

Town of Dunkirk

Dane County, Wisconsin

Comprehensive Plan: 2006 to 2025



Adopted by Town Board On:

August 3, 2006



Acknowledgements

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INTRODUCTION

Dunkirk Comprehensive Land Use Plan Purpose

The purpose of the comprehensive plan is to preserve and protect the agricultural land, farm enterprises, natural resources, neighborhoods, and rural character of the Town of Dunkirk.

Dunkirk Over Time

Had a hot-air balloon hovered above the six-mile-by-six-mile square of land originally recorded as the Town of Dunkirk and recorded all that happened below over the centuries it would have revealed:

- Prehistoric creatures in a landscape unchanged by glaciers and the wear of centuries.
- Early civilizations earning their livings.
- In recent centuries, nomadic societies yielding to agricultural and industrial ones.
- Land surveyors establishing property lines, which would greatly change the landscape.
- Stoughton growing in the northwest corner of the town and becoming an area of intense development.
- People and materials moving more freely as walkers and horse-powered transportation give way to modern land and air travel.
- Housing changing from mobile and simple structures to fixed and sophisticated structures in large communities.
- Livelihoods changing from localized hunting and gathering to agricultural, service, and industrial ones often located many miles from home.

If one looks carefully and wistfully, they will notice the past still in evidence around us. The rich soils still grow abundant farm crops. The wooded corners, the wetlands, prominent points, and the set-aside acres still read “wild” in our eyes. Many early homes and buildings are still in use adding a cultural continuity. With imagination, we can still see the shadows of earlier residents and can feel, just as they likely felt, similar anxieties and hopes regarding this place we call home.

Dunkirk Today

The Town of Dunkirk, located in southeastern Dane County, is bounded by the Dane County Towns of Albion, Rutland, and Pleasant Springs and by the Rock County Town of Porter. The major transportation link in the Town is U.S. Highway 51 connecting Madison and Janesville.

Dunkirk’s topography is characterized by flat to rolling countryside. This terrain coupled with rich agricultural soils make Dunkirk ideal for agricultural production. The other major physical feature is the Yahara River, which bisects the Town from North to South.

There are also several streams, many of which flow into the Yahara River, having broad floodplains.

Dunkirk is a rural, agricultural community characterized by an abundance of prime farmland, as classified by the U.S. Department of Agriculture. Therefore, farming is the principal land use as well as a major occupation.

The City of Stoughton, located in the northwest corner, is a major urban center serving the Town. As such, the city provides commercial and community services as well as nonfarm employment opportunities to Town residents. In addition, the city has a full range of public services. Consequently, it has been in the interest of both the Town and the City to encourage new development adjacent to existing urban areas.

Madison and Janesville, as well as other communities in the region, also provide employment, business opportunities, public services, educational opportunities, and cultural opportunities both for the benefit of Town of Dunkirk residents and with the contributions of Town of Dunkirk residents. This plan was drafted with a constant awareness of this regional context as concerns the Town of Dunkirk and our residents.

COMPREHENSIVE PLANNING IN WISCONSIN

History

The Comprehensive Planning Law was developed in response to the widely held view that state planning laws were outdated and inconsistent with the current needs of Wisconsin communities. Commonly recognized as Wisconsin's "Smart Growth" legislation, significant changes to planning-related statutes were approved through the 1999-2001 state biennial budget. Under the new law, any program or action of a town, village, city, county, or regional planning commission after January 1, 2010 that affects land use must be guided by, and consistent with, an adopted Comprehensive Plan, s. 66.1001, Wis. Stats.

Smart Growth

Although sometimes referred to as the Smart Growth Law, the Comprehensive Planning Law does not actually dictate how or where development will occur. Those decisions are left to local communities. However, because the Comprehensive Planning Law improves the amount and quality of communication within and between jurisdictions, it may indirectly lead to more informed decisions that result in smart growth.

A comprehensive plan contains nine elements:

- Land Use
- Agricultural, Natural and Cultural Resources
- Housing
- Transportation

- Economic Development
- Utilities and Community Facilities
- Intergovernmental Cooperation
- Issues and opportunities
- Implementation.

Comprehensive Planning Benefits

Understand the past and present – a plan collects useful information about the community’s history, assesses its current state, and (by studying trends) estimates its future look.

A roadmap to the future – a plan puts down on paper a community’s goals, values, and aspirations – its vision for the future – and the steps needed to achieve these things.

Protects resources – planning helps protect the things a community treasures most, including farmland, rural character, lakes, rivers, forests, wetlands, scenic vistas, rustic roads, farm operations, historic buildings, downtown main streets in nearby communities, etc.

Preserves local control – the Comprehensive Planning Law promotes a bottom-up rather than a top-down approach. The state does not adopt, certify, or object to local plans. Instead, a plan must be adopted by a community’s governing body in order for it to effect future decisions.

Preserves local autonomy – the Comprehensive Planning Law does not alter the legal relationship between jurisdictions. Local governments continue to have the same powers and authority over land use that they had before the law was passed.

Promotes property rights – the Comprehensive Planning Law makes planning much more transparent and open to the public, including landowners, than prior to the law.

Promotes economic development – planning helps communities and regions retain existing businesses, attract new ones, revitalize downtowns, develop housing for workers, and recommend steps to improve workforce education and training, and infrastructure capacity.

Public involvement – the Comprehensive Planning Law requires public participation at every stage of the comprehensive planning process. A public participation plan must be adopted to provide a diverse range of opportunities for the public to help shape the community’s comprehensive plan. At least one public hearing must be held prior to adopting the comprehensive plan and it must be announced by a Class 1 notice. Opportunity to comment on the draft comprehensive plan must be provided. Plan drafts must be sent to adjacent jurisdictions, the Wisconsin Land Council, the regional planning commission serving the community, the public library serving the area, and all other area jurisdictions located entirely or partially within the boundaries of the community.

Coordinates community activity – a comprehensive plan strategically and holistically examines and coordinates all of a community’s policies, programs, departments, initiatives, services, plans, regulations, responsibilities, and other systems.

Promotes intergovernmental cooperation – through the required Intergovernmental Cooperation Element, communities identify existing cooperation between jurisdictions, identify conflicts, and describe processes to resolve these conflicts.

Save money – a plan identifies functions within a jurisdiction or between jurisdictions that conflict, are duplicated, or could be strengthened through coordination. For example, a town and a school district could jointly own and maintain a park and playground.

Proactive rather than reactive – a plan helps communities to identify and resolve issues early on, before they can become conflicts.

Consistency requirement – After January 1, 2010, all community programs and actions that affect land use must be guided by, and consistent with, the community’s comprehensive plan. This will make land use decisions much more predictable.

*(The above was derived from information available from:
Comprehensive Planning Grant Program
Division of Intergovernmental Relations
101 E. Wilson Street, 10th Floor
Madison, WI 53702-0001)*

Previous Local Planning

The Town of Dunkirk completed its first land use plan in 1979. Developed with the assistance of the Dane County Regional Planning Commission staff, it was used in that form until 2000. In 2000, the Town adopted a revised land use plan. Those plans provided the foundation for this comprehensive plan.

Comprehensive Planning Process

In 2002, the Town of Dunkirk and seven communities in the southeastern portion of Dane County submitted a joint grant application to the Wisconsin Land Council to partially fund the preparation of comprehensive plans for each community consistent with the Comprehensive Planning Law enacted by the state in 1999. The multi-jurisdictional planning grant was approved in 2003. The Town of Dunkirk and Towns of Albion, Blooming Grove, Pleasant Springs, and Rutland selected the consulting services of Vierbicher Associates. The City of Edgerton, Village of Brooklyn, and Town of Deerfield hired an alternate consultant.

Plan Adoption

The advisory planning committee submitted a draft plan to the Town's Plan Commission, which by statute, must adopt a resolution recommending it to the Town Board. The Plan

Commission reviewed the draft as prepared by the committee and made changes prior to sending it to the Town Board. The Town Board adopted the plan by ordinance, a copy of which is included as Appendix A. Following plan adoption, a copy of the adopted plan was mailed to the surrounding governmental entities, Wisconsin Land Council, and others as required by state law.

Interpretation and Intent

For two years the Dunkirk Comprehensive Land Use Plan Committee, Dunkirk Plan Commission, as well as the Dunkirk Town Board held public meetings, attended planning meetings held in other communities, conducted a survey of community residents, and spent dozens of hours working through the details of this comprehensive land use plan. (The public was welcome at all those meetings, written submissions were accepted, a survey was conducted, and several meetings were held to specifically seek input from Dunkirk residents, property owners, and the public.)

This plan was in part created by pooling planning resources with other townships. Therefore, some portions of this plan reflect general planning issues and concerns. As a result, much of the Dunkirk Comprehensive Land Use Plan consists of general background materials providing supporting information and reasoning that was helpful to us as we created this plan.

We intend that the goals, objectives, and policies in Chapter One should best address the specific growth needs and planning desires we've worked through in crafting this plan for the Town of Dunkirk. If any ambiguity appears to exist or if sections of this plan appear to be at odds, our intent was that Chapter One should prevail. It is our intention that those other parts of this plan are included to: provide background to; support; supplement; and compliment the focus of our plan—the goals, objectives, policies, and concerns stated in Chapter One.

This comprehensive plan has been drafted as an integrated whole so that all of the parts are consistent with and support each other and the town's overall vision. Much of the plan centers on the anticipated change in the town's population base. The growth rate and the number of additional housing units certainly have direct implications for the housing stock and also for land use. The future land use map has been fashioned to identify those areas where additional development could occur. Environmental constraints such as wetlands, floodplains, and other environmentally sensitive resources dictate what areas should be left undeveloped or perhaps used in such a way as to preserve the integrity of the resource. In turn, the transportation plan along with the goals, objectives, and policies all support housing and future land use considerations. The same holds true for community facilities and utilities. The presence or absence of certain facilities/services can help to define those areas best suited for development. Economic development strategies recognize the town's position in the regional economy and accommodate the growing population. Because all of the goals, objectives, and policies are contained in this one chapter, it is possible to ensure consistency by reviewing just a few pages out of the entire plan.

CHAPTER 1 – COMPREHENSIVE LAND USE PLAN: GOALS, OBJECTIVES, AND POLICIES

The comprehensive plans for Albion, Blooming Grove, Dunkirk, Pleasant Springs, and Rutland consist of two documents. The first document is the background report, which is common to the five jurisdictions. It outlines the historical and current status of the towns in the following seven functional planning areas: housing; transportation; utilities and community facilities; agricultural, natural, and cultural resources; economic development; intergovernmental cooperation; and land use.

This document focuses on future conditions and is therefore unique to each Town. Goals, objectives, policies, implementation actions, and programs are established for the seven functional planning areas. As used in this plan, the numbering system is for reference purposes and does not reflect priorities for goals, objectives, and policies. **Goals** are broad and general expressions of a community's aspirations, toward which planned effort is directed, and tend to be ends rather than means. **Objectives** are more specific targets, derived from goals and necessary to achieve those goals. While still general in nature, objectives are more precise, concrete, and measurable than goals. **Policies** are rules or courses of action necessary to achieve the goals and objectives they are derived from. They are precise and measurable. **Implementation actions** might be considered a "to do" list of specific actions necessary to achieve these goals, objectives, and policies. **Programs** are systems of projects or services necessary to achieve plan goals, objectives, and policies.

Some of the goals and objectives are mapped to identify in broad terms how development should occur in the future. The future transportation map identifies how the transportation network should look by the end of the 20-year planning period. Finally, a map was prepared to identify what community facilities and utilities will be required to accommodate the growing population and their needs. The maps mentioned previously can be found in the Maps Section of this document.

Collectively, the background and policy documents constitute the comprehensive plan for the community. From time to time, it will become necessary to amend the policy document. The amendment process is outlined in the last chapter.

AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

Goal 1: Agricultural Preservation

Preserve our rural identity and maintain agriculture as a major economic activity within Dunkirk.

Objectives:

1. Preserve productive farmland (those areas with soils classified as prime farmland or those of statewide importance as shown on the Soil Productivity Classification and Land Evaluation Site Assessment maps) for continued agricultural use.
2. Protect farm operations from incompatible land uses and activities that may adversely affect capital investment in agricultural land, improvements, equipment, and livestock.

Policies:

1. Recognize farming as an important land use compatible with our rural character.
2. Actively use and improve land use control measures which will discourage and prevent non-farm development in productive farmland areas.
3. Prohibit subdivisions.
4. Residential density is limited to one residence per 40 acres of farm unit owned as of the determination date of July 1, 1979. (*Additional policy related to density is included in Housing, Goal 2: Residential Development Patterns and Chapter 4 - Future Land Use.*)
5. No road or driveway shall be permitted to cross agricultural land to reach non-farm development without Town Plan Commission and Town Board approval. (*Conditions for approval are included in Housing, Goal 2: Residential Development Patterns.*)
6. Require agencies and bodies that locate public improvements (such as roadways, corridors, pipelines, or power lines) to recognize and comply with Town agricultural land preservation objectives.
7. Promote programs that encourage farmers to preserve farmland for long-term agricultural use.
8. Support soil conservation practices that preserve farmland
9. Recognize the need for alternative energy fuel production from biomass sources in the national push to become less reliant on foreign oil imports.
10. Agribusiness uses within the agricultural preservation district will be considered only if:
 - A location in the Town of Dunkirk is required to serve Town of Dunkirk farmers;
 - No prime agricultural land is used;
 - The Town of Dunkirk's rural character is maintained;
 - Natural resources or environmentally sensitive land is not diminished;
 - The quality of existing, adjacent housing stock is maintained; and

- The goals, objectives, and policies elsewhere in this plan are not undermined.
11. Recreational uses may be allowed within the agricultural district if limited to:
- areas having less productive farmland;
 - areas with minimal impact on farming operations;
 - uses with minimal construction development, thus allowing future use as farmland;
 - uses and locations having a minimal effect on existing nearby uses;
 - locations which have direct access to state or county highways;
 - uses which would not diminish the rural atmosphere and scenic beauty of the Town; and
 - the goals, objectives, and policies elsewhere in this plan are not undermined.

Density Policy

1. Residential units within the Agricultural Preservation District are restricted to one residence per 40 contiguous acres of a farm unit under single ownership as of July 1, 1979. Contiguity is maintained across roads, other public rights-of-way, and navigable waters. All land, including ponds, wetlands, floodplains, and environmental corridors, will be counted to determine acreage. Single ownership is defined as parcels owned by one individual, a married couple, partnership, or corporation including that individual.
2. Any existing residence (non-farm residence, farm residence, etc.) located on a parcel of any size, regardless when residence was constructed, shall be counted as one residential split. Any existing residence may be replaced and not counted as a split only if that residence has been removed, demolished, or its owners can prove it has been physically converted to a nonresidential use.
3. Acreage will not be rounded up to meet the minimum requirement. The 1979 Land Atlas and Plat Book for Dane County by Rockford Map Publishers, Inc., will be used as a guide to determine ownership and acreage. Gross acreage, which includes roads and other public rights-of-way, will be used to determine farm unit size.
4. Farm units, which have a portion of the land annexed to the City, will have splits deducted equal to the number of residences constructed on the annexed property. If the annexed property is undeveloped, the acreage on the annexed property will be deducted from the farm unit total when determining splits.
5. A density analysis by the Dane County Department of Planning & Development may be required prior to Town consideration of split requests. When the splits on a farm unit are exhausted, the Town shall require that a deed restriction be recorded to prohibit further residential development on that unit.

Goal 2: Natural Resources

Protect natural resources and environmentally sensitive land from inappropriate use and/or development.

Objectives:

1. Prevent the diminution of groundwater supplies and environmentally sensitive lands. (wetlands, floodplains, riparian habitat, shorelands, stream and river corridors, watersheds, ponds, woodlots, oak savannahs, native prairies, etc.)

Policies:

1. Restrict development along stream and river corridors to protect riparian habitat, water quality, and aesthetics.
2. Restrict development within floodplains.
3. Protect rare or endangered species and maintain their habitat.
4. Preserve wetland ecological and hydrological functions by protecting wetlands from development.
5. Support the efforts of landowners to keep natural areas from being developed by using conservation easements or other means.
6. Work with property owners during the land development process to protect scenic vistas.
7. Identify and protect unique natural resources such as wetlands, floodplains, riparian habitat, shorelands, stream and river corridors, watersheds, ponds, woodlots, oak savannahs, and native prairies.
8. Contact public agencies owning land in the Town in order to:
 - Explore developing an agreement on future use of existing public lands;
 - Understand their procedure for future acquisitions so Town residents are given adequate opportunity for input; and
 - Urge those agencies to recognize the aims of this comprehensive plan.
9. Guide new development location and design to minimize any adverse impact on agriculture, rural character, surface water quality, ground water quality, aquifers, wetlands, and woodlands.
10. Utilize natural drainage patterns and take preventative measures to minimize hydrologic system pollution.
11. Preserve and protect wetlands and floodplains from filling or development.
12. Support water conservation and proper land use planning in the Yahara River – Lake Kegonsa Watershed and all sub units.

Goal 3: Historic Preservation

Protect and preserve the Town's historic and archaeological resources.

Objectives:

1. Preserve historic sites in the Town, which could be listed on the National Register and/or the State Register of Historic Places.
2. Share Town historic and archaeological resources with Town residents.

Policies:

1. Encourage historic building preservation, rehabilitation, and adaptive reuse.
2. Coordinate closely with and support state and federal agencies working to protect historic resources.
3. Support identifying and designating eligible national, state, and local historic properties.
4. Support local groups working to gather local history or preserve historic properties.
5. Maintain and add to the local history file kept in the Town Hall.
6. Provide a place to exhibit old photos and maps in the Town Hall.
7. Allow the Stoughton Public Library and the Wisconsin Historical Society to obtain copies of historical information, maps, and photographs for their collections.
8. Make historical and cultural information available on a Town web site.
9. Interpret and highlight the early cultural heritage of the region with signs, interpretive monuments, and historic place names.
10. Educate the public about historic places and archaeological sites.
11. Support the state's Sesquicentennial Century Farm and Home program and encourage those who qualify in the Town to apply.
12. Recognize the value historic vistas, historic sites, and historic buildings (historic buildings may include: significant homes; homes of noted residents; public buildings; churches; cemeteries; businesses; or farm buildings.) add to our community and encourage their preservation.

LAND USE

Goal 1: Land Use

Create a pattern of development that includes a variety of land uses, minimizes potential conflicts between incompatible land uses, and maintains our rural character.

Objectives:

1. Maintain the Town's rural character.
2. Reduce and prevent land use conflicts with residents and other land users.
3. Protect and maintain public health, safety, and general welfare.

Policies:

1. Ensure that new development occurs in areas and in a manner that can be efficiently served by Town services.
2. Use parks and open space areas:
 - as buffers between incompatible land uses;
 - to protect environmentally sensitive lands; or
 - to complement other land development.
3. Promote land uses, densities and regulations that protect valued resources and recognize existing physical limitations (e.g., slope, woodlands, water).
4. Avoid linear strip commercial development.
5. Promote compact development patterns in residential and commercial areas.
6. Preserve lands identified as environmental corridors.
7. Protect scenic vistas from inappropriate development.
8. Preserve lands, where deemed appropriate, that create a distinct open space corridor between the Town and surrounding communities.
9. Rezoning proposals shall be consistent with this plan.
10. Land development costs shall be the responsibility of the developer.
11. Community facilities (libraries, post offices, schools, etc.) should be located in or near Stoughton.
12. Encourage green building technologies and practices be used in designing, constructing, and maintaining homes, accessory buildings, businesses, and facilities.
13. Require new development to establish buffers, where deemed appropriate, to minimize potential negative effects to neighboring properties.
14. Ensure that development of new cellular towers is consistent with Dane County's ordinance regarding the procedure and standards for the placement, construction, or modification of communication towers.
15. Monitor Stoughton's and surrounding Towns' land use plans.
16. Support locating major commercial development in or adjacent to existing urbanized areas where public sewer is available or planned.

17. Avoid spending any public funds and incurring any municipal debt for constructing municipal improvements and services associated with commercial and industrial development.
18. Ensure that new development occurs in areas and in a manner that can be efficiently served by Town services or by Stoughton services.
19. Promote new development near or adjacent to population centers to better reduce pollution from fossil fuel consumption.
20. Provide policy guidance for mineral extraction site reclamation.
21. Require all mineral extraction operations to be a conditional use in the A-1 Exclusive Agricultural District.
22. Require recreational development to submit a site plan as part of a development proposal and if Town roads are involved, the applicant must demonstrate minimal impact to neighbors. If the Town road requires improvements, the applicant will be required to pay for his/her share of such improvements.

HOUSING

Goal 1: Housing

Maintain a variety of housing opportunities consistent with a rural setting.

Objectives:

1. Support independent and assisted living facilities for special populations in the region (elderly, developmentally disabled, etc.).
2. Maintain the quality of the Town's housing stock.
3. Maintain a housing mix that is predominantly single-family units.

Policies:

1. Support and promote state and county-level housing assistance programs available to residents.
2. Locate residential areas and higher-density development in close proximity to services, schools, and other community facilities.
3. Allow single-family homes conversion into duplex units in some single-family residential areas.
4. Residential development should include a range of lot sizes, dwelling types, densities, and prices.
5. Encourage green building technologies and practices be used in designing, constructing, and maintaining homes and accessory buildings.

Goal 2: Residential Development Patterns

Establish new residential development that protects the Town's rural character and natural resources.

Objectives:

1. Maintain the quiet nature of neighborhoods.
2. Minimize the amount of agricultural land and open space consumed by new residential development.

Policies:

1. Prevent the incursion of incompatible non-residential land uses into residential neighborhoods.
2. Support conservation or cluster housing development.
3. Encourage green building technologies and practices be used in designing, constructing, and maintaining homes and accessory buildings.
4. Limit rezoning for new rural non-farm residential development to the acreage that is necessary for the residential or hobby use contemplated.
5. Rezoning of existing farmsteads with agricultural buildings must include sufficient land to maintain agricultural or hobby use.
6. Nonfarm, residential development will be subject to all of the following restrictions and must be met prior to approval of rezoning and any land division.
 - Lot size one-acre minimum.
 - Rezoning limited to the acreage that is necessary for the residential or hobby use contemplated.
 - No access lanes or driveways shall be permitted to cross agricultural land to reach non-farm development without Town Plan Commission and Town Board approval. Such access lanes or driveways may be approved if they meet all of the following conditions:
 - For access lanes or driveways longer than 150 feet--minimal amounts of soils classified as prime farmland or farmland of statewide importance, whether being farmed currently or not, are used for the access lane or driveway and adjacent ditches. Minimal here means the shortest length possible is preferred. The lengths of existing access lanes or driveways servicing farms and residences in the Town may be used as historic evidence and for general guidance in avoiding excessively long new access lanes or driveways.
 - The access lane or driveway does not cross part of any field so as to make cropping it more difficult.
 - New access lanes and driveways, or existing access lanes being converted to driveways, and any attendant buildings must be located away from existing agricultural operations and near a

public road whenever possible to minimize the potential for future conflicts with agricultural operations.

- New access lanes and driveways, or existing access lanes being converted to driveways, and any attendant buildings must be located discreetly to blend in and harmonize with the rural landscape and not become visually dominating or overpowering such that they undermine the rural character of the area.
 - New access lanes and driveways, or existing access lanes being converted to driveways, and any attendant buildings must be accessible to fire, police, ambulance vehicles and personnel to economically service health and public safety needs.
 - New access lanes and driveways, or existing access lanes being converted to driveways, and any attendant buildings must be located so as to minimize their disturbing or destroying woodland areas, wetland, wildlife habitats, prairies, hilltops, or ridgelines.
7. Residential density limited to one residence per 40 acres of farm unit owned as of the determination date of July 1, 1979.
 8. Any existing residence (non-farm residence, farm residence, etc.) located on a parcel of any size, regardless when residence was constructed, shall be counted as one residential split.
 9. Farm residences proposed under provision of the Dane County Zoning Ordinance (Farm Plan) 10.123(2) sub (b) and (c) undergo town advisory review. Farm residences proposed in the A-1EX district under this provision shall be considered favorable review by the town only if all the following criteria are met:
 - Proposal abides by the density policy of one residence per 40 acres; and
 - Proposal abides by the County’s substantial income test; and
 - Proposal follows the residential siting guidelines of the Land Use Plan.
 10. Farmland may be split from the farm residence and buildings provided no further development takes place on the farmland, but existing farmsteads with agricultural buildings must include sufficient land to maintain an agricultural or a hobby farm use. This would not be counted as a split.
 11. **A limited transfer of development rights** is allowed between contiguous or non-contiguous farm units under single ownership as of August 22, 2000. This limited transfer is intended to further the goal of preserving productive agricultural land and to site new developments more appropriately within the Town. Transfers may be permitted subject to meeting all of the following conditions, standards, and criteria.
 - The proposed transferring parcel must clearly have a split available under the Town's density policy based on ownership as of July 1, 1979. The density of the proposed receiving parcel must not exceed four dwelling units with minimum lot sizes of one acre and maximum lot sizes of five acres. Contiguous lots are encouraged.
 - Landowners proposing limited transfers under this policy shall be required to first obtain a density analysis from the Dane County Department of Planning and Development for both original, July 1, 1979, farm parcels.

- The proposed receiving parcel must meet Dane County and Town development siting criteria for road frontage and a buildable site. Proposals will be reviewed on a case-by-case basis and the Town reserves the right to deny a proposal that doesn't satisfy all other siting standards.
- The Town shall primarily consider proposed transfers that protect productive agricultural land.
- At the time of limited transfer, a site plan for each transferred lot must be approved by the Dunkirk Plan Commission and the Dunkirk Town Board.
- Deed restrictions that prohibit further residential development are required for parcels that have reached the Town's density limitation. Deed restrictions or deed notice documents may also be required for other parcels not directly involved in the transfer but under the same ownership as of August 22, 2000. Applicants must provide legal descriptions of the parcels to be deed restricted and/or deed noticed.
- Single ownership is defined as parcels owned by one individual or by a married couple, partnership, or corporation including that individual.
- The soils of the receiving parcel must be suitable for residential development. The receiving parcel must not be comprised entirely of Class I soils (as Defined by the Dane County Soil Survey). Exceptions may be made for parcels of equal agricultural productivity in which the receiving parcel is preferable for residential purposes.
- The soils of the transferring parcel must be Class I or II (as defined by the Dane County Soil Survey), and residential development would adversely impact the parcel's use for agricultural operations.
- The receiving parcel must have adequate road access and a suitable building site that would not result in a "flag lot" with a long driveway crossing agricultural land.
- The proposed transfer must not conflict with existing uses on adjacent properties.
- The receiving parcel shall conform to the objectives and policies set forth in this document.

UTILITIES AND COMMUNITY FACILITIES

Goal 1: Stormwater Management

Alleviate the impacts of stormwater runoff on the Town.

Objectives:

1. Reduce the amount of flooding that occurs as a result of impervious surface/stormwater runoff from Stoughton and other sources.
2. Eliminate damage to public infrastructure and private property resulting from stormwater events.

3. Encourage farming practices that minimize nonpoint source pollution into navigable waters.

Policies:

1. Work with neighboring communities to ensure that development that occurs within those communities does not contribute to stormwater runoff problems in the Town.
2. Require the use of on-site stormwater management facilities when needed to control stormwater runoff.
3. Support state and county agencies that regulate nonpoint source pollution into navigable waters.
4. Encourage green building technologies and practices be used in designing, constructing, and maintaining facilities.

Goal 2: Solid Waste and Recycling

Ensure that residents have cost-effective solid waste and recycling services.

Objectives:

1. Increase the amount of recycling on a per capita basis.
2. Decrease on a per capita basis the amount of waste generated that enters the waste stream.

Policies:

1. Continue to support waste reduction and recycling efforts.
2. Support the county's "Clean Sweep Program" to collect and safely dispose of household hazardous waste.
3. Encourage town residents to reduce the amount of household waste they generate, recycle more of their household waste and yard waste, and properly dispose of household hazardous waste.
4. Continue to offer brush disposal services at the landfill site.

Goal 3: Parks and Recreation

Develop a range of park facilities and programs to meet the current and anticipated needs of town residents.

Objectives:

1. Increase passive recreational opportunities such as bike and pedestrian trails.
2. Increase existing facilities use, and new ones that may be developed in the future.

3. Support recreation activities for youth and young adults.
4. Support cooperative planning to maintain area recreational opportunities for persons of all ages.

Policies:

1. Include residents in the management and design of public parks.
2. Ensure that existing parks and recreational facilities are properly maintained before creating new parks, trails, and open spaces.

TRANSPORTATION

Goal 1: Transportation Network

Support a diversified, safe, efficient, and environmentally-sound transportation network for moving people and goods.

Objectives:

1. Reduce the potential for traffic accidents and provide for safe transportation throughout the Town.
2. Support efforts to increase the diversity of transportation options available in the region.
3. Coordinate land use and transportation facilities so they support one another.
4. Minimize the negative impacts of future transportation projects to the greatest extent possible.
5. Reduce the amount of non-local traffic passing through residential subdivisions.

Policies:

1. Ensure that local road improvement projects are implemented consistent with Wisconsin's transportation plan.
2. Locate and design transportation projects to minimize negative impacts on neighborhoods and on agricultural, natural, cultural, and historic resources.
3. Limit the number of access points onto town roads while providing appropriate levels of access to private property.
4. Consider bicycle and pedestrian paths in conjunction with road improvement projects.
5. Promote multi-modal transportation systems in the region.
6. Consider developing Park & Ride lots in or near Stoughton.
7. Consider cost-effective commuter rail.
8. Coordinate land use and transportation facilities so they support one another.
9. Plan highway improvements concurrently with land use planning and growth management.
10. Coordinate trail systems within the context of broad transportation planning.

Goal 2: Railroad Transportation

Support a rail transportation network that safely and efficiently serves the region.

Objectives:

1. Support viable rail service.
2. Minimize the negative effects of the rail line through the community.
3. Maintain safety at rail crossings.

Policies:

1. Work cooperatively with local jurisdictions, businesses, and railroad operators to protect rail spurs from abandonment that currently serve businesses or have the potential to serve freight rail uses.
2. Endorse rail lines abandonment only after the corridor has been considered for conversion to trails through the Federal "Rails to Trails" program or similar program.
3. Support efforts to maintain or increase regional freight rail activity by encouraging expanded use by agricultural, commercial, and industrial interests.
4. Encourage the rail operator to properly maintain the rail line to ensure safety.

Goal 3: Pedestrian and Bicycle Travel

Support a complete network of pedestrian and bikeways throughout the community and with other areas in the region.

Objectives:

1. Increase opportunities for pedestrian and bike travel within the Town.
2. Increase pedestrian and bicycle safety.

Policies:

1. Advocate for adding bike lanes on state, county, and town roads where appropriate.
2. Support transportation programs that meet the special needs of the elderly, children, and disabled persons.
3. Work to encourage sidewalks and bike/pedestrian paths in appropriate areas.
4. Explore opportunities to connect town bike and pedestrian paths with those in the region.

ECONOMIC DEVELOPMENT

Goal 1: Economic Development

Support and contribute to local and regional economies, which sustain our way of life and compliment our rural character.

Objectives:

1. Maintain farming as an important part of our local economy.
2. Play our part in maintaining a sustainable regional economy.
3. Foster regional economic growth while preserving our rural character.

Policies:

1. Rezoning proposals shall be consistent with this plan.
2. Recognize our reliance on and contributions to regional economies.
3. Recognize and examine our role in and contributions to state and national economies. (e.g. tourism or farming industries)
4. Prevent local commercial and industrial development from undermining our rural character, our local farm economy, existing residential units, and natural resources.
5. Require new development to establish buffers where deemed appropriate to minimize negative effects on neighboring properties.
6. Avoid linear strip commercial development
7. Locate complementary land uses together.
8. Encourage green building technologies and practices be used in designing, constructing, and maintaining facilities.
9. Study increased coordination of regional economic development.
10. Monitor Stoughton's and surrounding Town's land use plans.
11. Maintain good working relationships with area municipalities within the regional economy.
12. Support locating major commercial development in or adjacent to existing urbanized areas where public sewer is available or planned.
13. Promote locating new development near or adjacent to population centers to reduce energy consumption and pollution from fossil fuel consumption.
14. Promote compact development patterns
15. Avoid spending any public funds and incurring any municipal debt for constructing municipal improvements and services associated with commercial and industrial development.
16. Land development costs shall be the responsibility of the developer.
17. Agribusiness uses within the agricultural district will be considered only if:
 - A location in the Town of Dunkirk is required to serve Town of Dunkirk farmers;
 - No prime agricultural land is used;
 - The Town of Dunkirk's rural character is maintained;

- Natural resources or environmentally sensitive land is not diminished;
- The quality of existing, adjacent housing stock is maintained; and
- The goals, objectives, and policies elsewhere in this plan are not undermined.

INTERGOVERNMENTAL COOPERATION

Goal 1: Intergovernmental Cooperation

Achieve a high level of intergovernmental cooperation.

Objectives:

1. Improve coordination with adjoining municipalities, the County, the State, and Federal agencies.
2. Cooperate with other governmental units where it could increase service efficiency for Town residents or minimize Town costs.

Policies:

1. Discuss common issues and explore opportunities for beneficial partnerships with nearby municipalities, area school districts, special districts, state agencies, federal agencies, lawmakers, nonprofit organizations, or other relevant entities.
2. Provide information to adjoining municipalities when requested.
3. Elicit review and comment from surrounding municipalities on proposed amendments to this plan.
4. Work with adjoining municipalities to save money and more efficiently provide public services by sharing resources, facilities, and services.

Goal 2: Development on Our Periphery

Adopt a boundary agreement with Stoughton and jointly develop a detailed development planning process to coordinate growth and protect the interests of Town residents.

Objectives:

1. Minimize the negative impact of annexation on Town residents.
2. Create a working relationship that seeks conflict resolution through mutual respect.

Policies:

1. Work with Stoughton to create a detailed development planning process that includes Town participation when Town property or land adjacent to Town

- property is annexed by the City. These plans would serve to ensure that city growth is compatible with existing Town land uses.
2. Encourage Stoughton to develop/redevelop its vacant and underutilized land prior to annexation.
 3. Continue efforts to negotiate a meaningful boundary agreement.

ISSUES AND OPPORTUNITIES

Goal 1: Community Involvement

Encourage residents to be involved in community activities.

Objectives:

1. Increase the number of families and individuals who volunteer their time.
2. Increase citizen involvement and interest in Town government.

Policies:

1. Recruit and benefit from the skills and expertise of residents by getting them involved in local government.
2. Encourage residents to vote.
3. Encourage residents to review draft plans, propose plan amendments, and participate in the development of rules and regulations.
4. Support programs in area schools that promote volunteerism among schoolchildren and mentoring by adults, especially the elderly.
5. Support programs involving school groups or service organizations that foster pride in the community (e.g., 4-H clubs, scouts, conservation clubs).
6. Make the Town Hall available for residents to use for family functions.
7. Allow residents to borrow folding chairs and tables for family functions.
8. Maintain membership on the Commission on Aging.
9. Support the Stoughton Area Senior Center.

IMPLEMENTATION

Goal 1: Plan Monitoring and Evaluation

Keep this comprehensive plan relevant, useable, timely, and accessible.

Objectives:

1. Regularly update the plan.

Policies:

1. Conduct a formal review of the plan at least once every five years consistent with state requirements.
2. Schedule annual reviews of the plan with a public hearing in January and provide an amendment procedure.

Goal 2: Governmental Operations

Objectives:

1. Provide cost-effective and efficient Town services.

Policies:

1. Town employees and officials will promptly respond to citizen inquiries and requests.
2. Innovative ways of doing business will be supported that foster efficiency, communication with residents, and open government.
3. Encourage the development of a Dunkirk trust for the betterment of the community.

LAND USE DISTRICTS

Future Land Use Districts

The future land use map included in the Maps section is intended to guide the future growth and development of Dunkirk over the next 20 years and beyond. It will serve as a guide for the plan commission and Town Board when making land use, zoning, and infrastructure related decisions. It will also provide direction for private sector property owners and potential developers when making decisions about the future of their properties within the town. The future land use plan is shown in the Maps section of this document and descriptions for the various districts are described below. The bulk of the town is located within the Agricultural Preservation District, which is intended to protect the rural character of the area and also to protect farmland from inappropriate development.

Agricultural Preservation District

The Agricultural Preservation District encompasses the vast majority of land within the Town and reflects the Town’s goal to maintain agriculture as a major economic activity—one important in preserving Dunkirk’s rural character. To meet this goal the Town has established policies that limit non-farm development to areas that minimize disruption of agricultural operations. *Goals, objectives, and policies related to this area*

are further described in Agricultural Preservation; Land Use; and Residential Development Patterns in Chapter 1. Density policies were first enacted upon adoption of the Town Land Use Plan on July 1, 1979.

Commercial District

Identifies a small area of existing Town commercial development along U.S. Highway 51 and includes some properties on Hoel Avenue.

Park/Open Space District

Designates an existing undeveloped parcel along U.S. Highway 51 and Velkommen Way for development of a trail connection between the City Virgin Lake trail and an existing greenway to the North. *Goals, Objectives, and Policies are outlined in Utilities & Community Facilities, Goal 3: Parks & Recreation.*

Public Resource Land District

Identifies existing Federal property adjacent to Grass Lake and State Department of Natural Resources property off Taylor Lane.

Conservancy District

Designates a lowland area extending from County Road N Eastward beyond Spring Road. *Goals, Objectives, and Policies are outlined in Agricultural, Natural & Cultural Resources, Goal 2: Natural Resources.*

DEFINITIONS

Access Lane: A means of access to fields, woodlots, and natural resources. These lanes are more impermanent by their design and material makeup because they merely provide occasional access.

Agricultural Land: Areas identified in the Town Plan as being most appropriate for preservation as long-term farm agricultural use based upon soils type, historical use, owner commitment, degree of investment, natural features, parcel size, and adjacent land uses.

Conservation Development: Housing in a rural setting that is characterized by compact lots and common open space, and where the natural features of land are maintained to the greatest extent possible.

Density: Development within the Agricultural Preservation District is limited to one residence per 40 contiguous acres under single ownership as of July 1, 1979.

Determination Date: For purpose of establishing density in this plan is July 1, 1979, which is the effective date of the original adoption of the Town Land Use Plan.

Developed: A parcel/lot is developed when a house is completed and a certificate of occupancy has been issued.

Driveway: A means of access to a home, farmstead, or business. Driveways are more permanent by their design and material makeup because they are created to provide daily access in all kinds of weather.

Farm Unit: Contiguous lands under common ownership, with roads and other public rights-of-way not interrupting contiguity.

Floodplain: The land adjacent to a body of water that has been or may be hereafter covered by floodwater.

Limited Transfer of Development Rights: A provision allowing a single owner of contiguous or noncontiguous property owned before August 22, 2000 to move development rights among these properties to better conserve productive farmland and valuable natural resources within the Town, provided all standards, conditions, and criteria are met and it is deemed in the best interest of the Town to do so.

Productive Farmland: Those areas with soils classified as prime farmland or those of statewide importance as shown on the Soil Productivity Classification and Land evaluation Site Assessment maps.

Public Services: For the purposes of this plan, includes transportation facilities, police, fire protection, and other services determined to be appropriate by the town.

Rural Character: A quality or implied character of a given parcel, area, or open space which distinguishes it as rural in nature, look or feel. (e.g. wetlands, floodplains, contours, ridgelines, woodlands, agricultural land, farms and cropland, or absence of urban influence)

Shoreland Area: All land in the unincorporated area of the Town which is 1,000 feet from the ordinary high water mark of any lake, pond, or flowage listed in *Surface Water Resources of Dane County* published by the Conservation Commission, 1969; and all lands which are 300 feet from the ordinary high water line or to the landward side of a floodplain of the navigable reaches of rivers and streams.

Single Ownership: Parcels owned by one individual, a married couple, a partnership, or a corporation including that individual.

Split: The act of dividing a parcel or the actual parcel itself as permitted in the agricultural preservation areas under the density policy.

Subdivisions: A division of a parcel of land where the act of division creates: five or more lots, parcels, or building sites of 15 acres or less in area; or five or more lots, parcels, or building sites of 15 acres or less in area by successive divisions within a period of five years.

Urban Services: Includes those services that should be provided in urban areas with particular emphasis on facilities on or in the land as part of the development process such as sanitary and storm sewer, and water supply and distribution.

Wetland: 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.

Woodland: May be any of the following: timberland, forest, woods, grove, thicket, copse, covert, coppice, or parkland.

TABLES

Table 1. To Do List (Implementation Activities)

Housing	2005 to 2009	2010 to 2014	2015 to 2019	2020 to 2024	Entity
1. Review the Town's/County's land development regulations to ensure that policies contained in this part are implemented.	X	X	X	X	Plan Commission
2. Develop and maintain an accounting of land splits.	X				Town Board
Transportation Network					
1. Adopt and use an official map to identify existing and planned transportation facilities.	X				Town Board
2. Conduct an annual review of the Town's streets using the PASER system as required by state law and use the results in developing a work program for improving the Town's roads.	X	X	X	X	Road Supervisor
Railroad Transportation					
1. Develop a letter to send to the rail operator.	X				Town Board
Pedestrian & Bicycle Traffic					
1. Make recommendations to the county and state Department of Transportation regarding bike lanes on state and county roads.	X	X	X	X	Town Board
2. Review zoning map/ future land use map to ensure that land development patterns provide opportunities for pedestrian transportation.	X	X	X	X	Plan Commission
3. Work with adjacent municipalities to provide bike and pedestrian trail extensions into the Town	X	X	X	X	Plan Commission
Stormwater Management					
1. Work with Stoughton to develop stormwater management regulations for new and existing development.	X				Town Board
2. Plan and budget for needed Town stormwater projects.	X	X	X	X	Town Board
Solid Waste and Recycling					
1. Periodically include information in the Town's newsletter about waste reduction, recycling, and proper disposal methods for household hazardous waste.	X	X	X	X	Town Board

Table 1 cont'd. To Do List (Implementation Activities)

Land Use	2005 to 2009	2010 to 2014	2015 to 2019	2020 to 2024	Entity
1. Work with Dane County to ensure that current land development regulations implement relevant policies contained in this plan.	X	X	X	X	Town Board
2. Work with Dane County to adopt design guidelines that encourage compact development patterns.		X			Town Board
3. For each rezoning proposal, ensure that it is consistent with the future land use map contained in this plan.	X	X	X	X	Plan Commission
4. Enforce the Town's zoning regulations on a consistent basis.	X	X	X	X	Plan Commission, Town Board, Dane County
Residential Development Patterns					
1. Work with Dane County to ensure that the County's land development code does not allow incompatible uses to be established in residential neighborhoods.	X	X	X	X	Plan Commission
2. Work with Dane County to establish a conservation subdivision ordinance.	X				Plan Commission
Development on Our Periphery					
1. Periodically inventory the land available to accommodate anticipated growth.	X	X	X	X	Plan Commission
2. Continue to work towards developing a boundary agreement with Stoughton.	X				Town Board
Economic Development					
1. Work with Dane County to ensure that the County's land development regulations allow home-based businesses in residential and agricultural districts where appropriate.	X				Plan Commission
Natural Resources					
1. Maintain a map of environmentally sensitive areas.	X	X	X	X	Town Board
2. Support Dane County in its efforts to adopt development restrictions for environmentally sensitive areas.	X				Town Board
3. Support groundwater conservation and protection practices in Yahara River/Lake Kegonsa watershed.	X	X	X	<u>X</u>	Town Board
Historic Preservation					
1. Work with the state and regional historical societies to identify historic properties.	X	X	X	X	Plan Commission
2. Enlist volunteers to develop a historical repository at the Town Hall.	X	X	X	X	Town Board

Table 1 cont'd. To Do List (Implementation Activities)

Parks and Recreation	2005 to 2009	2010 to 2014	2015 to 2019	2020 to 2024	Entity
1. Prepare an annual conditions report to identify maintenance needs for the Town's parks.	X	X	X	X	Park Superintendent
2. Develop a park, trail, and open space maintenance schedule.	X				Park Superintendent
3. Plan and budget for needed parks, trails, open spaces, and facilities.	X	X	X	X	Town Board
Community Involvement					
1. Continue to utilize the Town newsletter to inform residents of Town issues.	X	X	X	X	Town Board
2. Seek volunteers to create a website as a means of communicating with residents, visitors, business owners, and others.	X				Town Board
3. Maintain the media message board by Town Hall and/or other locations to disseminate local government notices.	X	X	X	X	Town Clerk
4. Continue to recognize the contributions of individuals and groups who help make the Town of Dunkirk a great place to live.	X	X	X	X	Town Board
5. Organize and maintain the Town maps display. Make it available for community use.	X	X	X	X	Plan Commission, Town Board, Town Clerk
Governmental Operations					
1. Offer employees and public officials training opportunities to help them meet citizen's needs.	X	X	X	X	All Town employees and officials
2. Research innovative ways of doing business that encourage communication between residents and Town government.	X	X	X	X	All Town employees and officials
Intergovernmental Cooperation					
1. Develop and maintain a listing of all active and terminated intergovernmental agreements.	X	X	X	X	Town Board
2. Send a letter to the Plan Commissions of the adjoining jurisdictions to propose periodic meetings to talk about issues of common concern and develop an overall strategy for development in the area.	X	X	X	X	Plan Commission
3. Maintain regular contacts with nearby municipalities, the school district, special districts, and other governmental entities.	X	X	X	X	Town Board
4. Negotiate a boundary agreement with City of Stoughton.	X				Town Board
5. Collaborate with city of Stoughton when town properties are proposed for annexation to the city.	X	X	X	X	Town Board

Table 1 cont'd. To Do List (Implementation Activities)

Plan Monitoring and Evaluation	2005 to 2009	2010 to 2014	2015 to 2019	2020 to 2024	Entity
1. Every 12 months, prepare and present a report to the Town Board summarizing: <ul style="list-style-type: none"> ▪ How the plan was used to direct major spending, regulatory, and construction decisions; ▪ How development and redevelopment did or did not coincide with the guidelines of this plan; ▪ How the Town has changed in ways that may call for amendments to the plan. 	X	X	X	X	Plan Commission
2. Review the adopted comprehensive plan and revise as necessary (minimum once every 5 years following adoption).	X	X	X	X	Plan Commission
3. Plan for and anticipate costs for amending this plan.	X	X	X	X	Plan Commission Town Board
4. Monitor the rate of growth on a yearly basis, and submit this information to the Town Board in a timely manner.	X	X	X	X	Plan Commission
5. Annually review the capital expenditure budget to ensure that infrastructure will meet the anticipated growth.	X	X	X	X	Town Board
6. Periodically review the amount of developable land available to determine if it meets the anticipated growth.	X	X	X	X	Plan Commission

CHAPTER 2 – ISSUES

PUBLIC PARTICIPATION PLAN

Prior to starting the comprehensive planning process, the Town Board adopted a public participation plan, consistent with state requirements (WI Stat. 66.1001(4)a), to document the ways Town residents would be involved in the preparation, review, and approval of the plan. Preparation and adoption of this plan occurred over a 48-month period.

The Town Board established an advisory planning committee, composed of the Town Board, Plan Commission, and two citizen members. The committee's responsibility was to develop the first draft of the plan. The committee identified and prioritized relevant issues to be addressed. A number of statewide policy plans (*Table 2-1*) were also reviewed as part of this planning effort.

Over the course of the planning project, a number of public meetings were conducted to identify and clarify the list of issues. On November 12, 2003, Town residents participated in an analysis of Strengths, Weaknesses, Opportunities and Threats (SWOT). This brainstorming session generated a working list of issues (*Table 2-2*) that were grouped under common themes. On February 19, 2004, a draft list of issues was presented at a public forum. Following this meeting, the list of issues was refined based on the public input.

SURVEY RESULTS

A community survey was sent in May 2004, to every household in the Town in an effort to collect resident opinions and preferences on a number of important questions relating to the preparation of this plan. The survey consisted of four pages and included 25 questions. Many of the questions were designed to solicit input on some of the issues identified in the SWOT analysis. Of the 802 surveys that were mailed, 377 were returned for a response rate of 47%. Survey results were used to fashion this plan's long-term vision. (*See Table 2-5 for a summary of the survey results. A copy of the complete report may be obtained from the Town Clerk*)

COMPARATIVE ANALYSIS: COMPARING COMMUNITIES

The planning process used to prepare this plan was conducted concurrently with the Towns of Albion, Blooming Grove, Pleasant Springs, and Rutland. Each Town identified issues that were important. While each Town had some unique issues, many issues were common to all five Towns. To compare the importance of the issues, a table was prepared showing the relative rank and the short-term trend (*Table 2-3*). This analysis was done to potentially identify areas of common concern that could be addressed in a cooperative fashion.

COMMUNITY VISION

Part of the planning process calls for imagining what the Town of Dunkirk might look like in the future. In understanding our history and analyzing our current state, it is our hope that in 2023 the Town of Dunkirk will be a place where:

- Agriculture is a major land use, and commercial development is agriculturally related.
- The Town's rural character is preserved and a clear delineation between town and city boundaries is maintained.
- Open space is protected and a greenway separates the Town from Stoughton.
- Growth occurs at a stable rate, and low taxes are maintained.
- Residents are served by commuter services that transport them to nearby employment centers.
- Bicycle and pedestrian trails are available for recreation, and as an alternative to automobile transportation.
- Groundwater is pure, and air quality is good.
- Town history and structures are preserved, shared, and recognized as a community asset.
- Town of Dunkirk residents will still be contributing to the economic health and well-being of many area communities.

The information provided in this chapter will help to guide decisions and decision-makers in the coming years. It will guide the formation, or revision, of land development regulations, including zoning regulations. It will guide capital expenditures made by the Town Board and the various Town departments.

Area communities may look upon it for background and notice of how we intend to grow within the Town of Dunkirk. It will also guide development occurring in the private sector as well as furnish information to a wide range of non-governmental organizations providing services within the community.

The Town has a lot to do with the quality of life in the community. It, however, recognizes that it does not do it all alone. Many other local entities also can contribute to achieve the overall vision for the Town. Churches, civic organizations, the school district, and community leaders, for example, can and do affect the quality of life for Town residents. Given the limited resources, these entities have, it will become very important for these entities to look for public/private partnerships whenever they can.

Furthermore, the lives of Dunkirk residents are involved in many communities in this region as we go there to: work; operate businesses or provide services; shop; use medical or professional services; use the school systems; enjoy entertainment; or connect in many other ways. We recognize both the needs Dunkirk residents have for opportunities beyond the Town of Dunkirk and also the contributions they have made elsewhere. (Examples include: a CEO of Boeing who grew up here; the founder of Stoughton who was a resident and office holder in the Town of Dunkirk; as well as doctors, lawyers, elected officials, teachers, business owners, workers, volunteers, athletes, and esteemed

citizens too numerous to list here.) Although “Wisconsin” or “the Madison area” or “Stoughton” might be mentioned as home in their biographical listings, we proudly recall all those who came from “Dunkirk”. We note this larger context as we focus herein on our community.

FUTURE LAND USE

Introduction

Among the most effective tools, a community possesses to influence its future environment and quality of life is the ability to control and direct future growth patterns. This can be accomplished in a variety of ways, but is most commonly accomplished through zoning and land development ordinances and the way it provides local infrastructure. Through the zoning powers exercised by Dane County, Dunkirk has the opportunity to guide future growth in a manner that enhances its residents’ quality of life and is consistent with its long-term vision.

Misguided or inappropriate use of these tools can lead to undesirable results including unnecessary land use conflicts, inefficient service delivery, a decreased quality of life, and premature loss of agricultural farmland, among other potential problems.

In order to effectively plan for efficient and environmentally sound growth, it is necessary to identify those areas that inherently have constraints for development and those areas where new development should not occur at all or in limited circumstances. In the background report, environmental constraints for development were identified and mapped, including wetlands and floodplains. These factors are carried forward in this document and are portrayed on a development factors map.

Using this information as a point of reference, a number of alternative development scenarios were developed. Each was developed and evaluated as the town crafted its long-term vision. As the vision of the community became more refined, a final land use plan was developed for future land uses.

As noted elsewhere in this plan, it will be necessary to periodically review and update this plan, and potentially the future land use map to ensure that local development preferences are maintained.

Development Factors

There is a wide range of factors that will ultimately affect future land use in Dunkirk.

Wetlands and floodplains are found along the Yahara River, and throughout various other areas of the town. In addition, hydric soils are found in many other areas. Hydric soils are defined as soils that are formed under conditions of saturation, flooding or ponding long enough during the growing season to develop anaerobic conditions in the upper part.

They are one of three criteria used for delineating wetlands, therefore the presence of hydric soils indicates that the presence of wetlands should be considered.

Some smaller areas having steep slopes, or slopes greater than 12.5 percent, are also found throughout Dunkirk. Although these slopes do not prohibit development, they create additional considerations including a greater need for post-development erosion control, and issues with road construction, maintenance, safety, undue diminishment of rural character, and others. It is also important to recognize that areas with slopes greater than 12 percent are typically designated as environmental corridor at the time the land is brought into the urban service area.

The majority of the town is considered prime farmland, based on soil characteristics. Soils are classified by the U.S. Department of Agriculture, Natural Resources Conservation Service according to their suitability for growing most kinds of field crops. Soils are grouped into eight different classes. Class I, II, and III are considered prime farmland.

A small area of the town, adjacent to Stoughton, is designated as environmental corridor. Environmental corridors, as delineated by the Dane County Regional Planning Commission, are systems of open space within the urban service area that include environmentally sensitive lands, natural resources requiring protection from disturbance and development, and lands needed for recreation and open space. These areas are delineated to help local governments and other agencies make decisions regarding the location of development. An important reason to define and map the corridors is for the review of sewer extensions and sewer service areas, to direct urban development to areas outside the environmental corridors.

Intergovernmental Cooperation with the City of Stoughton

We recognize that the City of Stoughton Comprehensive Plan overlaps ours in places. Our intentions and their intentions for that same acreage may be dissimilar. The Town of Dunkirk created a Boundary Agreement Committee to meet with the City of Stoughton to explore ways to work through planning issues involving land on Stoughton's periphery—land presently in the Town of Dunkirk and adjacent to many Town of Dunkirk residents. After several years of efforts by that committee, an agreement has not been reached yet. Therefore, we recognize at the moment there will be dissimilarities in our respective Comprehensive Land Use Plans. We continue to hope that the City of Stoughton, in furtherance of Smart Growth cooperative efforts and combined efficiencies, will include the Town of Dunkirk in planning new neighborhoods on their periphery—neighborhoods that will in time be blending in existing homes, businesses, and land now a part of Dunkirk.

Economic Development

This section documents in general terms the Town's approach to economic development. It has a limited scope and does not substitute for a detailed economic development plan or strategic plan. Economic development is considered primarily from the perspective of

its relationship to land use. The early settlers of Dunkirk developed a strong farming economy that maintained the rural landscape. The farm families relied on regional businesses for goods and services and regional businesses, in turn, relied on this customer base. This mutually beneficial relationship continues to this day.

The types of economic activity that are compatible with the Town's long-term vision were identified as part of the planning process. The question was asked: "What types of economic activities are appropriate within Dunkirk?" Based on public input at meetings, survey results, and committee discussion at various meetings, businesses were identified that would not interfere with farming operations or undermine the Town's rural character.

Appropriate Businesses may include: farming; home occupations; rural farm-based businesses; diversified agricultural opportunities; and non-farm businesses, which are compatible with rural character.

Economic strengths and weaknesses were also identified in **Table 2-2** that serve to attract/maintain compatible businesses or discourage location here.

PRIORITIES

Table 2-4 lists the issues that this plan is intended to address. Each was ranked using a 10-point scale to help determine the relative importance of each. Also, each issue was evaluated to determine if the issue is becoming more important or less important, or whether it is stable with little movement anticipated in five years.

TABLES

Table 2-1. Statewide Plans: 1994 to 2004

Title	State Agency	Year
<i>Translink 21</i>	Department of Transportation	1994
<i>Wisconsin Bicycle Transportation Plan: 2020</i>	Department of Transportation	1998
<i>Midwest Regional Rail System</i>	Department of Transportation	2000
<i>Wisconsin State Highway Plan 2020</i>	Department of Transportation	2000
<i>Wisconsin State Airport System Plan 2020</i>	Department of Transportation	2000
<i>State Recreational Trails Network Plan</i>	Department of Transportation	2001
<i>Wisconsin Pedestrian Plan</i>	Department of Transportation	2001
<i>Wisconsin Statewide Comprehensive Outdoor Recreation Plan 2000-2005</i>	Department of Natural Resources	2000
<i>State Rail Plan</i>	Department of Transportation	Pending
<i>Wisconsin Consolidated Housing Plan; 2000-2005</i>	Department of Administration and Department of Commerce	2000
<i>Wisconsin Historic Preservation Plan; 2001–2005</i>	Wisconsin Historical Society	2001
<i>State of Wisconsin Hazard Mitigation Plan</i>	Wisconsin Emergency Management	2001

On November 12, 2003, a public meeting was held with Town officials and residents to identify important issues facing the Town. The comments are shown below and are grouped together in general categories.

Table 2-2. Identification of Strengths, Weaknesses, Opportunities, and Threats

	Strength	Weakness	Opportunity	Threat
Parks and Recreation			<ul style="list-style-type: none"> ▪ Parks maintained-not developed 	
Community Character	<ul style="list-style-type: none"> ▪ Great neighbors ▪ Rural character ▪ Seasoned Town leadership 	<ul style="list-style-type: none"> ▪ Changing population – fewer farmers, more newcomers ▪ Loss of familiarity with neighbors ▪ Politically inspired “tom foolery” ▪ Difficulty of enlisting citizens in Town projects/affairs ▪ Encroaching development ▪ Too close to metropolitan area ▪ Not skeptical enough about depths some are willing to sink ▪ Communication to residents 	<ul style="list-style-type: none"> ▪ Beauty ▪ Serenity ▪ Peaceful 	<ul style="list-style-type: none"> ▪ City annexations ▪ Lack of community involvement
Land Use	<ul style="list-style-type: none"> ▪ Less pressure from City of Stoughton than other municipalities (i.e., Madison to north of Stoughton) ▪ Open spaces ▪ Low population ▪ Willing to try to preserve farmland and open space ▪ For the most part, small amount of development 	<ul style="list-style-type: none"> ▪ Pressure from Stoughton ▪ Big brother attitude of City of Stoughton ▪ Continued pressure from annexation from Stoughton 	<ul style="list-style-type: none"> ▪ Yahara River – reserve natural state ▪ Smart growth gives us some moral leverage with Stoughton 	<ul style="list-style-type: none"> ▪ City of Stoughton ▪ Housing/development pressure ▪ Unscrupulous developers ▪ Annexations-City of Stoughton
Historic Preservation	<ul style="list-style-type: none"> ▪ Our history 		<ul style="list-style-type: none"> ▪ We have an interesting history 	

Table 2-2 cont'd. Identification of Strengths, Weaknesses, Opportunities, and Threats

Housing	<ul style="list-style-type: none"> ▪ Low taxes ▪ Low mill rate taxes 			<ul style="list-style-type: none"> ▪ More scattered housing developments ▪ Uncontrolled sprawl versus controlled development
Transportation	<ul style="list-style-type: none"> ▪ Proximity to Town ▪ Good roads and good maintenance ▪ Well maintained roads for easy travel throughout Township 	<ul style="list-style-type: none"> ▪ Increased traffic on rural roads 		
Economic Development	<ul style="list-style-type: none"> ▪ Very sound financially ▪ Town services well provided ▪ Close to large job market 	<ul style="list-style-type: none"> ▪ No growth/declining residents/population 		
Agricultural, Natural and Cultural Resources	<ul style="list-style-type: none"> ▪ Fertile farm land ▪ Rural character ▪ Natural resources ▪ Open space ▪ Agricultural base ▪ Farm county ▪ Excellent soils for agriculture ▪ A lot of good land suitable for farming 	<ul style="list-style-type: none"> ▪ Loss of dairy farms ▪ No place for wildlife-every woods has a house in it ▪ People are willing to complain but shirk any duty to get involved 	<ul style="list-style-type: none"> ▪ Low taxes good for farming ▪ We have a wealth of natural resources ▪ Preservation of natural resources-designate areas ▪ Opportunity of promoting farmers/agriculture as the pride of the Township ▪ People have a vested interest in seeing the community grow in ways they are comfortable with 	<ul style="list-style-type: none"> ▪ Greedy developers ▪ Very few young on the farm ▪ Yahara River – fluctuations in river levels
Utilities And Community Facilities	<ul style="list-style-type: none"> ▪ Easy access to opportunities/resources not in town ▪ Health care ▪ Local stores ▪ Small scale municipalities ▪ Convenient to healthcare and good schools 	<ul style="list-style-type: none"> ▪ Increased need for services ▪ Declining state/federal aids ▪ Stoughton's proximity is threatening our adjacent neighborhoods 	<ul style="list-style-type: none"> ▪ Financial constraints on Town for providing services ▪ Costs of public safety ▪ Loss of local government control 	
Misc.	<ul style="list-style-type: none"> ▪ Convenient to shopping 		<ul style="list-style-type: none"> ▪ There are an awful lot of fine people living in the township 	<ul style="list-style-type: none"> ▪ Manipulative developers

Table 2-3. Issue Identification Matrix

Issue	Rank and Trend by Jurisdiction									
	Town of Albion		Town of Blooming Grove		Town of Dunkirk		Town of Pleasant Springs		Town of Rutland	
	Rank	Trend	Rank	Trend	Rank	Trend	Rank	Trend	Rank	Trend
Lack of interest in local issues until personally affected	9	▲	10	—	8	▲	8	—	8	—
Polarization of public opinion on local issues	9	▲	7	—	9	▲	2	—	8	▲
Increasing volunteerism and community involvement	7	▲	9	—	5	—	6	▲	8	—
Loss of state shared revenue	8	▲	10	▲	10	▲	10	▲	7	▲
Aging of population	9	▲	6	—	7	▲	3	—	5	▲
Lack of community identity	6	▲	10	▲	1	—	2	—	8	—
Maintenance of quality of life	9	▲	3	—	1	—	9	▲	9	▲
Few pedestrian paths in Town	1	▲	10	▲	9	▲	5	▲	9	▲
Increasing traffic levels	9	▲	10	▲	9	▲	8	▲	8	▲
Number of speeding motorists	9	▲	10	▲	9	▲	8	▲	10	▲
Safety concerns at problem intersections	10	▲	10	▲	5	▲	2	—	9	▲
Maintenance of local roads	8	▲	10	▲	5	▲	8	▲	5	▲
Quality of K-12 education	6	▼	9	—	1	—	1	—	8	▲
Farmland loss	5	—	10	▲	5	▲	8	▲	9	▲
Decline in the local farm economy	7	▼	10	▲	8	▲	5	—	9	▲
Decline in the state and national farm economy	7	▼	10	▲	8	▲	2	—	9	▲
Conflict between rural and urban values	8	▲	10	▲	10	▲	5	—	4	▲
Cumulative environmental impacts	7	▲	10	▲	1	—	3	—	8	▲
Air quality	9	▼	10	▲	1	—	2	—	7	▲
Surface water quality	7	—	10	▲	1	—	7	▲	8	▲
Ground water quality	8	—	10	▲	5	▲	9	▲	8	▲
Decline in local farm economy	7	▼	9	▲	10	▲	2	—	8	▲
Growing opportunities for home occupations	10	▲	7	—	5	▲	7	▲	5	▲
Annexation	8	—	10	▲	10	▲	10	▲	9	▲
Competition for tax base growth with other jurisdictions in region	9	▲	10	▲	1	—	2	—	9	▲
Opportunities for intergovernmental cooperation	8	▲	10	▲	10	▲	8	▲	9	▲
Encroachment of incompatible land uses	4	▼	5	—	6	▲	8	▲	9	▲
Loss of rural character	1	—	9	▲	5	▲	9	▲	8	▲

Key for Rank:

1 is low importance and 10 is high

Key for Trend:

- ▲ The issue is anticipated to become more important in the coming years.
- ▼ The issue is anticipated to become less important in the coming years.
- The issue will likely remain stable in the coming years.

Table 2-4. Priorities

	Importance										Trend	
	Low								High			
Agriculture												
Farmland loss	●	●	●	●	●							▲
Decline in the local farm economy	●	●	●	●	●	●	●	●				▲
Decline in the state and national farm economy	●	●	●	●	●	●	●	●				▲
Conflict between rural and urban values	●	●	●	●	●	●	●	●	●	●		▲
Farm agglomeration	●											—
Conversion of working farms to hobby farms	●	●	●	●	●							▲
Natural Resources												
Cumulative environmental impacts	●											—
Air quality	●											—
Surface water quality	●											—
Ground water quality	●	●	●	●	●							▲
Flooding	●											—
Stormwater	●											—
Lack of, or improper, woodlot management	●	●	●	●	●							—
Loss of wetlands	●											—
Development along shores of area lakes and rivers	●											—
Development on steep slopes	●											—
Land Use												
Encroachment of incompatible land uses	●	●	●	●	●	●						▲
Existing land use conflicts	●	●	●	●	●	●	●					▲
Brownfield sites	●											—
Inappropriate signage (size, location, etc.)	●											—
Cell towers (location, height, appearance)	●											—
Loss of rural character	●	●	●	●	●							▲
Scattered commercial uses	●											—
Amount of land in public ownership (federal, state, county, local)	●											—
High-voltage transmission lines (existing/planned)	●											—
“Cost” of managing growth	●	●	●	●	●							▲
“Cost” of not managing growth	●	●	●	●	●							▲
Developing a mechanism to incorporate conservation subdivision design into more residential projects	●	●	●	●	●							▲
Demographics												
Aging of Population	●	●	●	●	●	●	●					▲
Changing nature of households (more single members, etc.)	●											—
Declining household size	●	●										—

Table 2-4 cont'd. Priorities

	Importance										Trend	
	Low									High		
Housing												
Affordability	●	●	●									—
Housing age/maintenance	●	●	●	●	●	●						▲
Few options for housing other than single-family units	●	●										—
Few housing options for certain groups (elderly, handicapped) in the Town	●											—
Community Character												
Unsightly or blighted properties	●	●	●	●								—
Becoming more of a bedroom community	●											—
Lack of community identity	●											—
Crime	●											—
No town center	●											—
Maintenance of quality of life	●											—
Historic preservation	●	●	●	●	●							—
Utilities and Community Facilities												
Child care services	●											—
Health care services	●											—
Quality of K-12 education	●											—
Lack of recreation facilities for youth	●											—
Lack of recreation facilities for teenagers	●											—
Lack of recreation facilities for elderly	●											—
Maintenance of park facilities	●											—
Citizens wanting more public facilities	●											—
Energy supply	●											—
Electrical distribution	●											—
Need for more Town hall space (office space, public meetings)	●	●	●									▲
Provision of more organized sport facilities	●											—
Provision of more passive / unorganized recreation opportunities	●											—
Lack of high-speed Internet access	●											—
Transportation												
Few pedestrian paths in Town	●	●	●	●	●	●	●	●	●	●		▲
Increasing traffic levels	●	●	●	●	●	●	●	●	●	●		▲
Number of speeding motorists	●	●	●	●	●	●	●	●	●	●		▲
Safety concerns at problem intersections	●	●	●	●	●							▲
Induced growth pressures associated with road improvement projects	●											—
Maintenance of local roads	●	●	●	●	●							▲
Limited specialized transportation for elderly, handicapped	●											—
Through traffic in residential areas	●	●	●									▲

Table 2-4 cont'd. Priorities

Economic Development											
Lack of jobs in the Town	●										—
Decline in local farm economy	●	●	●	●	●	●	●	●	●	●	▲
Growing opportunities for home occupations	●	●	●	●	●						▲
Comparatively low household income as compared to others in region	●										—
Tax Base											
Loss of state shared revenue	●	●	●	●	●	●	●	●	●	●	▲
Citizens wanting lower local property taxes	●	●	●	●							—
Over reliance on residential property	●	●	●	●	●						—
Potential negative impacts of growth on local property taxes	●	●	●	●	●						—
Governance/Citizen Involvement											
Lack of interest in serving in an elected capacity	●	●	●	●	●						▲
Lack of interest in local issues until personally affected	●	●	●	●	●	●	●	●			▲
Polarization of public opinion on local issues	●	●	●	●	●	●	●	●	●		▲
Development of new avenues to inform town residents	●	●	●	●	●	●	●	●			▲
Increasing volunteerism and community involvement	●	●	●	●	●						—
Intergovernmental Cooperation											
Annexation	●	●	●	●	●	●	●	●	●	●	▲
Competition for tax base growth with other jurisdictions in region	●										—
Opportunities for intergovernmental cooperation	●	●	●	●	●	●	●	●	●	●	▲
										Importance	

Key for Trend:

- ▲ The issue is anticipated to become more important in the coming years.
- ▼ The issue is anticipated to become less important in the coming years.
- The issue will likely remain stable in the coming years.

Table 2-5 Community Survey Results Summary

Town of Dunkirk						
Confidential Community Survey - 2004						
The Town is in the process of preparing a smart growth comprehensive plan and wants to learn more about what Town residents think about a number of issues. This information will help us to serve you better. This survey is completely confidential and you may leave any question blank. Please put the completed survey in the mail by May 7, 2004.						
Future Growth and Development						
1. How do you feel about the Town of Dunkirk as a place to live?						
<i>Excellent</i>	41.1%	<i>Good</i>	53.3%	<i>Fair</i>	4.2%	
<i>Poor</i>	0.3%	<i>No opinion</i> ..	0.0%			
2. How do you feel about the Town of Dunkirk as a place to work?						
<i>Excellent</i>	12.5%	<i>Good</i>	12.2%	<i>Fair</i>	6.1%	
<i>Poor</i>	11.1%	<i>No opinion</i>	5.6%	<i>Not applicable</i> ..	50.7%	
3. Over the last ten years, the quality of life in the Town has?						
<i>Improved</i>	16.2%	<i>Stayed the same</i>	54.1%	<i>Declined</i>	15.9%	
<i>No opinion</i>	10.3%					
4. Over the next five years, do you expect the quality of life in the Town to?						
<i>Improve</i>	22.0%	<i>Stay the same</i>	47.2%	<i>Worsen</i>	24.9%	
<i>No opinion</i>	4.0%					
5. For each of the following statements, select one choice that best matches your opinion. The Town should:						
		<i>Strongly agree</i>	<i>Agree</i>	<i>Disagree</i>	<i>Strongly disagree</i>	<i>No opinion</i>
aggressively work to block or slow the expansion (annexation) of the City of Stoughton.....	55.2%	24.1%	9.0%	6.9%	4.5%	
relax its land use controls to permit more development.....	4.2%	13.5%	29.7%	47.7%	4.0%	
do more to attract commercial projects.....	4.2%	21.2%	31.8%	36.1%	6.1%	
do more to attract industrial projects.....	3.7%	14.9%	33.4%	39.8%	7.2%	
lower local property taxes even if this means a reduction in the current level of service.....	8.0%	26.0%	46.7%	14.9%	3.2%	
work cooperatively with adjoining municipalities to increase cost efficiencies and overall coordination.....	34.7%	56.5%	2.7%	0.5%	4.2%	
work to preserve farmland by limiting development.....	46.2%	38.7%	9.3%	2.7%	2.9%	
require developers to pay for the added costs of providing local services that are needed to serve their projects.....	68.4%	25.7%	1.9%	1.1%	2.4%	
work to create an industrial or commercial park by using local tax revenue.....	0.8%	14.9%	39.5%	34.2%	8.2%	
work to maintain the area's rural character.....	54.4%	35.8%	3.7%	0.5%	4.8%	
raise local property taxes to protect the rural character of the Town by purchasing development rights from farmers and other property owners with large parcels.....	9.8%	23.9%	36.6%	18.8%	8.8%	
redirect new commercial or industrial development to villages and cities in the area.....	18.8%	47.2%	17.0%	4.0%	10.6%	
invest more money to maintain existing infrastructure before creating more infrastructure (e.g. roads, bridges).....	18.3%	64.7%	7.2%	2.4%	6.9%	
adopt more restrictive regulations to control the location, size, and design of signs/billboards.....	25.7%	45.9%	10.1%	1.6%	15.6%	
adopt more restrictive regulations to control the location, size, and design of cell towers.....	19.9%	45.6%	16.2%	2.7%	14.9%	
allow property owners to transfer their development rights to other property owners in the Town.....	8.8%	20.2%	28.4%	17.5%	21.8%	
allow non-metallic mining (gravel pits) within the Town.....	4.8%	30.0%	30.8%	22.5%	10.3%	
6. Over the last decade the Town's population has declined by 3.2 percent (68 people). Compared to the last decade, what should happen to the Town's population in the future?						
Allow the declining trend to continue.....	10.1%	Reverse the trend, and grow slowly.....	35.5%	<i>No opinion</i>	3.7%	
Remain stable.....	47.5%	Reverse the trend, and grow aggressively.....	2.7%			

7. Listed below are different types of land uses. Indicate your level of support for allowing these in the more rural areas of the Town.					
	<i>Strongly agree</i>	<i>Agree</i>	<i>Disagree</i>	<i>Strongly disagree</i>	<i>No opinion</i>
Residential subdivisions.....	5.0%	26.8%	31.0%	31.3%	3.7%
Single-family homes not in subdivisions	11.7%	58.4%	14.9%	10.1%	3.4%
Duplexes.....	2.1%	20.4%	41.1%	33.2%	2.1%
Apartments (three or more units)	0.8%	7.4%	39.5%	49.1%	2.1%
Commercial/retail.....	1.6%	26.3%	32.9%	33.4%	5.0%
Professional/office	1.6%	32.9%	28.4%	30.2%	5.6%
Manufacturing/industrial.....	1.1%	20.2%	35.8%	37.1%	4.0%
Hobby farms	15.6%	68.7%	7.2%	3.4%	3.2%
Family farms	42.4%	53.1%	1.6%	0.8%	1.1%
Large scale commercial farms.....	2.9%	26.8%	35.5%	27.3%	5.8%
Recreation (e.g. parks, golf courses)	13.3%	52.8%	17.5%	9.0%	4.5%
Warehousing/contractor storage/mini-storage	1.1%	19.6%	40.3%	30.2%	6.1%
8. Is there currently a need in the Town for new housing of the following types?					
	<i>Yes</i>	<i>No</i>	<i>No opinion</i>		
Single-family	43.8%	42.2%	12.5%		
Duplexes.....	12.5%	77.2%	8.8%		
Condominiums/Apartments (three or more units)	6.9%	84.9%	6.6%		
Assisted living for seniors/Nursing homes	25.5%	56.8%	16.4%		
Mobile homes	1.9%	89.7%	6.1%		
9. What percent of the new housing units in this Region should be located in or near existing urbanized areas?					
<i>None</i>	11.9%	<i>About one-quarter</i>	8.2%	<i>About half</i>	11.9%
		<i>About three-quarters</i>	12.5%	<i>Almost all</i>	33.7%
		<i>No opinion</i>			19.1%
10. In the more rural areas of the Town, what should be the minimum lot size for residential lots?					
<i>about 2 acres</i>	47.7%	<i>about 5 acres</i>	24.1%	<i>about 10 acres</i>	7.7%
		<i>about 20 acres</i>	3.2%	<i>about 30 acres</i>	5.8%
		<i>about 40 acres</i>	3.4%	<i>more than 40 acres</i>	3.7%
11. Do residents have an adequate opportunity to express their opinions on local issues?					
<i>Yes</i>	62.6%	<i>No</i>	21.8%	<i>No opinion</i> 14.1%	
12. Some communities are using "conservation subdivisions" as a means to allow some residential development in rural settings. Conservation subdivisions are housing developments where lots are smaller than normally required and they are grouped together in clusters. The majority of the property remains undeveloped and can be used for agricultural purposes, resource protection, and the like. The diagram below illustrates an example of a conservation subdivision and how it contrasts with a typical "cookie-cutter" subdivision approach. How should the Town use the conservation subdivision approach in the coming years?					
<i>Conservation subdivisions should be required</i>	50.4%	<i>Conservation subdivisions should not be required, but allowed as an option for a developer to choose</i>	30.8%	<i>No opinion</i> 17.2%	

13. Please rate the following services

	<i>Excellent</i>	<i>Good</i>	<i>Fair</i>	<i>Poor</i>	<i>No opinion</i>
Police protection	15.4%	56.2%	17.2%	3.7%	6.1%
Fire protection	26.0%	56.8%	8.8%	1.3%	5.8%
EMS (Emergency Medical Service)	28.1%	51.2%	10.1%	0.5%	8.0%
Trash collection	33.4%	56.2%	7.4%	1.3%	0.8%
Recycling	27.3%	56.5%	11.1%	1.1%	3.4%
Storm water management.....	9.3%	37.9%	15.4%	2.9%	31.8%
Snow removal	28.6%	55.4%	10.6%	2.9%	1.3%
Road repairs and maintenance	15.4%	54.4%	25.5%	3.2%	0.3%
Library services	22.3%	46.7%	5.8%	1.6%	21.8%
Traffic enforcement	9.8%	43.0%	19.6%	10.9%	15.1%
Planning and zoning	4.2%	32.1%	31.3%	14.3%	15.4%
School district	12.5%	52.0%	16.7%	5.0%	12.5%
Communication with residents	5.6%	40.1%	31.8%	14.3%	6.4%
Recreation for youth.....	3.4%	22.0%	30.2%	16.4%	27.3%
Recreation for adults.....	3.2%	26.0%	29.7%	17.0%	22.8%
Recreation for the elderly	4.5%	18.8%	22.5%	17.8%	34.5%
Town administrative services.....	7.7%	48.0%	26.0%	4.0%	11.9%

14. Is there a Town park near you? Yes 54.9% No 36.6% Not sure..... 6.9%

15. How many times in the last year have you, or members of your household, visited a Town park?
 0 44.6%¹ - 5 times 32.6%⁶ - 10 times 9.8%¹¹ - 20 times 4.8% more than 20 times. 6.9%

16. The Town park system should be? Expanded23.6% Decreased 2.1% Maintained57.8% No opinion12.7%

17. If the Town chooses to expand the park system check up to FIVE of the most important items listed below that the Town should add or expand.

Outdoor swimming pool ...	13.0%	Cross country ski trails.....	15.4%	Nature areas	57.8%	Horseshoe pits.....	3.4%
Indoor swimming pool	2.7%	Bike trails	40.1%	Public gardens	19.4%	Archery range	5.3%
Volleyball courts.....	14.9%	Exercise trails	32.4%	Racquetball courts.....	20.4%	Rifle/shooting range.....	19.1%
Outdoor ice rinks.....	9.8%	Dog walking parks	20.4%	Tennis courts	4.8%	Public hunting grounds ...	18.3%
Indoor ice arena.....	1.6%	Outdoor basketball courts	8.2%	Soccer fields	3.2%	Skate boarding and/or rollerblading area	3.7%
Sledding hills.....	20.4%	Indoor basketball courts...	1.3%	Baseball diamonds.....	4.5%	Horse trails.....	5.8%
Snowmobile trails.....	5.0%	Fitness room	4.5%	Softball diamonds	6.4%	ATV trails	10.1%
Hiking/walking trails	62.1%	Picnic areas	40.6%	Little league diamonds	6.4%		

Background Questions

18. Are you a full-time resident? Yes..... 94.2% No..... 3.4%
19. How long have you lived in the Town? less than 5 years..... 14.1% 11 to 20 years..... 25.5%
5 to 10 years 12.5% 21 or more years..... 44.3%
20. What is your age? 18 - 24..... 0.5% 25 - 34..... 8.0% 35 - 44..... 19.6% 45 - 64..... 50.4% 65 and over.. 20.4%
21. Do you own or rent your dwelling unit? Own..... 95.8% Rent..... 1.1%
22. Which one of the following best describes the parcel you live on?

A lot in a residential subdivision	38.5%	A tract of land in the country between 5 and 20 acres	10.1%	A hobby farm	6.1%
Riverfront property.....	8.2%	A tract of land in the country more than 20 acres.....	5.8%	A family farm	8.8%
A tract of land in the country less than 5 acres.....	20.2%				
23. What is the single most important reason why you are currently living in the Town (SELECT ONE)?

Born and raised here	11.9%	Close to urban amenities, but like rural living	38.2%	Lower housing costs when compared to other areas in the region	4.8%	None of the above.....	3.7%
Near family.....	4.0%	Lower cost of living when compared to other areas in the region	9.3%	Employment/business opportunities	2.7%		
Rural life style	22.5%						
24. Looking at the map, identify the area of the Town where you reside? A... 62.9% B... 9.0% C... 7.4% D... 12.5%
25. You may include other comments in the space below.

Thank you. We really appreciate the time you spent thinking about Dunkirk and its future.

CHAPTER 3 – PLAN-BASED FORECASTS

INTRODUCTION

This chapter presents each of the four 20-year forecasts that are fundamental to the preparation of this plan. The smart growth legislation requires that the plan be based on population forecasts over the 20-year planning horizon. The anticipated population base can then be translated into the number of additional housing units that will be needed over the planning period to accommodate the anticipated population base. This same section of the legislation also requires a set of 20-year forecasts for employment.

The final set of forecasts relates to future land use and arises out of the foregoing forecasts. The future land use plan must show additional land for development to accommodate the anticipated number of new households and to facilitate the addition of new employment opportunities.

Table 3-1 presents the four sets of forecasts. The following sections in this chapter present background information about each of the forecasts and describe in more detail how they were prepared.

POPULATION

National and Statewide Demographic Trends

Before describing the historical population change in the Town of Dunkirk, it is important to consider the larger picture by briefly looking at national and statewide demographic trends and shifts. As depicted in **Table 3-2**, the population of the United States has increased steadily from its founding to the current day. During the last decade (1990-2000), however, the rate of population growth was near record levels. Most of the growth resulted from immigration, not from natural increase through births. Changes in immigration law at the federal level will likely continue to facilitate immigration from other countries, especially from Mexico and countries throughout Latin America.

Because of the significant level of immigration in recent years and other demographic shifts, the population center of the United States is moving south and west, as depicted in **Table 3-3**.

The nature of households is also changing throughout the United States. Although married-couple households are most common, they are losing ground to other living arrangements as shown in **Table 3-4**. As the proportion of married-couple households declines, we see a significant growth in one-person households. Although the data presented here is for the entire United States and may not reflect precisely what is happening in the Town of Dunkirk, it is a trend that should be considered in fashioning

this plan and especially in assessing the types of housing units that may be needed in the coming years in the region.

At the state level, the population has been increasing, but slower than the national rate, and at a substantially slower rate when compared to many states in the west and south as noted in the previous section. Between 1970 and 2000, nearly one million new residents have been added to the state. The rate of growth between 1990 and 2000 was 9.6 percent, which was twice the rate of growth experienced in the preceding decade.

Most of the state's growth is centered in and around the Madison and Milwaukee metropolitan areas, along the Fox River Valley, and in St. Croix County as depicted in **Table 3-5**.

Regional Population Change

In Dane County, the population grew by 136,254 residents from 1970 to 2000 as shown in **Table 3-6**. The rate of population growth the Towns of Albion, Blooming Grove, and Dunkirk have experienced has been negative whereas elsewhere in the county many of the towns have been experiencing growth. The town of Bristol has experienced the highest rate of growth (47%), over the past ten years. Other towns appear to be growing at a pace similar to that of Pleasant Springs and Rutland, 14.8 and 19.1 percent, respectively. Between 1970 and 2000, most of the growth occurred in the cities (214,870 new residents) when compared to the county's 10 villages (64,836 new residents). A majority of the county's growth occurred in Madison or in villages or cities that are in close proximity to Madison. Out of all the municipalities in Dane County, the Village of Cottage Grove experienced the highest growth rate (259%) between 1990 and 2000.

POPULATION FORECASTS

A community can directly and indirectly affect how fast it grows and the type of growth that occurs through the policies it adopts and the actions it takes. A community could capture a disproportionate share of new development within the region by improving infrastructure, creating incentives, creating public/private partnerships, and using its resources to make projects happen. Likewise, a community could slow the natural rate of growth by instituting certain policies to limit new development and engage its energies to keep service costs low, preserve land and natural resources, maintain quality neighborhoods, nurture its farm economy, and contribute to a growing regional economy.

Although a community can affect the rate of growth, it needs to take stock of historical growth patterns and understand its strengths and weaknesses relative to the other locales within the regional market. After evaluating a number of growth rates and looking at potential consequences of each, an annual average growth rate of 0.1 percent was selected and is used throughout this plan. This rate is consistent with the town's long-term vision as articulated in Chapter 2 and is a realistic assessment.

Table 3-7 shows the year-end population counts and the number of new residents added in each of the five-year increments based on this growth rate. Between 2005 and 2024, approximately 40 new residents are anticipated.

Because a certain percentage of the population may be living in an institutional setting (e.g., nursing home, group home), forecasts were also prepared showing the population living in a household setting (**Table 3-9**). This step is needed to accurately estimate the number of acres needed for residential purposes. For the purpose of this plan, it is assumed that 100 percent of the total population will be living in a household over the next 20-year period.

HOUSING FORECASTS

Having established the anticipated resident population living within the town in a household setting, it is possible to forecast the number of housing units that will be needed to accommodate the growing population.

The number of households was estimated by dividing the anticipated population living in a household by the average household size for each of the time periods. Nationally, the average household size has been on a steady downward trend for a number of decades. This trend is also evident throughout much of Wisconsin and in Dunkirk. From 1990 to 2000, the average household size in the town declined from 2.9 to 2.7. It is anticipated this trend in Dunkirk will continue throughout the planning period, but at a slower rate of decline, and cause the figure to drop to about 2.5.

This demographic trend suggests that even if the population of the town did not grow, additional housing units would be needed to maintain the same population base to account for a smaller number of people living in each housing unit.

Table 3-9 shows the anticipated number of households over the 20-year planning horizon by year and for each of the 5-year increments. Having established the number of households that will be living in the town, it is necessary to determine the number of housing units that will be needed to house them. The number of housing units will, more often than not, exceed the number of households in that a certain share of the housing units will be vacant at any point in time. A unit may be vacant because it is not considered a primary residence, because it is for rent or for sale, or simply not occupied. For the purpose of this plan, it is assumed that 2 percent of the housing units will be vacant at any point in time. The calculated number of housing units is also shown in **Table 3-9**.

Over the planning period, 66 new dwelling units will be needed, the vast majority of which will be needed to account for a declining household size.

EMPLOYMENT FORECASTS

Most Dunkirk residents operate businesses outside Dunkirk or work outside Dunkirk. A few in-home businesses exist, a few existing business or commercially zoned parcels also exist. Also, there are a number of full and part-time farm businesses located in Dunkirk. The reality is and has been for some time now that new businesses will locate where they can be served by municipal services and can be in closer proximity to customers. Therefore, the main focus of meaningful employment forecasts must be those of the regional economy or, at least, local municipal economies.

LAND USE FORECASTS

Residential development in the Town will be affected by annexations and the extraterritorial authority that may be exercised by the City of Stoughton. Town development is expected to be dispersed among the farm units that meet density requirements. Five Sections (5-9) have no splits available. The City Comprehensive Plan projects growth areas extending into Sections 1, 2, 3, 7, 8, 9, 10, 11, 15, 16, 17, and 18. These 12 Sections have approximately 44 available splits. However, the City Comprehensive Plan includes a Land Use Objective to: "Require all new development within Stoughton's long-term growth area to be served with the full array of municipal services, including sanitary sewer, storm sewer, municipal water..."

This City objective, coupled with subsequent annexations and residential development, will reduce the land available for Town residential development. The additional dwelling units and land area requirements in **Table 3-12** and **Table 3-13** may be met by including residential development created as the City of Stoughton expands into Dunkirk. In order to be meaningful, the combined City and Town residential development should be considered when analyzing land use forecasts regarding land historically within the Town of Dunkirk.

PLAN-BASED FORECAST TABLES

Table 3-1. Plan-Based Forecasts: 2005 to 2024

	2005 to 2009	2010 to 2014	2015 to 2019	2020 to 2024	2005 to 2024
Additional population ¹	10	10	10	10	40
Additional households	16	16	16	17	65
Additional housing units	15	17	17	17	66
Additional land (acres) ²					
Commercial	3	3	3	3	12
Industrial	6	6	6	6	24
Agricultural	0	0	0	0	0
Residential	6	6	6	6	24
Additional employment (jobs)	12	12	14	14	52

Notes:

1. The total population includes those living in an institutional setting and those living in households.
2. The amount of land needed for each of these uses includes public infrastructure. A factor was also applied to increase the supply of land to account for consumer choice.

Table 3-2. United States Population: 1900 to 2000

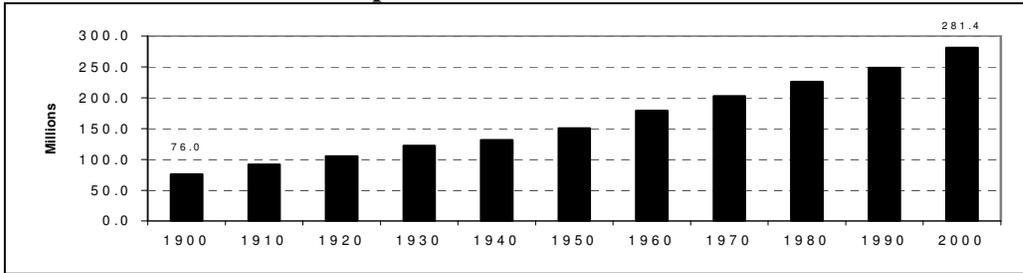


Table 3-3 United States Population by Region: 1900 to 2000

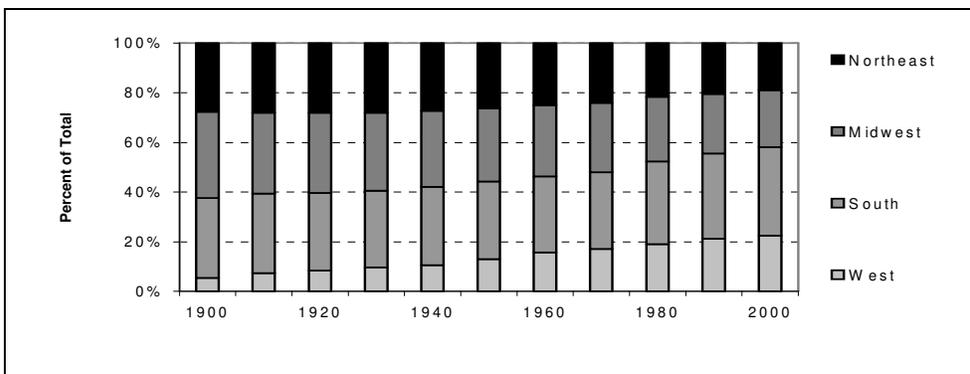


Table 3-4

Households by Type—United States: 1950 to 2000

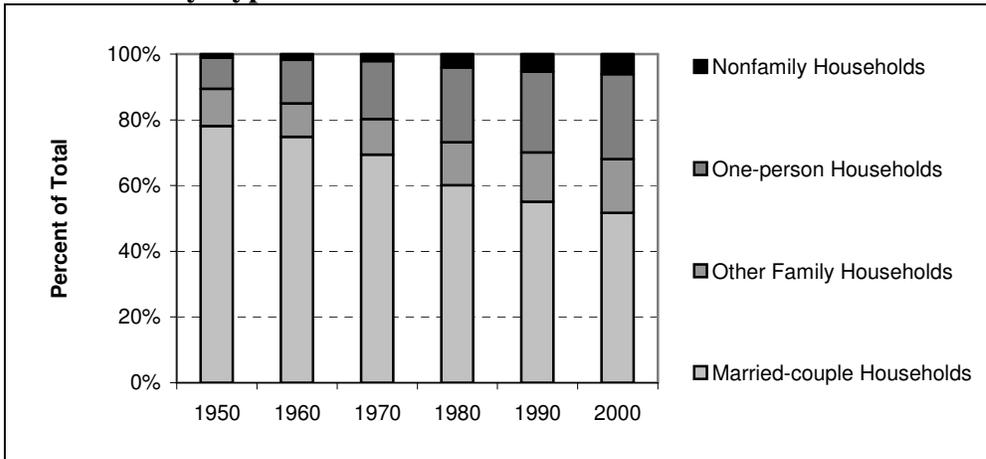
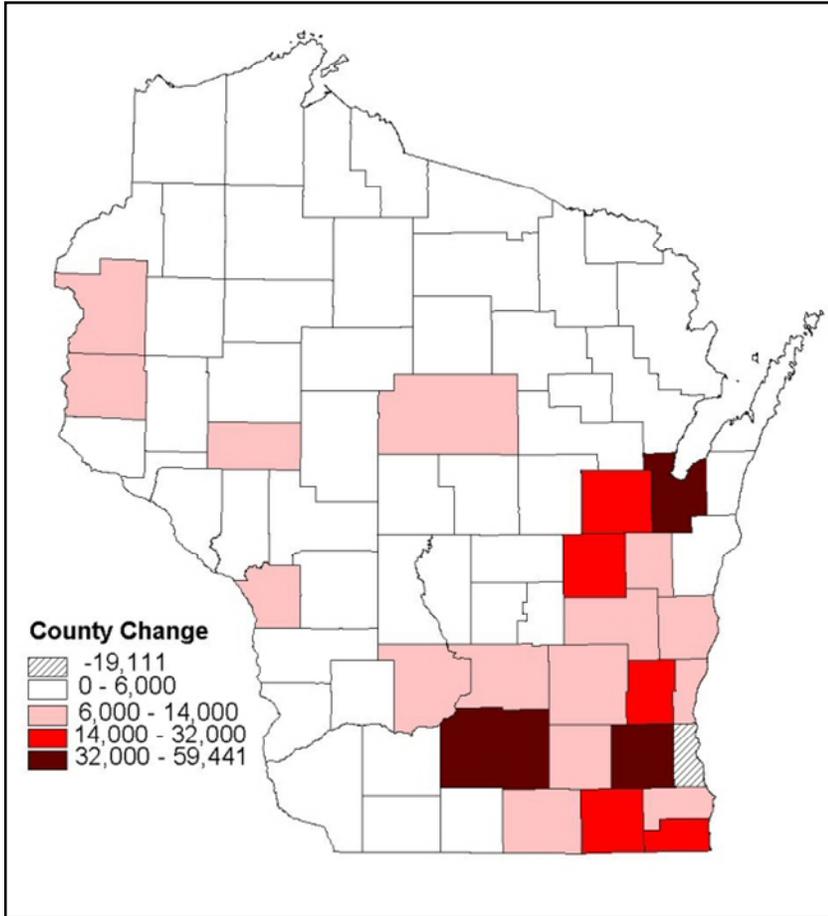


Table 3-5 Numeric Population Change—Wisconsin: 1990 to 2000



Source: Census Bureau

Table 3-6. Population: Town of Dunkirk and Selected Municipalities 1980 to 2000

Jurisdiction	1980	1990	2000	Percent Change	
				1980 to	1990 to
				1990	2000
Towns					
Albion	1,918	1,964	1,823	2.4	-7.2
Berry	1,116	1,098	1,084	-1.6	-1.3
Black Earth	406	365	449	-10.1	23.0
Blooming Grove	1,965	2,079	1,768	5.8	-15.0
Blue Mounds	637	667	842	4.7	26.2
Bristol	1,723	1,835	2,698	6.5	47.0
Burke	2,967	3,000	2,990	1.1	-0.3
Christiana	1,209	1,182	1,313	-2.2	11.1
Cottage Grove	2,952	3,525	3,839	19.4	8.9
Cross Plains	1,003	1,206	1,419	20.2	17.7
Dane	945	921	968	-2.5	5.1
Deerfield	1,111	1,181	1,470	6.3	24.5
Dunkirk	2,098	2,121	2,053	1.1	-3.2
Dunn	4,966	5,274	5,270	6.2	-0.1
Madison	6,162	6,442	7,005	4.5	8.7
Mazomanie	1,007	982	1,185	-2.5	20.7
Medina	1,019	1,124	1,235	10.3	9.9
Middleton	2,598	3,628	4,594	39.6	26.6
Montrose	1,024	1,032	1,134	0.8	9.9
Oregon	1,798	2,428	3,148	35.0	29.7
Perry	632	646	670	2.2	3.7
Pleasant Springs	2,529	2,660	3,053	5.2	14.8
Primrose	654	595	682	-9.0	14.6
Roxbury	1,491	1,536	1,700	3.0	10.7
Rutland	1,393	1,584	1,887	13.7	19.1
Springdale	1,279	1,258	1,530	-1.6	21.6
Springfield	2,379	2,650	2,762	11.4	4.2
Sun Prairie	1,990	1,839	2,308	-7.6	25.5
Vermont	634	678	839	6.9	23.7
Verona	2,259	2,137	2,153	-5.4	0.7
Vienna	1,365	1,351	1,294	-1.0	-4.2
Westport	2,748	2,732	3,586	-0.6	31.3
Windsor	3,812	4,620	5,286	21.2	14.4
York	714	649	703	-9.1	8.3

Table 3-7. Population: 2005 to 2024

Time Period	Total Resident Population ¹	Population In Households
2004	2044	2044
2005	2046	2046
2006	2048	2048
2007	2050	2050
2008	2052	2052
2009	2054	2054
2010	2056	2056
2011	2058	2058
2012	2060	2060
2013	2062	2062
2014	2064	2064
2015	2066	2066
2016	2068	2068
2017	2070	2070
2017	2072	2072
2019	2074	2074
2020	2076	2076
2021	2078	2078
2022	2080	2080
2023	2082	2082
2024	2084	2084
Number Added During Period		
2005 – 2009	10	10
2010 – 2014	10	10
2015 – 2019	10	10
2020 - 2024	10	10
2005 - 2024	40	40

1. The total population includes those living in an institutional setting and those living in households.

Table 3-8. Age Structure by Percent of Total: 2000

	Albion	Blooming Grove	Dunkirk	Pleasant Springs	Rutland	Wisconsin
Under 5 years	4.4	4.8	5.7	6.4	7.4	6.4
5 to 9 years	7.0	6.3	7.1	6.5	6.6	7.1
10 to 14 years	8.0	7.0	8.5	7.9	8.1	7.5
15 to 19 years	7.3	6.9	7.1	7.7	7.0	7.6
20 to 24 years	4.4	5.1	3.8	3.2	2.8	6.7
25 to 34 years	11.7	10.4	10.7	8.5	10.6	13.2
35 to 44 years	19.8	21.0	20.1	20.2	22.2	16.3
45 to 54 years	15.8	19.1	16.9	18.6	19.6	13.7
55 to 59 years	5.3	6.2	6.2	6.9	4.8	4.7
60 to 64 years	4.4	4.0	5.4	4.2	3.3	3.8
65 to 74 years	6.7	5.7	5.4	5.9	5.0	6.6
75 to 84 years	4.0	2.7	2.5	3.3	2.1	4.7
85 and older	1.2	0.8	0.7	0.6	0.5	1.8
Total	100	100	100	100	100	100

Source: U.S. Census Bureau

Table 3-9. Housing: 2005 to 2024

Year	Housing	
	Households	Units
2004	766	782
2005	769	785
2006	772	788
2007	775	791
2008	778	794
2009	782	798
2010	785	802
2011	788	805
2012	791	808
2013	794	811
2014	798	815
2015	801	818
2016	804	821
2017	807	824
2018	811	828
2019	814	831
2020	817	834
2021	821	838
2022	824	841
2023	828	845
2024	831	848
Number Added During Period		
2005 – 2009	16	15
2010 – 2014	16	17
2015 – 2019	16	17
2020 - 2024	17	17
2005 - 2024	65	66

1. The total population includes those living in an institutional setting and those living in households.

Table 3-10. Anticipated Number of New Jobs: 2005 to 2024

	2005 to 2009	2010 to 2014	2015 to 2019	2020 to 2024	2005 to 2024
Commercial	3	3	4	4	14
Light industrial	9	9	10	10	38
Total	12	12	14	14	52

Notes:

1. The amount of land needed for each of these uses includes public infrastructure. A factor was also applied to increase the supply of land to account for consumer choice.

Table 3-11. Housing Types: 2005 to 2024

	Percent Of Total
Single-Family	
Medium Density	70
Low Density	30

Table 3-12. Additional Dwelling Units by Housing Type: 2005 to 2024

	2005 to 2009	2010 to 2014	2015 to 2019	2020 to 2024	2005 to 2024
Single-Family					
Medium Density	11	12	12	12	47
Low Density	5	5	5	5	20
Total	16	17	17	17	67

Table 3-13. Land Area Requirements by Housing Type: 2005 to 2024

	2005 to 2009	2010 to 2014	2015 to 2019	2020 to 2024	2005 to 2024
Single-Family					
Medium Density	3	3	3	3	12
Low Density	3	3	3	3	12
Total	6	6	6	6	24

Table 3-14. Plan-Based Forecasts: 2005 to 2024

	2005 to 2009	2010 to 2014	2015 to 2019	2020 to 2024	2005 to 2024
Additional population ¹	10	10	10	10	40
Additional households	16	16	16	17	65
Additional housing units	15	17	17	17	66
Additional land (acres) ²					
Commercial	3	3	3	3	12
Industrial	6	6	6	6	24
Residential	6	6	6	6	24
Additional employment (jobs)	12	12	14	14	52

Notes:

1. The total population includes those living in an institutional setting and those living in households.
2. The amount of land needed for each of these uses includes public infrastructure. A factor was also applied to increase the supply of land to account for consumer choice.

Table 3-15. Population Projects: 2005 to 2024

Time Period	Population ¹	In Households
2004	2044	2044
2005	2046	2046
2006	2048	2048
2007	2050	2050
2008	2052	2052
2009	2054	2054
2010	2056	2056
2011	2058	2058
2012	2060	2060
2013	2062	2062
2014	2064	2064
2015	2066	2066
2016	2068	2068
2017	2070	2070
2017	2072	2072
2019	2074	2074
2020	2076	2076
2021	2078	2078
2022	2080	2080
2023	2082	2082
2024	2084	2084
Number Added During Period		
2005 – 2009	10	10
2010 – 2014	10	10
2015 – 2019	10	10
2020 - 2024	10	10
2005 - 2024	40	40

1. The total population includes those living in an institutional setting and those living in households.

CHAPTER 4 – FUTURE TRANSPORTATION SYSTEMS

INTRODUCTION

For many years, transportation planning and land use planning were seen as independent activities. In recent years, however, there has been a growing recognition, especially at the state and federal levels that land use and transportation are linked in that a change in one will undoubtedly have consequences for the other.

As we drive around we can see this interplay between land use and transportation. Certain types of commercial land uses are typically found only on major roadways, while other types of land uses can easily be served by a local or collector road. When a major employment or activity center locates on a road unable to carry the resulting traffic, local and state officials inevitably end up improving the road to serve the new use.

Its also the case that as roads are improved through widening or other type of improvement, land use pressures on the adjoining parcels will likely change to take advantage of the increased exposure or accessibility.

For these reasons, the future transportation and land use maps of this plan were prepared at the same time to complement one another.

FUTURE TRANSPORTATION PLAN

The Town currently has a road system that is in good shape. The majority of roads in the Town are in good condition and those in poorer condition are slated for improvement.

Given the low level of new development contemplated in the future land use plan, no new major road improvements have been identified. Likewise, the functional classification of the roads in the Town's boundary will not change either. The Planned transportation network is depicted in The Future Transportation Plan.

The need for additional pedestrian and bicycle facilities was identified in the planning process as a growing need. These were based on and are consistent with those facilities identified by the Madison Metropolitan Planning Organization, and the Dane County Parks & Open Space Plan.

CHAPTER 5 – FUTURE UTILITIES AND COMMUNITY FACILITIES

INTRODUCTION

As the town's population increases in the coming years, it is important to consider what additional utilities and community facilities may be needed to accommodate the additional residents. Although a growing population is an important consideration, it is not the only factor that needs consideration. Other demographics should be considered as well. As documented elsewhere in this plan, the graying of America will have a profound impact on the types of public services that ought to be available. This chapter is intended to answer a basic question: What type of community facilities and services will be needed to accommodate a growing population and a changing population base?

This chapter is based on the population, housing, and land use forecasts presented in Chapter 3.

PUBLIC FACILITIES PLAN

Table 5-1 identifies those public facilities/services either provided by the town or by other providers. The chart is set up to first identify the current adequacy of the facility/service. If the facility/service is currently inadequate or will become inadequate in the coming years, a recommendation is then made as to how to provide an appropriate level of service.

As shown, all of the facilities/services in the town are deemed adequate. In the coming years, childcare will likely be a pressing need. While the town will not provide childcare, it should allow for this type of use in appropriate areas in the town. The town has considered the utilities that it provides, and does not anticipate making changes to the level of service throughout the planning period.

TABLES

Table 5-1. Public Facilities Plan: 2005 to 2024

Town Facilities/Services	Current Status (2004)	Recommendation			
		2005 to 2009	2010 to 2014	2015 to 2019	2020 to 2024
Stormwater management	Adequate	-	-	-	-
Municipal building	Adequate	-	-	-	-
Recreation facilities	Adequate	Develop additional capacity	-	-	-
Library services	Adequate	-	-	-	-
Police services	Adequate	-	-	-	-
Fire protection	Adequate	-	-	-	-
EMS	Adequate	-	-	-	-
Facilities/Services by Others					
Solid waste and recycling	Adequate	-	-	-	-
Tele-communication and fiber optics	Adequate	-	-	-	-
Electrical and natural gas	Adequate	-	-	-	-
Schools	Adequate	-	-	-	-
Childcare	Adequate	Develop additional capacity	Develop additional capacity	Develop additional capacity	Develop additional capacity
Health care	Adequate	-	-	-	-
Cemeteries	Adequate	-	-	-	-
Hydro-electric power plant	Adequate	-	-	-	-

CHAPTER 6 – GENERAL PROVISIONS

GENERALLY

Authority

This plan is enacted pursuant to and consistent with §66.1001, Wis. Stats.

Applicability

1. *Jurisdictional Area.* The provisions of this plan shall be applicable throughout the Town of Dunkirk, the boundary of which may change over time as the boundary of the city of Stoughton changes through annexation or detachment.
2. *Conformance with Plan.* After January 1, 2010, all Town programs and actions relating to zoning, subdivisions, and official mapping shall be consistent with this plan. Prior to that date, this plan shall be used as a guideline

Repeal of Prior Comprehensive Plan

All comprehensive plans previously adopted prior to the effective date of this plan are hereby repealed.

Severability

If a court of competent jurisdiction determines that a section, subsection, paragraph, sentence, clause, or phrase in this plan is unconstitutional or otherwise invalid, the validity of the remaining portions shall continue in full force and effect.

Effective Date

This plan shall be effective the first day after the date of publication or posting as provided for in §60.80(3), Wis. Stats.

Development Expectations

This plan is subject to amendment and revision including the future land use map. As such, no special development rights are conferred upon any property by any designation or inclusion on the future land use map.

INTERPRETATION

Interpretation of Boundaries of Base Land Use Districts

1. *Boundary Line Interpretations.* Interpretations regarding base land use district boundaries and designations shall be made in accordance with the following rules:
 - a. *Political Boundaries.* District boundaries shown as following, or approximately following, any political boundary shall be construed as following such line.
 - b. *Property Lines.* District boundaries shown as following, or approximately following, any property line shall be construed as following such line.
 - c. *Section Lines.* District boundaries shown as following, or approximately following, a section line, quarter-section line, or quarter-quarter section line shall be construed as following such line.
 - d. *Centerlines.* District boundaries shown as following, or approximately following, any stream, creek, easement, railroad, alley, road, street, highway or similar feature shall be construed as following the centerline of such feature.
 - e. *Natural Boundaries.* District boundaries shown as following, or approximately following, any natural feature such as a lake, pond, wetland, woodlot edge, floodplain or topographical features such as watershed boundaries shall be construed as following such natural feature as verified by field inspection when necessary.
 - f. *Other.* In instances where a district boundary does not follow one of the lines or features listed above, the line shall be as drawn as provided for in subsection 2.
2. *Division of Parcels.* Where one or more district boundary line divides a parcel into 2 or more areas, the following interpretation of the boundary and designation shall apply:
 - a. *Parcels of 5 Acres or Less.* For parcels of 5 acres or less, the designation of the largest area of the lot shall apply to the entire lot.
 - b. *Parcels Larger than 5 Acres.* For parcels larger than 5 acres, the parcel shall be divided as depicted by the boundary.

Interpretation of Goals, Objectives, and Policies, and Intent of Dunkirk's CLUP

This plan was in part created by pooling planning resources with other townships. Therefore, some portions of this plan reflect general planning issues and concerns. As a result, much of the Dunkirk Comprehensive Land Use Plan consists of general background materials providing supporting information and reasoning that was helpful in creating the plan.

We intend that the goals, objectives, and policies in Chapter 1 should best address the specific growth needs and planning desires we've worked through in crafting this plan for the Town of Dunkirk. If any ambiguity appears to exist or if sections of this plan appear to be at odds, our intent was that Chapter 1 should prevail. It is our intention that those

other parts of this plan are included to: provide background to; support; supplement; and compliment the focus of our plan—the goals, objectives, policies, and concerns stated in Chapter 1.

More Generally

1. Recognizing that some of the goals, objectives, and policies may advance or serve competing interests in varying degrees, this plan shall be interpreted so as to promote the public interest to the greatest extent.
2. In the construction of goals, objectives and policies, the following shall be observed, unless such construction would be inconsistent with the text or with the manifest intent of the comprehensive plan:
 - a. *Singular and Plural Words.* Words in the singular include the plural and words in the plural include the singular.
 - b. *Tense.* Words in the present tense include the past and future tense and the future tense includes the present tense.
 - c. *Shall or Will.* The word "shall" or "will" is mandatory.
 - d. *May or Should.* The word "may" or "should" is permissive.
 - e. *Include.* The word "includes" or "including" shall not limit a term to the specific examples listed, but is intended to extend its meaning to all other instances or circumstances of like kind or character.

Responsibility for Interpretation

In the event that any question arises concerning any provision or the application of any provision of this plan, the Plan Commission shall be responsible for such interpretation and shall look to the overall intent of the comprehensive plan for guidance. The commission shall provide such interpretation in writing upon request and keep a permanent record of said interpretations.

AMENDMENT

Initiation

The following may submit an application for a plan amendment:

- a. Town board;
- b. Plan commission;
- c. any resident of the town;
- d. any person having title to land within the town;
- e. any person having a contractual interest in land to be affected by a proposed amendment; or
- f. an agent for any of the above.

Proposals to amend this plan may be submitted and considered throughout the year.

Burden of Proof

The person that proposes an amendment to the future land use map shall have the burden of proof to show that the proposed amendment is in the public interest and internally consistent with the remainder of the plan.

Application and Review Procedure

1. *Submittal of Application.* The applicant shall submit a complete application to the Town Clerk along with the application fee if any.
2. *Transmittal of Application to Plan Commission.* The Town Clerk shall forward one copy of the application to each member of the Plan Commission.
3. *Preliminary Review.* The Plan Commission shall review the application at one of its regular or special meetings. No decision shall be made at this time.
4. *Interdepartmental/Agency Review.* The Town Clerk shall forward one copy of the application to appropriate town personnel and department heads that could be directly affected by the proposed amendment.
5. *Plan Commission Meeting.* Allowing for proper public notice, the Plan Commission shall conduct a meeting to review the application.
6. *Plan Commission Recommendation.* The Plan Commission shall pass a resolution stating its recommendation to the Town Board to either:
 - a. deny the proposed amendment; or
 - b. approve the proposed amendment without revision; or
 - c. approve the proposed amendment with those revisions it deems appropriate, provided such revisions are related to the proposed amendment.
7. A resolution recommending the amendment of the plan shall be by majority vote of the entire commission. The vote shall be recorded in the official minutes of the Plan Commission.
8. *Notification of Resolution.* If the Plan Commission adopts a resolution to not amend the comprehensive plan, the commission shall send a copy of the resolution to the Town Board. This action terminates the amendment process. If the Plan Commission adopts a resolution recommending amendment of the plan, the secretary of the Plan Commission shall forward a copy of the resolution and those sections of the plan containing the recommended amendments, along with an explanatory cover letter, to each of the following:
 - a. Stoughton Public Library,
 - b. City Clerk for Stoughton
 - c. Town Clerk of each adjoining town
 - d. County Clerk for Dane County,
 - e. Wisconsin Land Council,
 - f. Department of Administration, and
 - g. other agencies deemed appropriate.
9. *Public Notice for Public Hearing.* The Town Clerk shall provide a class 1 public notice (under Chapter 985, Wis. Stats.) that is published at least 30 days before

- the date of the scheduled public hearing. At the discretion of the Town, other notice may be provided.
10. *Public Hearing.* The Town Board shall hold at least one public hearing to consider the recommended amendment.
 11. *Town Board Decision.* After reviewing the application and the Plan Commission's recommendation, the Town Board shall make a decision to either:
 - a. deny the recommended amendment; or
 - b. approve the recommended amendment without revision; or
 - c. approve the recommended amendment with those revisions it deems appropriate, provided such revisions are limited to those matters considered in the public hearing.

An affirmative vote to amend the plan shall be by majority vote of the members elect (as defined in §59.001(2m) Wis. Stats.) of the Town Board.
 12. *Interagency Notification of Decision.* If the Town Board passes an ordinance to amend the plan, the Town Clerk shall forward a copy of the ordinance and pertinent sections of the plan, as amended, along with an explanatory cover letter, to each of the following:
 - a. Stoughton Public Library,
 - b. City Clerk for Stoughton
 - c. Town Clerk of each adjoining town
 - d. County Clerk for Dane County,
 - e. Wisconsin Land Council,
 - f. Department of Administration, and
 - g. other agencies deemed appropriate.

If the Town Board decides to not amend the plan, the Town Clerk shall send a letter, which states the Town Board's decision, to those entities listed in this part.
 13. *Applicant Notification of Decision.* The Town Clerk shall mail the applicant, by regular U.S. mail, the original copy of the decision and notify the Plan Commission in writing of the Town Board's decision (if it is not the applicant). If the recommended amendment is denied, the notification shall indicate the reasons for the denial.
 14. *Update History of Adoption and Amendment.* If the Town Board passes an ordinance to amend the plan, the Town Clerk shall update the table found in Section 3-7 of this chapter.

Application Content

1. *Landowner-Initiated Amendment to the Future Land Use Map.* An application submitted by a landowner to amend the future land use map shall include the following:
 - a. a scaled drawing of the subject property;
 - b. a legal description for each of the parcels in the subject property;
 - c. a map of the existing land uses occurring on and around the subject property;
 - d. a written description of the proposed change;
 - e. a written statement outlining the reason(s) for the amendment; and

- f. other supporting information the applicant deems appropriate.
- 2. *Other Amendments.* For all other types of amendments, the application shall include the following:
 - a. a written description of the proposed change;
 - b. a written statement outlining the reason(s) for the amendment; and
 - c. other supporting information the applicant deems appropriate.

Limitations on Amending the Comprehensive Plan

Amendments shall be made so as to preserve the internal consistency of the entire plan.

Application Fees

- 1. *Landowner-Initiated Amendments.* For all amendments to the future land use map that are initiated by the owner or another person having a contractual interest in land to be affected by the proposed amendment, an application fee, as set by the Town Board and on file at the Town Clerk's office, shall be submitted at the time of application.
- 2. *Other Amendments.* For all other types of amendments, no application fee shall be assessed.

Historical Summary of Plan Adoption and Amendments

The table below provides an overview of Town Board action regarding this plan.

Date	Ordinance Number	Description of Action
____, 2006		Town board repeals the Town’s comprehensive plan and adopts a new comprehensive plan to comply with Wisconsin’s Smart Growth Legislation.

ORDINANCE NO. 02-2006
TOWN OF DUNKIRK, DANE COUNTY, WISCONSIN

AN ORDINANCE TO ADOPT A COMPREHENSIVE LAND USE PLAN

Whereas, the Town, pursuant to §62.23(2) and (3) of the Wisconsin Statutes, is authorized to prepare and adopt a comprehensive plan as defined in §66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes.

Whereas the Town Board has adopted written procedures designed to foster public participation in every stage of the preparation and review of the comprehensive plan as required by §66.1001 (4)(a) of the Wisconsin Statutes.

Whereas, the Town Board established an advisory committee to develop a draft comprehensive plan, which consists of two documents: the background report and policy document.

Whereas, the plan commission has reviewed the draft comprehensive plan and has, by a majority vote of the entire commission recorded in its official minutes, adopted a resolution recommending to the Town Board the adoption of comprehensive plan, which contains all of the elements specified in §66.1001(2) of the Wisconsin Statutes.

Whereas, the Town Board has held at least one public hearing on this ordinance, in compliance with the requirements of §66.1001(4)(d) of the Wisconsin Statutes.

Now therefore, the Town Board adopts those two documents, pursuant to §66.1001(4)(c) of the Wisconsin Statutes.

Now therefore, this ordinance shall take effect upon passage by a majority vote of the members-elect of the Town Board (as defined in §59.001 (2m) of the Wisconsin Statutes) and posting as required by law.

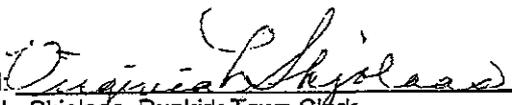
Now therefore, the Town Clerk is directed to send a copy of the adopted comprehensive plan to the following:

- a. Stoughton Public Library,
- b. Edgerton Public Library
- c. Clerk of each adjoining jurisdiction,
- d. County Clerk for Dane County,
- e. Dane County Regional Planning Commission,
- f. Wisconsin Land Council, and
- g. Department of Administration.

Adopted this 8 day of August, 2006.


 Jerry Sellers, Dunkirk Town Board Chair

(Published/Posted): July 27, 2006

Attested: 
 Virginia L. Skjolaas, Dunkirk Town Clerk

Development Factors: 2004

Town of Dunkirk Comprehensive Plan - Policy Document

Legend

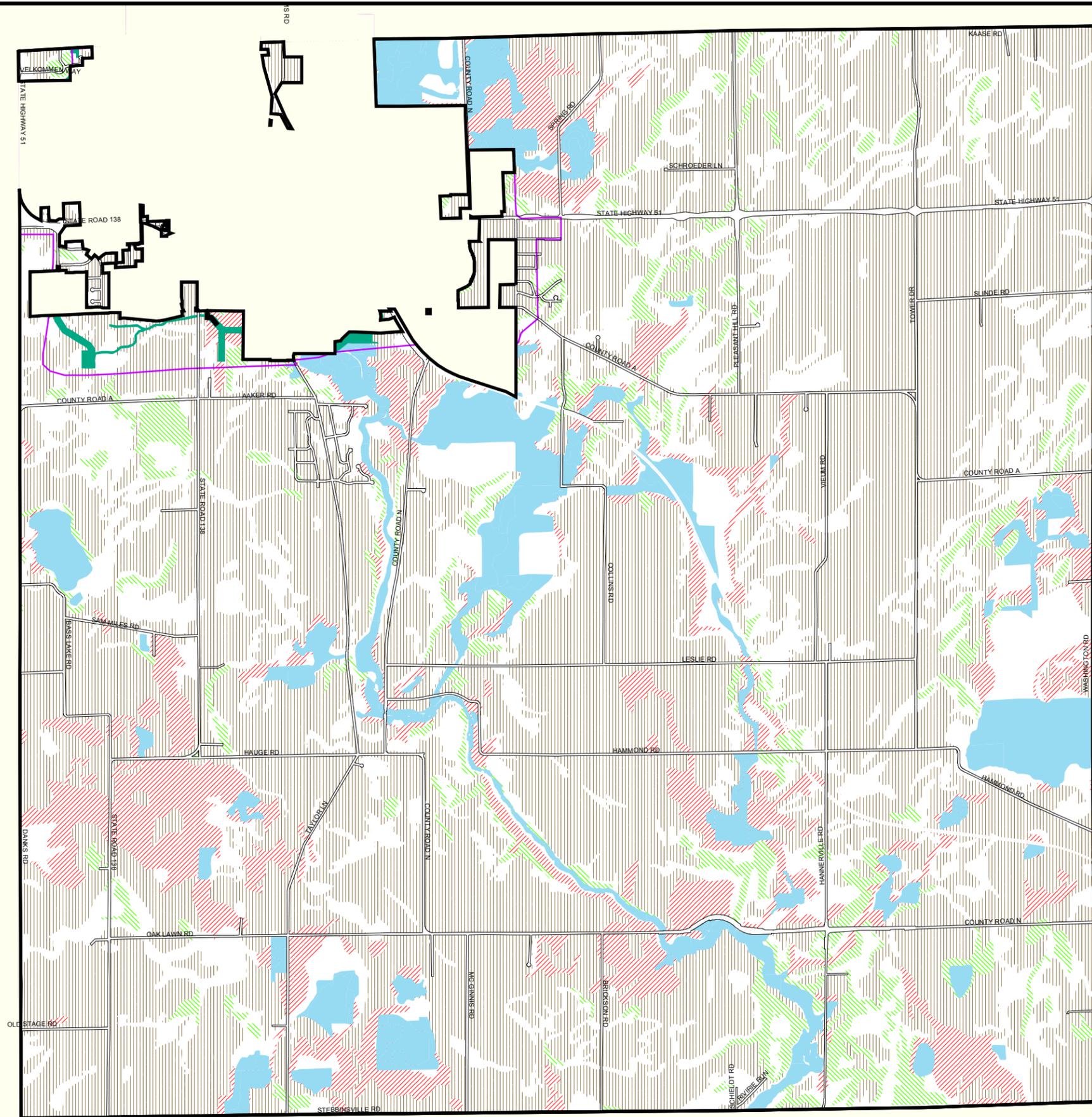
-  Environmental corridor
-  Wetlands, floodplain, and water
-  Prime farmland
-  Hydric soils
-  Slopes > 12.5%
-  Urban service area



Source: Base map provided by Dane County Land Information Department

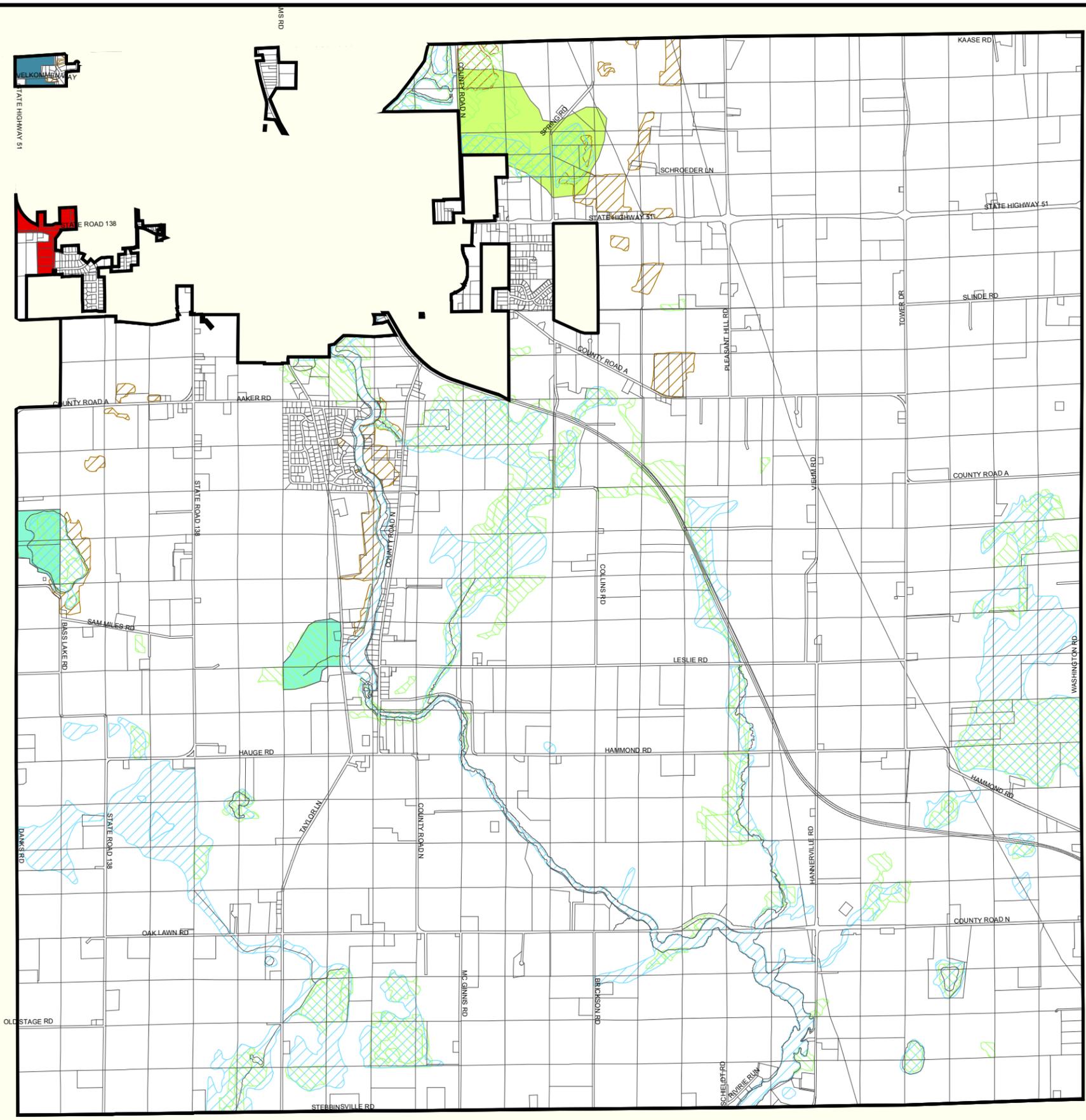
Data Source: Wisconsin Department of Natural Resources (Wetlands)
Dane County Land Information Department (Floodplain, Prime Farmland, Hydric Soils, and Steep Slopes), Dane County Regional Planning Commission (Environmental Corridors and Urban Service Areas).

Map Created: February 23, 2004
Map Edited: March 14, 2006



Future Land Use Plan: 2005 to 2024

Town of Dunkirk Comprehensive Plan - Policy Document



Land Use

- Commercial
- Agricultural preservation
- Park / Open space
- Public resource land
- Conservancy

Overlay Districts

- 100-year floodplain
- Wetlands
- Woodlands

Development Phasing

- A 2005 - 2009
- B 2010 - 2014
- C 2015 - 2019
- D 2020 - 2024

Map Legend

- Municipal boundary
- Development phase boundary
- Roads

Note:
 1. The development phasing shown on this map is only intended to facilitate phasing for infrastructure and shall not be deemed to limit the timing of development.
 2. This map is not a zoning map. It shows in general terms how land uses could develop in the coming years.



Source: Base map provided by Dane County Land Information Department

Map Created: June 28, 2004
 Map Edited: March 13, 2006



Future Transportation Plan: 2005-2024

Town of Dunkirk Comprehensive Plan - Policy Document

Existing Facilities

-  Principal Arterial – Freeway, Expressway, other
-  Minor Arterial
-  Collector
-  Local
-  Collector (major, rural)
-  Collector (minor, rural)

Proposed Facilities

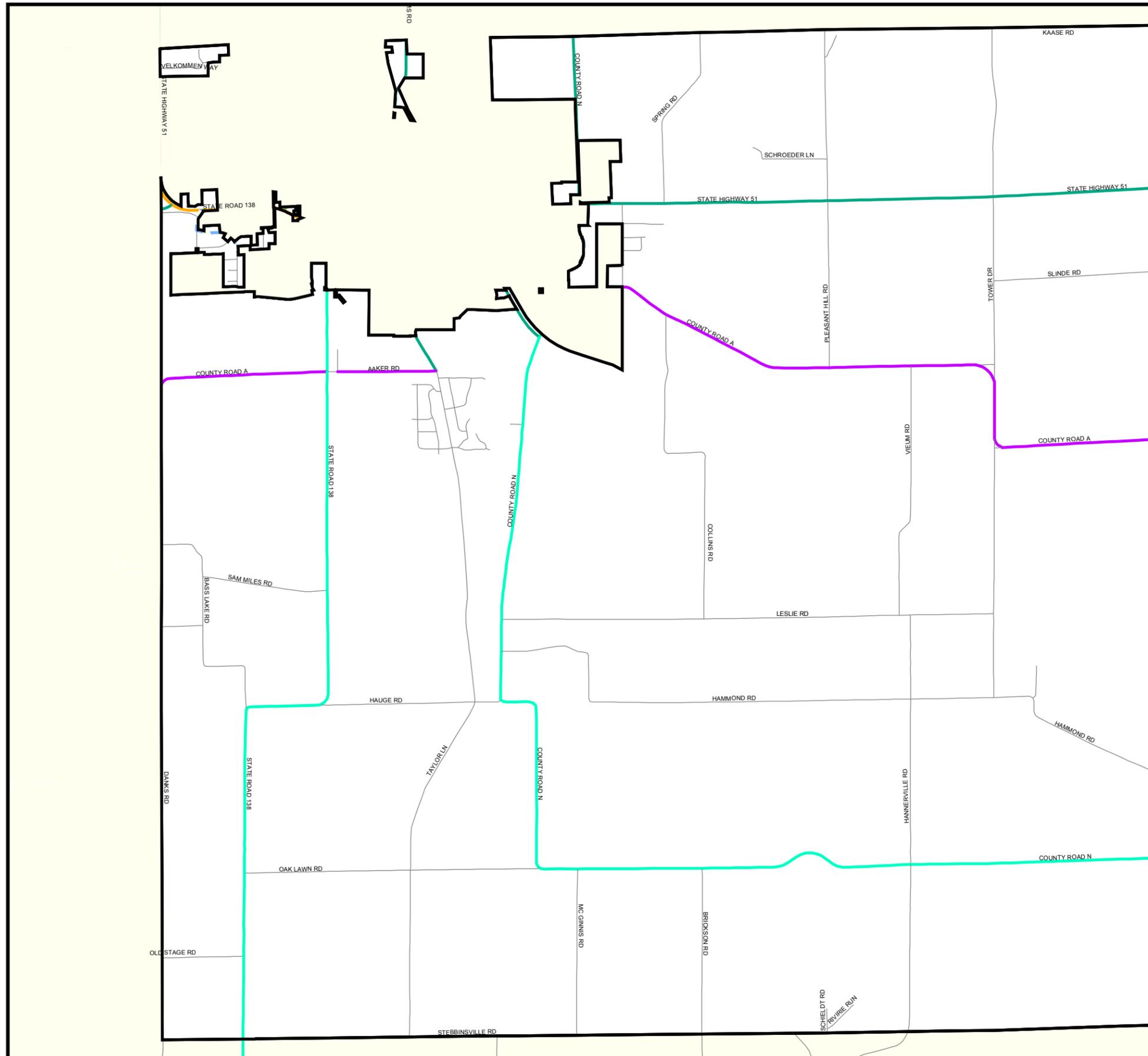
-  Principal Arterial – Interstate
-  Principal Arterial – Freeway, Expressway, other
-  Minor Arterial
-  Collector
-  Local
-  Collector (major, rural)
-  Collector (minor, rural)



Source: Base map provided by Dane County
Land Information Department

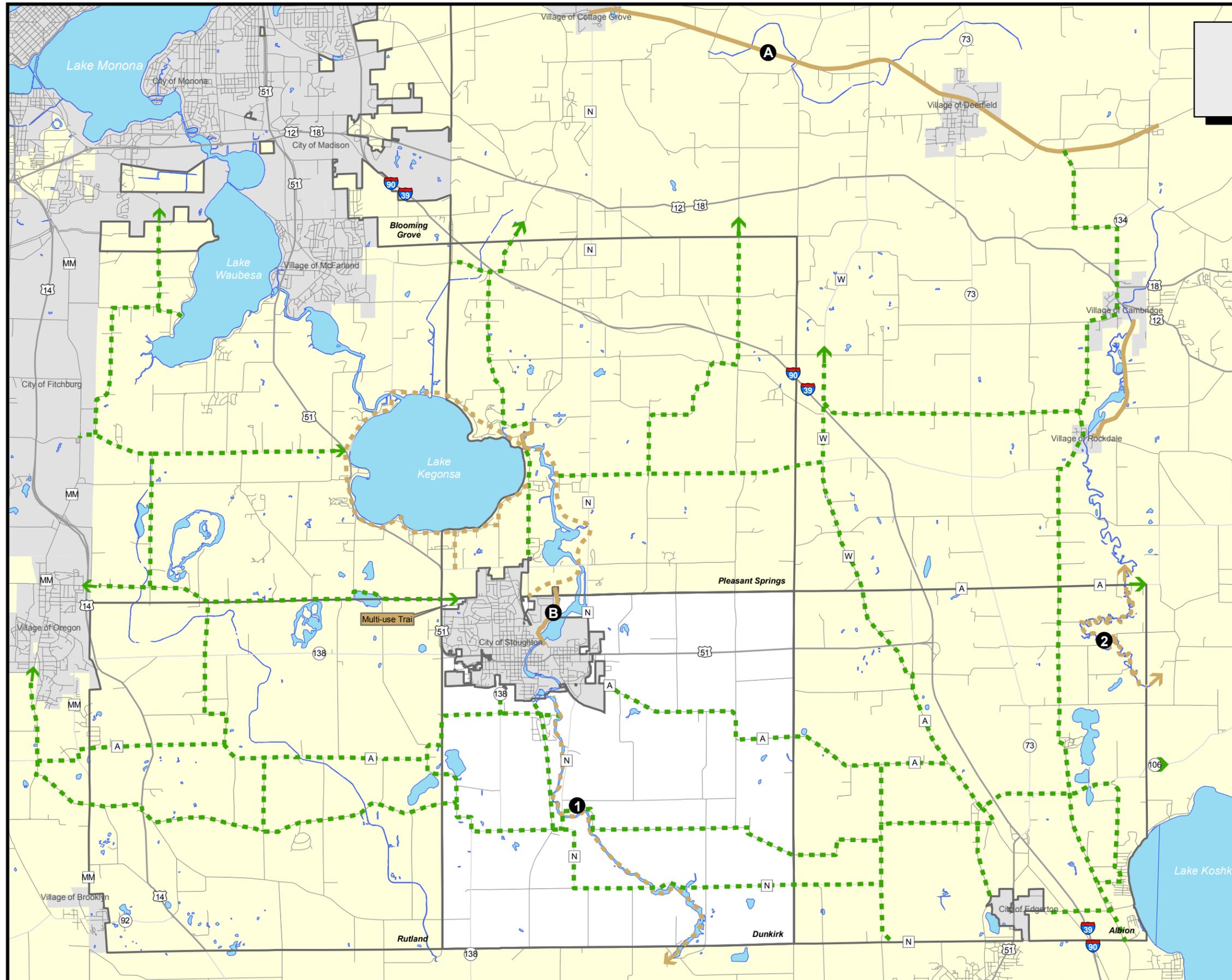
Data Source: Madison Area Metropolitan Planning Organization

Map Created: June 4, 2004
Map Edited: March 14, 2006



Future Pedestrian Plan: 2005 to 2024

Town of Dunkirk Comprehensive Plan - Policy Document



Existing

- Multi-use trail
- Glacial Drumlin Trail
- River Trail

Proposed

- Bike route
- Multi-use trail
- Yahara river trail*
- Koshkonong creek trail*

Map Features

- Primary
- Secondary
- City / Village
- Water

* As proposed by Dane County Parks & Open Space Plan 2001-2005



Source: Base map provided by Dane County Land Information Department

Data Source: Madison Area Metropolitan Planning Organization (Bike Routes and Multi-use Trails), Dane County Regional Planning Commission (Glacial Drumlin Trail).

Map Created: July 30, 2004
Map Edited: March 13, 2006



Future Utilities and Community Facilities: 2005 to 2024

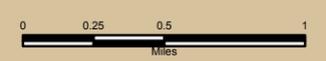
Town of Dunkirk
Comprehensive Plan - Policy Document

Existing Facilities

-  Cemetery
-  Cell Tower
-  Town Hall
-  Town Brush Disposal Site

Proposed New Facilities

None



Source: Base map provided by Dane County
Land Information Department

Data Source: Vierbicher Associates Inc. Land use survey
conducted on November 10, 2003

Map Created: June 4, 2004
Map Edited: March 13, 2006

