultural Transition District" where land is recommended for agriculture and open space uses until such time when development may be appropriate. Follow-up agreements between the Town and City of Middleton have identified this portion of the study area as a potential 20-year annexation area subject to property owner consent. Any future residential development in the study area, within the Town of Springfield's current boundary, will be served by the Middleton Cross Plains Area School District.

The portion of the study area generally east of CTH Q lies in the Town of Westport. The Town of Westport and City of Middleton prepared a joint land use plan for an area bounded by CTH M, CTH Q, Onken Road, and Governor Nelson State Park. Development in the study area, within the Town of Westport's current boundary, will be served by the Waunakee School District.

Existing Zoning and Land Use

Most properties within the study area are used for agriculture or open space uses. A sand and gravel extraction facility operates near USH 12. The balance of the land area consists of rural home sites.

Most of the land in the Town of Springfield is zoned under Dane County's A-1 Agriculture District. In addition to agricultural uses, this district allows residences as a permitted-by-right use and mineral extraction operations as conditional uses. Several single-family homes have been built along Greenbriar Road and High Road and are served by private well and septic systems.



Existing Transportation Facilities

There are four north-south routes serving the study area: USH 12, CTH Q, High Road and Pheasant Branch Road. USH 12 is a major arterial roadway that is scheduled to expand from two lanes to four lanes from Middleton to Sauk County. The Resources Inventory map shows the existing and *re-aligned* USH 12 in the study area. CTH Q is another major arterial roadway connecting Middleton to Waunakee. Schneider Road is a major east-west roadway serving the far western portion of the study area. Other east-west roadways found in the study area include Greenbriar, Balzer and Onken Roads.

The northwest quadrant study area lies within a larger regional corridor that has been examined in recent years for a continuous east-west arterial that would connect USH 12 to Interstate 90/94 (referred to as the "North Mendota Parkway Corridor"). Communities along this North Mendota corridor have been involved in a project to analyze several long-range land use and transportation scenarios for the region and to weigh their implications - physical, environmental, economic, and social - for the future of north-central Dane County. The scope of the project was set forth in Dane County Board Resolution # 165, 2000-2001 which established the following project objectives and parameters:

- Update the recommendations of the North Ring Corridor Committee’s final report (dated February 3, 1997), review the various planning activities that have occurred in the corridor area since the conclusion of that committee’s work, and evaluate the 5-year safety and congestion improvement measures that are slated for the corridor area;
- Seek to reduce congestion, preserve open space north of Lake Mendota, protect important natural resources and a continued high quality of life for residents there and in Dane County generally;
- Study the ramifications of various alternatives for development and preservation of the North Ring Corridor in the short term, including the use of official mapping;
- Evaluate alternative growth scenarios and potential community and environmental impacts of the North Ring Corridor;
- Identify impacts of traffic on local roads from potential new highway capacity;
- Explore the creation (and application) of transportation demand management (transportation system management, intelligent transportation systems, access control) and alternative transportation and land use options like overlay zoning districts transit-oriented-development, transit service compact residential growth, and methods for providing land owners with alternatives to development such as TDR, PDR or other mechanisms; and
- Identify and undertake a timeline for undertaking additional planning and design activities, and provide opportunities for public input.



The project began with the normative assumption that transportation system improvements are intended primarily to serve and give shape to desired patterns of land use, and not to dictate what those patterns will be. The project therefore began by looking at the spectrum of land patterns that could likely emerge during the 50-year time horizon of the study based on observed trends in the distributions of land use, ratios of residential to non-residential land use, and population densities. The mapping of these land patterns was guided by the land use and transportation goals contained in the comprehensive plans of each of the communities in the corridor, including the City’s 1990 Northwest Quadrant Study. These plans, along with individual meetings with local planners, and several public participation events, provided the planning context for the project. The alternatives developed through this process were evaluated for their implementation feasibility and their impacts within the project area and throughout Dane County.

The findings of the North Mendota Parkway project will be used to make specific growth management recommendations to the communities located along the corridor and will be specifically forwarded through this *2005 Northwest Quadrant Plan*.

Existing Community Utilities and Facilities

There are several existing community facilities in the study area. The City owns 136 acres of land along CTH Q that currently serves as a refuse site but is slated for a metropolitan community park/sports complex. This large parcel is detached from the rest of the city's municipal boundary. The City's adopted 1996 *Comprehensive Park and Open Space Master Plan*, along with the *Northern Lake Mendota Regional Plan*, calls for a multi-use path to connect the Pheasant Branch conservancy area and other Middleton neighborhoods to this metropolitan community park as well as to Governor Nelson State Park to the west. The City's *Park and Open Space Plan* also recommends an east-west trail corridor running through the study area from this metropolitan community park to Graber Pond and eventually across USH 12 to the far west side of the city.

Detailed Northwest Quadrant Study Area Recommendations

The *2005 Northwest Quadrant Plan* recommends a future land use pattern for the City's northwest quadrant growth area, and a network of transportation and community facilities to serve this pattern. It also recommends the steps needed to implement these planning recommendations in a coordinated manner.

The Northwest Quadrant Plan map depicts the conceptual plan for the study area. As shown on the map, the recommended land use pattern for the study area takes advantage of the natural features and topography to define sub-neighborhoods and preservation areas. West of USH 12 and north of the airport, the *Plan* calls for long-term farmland preservation. East of USH 12, the *Plan* calls for residential development and mixed-use neighborhood centers. These planned residential areas will provide convenient living opportunities near Middleton's growing commercial and job centers. Neighborhood centers are deliberately planned at major road crossings and placed to conveniently serve surrounding residential areas. Finally, this *Plan* recommends and forwards transportation improvements to serve local and growing regional transportation needs.

Agriculture Preservation

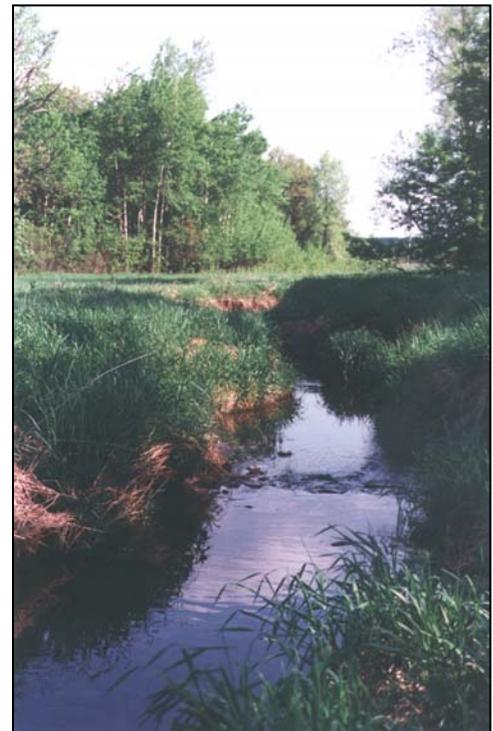
Consistent with the adopted land use plan by the Town of Springfield as well as with the 1990 Northwest Quadrant report, this *Plan* recommends long term farmland preservation along both sides of Schneider Road west of USH 12. This agriculture preservation area, encompassing approximately 600 acres, includes large tracts of productive farmland and is characterized as having prime farmland soils and agricultural infrastructure investments that indicate that this is an important area in preserving the local farm economy. Any intrusion of residential or commercial development in this area will pose a serious threat to maintaining a solid agricultural zone for the entire area lying to the north and west.

This *Plan* also recommends an interim Agriculture Holding Area for lands between Balzer Road and the Dorn Creek corridor. This recommendation is consistent with previous city plans and with the provisions being worked out in an intergovernmental agreement between the City and the Town of Springfield.

Greenway System

This *Plan* recommends preserving "greenway" corridor lands in the study area which are most environmentally sensitive and critical for achieving other community goals such as neighborhood connections and stormwater management. This proposed greenway system is depicted on the plan map. A greenway system will support many different activities and serve multiple purposes, such as:

- *Accommodating active and passive recreation areas.* Many of the City's major parks and conservancy areas could be included in and linked by the greenway system.
- *Creating neighborhood amenities and connections.* The greenway system provides amenities within both existing and planned neighborhoods that increase property values and quality of life, allows neighbors to connect to one another and key points in the City, and provides attractive neighborhood edges. Neighborhood connections to the greenway system should be primary consideration in neighborhood design.



- *Enhancing natural stormwater management.* A majority of the lands in the greenway system or wetlands, floodplains, hydric soils, or recharge areas, which provide necessary flood storage capacity during storm events. Making use of natural systems for stormwater management is an environmentally-responsible and cost-effective way to deal with stormwater issues in the study area.
- *Improving resource preservation and restoration.* The greenway system is home to a variety of plants and animals, which contribute to the quality of life for Middleton residents. By linking the different pieces of ecologically significant lands and various types of wildlife habitat, the general wildlife population will be able to expand due to the larger and more diverse habitat locations.

Planned Neighborhoods

This *Plan* recommends that the study area develop into unique sets of neighborhoods, as opposed to a collection of marginally related land uses and roads. These neighborhoods are planned to accommodate a mix of densities and land uses organized around a center where the needs of the residents are within easy walking distance. These identifiable, compact neighborhoods will serve as the next building blocks for the Middleton community and will be home to thousands of future residents, both young and old.

Approximately 1,000 acres in the northwest quadrant are planned for new residential and mixed-use development over the next 20 years. The recommended density for the northwest quadrant area is 3 to 5 dwelling units per gross acre, which is consistent with other surrounding developed and planned neighborhoods in the city and region (see table below).

Figure 1: Comparison of Residential Development Density in Local and Regional Planned Neighborhoods.

Development	Total Site Area	Total Dwelling Units	Total Site Residential Density	Gross Residential Area Density	Net Residential Area Density
Middleton Hills	150 acres	400	2.7 units/acre	–	–
Grandview Commons	230 acres	1,339	5.8 units/acre	7.2 units/acre	10.1 units/acre
Smith's Crossing	450 acres	1,823	4.1 units/acre	8.9 units/acre	12.0 units/acre

Under this recommended density range, the study area will yield approximately 3,600 to 6,000 dwelling units at time of full build out. These units are planned to include a mixture of single family, two-family, and multiple-family residences. Using the City’s average household size of 2.21 persons per unit (as reported in the 2000 census), this study area could add 8,000 to 13,200 new people to the City of Middleton when fully developed.

The design principles described below are directed to promoting the City’s desired design and function of these future neighborhoods within the study area. Those desires include:

- Creating neighborhoods with an integrated mix of land uses and densities,
- Designing the neighborhood and its individual components at a human scale,



- Providing a broad array of housing types, styles, and densities which accommodate a wide range of household incomes and which seamlessly integrate market rate and affordable housing within the neighborhood,
- Creating neighborhood centers at three locations along a future east-west collector street: at the intersection of USH 12 near Graber Pond, at the intersection of Pheasant Branch Road, and at the intersection of CTH Q, and
- Providing connections within the neighborhood and to surrounding destinations.

The following is a more complete description of these design principles.

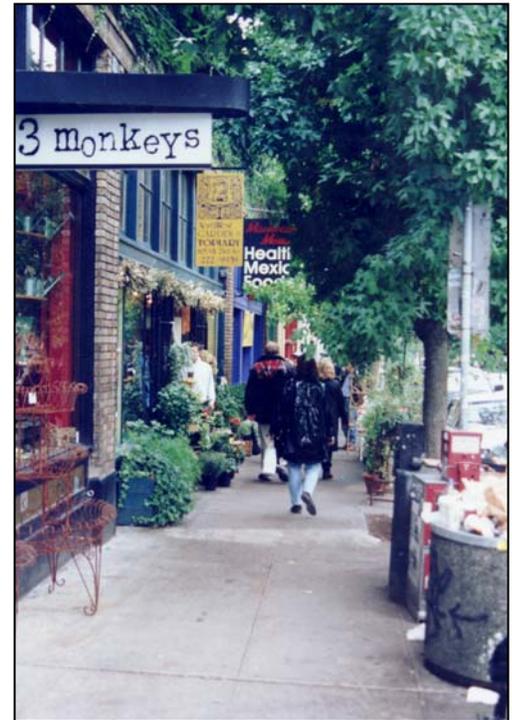
Mix of Uses

Each neighborhood in the study area should include a planned mix of land uses and densities to accommodate a wide range of opportunities for living, working, shopping, and recreating. These planned neighborhoods will capture much of the charm and character of the best historic neighborhoods in Middleton, which have become more marketable in recent years to a greater diversity of ages, incomes, and lifestyles.

Human Scale Design

Each neighborhood in the study area is planned to be developed to promote the health, quality of life, and sense of connection among its residents. Each neighborhood should be designed at a human scale to achieve these goals. In broad terms, human scale design can be achieved by emphasizing physical elements that are directly proportioned to the human body. Translating this idea into actual development, human scale design addresses the placement of buildings in relation to each other and to the street, and a building's relationship with the adjoining streetscaping and other physical elements within the neighborhood. Neighborhoods designed at the human scale will create safe, connected, and walkable places. Examples of designing at the human scale can be found in other older Middleton neighborhoods, and in recently planned neighborhoods that embody the following principals:

- promoting building setbacks for homes that create active streets;
- building homes with usable front porches, bays, and balconies;
- orienting front doors towards the public street;
- installing landscaping in front yards;
- installing trees and pedestrian-scale light fixtures along street terraces;
- ensuring that streetscapes are dominated by living spaces rather than garage doors and driveways;
- orienting development towards parks and open spaces, while still promoting public use; and
- designing smaller parking lots and neighborhood-scale buildings rather than expansive parking lots and oversized warehouse-type buildings.



Housing Diversity

The overall study area is planned to include a mix of housing types, lot sizes, and densities, including single family detached and attached housing, condominiums, apartments, and senior housing. This diversity of housing options, densities, and related architectural styles further reinforces the mixed-use focus of the neighborhood. This diversity also offers the ability for residents to find housing that fits both their price range and housing needs throughout their lifetime in the neighborhood. As the study area develops, it will be important to accommodate a wide range of housing types targeted toward a broad range of income levels, and to seamlessly integrate market rate housing with affordable housing.



Architectural styles and integrated site designs should address building scale, massing, relationships between the buildings and street, and the architectural character of all the components of the neighborhood. Each neighborhood's local street plan should be designed to provide lots with front yard setbacks which are not excessive and homes with porches to encourage community interaction. Homes served by private alleys should be provided as part of the housing mix and there should be varying garage locations to improve the streetscape. Consideration should be given to having a variety of traffic calming elements (such as reduced street widths, bump-outs, etc) extend into the street areas, street intersections, and at mid-blocks to reduce width of the pavement and improve the streetscape. Bold colors and high-quality materials should be provided to create variety along the street, yet a consistency of architectural quality should be maintained within the detailed planning area.

Interconnectivity

The study area is planned with an interconnected network of public ways to provide options to the major streets in the area and to place pedestrians and bicyclists on equal footing with drivers. In the recommended plan, major circulation routes are aligned with open space edges to provide views and enhance driving experiences. Formal street grid networks are allowed to soften and meander along natural open spaces. Varied street alignment and interesting green spaces are planned to promote unique sub-neighborhood areas.

Neighborhood Gathering Places

A well designed neighborhood has a heart, where the residents can gather to meet, shop, work and take care of their daily errands. This *Plan* advises the creation of three such activity centers or gathering places within the study area, each proposed to serve a different function. A description of each neighborhood is provided in the next section below.



Neighborhood Centers

There are three neighborhood centers planned for the study area. The “**Graber Pond**” Neighborhood Center near USH 12 and Graber Pond is recommended to include office development and higher-density residential development. This area would accommodate the expansion of the high-tech employment offices currently located along this portion of the USH 12 corridor. Site layouts, development scale, and building groupings should be designed to promote proper relationships between the different land uses and USH 12, Graber Pond, and the planned east-west collector road.



The “**Pheasant Branch**” Neighborhood Center at the intersection of the future east-west collector and Pheasant Branch Road is planned to contain a mixture of commercial uses designed to supply the day-to-day goods and services for residents living in the study area. It is also planned for public uses such as an elementary school. The school site is designed to accommodate a two-story school and its outdoor space, parking, and loading requirements. The recommended school site is located where the curriculum can take advantage of the nearby conservancy area (e.g., experiments, collections) and where the school can become a visual focal point for the neighborhood. This school could have a strong focus on environmental education given its unique location. Planning for school sites that serve the immediate neighborhood will allow nearby kids to walk or bike to school rather than being driven to school by their parents. This will alleviate some of the “before school” and “after school” traffic congestion that has plagued many local streets in the community. A school site at this location will also help define the character of the surrounding sub-neighborhoods and foster neighborhood pride.



Potential commercial uses in the “Pheasant Branch” Neighborhood Center might include uses like a deli, coffee shop, specialty retail, dry cleaners, drug store, restaurant, and grocery store. Development in this mixed-use center could include first floor retail, accented by the potential for upper story office space and residential units. Overall, it is recommended that, to the extent possible, this mixed-use center be planned to create compact, pedestrian-friendly clusters of complementary businesses. In evaluating proposed neighborhood-scale stores at this location, important factors to consider include the proximity and ease of pedestrian access from residential areas, pedestrian-bicycle connections and routes throughout the entire neighborhood, the range of convenience goods and services available, hours of operation, and the level of amenity provided.

The “**Onken Road**” Neighborhood Center at the intersection of CTH Q and Onken Road is envisioned as a compact, walkable, street-oriented center. It is planned for limited retail commercial and service uses (e.g., daycare, coffee shop, design center). A mix of residential uses among these commercial opportunities should be promoted. No large-scale commercial uses should be permitted in the center.

Recommended Transportation Facilities

A system of arterial, collector, and local streets is recommended to provide external access and internal circulation within the study area. To project the amount of additional traffic generated from this growth area, the northwest quadrant was divided into three sub-areas: the planned residential and mixed use area east of CTH Q (Highlands of Bishops Bay neighborhood); the planned residential and mixed use area between CTH Q and Pheasant Branch Road; and the planned residential and mixed use area between Pheasant Branch Road and USH 12. The following is a summary of the general traffic generation projections:

- *Highlands of Bishops Bay neighborhood:* Based on concept plans presented to the City, this 440 acre area is planned to develop at a density of approximately 2.7 units per acre, which results in 1,200 dwelling units at time of full build out. The projected average daily trips (ADT) for this area, with a mixture of single family and multi-family homes, is 7.3 per unit. This means that this sub-area would generate an additional 8,760 vehicles to the area's road network.
- *Sub-area between CTH Q and Pheasant Branch Road:* This 280 acre area is planned to develop with a mixture of low density and higher density residential development, with an overall density of approximately 5 units per acre. This average density results in 1,400 dwelling units at time of full build out. The projected ADT for this area is 7.3 per unit. This means that this sub-area would generate an additional 10,220 vehicles to the area's road network.
- *Sub-area between Pheasant Branch Road and CTH Q:* This 480 acre area is planned to develop with a mixture of low density and higher density residential development, with an overall density of approximately 5 units per acre. This average density results in 2,400 dwelling units at time of full build out. The projected ADT for this area is 7.3 per unit. This means that this sub-area would generate an additional 17,520 vehicles to the area's road network.

To improve external access and internal circulation for this projected traffic increase in the study area, the following transportation facility improvements are recommended:

East-West Parkway

This Plan recommends a low-speed parkway that connects USH 12 to Onken Road on an alignment criss-crossing the study area from southwest to northeast (as depicted on the plan map) through the planned neighborhoods. This parkway should be designed with two to four through travel lanes and an on-street bike lane in each direction. Turn lanes would be provided at intersections, which would be spaced no closer than one-quarter mile intervals. Sidewalks should be provided on both sides of the parkway. A central boulevard and side terraces should be generously landscaped, and illuminated with decorative street lights. Development adjacent to the parkway, including homes, institutional uses and open space facilities, should face the parkway—with access provided from the rear portion of the property.

In the three Neighborhood Centers, the parkway should become more urban in character with a narrower boulevard and reduced building setbacks and on-street parking. This will help slow traffic and create a safer environment for pedestrians. Buildings within the Neighborhood Centers should be oriented toward the parkway by requiring minimum building setbacks, building entrances facing the street, walkway connections and sitting areas, and active building facades will help frame the street space and establish a strong pedestrian image for this portion of the corridor.

Free-Flow Freeway Interchange Area

This *Plan* shows the footprint of a possible future free-flow freeway interchange when and if a freeway corridor connects USH 12 and Interstate 39/90/94. The location of this free-flow interchange is generally consistent with preliminary recommendations from the North Mendota Parkway project.

Other Collector Road Improvements

It will be important to maintain Pheasant Branch Road with two travel lanes and limited driveway accesses to preserve the wooded, scenic character of that corridor. The wooded hillsides that line segments of this roadway should remain intact to greatest extent possible in order protect this road's "treescape" character. The plan map suggests that this road could curve eastward closer to the conservancy area to maintain this road's unique character.

Local Street Recommendations

This *Plan* does not show the location of the local streets network. This network will be determined in conjunction with plats and engineering studies prepared in advance of private development. However, this *Plan* does recommend that the local street pattern follow the topographic features found in the study area. The traditional right-angle grid patterns may need to be modified in this area to respect the specific slopes and ridges in this area. This type of modified grid can be found in nearby residential areas like Middleton Hills (see below).



This Plan recommends a modified street grid pattern, such as the type shown in the Middleton Hills area above, in the northwest quadrant study area to respect the specific slopes and ridges in the area.

not available on the local street system. Multi-use paths designed to serve the neighborhood should be maintained by a landowners association as a neighborhood amenity.

Local connector streets may require traffic-calming measures to help minimize the design speeds of many of the roadways in the neighborhood. These measures, when coupled with narrower street cross sections, also help minimize pedestrian/automobile conflicts and increase the sense of safety among pedestrians.

Specific traffic-calming measures that may be appropriate in this neighborhood include intersection bump-outs, reduced curb radii, traffic circles, and neighborhood boulevards. These measures should be designed into the streets at the time of initial development. The Institute of Transportation Engineer's Traditional Neighborhood Design Street Standards should be used in the geometric design of all new and expanded streets based on the speed limits anticipated for the various roads.

Bicycle and Pedestrian Facilities

Because the proposed local street system is designed to provide multiple connections within the neighborhood, most bicycle and pedestrian travel will be accommodated within the street rights-of-way. On arterial and collector streets, dedicated bicycle lanes are recommended.

Sidewalks are recommended along all public streets. Other multi-use paths should be provided within the neighborhood where necessary to maintain relatively direct connections between destinations when they are

Airport Zone

The Airport Zone area shown on the plan map includes land in the take-off and landing zone of the planned primary runway at Morey Airport. The lands within the Airport Zone are planned for non-residential land uses, which is consistent with the 1990 Quadrant report and other city planning efforts. It is expected that Morey Airport will be a long-lasting land use and that the importance of Morey Airport will increase as the metropolitan area grows and more pressure is placed on the Dane County Regional Airport.

Recommended Community Facilities

Parks

Consistent with the City's *Park and Open Space Plan*, this plan recommends a series of mini-parks (or "tot lots") and neighborhood parks to serve future residential development in the study area. Mini-parks should be an acre or less in size and serve immediate neighborhood residents within a ¼ mile radius. Neighborhood parks should be about 15 acres in size and serve a population of up to 5,000 residents or a ½ mile radius. Given that the projected population for this study area at time of full build out is 8,000 to 13,200 residents, at least one and possibly two neighborhood parks should be planned for this northwest quadrant.



Schools

Assuming that this entire study area will yield about 3,600 to 6,000 new homes at time of full build-out, and using the average Middleton Cross Plains Area School District housing unit multiplier for elementary children (.21 students/all types of housing including single, two-, and multiple-family), it is projected that this northwest quadrant area will sustain about 750 to 1,250 elementary students at time of full-build out. Currently, elementary school buildings in the MCPASD range in capacity from 250 to 400 students. This suggests that one and possibly two elementary schools will be needed in or near this northwest quadrant study area to serve this projected school-age population.

The plan map shows one recommended school site adjacent to the "Pheasant Branch" Neighborhood Center. This school site could take advantage of the nearby Pheasant Branch Conservancy area with all of its outdoor learning and recreational opportunities. The school would also serve as an important destination for the surrounding neighborhoods. A second school site might also be needed in the study area over the planning period.

Map 2: Conceptual Land Use and Transportation Plan Map

Plan Implementation

This section recommends specific actions that are needed to prepare the northwest quadrant for development with the full range of urban services, and ensure that future development is consistent with this Plan's recommendations.

Comprehensive Plan Amendment

This *Northwest Quadrant Plan* provides land use and transportation recommendations to guide the study area's future growth and urban development. This *Plan* should be adopted as a component of the City of Middleton's Smart Growth Comprehensive Plan, under Sec. 66.1001, Wisconsin Statutes.

Stormwater Management Plan

Following the adoption of the *Northwest Quadrant Plan*, the City should commission the completion of a stormwater management plan for the watershed or sub-basin covering the study area. The goal of this study should be to recommend Best Management Practices (BMPs) that will enable development of appropriate portions of the study area while minimizing stormwater runoff-related impacts on nearby water resources. BMPs may include overland transfer, natural landscaping to increase infiltration and reduce runoff, bio-infiltration systems, residential roof run-off directed to pervious yard areas, maximum impervious surface ratios for development sites, and narrower street cross-sections. Other key goals of the stormwater management plan should include:

- Preserving and protecting existing water resources,
- Protecting groundwater recharge areas in the Frederick Springs area, and
- Minimizing discharge of sediment and other pollutants during and after construction.

A stormwater management plan for the study area will be needed as part of any future application submittal to amend the City's Urban Service Area.

Urban Service Area Amendment

Many properties within the northwest quadrant study area are not currently within the City's Urban Service Area. In order for the City of Middleton to provide public sanitary sewer and the full range of urban services to future development in these areas, lands proposed for near-term development must first be included within the City's Urban Service Area. In response to any specific development proposals for lands outside of the current service area, the City will need to submit to the Dane County Regional Planning Commission an application to amend its Urban Service Area boundary

Zoning

Many properties within the study area outside of the City's municipal limits are zoned to an agricultural zoning district. These lands should ultimately be rezoned to conform to the land use recommendations of this adopted *Northwest Quadrant Plan* in advance of any platting or development. The City's Planned Unit Development zoning district could be an appropriate district for the three recommended neighborhood centers.

Land Subdivision Regulations

Lands in the study area will need to be subdivided into smaller parcels before they are developed with urban uses. As these lands are proposed for development, many of the *Plan's* recommendations can be implemented through the City's land subdivision regulations. Subdivision regulations establish the location of public streets, parks and stormwater management facilities. The land required for these purposes will mainly be acquired through dedications. The spatial relationships between the proposed streets, parks, and other land uses described in this *Plan* reflect important neighborhood planning objectives, and these relationships need to be maintained as the land is developed if these objectives are to be realized.

Subdivisions also establish the sizes and arrangement of individual development parcels, and proposed divisions will be reviewed to ensure that this *Plan's* recommendation regarding provision of a variety of residential housing types, sizes, and densities are implemented. This *Plan* also recommends that future building siting and design create a pedestrian-friendly, street-oriented neighborhood character, and not allow the street elevations to be dominated by driveways, garage doors and automobile parking areas.

It is recommended that future subdivisions within the study area conform to the recommendations of this *Plan*, particularly regarding the location of arterial and collector streets, environmental corridors, and neighborhood centers that will help facilitate the development of a variety of housing types and densities. Proposed subdivisions may also be required to provide information (e.g., covenants) showing how the lots may be developed with building designs that maintain the desired street character. It is further recommended that local streets within proposed subdivisions conform to the objectives described in this *Plan* regarding circulation and provision of multiple routes, access to parks, schools, and neighborhood centers, and orientation of streets to visual features.

Official Map

The City of Middleton's Official Map is used to reserve rights-of-way and other sites for specified future public uses until such time as they are required through dedication or other means. The City's Official Map does not show the recommended alignment of the east-west parkway as proposed in this *Plan*; the proposed re-alignment of Pheasant Branch Road, planned stormwater areas, or environmental corridors.

The City of Middleton Official Map should be revised to identify the proposed alignment of the recommended east-west parkway, the recommended free-flow freeway interchange area and future freeway corridor, and all other recommended arterial and collector streets in this *Plan*. Recommended environmental corridors should also be added to the City's Official Map.

Capital Improvement Program and Capital Budget

This *Plan* proposes several types of public improvements and facilities for which public funds may be required. These improvements and facilities might include proposed public parks and open spaces, expansions of arterial or collector streets, multi-use paths, stormwater management facilities, sanitary sewer facilities, water distribution facilities, and similar improvements.

It is recommended that responsible City departments include within their future capital improvement programs and the capital budget those public improvements and facilities for which public funding is required to implement this *Plan*.

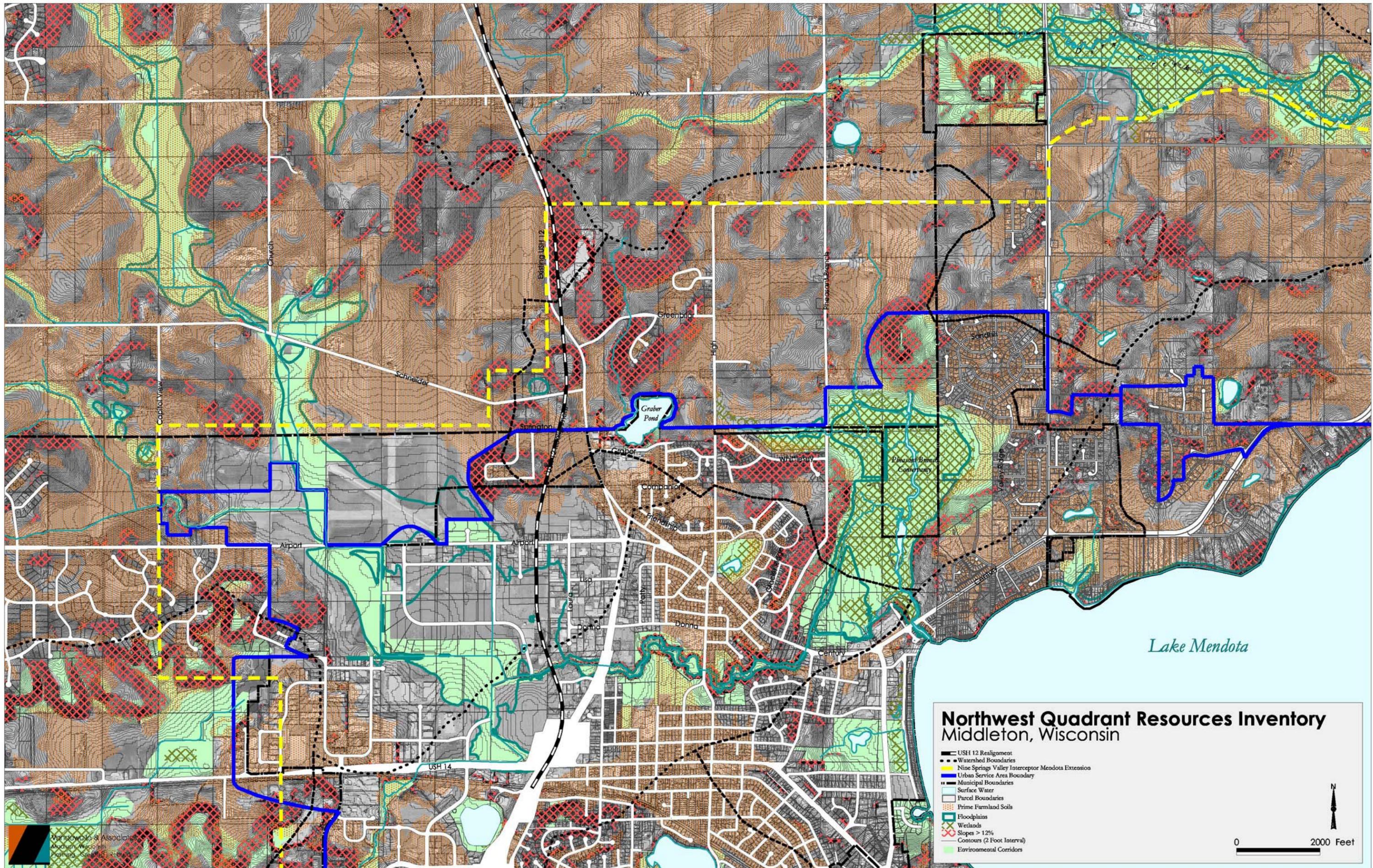
Annexation Policy

Many of the properties in the study area are currently outside of the City's municipal boundary. The orderly development of lands within the neighborhood will require extension of public utilities and improvements and provisions of the full range of urban services. It is the City's policy to provide such services only to lands within the City's limits. It is recommended that urban development on lands currently outside the City do not occur until these lands are annexed into the City of Middleton. It is also recommended that no subdivisions be approved by the City unless there is assurance that the full range of urban services will be provided at the time of such approval.

Intergovernmental Cooperation

The proposed recreational facilities and open space amenities are an important element in this *Plan*. Development of these features will require continue cooperation and coordinated planning by the City of Middleton, the Dane County Parks Department, and other neighboring units of government. A discussion of long-term planning goals between the Middleton Cross Plains Area School District and the Waunakee School District is advised to determine which district will ultimately serve this northwest quadrant study area. Finally, the City of Middleton has been working with its neighboring towns (Springfield, Middleton, and Westport) to discuss a range of planning and transportation issues.

It is recommended that the City of Middleton work with the Dane County Parks Department and other appropriate units of government and agencies to implement this *Plan's* recommendations for recreational paths and open space systems. It is also recommended that the City facilitate a discussion between the two school districts to determine future school sites for this growing north side of Middleton. Finally, the City should continue to work with its neighbors on joint planning studies, intergovernmental agreements, and other cooperative planning initiatives as they relate to the northwest quadrant study area.



Northwest Quadrant Resources Inventory Middleton, Wisconsin

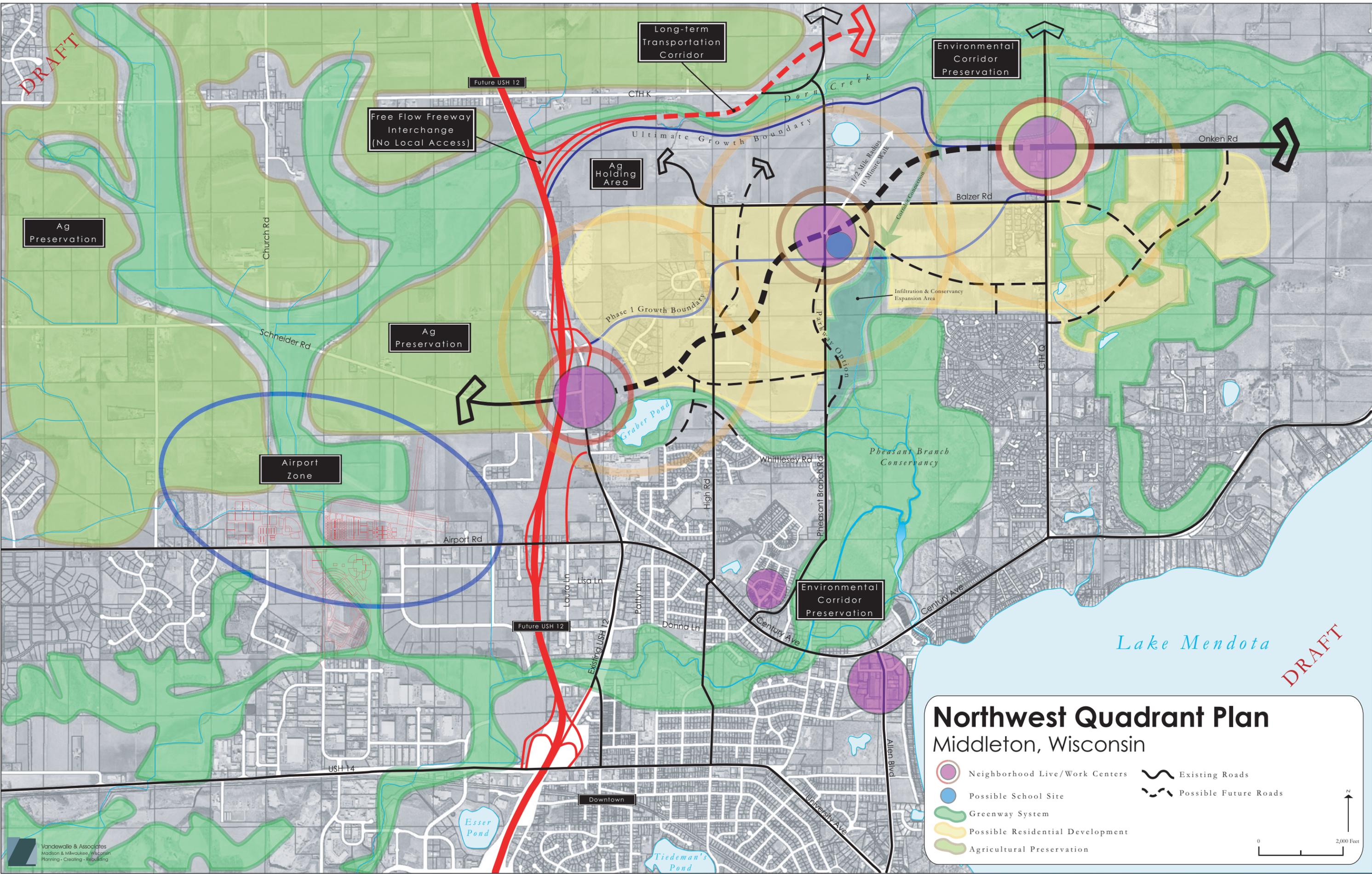
- USH 12 Realignment
- Watershed Boundaries
- Nine Springs Valley Interceptor Mendota Extension
- Urban Service Area Boundary
- Municipal Boundaries
- Surface Water
- Parcel Boundaries
- Prime Farmland Soils
- Floodplains
- Wetlands
- Slopes > 12%
- Contours (2 Foot Interval)
- Environmental Corridors



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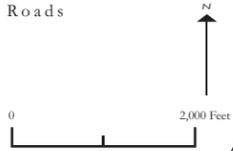
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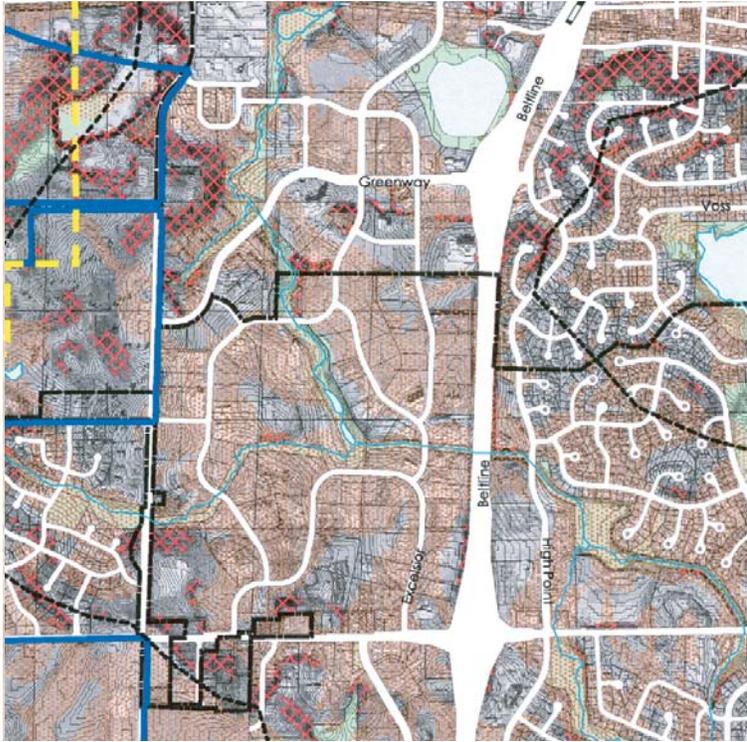
Northwest Quadrant Plan Middleton, Wisconsin

- Neighborhood Live/Work Centers
- Possible School Site
- Greenway System
- Possible Residential Development
- Agricultural Preservation
- Existing Roads
- Possible Future Roads

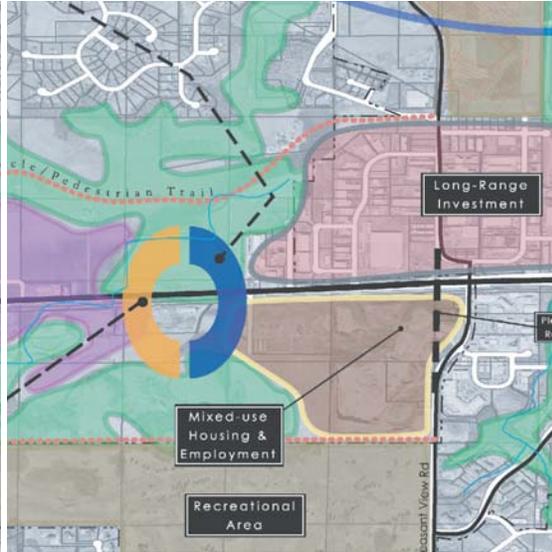


APPENDIX D

SOUTHWEST QUADRANT PLAN



CITY OF MIDDLETON
2005 SOUTHWEST
QUADRANT PLAN UPDATE



Planning Assistance By:
Vandewalle & Associates
Madison, Wisconsin

Funded in Part By: **Growth Management Project**
Dane County USH 12



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Introduction

The City of Middleton's *2005 Southwest Quadrant Plan* serves as an update to the 1988 planning report for the southwest portion of the community. This updated *Plan* has been prepared as a component to the City's Comprehensive Plan and is intended to guide future development, re-development and long-term preservation on the community's southwest side. The study area for this plan is generally bounded by Airport Road to the north, Twin Valley Road and the Stonebrook Estates subdivision to the west, Blackhawk Road to the south, and U.S. Highway 12 to the east. Most of this study area has been developed, but there are some opportunities for re-development and new development that needs attention in the short-term. This *Plan* has been developed through cooperative planning efforts involving input from neighborhood property owners and residents; surrounding township officials; City staff and officials; consultants; and other affected governments, organizations, and individuals.

This *Plan* was prepared at a time when many neighboring communities were updating their long-range plans in response to major transportation improvements either underway or planned for the northern half of Dane County. Funding for this *Plan* came out of an intergovernmental agreement between Dane County and the Wisconsin Department of Transportation (WisDOT) that allowed the expansion of U.S. Highway 12 to proceed from Middleton to Sauk County. The agreement provided funds for five towns along the highway corridor (Berry, Roxbury, Springfield, Dane, and Mazomanie) to update their existing land use plans to meet "Smart Growth" comprehensive planning requirements, and for the City of Middleton to update its Northwest and Southwest quadrant studies. These planning efforts are an attempt to anticipate and manage growth-related impacts of highway expansion. This *Plan* also considers the recent long-range planning efforts to connect U.S. Highway 12 with Interstate 90/94 with a free-flowing transportation route along the north side of Lake Mendota. In addition, the City of Middleton is working on a combined Comprehensive Plan with the Towns of Springfield and Westport and the Village of Waunakee.

The primary purpose of this *Quadrant Plan* is to prepare land use and transportation circulation recommendations for the southwest area envisioned to be within the future city limits of Middleton. It is intended to advance the City's major employment area into a commercial and employment destination by focusing on reinvestment zones, re-development of an existing quarry site, community "gateway" development, transportation route alignments, and new housing and recreational areas while at the same time establishing the city's ultimate western growth boundary shaped by the slopes and topography of the Black Earth Creek watershed.

Existing Conditions

This section of the *Southwest Quadrant Plan* contains background information on the study area's natural features, jurisdictional and ownership patterns, existing land use and zoning, transportation routes, and community utilities and facilities.

Topography and Soils

The dominate topographic feature in the southwest quadrant study area is the steep slopes and ridges associated with the Black Earth Creek valley straddling U.S. Highway 14 (The Resources Inventory map shows the edges of this valley where slopes exceed 12 percent). The southwest quadrant includes the headwaters of Black Earth Creek and serves as a gateway into Wisconsin's Driftless Area, where the landscape is characterized by steep wooded bluffs and narrow valleys.

The Resources Inventory map shows prime farmland soils covering much of the study area, particularly along Highway 14 and Airport Road. "Prime farmland soils" are classified by the Dane County Land Conservation Department (LCD) as all soils that are favorable for row crop production. Some non-prime soils can also be productive if unfavorable properties are controlled by erosion control management.

Surface Waters and Drainage Basins

The study area encompasses the headwaters of the Lower Black Earth Creek, which is the most important water feature in the area. This creek is classified as an outstanding water resource, according to the draft *Dane County Land and Water Resources Management Plan*. This classification designates waters that have excellent water quality and high-quality fisheries, and do not receive wastewater discharges. Point source discharges are not allowed into this creek unless they meet or exceed the quality of the receiving water. Black Earth Creek is also a Class I trout stream (a stream with a self-sustaining population of trout).

Another important linear water feature in the study area is Pheasant Branch Creek. This is a seven-mile long stream that begins north of the study area in the Town of Springfield and flows south and east through the City of Middleton and eventually empties into Lake Mendota. The southwest quadrant and all of the City of Middleton lies within the Six Mile and Pheasant Branch Creek watershed, which drains to Lake Mendota.

Lake Mendota is the largest water body in Dane County and the most heavily used lake in southern Wisconsin. Despite work over the past decade to reduce polluted runoff problems in the lake's watersheds, sources of polluted runoff continue to be the largest threat to this lake. The Six Mile and Pheasant Branch Creek watershed was one of the first nonpoint source pollution priority watershed projects undertaken by the Wisconsin Department of Natural Resources (WisDNR), and is the focus of a current priority watershed project. The focus of this current project is to continue to implement controls on polluted runoff, restore and protect wetland, and identify both agricultural and urban sources of nutrients and sediments. More information on this project is available by reviewing the *Nonpoint Source Pollution Control Plan for the Lake Mendota Priority Watershed* (1997) prepared by WisDNR, the Department of Agriculture, Trade & Consumer Protection (DATCAP), the Dane County LCD and the Columbia County LCD.

Environmental Corridors

Environmental corridors in the study area are shown on the Resources Inventory map. These environmental corridors are delineated by the Dane County Regional Planning Commission (DCRPC) and represent a composite of the best elements of the natural resource base occurring in a linear pattern on the landscape. These corridors normally include one or more natural resource elements that are essential to the maintenance of an ecological balance and diversity and the preservation of natural beauty. Environmental corridors generally lie along the major stream valleys, around major lakes, and in the moraine areas of south central Wisconsin. Almost all of the remaining high-value wetlands, woodlands, wildlife habitat areas, major bodies of surface water, and delineated floodlands and shorelands are contained within these corridors. In Dane County, environmental corridor features include:

- surface waters and their undeveloped shorelands
- WisDNR mapped wetlands and 100-year floodplains
- steep slopes greater than 12 percent
- woodlands and areas of unique vegetation or geology
- existing and proposed parks, greenways, conservancy areas and stormwater management areas.

Within the study area, environmental corridors are found along the Black Earth Creek and the south fork of Pheasant Branch Creek, adjacent to the steep valley slopes, and around Esser Pond.

Resources Inventory Map

Property Ownership and Jurisdiction

The study area consists of an assortment of land parcels under public and private ownership, ranging from a golf course and quarry site to an industrial park and ski jumping facility. Large private property owners in the study area include Marshall Erdman Associates, Inc. (175 acres), L&G Investments, Inc. (142 acres), and Wayne Rounds, Jr. (195 acres). Large public property owners or private utility holdings in the study area include the City of Middleton (310 acres of the Pleasant View Golf Course property), Dane County, and Madison Gas & Electric Company (77 acres). A number of small residential lots are located in the Hickory Woods and Blackhawk Ridges plats located at the edges of the study area.

The study area covers properties currently within the Cities of Middleton and Madison and the Town of Middleton (the Resources Inventory Map shows the different jurisdictional boundary lines in the study area). Much of study area lies within the Town of Middleton, west of the City's jurisdictional limits. The Town of Middleton's adopted land use plan recommends open space uses for much of the Black Earth Creek watershed area. An intergovernmental cooperation agreement between the Town of Middleton and City of Middleton states that the City will not exercise its extraterritorial jurisdiction powers over Town lands in the study area as long as the Town agrees to make development and land use decisions in accordance with its adopted land use plan.

Existing Land Use and Zoning

The southwest quadrant area is emerging as a major regional commercial and employment destination in the larger Madison metropolitan area. These destinations include Greenway Center, Greenway Station, and Discovery Springs. The Middleton Business Park, developed in the 1970s, is located along USH 14 and includes the West Metro Business Park and the Evergreen Business Park. To the northeast of this business park is the newer 200-acre Airport Road Business Park, which is home to several technology and design firms.

The 310-acre Pleasant View Golf Course property, owned by the City of Middleton, includes about 190 acres for golf use and 120 acres for open space. The City's park plan suggests that as the community continues to grow to the west, the 60 acres of open fields may become useful to meet future needs for a community park.

Most of the study area properties the Town of Middleton are zoned under Dane County's A-1 Agriculture District. In addition to agricultural uses, this district allows residences as a permitted-by-right use and mineral extraction operations as conditional uses. There are a few parcels along USH 14 zoned C-2.

Existing Transportation Facilities

The study area lies at the crossroads of two major arterial roadways: USH 14 and USH 12. USH 12 is a north-south arterial scheduled to expand from two lanes to four lanes from Middleton to Sauk County. The Resources Inventory map shows the existing and *re-aligned* USH 12 in the study area. USH 14 is an east-west arterial roadway connecting Middleton to the larger southwestern Wisconsin region (Richland Center and eventually La Crosse). Airport Road and Blackhawk Road are major east-west roadways serving the far edges of the study area. Airport Road is currently being re-constructed into a four-lane road from Laura Lane to Evergreen Road. The four-lane road will include a landscaped median to provide an attractive gateway into Middleton's business parks, Morey Field airport, and recreational fields complex. Greenway Boulevard is another important east-west connector roadway serving development in the Greenway Center.

North-south roadways in the study area are limited. Pleasant View Road is a north-south road that runs from the southern edge of the study area up to USH 14. Current plans for Pleasant View Road suggest straightening the alignment of this road at the quarry site to provide a direct connection to Evergreen Road on the north side of Highway 14. This connection would essentially extend Pleasant View Road up to Airport Road.

The other key transportation facility in the study area is Morey Airport. This municipal airport caters to small private aircraft service, primarily used for business travel.

Detailed Southwest Quadrant Study Area Recommendations

The *2005 Southwest Quadrant Plan* recommends a future land use pattern for the City's southwest quadrant area, and a transportation circulation plan to serve this future development pattern. It also recommends the steps needed to implement these planning recommendations in a coordinated manner.

The Southwest Quadrant Plan map depicts the conceptual plan for the study area. As shown on the map, the focus is on redeveloping the existing business park along USH 14 in the long-term as turnover or expansion of existing tenants occurs, creating a mixed-use housing and employment area for the quarry site, preserving the Black Earth Creek headwaters from intensive development, and maintaining two large community-serving recreational areas. Through re-investment, re-development, and preservation, the City's goal to establish a unique gateway into the community and can be realized.

Black Earth Creek Watershed Preservation

Consistent with planning goals advanced by Dane County and the Town of Middleton, this *Plan* recommends limited development in the area shown on the map as the "Black Earth Creek Headwater Protection Zone". This area is a critical portion of the watershed and will face extreme development pressure over the planning period. Preservation of this headwaters area can improve water quality and quantity for the entire length of the creek. This area is also important for the significant aesthetic, habitat and vegetative values for the County, Town and, as a gateway into the community, the City of Middleton. This recommendation to limit development in this area is consistent with the Town of Middleton's adopted land use plan and with the provisions in an intergovernmental agreement between the City of Middleton and the Town of Middleton.

Greenway System

This *Plan* recommends preserving "greenway" corridor lands in the study area which are most environmentally sensitive and critical for achieving other community goals such as community connections and stormwater management. This proposed greenway system is depicted on the plan map. A greenway system will support many different activities and serve multiple purposes, such as:

- *Accommodating active and passive recreation areas.* Many of the City's major parks and conservancy areas on the east side of USH 12 could connect to this quadrant on the west side of USH 12 by the greenway system. The City's 1996 *Comprehensive Park and Open Space Master Plan* recommended that the Greenway Center area connect to the Pleasant View Golf Course and points west through a planned greenway system.
- *Enhancing natural stormwater management.* A majority of the lands in the greenway system are wetlands, floodplains, or hydric soils associated with Black Earth Creek and Pheasant Branch Creek which provide necessary flood storage capacity during storm events. Making use of natural systems for stormwater management is an environmentally-responsible and cost-effective way to deal with stormwater issues in the study area.
- *Improving resource preservation and restoration.* The greenway system is home to a variety of plants and animals, which contribute to the quality of life for Middleton residents. By linking the different pieces of ecologically significant lands and various types of wildlife habitat, the general wildlife population will be able to expand due to the larger and more diverse habitat locations.

Mixed Use Housing and Employment Center

The quarry site, operated by Northwestern Stone, at the corner of Pleasant View Road and USH 14 should redevelop in the future as a higher density housing and mixed use development area. This area will have convenient access to the growing employment and shopping destinations in the nearby Greenway Center and Middleton business park areas. Development in this former quarry site could include a mix of apartment buildings, townhouses or condominiums. Any redevelopment plan should promote non-residential uses on the north side of this site along the highway to take advantage of traffic exposure, and residential uses on the south side of the site to take advantage of the views. The quality of development in this area will be critical in defining this “gateway” into Middleton. The restoration plan for the quarry operation should anticipate the future re-alignment of Pleasant View Road as conceptually suggested on the plan map, as well as an east-west roadway within the site. The City should work with the quarry operators to begin planning for this type of redevelopment and ensure that the site will be graded appropriately for re-use in the future.

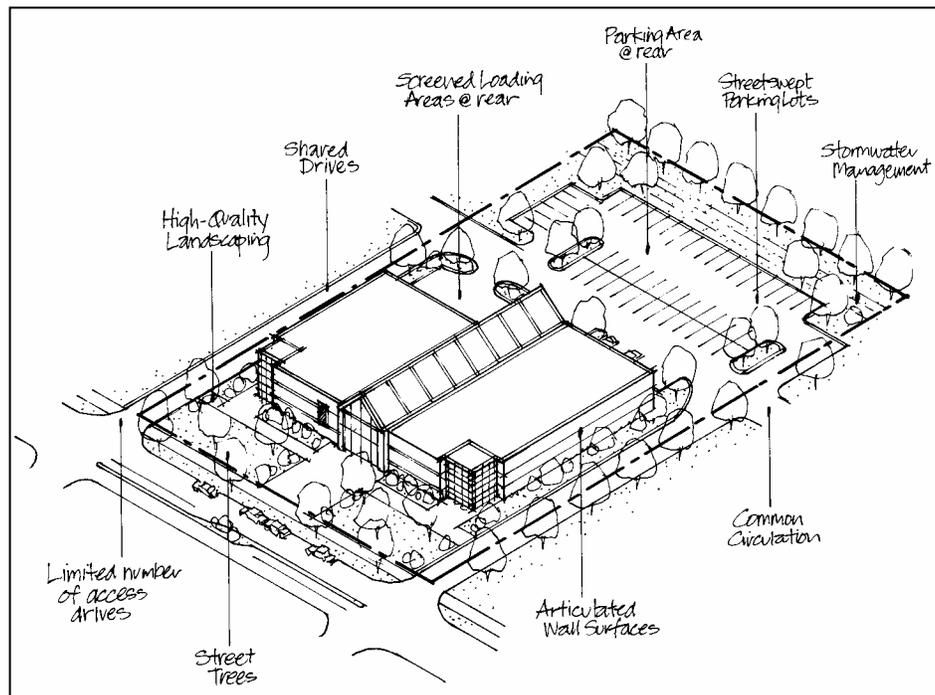
Long-Range Investment Area

In the long-term, the existing business park along USH 14 is planned to redevelop into office, research and industrial uses according to attractive, lasting design and amenity standards appropriate to its highly visible location. This redevelopment is planned to occur over time as turnover in existing tenants occurs, or as expansion plans are developed. Important factors to consider include ensuring that the office sites and building designs create an attractive appearance on all sides, especially the elevations facing USH 14; that adequate site landscaping is provided on all sides; and that parking areas do not dominate views. Other design standards recommended for this area as site’s redevelop include:

- In situations where industrial uses abut non-industrial uses, screening should be provided. Hedges, evergreen trees, berms, decorative fences or a combination of these screening elements are recommended to satisfy this requirement. This is particularly important where the business park abuts the recreational fields complex to the north.
- Long, monotonous industrial building facades should be avoided by varying building setbacks and placing vegetation in strategic locations along foundations.
- Parking lots for industrial uses should be screened from the view of public right of ways and non-industrial uses. Large parking lots (i.e. employee parking areas or truck parking areas) should not be located between the building and the public right of way. Smaller parking lots (i.e. visitor parking lots) may be located in front of the building. However, such parking lots should be well screened from public rights-of-way and non-industrial uses.
- Pedestrian walkways should be separated from vehicular traffic and loading areas.
- Industrial projects should be designed so that vehicles servicing the site are able to move from one area of the site to another without re-entering a public street.
- Public streets should not be used for parking trucks associated with the operation of industrial facilities. Truck loading and staging activities should not be allowed within public streets.
- Loading areas for industrial uses should be located at the rear of buildings and be screened from the view of public rights of way and adjacent non-industrial uses.

- All outdoor storage areas should be screened from public view using berms, hedges, decorative walls or decorative fences. The height of such screens should be determined by the height of the material being screened. Outdoor storage of materials or products should only be allowed as a conditional use.
- All mechanical equipment (i.e. air conditioners, ventilation equipment, etc.) should be screened from public view. This includes roof-top equipment and equipment on the ground.
- The following design elements should not be allowed in new industrial developments (see also Figure 1): Large, blank unarticulated wall surfaces; un-landscaped chain link fences and barbed wire; non-architectural facade materials such as untreated exterior cement block walls and metal siding with exposed fasteners; or "pole barn" type buildings.

Figure 1: Desired New Industrial Project Layout



Recreational Areas

The conceptual plan map shows two Recreational Areas in the study area. The City should continue to explore year-round recreational opportunities for the Pleasant View Golf Course property on the south side of the study area. The planned recreational field complex along Airport Road is the other area shown as a long-term Recreational Area. Bike and pedestrian linkages from these recreational areas and the remainder of the city should be strengthened.

Recommended Transportation Facilities

Pleasant View Road is recommended to connect directly across from Evergreen Road at USH 14. This can be accomplished through a re-alignment of this roadway as the quarry site redevelops into the recommended residential uses. Pleasant View Road is likely to become a minor arterial roadway running from Mineral Point Road to Airport Road and serving the growing west side of the Madison metropolitan area.

Consistent with the City's park and open space plan, this *Plan* recommends a bicycle and pedestrian trail along the north and south ridge of the Black Earth Creek watershed area. The southern trail should connect back to the city through the Greenway Center area, and the northern trail should connect back via the recreational field complex and the Airport Business Park area.

Airport Zone

The Airport Zone area shown on the plan map includes land in the take-off and landing zone of the planned primary runway at Morey Airport. The lands within the Airport Zone are planned for non-residential land uses, which is consistent with the 1988 Quadrant report and other city planning efforts. It is expected that Morey Airport will be a long-lasting land use and that the importance of Morey Airport will increase as the metropolitan area grows and more pressure is placed on the Dane County Regional Airport.

Conceptual Land Use and Transportation Map

Plan Implementation

This section recommends specific actions that are needed to prepare the southwest quadrant for development with the full range of urban services, and ensure that future development is consistent with this *Plan's* recommendations.

Comprehensive Plan Amendment

This *Southwest Quadrant Plan* provides land use and transportation recommendations to guide the study area's future growth and urban development. This *Plan* should be adopted as a component of the City of Middleton's Smart Growth Comprehensive Plan, under Sec. 66.1001, Wisconsin Statutes.

Urban Service Area Amendment

The properties earmarked for development within the study area are not currently within the City's Urban Service Area. In order for the City of Middleton to provide public sanitary sewer and the full range of urban services to future development in these properties, they must first be included within the City's Urban Service Area. In response to any specific development proposals, the City will need to submit to the Dane County Regional Planning Commission an application to amend its Urban Service Area boundary.

Zoning

The properties recommended for future development are currently zoned in the County's agricultural district. These properties will need to be ultimately rezoned to conform to the land use recommendations of this adopted *Southwest Quadrant Plan* in advance of any platting or development. The City's Planned Unit Development zoning district could be an appropriate district for the recommended quarry site.

Land Subdivision Regulations

Properties recommended for future development might need to be subdivided into smaller parcels before they are developed with urban uses. As these lands are proposed for development, many of the *Plan's* recommendations can be implemented through the City's land subdivision regulations. It is recommended that future subdivisions within the study area conform to the recommendations of this *Plan*, particularly regarding the location or re-alignment of arterial and collector streets and environmental corridors.

Official Map

The City of Middleton's Official Map is used to reserve rights-of-way and other sites for specified future public uses until such time as they are required through dedication or other means. The City's Official Map does not show the recommended re-alignment of Pleasant Branch Road near the USH 14 intersection or the recommended bike and pedestrian paths.

The City of Middleton Official Map should be revised to identify the proposed re-alignment of Pleasant View Road and other recommended paths in this *Plan*. All recommended environmental corridors should also be added to the City's Official Map.

Capital Improvement Program and Capital Budget

This *Plan* proposes several types of public improvements and facilities for which public funds may be required. These improvements and facilities might include proposed public parks and open spaces, expansions of arterial or collector streets, multi-use paths, stormwater management facilities, sanitary sewer facilities, water distribution facilities, and similar improvements.

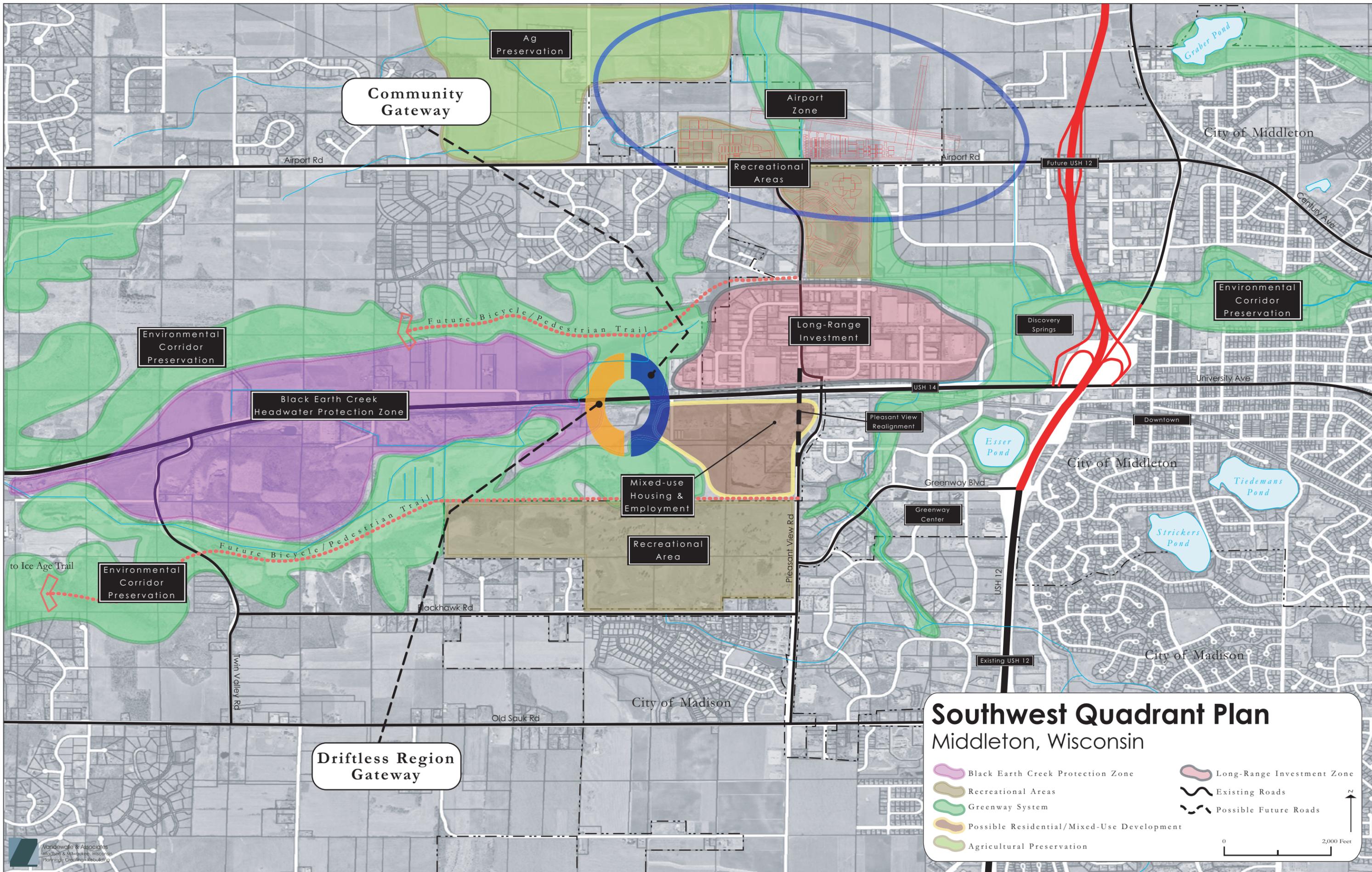
It is recommended that responsible City departments include within their future capital improvement programs and the capital budget those public improvements and facilities for which public funding is required to implement this *Plan*.

Annexation Policy

The properties recommended for development in the study area are currently outside of the City's municipal boundary. The orderly development of lands within the neighborhood will require extension of public utilities and improvements and provisions of the full range of urban services. It is the City's policy to provide such services only to lands within the City's limits. It is recommended that urban development on lands currently outside the City do not occur until these lands are annexed into the City of Middleton. It is also recommended that no subdivisions be approved by the City unless there is assurance that the full range of urban services will be provided at the time of such approval.

Intergovernmental Cooperation

It is recommended that the City of Middleton work with the Dane County Parks Department and other appropriate units of government and agencies to implement this *Plan's* recommendations for recreational paths and open space systems. It is also recommended that the City continue to work with the Town of Middleton on joint planning studies, intergovernmental agreements, and other cooperative planning initiatives as they relate to the southwest quadrant study area.



Community Gateway

Driftless Region Gateway

Ag Preservation

Airport Zone

Recreational Areas

Long-Range Investment

Environmental Corridor Preservation

Black Earth Creek Headwater Protection Zone

Mixed-use Housing & Employment

Recreational Area

Pleasant View Realignment

Greenway Center

Downtown

Environmental Corridor Preservation

City of Madison

City of Middleton

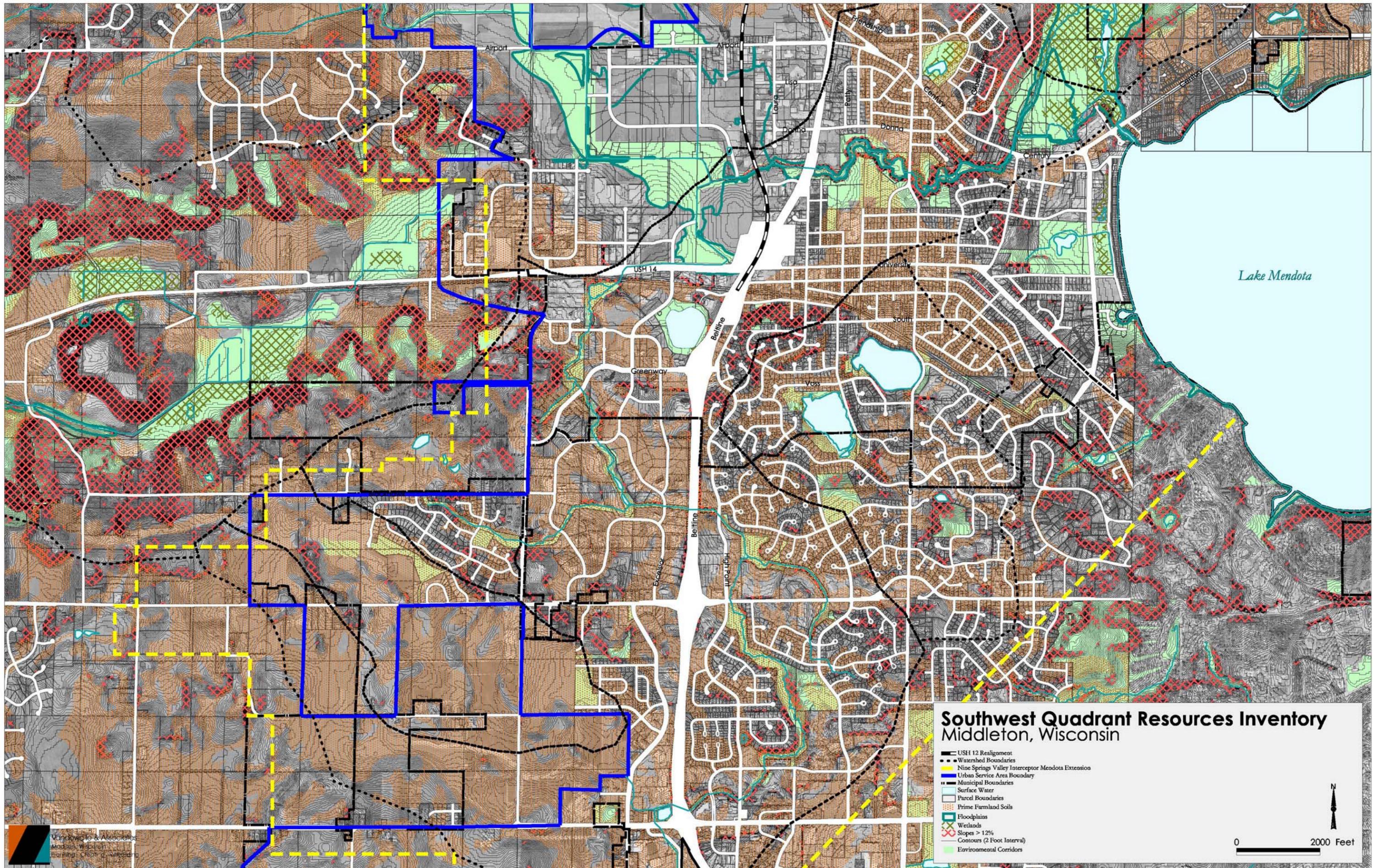
Southwest Quadrant Plan

Middleton, Wisconsin

- Black Earth Creek Protection Zone
- Greenway System
- Possible Residential/Mixed-Use Development
- Agricultural Preservation
- Long-Range Investment Zone
- Existing Roads
- Possible Future Roads

0 2,000 Feet

Note: Horizontal scale is 30% greater than the vertical.



Southwest Quadrant Resources Inventory Middleton, Wisconsin

- USH 12 Realignment
- Watershed Boundaries
- Nine Springs Valley Interceptor Mendota Extension
- Urban Service Area Boundary
- Municipal Boundaries
- Surface Water
- Parcel Boundaries
- Prime Farmland Soils
- Floodplains
- Wetlands
- Slopes > 12%
- Contours (2 Foot Interval)
- Environmental Corridors

0 2000 Feet

APPENDIX E

HIGHWAY 12 REDEVELOPMENT

MASTER PLAN

A planning document for

City of Middleton, Wisconsin



Highway 12 Redevelopment Master Plan

February 21, 2002



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I. Introduction

The relocation and related improvements for USH 12 promises to have significant impacts on the land use and transportation picture for the City of Middleton and the surrounding region. This plan sets forth a series of integrated land use, transportation and urban design recommendations that are responsive to the opportunities presented by both the new highway, and those that will soon be available along the existing right-of-way. The larger purpose of the plan is to define a new role and identity for the soon to be “*re-commissioned*” segment of highway, and to offer specific recommendations to guide its transition from a pass-through route, to a sub-regional activity and employment destination. In short, into an identifiable district that is distinct from - yet related to - Downtown Middleton and the other activity and employment centers within the region.

The Corridor Today

“The Middleton Mile”

Middleton’s stretch of Highway 12 is clearly a product of the early automobile age. Its loose mixture of land uses and surviving roadside architecture in many ways hark back to the days of drive-in theaters, root beer stands, and *moderne* motor-courts. Like many other urbanized sections of state highway, the post-interstate era has brought many changes to USH 12. The access and spatial needs of the metropolitan commercial sector, and other forces of decentralization, has been responsible for Middleton’s rise into a sub-center for regional commerce. Much of this development has coalesced in the Highway 12 corridor. However, despite the spread of development that has occurred throughout the area, this section of highway still marks a clear interval between urban and rural parts of the County. These clear points of transition (in terms of roadway function, access, and fronting land uses) have fortunately spared Middleton’s section of the corridor from the worst excesses of ‘strip’ development.



In general, the pattern development along the corridor exhibits a somewhat wide mixture of light industry, commercial office, large-lot retail, and auto-oriented commercial services. This pattern rather abruptly gives way to extensive agricultural activities immediately north of Graber Road. The highway also serves as a strong edge between the residential core of the City, and combination of light industry and commercial uses located to the west. With industries such as RMI, Noran, and National Electostatic, the corridor is home to a technology sector. Future planning and development activities should seek to expand and capitalize on the presence of these industries by laying the groundwork for complementary technology-based businesses. Such businesses may include additional bio/ag-tech industry and supporting services, office development, commercial/retail businesses including dining and entertainment.

II. The Dynamics of Change

The graphic on page 6 provides a summary of the major land use and transportation relationships within the corridor. Several key occurrences provide both the impetus and the conceptual framework for the plan. These include:

- Extensive redevelopment efforts in the Downtown area and elsewhere along the Highway 12 corridor.
- Expanded access to the area provided by a new interchange at Airport Road.
- Public improvements along the linear environmental corridor that ties into Pheasant Branch.
- Extensive development and employment in the Middleton Business Park and in other areas west of the proposed bypass.
- Significant public investment in the airport coupled with a heightened interest in corporate and private aviation.

III. Proposed Land Uses

The graphic on page 6 describes in more detail the proposed arrangement and mixture of land uses within the corridor. It should be noted that several of the proposed uses are expected to evolve over time; whereas other uses reflect only slight adaptations to the existing mix of uses and activities. The former will likely require significant redevelopment activity that will require the assembly and reshaping of certain key parcels. This will provide opportunities to reconnect and reorient these sites into the larger pattern of circulation and land use, and set the tone for additional complementary development.

A. PARMENTER MIXED USE CORRIDOR

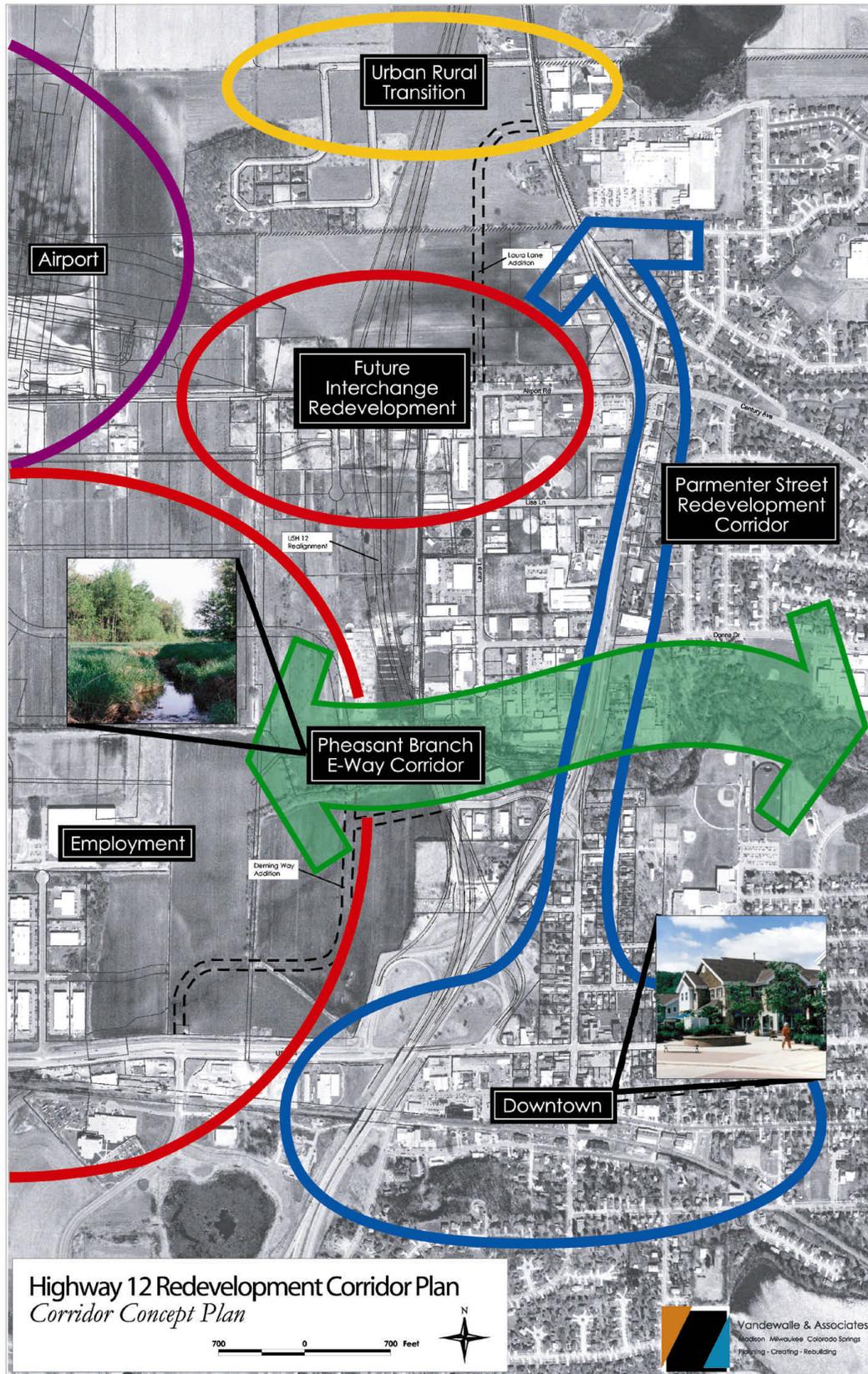
As shown on the planned land use map, this area comprises the four-block long section of Parmenter Street between University Avenue and existing Highway 12. As an extension of Downtown Middleton's main north-south street, this area is an outgrowth of the City's commercial core, and several of the structures here have been adapted to commercial or semi-commercial uses. Beyond Franklin Avenue, the predominant land use is residential; however, several of these contain home-occupation businesses.

Existing patterns of land use, and building conditions in this section may present or require redevelopment on a limited infill basis only. The street's proximity to the City's traditional downtown and to several well-established neighborhoods also presents a more compelling case for a selective infill and rehabilitation strategy based on traditional (i.e. *urban village*) precedents. Equally important is the need to preserve a measure of spacing between downtown and the redeveloped corridor so that one does not *bleed* continuously into the other. The planned land use in this sector should remain mixed. It should continue to accommodate a combination of residential uses and small-scale (predominantly pedestrian accessed) businesses that can benefit from both centrality and convenient access to local neighborhoods and the regional transportation system. Besides mixed-density residential development, a combination of neighborhood serving business, as well as professional services should be encouraged in the area. Live/work arrangements should be further encouraged in the area. Signage and parking, on the other hand, should be strictly controlled.

Figure 1: Project Area



Figure 2: Corridor Concept Plan



Sources: Dane County IGO 1995 & City of Middleton 2000.

B. TECHNOLOGY ZONES

These are shown in two discrete areas on the map. The southern node straddles both sides of the corridor and picks up the southwestern tip of the Business Park. It includes a large interior section of the planning area south of Lisa Lane. The other is located in the northern tier of the corridor opposite the airport. These tech-nodes acknowledge the level of current technology – based activity including the manufacture of medical



instruments. Additional considerations include available parcel sizes and/or site adaptability in the designated zones. An added benefit of these specific locations, is the

heightened profile such businesses could lend the district at both southern and northern approaches.

Given the high visibility of these locations, it is important that future development reflect both the



corporate and community image in the most favorable light possible. New development should fit itself into the existing street and block pattern in a way that establishes firm connections

to other parts of the City. Pedestrian and bicycle connections should be used to strengthen these relationships, and to encourage after-hours patronage of local businesses and other community facilities. New buildings should present a ‘face’ to both the highway and the local street system. Buildings should have an outward posture, and not be turned in on themselves in an insular or defensive fashion (see sidebar).

Low Cost vs. High Quality Environment:

The role of quality design in economic development

Much has been written about the special requirements of high tech industry in relation to those of old economy industries. Much of this discussion centers on the availability of a supporting “information infrastructure” that may consist of broadband/fiber-optic networks, as well as convenient access to quality research institutions and complementary support services. Even more attention however has been paid to the difficulties faced by new economy industries in recruiting and retaining highly skilled employees. Since talent or human capital is their most important input to production (and since these factors are highly mobile), these industries are increasingly sensitive to the quality of life factors that may influence their mobility. These quality of life factors extend to and beyond the immediate work environment of the office, and include quality housing as well as access to nearby cultural, recreational and educational offerings.

Historically, quality of life issues have generally not been given much weight in conventional economic development practice. The usual approach places a heavy emphasis on lowering development and business costs through tax abatements, wage subsidies and regulatory waivers. The heavy emphasis on minimizing acquisition and operating costs as a business attraction strategy, has often manifested itself in inexpensive buildings and austere site plans- in short a low cost, low quality environment. The premium placed on the quantity of jobs created over quality of the workplace tends to reinforce conventional practice.

By contrast, knowledge-based industries place a much greater emphasis on the creation of stimulating work environments that foster informal collaborations and personal creativity. In this respect, their needs are very different from most traditional industries where the volume of physical output takes precedence over the volume and quality of *ideas* produced. Technology-based industries tend to be much more quality-of-life conscious. These industries tend to seek out locations near other quality environments primarily because of networking opportunities presented by like-minded companies/individuals, as well as a common emphasis on the “total environment” outside the office walls. Instead of resisting exacting development and design standards, these companies are often their greatest proponents because they pose barriers-to-entry for low cost/low quality industry that may detract from the overall character of the area

C. COMMUNITY BUSINESS AND HOSPITALITY

This area includes the main segment of the corridor between Donna Drive and Century Avenue. It also represents the commercial heart of the planning area.

As previously noted, this area is intended to include a variety of destination and convenience businesses, equally accessible by auto or by foot. Primary land uses in this area include: entertainment, retail, and commercial services serving primarily a local market area. Many such businesses are already well established here. This plan recognizes their contribution to the local economy, and seeks to build on their presence.

The types of businesses best suited to this area, are those that would seek to capitalize on the 'captive' market of local business and employment proposed for the surrounding area. Restaurants, health clubs, professional services and specialty retail represent the types of businesses that could thrive at this location based on pass-through traffic as well as their proximity to nearby offices and existing neighborhoods. These types of businesses would help infuse the area with activity at various times of the day and week. The attrition of remaining large-lot (predominantly auto-oriented) businesses should be expedited by zoning, land purchases or by other measures.

The redevelopment of several key sites on the west side of existing Highway 12 in particular, would provide opportunities to realize all of the advantages of the proposed street design

described earlier. This would result primarily from the consolidation of driveway openings, which, among other benefits, has the effect of increasing on-street parking capacity and providing a safer and more pleasant environment for pedestrians and bicyclists. The closing of select driveways would also improve roadway capacity and reduce the potential for auto accidents.



In conjunction with the above measures, off-street parking should be relocated away from street frontages, and shared parking between businesses should be encouraged wherever possible.

Combined with a general reduction building setbacks (and perhaps an increase in overall building height), these measures would help add definition to the street space, and establish a stronger visual identity for the district (see graphic page 20). Over a longer period of time, the east side of the street should be redeveloped in a similar manner as opportunities present themselves.

Finally, future site planning and design along this section of the corridor should reflect a somewhat more urban character and seek to accommodate the patterns of activity and circulation common to such areas. Buildings should be oriented toward the street, have reduced setbacks, and invite pedestrian access at the 'front door'. The massing of larger buildings should be modulated through such effects as protrusions and recessions in the façade plane, as well as variations in surface materials. Piers, pilasters and bays can all be used

Figure 3: Planned Land Use Designations

to breakdown the size of a building in the horizontal dimension; whereas, cornices, belt-courses and transoms can reduce the vertical scale of taller structures. Reflective glass should be avoided. Pole signs, as well as all other oversized species of commercial strip signage, should be phased out and replaced with human-scale wall signs, marquees, and monument signs. Illumination of such signs should be indirect instead of internal or back-lit. Ample landscaping and quality building materials should be emphasized throughout the area.



D. INTERCHANGE/HIGHWAY COMMERCIAL

This area is centered on the section of Airport Road east of the realigned highway. It wraps around the north side of the Airport Road/ Highway 12 intersection and extends southward to Lisa Lane. A proposed northward extension of Laura Lane bisects the area, and feeds into the planned technology node immediately to the north.

Convenient ramp access will likely subject this area to the heaviest development pressure within the planning area. The activities and design guidelines recommended for this area are intended to respond to these market forces, and help shape the development that will naturally be drawn there. This development may include: auto-oriented commercial services such as grocery or drug stores, gas station/convenience stores or drive through banks and restaurants - in other words, businesses for whom convenient automobile access is of primary importance. Several of these types of business, such as automobile dealerships, have already relocated to the area.

The proposed ramps at Airport Road will cause the street to become a prominent community gateway. Development here must be responsive to the spatial needs of auto-oriented businesses, yet be welcoming enough to invite exploration of the larger district. Traffic exiting the new highway should be greeted with community wayfinding signage, as well as an attractive setting for both 'daily errand' and 'destination' businesses. As elsewhere in the planning area, new development here should include adequate pedestrian appointments.



Even with the above noted improvements, this quarter will still be less of a pedestrian precinct, than other parts of the planning area. Generous landscaping, including rows of trees along the terraces, could provide the visual continuity (and vertical dimension) often

lacking in auto-oriented commercial areas. Since through-traffic on the realigned highway will be looking down upon this zone, it is important that building roof-lines be well articulated, and that rooftop HVAC systems be properly concealed. Many of the design guidelines recommended for other parts of the district would be also be equally applicable in this zone. Shared driveways and parking lots in particular, could help increase the amount of “soft-scape” in the area, by reducing the amount of pavement surfaces devoted to parking and driveways.



E. COMMERCIAL SERVICE

This zone is located along the southside of Airport Road immediately west of the realigned highway. It is intended primarily for the types of businesses and services that require large lot sizes and convenient access, but which tend not to generate large volumes of traffic. These are typically destination types of businesses that do not rely on passing traffic, nor require a strong street presence. Examples include storage facilities, repair and service businesses, distribution facilities, and certain “back-office” functions. Other businesses appropriate to the area could include those that could benefit from the presence of the nearby airfield. Examples include: flight schools, jump-schools, car rental agencies, small office parks, and certain restaurants and motels.

Design standards for this area should include adequate setbacks, landscaping and standards for the screening of outdoor storage. Common service drives, and consistent signage should be required to limit the amount of driveway openings, and to present a unified visual theme to the street front. Pole buildings should be prohibited, and reflective surfaces should be kept to a minimum. Blank, unadorned building fronts should not be permitted.

F. PUBLIC USE AND OPEN SPACE

This area is located northwest of the proposed Highway 12/Airport Road interchange. It is intended to accommodate uses that could complement (or not interfere with) the airport. Since a large part of this zone is intended as a holding area for future airport improvement, the emphasis here would be most types of low intensity, non-permanent public use/open space. Ballfields, open-air markets, dog parks, walking paths and park-and-ride lots all represent the type of interim uses that do not involve the installation of permanent facilities. Land used for these purposes could be cleared easily and with little expense. On the other hand, examples of permanent public facilities that may be considered include a cross-modal transit/transfer station, public works garage, and a fire station. The latter could provide on-site emergency services to the airport and surrounding uses and also enjoy superior access to the local and regional transportation system.

III. Roadway Function and Design

Traffic projections were modeled using the Dane County 2020 Regional transportation model and updating the local land use in the Middleton area to full build out. The modeling was done to assist in planning for the future corridor design. A more thorough explanation of the modeling process is included in the attached technical memorandum in Appendix A.

EXISTING CONDITIONS

USH 12 from Parmenter Street now functions with four lanes up to Graber Road. The right of way varies between 260 feet on the south to 66 feet on the north. The existing right of way and roadway alignment is shown in **Figure 4**. The southern section of roadway up to Century Avenue currently carries 30,000 to 37,000 vehicles per day. The section from Century Avenue north to Schneider Road (north) current traffic volume is 23,000 vehicles today.

Figure 4: Existing Right-of-way and Roadway Alignment



FUTURE CONDITIONS

The section from Century Avenue north to Schneider Road (north) is projected to carry over 8,000 vehicles per day with full build out of the area. The section of USH 12 between Murphy Drive and Century Avenue (south) is projected to carry 12,000 to 14,000 vehicles per day. The traffic projections also indicate that there is a large directional split between northbound and southbound traffic due to the northbound slip ramp. The volume of traffic on the northbound section of the roadway between Donna Drive and Century Avenue is almost twice that on the southbound section. The projected daily traffic volumes including turning movements are shown in **Figure 5**.

Figure 5: Projected Daily Traffic Volumes



FUTURE ROADWAY DESIGN:

SOUTHERN SEGMENT

The recommended roadway design features that follow are intended to serve both the suggested pattern of land use, and anticipated future traffic volumes. The transition facilitating a two lane or a four lane urban roadway is generally accepted to range between 10,000 to 12,000 vehicles a day. Based on the full build out projections, this would indicate consideration of a four-lane facility south of Airport Road, and a two-lane facility to the north. A closer view of the southern section indicates a significant directional disparity in projected traffic volumes between the northbound and southbound lanes indicates that the northbound lane could be designed as two lanes and the southbound lane as a single lane. This disparity supports the need to consider a single travel lane southbound with a permanent parking lane. An alternative design that is gaining wide acceptance in effectively handling corridor traffic volumes in the range of 10,000 to 20,000 vehicles per day is a two-lane facility with a third continuous left turn lane (TWLTL). The advantage of the alternative design is that it is effective in moving turning vehicles out of the through lane and reducing vehicle conflicts and improving through traffic flow.

The recommended cross section for the southern part of the corridor includes accommodations for bike lanes, sidewalks, lighting and generous landscaping with a wide terrace area and separate turn lanes. The two options considered on the south section were a three-lane boulevard with parking on the west side, or a three-lane facility with a continuous middle turns lane (TWLTL). These two options are shown in **Figure 6 and 7**. Given the redevelopment opportunities on the west side and the lack of projected traffic supporting two southbound lanes, it is recommended that a single lane of traffic with a parking lane be provided on the west side of USH 12. Depending on how far the parking is extended, on street parking would provide in excess of 40 parking spaces.

Because of the number of existing drives between intersections on the southern portion of the corridor, under the median scenario, it is recommended that median breaks be provided at major drive way points and that short sections of a middle left turn lane (TWLTL) be provided. Effort should be made to combining drives and allowing right turns only at other drives to help reduce the number of access points and potential conflict. A plan view diagram of the recommended option is shown on page 15.

Northern Segment

On the north section of the roadway (north of Century Avenue) there will be three intersections and one interchange. One intersection will connect Laura Lane at Graber Road. A second intersection will be at Green Briar Road, which is an existing residential road connection to High Road. A third intersection will be at Schneider Road, which will have a future eastern extension as a collector street. The current Springton Road will be cul-de-saced at the bypass. Turning movement projections were not done along this section of roadway.

Figure 6: South Section Option 1

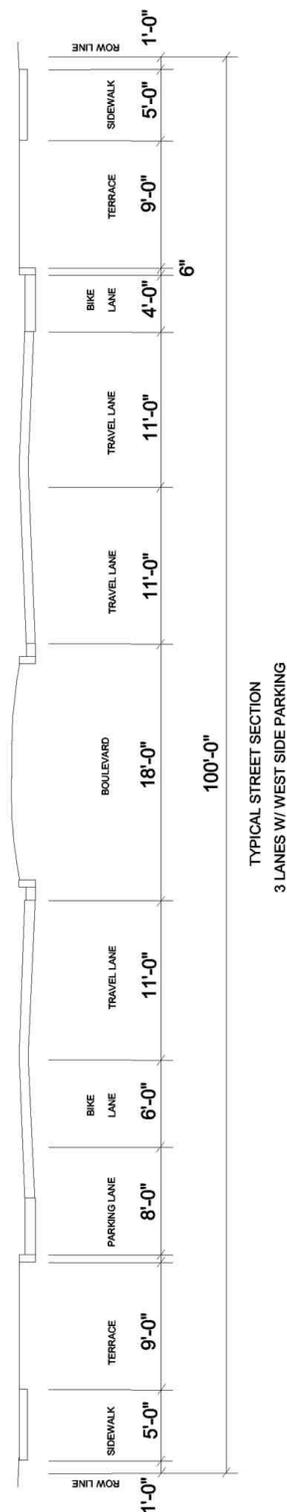
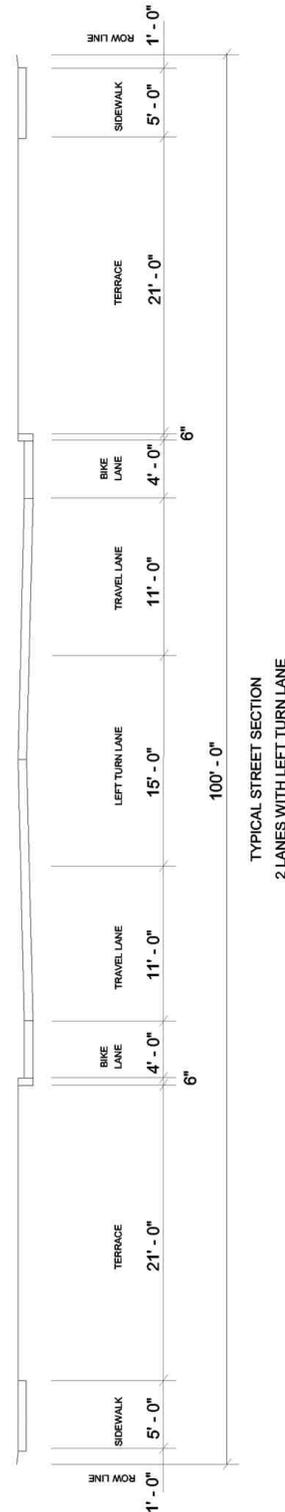


Figure 7: South Section Option 2

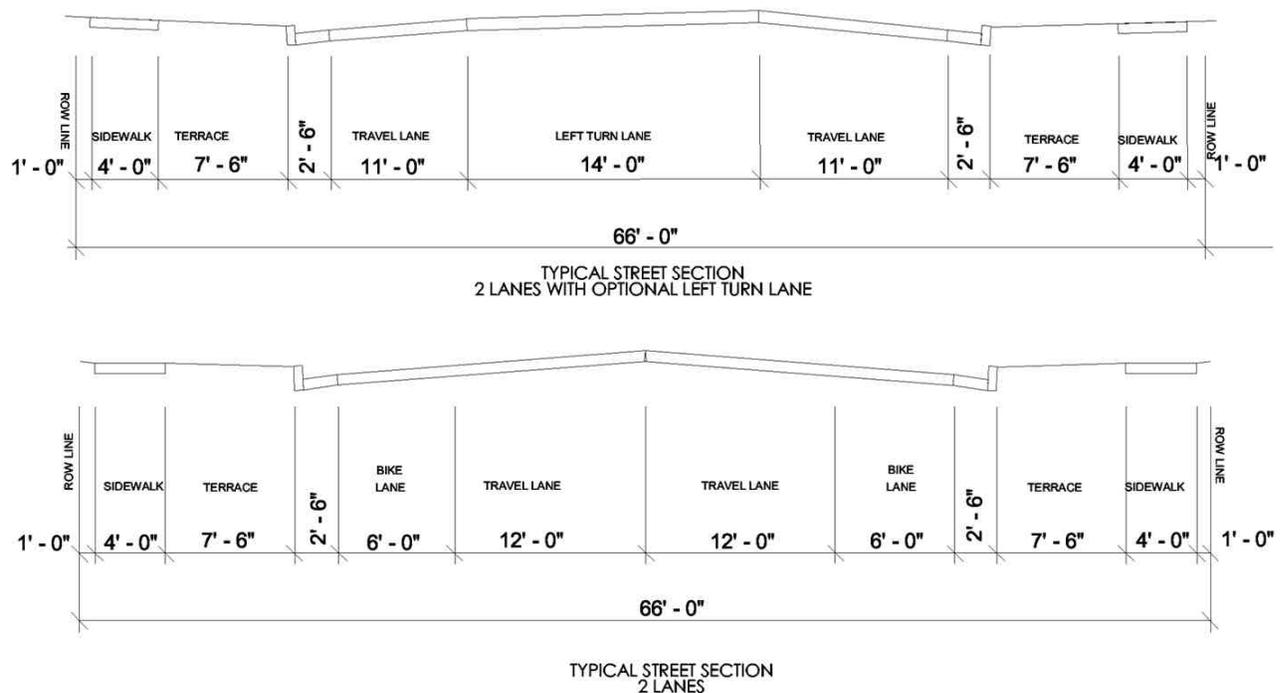


Recommended Option: Controlled Access with Medians

Laura Lane and Graber Roads will be a major intersection and it is anticipated that it will eventually need separate turn lanes and additional right of way should reflect this need. The second intersection is at Schneider Road. Schneider Road will have limited access to the west. However, a future extension of Schneider Road is planned to the east as a collector roadway, which could make this intersection a major access point in the future. Because this section of USH 12 roadway is undeveloped and has very few access points, it is recommended that access to the roadway be limited on USH 12 and the majority of access taken off Laura and Schneider Roads. It is also recommended that additional right of way be provided to expand the corridor to a full 80 feet of width.

For the north section, it is recommended that a two-lane facility be constructed with the opportunity to expand to three with a TWLTL in the future. This option is shown in **Figure 8**.

Figure 8: Two-lane Facility



ACCESS AND TURN LANES

The south corridor has major intersections at Murphy/Parmenter, Donna Drive, Lisa Lane, and Airport/Century Avenue. In addition there are a number of existing curb cuts and driveways. The Murphy/Parmenter intersection is planned for a roundabout because of the safety concerns with the slip ramp. The roundabout will be constructed as a two-lane facility with two lanes of traffic entering and exiting on USH 12 to the north. This will transition to the three-lane section with parking on the west side of Donna Drive. This improvement will be constructed along with the improvements to the bypass project.

To assist in determining the geometric requirements to safely accommodate the future traffic operations of these intersections, a level of service analysis was run using the HCM 2000

software based on the projected traffic volumes during the afternoon peak hour. This was assumed to be 10% of the daily turning movements projections for full build out.

DONNA DRIVE INTERSECTION

The Donna/USH 12 intersection should continue to have separate left turn lanes on the north and south approaches of USH 12. In addition, the east and west approaches of Donna Drive should continue to have separate left turn lanes. The projected volumes at this intersection may be somewhat high due to the fact that the intersection also is a centroid loading point meaning all the TAZ loading occur at this point including driveway loadings along this portion of the corridor. A LOS analysis indicates that, with full build out, the intersection would operate at a LOS B with a traffic signal under either a four lane or a three-lane design scenario.

LISA LANE INTERSECTION

The Lisa Lane/USH 12 intersection is an existing three-legged intersection. The turning movements projections at this intersection are also artificially high because it is a centroid loading. The turning movement analysis indicates that it should have a separate left turn lane for the northbound approach of USH 12. A LOS analysis for a stopped condition on Lisa Lane indicates a minimum LOS of C on all approaches at the intersection. This verifies that the intersection could continue to operate safely without the need for a traffic signal in the future.

AIRPORT ROAD/CENTURY AVENUE INTERSECTION

The intersection of USH 12 and Airport/Century Avenue will be reconstructed as a part of the bypass improvements or the upgrading of the existing USH 12 corridor. As a result of the bypass, the current predominate turning movements will change. The redirection of traffic from its current condition will also cause the signal timing to change. A LOS analysis of the intersection with a signal indicates that it will operate an overall LOS C under both the four lane and the three lane options with full build out.

IV. Urban Form and Character

The roadway treatment, together with adjacent land uses, comprise the overall design *ensemble* for the area. As previously noted, Middleton's segment of Highway 12 marks a pronounced transition from urban elevated freeway, to suburban commercial strip, to rural highway - all in the space of approximately one mile. This abrupt transition has the effect of breaking the roadway into a series of distinct segments or modules that help define the beginning and end of the planning area, and offer a heightened sense of arrival and departure. The character and spacing of the roadway, and the land uses that front on it, should respond to this sequence, and the cross-section, in turn, should attempt to reinforce the desired land use pattern. This means that different segments of the roadway – both cross-section and fronting land uses - may vary subtly depending upon the particular location along the transportation “spine” (i.e. toward the middle or near the “ends”). A community/district character map is shown on the following page.

Figure 9: Community Character

Parmenter Street Extended

Parmenter Street represents the most direct connection between the planning area and Downtown Middleton. The street's current alignment is slightly off-axis with the existing segment of Highway 12, resulting in a somewhat awkward intersection where the freeway slices into the street grid. As already mentioned, this intersection, and the undeveloped land that immediately surrounds it, presents an opportunity to create a distinct portal, or entry point into the planning area. It also serves as a well-marked division between the upper and lower portions of the planning area.

In order to effectively integrate the district into the remainder of the City, the volumes and speed of traffic, as well as the land uses along existing Highway 12, should avoid a commercial 'strip' character. This more urban character should be reflected in the design of the street itself. At present, the somewhat anonymous character of the area and the heavy volumes of northbound traffic that empty into it have prevented a strong relationship with the rest of the City from taking hold. A more urban land use pattern and street cross-section would help bridge downtown and uptown. The design treatment of the corridor should seek to unify these two distinct parts of the City, but yet preserve a sense of transition and contrast between them.

Even with the proposed construction of the bypass, the existing right-of-way will continue to have many demands placed upon it from the standpoint of both access and mobility. It must continue to carry relatively heavy traffic volumes especially during peak hours, and be adapted to serve the desired pattern of land use described in this plan. This pattern is one that should be equally accommodating to pedestrians and bicyclists as it is to motorists. It should include bike lanes, sidewalks, medians, terraces and limited on-street parking. The road must also respond to the existing pattern of land use that is heavily reliant on convenient auto access. A continuous boulevard, while attractive, would prevent many left turn movements that may be detrimental to local businesses.

SPECIAL CHARACTER ZONES

Quality design will play a critical role in establishing the appropriate identity for the Highway 12 corridor, and in attracting the desirable mixture of new development. At a minimum, design standards for each activity/ land use area within the district should include ample standards for landscaping, parking, signage, as well as for building articulation, massing, and materials. Individual buildings should relate to the local setting, and present well from all major vantage points. Several zones in the planning area however, require special design consideration due to their high visibility, intensity of use, or because they mark major junctions (or points of transition) in the activity/land use pattern.

PARMENTER TO DONNA DRIVE

This stretch of road is essentially made up of two distinct segments. The lower (and shorter) of these, from Parmenter to the greenway overpass, marks the gateway to the planning area. A round-about, or other entry monument, and the greenway overpass slightly to the north, should effectively mark the entry *vestibule* from the south. The advantages of a round-about at this location are several, and include the calming of traffic, reducing the number and intensity of traffic accidents, and presenting an immediate visual focal point directly on-axis with the centerline of the street. The bridge, on the other hand, marks the entry *threshold*, with the greenway serving to define the district's southern boundary.

The segment of road between the bridge and Donna Drive must be responsive to the existing suburban pattern of land use, and mark the approach to the center of the district. The 120' right-of-way along this segment affords many possibilities. On-street parking on the west side of the street immediately south of the intersection may help carry the pedestrian theme (firmly established to the north of Donna Drive) to the south, and to orient land uses more directly to the street. It would also add definition to the main pedestrian node anchored at the Donna Drive intersection. A bicycle lane would be provided on the west side of the street. A dedicated bikeway connecting into an extended off-street network would be provided on the east side of the street.

DONNA DRIVE TO AIRPORT ROAD

The main segment of right of way between Donna Drive and Airport Road is depicted in plan view on page 15. A conceptual perspective is shown at right. At 100 feet in width, the right-of-way is large enough to accommodate two lanes in each direction in addition to a middle left turn lane (TWLTL). On the west side of the street, one of the lanes would be reserved for a permanent or part-time parking lane. This lane could provide some on-street parking capacity and enhance the pedestrian aspect of the street. If future conditions warrant, this lane could also be used for through-traffic during peak travel times. A center left turn lane punctuated by several landscaped traffic islands is shown in the diagram. The islands would provide some visual unity to the street but in a manner that would not seriously impede left turn movements (in the way that an unbroken boulevard would). Both sides of the street would have bicycle lanes and sidewalks. Ten-foot wide terraces, and reduced building setbacks would help frame the street space and improve the curb appeal of the area.

This type of cross-section design would allow the street to continue to carry a large volume of traffic while also establishing a stronger pedestrian focus for the area. The traffic islands, narrower lane widths, and the well-marked crosswalk at Donna Drive, will help calm traffic along this main segment, and accent the main segment of the corridor. The landscaped islands would help unify the street north to south, yet prevent it from being divided in the opposite direction. The continued flow of left turn movements would preserve (convenience-sensitive) business activity in the area. With two "full-time" northbound lanes, this configuration would also be responsive to the prevailing direction of traffic created by the proposed northbound slip ramp at the base of the corridor.

AIRPORT ROAD TO CENTURY PLACE

This segment marks the northern transitional (entry/exit) zone for the district. The intensity of land use rapidly attenuates north of Airport Road, and beyond Century Place the open countryside is clearly visible. The street section at this location may place somewhat less emphasis on the pedestrian realm, however bicycle lanes on either side of the street would provide ample opportunities for secondary circulation. One lane in each direction separated by a TWLTL is proposed for this segment, as shown in Figure 9, Option 2.

Figure 10: Proposed North Parmenter Street Corridor

Community Entry Points

District entry points both “announce” the community or district, and help form the critical first impressions of it. Hence they play a critical role in establishing a district’s image.

PARMENTER AT EXISTING HIGHWAY 12

The most prominent district entry point within the study area is where Parmenter Street and Highway 12 intersect. This broad intersection marks both the northern terminus of Parmenter Street and the major point of transition between Highway 12’s role as freeway and that of limited access highway. The sense of entry is accentuated by the change of elevation, which causes northbound traffic on 12 to *descend* into the community, as well as the greenway overpass immediately to the north. It is important that this community ‘portal’ be effectively marked with some form of monumentation that conveys a strong sense of arrival into the district. This could take any number of forms including a round-about (recommended), tree groupings, signage, enhanced bridge architecture or even “statement” buildings south of Donna Drive.

At over 260’ in width, much of the right-of-way south of this intersection will become surplus land with the introduction of the slip ramp. This excess right-of-way could either be vacated and redeveloped and/or used for additional entryway landscaping or stormwater retention.

CENTURY PLACE AT EXISTING HIGHWAY 12

At the opposite end of the study area, the segment of road between Century Place and Airport Road forms a community gateway zone for southbound traffic. A strong emphasis on quality signage, landscaping and buildings that both address and help define the street edge, would further accent this approach to the community. The intersection of Highway 12 and Century Place generally serves as the edge between the urbanized portion of the corridor, and the more rural pattern of land use to the north.

AIRPORT ROAD OVERPASS

Finally, the proposed overpass over Airport Road is both a *side-door* entry zone, and point-of-prospect over a large section of the community. It is important that new construction in the area presents well to both local and bypass traffic. The overpass is planned to be between 20 –25 feet in elevation. Therefore, ample landscaping, variable roof lines, liberal use of parapets, sensitive architectural massing and concealment of rooftop utility systems, should be required for all new buildings in the area. Airport Road should present an inviting atmosphere to traffic exiting the freeway, and complement the visual theme of the main corridor. Traffic exiting the realigned highway at Airport Road may be greeted with wayfinding signs that point the way to major community facilities including the airport and downtown.

WAYFINDING

As suggested above, it is important that the planning area, and indeed the entire community, be equipped with a wayfinding system that will allow visitors to easily find their way around and through town. Guideposts are especially important at community entry points and at critical junctions within the transportation network. A consistent system of signs and/or symbols

should be used to point the way to major community attractions such as: Downtown, the proposed Greenway Station Depot, the Airport, the major street/highway network, and the local parks system. Wayfinding markers should also help orient drivers and pedestrians to major regional attractions such as: the Capitol, the UW, major entertainment venues, recreation facilities, and cultural attractions. The design theme and symbology should be appropriate to streetscape motif, as well as vehicle speeds.

V. Bike-Ped Network

The proposed bicycle and pedestrian network for the area is depicted on page 24. As previously noted, sidewalks are recommended for both sides of the street between Murphy Drive to Century Place. Well-marked intersection treatments at Donna Drive will provide the main east-west pedestrian connection tying the Middle School campus to the interior of the planning area west of the existing Highway 12 right-of-way. A focus on more pedestrian oriented businesses in the immediate area could establish this intersection as an important pedestrian focal point for the community. Future pedestrian facilities are proposed for the area in between the old and new rights-of-way to more firmly establish the pedestrian relationship within the corridor. Laura Lane in particular, should provide a pedestrian connection between Airport Road and the proposed bikeway system to the south. Beyond this, it is suggested that all proposed future development plans for the district incorporate ample pedestrian appointments in their site plans.

The bicycle circulation system consists of both on-street bike lanes, and dedicated (off-road) bikeways. As shown, the former are included on either side of the existing Highway 12 right-of-way, as well as along both sides of Airport Road. These feed into the proposed regional off-road system that consists of a major north-south spine that runs west of – and parallel to – the new bypass, and an east-west spine that runs the length of the greenway and eventually ties into Pheasant Branch on the east.

Additional system tentacles are proposed to connect to the High School, downtown, and to points-west via a regional trail connector. The on-street/off-street elements are linked at the proposed overpass at Airport Road and at the proposed greenery underpass just north of Parmenter. Two main trailheads are proposed west of the realigned highway; one near the Airport Road underpass, and the other where the realigned highway crosses the greenway.

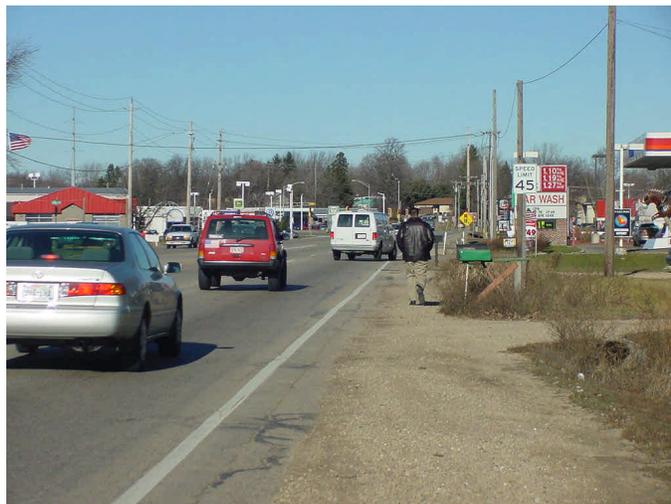


Figure 11: Bicycle and Pedestrian Network

VI. Redevelopment Phasing

The realigned section of highway is likely to bring with it significant redevelopment pressures within the study area. As mentioned, such pressures will be especially acute in the vicinity of Airport Road. In other parts of the planning area, “higher and better use” redevelopment opportunities will attend the downgrading of the existing highway to a community business route. As these sites become readied for reuse, opportunities to redevelop them in accordance with this plan will be presented. Assembling smaller sites into larger parcels that can be planned as a unit, and the consolidation of driveways, should be the initial focus of these efforts. The graphic on the following page offers some insights as to the “ripeness” of specific parcels within the study area. The identification of these sites is not meant to devalue the activities currently taking place on them, but rather to recognize the market forces at play, as well as the community interests served by their relocation. Areas shown in red represent near term redevelopment prospects. Areas shown in yellow are those that may be redeveloped over a longer period of time. The timing of these activities will be affected by a host of factors, not least of which is timely completion of the new highway, and the long-term stability of the regional economy. The pace of redevelopment may be affected by the speed of land assembly activities, as well as development activities on adjacent or nearby sites.

VII. Implementation Strategies

Plan implementation will involve both the redesign of the existing street, and a cogent and well-timed redevelopment strategy for surrounding land uses. The implementation measures outlined below are intended to expedite the overall redevelopment scheme. Aside from the planned realignment of Highway 12, added momentum for these measures is provided by the ongoing transformation of Downtown Middleton. This plan builds on these efforts and the precedent that they provide for bold public-private planning initiatives.

- Work to relocate the City bus shelter and public works garage. Locate alternative site near Airport Road. Identify funding sources and project timeline.
- Complete sale of City-owned property at northwest corner of Highway 12 and Airport Road.
- Attempt to consolidate smaller parcels into larger ones to be planned and redeveloped at a unit.
- With assistance from the MRC, facilitate the acquisition and redevelopment of the short-term redevelopment sites.
- Insist on high design standards and pedestrian amenities in the redevelopment of the southeast corner of Donna Drive and Highway 12. (Major district focal point).
- Work with State to acquire/assemble surplus land east of existing Parmenter intersection. Treat site as a major community gateway feature.
- Work to acquire/assemble residual lands along potential extensions of Deming Way and Murphy Drive. Consolidate these lands for master-planned office/research development.
- Work with surrounding jurisdictions and all involved agencies to complete the master planning of the proposed bike/ped network and other public improvements.

- Finalize the design of the trail underpass. Provide links to the existing and proposed trail spurs, as well as the primary circulation system (via Bruce property).
- Complete planning and development of bike path prior to highway construction. Provide links to High School.
- Enter into discussions with Metro and the MPO to provide for a future transit stop at Donna Drive and existing Highway 12. Consider renaming existing Highway 12 to North Parmenter Street/Boulevard.
- Work with the Chamber of Commerce and DOT to fund/implement wayfinding system within the planning area and in Downtown. System should provide guideposts for all major community and regional attractions. Pedestrian wayfinding signboards should be incorporated in the Downtown area.
- Audit current zoning ordinance for consistency with plan. Special attention should be paid to the issues of outdoor storage, setbacks, FAR, and maximum lot coverage. Consider special overlay zoning for proposed Tech-Zones.
- Explore special State designation for tech zones as part of the Dane County application/entries.
- Finalize the design of the round-about at Parmenter and existing Highway 12. Improvements to include: landscaping, lighting, streetscaping, gateway feature and wayfinding.

Figure 12: Redevelopment Sites

Appendix: HNTB Technical Memo

Business Highway 12 Corridor Analysis Technical Memorandum August 6, 2001

Background

In 1997, Dane County Regional Planning Commission staff conducted a traffic circulation study for the City of Middleton. The purpose of the study was to gain a better understanding of how regional roadway improvements, such as a USH 12 Middleton Bypass or a North Mendota Parkway, would affect future traffic circulation patterns on Middleton area streets.

The results of the 1997 study were a set of 2020 traffic forecasts for various future roadway network alternatives. Given the uncertainty of future construction, the study considered four different future roadway networks:

- a Middleton Bypass and a North Mendota Parkway;
- a Middleton Bypass, but no North Mendota Parkway;
- a North Mendota Parkway, but no Middleton Bypass; and
- neither a Middleton Bypass, nor a North Mendota Parkway.

There have been many changes in the area's roadway and land use plans since 1997. Most notable among the changes was an agreement to reconstruct USH Highway 12 between Sauk City and Middleton, including the Middleton Bypass. Construction of the Middleton Bypass is scheduled to begin in 2004. The Middleton Bypass is expected to divert a significant amount of traffic from existing USH Highway 12, or Business Highway 12, and, in the process, greatly influence the future role and function of Business Highway 12.

HNTB was asked to update the traffic forecasts in this area based on the land use and roadway planning currently being conducted. The consulting firms of Vandewalle & Associates and Schreiber/Anderson Associates are doing that planning in conjunction with the city of Middleton. The updated daily traffic forecasts included in this memorandum are intended to assist the city of Middleton as it contemplates long-range planning and design of Business Highway 12.

Underlying Assumptions

A travel demand forecast model is a set of computer programs that perform the traditional four-step modeling process—trip generation, trip distribution, mode of travel, and "capacity constrained" traffic assignment. Travel demand forecast models utilize land use/socio-economic data and roadway characteristics to represent a "real world" estimation of future travel demand.

For this analysis, the travel demand model developed and maintained by the Madison Area MPO was used to estimate future traffic volumes. The MPO model inputs that reflect the land use, roadway, and transit enhancements included in the Vision 2020 Dane County Land Use and Transportation Plan was used as a base. Adjustments were then incorporated to reflect the recent trends in actual and planned development for the Middleton area.

A review of the 1990 and 2020 Middleton area socio-economic data assumptions in the MPO model (unadjusted) showed an anticipated increase in population of 4,800, an increase in housing units of 2,300, and an increase in employment of 5,100. Following discussions with city of Middleton staff, it was agreed that a "build-out" approach to estimating future socio-economic conditions for the Middleton area would be used as the basis for the updated traffic projections.

Based on data provided by Schreiber/Anderson Associates and city of Middleton planning and public works staff, the socio-economic data in the model was adjusted to reflect the additional planned development in this area. The results of the adjustment process are summarized in Table 1.

As shown in the table, the future population and dwelling unit levels were increased over the original 2020 forecasts by approximately 11 percent. In absolute terms, this translated to an increase in population of 2,300 and an increase in the number of dwelling units by 1,000. A total of 5,900 employees was added to the original 2020 forecast, for an increase of 48 percent.

Table 1
Middleton Area Socio-Economic Data

Variable	1990 MPO	2020 MPO	Future Adjusted	Future Change	Percent Change
Population	16,400	21,200	23,500	2,300	11%
Dwelling Units	7,000	9,300	10,300	1,000	11%
Employment	7,200	12,300	18,200	5,900	48%

To forecast traffic volumes, assumptions were also made regarding the future roadway system planned to serve the development pattern. The major roadway changes assumed in the Middleton area model included:

- a 4-lane USH 12/Middleton Bypass,
- a 4-lane North Mendota Parkway (including STH 113 and STH 19) between USH 12 and Interstate 90, and
- Business Highway 12 was modeled as a 4-lane minor arterial roadway.

Local road changes included:

- Deming Way extended between USH 14 and Airport Road, and
- Murphy Drive extended to Deming Way, and
- a 2-lane roadway was assumed for CTH M between CTH Q and STH 113.

Model Results

Exhibit 1 on the following page shows the projected average daily traffic (ADT) levels given the land use and transportation network assumptions described in the previous section. For USH 12, projected ADTs on four segments of the roadway are included.

The segments are:

- North of Airport Road/Century Avenue,
- Airport Road/Century Avenue to Donna Drive,
- Donna Drive to Murphy Drive, and
- Murphy Drive to University Avenue/USH 14 (the Business Highway 12 off ramp).

Due to the adjustments in population, dwelling unit, and employment forecasts, the projected ADTs on area roadways are higher than the future year forecasts estimated in 1997.

- For the segment north of Airport Road/Century Avenue the forecast ADT estimated in the 1997 study was 3,800 vehicles, as compared to 8,300 vehicles with the revised land uses.

- For the Airport Road/Century Avenue to Donna Drive segment, the 1997 study forecast an ADT of 6,000 vehicles, compared to a revised projected ADT of 11,700 vehicles.
- For the Donna Drive to Murphy Drive segment, the 2020 ADT forecast from the 1997 study was 9,800 vehicles, compared to a revised ADT of 14,000 vehicles.
- For the Business 12 off ramp, the 1997 study forecast a 2020 ADT of 6,600 vehicles, compared to a revised ADT of 7,900 vehicles.

Also included in the model outputs were projected turning movements for selected intersections along the Business 12. The intersections included:

- Schneider Road/Business Highway 12,
- Airport Road/Century Avenue/Business Highway 12,
- Lisa Lane/Business Highway 12,
- Donna Drive/Business Highway 12,
- Murphy Drive/Parmenter Street/USH Highway 12 off ramp/Business Highway 12,
- USH 14/USH 12 Bypass/Business Highway 12 off ramp/University Avenue/West Beltline, and
- USH 14/Deming Way.

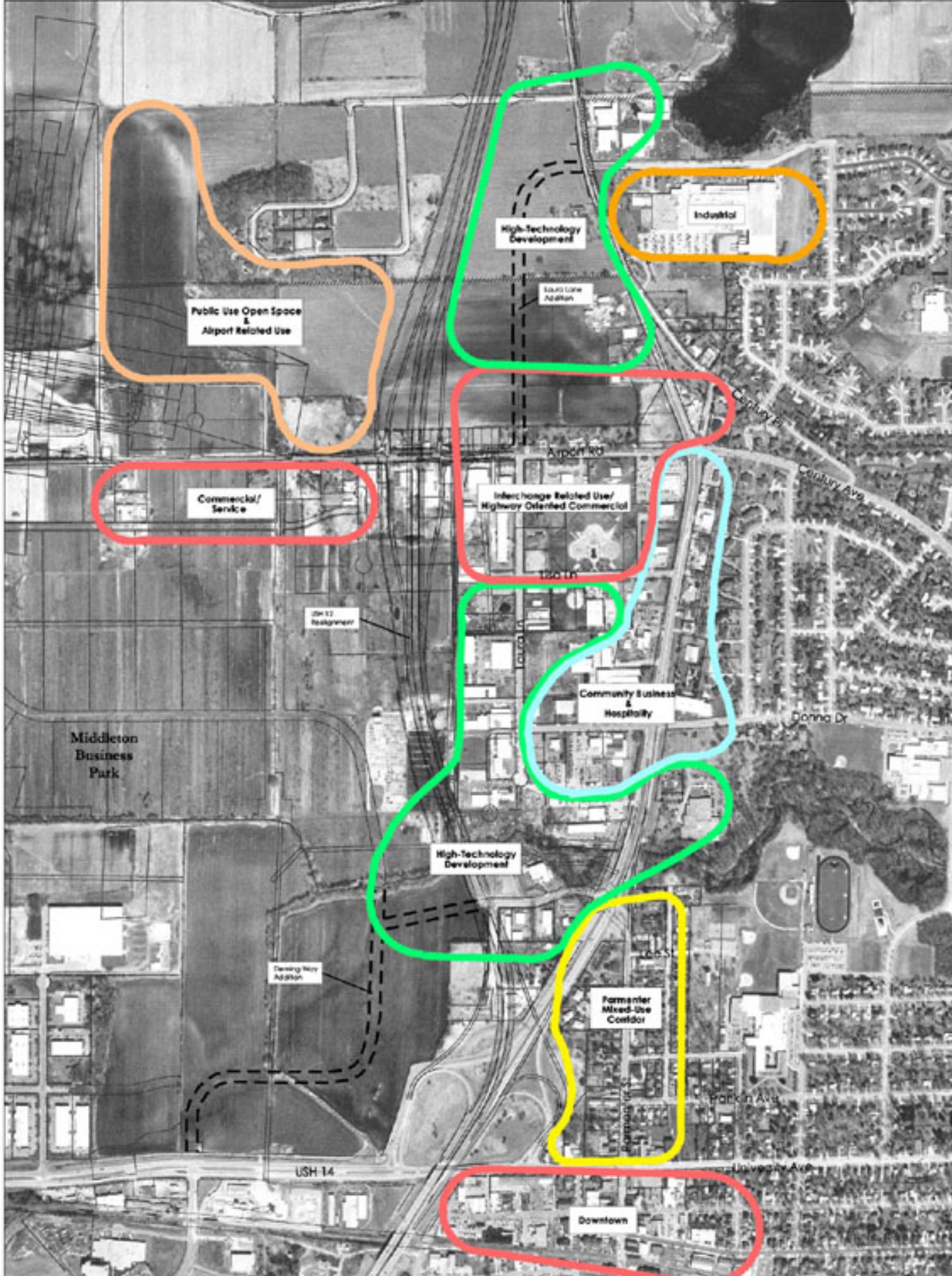
Turning movement diagrams were also developed for each intersection shown above. Similar to the segment volume projections discussed in the preceding paragraph, the turning movements are expressed in terms of average daily volumes. It should be noted that typically, regional model-produced Average Daily Traffic turning movements are too coarse to conduct individual intersection traffic analyses or to draw direct conclusions on the peak-hour movements necessary for intersection analysis. The regional model turn movement output does provide a useful guide, however, and when used in conjunction with other site-specific data, are helpful in developing micro-level intersection turning volumes and subsequent intersection modification recommendations.

Conclusion

Although the projections for Business Highway 12 developed in this study are higher than the 2020 forecasts in the 1997 study, they are still well below the current daily traffic volumes on USH 12.

- For the segment north of Airport Road/Century Avenue, the 1999 ADT was 23,400 vehicles, as compared to a projected ADT of 8,300 vehicles.
- For the Airport Road/Century Avenue to Donna Drive segment, the 1999 ADT was 30,100 vehicles, as compared to a projected ADT of 11,700 vehicles.
- For the Donna Drive to Murphy Drive segment, the 1999 ADT was 37,300 vehicles, as compared to a projected ADT of 14,000 vehicles.

Once the bypass is in operation, as it is assumed to be for these revised forecasts, it will carry the regional through-traffic that currently travels on existing USH 12 in Middleton. Thus, the ADT projections for Business Highway 12 consist primarily of local traffic accessing local destinations or the regional roadway system, and non-local traffic using Business Highway 12 to access local destinations.



Planned Land Use Designations

Planned Land Use Designations

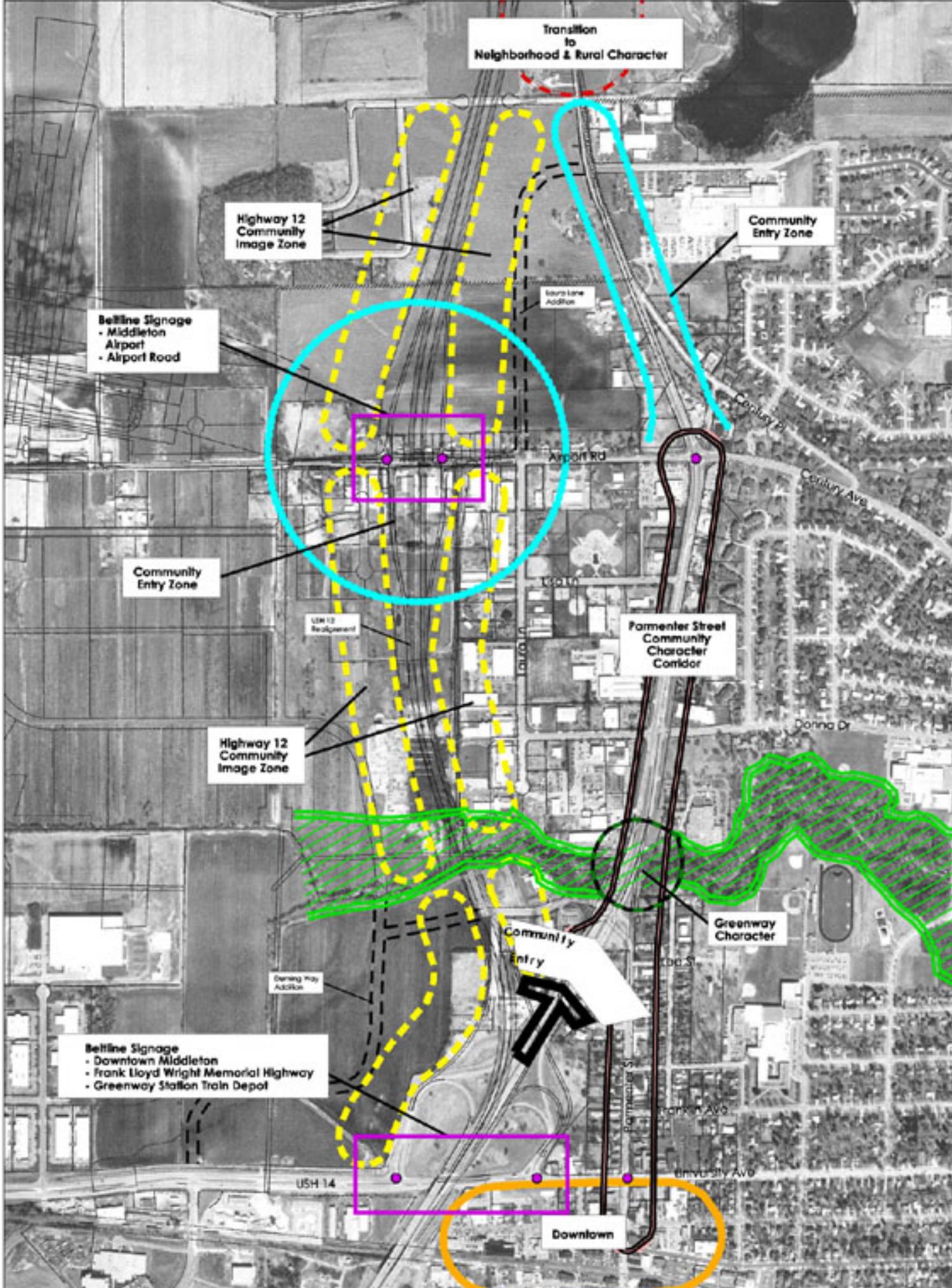
- Airport Related Use/Open Space
- Industrial
- Commercial/Service
- Community Business & Hospitality
- High-Technology Development
- Mixed-Use



700 0 700 Feet



City of Colorado Springs
Planning, Growth & Building



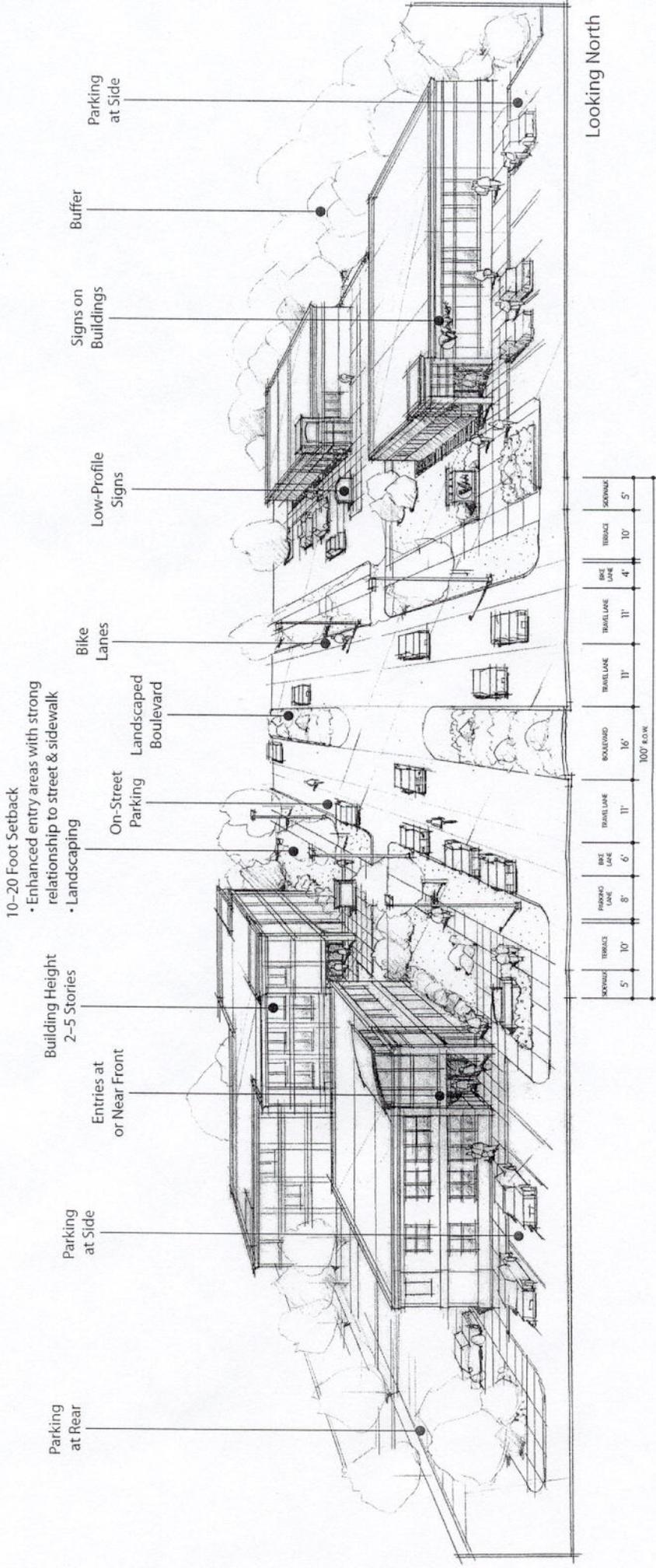
Highway 12 Redevelopment Corridor Plan

Community Character

- Categories
- Community Character Corridor
 - Community Image Zone
 - Downtown
 - Entry Zone
 - Environmental Corridor
 - Greenway Character
 - Local Wayfinding Signage
 - Transition to Neighborhood & Rural Character



Source: El Paso County GIS 1995 & City of Colorado Springs



Proposed North Parmenter Street Corridor



Airport Rd

Lisa Ln

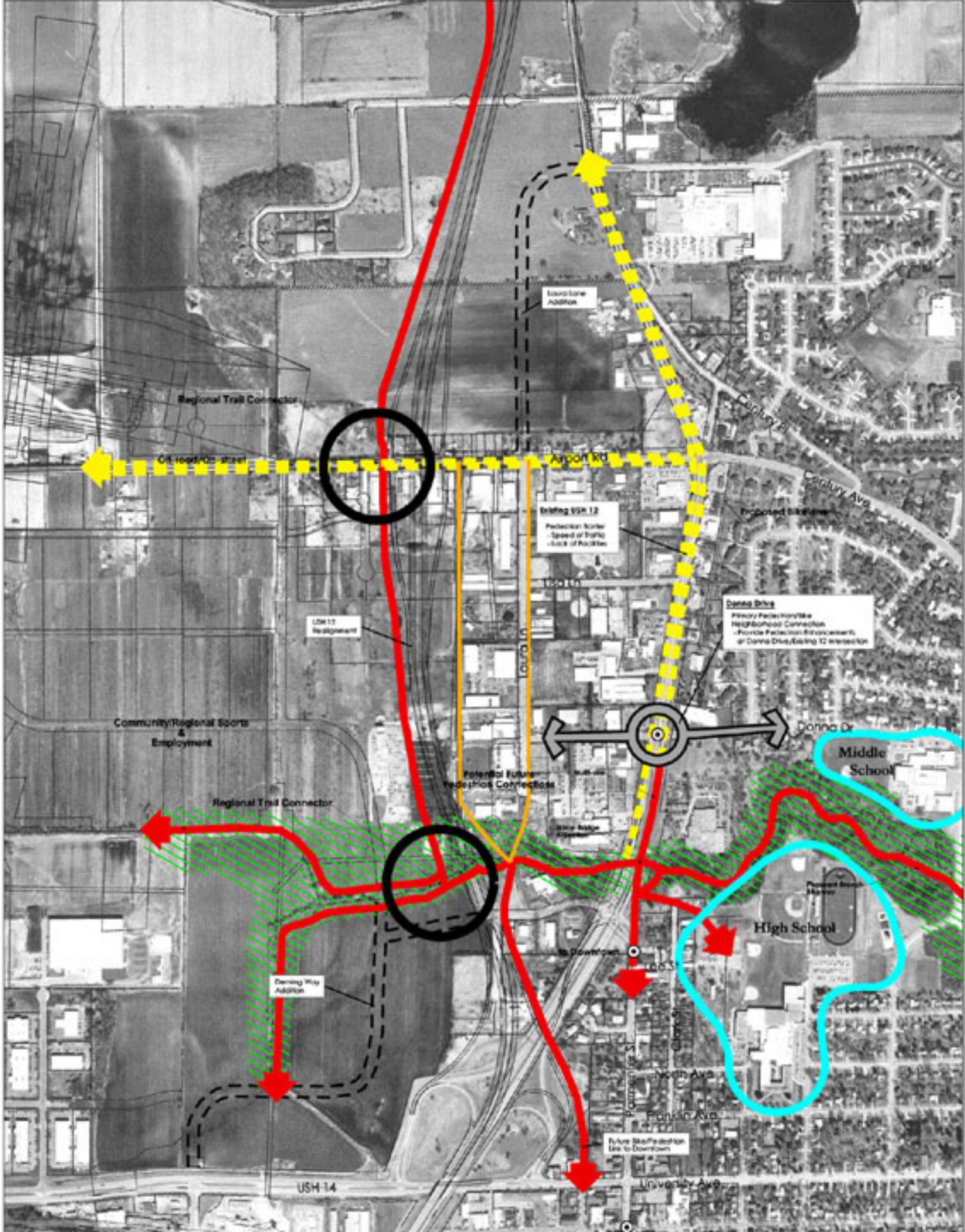
Patty Ln

Donna Dr

Proposed Parmenter Avenue Concept Plan



150 0 150 Feet

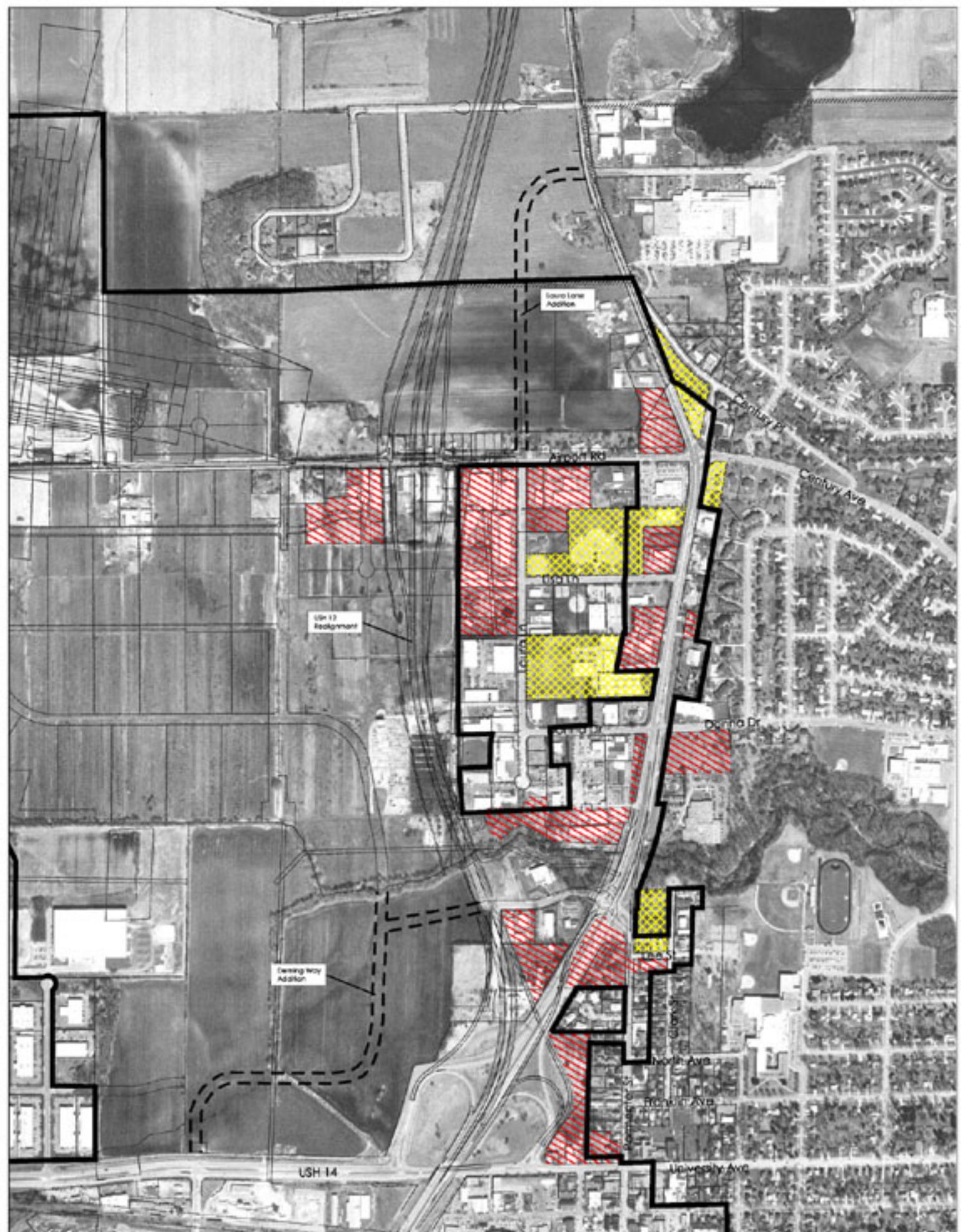


Bicycle & Pedestrian Network

- Trail Heads
- Bikeways
- Proposed Bikeway
- Proposed Bike Lanes
- Potential Future Pedestrian Connection
- Potential Bus Stops
- Commuter Rail Station

Vandewalle & Associates
 Madison Milwaukee Colorado Springs
 Planning - Consulting - Rebuilding





Potential Redevelopment Sites

-  TIF District Boundary
- Sites Targeted for Redevelopment or Infill
-  Short-term
-  Long-term

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 Madison Milwaukee Colorado Springs
 Planning - Consulting - Redeveloping



APPENDIX F

DOWNTOWN

REDEVELOPMENT PLAN

City of Middleton, Dane County, Wisconsin

Downtown Area #1 Redevelopment Plan

February 18, 1997

Revised: March 27, 1997



Planning assistance by:
VANDEWALLE & ASSOCIATES
Milwaukee & Madison, Wisconsin

PUBLIC HEARING DRAFT
MARCH 27, 1997

Acknowledgment

This redevelopment plan was prepared under the authorization of the City of Middleton Plan Commission and Common Council. A project management team, consisting of city staff, planning, engineering, and legal advisors oversaw preparation of this plan.

Professional assistance was provided by Vandewalle & Associates, planning consultants, and Bruce Kaufmann, legal counsel.



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Introduction

This redevelopment plan of the downtown area of Middleton, Wisconsin, should be considered as a second phase of economic revitalization. In 1980, the City of Middleton initiated the first phase of redevelopment with the creation of Tax Increment Financing District (TIFD) No. 1. The project plan for that district included the area of the subject redevelopment plan. Because of economic conditions, that original redevelopment plan was not able to be completed. With the creation of TIFD No. 3 in 1993, the City of Middleton endeavors to complete downtown revitalization.

The historic downtown area included in this redevelopment plan includes properties that are economically and physically blighted. Because this is the historic center of the City of Middleton, it includes land uses and infrastructure that must be updated. The Common Council, City Plan Commission and the Community Development Authority ("CDA") are viewing the redevelopment plan as an opportunity to relocate industrial uses to the Industrial Park where those uses would be able to expand and grow. Other uses within the downtown need to be allowed to expand in their current location in order to increase tax base and new jobs. The viability of several businesses are in jeopardy without implementation of this redevelopment plan.

The Ford Motor Company dealership must find a new site to allow for expansion as well as due to access and circulation deficiencies with the current site.. This relocation will allow opportunities for the expansion of the *Old Middleton Centre* project that was started in 1980. Relocation of out-of-date and poorly sited banking facilities currently in the downtown Middleton area is vital to maintaining a community-centered bank and will allow for expansion of the civic and cultural center of Middleton.

This redevelopment plan has been conceived and planned over the last three years. There is a consensus among the majority of the elected and appointed political officials as to the objectives of this plan. This redevelopment plan is consistent with the City's ongoing master planning and economic development efforts. It is also historically consistent with the downtown revitalization as part of the TIFD No. 1



project plan. This redevelopment plan is incorporated into TIFD No. 3 which is projected to be economically feasible to complete all acquisitions and relocations identified within the redevelopment district.

The redevelopment district boundaries are limited to those properties and projects that the City is confident it can economically implement. If general economic conditions stay positive, this district will be expanded to include revitalization of Terrace Avenue, Quarry Park area and the Clark and Lee Streets area north on Parmenter Street, all included with TIFD No. 3 boundary.

The City has successfully completed phase one of downtown revitalization within TIFD No. 1. It has created a positive tax increment of approximately \$20,000,000 of new tax base which includes space for an estimated twenty (20) new businesses, senior citizen housing and the creation of a civic and cultural center at the core of downtown Middleton's history. The City is experienced in the type of project proposed for the subject redevelopment plan. It is anticipated that this new project will have similar results. The City has demonstrated the ability, in the past, to produce a sustainable, long-term new future for this historic center of Middleton.

To implement this project, the City of Middleton Common Council has created a Community Development Authority ("CDA") under §66.4325 Stats. The CDA will direct and implement this Redevelopment Plan by causing the preparation of relocation plans, coordination of appraisals for public acquisition, and coordinate with the City Plan Commission on issues of land use and infrastructure.

Negotiations with land owners and potential developers will be led by the Mayor with assistance from the City Engineering and Planning staffs. All final decisions to acquire property and expend funds will be approved by the Common Council, unless otherwise authorized by the Council.

Statutory Authority

This plan has been prepared and adopted under the provisions of §§66.43 Stats. and §66.431 Stats.



Redevelopment Area Boundary

The boundary of the redevelopment area is shown on Map 1.

It is further described as follows:

Beginning at the southwest corner of Parcel #113-0025-51, thence northeasterly along the west line of said Parcel to the south right-of-way of University Avenue; thence along said right-of-way to the intersection of University Avenue and the Highway 12 off-ramp; thence north to the north right-of-way of University Avenue; thence east along the north right-of-way of University Avenue to a point at the intersection of said right-of-way with the east parcel line extended Parcel #114-2534-4; thence south along the east line of said parcel to its southeast corner; thence west along the south lot line extended to a point at the intersection of lots #113-2512-0 and #114-2501-3; thence south along the east line of parcel #114-2512-0 to the southeast corner; thence east along the northern right-of-way of Elmwood Avenue to a point at the intersection of the right-of-way and the east line extended of parcel #114-2894-9; thence south along that parcel's east lot line and line extended to the southeast corner of parcel #114-8721-5; thence southeasterly along the north line of the railroad right-of-way to the intersection of said line and the eastern line of #114-8791-1; thence northwesterly to the southeast corner of said parcel to the southwest corner parcel of #114-8772-4; thence northerly to the northwest corner of said parcel; thence northwesterly along the southern line of the railroad right-of-way to a point at the intersection of the southern line and the east right-of-way of Parmenter Street; thence northerly along said right-of-way to the northeast corner of the intersection of Parmenter Street and Hubbard Avenue; thence southeasterly to the southwest corner of parcels #114-286-6/#114-2884-1; thence meandering to the northwest corner of said parcel; thence westerly along the south right-of-way of Elmwood Avenue to the southwest corner of the intersection of Elmwood Avenue and Parmenter Street; thence northerly along the west right-of-way of Parmenter Street to a point at the intersection of the south line of parcel #113-0198-7; thence westerly along the southern line to the southwest corner of parcel #113-0121-8; thence southerly along the east right-of-way line of Aurora Street to the southeast corner of the intersection of Aurora Street and Elmwood Avenue; thence westerly along the south right-of-way of Elmwood Avenue to the northeast corner of parcel #113-0297-7; thence southerly along the east line extended to the south railroad right of way; thence northwesterly along the south right-of-way to the southwest corner of the intersection of the railroad right-of-way and High Point Road; thence northeasterly to the point of beginning, all within the City of Middleton, Wisconsin.

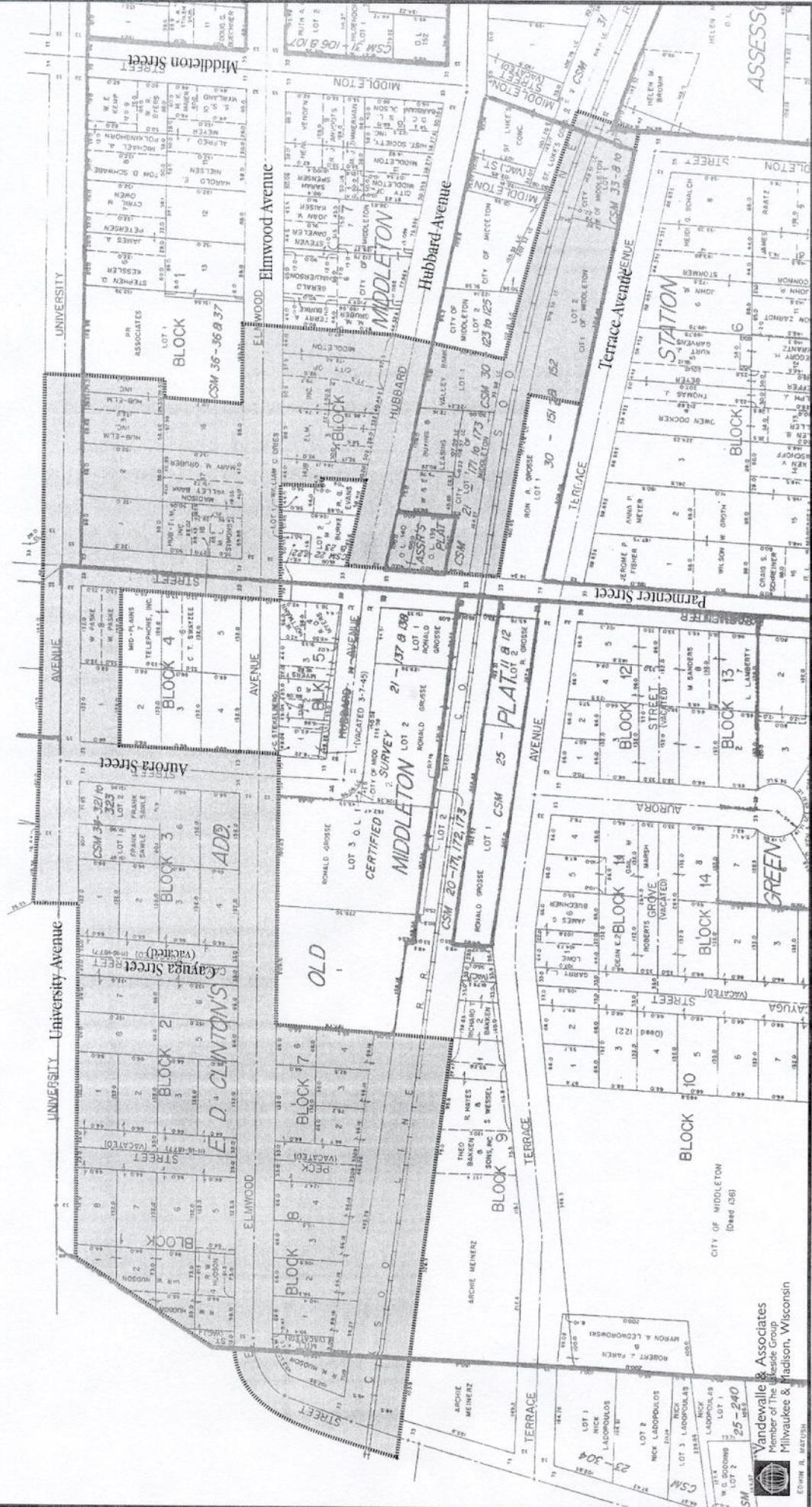
The Tax Key Numbers for all parcels within the Redevelopment District begin with the prefix "50-0708", which has been omitted in this description for the sake of brevity



Middleton, Wisconsin

Redevelopment Project Area #1

Map 1 - Redevelopment Area Boundary



Vandeville & Associates
 Planners of the
 Middleton, Wisconsin
 Redevelopment Project Area #1

Millwaukee & Madison, Wisconsin

CHUCK B. MARTIN

Redevelopment Objectives

The objectives of this plan are to ensure appropriate land uses, improve traffic, enhance and support public transportation, ensure appropriate and efficient use of public utilities, and provide for recreational and community facilities. These general objectives are further defined as follows.

This redevelopment will:

1. Provide cleared and fully improved sites for mixed use projects to include residential, commercial and office development;
2. Encourage private investment in residential, commercial and office projects in the redevelopment area;
3. Eliminate blight;
4. Diversify the local economy through tax base and job creation;
5. Create a well-planned and safe area;
6. Improve traffic and pedestrian circulation using wayfinding, parking and circulation improvements;
7. Provide public recreational opportunities.

Consistency With Local Plans

This plan is consistent with the City of Middleton Comprehensive Master Plan, City of Middleton TIF District No. 3 project plan, the Parks and Open Space Plan, the Capital Improvements Plan, and other public policy plans.

These documents are available for inspection during normal business hours.

Contact City of Middleton Planning, Eileen Kelley at 608/ 827-1070



Existing Conditions

Existing Land Use and Zoning

Existing land use and zoning in the district are depicted on Map 2 and Table 1.

Table 1

Tax key	Owner	Parcel name
Current use		
50-0708-113-0013-9	Hudson, Et al.	Ford Site/ Auto Dealership
50-0708-113-0025-5	Hudson, Et al.	Ford Site/ Auto Dealership
50-0708-113-0297-7	Hudson, Et al.	Pet Milk/ Auto Dealership
50-0708-113-0311-8	Hudson, Et al.	Pet Milk/ Auto Dealership
50-0708-114-2778-0	Michael Symons	Hotel/ Rooms/ Retail
50-0708-114-3409-4	W&E Buying & Leasing	Furniture Store
50-0708-114-8700-0	W&E Buying & Leasing	Furniture Store
50-0708-114-8710-8	W&E Buying & Leasing	Furniture Store
50-0708-114-2501-3	HUB-ELM, Inc./ M&I Bank	Bank
50-0708-114-2512-0	HUB-ELM, Inc./ M&I Bank	Bank
50-0708-114-2523-7	HUB-ELM, Inc./ M&I Bank	Bank
50-0708-114-2534-4	HUB-ELM, Inc./ M&I Bank	Bank
50-0708-114-2842-1	HUB-ELM, Inc./ M&I Bank	Bank
50-0708-114-2863-6	HUB-ELM, Inc./ M&I Bank	Bank
50-0708-114-2884-1	HUB-ELM, Inc./ M&I Bank	Bank
50-0708-114-8721-5	HUB-ELM, Inc./ M&I Bank	Bank
50-0708-113-0121-8	Farmers' Co-op	Fuel
50-0708-113-0198-7	Merna Paske	Mixed Retail
50-0708-113-0208-4	Merna Paske	Mixed Retail
50-0708-113-0061-1	University Partnership	Industrial
50-0708-113-0098-8	Frank Sawle	Mixed Commercial
50-0708-113-0109-4	Frank Sawle	Mixed Commercial
50-0708-113-0043-3	Edward Ziegler	Warehouse/ Residential
50-0708-113-0075-5	Mid Plains Telephone	Communications
50-0708-113-0086-2	Mid Plains Telephone	Communications
50-0708-114-2894-9	City of Middleton	Public
50-0708-114-8772-4	City of Middleton	Public
50-0708-114-8750-0	City of Middleton	Public
50-0708-114-8791-1	City of Middleton	Public

These data subject to review and changes. Map 1 shows the complete redevelopment area boundary.



Middleton, Wisconsin

Redevelopment Project Area #1

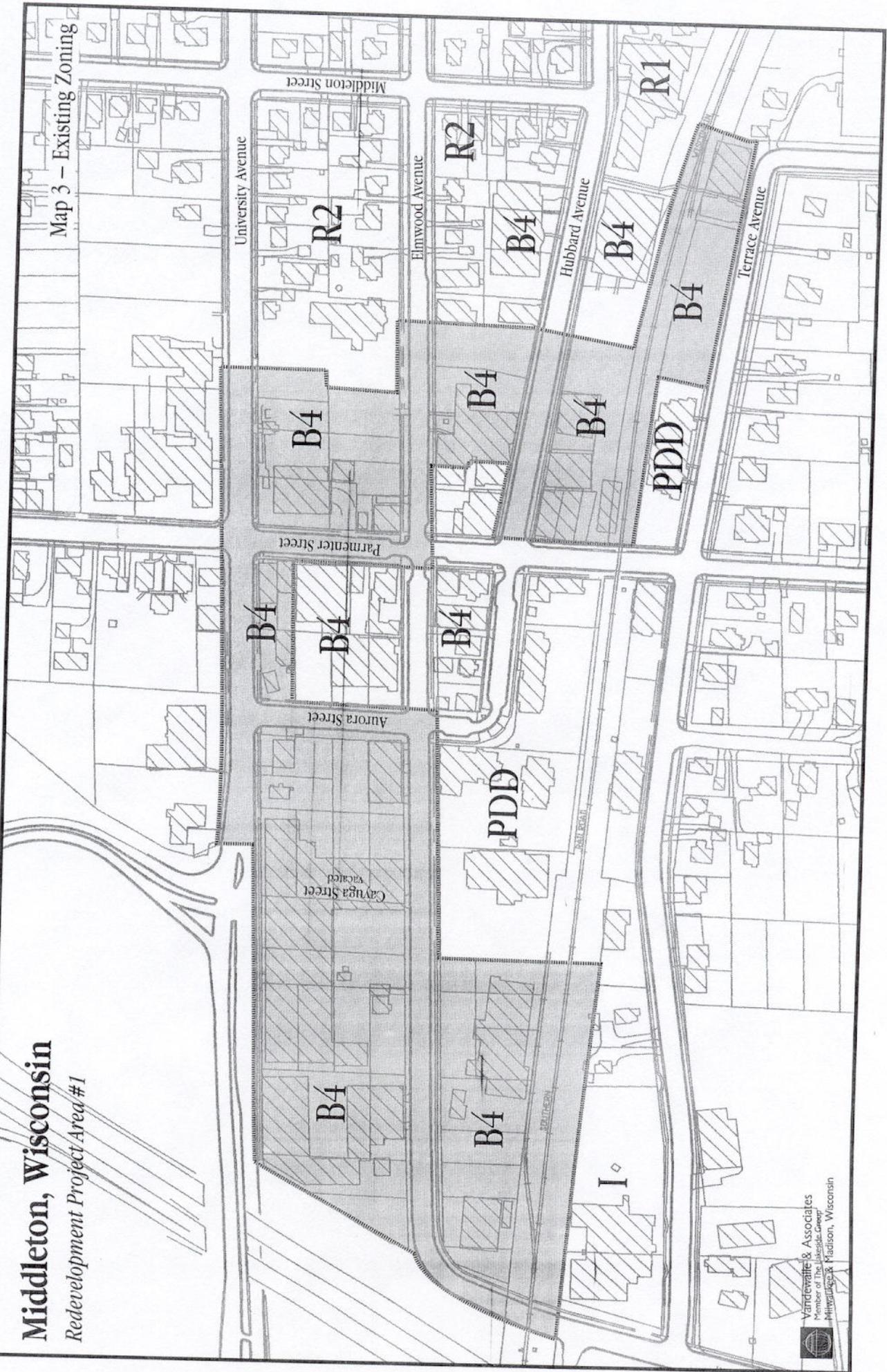
Map 2 - Use & Condition of Real Property



Middleton, Wisconsin

Redevelopment Project Area #1

Map 3 - Existing Zoning



Blighted Area Finding

Urban redevelopment is done to effect removal of blight and to promote economic development, enhance community character and increase quality of life.

Vandewalle & Associates, a Madison-based city planning and economic development consulting firm, evaluated the property proposed for inclusion in a redevelopment plan and determined that the properties contained in the redevelopment area meet the statutory requirement of a redevelopment district.

This redevelopment plan finds that not less than 51% of the proposed Middleton redevelopment area #1 is blighted and in need of rehabilitation. Blighted areas are those that demonstrate deteriorating architecture, faulty lot layout, unsafe buildings or circulation areas, economically obsolete use, that do not comply with adopted City planning documents, or that have poor or unsafe access and circulation for vehicles and pedestrians.

The criterion for defining conditions of blight in this analysis is the statutory definition of "blighted area" appearing in §66.431 Stats., which read as follows:

§66.431.

A blighted area means any area (including a slum area) in which there is a predominance of buildings or improvements, whether residential or nonresidential, which by reason of dilapidation, deterioration, age or obsolescence, inadequate provision for ventilation, light, air, sanitation, or open spaces, high density of population and overcrowding, or the existence of conditions which endanger life or property by fire and other causes, or any combination of such factors is conducive to ill health, transmission of disease, infant mortality, juvenile delinquency, or crime, and is detrimental to the public health, safety, morals or welfare, or any area which by reason of the presence of a substantial number of substandard, slum, deteriorated or deteriorating structures, predominance of defective or inadequate street layout, faulty lot layout in relation to size, adequacy, accessibility or usefulness, unsanitary or unsafe conditions, deterioration of site or other improvements, diversity of ownership, tax or special assessment delinquency exceeding the fair value of the land, defective or unusual conditions of title, or the existence of conditions which endanger life or property by fire and other causes, or any combination of such factors, substantially impairs or arrests the sound growth of a city, retards the provision of housing accommodations or



constitutes an economic or social liability and is a menace to the public health, safety, morals, or welfare in its present condition and use, or any area which is predominantly open and which because of obsolete platting, diversity of ownership, deterioration of structures or of site improvements, or otherwise, substantially impairs or arrests the sound growth of the community.

A blighted property means any property within a city, whether residential or nonresidential, which by reason of dilapidation, deterioration, age or obsolescence, inadequate provisions for ventilation, light, air or sanitation, high density of population and overcrowding, or the existence of conditions which endanger life or property by fire and other causes, or any combination of such factors, is conducive to ill health, transmission of disease, infant mortality, juvenile delinquency or crime, and is detrimental to the public health, safety, morals or welfare, or any property which by reason of faulty lot layout in relation to size, adequacy, accessibility or usefulness, unsanitary or unsafe conditions, deterioration of site or other improvements, diversity of ownership, tax or special assessment delinquency exceeding the fair market value of the land, defective or unusual conditions of title, or the existence of conditions which endanger life or property by fire and other causes, or any combination of such factors, substantially impairs or arrests the sound growth of a city, retards the provisions of housing accommodations or constitutes an economic or social liability and is a menace to the public health, safety, morals or welfare in its present condition and use, or any property which is predominantly open and which because of obsolete platting, diversity of ownership, deterioration of structures or of site improvements, or otherwise, substantially impairs or arrests the sound growth of the community.



General Description Of Site

Much of the proposed redevelopment area is contained within TIF District #3, and the TIF District has already completed projects designed to improve traffic and pedestrian flow through the downtown including wayfinding signage to direct traffic into off-street parking lots. Some parking lots have minimal improvements while other parcels are unimproved. Many parcels do not have parking on-site, thus contributing to an overall blighted-area condition.

The following pages include a parcel-by-parcel analysis of the general condition of existing structures and improvements. A detailed physical analysis will be expanded as a part of discussing redevelopment opportunities with property and business owners. Phase I environmental analysis, along with interior building inspections, will also be part of further documenting the general conditions of blight. The blight finding made in this report is primarily based on the broader conditions within the overall district. These conditions emphasize obsolescence in ownership and land use patterns that are substantially impairing the sound growth and expansion of the Downtown area.



Parcel Analysis and Assessment

The following is a review of the parcels within the redevelopment area. Parcels have been reviewed and critiqued on an individual ownership basis.

50-0708-113-0025-5

This parcel is in commercial use.

Structures are in marginal to satisfactory condition, by exterior analysis. These are outdated industrial buildings and an inappropriate downtown use. This use is no longer appropriate here and should be relocated to an industrial park.

Service and delivery access is poor and inefficient. Parking is insufficient. These represent safety hazards for downtown pedestrians.

PDD zoning will allow more effective use of this site as part of a redevelopment plan.

50-0708-113-0297-7

50-0708-113-0311-8

This parcel is in commercial use.

Structures are in poor to marginal to satisfactory condition, by exterior analysis. These are outdated industrial buildings and an inappropriate downtown use. This use is no longer appropriate here and should be relocate to an industrial park.

Parcel use is cramped and the use and facilities should be relocated, expanded on a new site.

Service and delivery access is poor and inefficient. Parking is insufficient. These represent safety hazards for downtown pedestrians.

PDD zoning will allow more effective use of this site as part of a redevelopment plan.

Project plans suggests adaptive reuse/ rehabilitation of the Pet Milk building and demolition of all other structures on site.



50-0708-114-2778-0

This parcel is in mixed residential/ commercial use.

Structure is in poor to fair condition, by exterior analysis. It is, in effect, a zero-lot-line structure with inadequate residential parking and service access to support relatively high-density (10 units) residential.

Service and delivery access is poor and inefficient. Parking is insufficient. These represent safety hazards for downtown pedestrians. The structure has a history of buildings code violations.

PDD zoning will allow more effective use of this site as part of a redevelopment plan. This parcel is a critical component of comprehensive redevelopment to establish a higher and better use.

50-0708-114-8700-0

50-0708-114-8710-8

50-0708-114-3409-4

This parcel is in retail commercial and warehouse use.

Structures are in marginal to fair condition, by exterior analysis. Sidewalk windows show little upkeep and maintenance of the retail building, resulting in visual blight for the neighborhood. The space is functionally blighted because of poor service access and circulation. Parking is insufficient.

PDD zoning will allow more effective use of this site as part of a redevelopment plan. This parcel is a critical component of comprehensive redevelopment to establish a higher and better use.

50-0708-114-2863-6

50-0708-114-2842-1

50-0708-114-2884-1

This parcel is in retail commercial use.

Structures are in satisfactory to good condition, by exterior analysis.

PDD zoning will allow more effective use of this site as part of a redevelopment plan. This parcel is a critical component of transportation improvements on University Avenue for right-of-way expansion.

Redevelopment of the remainder of the parcel will offer an opportunity for a higher and better use.



50-0708-113-0198-7

50-0708-113-0208-4

This parcel is in retail commercial use.

Structures are in satisfactory to good condition, by exterior analysis.

PDD zoning will allow more effective use of this site as part of a redevelopment plan. This parcel is a critical component of transportation improvements on University Avenue for right-of-way expansion.

Redevelopment of the remainder of the parcel will offer an opportunity for a higher and better use.

50-0708-114-8721-5

This parcel is used for parking. Parking should be consolidated for public access and safety.

PDD zoning will allow more effective use of this site as part of a redevelopment plan. Redevelopment of the remainder of the parcel will offer an opportunity for a higher and better use.

50-0708-113-0061-1

This parcel is in commercial use.

Structures are in marginal to satisfactory condition, by exterior analysis.

These are outdated industrial buildings and an inappropriate downtown use. This use is no longer appropriate here and should be relocated to an industrial park.

Service and delivery access is poor and inefficient. Parking is insufficient. These represent safety hazards for downtown pedestrians.

PDD zoning will allow more effective use of this site as part of a redevelopment plan.

Relocation of this use will allow reestablishment of Cayuga Street to create a new downtown entry.



50-0708-113-0098-8

50-0708-113-0109-4

These parcels are in residential and commercial use.

Structures are in marginal to satisfactory condition, by exterior analysis.

The auto-service facility is generally inappropriate for high-visibility downtown use and should be relocated to an appropriate site.

Service and delivery access is poor and inefficient. Setbacks are no longer consistent with the downtown plan. Parking is insufficient. These represent safety hazards for downtown pedestrians.

PDD zoning will allow more effective use of this site as part of a redevelopment plan. This parcel is a component of transportation improvements on University Avenue for turn lane, right-of-way expansion

50-0708-113-0086-2

50-0708-113-0075-5

This parcel is in commercial/ utility use.

Structures are in generally satisfactory condition, by exterior analysis.

Warehouse and storage use are not appropriate for the downtown and should be relocated to an industrial park.

Service and delivery access is poor and inefficient. Parking is insufficient. These represent safety hazards for downtown pedestrians.

PDD zoning will allow more effective use of this site as part of a redevelopment plan.

50-0708-113-0043-3

This parcel is in single-family residential use. It is not owner occupied.

Structure is in marginal to satisfactory condition, by exterior analysis.

This use is isolated with nonresidential uses surrounding it. Long-term residential viability is undesirable for this parcel.

PDD zoning will allow more effective use of this site as part of a redevelopment plan.



50-0708-113-0013-9

This parcel is in single-family residential use. It is not owner occupied.

Structure is in marginal to satisfactory condition, by exterior analysis.

This use is isolated with nonresidential uses surrounding it. Long-term residential viability is undesirable for this parcel.

PDD zoning will allow more effective use of this site as part of a redevelopment plan.

Conclusions

It is the conclusion of these findings that not less than 51% of the area within the proposed redevelopment area is blighted and in need of rehabilitation within the meaning of §66.431 and §66.435(3), Wis. Stats., for the following reasons:

1. Findings of the 1979 TIF plan supported a declaration of blight. No significant improvements have been made to most parcels in the proposed redevelopment area.
2. Individual parcels and assembled parcels, have become functionally obsolete in the normal course of urban growth and development. These parcels are, therefore, blighted due to inconsistency with current planning objectives and require a comprehensive planned approach for rehabilitation.
3. A few of the buildings are visually blighted. Significant redevelopment investment has taken place in downtown Middleton leading to increased contrast between new and old. Revitalization of downtown Middleton will be possible only through comprehensive rehabilitation or redevelopment.

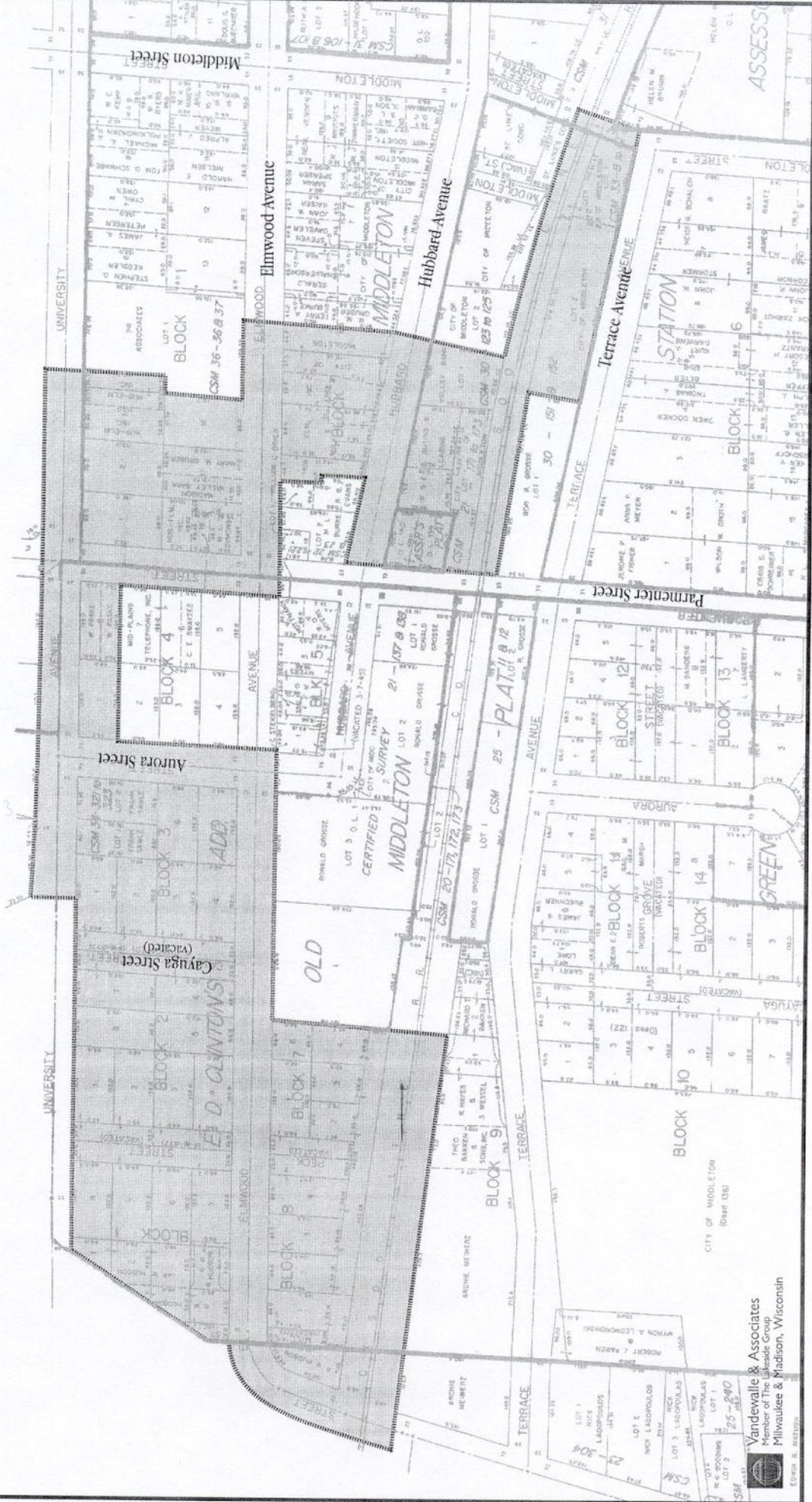
Based on these findings, it is determined that physical and economic conditions exist that, if left unattended, would impair and impede the sound and safe growth of the city.



Middleton, Wisconsin

Redevelopment Project Area #1

Map 4 - Area Blighted and in Need of Redevelopment



Vandewalle & Associates
Member of The Lakeside Group
Milwaukee & Madison, Wisconsin

Proposed Uses of the Area

Proposed Land Uses And Zoning

Land uses proposed in the district following redevelopment are shown in Map 5. These are consistent with the City of Middleton Comprehensive Master Plan. In order to ensure the continued and long-term viability of the redevelopment area, there is a zoning classification entitled Planned Development District (PDD) which assists the City with economic development and redevelopment activities. Strict site plan review at the staff and City Commission and Committee levels is conducted to ensure that the purpose and intent of the City of Middleton Master Plan and TIF District are fully implemented.

Standards of Population Density, Land Coverage and Building Intensity after Redevelopment

For a small area redevelopment plan, such as this, population density standards and objectives are unreliable indicators of quality of life. However, it is the intent of this plan to significantly increase, the population and unit densities for the redevelopment area. Presently, there is very low density residential in the redevelopment area. When full redevelopment is realized, this would increase significantly. The increase would be due to more efficient use of vacant and existing land for high density, high quality urban living.

Properties in the redevelopment area will be developed in accord with applicable municipal zoning, subdivision and other land use regulations.



Present and Potential Equalized Value

As of January 1, 1996, the total equalized value of the parcels in the redevelopment area is \$6,093,556.

These data subject to review and changes. Map 1 shows the complete redevelopment area boundary.

Table 2

Redevelopment area database — Values

Tax key	Owner	Assessed values		Total	Equalized Value
		Land	Imp.		
50-0708-113-0013-9	Hudson, Et al.	\$12,000	\$36,700	\$48,700	\$54,111
50-0708-113-0025-5	Hudson, Et al.	\$231,800	\$434,000	\$665,800	\$739,778
50-0708-113-0297-7	Hudson, Et al.	\$146,600	\$222,500	\$369,100	\$410,111
50-0708-113-0311-8	Hudson, Et al.	\$57,300	\$124,300	\$181,600	\$201,778
50-0708-114-2778-0	Michael Symons	\$26,900	\$149,700	\$176,600	\$196,222
50-0708-114-3409-4	W&E Buying & Leasing	\$68,000	\$251,500	\$319,500	\$355,000
50-0708-114-8700-0	W&E Buying & Leasing	\$33,700	\$60,000	\$93,700	\$104,111
50-0708-114-8710-8	W&E Buying & Leasing	\$43,000	\$25,000	\$68,000	\$75,556
50-0708-114-2501-3	HUB-ELM, Inc./ M&I Bank	\$96,400	\$244,200	\$340,600	\$378,444
50-0708-114-2512-0	HUB-ELM, Inc./ M&I Bank	\$115,100	\$177,700	\$292,800	\$325,333
50-0708-114-2523-7	HUB-ELM, Inc./ M&I Bank	\$40,000	\$16,600	\$56,600	\$62,889
50-0708-114-2534-4	HUB-ELM, Inc./ M&I Bank	\$89,600	\$170,600	\$260,200	\$289,111
50-0708-114-2842-1	HUB-ELM, Inc./ M&I Bank	\$130,300	\$934,700	\$1,065,000	\$1,183,333
50-0708-114-2863-6	HUB-ELM, Inc./ M&I Bank		(combined with 2842-1)		
50-0708-114-2884-1	HUB-ELM, Inc./ M&I Bank		(combined with 2842-1)		
50-0708-114-8721-5	HUB-ELM, Inc./ M&I Bank	\$68,600	\$0	\$68,600	\$76,222
50-0708-113-0121-8	Farmers' Coop	\$46,200	\$157,400	\$203,600	\$226,222
50-0708-113-0198-7	Merna Paske	\$27,700	\$61,500	\$89,200	\$99,111
50-0708-113-0208-4	Merna Paske	\$41,500	\$108,600	\$150,100	\$166,778
50-0708-113-0061-1	University Partnership	combined	combined	\$763,300	\$848,111
50-0708-113-0098-8	Frank Sawle	\$31,600	\$51,700	\$83,300	\$92,556
50-0708-113-0109-4	Frank Sawle	\$44,700	\$22,100	\$66,800	\$74,222
50-0708-113-0043-3	Edward Ziegler	\$89,500	\$31,600	\$121,100	\$134,556
50-0708-113-0075-5	Mid Plains Telephone			Exempt	
50-0708-113-0086-2	Mid Plains Telephone			Exempt	
50-0708-114-2894-9	City of Middleton			Exempt	
50-0708-114-8750-0	City of Middleton			Exempt	
50-0708-114-8772-4	City of Middleton			Exempt	
50-0708-114-8791-1	City of Middleton			Exempt	
Redevelopment Area #1 Totals		\$1,440,500	\$4,043,700	\$5,484,200	\$6,093,556



Potential Equalized Value

The potential equalized value has been projected based on the redevelopment plan map (Map 6). This map should be referred to as it depicts the density and size of new, private, investment.

It is projected that the new total equalized value of the redevelopment area is estimated at approximately \$19,000,000. This represents a new tax base increase of approximately \$13.5 million.

The loss of tax value resulting from demolition has been accounted for in these projections.



Proposed Changes in Zoning, Building Codes, Ordinances, and Maps

Zoning

Redevelopment- in this area will be implemented using Planned Development District (PDD) zoning, as per the City of Middleton Zoning Code. Rezoning will be requested on a parcel-by-parcel, or project-by-project basis as part of developer agreements.

Building Codes and Ordinances

This redevelopment plan anticipates no requested changes to City of Middleton building codes or other ordinances.

Maps

This redevelopment plan anticipated changes to the City of Middleton official map. Specifically, this plan recommends the reestablishment of Cayuga Street, previously vacated.

Proposed Site Improvements and Utilities

A detailed list of project activities is shown on TIFD #3, Table 1.

Central to this redevelopment plan are public improvements for access, business stimulation and support, public circulation and safety, wayfinding and streetscape and landscaping. Aesthetics of the area are a high priority for improvement.

Improvements will meet or exceed those for the city as a whole, on a dollars per square foot basis. This emphasis is based on the need for small-site business stability and the opportunity for historic revitalization of the redevelopment district.

This plan anticipates significant financial commitment in project spending for public furniture, landscaping, lighting enhancements, signage and wayfinding.

Relocation of Displaced Persons and Businesses

Persons and businesses displaced by project activities will be relocated in accord with applicable federal and state laws and regulations. Relocation plans for the project will be filed with the Department of Commerce, Relocation Unit, Division of Community Development. These plans will be the basis for all relocation payments made as part of this project.



Middleton, Wisconsin

Redevelopment Project Area #1

Map 6 - Planned Use



Additional Information

Land Acquisition and Disposition

Land acquired as a result of this plan is anticipated to be purchased by the City. All negotiations will follow the legal requirements imposed on the City for land acquisition.

Performance Standards

Throughout the project, developers and contractors will adhere to the provisions of applicable municipal ordinances and codes including, but not limited to, the zoning ordinance, subdivision and platting ordinance, building and construction codes, traffic ordinances, site plan review regulations and deed restrictions.

This plan does not anticipate any requested changes in city building codes.

Project Financing

Financing can be accomplished in several ways. One potential way of financing includes the ability of the city to issue bonds as provided in Wisconsin Statutes. Principal and interest can be paid through

- (1) revenues generated from the sale or lease of the property,
- (2) payments made to the City from tax increment revenues from the City received from increased tax increments on new development within TIF No. 3 or
- (3) receipt of revenues from the TIF District Redevelopment Fund.

Plan Amendments

This plan may be amended at any time in accord with the provisions of §66.431(11), Wis. Stats. If the plan is modified, a public hearing will be conducted by the CDA. All modifications to the plan must be recommended by the CDA, and approved by the Common Council by a two-thirds majority.

Termination

This redevelopment plan and area will terminate on the date of retirement of TIF District No. 3. The life of the redevelopment area may be extended at the discretion of the Common Council.



Resolution

Whereas...

Whereas...

Whereas...

Now, Therefore, Be It Resolved...

RESOLUTION TO BE
DRAFTED BY CORPORATION
COUNSEL



APPENDIX G

PUBLIC PARTICIPATION

PLAN & RESOLUTION



RESOLUTION 2002-01

ESTABLISHING PUBLIC PARTICIPATION PROCEDURES FOR COMPREHENSIVE PLAN UPDATE

WHEREAS, the City of Middleton has decided to prepare a comprehensive plan update under the authority of and procedures established by Wis. Stats. §66.1001 (4); and

WHEREAS, Wis. Stats. §66.1001 (4) requires that the governing body of the local governmental unit adopt written procedures designed to foster public participation at every stage of the comprehensive plan preparation, and that such written procedures shall provide for wide distribution of draft plan materials, an opportunity for the public to submit written comments on the plan materials, and a process for the governing body to respond to such comments; and

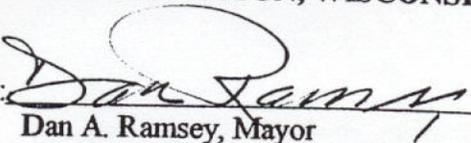
WHEREAS, the City of Middleton believes that regular, meaningful public involvement in the comprehensive plan process is important to assure that the resulting plan meets the wishes and expectations of the public; and

WHEREAS, the attached "Public Participation Plan" for the North Mendota Communities Combined Comprehensive Plan includes written procedures to foster public participation, ensure wide distribution of draft plan materials, provide opportunities for written comments on such materials, and provide mechanisms to respond to such comments.

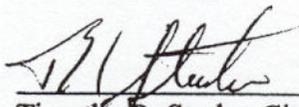
NOW, THEREFORE, BE IT RESOLVED that the Common Council of the City of Middleton hereby adopts the written procedures included in the Public Participation Plan for the North Mendota Communities Combined Comprehensive Plan as its public participation procedures meeting the requirements of Wis. Stats. §66.1001 (4).

This resolution was adopted by the Middleton Common Council on the 15th day of January, 2002.

**COMMON COUNCIL OF THE
CITY OF MIDDLETON, WISCONSIN**

By: 
Dan A. Ramsey, Mayor

ATTEST:


Timothy R. Studer, City Clerk

VOTE:

Ayes: 6
Noes: 0
Adopted: 1/15/02

PUBLIC PARTICIPATION PLAN
North Mendota Communities Combined Comprehensive Plan

Adopted by City of Middleton on 01/15/02

Section 1: Introduction

In 2001, the Towns of Springfield and Westport, the Village of Waunakee, and the City of Middleton were awarded a Comprehensive Planning Grant from the Wisconsin Department of Administration to develop community plans that comply with Wisconsin's new "smart growth" planning law. One of the key components of preparing a comprehensive plan is actively involving community stakeholders as the plan is being developed. Public participation helps to ensure that the plan accurately reflects the vision of the community.

Section 2: Purpose

Pursuant to Sec. 66.1001(4)(a), Wis. Stats., the purpose of the Public Participation Plan is to **outline the procedures** that will be used in the **planning process** to **foster public participation**, including **open discussion, communication programs, information services and public meetings**, to ensure that there are opportunities for **public participation** at every stage of the preparation of comprehensive plans for each of the four communities and for the joint plan areas.

This Public Participation Plan will actively involve the general public and key community interests in identifying major issues, establishing a shared mission statement and vision for each participating community and joint plan area, creation of goals and objectives, and selection of strategies to achieve those goals and objectives.

Each community will adopt a Public Participation Plan for its own comprehensive plan.

Section 3: Policy Guidelines for Public Participation

To foster public participation in the planning process, the four communities involved in the North Lake Mendota Regional Plan effort have adopted the following guidelines:

- All public meetings will be publicized in advance, and open to the public. These meetings will be held to discuss the nine elements of each Comprehensive Plan and other related issues.
- The communities will utilize a **technical advisory committee** comprised of staff and consultants to prepare and disseminate information to the public on the planning efforts for the comprehensive plans.

- The communities will form a **policy committee** comprised of representatives from each of the four community's plan commissions and governing boards to provide policy guidance in the plan preparation. The policy committee will also hold public meetings and solicit public input at every stage of the planning effort.
- A minimum of two public meetings will be held to address the nine plan elements. This is in addition to the meeting that was held on November 1, 2001, to initiate public involvement in the planning process.
- Updates on the planning efforts and encouragement of public participation in the plan creation will be enhanced through the use of the internet, as regular updates will be provided on the following web site: www.ci.middleton.wi.us/MSWWplan/home .
- Public comments will be solicited and responded to at every stage of plan creation, through the use of mailing and email lists of interested persons.
- Public hearings on the Comprehensive Plan will be held to provide further opportunity for community feedback prior to plan adoption. Following this public input, revisions will be made as necessary, with additional public hearing(s) where appropriate. A Class I hearing notice in each community's newspaper of record will be published prior to each public hearing.
- Each community's Plan Commission will be asked to recommend adoption of the draft Comprehensive Plan to its respective Town Board, Village Board, or Common Council. At that time, comments will again be solicited from adjacent and overlapping governments to ensure that issues of mutual concern have been adequately addressed in the plan. If necessary, further modifications will be made to the draft plan prior to preparation of the ordinance and the holding of the public hearing that precedes final adoption of the plan by the governing body (i.e., the Board or Council).

APPENDIX H

SUMMARIES OF

WORKSHOP MEETINGS



NOTES FROM GROUP DISCUSSIONS COMPREHENSIVE PLAN WORKSHOP JANUARY 21, 2006

Northern Growth Planning

- Phasing, timing of new growth
- Build new road now; assess the costs.
- Should encourage/require new urbanism, mixed uses, mixed densities.
- Consider high-tech job growth south of Greenbriar
- More detailed plan for how neighborhood services are dispersed or integrated.
- Include commercial areas near/proximate to residential development.
- New development should be PDD, so that City has more control
- Plan should describe why area is the primary growth area
- Graber Pond should be better defined in terms of use – is the primary goal environmental protection or is it also for recreational use?
- Dorn Creek jurisdiction and corridor issues need to be addressed
- Consider USH 12 corridor for job growth

Transportation

- Encourage transit oriented development
- Support all modes: bus lanes, bike lanes, transfer points.
- Need safer commuter routes.
- Work with major employers on transportation issues (e.g., park & ride sites).
- Integrate employment data.

Infill Development/Redevelopment

- Middleton Springs; “new” Parmenter area
- Create long-term plan for TIF use, guidelines (when, where, for what)
- Encourage re-use of existing buildings
- Low-interest loans; economic development grants
- Mixed use development should be encouraged

Workforce Housing

- Encourage it in all future developments
- Include workforce housing initiatives for rehabilitation of existing rental properties (incentives for investment)
- Eliminate/defer certain development fees.

Public Facilities

- Build complete public safety facilities
- Continue same level of services
- Develop infrastructure up front, before residents move in

Other Issues/Quality of Life

- Expand P.B. Conservancy to the north.
- Define, protect Graber Pond; enhance it for recreational use.
- Define western boundary
- More bike paths
- Retain small-town feel
- Municipal services
- Expansion & Retention of businesses/create a mechanism for periodically assessing business needs
- Create inventory/evaluation of potential surplus properties



COMMENTS MADE DURING GROUP DISCUSSIONS COMPREHENSIVE PLAN WORKSHOP MARCH 11, 2006

These suggestions do not necessarily indicate consensus by the majority of participants.

Participants: Ann Bolger, Mike Bridwell, Rob Conhaim, Rob Christlieb, Mike and Patty Dean, Jon DiPiazza, Toby Ginder, Ron Grosse, Susi Hassert, Jeff Held, Paul Helgeson, Bill Hoeksema, Mark Horn, Mark Kruser, Josh Langham, Steve Leo, Andy Lewis, Richard Morey, Chuck Nahn, Paul Nelson, Van Nutt, Bob Pofahl, Cindy Ramlet, Laura Rowinski, Kurt Sonnentag, Howard Teal, Doug Tuffree, Susan West, Jim Wexler, Cindy Zellers. **Facilitators:** Mike Davis, Brad Keil, Eileen Kelley, Mark Opitz, Doug Zwank

Transportation issues

- Have multi-modal focus to deal with congestion; promote the facilities we already have.
- Encourage mixed-use development; future developments should back on to collector streets (no driveways).
- Improve bus service to reduce congestion, particularly for commuting trips; develop express bus service to University and Hilldale areas (trail for rail transit); add weekend service.
- Explore joint operation of buses with school district and Metro; consider private operators.
- Establish Park & Ride at Greenway Blvd. interchange.
- Add parking spaces in downtown area; build a ramp (e.g., next to senior center).
- Expand bicycling/pedestrian infrastructure, both in new and established areas; ensure connectivity of bike/pedestrian routes (trail system); use railway corridor.
- Designate and map preferred routes for bicyclists & motorists; install wayfinding signage.
- Re-establish City Transportation Commission.
- Review, re-examine need for street connections (e.g., Park Street, St. Dunstan's Drive).
- Plan Schneider Road extension now; construct in conjunction with development.
- Continue traffic calming initiatives.
- Improve safety, traffic flow at key intersections: create more left-hand turns; improve sight distance (particularly downtown); improve ped safety along Gammon at Fortune and South.

North Mendota Parkway

- Continue to make development of route a high priority; support regional planning efforts.
- Protect environmentally-sensitive lands (recharge areas, environmental corridors, etc.).
- Plan for natural plantings along the corridor (in the median).

Workforce Housing

- Continue voluntary approach, not mandated like Madison's IZ program; work in partnership with developers/builders; apply Hidden Oaks approach to other projects.
- Promote flexible forms of development.
- Disperse around the community; integrate into all new housing (not concentrated).
- Focus not only on owner-occupied housing, but also rental market.
- Avoid deterioration of rental properties due to vacancies.
- Work with landlords to identify potential funding sources and programs.

- Consider rehab loans for older properties (rental and single family), but City shouldn't "reward" owners who don't adequately maintain their properties.
- Encourage mix of commercial and housing uses, and mix of incomes (to reduce traffic).
- Promote higher density & infill.
- Don't lower building standards so that it's a problem in 20 years.

Hotel/Recreation/Entertainment

- Continue to support expansion of amenities/businesses because this increases use of existing facilities, amenities, infrastructure; monitor turnover of existing businesses.
- Recognize PAC as community asset; support more actively.
- Develop outdoor music venue; expand beyond "bar bands"; welcome art films, etc.
- Finish developing Quisling Park (it will become a magnet for tournaments)
- Promote Capitol Ice and Golf Course.

Character of New Growth / Redevelopment

- Balance new and redevelopment; continue New Urbanism-style development.
- Encourage mixed income and higher densities.
- Re-evaluate public lands periodically to see if they are "worth the investment."

Sustainable Development / Environmental Issues

- Plan for environmental connectivity; expand environmental corridors.
- Prioritize future land acquisitions.
- Expand Pheasant Branch Conservancy to Dorn Creek.
- Address water quality in P.B. Creek.
- Promote use of "green infrastructure" (green roofs, parking lots, etc.)
- Infiltrate stormwater on-site to recharge groundwater.
- Continue focus on restoring the City's kettle ponds.
- Educate people about grant opportunities.

Quality of Life Issues

- Avoid complacency; preserve our "quirky places" and community identity; maintain our quaintness in the face of national trends (avoid becoming "Anyplace USA").
 - Downtown, architecture, library, Capital Brewery, ponds/conservancies, trails, PAC
- Identify areas for statues, sculpture gardens, etc.
- Ensure continued public safety; consider security systems for new developments.
- Adopt smoking ban.

Economic Development

- Promote healthy relationship with existing businesses, to help attract new.
- Attract new businesses with higher-paying jobs and "clean" infrastructure (no smokestacks).
- Promote themed development (to counter sprawl) through design standards, covenants, etc.
- Develop business incubators.
- Take advantage of proximity to University.